



Freedom to
flourish in
Torbay

Strategy

2025-2030



Contents

Introduction	4
Foundations & Principles	4
Our Vision.....	4
Our Principles	5
Our Values and Behaviours	6
The Growth in Action Delivery Model	7
Importance of Relationships.....	7
Aim	7
Objectives.....	7
Why	7
Delivery Model: Structure and Roles	8
Delivery Model: Process	11
Trauma Informed Practice.....	12
Aim	12
Objectives.....	12
Why	12
Workforce	13
Aims	13
Objectives.....	13
Why	14
What the final workforce model will look like	14
Learning Organisation	15
Aims	15
Objectives.....	15
Why	15
Human Learning System Model	16
Coproduction.....	17
Aim	18
Objectives.....	18

Why	18
Collective ownership	20
Aim	20
Objectives.....	20
Why	20
Decision-making and Oversight.....	21
Aim	21
Objectives.....	22
Why	22

Introduction

Growth in Action reflects the belief that by working together to improve outcomes for all people in Torbay, we need to take a different approach to the way support is provided for those in our population with multiple and/or complex needs.

The Multiple Complex Needs Alliance (renamed Growth in Action) was commissioned by Torbay Council to improve the system response and outcomes for people needing support with drug & alcohol issues, domestic abuse, sexual violence and homelessness. The key benefits to this are that people can access support more easily, have a better experience and achieve better outcomes than commissioning services individually. Under an alliance agreement, a group of providers has a single agreement with the commissioning organisation, where risk, responsibility and rewards for delivery of the contract are shared between all parties, including commissioners.

People with complex lives face significant challenges, including stigma, poor quality of life, social isolation, mental health issues, homelessness and housing problems. They often don't qualify for individual services, causing them to fall through the cracks and miss out on support. These issues result in a social cost for their communities, their children and families, consequently using significantly more public resource.

This strategy has been written for our Growth in Action stakeholders which includes our commissioners, our workforce and our partner agencies. A summary document will be developed for the people we support within Growth in Action services. An overarching Implementation Plan will be developed to ensure the aims and objectives of this strategy are achieved.

Foundations & Principles

Our name, vision, principles, values and behaviours were coproduced with people using Growth in Action services, staff and leaders. By working to our values and towards our vision we will create a strong foundation for collaborative work within Growth in Action. Listening to and acting on people's voices, respect, transparency, and shared accountability are our core principles. These values are well-aligned with trauma informed practice, coproduction and supporting Growth in Action's vision.

Our Vision

Growth in Action is striving towards a vision of:

"Wherever you are on your journey, Growth in Action aims to offer hope and choice and connect you to the right person, in the right place, when the time is right for you."

Our Principles

- A united partnership approach embedded in shared values and behaviours.
- To adopt a culture of 'no fault, no blame' between all participants.
- Encouragement to challenge each other in a constructive manner focused on finding solutions.
- A universal focus on the person and not the service.
- A flexible, responsive approach.
- Utilising an evidence-based approach founded upon feedback and learning of 'what works' for the people we are supporting.
- Respect for all knowledge, experience and expertise.
- To introduce and embed a trauma informed approach across Growth in Action. To have positive regard for service recipients, strength-based conversations and a reflective environment for staff.

Our Values and Behaviours

Value	Behaviour	
Listen actively	We pay close attention to each other & value everyone's input	We prioritise people's needs & voices & put them at the centre of their care
People first		
Respect	We value everyone's input and respect their perspectives	We treat individuals with kindness & consideration
Clear communication	We share information in a way that is easy to understand & we are open and honest in all we do	We are open, transparent & honest in relationships & interactions
Trust		
Transparency		
Take action	We turn ideas into real improvements	We provide people with real options & choices for achieving their goals
Ambition		
Learn together	We share knowledge and experiences to enhance services	We learn with shared accountability & apply learning to adapt & improve
Learning		
Feedback loop	We keep the conversation going, ensuring everyone is heard	We work with people to find solutions, no matter how big the challenge or how limited the resources
Perseverance		
Celebrate success	We recognise and appreciate our shared achievements	We collaborate to develop shared outcomes & achievements
Cooperation		
Flexibility	We adapt to different needs and situations & we take pride in making things better, together	We provide equality of access to opportunities & resources for all & regard the rights & feelings of all parties
Ownership		
Inclusive		

Table 1: GiA Values and Behaviours

Growth in Action Delivery Model

Importance of Relationships

Aim

The aim is that priority is given to the key relationship ensuring that people are put before processes.

Objectives

- The delivery model will be built around the individual accessing the service.
- This model will place the relationship between worker and the individual accessing support at its core and avoid unnecessary referral or handoff.
- Any changes to the core relationship will be led by the individual accessing support wherever possible.

