TORBAY COUNCIL

Tuesday, 3 November 2026

OVERVIEW AND SCRUTINY BOARD

A meeting of **Overview and Scrutiny Board** will be held on

Wednesday, 11 November 2026

commencing at **5.30 pm**

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

Members of the Committee

Councillor Long (Chair)

Councillor Bryant
Councillor Cowell
Councillor Douglas-Dunbar
Councillor Fellows
Councillor Johns

Councillor Law
Councillor Spacagna (Vice-Chair)
Councillor Stevens
Councillor Tolchard

A Healthy, Happy and Prosperous Torbay

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

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

OVERVIEW AND SCRUTINY BOARD AGENDA

1. Apologies

To receive apologies for absence, including notifications of any changes to the membership of the Board.

2. Minutes (Pages 5 - 10)

To confirm as a correct record the minutes of the meeting of the Board held on 14 October 2026.

3. Declarations of Interest

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

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

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

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

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

4. Urgent Items

To consider any other items that the Chair decides are urgent.

5. Performance Quarter 2 (Pages 11 - 34)

To review the Council's key performance indicators and make recommendations to the Cabinet

6. Budget Monitoring Quarter 2 (To Follow)

To consider the Budget Monitoring Report for Quarter 2 (to include Revenue Budget and Capital Budget monitoring together with financial and delivery details of the Capital Programme) and make recommendations to the Cabinet.

7. Torbay on the Move: Emerging Strategy for Active Lives, Stronger Communities and Better Health (Pages 35 - 76)

To consider a report that asks the Overview and Scrutiny Board to test the direction and deliverability of the emerging Torbay on the

Move Strategy before it is finalised.

8. Local Government Reorganisation Verbal Update (Verbal Report)

To receive a verbal update on the progress of Local Government Reorganisation.

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Minutes of the Overview and Scrutiny Board

14 October 2026

-: Present :-

Councillor Long (Chair)

Councillors Amil, Douglas-Dunbar, Fellows, Johns, Law, Barbara Lewis, Spacagna (Vice-Chair) and Tolchard

(Also in attendance: Councillors Bye, Foster, Bye, Foster, Chris Lewis, David Thomas and Jacqueline Thomas

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28. Apologies

It was reported that, in accordance with the wishes of the Conservative Group and Independent Group, the membership of the Board had been amended to include Councillors Barbara Lewis and Amil in place of Councillors Stevens and Councillor Cowell for this meeting only.

29. Minutes

The minutes of the meeting of the Board held on 9 September 2026 were confirmed as a correct record and signed by the Chair.

30. Declarations of Interest

No declarations of interest were made.

31. Water and Flooding

The Board considered the annual review of Water and Flooding and received presentations from the Director of Environmental Regulation, South West Water, Alan Burrows and the Head of Engineering, Torbay Council, Tim Jones.

Members were advised that all bathing waters in Torbay were currently classified as either excellent or good. Particular focus continued to be given to Goodrington Beach, with work ongoing to identify measures to secure an excellent classification. Members heard that investigations were being undertaken into the impact of the Goodrington Stream and wider catchment influences on bathing water quality. Work was also underway in relation to shellfish water designation, with a report expected in April 2027.

The Board heard that partnership working between South West Water and Torbay Council had improved significantly over the previous year, with regular strategic and operational meetings being held to address drainage, flooding and water

quality issues. Members were advised that the Council's historic knowledge of drainage infrastructure had supported collaborative working and informed ongoing investigations.

Members received an update on flooding activity, including the Paignton and Preston Coastal Flooding Project and joint work with the Environment Agency and South West Water on the River Fleet and Ilsham Valley catchments. It was noted that £3 million of Environment Agency funding had been secured for flood resilience projects across Torquay, Paignton and Brixham and that hydraulic modelling work was helping partners better understand infrastructure constraints and opportunities for improvement.

The Board was advised that the River Fleet and Ilsham Valley represented some of the most complex flooding challenges within Torbay. Work was underway to reduce the volume of water entering the sewerage network from the River Fleet, thereby reducing pressure on the network and improving water quality. Members heard that this would require a long-term programme of work over a number of years.

Members asked questions in relation to:

- the timescales for improvements relating to the River Fleet;
- responsibilities for maintaining watercourses passing through private land;
- action being taken to improve water quality at Goodrington Beach;
- the outcomes of seasonal water tariff trials introduced for residents in the Wellswood area;
- concerns raised by residents regarding increased water charges; and
- reservoir capacity and the continued hosepipe ban.

In response, Members were advised that:

- work had already commenced within the River Fleet catchment and funding was being targeted towards measures likely to deliver the greatest benefits;
- landowners were generally responsible for maintaining watercourses flowing through their land;
- water quality issues were influenced by a range of factors, including misconnections, animal waste and wider catchment management issues. Further investigation would be required to determine whether there was any impact arising from discharges associated with Paignton Zoo;
- provisional results from seasonal tariff trials suggested water usage had increased rather than reduced;
- additional evidence was continuing to be gathered before any decisions were taken on future tariff arrangements (written response would be provided by South West Water); and
- significantly above-average rainfall would be required to restore reservoir levels.

Resolved (unanimously):

That the Overview and Scrutiny Board request that South West Water in collaboration with the Environment Agency and Torbay Council continue investigations to identify and better understand the wider catchment sources contributing to bathing water quality issues at Goodrington Beach, in order to support targeted interventions and inform future improvements to water quality.

32. Cockington Court Update on the Review of the Operating Model

The Board considered a report on the review of the operating model for Cockington Court.

Members were advised that Cockington Court remained an important heritage and economic asset for Torbay. The Council was exploring alternative operating models to secure a more sustainable future for the site whilst retaining Council ownership and supporting existing tenants and businesses.

The Board heard that engagement had recently taken place with businesses located at the site and that Officers were developing a market engagement process to seek expressions of interest from organisations capable of operating the site on a long-term basis. Members were advised that a range of operating models remained under consideration and that no decisions had yet been taken.

Members received the following responses:

- the proposed timetable for market testing;
- future arrangements for the café operation;
- building maintenance liabilities and condition survey information;
- marketing and promotion of the site;
- public access arrangements;
- lease duration;
- relationships with existing tenants; and
- how proposals aligned with wider tourism, heritage and destination management objectives.

Members were advised that:

- the Council intended to seek expressions of interest from organisations capable of managing the site and increasing visitor numbers;
- the café operation would form part of future discussions and no options had been ruled out;
- the Council would continue to retain ownership of the site;
- maintenance information would be shared with prospective operators as part of any future procurement process;
- marketing support would continue to be provided by the Council as part of any future partnership arrangements;
- maintaining and increasing public access remained a key objective;
- all viable proposals would be considered, including cooperative-style operating models; and
- Officers were seeking to have a new operator in place by April 2027.

Resolved (unanimously):

That the Overview and Scrutiny Board:

1. note the financial and operational position at Cockington Court and the reasons for changing the current operating model;

2. note the progress of staff consultation, tenant engagement and the development of safe and workable interim management arrangements;

3. note the options considered and the work underway to develop a more financially sustainable operating model whilst retaining Cockington Court in Council ownership;

4. support the proposed marketing of the site to identify a whole-site operator under a long lease arrangement, whilst recognising that separate leasing arrangements may be pursued should a suitable whole-site operator not be secured;

5. recognise that any future operating arrangement should address financial viability, heritage stewardship, tenant management, operational capability, building responsibilities and the experience of residents and visitors;

6. request a further update following the completion of the consultation process and market-testing exercise be brought to the February meeting of the Board; and

7. that a written update be provided to the Board setting out detailed information on building condition matters and associated maintenance liabilities.

33. Torbay Heritage Strategy

The Board considered the draft Torbay Heritage Strategy.

Members were advised that the Strategy sought to balance heritage conservation with regeneration opportunities, attract external investment and provide a framework for delivering heritage projects across Torbay. The consultation process had received in excess of 800 responses, demonstrating the importance residents attached to Torbay's heritage assets.

The Board heard updates on a number of heritage projects across Torbay, including Oldway Mansion, the Pavilion, Paignton Picture House and Torre Abbey. Members were advised that the Strategy would be supported through annual action plans identifying priorities and delivery activity.

Members raised questions regarding:

- heritage assets not specifically referenced within the Strategy;
- opportunities to involve young people and apprenticeships;
- the condition of town centres;
- performance monitoring arrangements;

- the relationship between economic regeneration and heritage considerations; and
- links between the Strategy and the emerging Local Plan.

In response, Members were advised that:

- the assets included within the Strategy were linked to the heritage themes and stories set out in Part 2 of the Strategy, which had been developed following public engagement undertaken in 2021. The themes and stories had since been reviewed, updated and carried forward into the current Strategy, and that annual action plans would provide opportunities to identify and progress additional heritage initiatives where appropriate;
- work was ongoing across the Council and partnership organisations to increase opportunities for young people;
- funding streams existed to support property improvements within town centres;
- future performance monitoring arrangements would be included within annual action plans; and
- the Strategy had been prepared having regard to the emerging Local Plan and National Planning Policy guidance.

Resolved (unanimously):

That the Overview and Scrutiny Board recommend to Cabinet:

1. that, the Heritage Strategy (2026-2031), as set out in Appendix 1 and 2 to the submitted report, be adopted; and

2. that delegated authority be given to the Director for Pride in Place in consultation with the Cabinet Member for Place Development and Economic Growth to approve any necessary minor amendments or typographical corrections to the documents;

That the Overview and Scrutiny Board receive annual updates on the delivery of the Torbay Heritage Strategy, including progress against key objectives and associated action plans.

34. Local Government Reorganisation

The Director of Corporate Services, Matthew Fairclough-Kay, provided a verbal update on Local Government Reorganisation.

Members were advised that no substantive update had yet been received from Government. Conflicting information had been provided regarding the anticipated timetable for further announcements. It was expected that greater clarity would be available later in October 2026.

The Board noted the update.

Chair

TORBAY COUNCIL

Performance Report 2026/27 – Quarter 2

Meeting: Overview and Scrutiny

Date: 11 November 2026

Wards affected: All

Report title: Performance Report 2026/27 – Quarter 2

Cabinet Member contact details: Councillor Jacqueline Thomas, Cabinet Member for Tourism. Culture and Events and Corporate Services

Director contact details: Matthew Fairclough-Kay, Director of Corporate Service
matthew.fairclough-kay@torbay.gov.uk

1. Purpose of report

1.1. This report provides an overview of the performance of the Council in working towards its ambitions and priorities within the Community and Corporate Plan and the Council Business Plan.

2. Reason for Proposal and its benefits

2.1. The proposals in this report help us to deliver our vision of a healthy, happy and prosperous Torbay by ensuring that the Council remains focused on delivering its priorities, putting in place mitigations and/or allocating resources as appropriate.

3. Recommendation(s)/Proposed decision

3.1. That Cabinet and Directors review the Council's current performance and raise any issues or questions as appropriate.

Appendices

Appendix 1: Community and People summary report

Appendix 2: Pride in Place summary report

Appendix 3: Economic Growth summary report

Supporting information

1. Introduction

1.1. The Community and Corporate Plan 2023/2043 was approved by the Council at its meeting in December 2023. This sets out the Council's vision, objectives and priorities. The Plan brings together the interlinked priorities we need to address to make Torbay a happy, healthy and prosperous place for our whole community.

1.2. The Cabinet is at the heart of the Council's day-to-day decision making as we work towards the ambitions set by the Council. To ensure a cohesive approach to decision making the Cabinet agreed in March 2026 its third Council Business Plan. This sets out, against each theme of the Community and Corporate Plan, the priority actions which the Cabinet will take together with the milestones for delivering those actions.

1.3. In order to measure the Council's performance 130 performance indicators have been identified, some of which will require a number of years to see positive change. Further to this, some indicators are reported against quarterly and others on an annual basis. The Council Business Plan includes 33 projects all being undertaken to support delivery of the Community and Corporate Plan's priorities. Each project has milestones identified.

1.4. Using our performance indicators and project milestones, the purpose of the quarterly performance report is to inform and update Councillors on performance against the three themes of the Community and Corporate Plan.

1.5. The Best Value Duty requires local authorities to "make arrangements to secure continuous improvement in the way in which its functions are exercised, having regard to a combination of economy, efficiency and effectiveness". In practice, this covers how authorities exercise their functions to deliver a balanced budget, provide statutory services, including Adult Social Care and Children's Services, and secure value for money in all spending decisions.

1.6. As per our performance management policy, the outturn performance for 2025/26 has been reviewed by the Chief Executive and Directors. Along with known insight and available benchmarking information, targets for 2026/27 have been set which demonstrate our drive to continuously improve. Project milestones have also been updated and new ones included to reflect known plans for the year ahead.

1.7. As always, the targets set for children's services performance indicators are based on the average performance of our statistical neighbours. The targets set for our Adult Social Care indicators are locally agreed with our integrated service providers, Torbay and South Devon NHS Foundation Trust (TSDFT). Both the Community and Corporate Plan and Council Business Plan contain some performance indicators that do not have targets set. These

indicators are in place to track contextual performance either to support other indicators or our longer-term ambitions (where the Council has no control over making an immediate positive impact). In addition to this, where we have targets that have already been agreed as part of the adopted policy framework documents or partnership plans with other agencies, these figures have been included.

1.8. The performance reports include a narrative that explains the position of the indicators that have targets set against them. From Quarter 1 2026/27 a new live Power BI dashboard is in place that reports all current and historical data for each PI. All elected members and staff have access to the dashboard - **Performance Report dashboard**.

2. Performance Summary for Quarter 2

2.1. The graphs below show overall performance for the information that is reported quarterly for both projects and performance indicators. For Quarter 2, 96.9% of the projects are on track or completed. 57.5% of performance indicators are on or above target which is better than this time last year (Quarter 2 2025/26).

