

E-mail: democraticservices@teignbridge.gov.uk

20 December 2023

EXECUTIVE

A meeting of the **Executive** will be held on **Thursday, 4th January, 2024** in the **Council Chamber, Forde House, Brunel Road, Newton Abbot, TQ12 4XX** at **10.00 am**

PHIL SHEARS
Managing Director

Membership:

Councillors H Cox, Goodman-Bradbury, Keeling (Deputy Leader), Nutley, Nuttall, G Taylor, Wrigley (Leader), Hook and Palethorpe

Please Note: The public can view the live streaming of the meeting at [Teignbridge District Council Webcasting \(public-i.tv\)](#) with the exception where there are confidential or exempt items, which may need to be considered in the absence of the press and public.

AGENDA

Part I

1. **Apologies for absence**
2. **Minutes** (Pages 3 - 6)
To approve and sign the minutes of the meeting held on 5 December 2023.
3. **Announcements (if any)**
4. **Declarations of Interest (if any)**

5. **Executive Forward Plan**

To note forthcoming decisions anticipated [on the Executive Forward Plan](#)

6. **Public Questions (if any)**

Members of the Public may ask questions of the Leader or an Executive Member. A maximum period of 15 minutes will be allowed with a maximum of period of three minutes per questioner.

7. **Recommendation from Overview & Scrutiny Committee (1)** (Pages 7 - 8)

To consider the recommendation from [Overview and Scrutiny Committee 1 on 12th December, 2023](#),

RECOMMENDED the Committee recommends to the Executive that:-

- a) The current direct funding to the groups listed at paragraph 2.2 of the agenda report continue to the same level for 2024/25 subject to budget provision being available, and (b) below.
- b) The funding to Community Connections and Exeter Community Energy as set out at paragraph 2.2 of the agenda report be referred to the Executive for consideration.
- c) A task and finish group be set up to review voluntary sector funding for future years.

8. **Initial Financial Plan Budget proposals 2024/25 to 2026/27** (Pages 9 - 72)

9. **Council Tax Reduction Scheme** (Pages 73 - 94)

10. **Provision of RNLI Lifeguard service** (Pages 95 - 190)

11. **Serious Violence Duty Strategy and Governance** (Pages 191 - 210)

12. **Update on Future High Street Fund**

Verbal Update.

13. **Notice of Motion - Retention of Committee webcasting**

14. **Notice of Motion - Broadmeadow Leisure Centre**

15. **For Information - Individual Executive Member Decisions**

[Executive Member Decisions](#)

16. **For Information - Financial Instructions and Contract Rules Waivers**

For Information report to [Audit Scrutiny Committee on 13th December, 2023](#),– item 10.

If you would like this information in another format, please telephone 01626 361101 or e-mail info@teignbridge.gov.uk

This page is intentionally left blank

EXECUTIVE

5 DECEMBER 2023

Present:

Councillors Goodman-Bradbury, Nutley, Nuttall, G Taylor, Wrigley (Leader) and Palethorpe

Members in Attendance:

Councillors Bradford, Clarence, Daws, P Parker, Parrott, Radford, Sanders, J Taylor and Dawson

Apologies:

Councillors H Cox, Keeling and Hook

Officers in Attendance:

Sarah Selway, Democratic Services Team Leader & Deputy Monitoring Officer
Neil Blaney, Head of Place & Commercial Services
Phil Shears, Managing Director
Chris Bouchard, Estates Manager
Christopher Morgan, Trainee Democratic Services Officer
Tom Phillips, Assets Manager
Estelle Skinner, Green Infrastructure Officer,
Chris Smith, Estates Surveyor
Martin Flitcroft, Chief Finance Officer & Head of Corporate Services

These decisions will take effect from 10.00 a.m. on 12 December 2023 unless called-in or identified as urgent in the minute

82. MINUTES

The minutes of the meeting held on 31 October 2023 were agreed as a correct record and signed by the Chair.

83. DECLARATIONS OF INTEREST

Cllr Daws declared an interest in respect of Alexandra Theatre as he was a Director of the Community Benefit Society that had shown an interest in the theatre hosting live entertainment.

84. EXECUTIVE FORWARD PLAN

RESOLVED that the Forward Plan be noted.

85. TRAGEDY ON THE DAWLISH SEA WALL

A Local Ward Member outlined the tragedy that happened on the Dawlish Sea Wall in March this year.

Executive called for dialogue with Network Rail to install handrails along the sea wall and stated that it was their responsibility to ensure that the sea wall was safe. Action should be taken to prevent another tragedy from happening.

RESOLVED to arrange to meet with Network Rail on site at the Dawlish Sea Wall to discuss safety matters with them and to write to the Coroner and Network Rail to ask for improved safety to prevent such a tragedy happening again.

The South Devon Alliance Group Leader gave his groups support to the actions that the Executive was proposing to take.

86. UPDATE ON FUTURE HIGH STREET FUND

The Leader presented the update on the Future High Street Fund report.

RESOLVED to note the report.

The vote was unanimous.

87. DAWLISH – FOOTBALL CLUB AND GROUND, SANDY LANE

The Executive Member for Estates, Assets & Parking presented the report which sought authority to grant a new lease to Dawlish United Youth & Mini Soccer Football Club with an option to renew for a further 10-year term.

RESOLVED to approve the granting of new 10-year lease to the Dawlish United Youth & Mini Soccer Football Club with an option to renew for a further 10-year period.

The vote was unanimous.

88. NOTICE OF MOTION - ALEXANDRA THEATRE

Cllr Daws presented his Notice of Motion on the Alexandra Theatre he stated that it was important the Council worked with the current tenants Scott's Cinema to explore the potential model of Scott's continuing the operation of a cinema offer at the Alexandra, alongside other extended live entertainment usage. The aim being to protect the provision of a cinema offer to the town and extend the offer of live entertainment within the district in an already fully functioning theatre.

Non-Executive Members spoke on this item in support of Cllr Daws Notice of Motion.

The Leader thanked Cllr Daws for bringing this matter to the attention of the Executive.

RESOLVED that should the opportunity arise to take the matters raised by Cllr Daws forward Executive would consider them along with other options for the Alexandra Theatre as appropriate. Executive would also need to take into account any contractual obligations.

The vote was unanimous.

89. NOTICE OF MOTION - QUEEN STREET FUTURE HIGH STREET FUND 'TRAFFIC REDUCTION AND PEDESTRIANISATION' PLANS

Cllr Daws presented his Notice of Motion on the Queen Street traffic reduction and pedestrianisation plans. He stated that given the huge concerns expressed by Queen Street retailers over the plans for the pedestrianisation the project plans should be parked as a matter of urgency. Teignbridge District Council should enter into full and meaningful 'face to face' consultation involving meeting, listening to and acting on the concerns of all retailers and residents directly affected by the proposed plans.

Non-Executive Members spoke in support of Cllr Daws Notice of Motion.

RESOLVED that the scheme progress and the Council continue discussions to resolve issues raised where it could with modifications as required.

90. LOCAL GOVERNMENT (ACCESS TO INFORMATION) ACT 1985 - EXCLUSION OF PRESS AND PUBLIC

RESOLVED that under Section 100(A)(4) of the Local Government Act 1972, the Press and public be excluded from the meeting for the following item of business on the grounds that it involves the likely disclosure of exempt information as defined in paragraph 3 of Part 1 of Schedule 12A of the Act.

91. FUNDING ARRANGEMENTS FOR TEIGNMOUTH PUBLIC TOILETS

The Executive Member for Estates, Assets and Parking presented the report regarding the funding arrangements for Teignmouth Public Toilets.