Why

Building trust and a sense of safety between worker and the individual accessing support is key to enabling meaningful, person-led engagement, which leads to a deeper understanding of the individual and allows for personalised support that helps people achieve what matters most.

Final Importance of Relationships Model	Evidence of achievement
The finalised workforce model will hold the relationship as the cornerstone of effective practice.	Workforce Model in practice demonstrates: <ul style="list-style-type: none">• Defined exceptions to Case holder and Complex Lives Navigator (CLN) and relationship with the persona accessing support being maintained.• Clear and consistent monitoring and review of any change in this relationship against policy.
All GiA job descriptions and internal policies will include language that reflects the priority of maintaining consistent, trusted relationships with the people we support.	All GiA Job Descriptions include 'relationship-centred practice' as a key duty. All policy documents include/reference the priority of consistent and trusted relationships.

	Primacy of relationships included in GIA induction and onboarding materials.
100% of core staff (Case Holders and Complex Lives Navigators) will be trained in relationship-centred practice, and a person-led protocol for worker continuity will be embedded across all Growth in Action services.	All core staff training records show training in relationship-centred practice has been completed

Table 2: Final Importance of Relationships Features and Evidence

Year 3 - 2025-26	Year 4 - 2026-27	Year 5 - 2027-28	Year 6 - 2028-29	Year 7 - 2029-30
The finalised workforce model will demonstrate the relationship as the cornerstone of effective practice.	Where the service needs to make a change to an individual's worker this will always be discussed in advance with the individual accessing support and a mutually agreed plan for reallocation will be developed.	Core staff (Case Holders and Complex Lives Navigators) trained in relationship-centred practice.	Relevant service policies include language that reflects the priority of maintaining consistent, trusted relationships with the people we support.	
	Job descriptions will include language that reflects the priority of maintaining consistent, trusted relationships with the people we support.			

Table 3: Importance of Relationships Milestones and Timeline

Delivery Model: Structure and Roles

The GIA model aims to deliver integrated, trauma-informed, person-centred services across Torbay for individuals experiencing complex challenges such as homelessness, substance misuse, domestic abuse, and mental health issues. Access will be seamless via a 'No Wrong Door' approach.

Central to the delivery model is the 'importance of relationships' principle i.e. recognition that the consistency of relationship between the person accessing services and a named worker who supports the individual in achieving their goals

throughout their engagement with GIA, irrespective of service. Figure 1 depicts the overarching model for how the core workers will operate.