Figure 1: Overall percentage of projects on track or completed

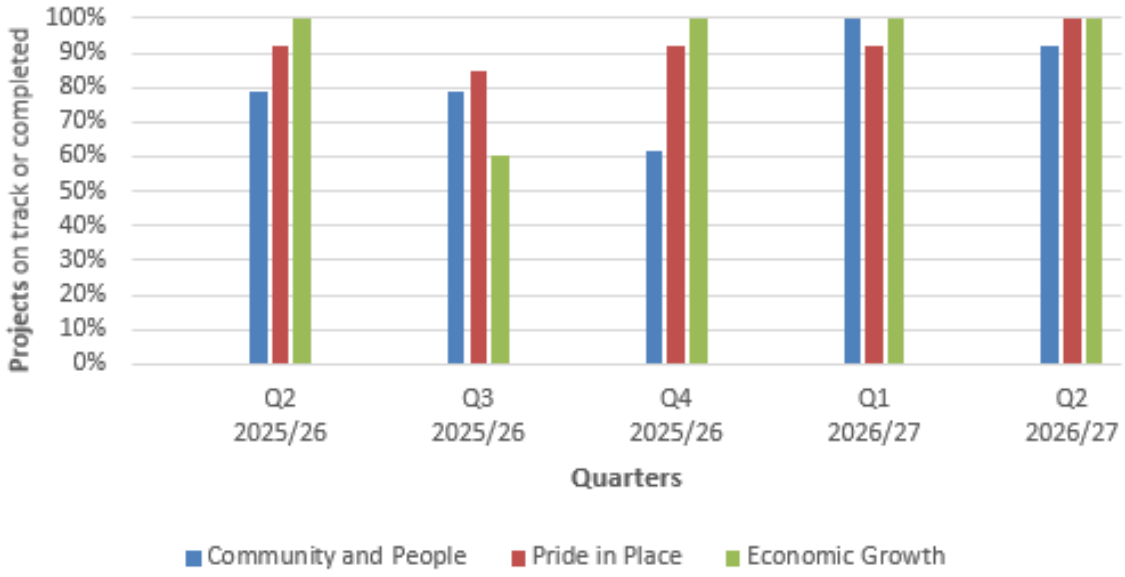
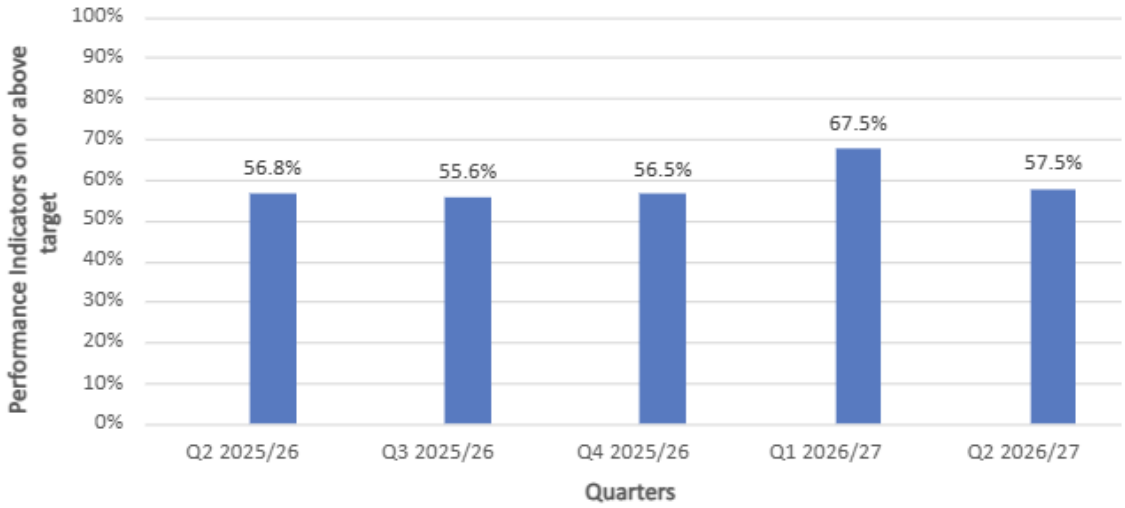


Figure 2: Overall percentage of performance indicators on or above target



2.2. The following table shows by each Community and Corporate Plan theme the percentage of project milestones achieved and projects on track or completed. It also shows the percentage of performance indicators which are performing on target or better than the expected target for Quarter 2.

Table 1: Summary of projects, milestones and performance indicators by Community and Corporate Plan theme.

Community and Corporate Plan theme	Projects	Milestones due in 2026/27	Performance indicators
Community and People	12 projects (92.3%) on track 1 project (7.7%) of concern 1 project not due to start	33 milestones (91.7%) achieved or on schedule 3 milestones (8.3%) not on schedule 14 milestones not due to start this quarter	Much better than target = 1 (12.5%) On target = 3 (37.5%) Much worse than target = 4 (50.0%)
Pride in Place	12 projects (100%) on track	42 milestones (84%) achieved or on schedule 8 milestones (16%) not on schedule 4 milestones not due to start this quarter	Much better than target = 3 (11.5%) Better than target = 2 (7.7%) On target = 9 (34.6%) Worse than target = 1 (3.8%) Much worse than target = 11 (42.3%)
Economic Growth	7 projects (100%) on track	22 milestones (84.6%) achieved or on schedule	Much better than target = 2 (33.3%) Better than target = 1 (16.7%) On target = 2 (33.3%)

Community and Corporate Plan theme	Projects	Milestones due in 2026/27	Performance indicators
		4 milestones (15.4%) not on schedule 1 milestone not due to start this quarter	Much worse than target = 1 (16.7%)

2.3. The following table sets out by theme whether overall the Council is on target or behind schedule to deliver against the Community and Corporate Plan together with specific points for consideration for each theme. A summary report for each theme is included in the appendix.

Table 2: Summary of progress against the Community and Corporate Plan.

Community and Corporate Plan theme	Q2 Overall progress of projects	Specific points for consideration
Community and People	**On track**	12 of the 14 projects are on track, one is of concern and one is not due to be started. 33 out of 50 milestones have been achieved or are on schedule, three are not on schedule and 14 are not due. In terms of achievements this quarter: - The Community Safety Partnership (CSP) held an Anti-Social Behaviour (ASB) workshop with key partners in September at which they reviewed data, governance and ways forward. - There has recently been a relaunch of Best Start for Life (BS4L) Family Hubs which was extremely well attended by the wider partnership. - Refurbishment and installation of new equipment at Stoodley Knowle Play Area was completed in September - All milestones regarding the development and delivery of a co-designed Education Strategy have been achieved - A new care management IT system for Adult Social Care (ASC) has gone live. Areas where there are concerns this quarter:

Community and Corporate Plan theme	Q2 Overall progress of projects	Specific points for consideration
		- Due to the number of updates needed for the SEND Local Offer website, the whole site will not be completely reviewed until January 2027 The performance indicators which are currently showing as worse or much worse than target are: - CP03 – Rate per 10,000 children of cared for children at the end of the period - BP09 - Annualised rate per 10,000 children of children becoming cared for in the period - BP16 – Percentage of clients receiving Direct Payments - BP20 – Percentage of Community Ward Fund Spent
Pride in Place	**On track**	All of the 12 projects are on track, and none are of concern. 42 out of 54 milestones have been achieved or are on schedule, 8 are not on schedule and 4 are not due. In terms of achievements this quarter: - The St Kilda project will be competed and handed over on in October 2026. - The Local Outcome Framework Action Plan has been produced and is progressing through the appropriate governance processes. - The Strand Development planning application achieved consent on 23 September 2026. - Pride in Place funding has been awarded for Torquay Town Centre to support trader-led interventions, and the Town Centre Facilitator role is now live. - A new Geopark website has been launched. - The Culture & Heritage Forum was held in September. It was a positive meeting with over 40 attendees representing 26 local culture and heritage organisations. - Cleaning and condition monitoring of Torbay signage is now 100% complete. - The energy saving streetlighting project has installed over 13,000 new control nodes so far, to improve the energy and efficiency of Torbay's streetlighting.

Community and Corporate Plan theme	Q2 Overall progress of projects	Specific points for consideration
		Areas where there are concerns this quarter: - The Housing Provider Forum is continuing to go through a refresh, due to meet during Quarter 3. - The renovation of Paignton Picture house has encountered some delays relating to the capital build. - The milestone to establish a Town Centre Lead and publish an action plan to improve trader engagement across the three towns remains as not on schedule. - There continues to be no new funding available from government to support the climate change action plan and more widely support for businesses. - The Torbay Sports Strategy did not meet its milestone of the review to take place by September. A revised strategy has been developed with support from Sport England and Active Devon. The new version is intended to be presented to Overview and Scrutiny Board during Autumn. The performance indicators which are currently showing as worse or much worse than target are: - BP27 - Average numbers in temporary accommodation - BP29 - Average numbers in temporary accommodation – Single households - BP32 – The total number of placements provided to different individuals at the hostel per annum - BP33 - Average length of stay at the Hostel - BP59/61 – Major Planning Applications - BP64/65/66 - Minor Applications - BP70/71 – Other Planning Applications - BP77 – Number of open planning enforcement cases as at the last day of the quarter
Economic Growth	**On track**	All of the 7 projects are on track, and none are of concern. 22 out of the 27 milestones have been achieved or are on schedule, 4 are not on schedule and 1 is not due. In terms of achievements this quarter: - Public Health and Section 106 funds have been secured to deliver a new project to support 16-18 year olds who are not in education, employment or training.

Community and Corporate Plan theme	Q2 Overall progress of projects	Specific points for consideration
		- The Connect to Work programme has seen 34 new entrants to the programme and 21 helped into work. - The Hi Tech Cluster has now registered as a company limited by guarantee, which gives them scope to bid for funding. Areas where there are concerns this quarter: - Consultation on the Local Cycling and Walking Infrastructure Plan priorities remains as not on schedule. Engagement though has taken place regarding the junction at Torre Abbey Gates. - The Technology Park will not be ready for occupation by the December 2026 milestone and is now scheduled for March 2027. Agreeing tenant requirements have extended the programme, creating a risk to business growth and expansion opportunities. The performance indicators currently showing as worse or much worse than target are: - CP14 – Percentage of former cared for children who are now aged 19-21 and in employment, education or training (EET)

Appendix 1: Community and People summary report

This summary report highlights progress against the projects and milestones within the Council Business Plan and the agreed performance indicators for Quarter 2 of 2026/2027 for the Community and People theme.

Table 3: Community and People theme summary Quarter 2 2026/27.

Q2 Projects	Q2 Milestones due to be completed	Q2 Overall progress	Q2 Performance indicators
12 projects = 92.3% on track	33 milestones = 91.7% achieved or on schedule	**On track**	50.0% on or above target
Q1 Projects	**Q1 Milestones due to be completed**	**Q1 Overall progress**	**Q1 Performance indicators**

10 projects = 100% on track	26 milestones = 96.3% achieved or on schedule	**On track**	62.5% on or above target

Overview of achievements this quarter

- Operation Town Centres continues to progress well. A report on the internal review of existing structures and opportunities for improvement relating to youth Anti-Social Behaviour (ASB) will be presented to DOM in October, along with a review report on the work of the Town Centre Officer Team. The Community Safety Partnership (CSP) held an ASB workshop with key partners in September at which they reviewed data, governance and ways forward. Both a revised ASB Action Plan and Partnership Procedure Document are being prepared for consultation in October and will be signed off by the CSP in Quarter 3. The CSP review is in progress with input from the Local Government Association.
- Delivery of the Family Hub Model is on track. There has recently been a relaunch on Best Start 4 Life (BS4L) Family Hubs which was extremely well attended by the wider partnership. There is further scoping to look at how we can deliver more community based intervention. The activity is not due until April 2027. All is on schedule and within the BS4L Family Hub Delivery Plan and Programme with quarterly returns to the Department for Education.
- Child Friendly Torbay has secured UNICEF UK's Certificate of Commitment and is now moving into delivery of the three-year Child Friendly Action Plan. Focus is on progressing agreed actions, embedding children's rights across the Council and partners, and ensuring children and young people continue to influence delivery and review. Progress will be monitored through the established governance arrangements, with the next annual progress return to UNICEF UK due in June 2027.
- The play park review project continues to progress. Refurbishment and installation of new equipment at Stoodley Knowle Play Area was completed in September as were various improvements within Shiphay. Orders have now been placed for equipment for further sites.
- All milestones regarding the development and delivery of a co-designed Education Strategy have been achieved. The Strategy has been formally published and the inaugural meeting is scheduled to take place in October 2026.
- As part of the project to promote healthy behaviours and environments, we are still awaiting the Integrated Care Board's decision regarding funding for an additional setting for the Oral Health Service/Pathway for Homeless at Leonard Stocks. This delay is not yet impacting on the milestone due date of March 2027.
- A new care management IT system for Adult Social Care has gone live. The system is currently undergoing testing and adjustment of the data and performance reporting.
- A draft specification towards the Carers Strategy was completed during August 2026. Additional work is being undertaken to benchmark with similar Authorities. Carers Week in June was a great success with over 200 Carers accessing activities and many local

businesses hosting free or subsidised events. A multi-media Devon-wide ‘Find a Carer’ campaign was launched and will be used regularly to get messages across to partners and the wider public. Both Torbay Council and TSDFT launched on-line Carers awareness training for staff in Quarter 2.

- Improvements to how we signpost to information, advice and guidance continue to make progress. A new contract is in place for the Family Hub website with a contract manager in place ensuring continuous improvement. A lot of work is happening to ensure the content on the Local Offer part of the website is right for parents, carers and young people. A new layout for the home page. Initial consideration has been given to directory categories within the site and these will be tested with parent, carers and young people in the coming weeks. The "News Feed" has been built within the site and is being used to provide updates on a regular basis.
- A commissioning plan for homecare and residential care will be progressed during 2027 and 2028, following the transfer of Adult Social Care (ASC) back to the Council. The three year Commissioning Plan and workplan has been approved at Cabinet and Directors (CAD). The Housing Needs Assessment has been signed off by Cabinet and is in use. The Autism Spectrum Condition designation change at Coombe Pafford has completed stage 1 of the SEND placements.
- Delivery of the priorities within the One Devon Suicide Prevention Strategic Plan is on track. Baton of Hope Legacy funding grants are in the process of being allocated.
- The priorities within the Domestic Abuse and Sexual Violence Strategy (DASV) are being delivered and the project is on track. In partnership with Plymouth, Devon and Cornwall, we submitted two bids via the Office of the Police and Crime Commissioner (OPCC). We are waiting to hear the outcome of these bids which were for Violence Against Women and Girls Behaviour Change funding from the Home Office. The completed DASV Strategy review has resulted in a strengthened, fully integrated strategy that ensures adults' and children's needs are addressed through a unified whole-system approach.

In terms of performance indicators:

Much better than target

- BP19 - Average customer wait time when contacting Customer Services by phone is at 24 seconds. Target is 2 minutes 50 seconds (lower is better). This is better compared to this time last year – which was 3 minutes 43 seconds

On target

- BP08 - Percentage of cared for children aged 15 or under at the end of the period who have been cared for children for 2.5 years or more, who have been in the same placement for two years or more, or who are currently placed for adoption and their current and previous placement totals two years or more (monthly) is at 64% (which is within 5% of target). Target is 68% (higher is better). Performance is currently better compared to this time last year – which was 54%
- BP25 – The Percentage of people with a learning disability in settled accommodation, with or without support is at 83.3% (which is within 5% of target) - Target is 86.5% (higher is better). This performance is worse compared to this time last year – which was 86.4%

- BP07 – Percentage of cared for children in the period with three or more placements in the last 12 months is at 14%. Target is 14%. This indicator is performing worse than at this time last year, which was 12%.

Slippages

- A lot of work is being done to improve the SEND Local Offer website although, due to the number of updates needed, the whole site will not be completely reviewed until January 2027. As the updates are being provided these are being added along with improving accessibility, reviewing and updating directory listings and converting over 200 pdfs into accessible webpages.

- The project to consider how community action can be encouraged, supported and rewarded is set as a concern. This is due to the Torbay Story and Champions milestones work being delayed by Local Government Reorganisation (LGR) and the extent of work required to establish the Paignton Pride in Place programme over the summer.

In terms of performance indicators:

Much worse than target:

- CP03 – Rate per 10,000 children of cared for children at the end of the period is at 121.16. Target is 109 (lower is better). This indicator is performing worse than at this time last year, which was 118.
    - Torbay's increase in children entering care reflects a wider national trend, with many local authorities experiencing rising demand for statutory children's social care and increasing numbers of children requiring care to safeguard them from harm. Whilst performance against the target has deteriorated, the position is broadly consistent with national pressures and reflects timely and appropriate safeguarding intervention.