RESOLVED:-

- (1) to continue to pay Teignmouth Town Council a grant of £71,000 per annum until 30 June 2025 instead of funding the enabling works at the Den as resolved by the Executive on 03 October 2023;

- (2) to continue to hire the temporary toilets on the Den in Teignmouth until 31 March 2025;
- (3) that the Council funds the provision of two storage containers on the Lower Point Car Park; and
- (4) that the land on the Den to be leased to the Town Council is as shown on the plan attached as Appendix 2 to this report.

The vote was unanimous.

92. FOR INFORMATION - INDIVIDUAL EXECUTIVE MEMBER DECISIONS

Noted.

The meeting started at 10.00 am and finished at 11.20 am.

Chair

Extract of Draft Minute

Overview & Scrutiny Committee (1)

12 December 2023

49. VOLUNTARY AND COMMUNITY SECTOR FUNDING ANNUAL REVIEW

The Committee referred to the agenda report which provided an update on the funding the Council provided to the voluntary and community sector and the outcomes this provides for residents in the District. The report also informed where short-term funding would end to voluntary sector organisations as of 31 March 2024 and the impact this may have, to inform budget recommendations for 2024/25.

The Chair welcomed representatives of the voluntary sector to give insight into the community and voluntary service: Sue Wroe, the Chief Executive of Teignbridge Community and Voluntary Service, and Sally Preston and Valerie Jeffery of East Teignbridge Ring and Ride community transport. The representatives presented a snapshot of the work of the voluntary sector and their services in particular.

The full presentations can be viewed at [Agenda for Overview and Scrutiny Committee 1 on Tuesday, 12th December, 2023, 2.00 pm - Teignbridge District Council](#)

It was proposed by Cllr Sanders, seconded by Cllr Buscombe and

RECOMMENDED The Committee recommends to the Executive that:-

- a) The current direct funding to the groups listed at paragraph 2.2 of the agenda report continue to the same level for 2024/25 subject to budget provision being available, and (b) below.
- b) The funding to Community Connections and Exeter Community Energy as set out at paragraph 2.2 of the agenda report be referred to the Executive for consideration.
- c) A task and finish group be set up to review voluntary sector funding for future years.

This page is intentionally left blank

**Teignbridge District Council
Executive
4 January 2024
Part i**

INITIAL FINANCIAL PLAN BUDGET PROPOSALS 2024/25 TO 2026/27

Purpose of Report

To consider the initial financial plan proposals 2024/25 to 2026/27 to be published for comments over the next six weeks

Recommendation(s)

The Executive Committee is recommended to resolve:

- (1) That comments be invited on these budget proposals**

The Executive Committee recommends that Council resolves:

To approve the council tax base of 50,939 for 2024/25 at appendix 2

To note the mid year review of Treasury Management shown at appendix 8

Financial Implications

The financial implications are contained throughout the report. The main purpose being to formulate the initial budget proposals for both revenue and capital budgets and medium term financial plan covering the years 2023/24 to 2026/27.

Martin Flitcroft – Chief Finance Officer

Tel: 01626 215246 Email: martin.flitcroft@teignbridge.gov.uk

Legal Implications

The Executive is required under the budget and policy framework procedure rules in the constitution (section 7(a) and 7 (b)) to agree and recommend a budget to Council each year. See section 9 of the report.

Martin Flitcroft – Chief Finance Officer

Tel: 01626 215246 Email: martin.flitcroft@teignbridge.gov.uk

Risk Assessment

The risks involved in not setting a balanced budget are highlighted throughout the report. The major risks are in 3.9, 4.13, 4.15 and 4.26 with reference to uncertainties as to income projections following the current economic conditions, future funding – particularly business rates retention and New Homes Bonus and if an alternative funding stream to replace New Homes Bonus is provided when this is scrapped. A programme of identifying savings or increased income is required to meet the budget gaps for future years if additional funding is not provided from Government.

Martin Flitcroft – Chief Finance Officer
Tel: 01626 215246 Email: martin.flitcroft@teignbridge.gov.uk

Environmental/ Climate Change Implications

The revenue budget supports the funding of a Climate Change Officer and associated revenue budget and capital projects are highlighted which contribute towards our climate change objectives in appendix 6 – capital programme. Additional temporary staffing resources are proposed within the revenue budget to assist with the implementation of various works to meet our climate change aspirations.

David Eaton – Environmental Protection Manager
Tel: 01626 215064 Email: david.eaton@teignbridge.gov.uk

Report Author

Martin Flitcroft – Chief Finance Officer
Tel: 01626 215246 Email: martin.flitcroft@teignbridge.gov.uk

Executive Member

Councillor Richard Keeling – Executive Member for Resources

Appendices/Background Papers

App 1 – Budget timetable 2024/25
App 2 – Recommended council tax base 2024/25
App 3 – Council tax calculator 2024/25
App 4 – Summary revenue plan 2023/24 onwards
App 5 – Fees and charges summary
App 6 – Capital programme
App 7 – Financial Plan 2024 - 2029
App 8 – Treasury Management mid year review 2023/24
Budget and settlement files
The Constitution

1. PURPOSE

1.1 To consider the initial financial plan proposals 2024/25 to 2026/27 to be published for comments over the next six weeks.

1.2 These proposals include draft revenue and capital budgets for the three years 2024/25 to 2026/27. The main issues taken into account are:

- The level of council tax and the proposal to increase it by £5.70 (2.99%).
- Reducing central funding and the need to make ongoing efficiencies using invest to save where possible.
- Maintaining 100% council tax support
- The ongoing impact of post pandemic activity and economic conditions on income streams and changing Government funding.
- Continuing to react to the climate change emergency by maintaining ongoing budgets for a climate change officer and associated spending, temporary staffing resources in revenue and provision in the capital programme, including ongoing provisions for corporate decarbonisation schemes as per 5.5.
- A £2 million provision for employment sites funded by borrowing.
- Continuing funding for a Scrutiny Officer to assist Members with the Scrutiny function and working groups and other temporary resources for facilitating the Modern 25 work.
- Authority for Executive to exceed the approved overall revenue budget by up to £200,000 per 4.25.
- Introduction of a blue badge car parking permit at £215 per annum as detailed in 4.3 including the appointment of a Technical Support Officer to administer the scheme.
- Support for housing including the Teignbridge 100 (see 5.3) whilst backing business and bringing people and organisations together for local neighbourhood planning.
- Infrastructure delivery plan investment funded by community infrastructure levy (CIL) and external sources where available (see 5.4); continuation of grant-funded South West Regional Coastal Monitoring Programme as per 5.6.
- Town centre investment in infrastructure and employment as per 5.7
- Revenue contributions to capital being maintained at £500,000 per annum
- Councillors community fund set at £1,000 each
- Paying £1,000,000 off our pension deficit liability to reduce on going contributions and reduce the budget gap year on year
- The level of reserves necessary for the council as per 4.22 – recommended at £2.4 million.
- Estimated revenue budget gap of £4.5 million in 2026/27 and ongoing gaps (before use of remaining earmarked reserves) and action required to address this from established working groups informing Overview & Scrutiny on work to reduce the gap (see 4.26).

The Executive committee recommends to Council to note the mid year review of Treasury Management as shown at appendix 8.

- 1.3 To consider the proposed council tax base 2024/25 to recommend for Council approval on 16 January 2024 as shown at appendix 2.