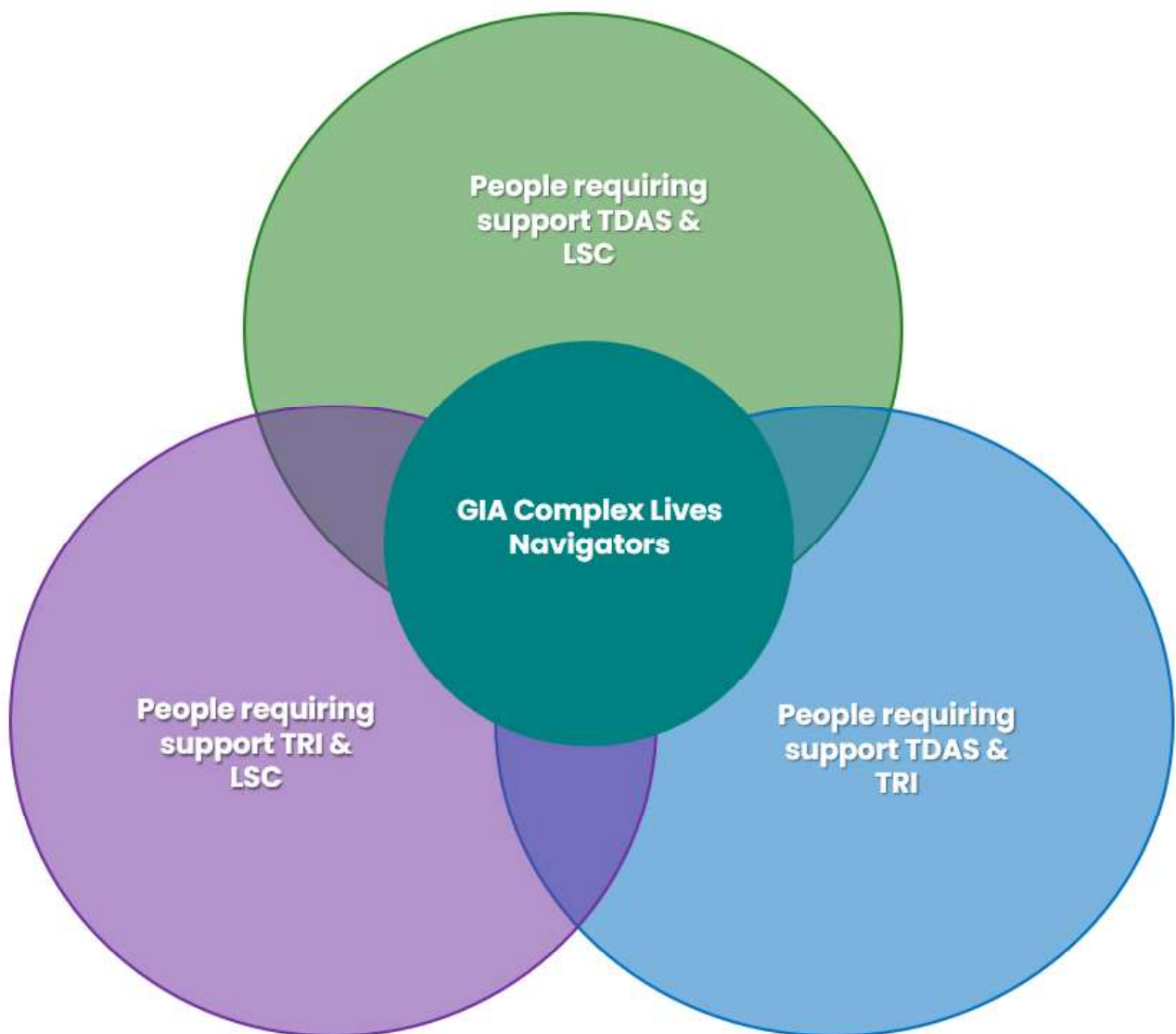


Figure 1: Overarching Model

There are two core roles:

- Case Holders: When someone's presentation fits in the remit of a single service.
- Complex Lives Navigators (CLNs): When someone's presentation requires support from two or more of GIA's provider services.

For those where there is an increase (from 1 to 2 or more) or decrease (from 2 or more to 1) in their service support profile a review of support will take place to determine whether a change in core worker would be beneficial. Such a change in primacy of relationship will always be managed, with the individual accessing support involved in all discussions, with the ultimate decision being theirs.

To achieve the transformational elements within the Alliance Agreement the following roles and responsibilities will be required:

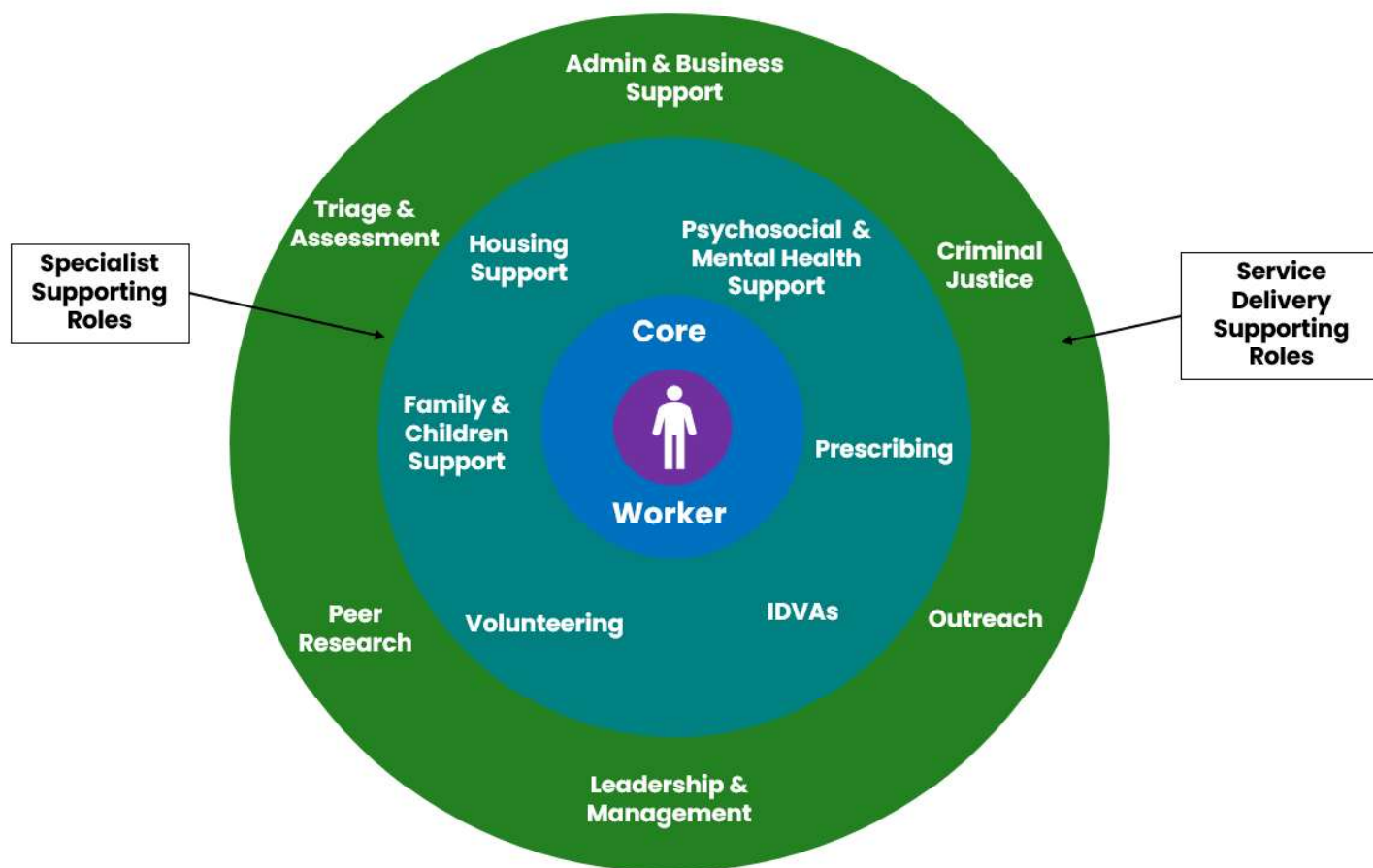


Figure 2: GiA Support Model

Delivery Model: Process

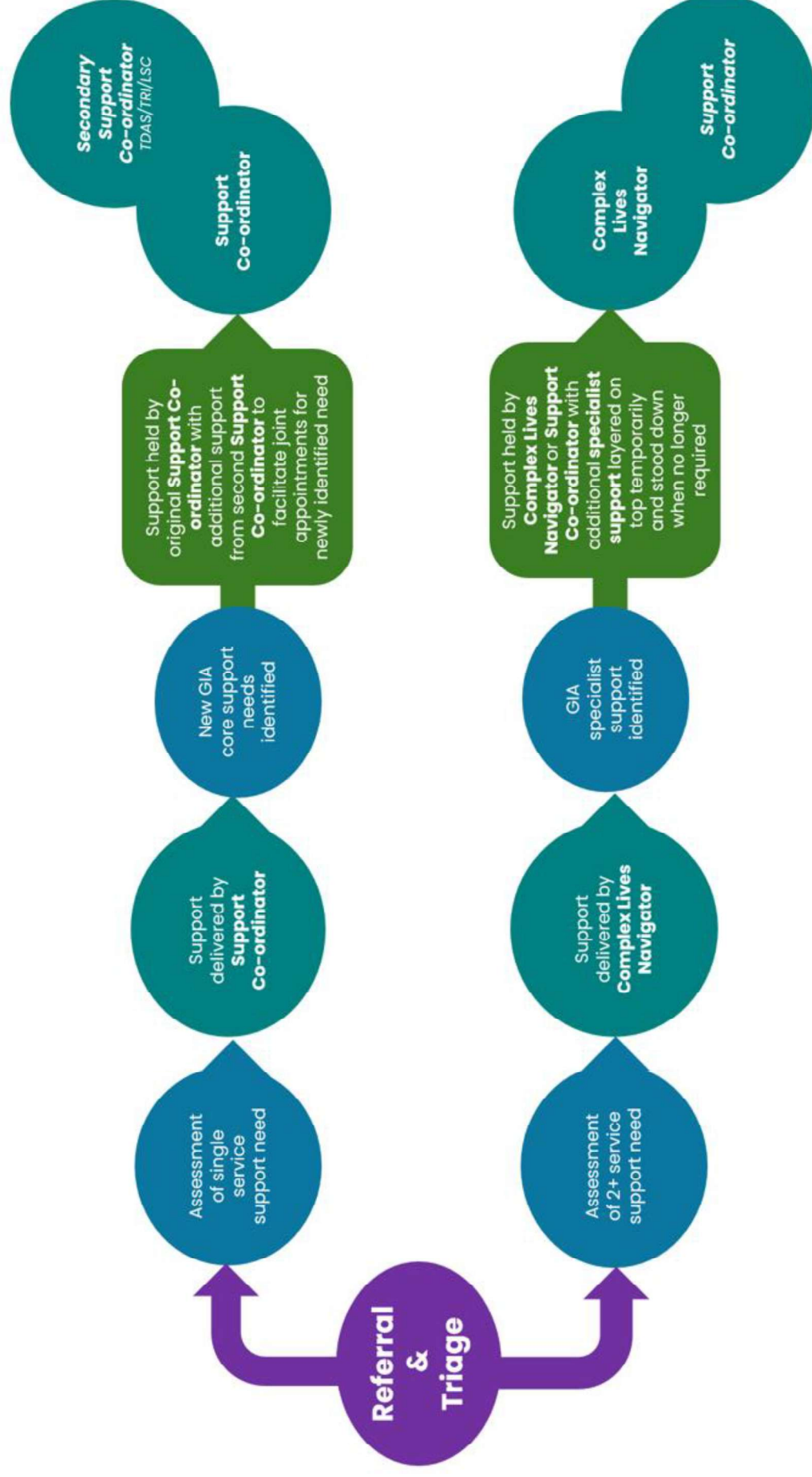


Figure 3: Pathway for people accessing Growth in Action

Trauma Informed Practice

Aim

The aim is that 100% of people accessing support will receive trauma informed care.

Objectives

- We will ensure the sustainability of trauma informed practice training.
- Workforce access trauma informed best practice support.
- All our work will be trauma informed.
- We will champion trauma informed practice.

Why

Trauma-informed practice recognises the impact trauma has on someone's life. It not only reduces the negative impact of trauma on someone's mental, social and physical health but also enables people to engage more fully in their care and support, by preventing re-traumatisation.

Final Trauma Informed Model	Evidence of achievement
Trauma Informed Practice model is in place.	A Trauma Informed Practice (TIP) Framework document. Audit of policies evidencing explicit TIP language and rationale.
Workforce recognises and can address trauma, providing care with sensitivity and respect.	All staff have completed trauma-informed training relevant to their role. There is evidence of trauma informed practice. Training records CPD sessions Supervision notes
People using services report they receive a trauma informed approach.	Feedback demonstrates people feel safe, supported, empowered and have trust in their core worker and wider provision

Table 4: Final trauma informed practice model features and evidence

Year 3 – 2025–26	Year 4 – 2026–27	Year 5 – 2027–28	Year 6 – 2028–29	Year 7 – 2029–30
Workforce recognise and address trauma.	Trauma Informed Practice model is defined and embedded within policies and processes across GIA			
Trauma-informed training, CPD, and supervision in place for staff.	Final Trauma Informed Practice model achieved.			
	Feedback mechanisms in place for gathering views of people using services to capture their experience of the trauma informed approach.			

Table 5: Trauma Informed Practice Milestones and Timeline

Workforce

Aims

Essential to the delivery model is having a workforce with the necessary capacity and capability to meet the strategic dual aims for the workforce:

- To support people accessing GIA effectively.
- For GIA staff to prioritise building safe and trusting relationships with the people who use our services.

Objectives