      During Quarter 2, 48 children entered care, including a number of large sibling groups, children subject to care proceedings, Police Protection Powers (PPP), Emergency Protection Orders (EPO), Unaccompanied Asylum-Seeking Children (UASC) transferred under the National Transfer Scheme. As well as a small number of children entering care following adoption or permanence arrangement breakdowns. The volume of sibling groups entering care has had a disproportionate impact on overall numbers.

      The increased cared for population places additional pressure on placement sufficiency, fostering capacity, social work caseloads and budgets. However, the increase reflects appropriate safeguarding interventions where children could not be safely supported within their family network and therefore should be viewed in the context of children being protected from significant harm.

      To improve performance, Children's Services is undertaking regular reviews of all cared for children, with a particular focus on children placed with parents, reunification opportunities, permanence planning, Special Guardianship Orders, adoption and transition planning. Work is also underway to evaluate the impact of the Building Brighter Futures programme to assess whether preventative and edge of care services are reducing demand and supporting more children to remain safely within their families. Findings and

recommendations will be reported to Children's DLT in December 2026. Whilst numbers are expected to remain above target in the short term due to ongoing proceedings and complexity of need, improvement is anticipated during 2027 as permanence plans progress and prevention activity becomes further embedded.

- BP09 - Annualised rate per 10,000 children of children becoming cared for in the period is at 71.27. Target is 34 (lower is better). This indicator is performing worse than this time last year, which was 19.
  - As mentioned for CP03, Torbay's increase in children entering care reflects a wider national trend, with many local authorities experiencing rising demand for statutory children's social care and increasing numbers of children requiring care to safeguard them from harm. Whilst performance against the target has deteriorated, the position is broadly consistent with national pressures and reflects timely and appropriate safeguarding intervention.

    Between July and October 2026, 52 children entered care. Entrances were predominantly linked to what was mentioned above for CP03. Several children were already subject to Child Protection Plans prior to entering care, demonstrating escalating risk despite previous intervention.

    While performance against this target has deteriorated, this reflects the robust and timely safeguarding decision-making rather than delayed intervention. The consequence of this is increased demand for placements, social work capacity, legal services and associated budgets. However, entry to care decisions continue to be made only where there are significant concerns regarding children's safety and welfare.

    Actions to reduce future demand include strengthening Family Hubs, Early Help, edge of care services, pre-proceedings oversight and management review of children at risk of entering care. In addition, as with CP03, Children's Services are reviewing the effectiveness of the Building Brighter Futures programme to better understand the impact of preventative services and identify opportunities to safely reduce the number of children becoming cared for. This review will also be presented to Children's DLT in December 2026 and will inform future service development. Improvement is expected during 2027 as these interventions mature and their impact becomes measurable.
- BP16 – The percentage of clients who receive Direct Payments is at 18.5%. Target is 23% (higher is better). Current performance is better compared to last year, which was 17.8%.
  - This performance measure has remained stable although we are currently in the process of transferring in between care management systems therefore it is hard to draw a complete picture. We will continue to monitor the use of direct payments. We are also aware that there have been impacts on operation capacity in regard to the direct payments which we will also monitor over the coming period.
- BP20 – Percentage of Community Ward Fund Spent is at 18.28%. Target is 42.5% This indicator is performing worse now compared to this time last year, which was 32.7%.
  - The Community Ward Fund application forms were circulated to Councillors at the end of June. This encouraged an increase of applications. Seven out of the 36 wards have submitted applications so far. Regular reminders about the Community Ward Fund are sent out to Ward Councillors.

Risks to non-delivery

- None at this time.

Appendix 2: Pride in Place summary report

This summary report highlights progress against the projects and milestones within the Council Business Plan and the agreed performance indicators for Quarter 2 of 2026/2027 for the Pride in Place theme.

Table 4: Pride in Place theme summary Quarter 2 2026/27

Q2 Projects	Q2 Milestones due to be completed	Q2 Overall progress	Q2 Performance indicators
12 projects = 100% on track	42 milestones = 84% achieved or on schedule	**On track**	53.8% on or above target
Q1 Projects	**Q1 Milestones due to be completed**	**Q1 Overall progress**	**Q1 Performance indicators**
⬆ 11 projects = 91.7% on track	⬇ 40 milestones = 85.1% achieved or on schedule	**On track**	⬇ 69.2% on or above target

Overview of achievements this quarter

- As part of the delivery of the Council's Housing Strategy, the Seabury Hotel Project has achieved planning consent, and the tender process is due to start mid-October. The St Kilda project will be completed and handed over in October 2026.
- SWEP and Night Shelter provision has been reviewed, and arrangements are in place for mid-December 2026 to 30 March 2027. This is in addition to the Government's Rough Sleeping Programme requirements to provide a broader range of off the street accommodation options for people sleeping rough. The Local Outcome Framework Action Plan has been produced and is progressing through the appropriate governance processes, ahead of submission to Government in November 2026.
- Our town centre regeneration schemes continue to make progress:
  - The Strand Development planning application achieved consent on 23 September 2026. The business case to approve the next phase of design and development will be reviewed in November.
  - Victoria Square masterplan is on target for public consultation in November 2026. Subsequent design is subject to funding and interlinked with parking mitigations at Paignton Gateway.

- The Strategic Outline Case for Brixham Central Car Park is on track for Autumn 2026 following the planned public consultation that is taking place in early October 2026.
- Phase 1 of the regeneration scheme at Union Square, Torquay is being reviewed as a priority for rapid delivery. The NHS are engaged as a key stakeholder and additional grant funding applications are being prepared to support the initial phase of delivery.

- The project to work with businesses, landlords and community partners to raise the quality, safety and appeal of our town centres is on track. A programme of town centre interventions is being prioritised, including additional Christmas funding for Torquay, Paignton and Brixham. Pride in Place funding has been awarded for Torquay Town Centre to support trader-led interventions, and the Town Centre Facilitator role is now live.
- Positive progress is being maintained across Torbay's key heritage assets: Heritage Places delivery is advancing with the start of two new staff and Terra Firma funding has enabled the launch of a new Geopark website.
- A Grant Writer has been recruited to support maximising opportunities to increase participation, now that Torbay has been designated a Culture Priority Place by The Department for Culture, Media and Sport. The Culture & Heritage Forum was held in September. It was a positive meeting with over 40 attendees representing 26 local culture and heritage organisations. Torbay Council's Director of Pride in Place and Cabinet Member for Culture & Events alongside Association for Cultural Enterprise and National Lottery Heritage Fund colleagues, provided updates on the delivery of culture and heritage across Torbay.
- Delivery of Operation Brighter Bay continues. Weed ripping and weed spraying work is being carried out on a ward-by-ward basis whilst also dealing with hotspots as they arise and are reported. Signage cleaning and condition monitoring is now 100% complete and a programme of replacing the 60 signs in the poorest condition will commence in October 2026.
- The Paignton and Preston Waterfront scheme is well underway. During the last quarter, the works on Paignton phase 2 has been substantially complete. Over the next six months work will continue on Preston and Paignton Phase 1, with both phases intended to be complete before the Easter 2027 period for beach huts to be reinstated. Paignton Phase 3 is expected to be substantially completed early Summer 2027 with some residual works to be completed in the Autumn after the busy summer season.
- We continue to make good progress in delivering our Carbon Neutral Action Plan. The Energy Efficiency and Photovoltaic (PV) programme started installing solar PV arrays at Sherwell Valley Primary School, Mayfield School and at the Business Centre on Lymington Road. Heat pumps are also being installed at Sherwell Valley School and the Business Centre. The energy saving streetlighting project has installed over 13,000 new control nodes so far, to improve the energy and efficiency of Torbay's streetlighting.
- Following the six proposed Phase 3 Sites for 20mph speed limit zones which were agreed at the Road Network and Travel Working Party in May 2026, consultation with the communities was undertaken in September 2026. The results will be considered and presented to the Working Party in November 2026. The target for implementation of any agreed locations is May 2027.
- The project to enhance and maintain Torbay's natural, coastal and recreational environments continue to make good progress. Vegetation management and path clearance have been a

priority along the South West Coast Path this summer, to create more welcoming and accessible routes. Accessibility improvements have also continued at Goodrington Beach. Torbay Harbours continue to improve harbourside management through increased risk assessment and active estate management.

- The project to make improvements to the planning service is set as on track. There has been some fluctuation in Pre-application enquiries since Quarter 1. The target is 20 or more per month, we received 22 in July, 5 in August and 13 in September. The dip in August may have been influenced by major changes to national policy and economics. The team are continuing to take steps to integrate new technology into the service.

In terms of performance indicators:

Much better than target

- BP41 – The number of events facilitated on Council Land is at 84. Target is 45 (higher is better). Current performance is better than at this time last year, which was 57.
- BP68 – Minor Planning Applications – The percentage of appeals allowed (upheld in the applicant's favour) is at 16.67%. Target is 20% (lower is better). Current performance is worse than this time last year, which was 8.33%
- BP73 – Other Planning Applications – The percentage of appeals allowed (upheld in the applicant's favour) is at 9.09%. Target is 30% (lower is better). Current performance is better than at this time last year, which was 46.15%.

Better than target

- BP28 - Average numbers in temporary accommodation on any one night this quarter with dependents (including pregnant women) is at 65. Target is 69 (lower is better). Current performance is better than this time last year, which was 71.
- BP104 – The percentage of compliance defects resolved is at 100%. Target is 95% (higher is better). This is a new indicator for 2026/27.

On target

- BP30 – The number of families in B&B accommodation over 6 weeks is at 0. Target is 0 (lower is better). Current performance is the same as at this time last year.
- BP35 - The percentage of care experienced young people in suitable accommodation is at 88.9%. Target is 93 (higher is better). Current performance is worse than this time last year.
- BP103 – The percentage of compliance tests completed is at 100%. Target is 100% (higher is better). Current performance is the same as at this time last year.
- BP45/46/47/48 - Percentage of grass cutting schedule / street sweeping schedule / weed spraying schedule and line marking schedule are all at 100%. Target is 100% (higher is better). Performance is the same as at this time last year.
- BP60 - Major Planning Applications – The percentage determined within timescales (including extensions of time) is at 100%. Target is 100% (higher is better). Current performance is the same as at this time last year.

- BP69 - Other Planning Applications - Average number of days taken to validate from when required information is received is at 6.30 days. Target is 6 days (lower is better). Current performance is better than this time last year, which was 8.09.

Slippages

- A refresh of the Housing Provider Forum is continuing, and the refreshed Forum will be meeting in Quarter 3.
- The milestone to establish a Town Centre Lead and publish an action plan to improve trader engagement across the three towns remains as not on schedule. A programme of town centre interventions is being prioritised. This is alongside a review of the Town Centre Lead role to identify how existing resources can be used to deliver this work.
- Two milestones for the project to enhance Torbay's cultural heritage are not on schedule. The renovation of Paignton Picture house has encountered some delays relating to the capital build. Cultural sector development is aligned with the development of the emerging Culture Strategy work and Quarter 2 saw a briefing on the culture & heritage work alongside submission of an expression of interest to Arts Council England for a place partnership which would help deepen this work if ultimately successful.
- There continues to be no new funding available from government to support the climate change action plan and more widely support for businesses. We continue to work with the Devon and Torbay Combined County Authority (DTCCA) to explore forthcoming funding from Great British Energy. Officers are developing proposals for the next phase of the climate change action plan, identifying projects which will have impact and can be justified based on their affordability.
- The Torbay Sports Strategy did not meet its milestone of the review to take place by September. A revised strategy intended to improve active and healthy lifestyles has been developed with support from Sport England and Active Devon. It will improve the links between physical activity and improved health outcomes. The new version is intended to be presented to Overview and Scrutiny Board during Autumn.

In terms of performance indicators:

Much worse than target

- BP27 - Average numbers in temporary accommodation on any one night this quarter is at 195. Target is 160 (lower is better). Current performance is worse than this time last year, which was 159.
    - The underperformance is due to increased overall demand on the service. Action to address this includes redistribution of internal resources to respond to increased crisis demand. The increased demand is due to a number of factors including domestic abuse and friend/relative evictions, stagnation in the private rented sector restricting access to accommodation and a new emerging trend of mortgage repossessions. Two dedicated Domestic Abuse Housing Officers are actively working with partner agencies to access safe accommodation units and refuge accommodation. This is against a backdrop of improved performance at prevention and relief stage to either secure existing or alternative accommodation.

- BP29 - Average numbers in temporary accommodation on any one night this quarter as single households (including childless couples) are at 130. Target is 91 (lower is better). Current performance is worse than this time last year, which was 88.
    - Single homelessness has increased in line with projections and represents the increased number in Temporary Accommodation overall. There is a distinct lack of affordable accommodation available in the private sector, particularly for people aged under 35. The proposals outlined in the homelessness and rough sleeping action plan aim to increase prevention activity and provide support to those in temporary accommodation, enabling them to move on sooner. This is against a backdrop of consistent performance for families in temporary accommodation.
- BP32 – The total number of new placements provided to different individuals at the hostel per annum is at 23. Target is 27 (higher is better) Current performance is worse compared to this time last year, which was 29
    - Turnover at the hostel is lower than anticipated due to lack of supported and affordable accommodation to move on to. The proposals outlined in the new rough sleeper program aim to bring online additional units of accommodation which will be staffed and supported. These units will provide up to 10 units of accommodation for people from the hostel to move to.
- BP33 - Average length of stay at the Hostel (days) is at 264. Target is 222 (lower is better). Current performance is worse than this time last year, which was 205.
    - There are a small number of people who are long term stays at the hostel for whom there is currently no suitable housing offer for them to move onto. There is active engagement across housing teams and adult social care to respond to support needs to facilitate a sustainable offer of accommodation, this will greatly reduce the average length of stay.
- BP59 - Major Planning Applications - Average number of days taken to validate from when required information is received is at 7.29 days. Target is 6 days (lower is better). Current performance is better than this time last year, which was 8.25 days.
    - Two major applications were validated outside the target of 6 days. Each took additional days to validate due to size and complexity.
- BP61 - Major Planning Applications – The percentage determined within timescales (without extensions of time) is at 27.27%. Target is 45% (higher is better). Current performance is worse than at this time last year, which was 55.56%.
    - During Quarter 2 four major planning applications were validated. The issues which have led to the underperformance are principally related to protracted Section 106 negotiations in relation to a major application, until there is a valid Section 106 the notice cannot be issued.
- BP64 - Minor Planning Applications - Average number of days taken to validate from when required information is received is at 8.67 days. Target is 6 days (lower is better). Current performance is better than this time last year, which was 8.99 days.
    - Validation speeds this quarter were impacted by significant resource pressures. This was due to staff sickness within the team and the redistribution of a departing Planning Officer's caseload across existing team members

- BP65 - Minor Planning Applications – The percentage determined within timescales (including extensions of time) is at 80%. Target is 90% (higher is better). Current performance is better than at this time last year, which was 78.08%.
    - The average was skewed by a small number of applications being determined well outside the timescale.
- BP66 - Minor Planning Applications – The percentage determined within timescales (without extensions of time) is at 21.82%. Target is 50% (higher is better). Current performance is worse than this time last year – which was 39.73%
    - The percentage of Minor applications issued using extensions of time was lower than last year due to significant resource pressures. Staff sickness within the team and departing Planning Officer's meant that older cases were redistributed across remaining team members for urgent clearance. Customers were happy to sign off extensions of time in the circumstances, although this caused a dip in this statistic it is a result of trying to provide the best customer service in the circumstances.
- BP71 - Other Planning Applications – The percentage determined within timescales (without extensions of time) is at 30.20%. Target is 55% (higher is better). Current performance is worse than this time last year – which was 44.61%
    - The percentage of Other applications issued using extensions of time was higher than last year due to significant resource pressures. Staff sickness within the team and departing Planning Officer's meant that older cases were redistributed across remaining team members for urgent clearance. Customers were happy to sign off extensions of time in the circumstances, although this caused a dip in this statistic it is a result of trying to provide the best customer service in the circumstances.
- BP77 – The number of live enforcement cases as at the last day of the quarter is at 576. Target is 475 (lower is better). The indicator is currently performing better than this time last year – which was 628
    - This was majorly impacted by absence within the team. There was also an increase in reported cases throughout the quarter. Officers are also dealing with appeals following the increase in the number of served notices in previous quarters. The Enforcement Policy was fully reviewed in Quarter 2.