2. SUMMARY

- 2.1 Recent budgets have taken account of reducing government grant over the period of the last comprehensive spending review. We have received the provisional local government finance settlement for 2024/25 which in accordance with according to the policy statement issued on 5 December is a settlement for one year. The 3% funding increase guarantee grant and the 'Services Grant' - provided for all local authorities – continue. The Services Grant allocation for Teignbridge reduces to £0.022 million from £0.137 million this year. New Homes Bonus (NHB) is extended for one more year but with no legacy payments. Council tax thresholds are maintained at the higher of 3% or above £5 (see 4.5 for full explanation). 100% business rates retention was promised in earlier consultations but with the transfer in of some funding obligations. Government had suggested introducing 75% business rates retention however this appears to be scrapped now as part of the levelling up agenda. We will continue to work as a Business rates pool with the rest of Devon. New homes bonus legacy payments have reduced over a number of years. The reduction was from 6 years to 5 years in 2017/18 and then to 4 years from 2018/19. An initial baseline reduction of 0.4% was also set for 2017/18 reducing the Bonus further. No further modifications were made in 2018/19 through to 2023/24. For 2024/25 New Homes Bonus continues for a further year. Government had indicated its intention to cease New Homes Bonus in future years with further consultation to take place next year about any future replacement. See also 4.15 below.
- 2.2 We have benefitted from previous savings plans and restructuring efficiencies are still producing cost reductions. This budget also benefits from the Strata partnership. We are using the Modern 25 agenda as part of the recovery plan to identify savings through service reviews following the successful Business Efficiency Service Transition (BEST) 2020 reviews and Better 2022 initiatives in earlier years.
- 2.3 The economy still remains turbulent due to fallout from the pandemic, international developments and the uncertainties continue about future demand, supply and outcomes now that we have left the European Union and recessionary economic conditions and cost of living impacts. Teignbridge saw significant losses in income – in particular from fees and charges, rental income has also seen significant reductions. Some good recovery has taken place in specific income streams but some are still below pre pandemic projections.
- 2.4 General increases in most off street parking charges are proposed to cover inflation and in particular the continuing higher business rates from revaluations which mainly falls on car parking. A new charge has been introduced for blue badge permits (see also 4.3 below).

- 2.5** Business rates are revalued nationally. There is transitional relief so that reductions and increases will take five years to work through. Our on-going investment in Newton Abbot will enhance its vitality and viability and improve access to and within the town centre.
- 2.6** The capital programme to 2026/27 includes infrastructure delivery plan projects, which are vital to the development and accessibility of the area, funded by CIL and external sources where available. A contribution of £1.0 million was recently approved towards the Teign Estuary Trail. The investment in housing continues including the significant provision for social and affordable housing (The Teignbridge 100) and investment in efficient heating systems and other support measures such as disabled facilities. There are provisions for spending on climate related schemes, including infrastructure for Battery Electric Vehicles as part of the fleet replacement, supporting local businesses with green business grants and a provision for the second phase of decarbonisation at Broadmeadow Sports Centre, partly funded from Public Sector Decarbonisation Fund grant. The main aim of the capital programme is to reduce our impact on climate change and become carbon neutral, create more affordable homes and jobs. Provision is also included for town centre investment, including the Future High Streets Fund schemes, and employment infrastructure to help stimulate growth in the local economy and ensure it is an attractive and well-connected environment for local businesses. Prudential borrowing supports a number of projects where a good return on capital can be demonstrated. The South West Regional Coastal Monitoring Programme continues, fully funded from Environment Agency grant.

3. BACKGROUND

- 3.1** The budget and policy framework procedure rules in the Constitution set out the process for developing annual budgets and their approval by Council. Thus there is a budget timetable in the Executive forward plan which includes Overview and Scrutiny 1 and 2 consideration of the financial plan proposals. The detailed **timetable** is shown at **appendix 1**. The Council is responsible for the adoption of its budget including approving the appropriate level of council tax.
- 3.2** Previous budgets took account of reductions in government grant. An ambitious programme of **savings** was identified reducing costs and increasing income. **Revenue support grant** was cut by £1.0 million in 2015/16, just under an additional £0.9 million in 2016/17 and a further reduction of £0.75 million in 2017/18. In 2018/19 the reduction was just under £0.5 million leaving revenue support grant at just under £0.4 million. We received nothing in 2019/20 to 2022/23. In 2023/24 we are receiving £245,000. For 2024/25 we will receive £261,000 but this is mainly due to the transfer in of council tax admin and annex grants previously paid separately up to the end of 2022/23.
- 3.3** The fall out post pandemic continues to impact on income streams in future years with a gradual recovery. Capital schemes providing positive net income have also been reflected within the medium term financial plan.

- 3.4 Modern 25**, continuing review of Business Plans and O&S scrutiny working groups are the key options for exploring reduction in budgets and also to evaluate the pressures of investment that might be required to deliver those savings. The savings that can be made to date have been built into the budgetary figures.
- 3.5** Our ten year Strategy (which is to be reviewed) takes us to 2030. This sets the tone for contributing to civic life and ensuring public services focus on 'place and person' while remaining accountable, fair and value for money. At the heart are the Teignbridge Ten overarching projects that guide our activities, where we focus our resources and how we shape services to deliver real progress for the district.
- 3.6** There are no proposed amendments to the council tax support scheme. The scheme already makes provision for an uplift in income band thresholds so we can protect claimants from receiving reduced levels of support as a result of an uplift in their state benefits if necessary. A budget survey was planned and has been put on the website and publicised to encourage feedback. In particular it will be brought to the attention of **businesses**, the residents' panel and Teignbridge relationship groups.
- 3.7** The current council tax for Teignbridge is £190.71 per year for an average band D property. The 2023/24 **tax base** or effective number of properties for calculating council tax income is 50,215. Thus current year council tax income for the district is estimated at £9.6 million as shown in **appendix 2 - the recommended council tax base 2024/25**. A table of values for various increases in council tax is shown at **appendix 3 - the council tax calculator**.
- 3.8** Of the current total average annual £2,279.30 council tax collected per property, Teignbridge keeps just over 8% or just over £3.67 per week for its services. 72% goes to County, 12% to the Police, 4% to the Fire Authority and 4% to parishes and towns for their local precepts.
- 3.9** Significant government funding and cost changes affecting us for current and future years are as follows:

Pay increases for current and future years. A one year deal to employees as tabled by the National Employers for Local Government Services for 2023/24 for a flat rate of £1,925 has been approved and has been reflected in the update to the current year's salary budgets. There is no agreed increase for next year however an assumption of 2% for next year and thereafter had been built into the financial plan proposals last year. With further increases to the minimum wage and cost of living pressures likely to continue the assumption has been increased to 4% for 2024/25 and dropping back to 3% for 2025/26 and thereafter.

The actuarial valuation of the Devon pension for 31 March 2022 has increased the primary employers contribution rate by 3% to 19.6% from 1 April 2023. These extra costs are partly offset by a reduction in our past deficit contributions (secondary rate) which reduced this year by £196,520. **£80,000 of this reduction is due to paying off £1 million of the deficit in 2022/23.**

We also repaid a further £500,000 in 2023/24 to reduce the overall deficit and drive down the past deficit contributions and provide ongoing returns;
The continuing uncertainty on reforms to New Homes Bonus paying only legacy payments reducing receipts and the proposal to potentially cease New Homes Bonus after 2024/25 or 2025/26 and whether there will be an alternative source of housing funding and what that level of funding will be going forward;

The outcome of any future consultation on the changes to business rates. A delayed reset of the baselines for the business rates retention scheme is now assumed in 2026/27 rather than 2025/26 and the impact on the business rates retained for 2026/27 and thereafter. It is assumed there will be some damping in 2026/27 however it is not clear how this will be implemented or the level of damping and timeframe of provision.