- For everyone accessing our services to be supported by a workforce that has core competencies in all GIA disciplines.
- To minimise referrals to other services, and 'hand-offs' within GIA wherever possible.
- Where specific additional needs are identified, we will bring the skills to the individual.

Why

Enabling the continuity of the personal relationship between individuals and their worker within services is critical. By focusing on the relationship, people have better outcomes, higher satisfaction rates, and the care they receive is more cost-effective. Developing the workforce with the appropriate level of knowledge and skill across a broad range of issues will improve effectiveness of the worker in meeting a greater range of needs, minimising the need for onward referrals thereby maintaining the core worker/person receiving support relationship and reducing trauma. This will support the cultural change required to help staff work more responsively.

What the final workforce model will look like

- A dedicated team of Complex Lives Navigators will manage individuals with multiple needs, ensuring seamless service delivery.
- Case Holders: Where someone's presentation fits in the remit of a single service, these staff will deliver an integrated support approach, be trauma informed and able to provide holistic support across GIA.

Final Workforce Model	Evidence of Achievement
Delivery Model developed.	Delivery Model document
Transition to end-state model	Implementation of transitions plan with progress against milestones.
Workforce Plan developed.	Competency Framework document
All GIA staff roles mapped against the competency framework	Competency mapping for each role completed Job descriptions incorporate key competency expectations for each role
Training needs analysis completed for all GIA staff against their role competencies	Service training analysis with identified training needs identified for each staff member

Table 6: Final Workforce Model Features and Evidence

Year 3 – 2025–26	Year 4 – 2026–27	Year 5 – 2027–28	Year 6 – 2028–29	Year 7 – 2029–30
Delivery Model & Workforce Plan finalised	All GIA staff roles mapped against the competency framework	Training needs analysis completed for all GIA staff against new role competencies		100% of GIA workforce model in place

Table 7: Workforce Milestones and Timeline

Learning Organisation

Aims

The aim is to create a continuous learning environment and model that improves the outcomes of people supported by GIA.