Worse than target

- BP70 - Other Planning Applications – The percentage determined within timescales (including extensions of time) is at 81.88%. Target is 88% (higher is better). Current performance is worse than at this time last year – which was 84.8%.
    - The percentage of Other applications issued using extensions of time is slightly lower than last year due to significant resource pressures. Staff sickness within the team and departing Planning Officer's meant that older cases were redistributed across remaining team members for urgent clearance. Customers were happy to sign off extensions of time in the circumstances, although this caused a dip in this statistic it is a result of trying to provide the best customer service in the circumstances.

Risks to non-delivery

- None at this time.

Appendix 3: Economic Growth summary report

This summary report highlights progress against the projects and milestones within the Council Business Plan and the agreed performance indicators for Quarter 2 of 2026/2027 for the Economic Growth theme.

Table 5: Economic Growth theme summary Quarter 2 2026/27.

Q2 Projects	Q2 Milestones due to be completed	Q2 Overall progress	Q2 Performance indicators
7 projects = 100% on track	22 milestones = 84.6% achieved or on schedule	**On track**	83.3% on or above target
Q1 Projects	**Q1 Milestones due to be completed**	**Q1 Overall progress**	**Q1 Performance indicators**
⟷ 7 projects = 100.0% on track	↑ 20 milestones = 83.3% achieved or on schedule	**On track**	↑ 66.7% on or above target

Overview of achievements this quarter

- Funding from Public Health and Section 106 has been secured to deliver a new project to support 16-18 year olds who are not in education, employment or training (NEETs) which could include those who are SEND and care experienced. This needs to be mapped against the Expert at Hands funded work to avoid duplication.
- The Connect to Work programme, designed to support anyone facing complex barriers into employment to find and stay in work is delivering well and on target. This quarter has seen 34 new entrants to the programme and 21 helped into work. Work to extend the contract is underway. Capital and Growth Board approved the allocation of the remaining £365,000 of Section 106 funding linked to the Inglewood development at Galmpton. This funding will support the delivery of three new projects. These include a 16-18 NEET programme, EPIC Accelerator and a Health and Social Care Skills pathway. As release of the Section 106 funding is dependent upon house sales at the Inglewood site, the projects will be phased.
- The new programme of events with Universities and a number of professional services is being rolled out to support growth of EPIC tenants and wider Tech Cluster members. 15 new jobs and £12.6 million have been secured by EPIC businesses. Refurbishment of the Tech Park site continues with completion anticipated in March 2027.
- The planning application for Brixham Fish Market was submitted in September 2026 and is due to be heard soon.

- The project to create more full-time job opportunities in Torbay is on track. Recent discussion around Regulation 19 is resulting in a reduction of employment land within the new Local Plan. The priority is to retain some key sites. The Hi Tech Cluster has now registered as a company limited by guarantee, which gives them scope to bid for funding. The Tech Park will accommodate the expansion plans for some of the EPIC tenants. A new website has been launched by the Torbay Creative Cluster which will be the key engagement platform within the creative industries sector. It gives businesses, freelancers, artists and cultural organisations a place to be found by one another and by people looking for creative skills.
- Funding for the Adult Education Budget has been transferred to the Devon and Torbay Combined County Authority (DTCCA). A Skills and Workforce Plan sets out the skills priorities for the region. Metro Dynamics has been commissioned by the DTCCA to develop a prospectus to support the case for a Mayoral Combined Authority (MCA) as well as an investment pipeline aligned to likely MCA powers.
- A review of our procurement offer, so it enables smaller, local businesses to work with us continues. Delivery of a session on preliminary market engagement for the Commercial Services Team was delivered in July. The agreed actions from the session on rolling out to client teams are on track to be implemented by the end of October.

Update on the performance indicators performing on target or better:

Much better than target

- BP112 – Number of people supported into work (connect to work programme & self-employed) is at 55. Target is 33 (higher is better). This is a new indicator for 2026/27 and is up from 31 compared to the previous quarter.
- BP113 – Number of people starting Connect to Work programme is at 100. Target for this quarter is 80 (higher is better). This is a new indicator for 2026/27.

Better than target

- BP114 – Number of new jobs created across EPIC and Tech Park tenants is at 32. Target for this quarter is 30 (higher is better). This is a new indicator for 2026/27.

On target

- BP80 – Number of secondary schools engaged with Voluntary Enterprise Advisors is at 100%. Target is 100% and is matching the same performance as last year.
- BP91 - Occupancy rate of the Council's let estate is at 93.8%. Target is 90% (higher is better) Current performance is better than this time last year – which was 90.2%

Slippages

- Consultation on the Local Cycling and Walking Infrastructure Plan priorities was delayed due to officer resources being switched over to focus on the Local Plan intervention issued by the Ministry of Housing, Communities and Local Government. Consultation regarding accessibility and safety improvements to Abbey Gates Junction was undertaken in Quarter 2. Engagement regarding the proposed Torbay Hospital Trail Ramp accessibility improvements is planned in for October 2026 following delivery of the Shiphay Lane crossing.

- The milestone to have the first phase of the Tech Park programme ready for occupation by December 2026 was not met. The project plan has a new date of March 2027. The delay is principally due to negotiations with interested tenants; there are multiple interests which are being considered and each of the prospective tenants has different needs which would require different instructions to the contractor. The project team is working to confirm the preferred tenants promptly.

Regarding performance indicators:

Much worse than target

- CP14 – Percentage of former cared for children who are now aged 19-21 and in employment, education or training (EET) is at 52.10%. The target is 71% (higher is better). Current performance is worse than this time last year – which was 53.2%
    - Torbay's position is broadly consistent with statistical neighbours and the national picture. However, our ambition is higher: achieving 71% of our care-experienced young people in education, employment or training remains an important and deliberately aspirational target. We are therefore progressing cross-directorate work to improve outcomes for our care-experienced young people, while also addressing the wider challenge of young people who are not in education, employment or training (NEET) across Torbay.

Risks to non-delivery

Delays to the Tech Park are slowing the release of additional business space. With EPIC at full capacity and strong demand from existing tenants, continued delays may limit tenant growth and investment. The wider delivery risk is the lack of available grant funding to support economic growth initiatives. External investment, including support through the DTCCA and any future Mayoral Authority, will be critical to delivering the scale of change required in Torbay.

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TORBAY COUNCIL

Torbay on the Move: Emerging Strategy for Active Lives, Stronger Communities and Better Health

Report to:	Overview and Scrutiny Board
Date:	11 November 2026
Lead Cabinet Member:	Councillor Jackie Thomas, Cabinet Member for Tourism, Culture & Events and Corporate Services
Email:	Jackie.Thomas@torbay.gov.uk
Lead Director:	Alan Denby, Director of Pride in Place
Email:	Alan.Denby@torbay.gov.uk
Wards affected:	All wards

1. Summary of Report:

1.1 This report asks the Overview and Scrutiny Board to test the direction and deliverability of the emerging Torbay on the Move Strategy before it is finalised. It is a place-based framework for helping more people be more active, more often. It brings together physical activity and sport with leisure, active travel, green and blue spaces and community life to support better health, reduce inequalities and strengthen communities.

1.2 In particular, Members are invited to test the four-pillar model, priority audiences, proposed swimming flagship, outcomes associated with each pillar and arrangements for delivery and measurement. The Board is also asked to consider whether the relationship with the separate Playing Pitch Strategy and proposed Built Facilities Strategy is clear, whether engagement is sufficient, and what must be resolved before Cabinet and Council consider the final strategy. No new spending is sought through this report.

2. Recommendations and Proposed Decision:

2.1 That the Overview and Scrutiny Board reviews the emerging Torbay on the Move Strategy and makes recommendations to Cabinet on:

- the proposed four pillars: Active People, Active Places, Active Networks and Active Champions;
- the priority audiences and proportionate universal approach;
- the proposed flagship project, “Born by the Sea. Built to Swim.”;
- the outcomes associated with the four pillars and the approach to monitoring and evaluation;
- governance and delivery arrangements; and
- the relationship with the separate Playing Pitch Strategy and proposed Built Facilities Strategy, and any further engagement or evidence required before Cabinet consideration.

2.2 That the Board notes that approval of the strategy would not, by itself, commit the Council to new expenditure and that any future commissioning, grant award, procurement or capital project would require the appropriate approvals.

3. Reasons for Recommendations/Proposed Decision:

3.1 Overview and Scrutiny provides an opportunity for Members to test whether the emerging strategy is clear, evidence-led, deliverable and sufficiently focused on residents who face the greatest barriers to being active.

3.2 Member feedback will inform the final wording before the strategy is presented to Cabinet. If Cabinet recommends approval, Council would decide whether to adopt the strategy and add it to the Policy Framework.

4. Background and Context:

4.1 Torbay on the Move is convened by Torbay Council, supported by Active Devon and delivered with a network of partners. It has operated since 2018 as a whole-system initiative to reduce inactivity, tackle health inequalities and improve opportunities to be active.

4.2 A 2021 review and consultation involving more than 50 organisations identified the need for a clearer external strategy, stronger focus on priority audiences, a whole-system approach and better alignment across services and partners. The network has since grown to more than 100 organisations.

4.3 The draft strategy reports that 28% of children and 27% of adults in Torbay are categorised as inactive. It recognises that cost, confidence, transport, safety, health, accessibility, caring

responsibilities, topography and the availability of suitable local opportunities can all affect participation.

4.4 The strategy is for everyone, but proposes additional focus on people on lower incomes or experiencing poverty, disabled people and people with long-term health conditions, people experiencing poor mental health, and children and young people. Ward-level evidence and lived experience would be used together to guide planning and investment without negatively labelling communities.

4.5 The strategy simplifies the previous eight themes into four connected pillars: Active People (more people moving their way, so inactivity reduces); Active Places (spaces and places that inspire and support activity for all); Active Networks (positive change delivered through united partnerships); and Active Champions (everyone can see themselves in an active Torbay).

4.6 Four headline outcomes are proposed: increased participation, support for active and independent living, a better resident experience of opportunities to be active, and a prioritised investment pipeline for places and facilities.

4.7 “Born by the Sea. Built to Swim.” is proposed as a flagship project bringing all four pillars together. Its focus is to help more children and families, particularly those growing up in deprivation, feel confident, safe and welcome in and around the water.

4.8 Strategic leadership would sit with a Torbay on the Move Oversight Group. Four pillar working groups would maintain delivery plans, risk logs and opportunity trackers. Community voice and lived experience would inform delivery, including through a community reference group and representation at the Oversight Group.

4.9 Torbay on the Move is the overarching place-based strategy, not a replacement for technical evidence on sport and leisure facilities. The existing Playing Pitch Strategy provides a separate assessment of pitch provision; the scope of its update should be agreed with Sport England. Torbay does not currently have a Built Facilities Strategy. The need, scope, funding and timetable for one should be considered alongside the Playing Pitch Strategy. Neither commission is approved or funded by this scrutiny report. Their findings should inform the Active Places delivery plan and prioritised investment pipeline.

4.10 Each pillar delivery plan would identify leads, milestones, funding dependencies, equality considerations, risks and a small number of measures. Partners would use progress reporting and ongoing learning to adapt activity as evidence and resident experience emerge, rather than waiting for a quarterly or annual review. An annual summary would report progress, with a fuller strategy refresh proposed after three years.

5. Alternative Options Considered:

5.1 Proceed without a refreshed strategy. This would retain existing activity but would not provide the clearer shared direction, simplified governance or coordinated outcomes sought through the review.

5.2 Retain the previous eight-theme framework. Partner feedback and learning indicate that a simpler four-pillar structure would be easier to understand, coordinate, deliver and measure.

5.3 Delay consideration until all delivery plans and measures are complete. This could provide more operational detail, but would postpone agreement on strategic direction. The proposed approach is to agree the framework first, then develop realistic and resourced annual delivery plans.

6. Contribution to Council Priorities:

6.1 The strategy supports the ambition for a healthy, happy and prosperous Torbay. It contributes to Community and People through prevention, physical and mental wellbeing, healthy ageing, children and young people's development, inclusion and stronger community connections.

6.2 It contributes to Pride in Place by making better use of parks, streets, leisure facilities, neighbourhood spaces and the coast, and by linking active lives to local identity, belonging and the Torbay Story.

6.3 It contributes to Economic Growth through skills, volunteering, employment pathways, sustainable facilities, events, the visitor economy and stronger investment propositions. It also aligns with the Joint Strategic Needs Assessment, Health and Wellbeing priorities, Children and Young People's outcomes, spatial planning, active travel and wider place leadership.

7. Consultation and Engagement:

7.1 The strategy builds on the 2021 consultation involving more than 50 organisations. Subsequent development has drawn on the Torbay on the Move Oversight Group, network events, leadership-course participants, recent discussions with Sport Torbay, and continuing youth, community and lived-experience input.

7.2 The 2021 consultation is a starting point, not a substitute for testing this draft with current stakeholders. Further targeted engagement should include Sport Torbay, sports clubs, Sport England, Active Devon, health and education partners, leisure operators, community and

voluntary organisations, National Governing Bodies, relevant Place Leadership Boards and people with lived experience. Feedback should test the proposed priorities, the swimming flagship, facility needs and what partners can realistically deliver; the final report should explain what changed as a result.

7.3 Communications should be coordinated between Torbay Council and Active Devon. Following scrutiny, published communications should explain the feedback received, changes made and the next decision stage, without making unconfirmed claims about funding or delivery.

8. Implications:

Financial Implications:

8.1 Approval of the strategy would not, by itself, commit the Council to new spending. The strategy seeks to align existing activity and strengthen Torbay's position to secure external funding. A prioritised investment pipeline would identify proposals and track progress through feasibility, funding and delivery; inclusion would not mean that a project is funded or approved.

8.2 Delivery will depend on staff capacity, partner support and external funding, so annual plans must distinguish funded commitments from proposals still needing resources. The scope and funding of a Playing Pitch Strategy update and any Built Facilities Strategy remain to be agreed; this paper does not authorise either commission. Any future commissioning, grant award, procurement or capital expenditure will require the usual financial and governance approvals.

Legal Implications:

8.3 Torbay on the Move is proposed as a Policy Framework document and is not currently part of the Council's Policy Framework. Overview and Scrutiny is considering the emerging strategy, not taking a key decision. Subject to the strategy being ready and the Council's normal governance requirements, the proposed next stages are Cabinet consideration and, if Cabinet recommends adoption, a Council decision on whether to approve the strategy and add it to the Policy Framework. The Forward Plan requirements and final decision timetable remain subject to Governance confirmation.