Additional running costs to maintain delivery of the refuse and recycling service in relation to the leasing costs of the various vehicles. Reduction in the selling price for recyclable waste.

Other budget pressures anticipated and included are for the impacts of inflationary pressures and general activity levels. Any other gap can be met by use of earmarked reserves (with any additional shortfall in year being investigated and further savings being made in year).

We have progressed work to find **savings** to alleviate these budget pressures and these include the following:

Providing additional contributions to the pension fund to reduce on going deficit contributions in future years as noted above.

The mid year review of fees and charges to counteract the additional inflationary costs we are incurring has created additional income of over £346,000 per annum for future years.

Exploring the best options for investment of our cash deposit funds to increase the interest we receive in our cash flow management activities. Reviewed quick wins and smaller budgetary spends and adjusted accordingly.

Incorporating new/updated letting arrangements, reprofiling other contributions and spends to align with costs being incurred.

Funded substantive positions from grant funding received by Government e.g. homelessness.

Income budgets have been realigned for new charging opportunities e.g. waste containers at new properties.

There has been significant vacancy management savings arising helping with in year pressures.

3.10 The Executive has had two **monitoring** reports this financial year on 10 July and 12 September 2023. These have updated current year budgets and also future year forecasts.

3.11 The **mid year review of treasury management** performance which is required to be noted by Council is attached at appendix 8. This shows average returns of 4.52% to the end of September - comparable to the

benchmark average SONIA (Sterling Overnight Index Average) rate as published on the first of each month for April to September, of 4.63%. Interest earned to the end of September, including sums which fall into 2023/24 from lending arranged the previous financial year, is £849,057. It is more than last year (£211,780 at the same point), mainly due to increases in interest rates. The forecast for the year is £1,836,540 an increase of £1,043,670 compared to 2022/23. This is mainly due to increased interest rates as outlined above.

4. REVENUE FINANCIAL PLAN

- 4.1** **Appendix 4** to this report is the draft budget scenario for the next three years. The effects of budget variations in 2023/24 already approved by Executive and Full Council are included.
- 4.2** Proposed **fees and charges** draft income totals for each service are shown at **appendix 5**. Detailed recommended fees and charges will be available on the website early in January via the members' newsletter. There are general changes for most charges to reflect significant inflationary increases in costs for these services with some areas being altered to reflect better alignment to cost recovery and/or comparable charges/market rates elsewhere. 'Jam Packed' Leisure membership fees remain frozen at £39 per month. There are general increases in other leisure charges. There has been a statutory change to planning application fees with effect from 6 December 2023 and the new charges are incorporated into the budget proposals. Major planning application fees increase by 35% and fees for other applications by 25%.
- 4.3** Changes to car parking charges are mainly inflationary and again to cover increases in costs due to inflation. This will also help towards increases in card payment charges and rates increases arising from the revaluations that mostly affects car parks. The main changes have been to increase charges generally across the majority of car parks including permits. Car parking will continue to be free after 6 pm. A new permit for blue badge holders has been proposed at a fee of £215 per annum which will require approval to appoint a Technical Support Officer to administer the scheme.
- 4.4** The successful opt in green waste subscription remained unchanged at £55 at the mid year review of charges in 2023/24 and the fee remains at £55 for 2024/25. The fee continues to be below the national average.
- 4.5** The **Localism Act** introduced the power for the Secretary of State to set principles each year under which council tax increases are determined as excessive. This can apply to Teignbridge, County, Fire, Police, or towns and parishes. For the current year limits continue to be set for all but towns and parishes with a referendum being triggered if districts had an increase of 3% and above, AND above £5.
- 4.6** In all such cases Teignbridge has to make the arrangements to hold a **local referendum** for residents. Costs can be recovered from the relevant precepting authority. The Government has previously expected town and

parish councils to demonstrate restraint when setting precept increases. They will be looking for clear evidence of how the sector is responding to this challenge, mitigating increases by the use of reserves where they are not earmarked for other purposes or for 'invest to save' projects which will lower ongoing costs. The policy statement issued on 5 December 2023 again confirmed there would be no restrictions for towns or parishes.

- 4.7** The extra income from any increase in **council tax** is shown at **appendix 3** and this additional amount would be recurring in future years. The proposal is to increase council tax in Teignbridge by 2.99% or £5.70 to £196.41. **This is the annual charge for an average band D property and the increase equates to less than 11p a week. A 2.99% increase has been assumed for 2025/26 and 2026/27. The band A equivalent increase for 2024/25 is £3.80 which equates to just over 7p per week.**

The Teignbridge element of the council tax bill goes towards funding the services we provide. We recycle your household waste, take away your rubbish, clean your streets, make sure your food is safe, work with others to reduce crime, decide planning applications, create and attract new jobs, consider licensing applications, support people in need with housing and council tax reduction schemes, and support voluntary organisations.

We work with a whole range of organisations to do things such as support public transport and greener travel – for example cycle routes, protect the environment, look after your street signs, administer council tax for over 64,000 households, look after homeless families, work with partners to provide housing, deliver new jobs and bring prosperity to our beautiful area.

We organise elections, improve housing conditions for vulnerable households, promote better energy efficiency, deal with stray dogs, graffiti and fly-tipping; provide renovation grants for unfit properties, deal with noise complaints, provide car parks, check out bonfire nuisances among many others.

In one way or another, the work we do looks after more than 134,000 people across 260 square miles of land, stretching from the moor to the sea.

- 4.8** Council tax **freeze grants** have ceased with the last one being received in 2015/16. This was equivalent to a 1% increase in council tax but assumed no council tax support reduction so amounted to £78,000.
- 4.9** **Settlement funding** of business rates retention baseline to the Council from Government is £3.5 million for the current year.
- 4.10** We had a **four year funding deal** which ended in 2019/20 and one year settlements between 2020/21 and 2022/23. We received a further one year settlement for 2023/24 and some clarity for elements of 2024/25. For 2024/25 we have yet another one year settlement with no clarity about any longer term funding stability. Uncertainty exists for 2026/27 when the delayed proposed reset of the baseline is likely to occur, reducing gains established from growth and altering business rates retention. Some damping is assumed.

- 4.11** The **business rates retention** 50% funding system started on 1 April 2013. Rules for charging and rateable values are still set nationally by Government and the Valuation Office respectively. The system includes top ups, tariffs, levies and safety nets. The latter is to protect income to some extent within overall reducing national funding levels. The system is more complicated as Government has introduced small and rural business rates relief. The cost of this through loss of rates retention income to Teignbridge is generally covered by separate specific grant.
- 4.12** Within Devon it has been beneficial for authorities to form a **rates pool** to avoid any payment of levy from Devon to the Government. With historic assumptions of moderate business growth in the area significant savings have been achieved increasing over the years. The pool also spreads the risk of any business downturn in an authority over all members of the pool and encourages economic prosperity across authority boundaries. The Devon pool became a 100% business rate pilot for 2018/19 following its successful submission and reverted back to a rates pool thereafter. It is anticipated that whilst business rates income may stall/decline going forward the benefits of being in a pool for 2024/25 still exist and so an application for this has been submitted.
- 4.13** Teignbridge's position is better than the rates baseline because of estimated growth in business rates. We have also gained from pooling and this has been shown together with previous growth in the revenue summary as estimated rates retention and pooling gain. 100% rates retention was originally promised by 2020 but with the transfer in of some funding responsibilities and the share of the total for districts could have been reduced. Levies would cease but there may still be some opportunity for pooling of risk. Leaving the European Union and Covid 19 appeared to have initially delayed the roll out of any eventual 100% business rates retention and a reset of baselines in 2023/24 which has now been postponed and likely to be 2026/27 and will have a negative impact on funding levels. Previous settlements suggest that the initial move to 75% business rates retention is not to be pursued or the eventual 100% retention as a result of the levelling up agenda so we await the outcome of how the funding changes and any correspondence or consultation will be explored in the next twelve months.
- 4.14** **New homes bonus** is also part of core funding and is top sliced from settlement grant. It is based on additional property brought into occupation in the previous year with a higher amount for affordable housing. Teignbridge is estimated to receive £0.65 million for 2024/25.
- 4.15** Government reformed the new homes bonus reducing the length of payments from 6 years to 4 years. Since these original reforms payments were reduced further by elimination of any legacy payments and funding is for one year only. Government had intimated that it will cease New Homes Bonus after 2021/22 and replace with an alternative source of Housing funding. The spending review delay has allowed New Homes Bonus to continue for at least one further year in 2024/25 and to review and cease this funding in future years.