Objectives

- To develop and embed a learning model that efficiently and effectively gathers data and information; converts this into knowledge, which becomes actionable to drive learning.
- To ensure that GIA’s service offer is responsive to the unique needs of each person being supported.
- To create an environment where service improvement is driven by continuous learning and adaptation.
- To make sure the collective learning and improvement that takes place creates positive outcomes in people’s lives.

Why

- **To turn insight into action.** Learning cycles help GIA use real-time experience and data to improve support.
- **To respond to individual complexity.** They enable flexible, person-centred support that adapts to unique needs.
- **To grow through learning, not compliance.** Teams are empowered to test, reflect, and improve what works.
- **To link learning to outcomes.** Shared learning drives real, positive change in people’s lives

Human Learning System Model

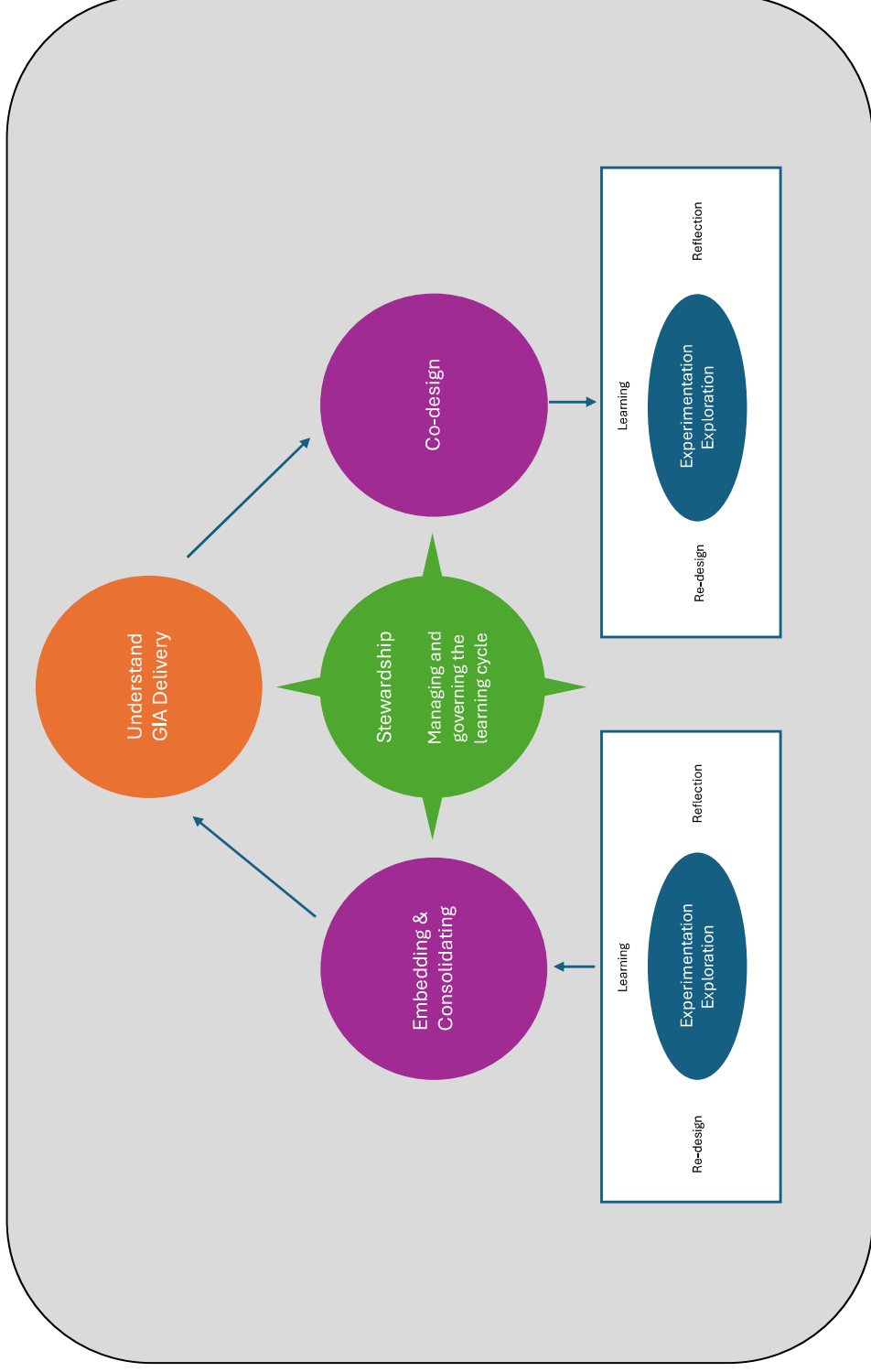


Figure 4: GIA Learning Model

A partnership between Torbay Council, Sanctuary Supported Living and TRI (Torbay Recovery Initiatives)