Corporate Parenting/Children and Young People:

8.4 Children and young people are a priority audience. The strategy proposes action on physical literacy, movement, play, school and youth provision, inclusive activity, swimming

confidence and water safety. Youth voice and lived experience are intended to shape design, delivery and review, including the proposed “Born by the Sea. Built to Swim.” project.

Associated Risks and Mitigations:

8.3.1 The principal risks relate to delivery capacity, reliance on partner support and external funding, weak coordination, insufficiently robust measures, community engagement and the risk that expectations for facilities exceed available resources. Annual delivery plans, named leads, risk logs, opportunity trackers and escalation to the Oversight Group are proposed to manage these risks.

8.3.2 Risk owners should assess and record likelihood, impact, residual risk and any tolerance or acceptance decision through the Council's risk-management process as delivery plans are developed. The table below identifies the main risks, mitigations and review routes; numerical risk scoring will need to be agreed through that process.

8.3.3 Pillar risk logs, quarterly progress and learning reports, and the investment pipeline will support review and escalation to the Oversight Group. The risks of not progressing a refreshed strategy include fragmented activity and weaker shared accountability.

Risk	**Mitigations**	**Monitoring and escalation**
Insufficient staffing, partner capacity or funding.	Set realistic annual commitments and identify capacity and funding dependencies before work starts.	Monitor through pillar risk logs; escalate unfunded or undeliverable commitments to the Oversight Group.
Fragmented delivery or duplication.	Use four connected working groups, named leads and shared delivery plans.	Review coordination and gaps through quarterly progress and learning reports.
Measures do not demonstrate meaningful change.	Develop a small dashboard using local measures, qualitative evidence and Active Lives trends without relying on one dataset.	Test data quality, baselines and interpretation through the Oversight Group and annual summary.
Expectations for facilities exceed resources.	Use a prioritised pipeline and make clear that inclusion is not funding or approval.	Review the pipeline and apply normal financial and project approvals before commitments are made.

Contributions to tackling climate change or achieving carbon neutrality:

8.5 The strategy can support lower-carbon travel by linking walking, wheeling and cycling infrastructure with behaviour-change activity. It also promotes use of local green and blue spaces and more sustainable, energy-efficient sport and leisure facilities. Carbon benefits will depend on individual projects, which should complete the Council's environmental and carbon assessment at the appropriate stage.

Social Value Considerations:

8.6 The strategy seeks social value through improved health and wellbeing, stronger community connections, volunteering, skills, employment pathways, inclusive activity and better use of community assets. Future commissioning and investment decisions should define and monitor relevant social value outcomes.

Procurement Implications:

8.7 No procurement decision is sought through this report. Any commission to update the Playing Pitch Strategy or develop a Built Facilities Strategy would first need an agreed scope, funding and approval route, with Sport England's relevant requirements taken into account. Other future commissioning, grant awards or procurement arising from delivery plans would also follow the appropriate procedures and approvals.

Other Implications:

8.8 The strategy is cross-cutting. Services likely to contribute include Public Health, Children's Services, Adult Social Care, Family Hubs, Pride in Place, Economy, Culture and Events, Spatial Planning, Transport, Parks, SWISCo and 0 to 19 services. Partner organisations include Active Devon, Sport England, Sport Torbay, Torbay Communities, health and education partners, leisure operators, clubs, National Governing Bodies, Active Travel England, The Outdoor Partnership and Place Leadership Boards.

9. Equalities Impact Assessment:

9.1 The strategy is intended to reduce inequalities in opportunities to be active. Its proportionate universal approach applies to all residents while directing additional effort towards people and communities experiencing the greatest barriers. The existing local data in this assessment provides context; project-level assessments will test impacts and mitigations as delivery plans develop.

Protected characteristics under the Equality Act and groups with increased vulnerability	Data and insight	Equality considerations (including any adverse impacts)	Mitigation activities	Responsible department and timeframe for implementing mitigation activities
Age	• 18% of Torbay residents are aged under 18 years old. • 55% of Torbay residents are aged 18 to 64 years old. • 27% of Torbay residents are aged 65 and older.	Potential benefits for children, young people and older residents; provision may not suit every life stage.	Use youth voice, physical literacy, school and family settings, Live Longer Better approaches and co-design with priority audiences.	Pillar working groups; from delivery-plan development.
Carers	• At the time of the 2021 census there were 14,900 unpaid carers in Torbay. • 5,185 of these carers provided 50 hours or more of care.	Caring responsibilities can restrict time, travel and access to regular activity.	Use affordable, flexible local provision and seek carers' feedback during design.	All pillar groups; annual delivery plans.

Protected characteristics under the Equality Act and groups with increased vulnerability	Data and insight	Equality considerations (including any adverse impacts)	Mitigation activities	Responsible department and timeframe for implementing mitigation activities
Care experienced	• As of January 2026, there were 277 former care experienced young people aged 18-24 in Torbay.	Opportunities for belonging and activity; additional cost, access or support barriers may remain.	Include care-experienced young people in targeted engagement where relevant; design safe, inclusive provision.	Children's Services and partners; design and review.
Disability	• In the 2021 Census, 23.9% of Torbay residents answered that their day-to-day activities were limited a little or a lot by a physical or mental health condition or illness.	More inclusive opportunities may benefit residents; inaccessible facilities, information, transport or programmes could exclude them.	Use co-design, accessibility learning and inclusive-provider development; consider access in project prioritisation.	All pillar leads; ongoing.
Gender reassignment	• In the 2021 Census, 0.4% of Torbay's community answered that their gender identity was not the same as their sex registered at birth.	Safety, confidence and welcome may affect participation; assess through community feedback rather than assumptions.	Use inclusive programme design and confidential, voluntary feedback to improve access.	Working groups; ongoing.

Protected characteristics under the Equality Act and groups with increased vulnerability	Data and insight	Equality considerations (including any adverse impacts)	Mitigation activities	Responsible department and timeframe for implementing mitigation activities
Marriage and civil partnership	• Of those Torbay residents aged 16 and over at the time of 2021 Census, 44.2% of people were married or in a registered civil partnership.	No specific differential effect identified at strategy stage; assess household access and participation as programmes develop.	Apply accessible, inclusive design and monitor resident feedback.	Working groups; during programme development.
Pregnancy and maternity	• Between 2013 and 2024, the rate of live births (as a proportion of females aged 15 to 44) has been slightly but significantly higher in Torbay (average of 56.0 per 1,000) than the Southwest (53.4) and broadly in line with England (56.3). • For the period 2022 to 2024, rates in Torbay (44.6) have been significantly below England (50.0).	Safety, confidence, caring and practical barriers may affect access.	Use relevant local evidence, inclusive programme design and resident feedback.	Working groups; ongoing.
Race	In the 2021 Census, Torbay residents described their ethnicity as follows:	Cultural confidence, trust and suitability of opportunities may affect participation.	Use community voice and co-design; monitor participation and	Working groups and community reference

Protected characteristics under the Equality Act and groups with increased vulnerability	Data and insight	Equality considerations (including any adverse impacts)	Mitigation activities	Responsible department and timeframe for implementing mitigation activities
	• 1.6% as Asian, Asian British or Asian Welsh • 0.3% as Black, Black British, Black Welsh, Caribbean or African • 1.5% as being of Mixed or Multiple ethnic groups • 96.1% as White • 0.4% described their ethnicity another way. • Black, Asian and minoritised ethnic communities are more likely to live in areas of Torbay classified as being amongst the 20% most deprived areas in England.		feedback and adapt provision.	arrangements; ongoing.
Religion and belief	The 2021 Census showed that the residents in Torbay identify their religion and/or belief as the following; • 48.5% are Christian • 0.4% are Buddhist • 0.2% are Hindu	Suitability of opportunities and trust may affect participation; avoid assuming one approach fits all residents.	Use community voice and co-design; adapt opportunities in response to feedback.	Working groups; ongoing.

Protected characteristics under the Equality Act and groups with increased vulnerability	Data and insight	Equality considerations (including any adverse impacts)	Mitigation activities	Responsible department and timeframe for implementing mitigation activities
	• 0.6% are Muslim • Less than 0.1% are Sikh • 0.1% are Jewish • 0.7% have another religion • 43.2% have no religion • 6.3% did not answer			
Sex	• 51.3% of Torbay's population are female. • 48.7% of Torbay's population are male.	Different safety, confidence, caring and practical barriers may affect access.	Use relevant local evidence, inclusive programme design and resident feedback.	Working groups; ongoing.
Sexual orientation	In the 2021 Census, residents described their sexuality as follows; • 89% as Straight or Heterosexual • 1.7% as Gay or Lesbian • 1.1% as Bisexual • 0.1% as Pansexual • 0.1% described their sexuality another way	A welcoming and safe experience matters; specific differential effects should be tested through engagement, not presumed.	Use inclusive settings and voluntary, confidential resident feedback to adapt provision.	Working groups; ongoing.

Protected characteristics under the Equality Act and groups with increased vulnerability	Data and insight	Equality considerations (including any adverse impacts)	Mitigation activities	Responsible department and timeframe for implementing mitigation activities
	• 7.4% of people didn't answer the question			
Armed Forces Community	• In 2021, 3.8% of residents in England reported that they had previously served in the UK armed forces. • In Torbay, 5.9% of the population have previously served in the UK armed forces.	No specific differential impact is identified at strategy stage; local access needs should be tested during delivery planning.	Engage local organisations where relevant and adapt opportunities in response to feedback.	Working groups; delivery planning and review.
Additional Considerations:	The strategy identifies cost, transport, accessibility, confidence and availability of suitable local opportunities as barriers that can overlap for some residents.	Barriers can combine, so a standard offer may not be equally accessible to all residents. The effect of individual projects will depend on their location, cost and design.	Test affordability, accessible information, travel and suitability with residents during delivery planning; record project-level impacts and adjust provision in response to feedback.	All pillar working groups; during delivery planning and review.

Protected characteristics under the Equality Act and groups with increased vulnerability	Data and insight	Equality considerations (including any adverse impacts)	Mitigation activities	Responsible department and timeframe for implementing mitigation activities
Socio-economic impacts (Including impacts on child poverty and deprivation)	• The English Indices of Deprivation 2025 identify areas of significant deprivation in Torbay; neighbourhood-level evidence should inform delivery priorities alongside residents' experience.	Cost, transport and access to suitable local opportunities can restrict participation, particularly for children and families experiencing poverty.	Target additional support where barriers are greatest, develop the Leisure Card, use local provision and apply affordability criteria to investment decisions.	All pillar groups; annual delivery plans.
Public Health impacts (Including impacts on the general health of the population of Torbay)	• For the five-year period 2020 to 2024, data shows there is a 6-year life expectancy gap between males who live in Torbay's least and most deprived areas and, a 3-year gap for females.	More accessible activity may support health and independence; benefits will depend on reaching residents facing the greatest barriers.	Strengthen trusted routes from health and care services into local activity and use participation, resident experience and qualitative evidence to review progress.	Active People group with Public Health and partners; ongoing.

Protected characteristics under the Equality Act and groups with increased vulnerability	Data and insight	Equality considerations (including any adverse impacts)	Mitigation activities	Responsible department and timeframe for implementing mitigation activities
Human Rights impacts	No separate human-rights dataset is cited for this strategy. Its proposed activity spans public and community spaces; specific arrangements and potential impacts will be assessed as projects are developed.	No adverse human rights impact is identified at strategy stage; delivery should uphold fairness, dignity, accessibility and participation.	Apply these principles through delivery and project-level assessments.	Lead services; project development.
Child Friendly (Children's Rights Impact Assessment considerations)	Children and young people are a priority audience. The draft strategy reports that 28% of children in Torbay are categorised as inactive; it proposes youth voice and lived experience to help shape activity, including a swimming-confidence and water-safety flagship.	Play, movement, swimming confidence and belonging may benefit children and young people. Some, including children with SEND and care-experienced young people, may face additional cost, access or support barriers.	Put best interests, safety, inclusion and youth voice into programme design and review; include children with SEND and care-experienced young people in targeted engagement where relevant.	Children's Services and partners; design and review.

10. Cumulative Council Impact:

10.1 Implementation will require coordinated input across several Council services. The four-pillar model is intended to align activity and reduce duplication, but it may create additional coordination, data, evaluation and governance demands.

10.2 Annual plans should identify lead services, partner contributions, resource dependencies and escalation routes so that delivery expectations do not create unfunded responsibilities elsewhere in the Council.

11. Cumulative Community Impact:

11.1 The strategy has the potential to improve health, independence, wellbeing, community connection, volunteering, skills, pride in place and access to local facilities and spaces.

11.2 Impacts will depend on whether programmes and places are accessible, affordable, safe and welcoming, and on the level of partner capacity and investment secured. Community voice and resident experience should remain central to prioritisation and review.

12. Monitoring and Evaluation:

12.1 Each pillar working group will maintain a delivery plan with named leads, milestones, funding dependencies, risks, equality considerations and a small number of measures. Partners should capture learning during delivery and change course where evidence or resident feedback shows an approach is not working. Quarterly reports will bring together progress, decisions and emerging risks for the Torbay on the Move Oversight Group.

12.2 A simple dashboard should distinguish activity and outputs, such as projects and workshops, from evidence of change in participation, active and independent living, resident experience and the investment pipeline. Each measure should have a defined source, baseline where available, reporting frequency and responsible lead. Active Lives data can show longer-term trends, but should be read alongside local and qualitative evidence because of sample-size volatility and the limits of attributing change to individual projects.

12.3 An annual progress summary will bring together performance, learning, resident stories and emerging outcomes. The strategy proposes annual review and a fuller refresh after three years.

Appendices:

A1 Draft Torbay on the Move Strategy: A place-based strategy for active lives, stronger communities and better health in Torbay (to accompany this report as a separate appendix).

Background Documents:

None

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TORBAY ON THE MOVE

More people, more active, more often

A place-based strategy for active lives, stronger communities and better health in Torbay.

Produced and delivered in partnership between

TORBAY COUNCIL

active devon



Four people wearing swimsuits walking into the sea. Photo: Torbay Story.

Executive Summary

Torbay on the Move is a place-based strategy to help more people be more active, more often. It connects physical activity, sport, leisure, active travel, green and blue spaces, community life and local pride with Torbay's wider ambitions for better health, reduced inequalities and stronger communities.

The strategy is for everyone, but it focuses additional effort on people and communities facing the greatest barriers to being active. This includes people on lower incomes, people with disabilities or long-term health conditions, people experiencing poor mental health, and children and young people.

Delivery is organised through four pillars, with clear strategic outcomes:

- **Active People: More people moving their way, so inactivity reduces**
- **Active Places: Spaces and places that inspire and support activity for all**
- **Active Networks: Positive change is delivered through united partnerships**
- **Active Champions: Everyone can see themselves in an active Torbay**

These pillars provide clear ambition, a shared framework for partners to align action, focus resources, reduce duplication and track progress.

A flagship project within this strategy will be 'Born by the Sea. Built to Swim'. It demonstrates how the four pillars will work together around focused ambitions. In this case, helping more children and families growing up in deprivation, feel confident, safe and welcome in and around the water.

Torbay on the Move connects directly to Torbay's wider place leadership agenda. The Torbay Place Leadership Board, Pride in Place and the Torbay Story provide important routes for aligning physical activity with regeneration, culture, community pride, coastal opportunity and long-term investment.