No details are available to clarify what this will mean in terms of future funding and whether it will provide similar funding levels to that received under New Homes Bonus or nothing at all. Government had allowed it freedom to change the baseline previously however for 2024/25 this will be left unaltered at 0.4%.

- 4.16** Council tax benefit was replaced by **council tax support** from 1 April 2013. As the support reduces the tax base there is less council tax income for county, fire, police, and towns & parishes. The cost was around 90% funded by government grant initially but then transferred into main grant and not identified separately. The 10% shortfall was covered at Teignbridge, in the first year by one minor change to benefit, technical reforms, and use of transitional grant.
- 4.17** In 2020/21 the council tax benefit scheme changes moved us to an income banded scheme due to the existing scheme not being compatible with the roll out of Universal Credit and with the aim to simplify administration and support the most vulnerable. In 2021/22 the minor change was to ensure claimants are protected from any adverse impacts to the Council tax reduction scheme arising from measures introduced by the Government to support claimants through the Covid 19 crisis and ensures no additional cost to the scheme, preserving entitlement at original levels. No major changes to the scheme were made for 2022/23 apart from amending the income threshold for claimants in Band 1 to protect existing claimants currently receiving 100% within this band from receiving a reduction in support to 75% as a result of receiving a small increase in state benefits. For 2023/24 the minor changes were for a potential uplift in income bands to accommodate any increases in primary benefits. Similarly, for 2024/25 we are proposing to uplift the income band thresholds to reflect any Government increase in primary welfare benefits.
- 4.18** Teignbridge currently receives £285,000 for administering **housing benefit** and the 2022/23 grant of £158,000 for council tax support has now been rolled into revenue support grant funding for 2023/24 along with the council tax annex grant. **Universal Credit** started for Teignbridge from 9 November 2015 for new single job seekers and we went live with the full service in September 2018. There has been specific help from the department for work and pensions in connection with the transition but the current funding agreement ended in 2017.
- 4.19** The statutory minimum **National Living Wage** increased to £10.42 in April 2023 and will be £11.44 in April 2024. Continued exploration of apprenticeships and training will be encouraged to utilize available apprenticeship levy funding.
- 4.20** The **actuarial valuation** of the **Devon pension fund** effective from 1 April 2020 set Teignbridge contributions for future years. These were made up of a basic amount which increased from 14.6% to 16.6% for future service accrual plus an increasing cash sum to reduce the past service deficit. The amended cash sum payment started in 2020/21 at £1,254,000 increasing to £1,347,000 for 2022/23. We agreed to pay the past deficit contributions up-front to obtain

a significant discount of 4.5%. The future service accrual contributions increased from 16.6% to 19.6% from 1 April 2023 however the past service deficit contributions have decreased to £1,090,000 in 2023/24 increasing to £1,140,000 in 2024/25 and £1,180,000 in 2025/26. We have also paid £500,000 off the pension deficit liability in 2023/24. This will generate further savings in future year's past service deficit payments. A further £1,000,000 is proposed to be paid in 2024/25 which will deliver savings of up to £80,000 every year.

- 4.21** Forecasts of investment income receivable have increased over the last year. The Bank of England's monetary policy committee (MPC) left interest rates unchanged at 5.25% in November 2023, with the market view being that they have now peaked. The MPC stated that monetary policy would need to be "sufficiently restrictive for sufficiently long to return inflation to the 2% target". Rates are forecast to remain stable until around the third quarter of 2024, after which they are likely to decline slowly as inflationary pressures ease. Economic commentators forecast a rate of 4% by spring 2025.

Forecast investment income for the current year is £1,836,340 with an average daily lend of £38.7 million to the end of November 2023. This represents an average interest rate of 4.59% to the end of November. The average SONIA (Sterling Overnight Index Average) rate as published on the first of each month for April to November is 4.71%, so this is in line with benchmark expectations. It is forecast that Teignbridge's average rate for the year will be 4.88%.

It is anticipated that Council balances available for investment in 2024/25 will be lower due to capital expenditure and the repayment of government grants. Based on the forecast rates above and estimated projected cash-flows, investment income is expected to reduce in 2024/25 to £1,279,610. This is dependent on the progress of capital projects and other cash-flow influences such as receipt of government grants and developer contributions, all of which are subject to change. Investment income is then forecast to fall to around £361,000 in 2026/27 as both interest rates and amounts available for investment reduce.

Over the last year, the Council has made use of its internal balances to rule out the need for external borrowing. With an underlying need to borrow (Capital Financing Requirement) of £21.0 million at the beginning of 2023/24 (estimated to be £23.6million by the end of the year) and assuming a combination of Public Works Loans Board (PWLB) 10-year and 25-annuity loans (adjusting for lost investment interest at 4.59%), this represents interest saved of around £166,000.

The PWLB has revised its borrowing conditions and CIPFA has revised its guidance so that loans are not available to finance investments which are primarily for financial yield.

The **mid year review** of **treasury management** performance which is required to be noted by Council is attached as appendix 8. See 3.11 above for analysis of the mid year review.

- 4.22** The latest professional guidance on **reserves** issued in November 2008 recommends a working balance to help cushion the impact of uneven cash flows and avoid unnecessary temporary borrowing and a contingency to cushion the impact of unexpected events or emergencies. Earmarked reserves can also be built up to meet known or predicted requirements. Teignbridge operates with a low level of reserves compared to many districts and will look to utilize earmarked reserves to balance any funding gaps in the medium term financial plan as appropriate. It is proposed that general reserves are increased from £2.3 million to £2.4 million to build in some resilience for inflationary pressures.
- 4.23** There are no known significant contingent liabilities, provision has been made for other smaller potential liabilities. The current funding regime including rates retention, new homes bonus and council tax support carries a risk for us of likely more volatility in resources. We are more reliant on income generated from our own fees and charges as government funding reduces and some ongoing reduction in income in areas hit by the economic climate and outfall from the pandemic has created significant uncertainty on likely income receivable for the foreseeable future and predicting trends.
- 4.24** The Audit Commission December 2012 report 'Striking a balance' stated that reserves are an essential part of good financial management. They help councils cope with unpredictable financial pressures and plan for their future spending commitments. The proposed budget recommends general reserves to be increased from £2.3 million to £2.4 million being 13.4% of the net revenue budget in 2023/24 and 12.8% in 2024/25. This equates to 12.4% and 13.7% in the two subsequent years. General reserves are held to accommodate continuing future uncertainties and increasing reliance on generating our own income.
- 4.25** Historically the **Executive** has **authority** to exceed the approved overall revenue budget by up to £100,000 from general reserves to meet unexpected expenditure within the year. The aim is to replenish the reserves in the same year by making compensating savings as soon as possible. Following a review and approval of the doubling of the financial limits it is proposed that this is now at the revised level of £200,000 for future years. All other decisions with regard to budgetary change will be approved by reference to virement rules in the financial instructions.
- 4.26** In conclusion these budget proposals show how Teignbridge can start to prepare for the grant reductions and anticipated funding regime changes by continuing to make savings and generate income. **The revenue budget is funded over the medium term by savings found, additional income and principally from use of earmarked reserves built up to cover anticipated future reductions in funding however significant work is still required to identify the significant budget gaps which arise as shown in appendix 4**