Final workforce model	Evidence of achievement
Model and processes for creating, capturing and sharing knowledge is in place.	<p>A documented model with processes that define the GIA continuous learning approach.</p> <p>The structures and capacities required to deliver the learning model are in place.</p>
GIA is actively testing, reflecting on, and improving their approaches based on what they learn.	Documented examples of small tests of change, learning reports, and team-led adaptations.
Learning leads to measurable improvements in people's lives and service experience.	Outcome tracking, personal stories of change, and service-level improvements linked to learning themes.

Table 8: Final Learning Organisation Features and Evidence

Year 3 – 2025–26	Year 4 – 2026–27	Year 5 – 2027–28	Year 6 – 2028–29	Year 7 – 2029–30
The GIA Learning Model developed and finalised.	GIA Learning Model is operationalised		Outcome tracking and feedback leading to measurable service improvement.	

Table 9: Learning Organisation Milestones and Timeline

Coproduction

The following GIA definition of coproduction was coproduced:

“Coproduction is more than just a word; it is a process in which all people with the same interest work together as equals to combine their expertise and experience to shape and improve services.”

While co-production is central to the GIA approach, it is not assumed to be appropriate or possible in every context. In these cases, participation may still be sought through alternative forms of engagement, such as consultation or feedback.

A partnership between Torbay Council, Sanctuary Supported Living and TRI (Torbay Recovery Initiatives)

Clear communication about when, how, and why co-production is used (or not used) is an essential part of this commitment.

The GIA principle is that whenever possible and beneficial, coproduction will be adopted. This includes, but is not limited to:

- **Service design, delivery, and review**
- **Shaping face-to-face practice and enhancing service user experience.**
- **Shaping and informing GIA and service specific strategy.**

Aim

To build coproduction into service innovation and development wherever possible, ensuring services are person centred and not process driven.

Objectives

- **Assess and communicate the appropriateness of co-production** in different contexts, including when it is or is not suitable and why.
- **Actively seek and listen to the views** of people currently receiving support from GIA, to understand their experiences and inform improvements.
- **Identify and explore barriers to engagement** for individuals who could benefit from GIA but are not currently accessing support.
- **Ensure that people with lived and current experience** of multiple and complex life challenges are meaningfully involved in the development, design, delivery, and review of GIA services.

Why

Co-production enables the true experts – people with lived experience and those currently using our services to shape, inform, and advise on the support and services that will genuinely make a positive difference in people’s lives. This approach is not just a token gesture but a fundamental principle that ensures services are grounded in real needs and realities, leading to more relevant, effective, and compassionate support.

Co-production builds trust, empowers individuals, and fosters shared ownership of solutions. It enhances service quality, improves outcomes, and helps to challenge systemic barriers by valuing the voices of those who are often unheard. In embedding co-production at the heart of Growth in Action, we commit to transforming how

services are designed and delivered, from doing 'to' or 'for' people, to doing 'with' them.

Final coproduction model	Evidence of achievement
Participation ladder embedded in GIA team practice.	Document that defines participation when key engagement/non-engagement approaches are used in GIA.
Coproduction model and strategy in place.	Co-produced definition and strategy included in GiA strategic documents. Co-produced projects and developments
Establishment of a lived experience advisory group with representation at all GIA governance levels. This will be a group made up of people with lived (and current) experience of multiple complex life challenges (e.g., homelessness, substance use, domestic abuse).	Advisory group established with diverse lived (and living) experience members. Input documented in minutes and reflected in strategic decisions.

Table 10: Final Coproduction Features and Evidence

Year 3 - 2025-26	Year 4 - 2026-27	Year 5 - 2027-28	Year 6 - 2028-29	Year 7 - 2029-30
Development and dissemination of the coproduction strategy.	Workforce understands the GIA approach to participation and coproduction.	Establishment of a lived experience advisory group.	Representation of lived experience at all GIA governance levels.	
'Participation ladder' model for GIA articulated and operationalised.	'Participation ladder' model for GIA embedded.			

Table 11: Coproduction milestones and timeline

Collective ownership

Three services, one alliance

Aim

The aim is that GIA is viewed and experienced by people using services and staff alike as unified provision.