Working closely with Torbay Public Health, this strategy is informed by Torbay's demographic and deprivation profile. Torbay has an ageing population and significant inequalities between neighbourhoods and coastal communities. Poverty, poor health outcomes, steep terrain and varying access to services can combine to make everyday activity harder. We must therefore respond to both the statistics and the lived reality behind them.

The next step is to translate this strategy into action, with named leads and clear delivery plans for each pillar. Milestones and measures will be focused on shifting the conditions, improving active infrastructure and addressing the complex challenges that prevent people from being regularly active.

TORBAY ON THE MOVE

Who We Are

'Torbay on the Move' is a whole-system, place-based initiative that aims to make it easier for people across Torbay to move more and live healthier lives. It focuses on reducing physical inactivity, tackling health inequalities and improving opportunities for people who face the greatest barriers to being active.

It is convened by Torbay Council, supported by Active Devon and delivered through a network of partner organisations.

Active Devon is a community-focused, non-profit organisation that is part of a nationwide network of 41 'Active Partnerships' supported by Sport England.

Torbay seafront. Photo: Torbay Story.

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Torbay seafront. Photo: Active Devon.

The Story So Far

Since Torbay on the Move launched in 2018, partners across Torbay have worked together to understand inactivity as a whole-system challenge and support more people to be active in ways that fit their lives.

In 2021, Active Devon and Torbay Council reviewed the programme and consulted more than 50 organisations. The Torbay on the Move Findings Report confirmed four key messages: the need for a clear external strategy, a stronger focus on priority audiences, a whole-system approach, and better alignment across council services and partner organisations.

From 2021 to 2026 the network has grown to over 100 organisations. Tangible impact has been delivered through considered partnership working. Pathways for those receiving treatment for mental ill health into inclusive physical activity are clearer and better known. More people are using key assets, such as the Torbay Velopark, through an array of initiatives that grow confidence and skills in wheeling and cycling. More of the workforce understands what it means to support children to build positive relationships with physical activity in Torbay, and community and youth voice is actively shaping future work.

The partnership delivery, local insight gained and practical learning have reinforced the need to focus effort where it can have the greatest impact. This means taking a universal approach to ambition while targeting additional support towards people and communities facing the greatest barriers.

This strategy builds on the journey so far. It brings together what has been learnt, refines the original themes into a clearer structure, and sets out how Torbay will work collectively to create the conditions for more people to be more active, more often.

Foreword

As Cabinet Member, I am proud of Torbay's extraordinary natural assets, unique coastlines, and fantastic sporting facilities. There is also much momentum to build on within Torbay on the Move, many partners are committed to helping more people, to be more active more often.

However, too many residents continue to be excluded from active lives by a myriad of barriers that can be complex and societal. These barriers are not experienced equally; they reinforce wider inequalities between people and neighbourhoods, and we must act with greater urgency to remove them.

Torbay on the Move is our commitment to turn ambition into action. I will champion this work across the Council and with our partners, focusing effort and resources where need is greatest.

We must also consider innovative ways to design active spaces, places and streets that support our residents to be active right from where they live.

I expect this strategy to deliver visible and measurable change. It will not only increase the activity levels of our priority audiences, it will create systemic shifts towards greater inclusion, Pride in Place and community connection. It will be a cornerstone of our vision for a healthy, happy and prosperous Torbay.

Councillor Jackie Thomas, Cabinet Member for Tourism, Culture & Events and Corporate Services at Torbay Council.



Councillor Jackie Thomas. Photo: Torbay Council

Torbay on the Move and Torbay's Place Mission

The Challenge

Across England there is growing recognition that physical activity is central to prevention, mental wellbeing, healthy ageing, children and young people's development, active travel, community connection and the quality of places where people live.

For Torbay, this matters because inactivity is shaped by inequality, income, confidence, transport, safety, health, accessibility and access to welcoming local opportunities. Tackling inactivity is therefore not simply about encouraging individual behaviour change. It requires coordinated action across the whole system.

Active Lives data shows that 28% of children and 27% of adults in Torbay are categorised as inactive. This means that those children average less than 30 minutes per day and adults do less than 30 minutes of activity each week (Active Lives Survey Nov 24-25, and Active Lives Children and Young People Survey Academic year 22-23). Physical inactivity is closely linked to poorer physical and mental health, increasing demand on health and care services, and widening inequalities.

The 2025 Indices of Multiple Deprivation show that disadvantage in Torbay is concentrated in specific neighbourhoods, but the story is more complex than ward rankings alone. Torbay's demographic profile, including an ageing population and changing dependency ratio, means many communities experience overlapping pressures linked to income, health, housing, transport and access to services.

As a coastal and tourism-dependent economy, Torbay also faces pressures that shape people's ability to be active. Seasonal employment, lower average wages, job insecurity and transport barriers can make it harder for residents to prioritise health and wellbeing.

These statistics need to be understood through the shape of Torbay itself. Steep hills, coastal settlements, separated town centres, uneven public transport and areas of older housing can all affect whether people feel able to walk, wheel, cycle, reach leisure facilities, use parks and beaches, or take part in community activity. Topography is not background detail; it is part of the inequality story.

The Opportunity

At the same time, Torbay has major strengths. Its coastline, parks, green spaces, leisure facilities, voluntary organisations, clubs and community networks are valuable assets that can support healthier, more connected lives. Making these assets more accessible, affordable, safe and inclusive is central to this strategy.
Torbay's coastal setting is one of its greatest strengths. Beaches, harbours, seafronts, cliffs, coast paths, parks, and the internationally recognised natural landscape create distinctive opportunities for walking, wheeling, swimming, water sports and more.

The coast is a source of pride, identity and opportunity, but coastal living does not automatically mean easy access to active lives. For some residents, hills, cost, confidence, safety, transport, disability, health conditions or lack of local provision can make nearby assets feel out of reach. The opportunity is to turn Torbay's coastal geography into a more inclusive health, movement and belonging asset.

The Response

Torbay on the Move is therefore designed as a place-based strategy rather than a standalone physical activity and sports plan. It aligns with Torbay's Joint Strategic Needs Assessment, Health and Wellbeing priorities, Children and Young People's outcomes, NHS Devon priorities, Pride in Place, spatial planning and wider corporate and place ambitions.

This also creates clearer connections to the Health and Wellbeing Board and Torbay Place Leadership Board. As with the emerging , culture and heritage work, Torbay on the Move can use these Boards as a route for place leadership, partner alignment, advocacy, investment readiness and shared accountability.

These strategies share common goals: preventing ill health, reducing inequalities, improving life chances, supporting economic resilience and creating thriving communities. Sport and physical activity are practical tools that help deliver each of these ambitions.

The approach also reflects national policy through Sport England's Uniting the Movement and Active Devon's whole-system approach. The greatest impact will come when partners work together across health, education, transport, planning, communities, the voluntary sector and local businesses.

Ultimately, Torbay on the Move is about creating a place where active lives support healthier people and more connected communities. It is about improving health, reducing inequalities, strengthening pride and helping people connect, belong and thrive.

Our Priority Audiences and Wards

Torbay on the Move is for everyone, but evidence shows that opportunities to be active are not experienced equally by all residents.

Some people face greater barriers to being active because of cost, confidence, transport, safety, health, accessibility, caring responsibilities or lack of suitable local opportunities. This strategy will focus additional effort where those barriers are greatest and where action can make the biggest difference.

This is a proportionate universal approach: the ambition is universal, but the level of support is shaped by need. Torbay on the Move will prioritise people on lower incomes or experiencing poverty, people with disabilities or long-term health conditions, people experiencing poor mental health, and children and young people.

Priority audiences are not the problem to be solved. They are people and communities who have often faced the greatest barriers. The role of this strategy is to change the conditions around people's lives so that being active becomes easier, safer, more affordable, more welcoming and more enjoyable.

This means designing activity with people, not for them. Partners will use lived experience, community voice and local insight to understand what helps people take part, what gets in the way, and what needs to change. Alongside priority audiences, ward level data helps partners understand where inequality and inactivity are most concentrated. This data will be used as an evidence tool to guide planning, investment and partnership focus.

Demographic evidence will also be used alongside deprivation data. This includes Torbay's ageing population, the projected growth in residents aged 65 and over, the lower ratio of working-age residents to older residents, and the way poverty, housing, disability, long-term conditions and transport barriers can affect opportunities to be active.

Data available at ward level is often used by external organisations to describe a place. However, ward names are not always how people describe where they live. Residents are more likely to identify with their street, neighbourhood, community, town or local place. For that reason, priority ward data will be used carefully and sensitively. It will help partners make fair decisions, but it should not be used to label communities negatively.

Through this strategy, these wards will be described as priority wards for planning, evidence and investment purposes.

Using priority audiences and priority wards together will help partners understand how barriers overlap in people's everyday lives. This intersectional approach will support better decisions, fairer use of resources and action that responds to both data and lived experience.

Based on the Indices of Multiple Deprivation, the wards of King's Ash, Roundham with Hyde, Tormohun, and Ellacombe all fall within the 20% most deprived wards in England. There is also more local deprivation in Watcombe, and other parts of the bay. We also know that just because a place is labelled as 'deprived', it does not mean that it can't be a great place to live.

Partners will also consider topography and local access when planning action. A beach, park, leisure centre or town centre may be geographically close but still feel difficult to reach because of hills, road layouts, public transport, cost, confidence, caring responsibilities or mobility needs. Understanding these practical barriers will help the strategy move beyond statistics and respond to how people actually experience Torbay.

Addressing physical activity inequalities by...



The National Evaluation and Learning Partnership (NELP) System Maturity Matrix.

The Four Pillars

In 2021, Torbay Council worked with Active Devon to consult people and partners across the Bay. More than 50 organisations contributed insight on Torbay's strengths, assets and opportunities, as well as the barriers that prevent some people from being active.

The original Torbay on the Move framework identified eight strategic outcome themes: Active Environments, Active Travel, Active Schools, Active Health, Active Clubs, Active Places, Active for All and Active Workforces.

Five years into delivery, partner feedback and learning show that the framework needs to be simpler, clearer and easier to govern. The original eight themes have therefore been brought together into four pillars.

The four pillars keep the ambition and intent of the original themes while making the strategy easier to understand, coordinate, deliver and measure.

Each pillar follows the same structure: why this matters, what we want to change, what we will focus on first, who will help lead the work, and how we will learn and adapt.

It is important to note that each pillar will not operate in isolation, connectivity will be key. Our flagship Project 'Born by the Sea. Built to Swim.' clearly demonstrates that action will be needed across every pillar to deliver impact.

Together, the four pillars provide the organising framework for the strategy. They help partners align action, reduce duplication, focus resources and track progress against shared outcomes.

The pillars are:



Active People

More people moving their way, so inactivity reduces.



Active Places

Spaces and places that inspire and support activity for all.



Active Networks

Positive change is delivered through united partnerships.



Active Champions

Everyone can see themselves in an active Torbay.

TORBAY ON THE MOVE

Active People

More people moving their way, so inactivity reduces



Torbay Park Yoga at Cockington. Photo: Torbay Park Yoga

Active People

Why this matters

Active People is about supporting residents to be active in ways that are safe, welcoming, affordable and meaningful to them. It applies to everyone in Torbay, but it gives additional focus to the people and communities facing the greatest barriers.

This reflects the proportionate universal approach set out earlier in the strategy. Everyone should have the opportunity to enjoy active lives, whether through sport, walking, wheeling, active travel, outdoor activity, play, dance, leisure, community activity or everyday movement. To achieve this, partners must focus effort where need is greatest and work with communities in a way that can create positive change on the conditions that prevent them from being active.



Torbay Walk and Talk Amblers Wellbeing Walks Group.Photo: Active Devon.

What we want to change

More residents, especially priority audiences, are supported to become active, stay active or return to activity in ways that work for their lives. Youth voice, community voice and lived experience will shape how opportunities are designed, delivered and improved.

What we will focus on first

- **Support and funding will help partners to develop joined-up action that addresses the priority audiences and places identified.** Torbay Council's 'Move More' and Active Clubs funding, Sport England place funding, and future funding secured will ensure a test and learn approach that is grounded in youth and community voice.
- **Leisure services and partners will collaborate to expand the shift towards an 'Active Wellbeing Service'.** This will involve further development of the Torbay Leisure Card that supports people for whom cost is a barrier to being active.
- **Building a movement towards inclusive activity and leisure through 'Active Champs Torbay'.** Providers will be supported to offer safe, inclusive and welcoming activity for children and young people with neurodiversity and neurological conditions. This will create a broader societal shift towards inclusion by default.
- **Creating frictionless pathways from local Health and Care services into trusted physical activity opportunities.** This will embed recommendations provided by Active Devon within the Torbay Public Health commissioned Physical Activity and Mental Health Connecter programme. This work will inform and support the new Integrated Neighbourhood Teams and support the NHS ambition to move to prevention.
- **Partners will build on and expand the Live Longer Better movement with Torbay Communities** to help more older residents understand the benefits of strength, balance, movement, social connection and maintaining independence. This will support a broader upstream approach to addressing frailty.
- **Growing the number of children and families from priority audiences and places that are learning to swim** via a whole system approach. Delivered through the flagship project 'Born by the Sea. Built to Swim'.
- **More schools and youth providers will benefit from Physical Literacy training, and support for developing wellbeing initiatives.** This will help them to use physical activity and sport as a positive tool for children and young people's confidence, resilience and belonging.

Who will help lead this work

- Torbay Council: Public Health, Children's Services, Adult Social Care and Family Hubs
- Torbay Place Leadership Board
- Health partners, including Torbay and South Devon NHS Foundation Trust and NHS Devon, Devon and Cornwall ICB and Integrated Neighbourhood Teams
- Education providers, including schools and South Devon College
- Torbay Communities, Active Devon and the Torbay on the Move network



Stairway coaching - Move it or Lose it class. Photo: Active Devon/Emberlense.

How we will learn and adapt

Quarterly progress and learning reports showing key performance indicators, lessons, changes made and impact for priority audiences.

Indicators will include participation, referral and signposting data from health, wellbeing, school and community programmes. Demographic and retention data over time to understand trends. Resident stories, youth voice, case studies and value capture shared across partners.

Active Lives adult and children's data, with a focus on inactivity levels and participation among priority audiences.

2

Active Places

Spaces and places that inspire and support activity for all



Abbey Park tennis courts in Torquay. Photo: Torbay Council.

Active Places

Why this matters

Active Places is about using Torbay's streets, parks, coastline, leisure facilities, schools, community buildings and green and blue spaces as everyday health and wellbeing assets.

Torbay's local identity is strongly shaped by its three coastal towns: Torquay, Paignton and Brixham. Its long coastline, country parks, coastal paths, nature reserves, recreation grounds, pitches, leisure facilities and neighbourhood spaces are part of what makes the Bay distinctive and valued by residents and visitors.

These assets create a major opportunity to support healthier, more active and more connected lives. To achieve this, places must be safe, accessible, affordable, inclusive, well-connected and shaped by the needs of local communities.

Active Places will also recognise Torbay's topography. Steep streets, hills between neighbourhoods and town centres, coastal routes, gaps in accessible connections and uneven access to public transport can all shape whether activity feels possible.

Planning for active places must therefore consider the lived experience of moving through Torbay, not only the distance between assets on a map.