and will be ongoing. The budget gap has worsened and is £4.5 million in 2026/27 before using earmarked reserves (line 14) built up to support the reduced funding. This is due to the additional pressures already mentioned above. There may be a bigger budget gap if an alternative housing funding is not forthcoming or lower than the assumptions made. **The Chief Finance Officer (CFO) has a statutory duty to balance the budget each year and if this is not achievable at some point in the future it may be necessary for the CFO to issue a s114 notice. With no further work to address the gap it is anticipated that a s114 notice would have to be issued at the end of the 2026/27 financial year.** Right to buy receipts cease after 2024 increasing funding pressures on the capital programme. Further suggestions including the work with Ignite and the Modern 25 agenda will be worked up and costed to deliver savings to move towards balancing future budget years from 2026/27 alongside the ongoing investigation into commercial investment opportunities, alternative service delivery plans and review of our existing assets and their use and the work and findings from Overview & Scrutiny in relation to the MTFP. **The budget deficit for 2026/27 is likely to continue into future years and Members will be updated on progress with funding reforms/further Government funding /savings to determine how the funding gap can be closed in conjunction with work carried out by Overview & Scrutiny work on specific areas of the budget.**

The budget papers also include the updated Financial Plan at **Appendix 7** for approval at Full Council – the **Financial Plan 2024 to 2029**. The purpose of the plan is to define how the Council will structure and manage its finances over the next five years in order to deliver services and deliver savings, provide information around key funding streams, the inter relationship between revenue and capital and establish and adopt some key principles and proposals to be followed and worked through over the next two years via the work plan involving Overview & Scrutiny.

- 4.27** These proposals include a £5.70 band D increase in council tax next year and 2.99% in subsequent years and substantial capital investment over the next three years. They will be publicised and comments brought back to the Executive in February before making the final budget recommendation to Council for 27 February 2024.

5. CAPITAL PROGRAMME

- 5.1** The programme between 2024/25 and 2026/27 has the following funding sources: Sales of assets (capital receipts) account for £4 million. There is an element of risk in forecasting receipts from sales, which can be subject to lengthy legal and planning processes. If forecast sales do not materialise, capital expenditure plans will need to be re-assessed. Community Infrastructure Levy (CIL) accounts for £19.7 million, largely for infrastructure projects, with a further £1.4 million from Section 106. Government grants account for £21 million of funding over the 3 years from 2024/25 to 2026/27. This includes £6.4 million assumed towards housing grants and affordable housing with other grants towards decarbonisation, open space, coastal

monitoring, highways and regeneration. Contributions from revenue were re-introduced in 2023/24, with £500,000 per annum budgeted over the course of the Medium Term Financial Plan. Several projects rely either partly or entirely on borrowing, the financing costs of which impact revenue budgets. Additional borrowing over the 3 years is forecast to be £32.6 million. All projects involving borrowing are appraised to ensure the borrowing is affordable.

5.2 Government subsidy for housing disabled facilities grants through Better Care funding (received via Devon County Council) is assumed to continue at £1.4 million per annum. £1.7 million has been received in 2023/24, with the majority invested in grants towards the provision of disabled facilities and energy improvements. There is £0.36 million budgeted over the remainder of 2023/24 and 2024/25 towards Warm Homes Fund and Green Homes Fund schemes, funded from government grant.

5.3 A provision of £6.8 million has been made in 2023/24 for the construction of a social housing scheme in Sherborne House car park. The proposal is for a *Passivhaus* extremely energy-efficient design, enabling residents to benefit from lower energy bills. Subject to planning consent being granted, this scheme will be brought back to Full Council for approval in due course. Estimated construction costs are based on a desktop study carried out by an experienced local housing company, with assumptions being updated as more detailed work is carried out. It is assumed to be funded from a combination of Homes England and One Public Estate grant, S106 contributions, capital receipts and borrowing. This uses the balance of the funding allocated for Phase 1 of the Teignbridge 100 housing programme, in accordance with the priority Actions outlined in the Council Strategy for delivering affordable and social housing. To date, the programme has delivered:

- 7 units of housing allocated to local applicants in housing need at Drake Road and Well House, East Street, Newton Abbot
- 5 units of shared housing in Dawlish
- 5 units of rough sleeper accommodation in Dawlish, Teignmouth and Newton Abbot
- 4 homes for social rent in Chudleigh
- 15 homes for social rent under the government's Local Authority Housing Fund scheme, which in the short term provides accommodation for families with housing needs who have arrived in the UK via Ukrainian and Afghan resettlement and relocation schemes. Longer term, the homes will provide a supply of affordable housing for local communities.

The pipeline covers a range of urban and rural sites, including the Dartmoor National Park, with work ongoing to identify further means of delivery, whether this is direct or by partnership with developers and housing associations. The aim is to deliver the full programme over time, with pipeline projects being brought forward for approval in due course as details are firmed up. Schemes can move up and down the priorities pipeline depending on a number of factors, including planning constraints and affordability.

In relation to the previously approved custom-build housing scheme at Houghton Barton, an additional £0.6 million of ring-fenced central government grant funding has been received to enable delivery.

A provisional budget line of £0.03 million per annum is in relation to periodic capital expense in relation to Teignbridge's social housing portfolio, for example replacement roofs, fabric improvements and replacement fixtures and fittings. Projects will be brought forward for approval as they occur. Funding is from revenue contributions to capital. Any surplus income from the properties will be earmarked for this purpose.

5.4 The infrastructure delivery plan investment over the next few years contributes to:

- Improvements to the A382 – a further £1.0 million in 2023/24 making a total contribution since 2020/21 of £6.1 million, funded from Community Infrastructure Levy (CIL). There is a £0.2 million provision for South West Exeter bus services in 2025/26 and £1.5 million provision for transport hubs and public transport in 2023/24 and 2024-25, all funded from CIL.
- £5.6 million budgeted towards Dawlish link road and bridge between 2023/24 and 2024/25, funded mostly from government grant, with £1.3 million to be funded from CIL.
- Provision for Education in the wider Teignbridge area of £10.1 million, funded from community infrastructure levy.
- £1.4 million is provided for the final stages of land acquisition, instatement and endowment towards ongoing maintenance at Ridgetop Countryside Park. This is funded from Housing Infrastructure funding via Devon County Council. There is provision of £3.7 million towards new countryside parks in 2025/26 and habitat mitigation between 2023/24 and 2026/27, funded from CIL. An additional £0.4 million is anticipated to be contributed to the RSPB in relation to cirl bunting habitat during the remainder of 2023/24 and 2024/25 and £20,000 towards improvements at Stover Park, both funded from Section 106 developer contributions.
- Sports and leisure provision of £5.2 million over the next 3 years, including £3.5 million to refurbish and further decarbonise Broadmeadow sports centre (approved by Full Council in July 2023). A provisional sum of £1.3 million is included for improvements to Dawlish leisure centre. Work continues on understanding the requirements to improve leisure provision post-Covid and this scheme will be brought back for approval as the business case is developed. Following recent improvements to play areas at Decoy and Ashburton Road in Newton Abbot and the Den in Teignmouth, provisions of £0.2 million are included for Powderham Park in Newton Abbot and Prince Rupert Way play area in Heathfield and other play area refurbishments.