Objectives

- To work to the same vision, values and outcomes.
- Collective decision making and integrated working that benefits all of GIA.
- Transparency of budgets and associated decisions on spend.
- To share risks, responsibilities and rewards.
- To develop a mutually agreed financial plan
- To combine resources (staff, buildings, equipment)

Why

By working collectively, services can be delivered more effectively with better outcomes for the individual than single service offers.

Final collective ownership model	Evidence of achievement
Financial Plan mutually agreed.	Joint financial plan signed off by the Strategy Group Documented process of partner involvement in budget setting and revisions. The financial plan is transparent with an open book accounting approach implemented.
All GIA services operate under shared values and vision, sharing risks and rewards equally.	Signed alliance agreement reflecting shared values, risks, and rewards. Risk-sharing principles agreed and tested in practice (e.g. flexible staffing or cost coverage).
Distributed leadership established.	Decision making authority is clearly designated, supported by a governance

	structure which identifies shared leadership across GIA.
--	--

Table 12: Final Collective Ownership features and evidence

Year 3 - 2025-26	Year 4 - 2026-27	Year 5 - 2027-28	Year 6 - 2028-29	Year 7 - 2029-30
Financial plan (including forecast) signed off by Strategy Group.	Halo, the EPR system for GIA is operational across all services enabling effective GIA workforce delivery	All staff align with a shared vision, values, and success measures, supported by evaluation to confirm this is achieved.	Review of joint budget setting and reporting processes	
We share all risks, responsibilities and rewards	Development of joint financial processes			

Table 13: Collective Ownership milestones and timeline

Decision-making and Oversight

Effective and transparent decision-making is essential to ensuring the GIA alliance remains collaborative, accountable, and driven by shared values. Decision-making and oversight must reflect the depth and breadth of collective knowledge within the alliance – balancing local public facing insight with strategic leadership. Our approach is grounded in a **high support, high challenge** model: one that promotes trust, enables shared responsibility, and drives continuous improvement.

We are committed to building a governance model that empowers partners at all levels to contribute meaningfully to decision-making, while maintaining clear roles, responsibilities, and accountability. Oversight is not about control, but about ensuring the alliance stays on course, adapts effectively, and upholds the vision and principles that underpin our work.

Aim

To ensure decision-making and oversight in GIA are inclusive, transparent, and support the delivery of our shared vision.

Objectives

- To embed a clear and shared governance structure with representation from all partners, including lived experience members.
- To enable timely and transparent decision-making that reflects collective insight and shared accountability.
- To support a high support, high challenge culture across all levels of leadership and oversight.
- To ensure oversight processes strengthen service quality, safety, and alignment with GIA principles.
- To monitor delivery through shared measures, learning loops, and real-time feedback from services and people using them.
- To deliver the best service possible to the people who access GIA.

Why

Strong decision-making and oversight ensure that GIA remains accountable, and responsive to the needs of people we support. By sharing responsibility across partners, including lived experience voices, we create a culture of trust, transparency, and continuous improvement, where challenge is welcomed and decisions lead to real change.

Final Governance Model	Evidence of achievement
Shared governance structure in place.	Governance framework agreed and in place, roles and responsibilities clear. Representation from partners and lived experience in relevant forums.
Transparent and inclusive decision-making.	Meeting records show joint decisions. Key decisions documented and shared. Partner feedback confirms clarity and fairness.
High support, high challenge culture.	Governance meetings include reflection and review and minutes show constructive challenge and shared accountability.

	Annual review covers leadership and culture.
Delivery monitored through shared indicators.	Alliance dashboard tracks outcomes. Regular reports to oversight group. Changes made based on data and feedback.

Table 14: Final decision-making and Oversight model Features and Evidence

Year 3 - 2025-26	Year 4 - 2026-27	Year 5 - 2027-28	Year 6 - 2028-29	Year 7 - 2029-30
Governance framework and Terms of Reference in place.	Induction materials include GIA decision-making structure.		Review of governance structure and processes.	
	GIA internal governance model and dashboard operational.			

Table 15: Decision-making and Oversight Milestones and Timeline

Conclusion

The Growth in Action Strategy sets out a bold and compassionate vision for transforming support for people with multiple and complex needs in Torbay. It is rooted in trauma-informed practice, relationship-centred care, and coproduction, and reflects a shared commitment to doing things differently. We will place people before processes and foster collective ownership across our services. By embedding continuous learning, inclusive governance, and a unified workforce model, Growth in Action will deliver more responsive, equitable, and effective support. Together, we will create a system where hope, choice, and connection are not just aspirations, but everyday realities.