What we want to change

Torbay's parks, coastline, leisure facilities, streets, schools and community spaces are better planned, managed and promoted specifically as everyday places for health, movement, play, places to play sport, connection, active travel and community life.



Parkfield Skatepark, Paignton. Photo: Active Devon.

What we will focus on first

Planning and Prioritisation

- Torbay Council and Partners will use national Active Environments guidance to strengthen the way physical activity is considered in planning, transport, regeneration, parks, leisure and community infrastructure decisions.
- A strategic asset and investment pipeline will bring together opportunities linked to the Playing Pitch Strategy, Built Facilities Strategy, Local Cycling and Walking Infrastructure Plan, leisure assets, parks, open spaces, Pride in Place, green and blue infrastructure, and the wider place investment agenda.
- Projects will be prioritised using transparent criteria, including need, inequality, accessibility, affordability, safety, deliverability, sustainability, community voice and contribution to outcomes for priority audiences.

Places to Play Sport

- Collaborate and unite to secure inward investment to update our ageing facility stock. Drive towards creating more sustainable, accessible, energy efficient and fit for purpose spaces and sports club facilities
- Enhance and grow the partnerships with National Governing Bodies to ensure they prioritise and respond to local place needs within Torbay and align support and investment

Leisure, Parks and Open Spaces

- Ensure Public Leisure facilities are treated and protected as important community health and wellbeing assets. The focus will be on long-term sustainability, effective operation, inclusive programming and increased participation by priority audiences.
- Parks and managed open spaces, such as the Torbay Velopark, will be supported as places for everyday movement, play, walking, wheeling, social connection and nature connection. This means making them safer, cleaner, more welcoming and more inclusive.



Two people walking along Torquay seafront taking part in the Torbay on the Move workplace challenge. Photo: Active Devon.

- Asset Managers and community organisations will work more closely together, facilitated by the Outdoor Partnership Officer embedded in Torbay, through a collaboration with The Outdoor Partnership. The parks and natural assets, will be used to help priority audiences be active within and around their local neighbourhoods.

Green and Blue

- Partners will explore how beaches, harbours, seafronts, coast paths, the UNESCO Global Geopark and green and blue spaces can support everyday movement, inclusive participation, volunteering, skills, environmental responsibility.
- Deliver infrastructure and capital projects that increase the accessibility of beaches and water access. Ensure that water safety is at the heart of design through the Born by the Sea. Built to Swim. flagship project.

Active Streets and Active Travel

- Through local partnership working, design, develop and deliver an array of local initiatives, such as School Streets, that support more families and priority audiences to travel actively.
- Walking, wheeling and cycling infrastructure improvements will be supported by behaviour change activity, such as adult cycle confidence training, so that more residents feel confident using active travel for everyday journeys.



Children taking part in Bikeability cycle training. Photo: Cycle Torbay CIC

Who will help lead this work

- Torbay Council: Pride in Place, Spatial Planning, Public Health, Transport and SWISCO
- Lex Leisure and Parkwood Leisure
- Active Devon and Active Travel England
- The Outdoor Partnership and Torbay on the Torbay on the Move Network
- Torbay Place Leadership Board and relevant town-level Place Leadership Boards where active place, coastal, regeneration and Pride in Place opportunities align

How we will learn and adapt

Resident feedback, accessibility learning, community insight and evidence of impact for priority audiences.

Strategic project tracker covering active travel, parks, leisure, facility, green space and blue space initiatives.

Total investment secured for physical activity, sport, leisure, active travel, parks, green and blue spaces, and community facilities.

Number and reach of completed active infrastructure, facility, green space and active travel projects.



Group of children from Sherwell Valley taking part n outdoor movement in a playground. Photo: Active Devon/ Emberlense.

3 Active Networks

Positive change is delivered through united partnerships



Torbay networking event. Photo: Active Devon

Active Networks

Why this matters

Active Networks is about strengthening the partnerships, forums, workforce, volunteers and community organisations that help activity happen across Torbay.

Physical inactivity is a complex challenge. No single organisation can solve this alone. Torbay needs strong networks that are equipped to tackle complexity; and networks that will share insight, align resources, reduce duplication and act together to deliver population level change.

What we want to change

Public, voluntary, community, education, health and private sector partners work together more effectively to reduce barriers, share capacity and create positive change for priority audiences.

What we will focus on first

- **Partners will combine knowledge, capacity and resources to tackle complex barriers and reduce isolated, short-term projects.** Through an approach of whole-systems change; the focus will be on shared problem-solving, learning and practical action.
- **Key forums will be supported as vehicles for community-led action, collaboration and sustainable change.** This includes sharing tools, training, resources and learning across the following networks:
- Torbay on the Move Delivery Network
- Sport Torbay
- Torbay Cycle Forum
- Torbay Water Sports Forum



Torbay networking event. Photo: Active Devon.

- **Representatives from across the forums, Swim England, and local agencies will collaborate** to better understand and address the local challenges affecting swimming attainment in Torbay; as part of Built by the Sea. Born to Swim.
- **Help more young people 'Not in Education, Employment or Training' ('NEETs') with Coach Core and the Coastal Navigators Network.** More young people will be supported to volunteer, lead activity, build confidence and develop pathways into physical activity, sport and leisure employment opportunities. This work will inform and align to broader youth policy and devolution opportunities.
- **The physical activity workforce and volunteer base will be supported to become more inclusive**, confident and reflective of Torbay's communities. An array of training, networking and learning opportunities will be delivered in partnership with Active Devon.
- **Torbay Council 'Active Clubs' funding will be used and protected** to ensure local groups and clubs can grow, sustain and flourish for all who wish to be active and participate in local sport.
- **Information about local activity opportunities will become easier to find, share and navigate.** No single system will be right for everyone. Partners will make better use of shared platforms, including Torbay Together and the Joy app, while continuing to learn from open data, AI, digital tools and new technology.

Who will help lead this work

- Torbay Council: Economy, Public Health and 0 to 19 services
- Forum and network members
- Torbay Communities and Devon Voluntary Action
- Active Devon

How we will learn and adapt

Impact stories, partner feedback and evidence of reduced duplication, improved coordination and stronger local capacity.

Quarterly progress and learning reports from forums, networks and delivery partners.

Number and reach of connection events, training sessions and development opportunities across key forums.

Volunteering, workforce and club development data, including participation from young people and priority audiences.

Active Champions

Everyone can see themselves in an active Torbay

Paignton Sailing Club: Photo: Active Devon/Emberlense.

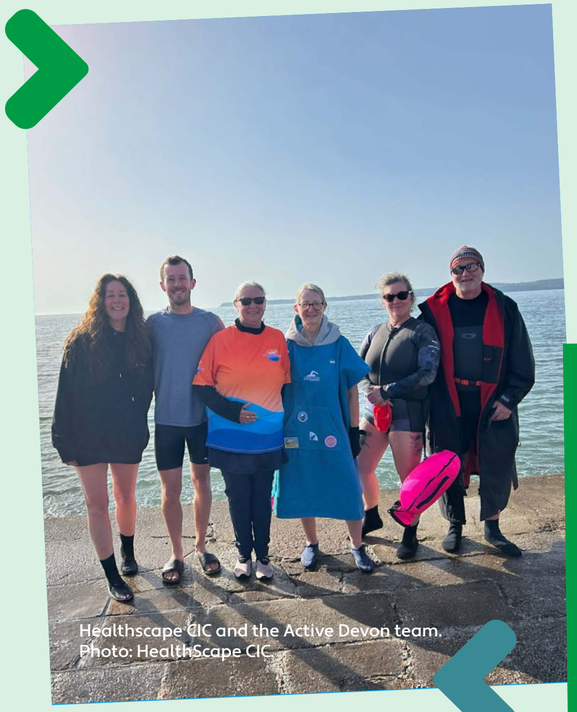
Active Champions

Why this matters

Active Champions is about making active lives visible, positive and part of Torbay's identity. People are more likely to be active when they feel connected to the place they live, proud of their community, and able to see activity as something for them.

Torbay's coastal identity, vibrant communities and local residents are powerful assets. Sharing the stories and positive relationships people build through activity will be at the heart of this pillar.

From the first steps into activity, to those striving to compete internationally, Torbay will be known for celebrating everyone, get more active together, their way.



Healthscape CIC and the Active Devon team. Photo: HealthScape CIC

What we want to change

There is a broader understanding of what being active means. By celebrating diverse and accessible ways to move, it will help everyone to see themselves as part of an active Torbay.

More decision makers and system leaders will understand and see value in investing in physical activity and sport, as a tool for positive social outcomes.

What we will focus on first

- **Young people will be supported to develop positive relationships with physical activity, sport, movement and play.** Partners will work with schools, youth provision and home education networks to share physical literacy learning and create opportunities for young people to tell their own stories through platforms and formats that work for them.
- **Residents, volunteers and activity leaders with lived experience of overcoming challenge will be celebrated as local ambassadors.** The aim is for more people to feel that activity in Torbay is "for people like me".
- **People and Partners together will take an asset-based approach to celebrating local neighbourhoods,** street-level activity, community spaces, community centres and events to show case what it really means to be 'active our way'.
- **Major events, sporting festivals and inclusive community celebrations will be used to showcase Torbay,** connect residents to local opportunities and strengthen Pride in Place.
- **Torbay Council's 'Believe to Achieve' funding will support those progressing to high performance.** Administered through a fair and supportive approach with National Governing Bodies, this fund will consider priority audiences and priority places in its approach.
- **Pride in Place, the Torbay Story and the Place Leadership Boards will be used as launch pads for local stories.** This will help connect Torbay on the Move to the same place-based approach being developed through arts, culture and heritage: moving from separate projects to a shared story of pride, belonging, opportunity and visible change.

Who will help lead this work

- Torbay Council: Pride in Place, Culture and Events
- Torbay, Torquay and Paignton Place Leadership Boards
- Local people and ambassadors
- School and education networks

How we will learn and adapt

Evidence of physical literacy learning, ambassador development, youth voice and people-led storytelling.

Ambassador stories, resident pride, Torbay Story content and value capture shared across partners.

Number, reach and accessibility of major activity events, sporting festivals and community celebrations.

Active Lives adult and children's data, with attention to confidence, belonging and participation by priority audiences.



Reach Outdoors. Photo: Active Devon/Emberlense.



Young people from the Acorn Centre at the SUP World Cup 2026. Photo: Active Devon.

Born by the Sea. Built to Swim.

This will be a flagship project within Torbay on the Move. It will bring the four pillars together around a focused ambition: helping more children and families, especially those growing up in deprivation, feel confident, safe and welcome in and around the water. The ambition is simple: no child should grow up by the sea without the confidence, skills and support to enjoy the water safely.

Why it matters

At every Torbay on the Move network event, partners have shared a consistent message: too many children are growing up in Torbay unable to swim and not accessing the Bay's beaches. Collectively, partners want to do something about this.

The project will recognise that living by the sea does not automatically mean having equal access to swimming, water confidence or coastal opportunity. For some families, barriers include cost, transport, confidence, access, disability, family pressures, cultural confidence, body confidence and previous negative experiences. These barriers are not simply individual choices; they are shaped by the conditions around children and families.

What success will look like

Success will mean more children and families, particularly those growing up in deprivation, feeling confident, safe and at home in and around the water. More children will have opportunities to learn to swim, understand water safety, use local beaches and enjoy Torbay's blue spaces as part of everyday life.

Over time, there will be fewer children missing out because of cost, access, confidence or family circumstances. Stronger links between schools, leisure providers, Family Hubs, water safety partners, community organisations and local clubs will be observed. There will be more inclusive opportunities for disabled children, children with additional needs and families who currently feel water-based activity is not for them.

How the system will work together

Born by the Sea. Built to Swim. will take a whole systems approach by recognising that swimming confidence is shaped by many connected factors, including family income, parental confidence, school access, pool availability, transport, beach safety, leisure pricing, disability inclusion, community trust and how local opportunities are promoted.

No single organisation can solve this alone. Partners will work together across schools, leisure facilities, beaches, Family Hubs, public health, children's services, community organisations, water safety partners, clubs, transport and coastal spaces to change the system around families. The focus will be on making opportunities more affordable, sustainable, inclusive, visible and connected, while using learning from children, families and partners to adapt action over time.

Governance, Delivery and Evaluation

Torbay on the Move depends on partners and communities working together. The aim is to avoid isolated delivery and support shared ownership, distributed leadership and coordinated action across the whole system. The four pillars will not operate in isolation, our flagship 'Born by the Sea. Built to Swim' project is an example of how each of the pillars relies upon one another to build coordinated action.

Governance

Overall strategic leadership will sit with the Torbay on the Move Oversight Group, bringing together senior representatives from the sectors associated with the four pillars. A seat for a lived experience champion will be supported, alongside representation from the Torbay on the Move delivery network.

The Oversight Group will provide shared leadership across the strategy. Its role will be to set direction, align resources, unblock delivery, and use evidence and community voice to learn and adapt.

Reports will be provided by an Executive Lead for each of the four pillars; these reports will include a dashboard of key performance indicators (KPI's), demonstrating progress using both quantitative, qualitative metrics and key learning. Indicators will likely include, but not be limited to:

Active People	Decrease in physical inactivity, and an increase in physical activity and sport participation. Greater independence and quality of life for older residents.
Active Places	A clear, prioritised and evidence-led investment pipeline, aligned across services and key partners.
Active Networks	Improved resident satisfaction, diversity of participation and increased confidence of providers.
Active Champions	Number, and reach of stories shared highlighting positive relationships built through physical activity and sport.

How the four pillars fit together

The Oversight Group will oversee the progress, support partnership working, mobilise resources, identify risks and opportunities, and provide escalation where barriers to delivery cannot be resolved by individual working groups.

The Oversight Group will operate on the principle that leadership is shared, not owned by a single organisation. Partners will be expected to act in the collective interest of Torbay and to support delivery through their own organisations, networks and resources.

Torbay Council will play a key enabling role within this partnership. As the accountable body for public investment and a system leader, the Council will provide strategic alignment across services, connect the strategy into wider corporate priorities, and support coordination, insight and secretariat functions for the Oversight Group.

The Torbay Place Leadership Board will provide an important connection point between Torbay on the Move and the wider place agenda. It can help align this strategy with Pride in Place, the Torbay Story, culture and heritage transformation, economic development, visitor economy, active travel, coastal opportunities and future investment priorities. Where appropriate, the Oversight Group will report strategic opportunities, investment needs and cross-cutting place issues into the Torbay Place Leadership Board.

A community reference group of Torbay on the Move lived experience champions will inform the Oversight Group. A seat will always be available, and enabled, for lived experience at the Oversight Group Meetings. This will help ensure that decisions are shaped by residents' experiences, especially people facing the greatest barriers to being active.



Physical Activity Clinical Champion training. Photo: Active Devon.

Delivery

Delivery will be taken forward through four pillar working groups aligned to Active People, Active Places, Active Networks and Active Champions. Connectivity and alignment across themes will be managed proactively. Each group will translate the strategy into practical action and measurable outcomes.

Each working group will bring together relevant partners, practitioners and community organisations. The focus will be on collaboration, innovation, shared problem-solving and action that responds to evidence and lived experience.

Each working group will maintain a short delivery plan, risk log and opportunity tracker. This will include lead partners, milestones, funding dependencies, equality considerations, community voice, delivery risks and escalation points for the Oversight Group.