- £1 million in CIL is allocated towards the Teign Estuary Cycle Trail, following approval at Full Council on 28 November 2023. £1.2 million in CIL is provisionally allocated to other cycle schemes over three years. £0.2 million of Garden Communities funding is being used towards the Ogwell Strategic Cycle Link.

5.5 Following successful bids for grant funding under the Public Sector Decarbonisation Fund (PSDF) for Forde House offices, Newton Abbot Leisure Centre, Broadmeadow Sports Centre and Teignmouth Lido, a third phase application was made in relation to further measures at Broadmeadow Sports Centre. This second phase comprises fabric improvements, insulation and installation of an air source heat pump. In addition, consultation is underway to ensure that planned refurbishment proposals meet the needs of centre users. The aim is to deliver a sports centre fit for the future, benefiting both communities and the environment. Funding is a combination of PSDF grant, S106 contributions, revenue contributions and borrowing.

The Forde House offices decarbonisation and agile working project completed earlier in 2023/24, delivering a modern, flexible working environment. The project is also a significant step to phase out fossil fuel use from our buildings and represents a reduction in emissions equivalent to heating around 50 homes with natural gas. There is now the opportunity to let the ground floor of Forde House. The £4.9 million cost of the project is funded from a combination of grant, capital receipts, revenue contributions from the repairs and maintenance budget and borrowing.

In September 2023, Full Council approved the replacement of the vehicle fleet, with all suitable small, medium and large vans switching to Battery Electric Vehicles. £0.8 million is included in 2024/25 for the associated infrastructure improvements. The proposed project will reduce the Authority's Scope 1 Carbon Footprint by 58 tonnes CO₂ per annum and provide the infrastructure necessary to support the long term future needs of a battery electric fleet.

For projects not covered by grant funding, a further £1.3 million provision over three years has been made for investment in carbon reduction measures covering the Authority's Scope 1 & 2 carbon footprint as part of the ongoing Carbon Action Plan, which is being developed by the Climate Change Officer. Likely provisions will target emissions arising from the Authority's top 15 sites by carbon emissions; provisions are likely to include: onsite renewable energy generation, renewable energy power purchase agreements, thermal fabric improvements and energy efficiency improvements.

A provision of £4 million between 2023/24 and 2025/26 is also made towards strategic energy infrastructure and low carbon, funded from CIL.

5.6 The South West Regional Coastal Monitoring Programme (SWRCMP) is the largest of the National Coastal Monitoring Programmes in England,

encompassing 2,450 km of coast between Portland Bill in Dorset and Beachley Point on the border with Wales. It is 100% funded by the Environment Agency. Since its inception in 2006 Teignbridge District Council have acted as the lead authority for the region. The Programme collects a multitude of coastal monitoring data, including topographic beach survey data, bathymetric data, LiDAR, aerial photography and habitat mapping and has a wave buoy and tide gauge network around the South West coast. The data feeds into a long term dataset showing changes to the beaches and coastline of the South West. It ensures that all Coastal Protection Authorities have the evidence to better understand the processes affecting the coast ensuring that coastal defence schemes are designed based on reliable information. In 2024/25 the programme will enter the fourth year of the current 6 year phase.

- 5.7** There is a £2 million provision for employment sites, funded from borrowing and developer contributions where applicable. It is anticipated this will be spent on schemes on council owned land, either to invest in new assets or to enhance and make best use of those already available. This will encourage new and existing businesses to set up, move in and stay in the area. The aim is to create better paid jobs and business expansion for a more resilient local economy. Where people can both work and spend leisure time locally, carbon emissions are also reduced. Individual projects will come back to committee as appropriate as business cases are developed.

£0.8 million is included for further measures funded from the UK Shared Prosperity Fund as approved on 26 July 2022, including green business grants. An additional £31,705 is included following a successful grant bid to Heart of the South West LEP.

£16.6 million is included for town centre investment, including the remaining Future High Streets Fund schemes to help stimulate growth in the local economy and ensure it is an attractive and well-connected environment for local businesses. This is funded from a combination of £9 million government grant, with the balance from prudential borrowing. These budgets are subject to the outcome of project variation approvals from Full Council and the Department of Levelling Up, Housing and Communities.

£0.49 million is included over 2023/24 and 2024/25 for the creation of additional car parking at George Street, Teignmouth.

- 5.8** £0.20 million is included for a new financial management system between 2023/24 and 2024/25, which is required to meet the changing demands for financial information, reports and support. The new solution will create efficiencies and have enhanced reporting capabilities allowing managers to access financial information themselves.

There is also a further £1.3 million in provisions for IT infrastructure projects, software upgrades and applications to enable more effective, digital ways of working between 2023/24 and 2026/27. These items form part of the Strata business plan, which will be brought forward for approval in due course.

5.9 An exercise is currently underway to identify likely major expenditure requirement in relation to the Authority's critical assets over the medium term. This will feed into the asset review process and will mean identifying funding resources and prioritising expenditure. There are known issues around the need to further improve waste management infrastructure (workshop, offices, storage, welfare) and assets in need of fabric and heating improvements. The current position is that general fund capital receipts and revenue contributions are fully committed until 2027/28.

6. COUNCIL TAX BASE 2024/25

- 6.1 The **council tax base** is the estimated number of band D equivalent properties in the district for next year less a small allowance for likely collection losses. The details are shown at section 1 of **appendix 2**. The council tax for each of District, County, Fire, Police and towns/parishes multiplied by the base gives the income or precept which the district pays to each authority. The District is responsible for collecting council tax.
- 6.2 The estimate for next year must be based on information available on the 30 November. It has to be approved by Council which is planned for 16 January 2024 and notified to the major preceptors - County, Fire and Police between 1 December 2023 and 31 January 2024. Similarly towns and parishes also need the base for their area to calculate their council tax from their precept.
- 6.3 The initial data is extracted from the council tax records. This includes the deduction for council tax support which reduces the base. Finally an estimate is made of the growth in the number of dwellings to 2024/25 based on recent history and this has been calculated at 0.9%. Thus a total of 52,031.6 is the estimated number of band D properties for next year.
- 6.4 A collection rate of 97.9% has been assumed giving 50,939 for 2024/25. For Teignbridge this base means that at the current council tax level of £190.71 just under £9.7 million of income would be generated next year. This is 1.4% or £138,000 more than in the current year. Estimated 2024/25 income for all preceptors is shown at **appendix 2**, section 2 based on the current council tax.
- 6.5 All the council tax income goes into a collection account from which the precepts are paid. As the income is estimated a surplus or deficit can arise which has to be notified and shared out between the District, County, Fire and Police. The district has to pay for any deficit or take any surplus relating to the towns and parishes. The aim is to minimise balances on the account.
- 6.6 Teignbridge has to estimate the surplus or deficit on the council tax collection fund on 15 January each year for the following budget year. A surplus of £2.0 million is currently estimated which has to be shared between the major preceptors in 2024/25 as per their current precepts. The District share is £251,675 allocated to next year's budget as shown in line 18 of appendix 4. Surpluses or deficits arise due to a number of factors including variations to

previous year's assumptions in relation to the number of new houses built, the banding of these properties, the number claiming council tax support, collection rates, discounts, bad debts and provisions in relation thereto.