Where relevant, working groups will also help monitor, update and implement linked policies and programmes, including the Playing Pitch Strategy, Built Facilities Strategy, Local Cycling and Walking Infrastructure Plan, parks and open space priorities, leisure investment and Pride in Place opportunities.

Each pillar working group should agree an annual lead partner and named executive lead. Delivery priorities and a small number of measurable commitments will be agreed annually. These commitments should be realistic, resourced and linked to the wider monitoring framework so the Oversight Group can see what is moving, what is stuck and where support or escalation is needed.

A core principle of the delivery model is that lived experience and community voice will inform and shape ongoing work. Co-design approaches will be used where appropriate so that delivery is grounded in the realities of people's lives, particularly those facing the greatest barriers to being active.

The delivery model will also build on existing networks and forums. By strengthening these networks, the strategy will reduce duplication, maximise resources and support more coherent, joined-up delivery across Torbay.

Monitoring, Evaluation and Learning

Shifting physical activity levels across a place is complex. The strategy will therefore take a learning-led approach rather than assuming that actions and impacts can be fully predicted in advance. Partners will learn and adapt as they work together, building a shared understanding of what works, what does not, and what needs to change in Torbay. To support this, a small number of learning questions will be developed, alongside the identified deliverables, with partners and residents as the strategy progresses.

Each pillar working group will build reflection into its regular practice and share learning with the Oversight Group each quarter. An annual progress summary will bring together learning to date and explore what has changed, alongside the data and indicators of progress.

The strategy will support a learning culture by encouraging curiosity, enabling experimentation and reducing the fear of failure. It will create spaces where partners and communities can share knowledge, reflect on practice and work together on solutions.

Data on outputs and outcomes will be gathered and used to inform ongoing learning. Unexpected and emergent outcomes will be captured through ripple effect mapping and resident stories, helping partners understand the changes they have contributed to. The focus will be not only on what has changed, but why change has happened, so that future action can adapt in response.

The strategy will be reviewed annually, with a fuller refresh after three years. This will allow partners to respond to new insight, funding opportunities, community feedback, changes in local need and wider Council priorities.



Torbay on the Move partner meeting. Photo: Active Devon.

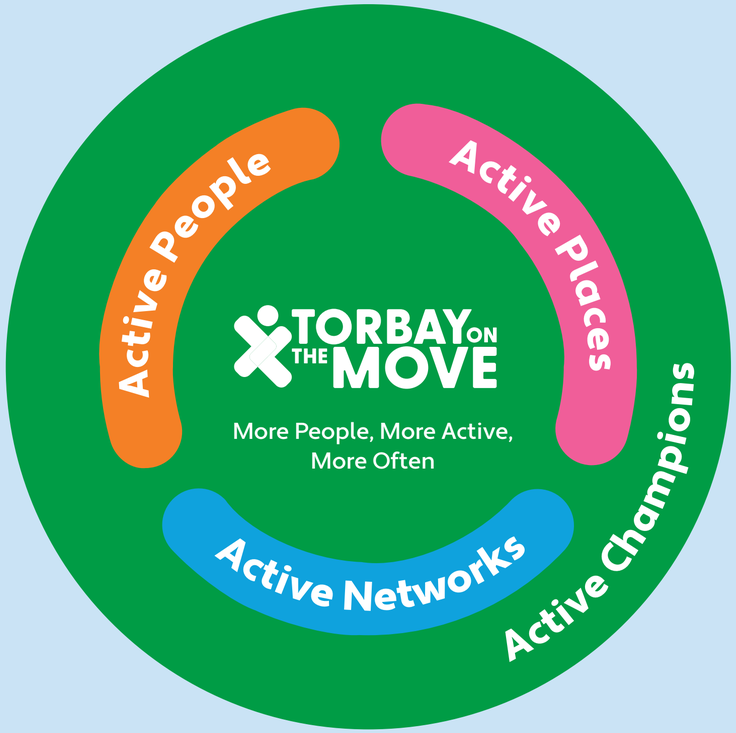
Conclusion

Torbay on the Move sets out a shared direction for active lives, stronger communities and better health. Its success will depend on partners turning the strategy into practical delivery: using evidence, community voice and local assets to make activity easier, safer, more affordable and more inclusive.

Through Active People, Active Places, Active Networks and Active Champions, and through flagship action such as 'Born by the Sea. Built to Swim.' Torbay can build a culture where movement is part of everyday life and where more people have the confidence, opportunity and support to be active.

The Torbay on the Move ambition is simple, more people, more active, more often.

To find out more, get in touch by emailing:
torbayonthemove@activedevon.org

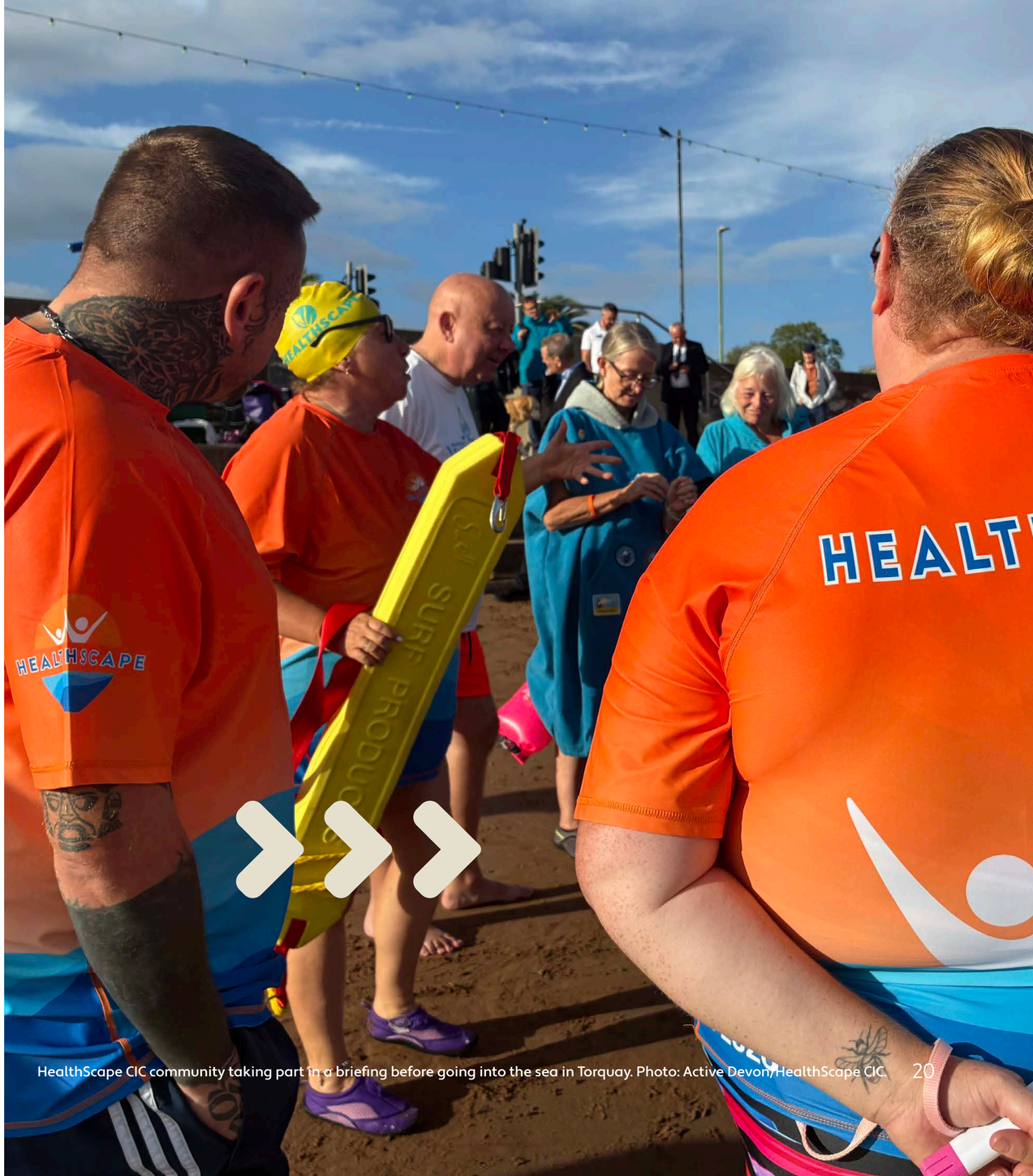


Torbay coastline. Photo: Torbay Story.

References and Evidence

The strategy is informed by national policy, local evidence, partner insight and existing Torbay strategies.

- Torbay Council and Active Devon, Torbay on the Move Findings Report.
- Sport England, Active Lives Adult Survey and Active Lives Children and Young People Survey.
- Sport England, Uniting the Movement.
- Sport England, Active Environments guidance.
- Active Devon, strategic priorities and whole-system physical activity guidance.
- Torbay Council, Joint Strategic Needs Assessment.
- Torbay Council Public Health Knowledge and Intelligence, English Indices of Deprivation 2025: Torbay.
- Torbay Council Public Health Knowledge and Intelligence, Population overview of Torbay 2025.
- Torbay Health and Wellbeing Board, Health and Wellbeing Strategy.
- Torbay Council, Community and Corporate Plan.
- Torbay Council, Children and Young People's Plan.
- NHS Devon Integrated Care Board, integrated care strategy and prevention priorities.
- Torbay Public Health Annual Report, including relevant public health and inequalities data.
- Torbay Women's Health Report, including evidence on barriers to being physically active.
- Torbay Council, Pride in Place programme materials.
- Torbay Story materials.
- Playing Pitch Strategy, Built Facilities Strategy and related sport and leisure evidence.
- Local Cycling and Walking Infrastructure Plan and active travel evidence.
- Destination Management Plan and wider place, visitor economy and community asset evidence.
- Torbay Place Leadership Board materials, including papers on the Torbay Story, place leadership and strategic investment.
- Torbay Culture and Heritage Review and emerging Torbay Cultural Strategy.
- Torbay Creates / Place Partnership materials, including proposals for culture, community, opportunity and place-based delivery.



HealthScape CIC community taking part in a briefing before going into the sea in Torquay. Photo: Active Devon/HealthScape CIC

Appendix: Strategic Alignment

The table below summarises how Torbay on the Move aligns with key national, regional and local strategies.

Policy or strategy	Level	Why it matters to Torbay on the Move	How Torbay on the Move supports delivery	Lead partners
Torbay Joint Strategic Needs Assessment	Local	Provides the local evidence base on physical inactivity, health inequalities, long-term conditions, mental wellbeing and wider determinants of health.	Uses local data to prioritise audiences, places and life stages where barriers are greatest; supports prevention, early intervention and action to reduce inequalities.	Torbay Council Public Health; NHS Devon ICB; VCSE partners.
English Indices of Deprivation 2025 and Torbay demographic evidence	Local	Shows how deprivation, age, income, housing, health, transport and access to services vary across Torbay, and why neighbourhood-level evidence must be read alongside lived experience.	Uses demographic and deprivation evidence to target effort, while recognising that topography, coastal geography, steep routes and local access barriers shape whether people can realistically be active.	Torbay Council Public Health; Torbay Council Place, Transport and Planning teams; NHS Devon ICB; community and VCSE partners.
Torbay Health and Wellbeing Strategy	Local	Sets priorities to improve population health, reduce inequalities and support mental wellbeing through prevention and community-based approaches.	Positions physical activity as a practical prevention tool that supports wellbeing, resilience, independence and healthier lives.	Torbay Health and Wellbeing Board; Torbay Council; NHS Devon ICB; VCSE partners.
Torbay Children and Young People's Plan	Local	Focuses on improving outcomes for children and young people and helping every child have the best start in life.	Embeds movement, play, physical literacy and activity in early years, schools, family settings and youth provision, supporting confidence, wellbeing and lifelong habits.	Torbay Council Children's Services; schools and early years providers; South Devon College; Active Devon; youth and community partners.
Torbay Community and Corporate Plan	Local	Sets the Council's wider ambitions for thriving people, thriving places, prevention, stronger communities and better outcomes for residents.	Contributes to healthier communities, reduced inequalities, active local places, volunteering, community pride and a better quality of life.	Torbay Council; public sector partners; VCSE partners; community organisations.
Pride in Place, Torbay Story and Place Leadership Boards	Local	Provides the shared place narrative, governance routes, community engagement mechanisms and investment alignment needed to connect physical activity with regeneration, culture, heritage, visitor economy, community pride and long-term place leadership.	Uses local stories, events, ambassadors, green and blue spaces, coastal assets and community-led activity to make active lives visible, inclusive and connected to Torbay's identity. It also creates practical links between the four pillars, Pride in Place, the Torbay Story and Place Leadership Board priorities.	Torbay Council; Torbay Place Leadership Board; Torquay and Paignton Place Leadership Boards; community partners; culture, events, tourism, sport and health partners.

NHS Devon Integrated Care Strategy	System	Prioritises prevention, population health management, integrated neighbourhood working and reducing health inequalities.	Strengthens links between health, care, social prescribing and trusted community activity; supports prevention and helps reduce avoidable demand on services.	NHS Devon ICB; Torbay and South Devon NHS Foundation Trust; primary care; Torbay Council Public Health; VCSE partners.
Sport England: Uniting the Movement	National	Sets national priorities to tackle inequalities, support children and young people, enable lifelong activity and adopt a whole-system, place-based approach.	Focuses action on people who are least active, strengthens system leadership and supports inclusive activity across the life course.	Sport England; Active Devon; Torbay Council; local physical activity partners.
Sport England: Active Environments	National	Promotes the role of planning, design, transport, regeneration and local environments in supporting everyday movement.	Helps embed movement-friendly thinking in planning, active travel, parks, leisure, green infrastructure and community asset decisions.	Torbay Council Planning, Public Health, Transport and Environment teams; Active Devon; Active Travel England; community partners.
Active Devon Strategic Priorities	Regional	Supports increased physical activity across Devon, particularly among people and communities who are under-represented or least active.	Aligns local delivery with regional expertise, insight, funding opportunities and whole-system approaches to maximise impact.	Active Devon; Torbay Council; VCSE partners; sport and physical activity providers.
Local Cycling and Walking Infrastructure Plan	Local	Identifies priorities for improving walking, wheeling and cycling routes and supporting active travel.	Connects infrastructure investment with behaviour change, confidence-building and better access to schools, workplaces, services, parks and town centres.	Torbay Council Transport, Planning and Public Health teams; Active Travel England; community and access groups.
Playing Pitch Strategy and Built Facilities Strategy	Local	Provides evidence on sports facilities, pitches, leisure provision, demand, gaps and future investment needs.	Supports a strategic asset and investment pipeline, helping partners prioritise projects using evidence, need, accessibility, sustainability and community voice.	Torbay Council; leisure operators; clubs; National Governing Bodies; Sport England; Active Devon.
Destination Management Plan, Coastal Opportunity and Visitor Economy Priorities	Local	Recognises Torbay's coastline, harbours, beaches, outdoor assets, events, marine identity and visitor economy as central to local distinctiveness, community pride and economic resilience.	Connects activity, events, blue and green spaces, active travel, coastal access, water confidence, volunteering and place promotion in ways that benefit residents as well as visitors.	Torbay Council; English Riviera BID Company; Torbay Place Leadership Board; tourism, culture, events, sport, coastal, community and environmental partners.

TORBAY ON THE MOVE

More people, more active, more often

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