7. GROUPS CONSULTED

- 7.1** County, Fire and Police and the public are consulted about any changes to the council tax support scheme. 20 December 2023 marks the start of the publication period which includes Overview and Scrutiny 1 and 2 meetings on 9 January 2024 and 6 February 2024. Parishes and town councils will also be advised of these financial proposals with a meeting on 19 December 2023.
- 7.2** A budget survey is planned which will be put on the website and publicised to encourage feedback. In particular it will be brought to the attention of businesses, the residents' panel and Teignbridge relationship groups. Responses will be reported to members for consideration with the final budget proposals by Executive on 13 February 2024 and by Council on 27 February 2024.

8. TIME-SCALE

The financial plan covers the years 2023/24 to 2026/27. Final consideration of the budget by Council is due on 27 February 2024. At that time the council tax resolution is also approved which covers the total council tax including County, Fire, Police and towns & parishes.

9. LEGAL / JUSTIFICATION

The Executive is required under the budget and policy framework procedure rules in the constitution (section 7 (a) and 7 (b)) to agree and recommend a budget to Council each year.

10. DATE OF IMPLEMENTATION (CONFIRMATION OF DECISION SUBJECT TO CALL-IN)

Call in does not apply as the final budget recommendations will be considered for approval by Council on 27 February 2024.

Budget timetable 2024/25

	October	November	December	January	February
Government (Chancellor) Autumn Spending Round Statement		22nd			
Provisional local government settlement			18th		
Town/parish initial budget/precept meeting			19th		
Executive papers sent out - initial budget proposals			20th		
Start of formal six weeks consultation period			20th		
Budget survey emailed to businesses			20th		
Executive - agree initial financial plan proposals including council tax base				4th	
Overview & Scrutiny 1 & 2 - consider Executive's financial plan				9th	
Council - approve council tax base				16th	
Final settlement expected				31st	
Deadline for business rates retention estimate to government, county and fire				31st	
Police and Crime Panel consider precept and approve					2nd
Overview & Scrutiny 1 & 2 - consider Executive's final financial proposals					6th
Executive - agree final financial plan proposals, including budget monitoring					13th
County Cabinet 10.30am budget meeting					9th
Devon County Council 2.15pm - set county precept and council tax					15th
Fire Authority - set fire precept and council tax					16th
Council meeting - consider financial proposals and council tax resolution					27th
Reserve county budget meeting 10.30 am if required					20th
Close council tax accounts and start bills print unless delayed if council tax not set					28th
Reserve Council budget meeting if required					29th

This page is intentionally left blank

Section 1

Council Tax Base adjustment for Council Tax Support (CTS) and estimated growth						
	Estimated 24/25 Band D Number	23/24 Council Tax £	Estimated Income £	Estimated Collection Rate %	Estimated Net Income £	Estimated 24/25 Base
Full band D at November 2023	55,955.2	2,279.30	127,538,690			
less CTS at November 2023	<u>-4,387.7</u>	2,279.30	<u>-10,000,880</u>			
Starting point based on Nov 2023	51,567.5		117,537,810			
Anticipated growth at 0.9%	464.1	2,279.30	1,057,820			
Total (rounded)	52,031.6	2,279.30	118,595,630	97.9%	116,105,260	50,939

Section 2

2024/25 Expected Council Tax (CT) Income at Current Council Tax Levels compared with 2023/24				
Preceptor	Estimated CT Base Number	23/24 Council Tax £	Expected income £	
2024/25 expected income (rounded)				
Towns and parishes	50,939	96.11	4,895,750	
District	50,939	190.71	9,714,580	
County	50,939	1,634.13	83,240,950	
Fire	50,939	96.79	4,930,390	
Police	50,939	261.56	13,323,600	
Total (rounded) shows a 1.4% increase in expected income		2,279.30	116,105,270	
2023/24 expected income (rounded)				
Towns and parishes	50,215	96.11	4,826,160	
District	50,215	190.71	9,576,500	
County	50,215	1,634.13	82,057,840	
Fire	50,215	96.79	4,860,310	
Police	50,215	261.56	13,134,240	
Total (rounded)		2,279.30	114,455,050	

To show the extra Council Tax in 2024/25 that would be collected for varying increases by percentage and value.

Teignbridge Band D Council Tax 2023/24 (excluding parish precepts) **£190.71**
 Approved Council Tax Base 2024/25 (at 97.9% collection rate) **[a] 50,939**

Varying increases in Council Tax for 2024/25			Total Band D Council Tax 2024/25	Increase in Council Tax income for 2024/25	[b] Total Council Tax income 2024/25
%	Per Year £	Per Week £	Per Year £	Per Year £	Per Year £
0.00	0.00	0.00	190.71	0	9,714,580
				No council tax freeze grant	0
				Total income	9,714,580
0.27	0.52	0.01	191.23	26,480	9,741,060
0.52	1.00	0.02	191.71	50,940	9,765,520
1.00	1.91	0.04	192.62	97,290	9,811,870
1.05	2.00	0.04	192.71	101,870	9,816,450
1.36	2.60	0.05	193.31	132,440	9,847,020
1.57	3.00	0.06	193.71	152,810	9,867,390
2.00	3.81	0.07	194.52	194,070	9,908,650
2.10	4.00	0.08	194.71	203,750	9,918,330
2.62	5.00	0.10	195.71	254,690	9,969,270
2.99	5.70	0.11	196.41	290,350	10,004,930

Note:

- [a]** Council Tax Base of 50,939 for 2024/25 approved by Council on 15 January 2024
- [b]** Total Council Tax income is calculated by multiplying the Band D Council Tax by the recommended Council Tax Base of 50,939
- [c]** No council tax freeze grant. Referendum limit proposed by government as higher of 3% or above £5 for Band D.

This page is intentionally left blank

Revenue Budget Summary

Appendix 4

Revenue Budget	2023-24 Forecast	2023-24 Latest	2024-25 Forecast	2025-26 Forecast	2026-27 Forecast
	£	£	£	£	£
EXPENDITURE					
1 Employees	24,398,970	23,963,540	26,934,620	26,142,300	26,863,990
2 Property	5,721,180	5,809,390	5,873,810	6,023,260	6,180,400
3 Services & supplies	6,768,450	8,250,310	6,900,580	6,796,780	6,992,810
4 Grant payments	19,182,450	22,432,450	19,334,800	17,334,800	15,334,800
5 Transport	1,057,840	799,050	1,082,810	1,099,660	1,118,190
6 Leasing & capital charges	1,497,950	1,543,670	2,365,490	2,701,240	2,726,460
7 Contributions to capital	300,000	417,290	500,000	500,000	500,000
8 Total expenditure	58,926,840	63,215,700	62,992,110	60,598,040	59,716,650
INCOME					
9 Sales	-1,467,900	-783,700	-807,690	-840,000	-873,600
10 Fees & charges	-10,781,150	-11,395,240	-11,928,260	-12,524,670	-13,150,900
11 Grants - income	-19,388,510	-22,926,590	-19,542,500	-17,542,500	-15,542,500
12 Property income	-3,343,710	-3,871,920	-3,699,950	-4,127,570	-4,251,700
13 Other income & recharges	-4,105,820	-5,528,090	-4,533,480	-4,010,380	-3,843,720
14 Transfer from (-) / to earmarked reserves	-2,205,900	-920,310	-3,670,140	-2,269,490	-4,480,430
15 Total income	-41,292,990	-45,425,850	-44,182,020	-41,314,610	-42,142,850
16 Total net service cost	17,633,850	17,789,850	18,810,090	19,283,430	17,573,800
Funding					
17 Council tax	-9,576,500	-9,576,500	-10,004,930	-10,507,120	-10,929,500
18 Council tax/community charge surplus(-) / deficit	-125,550	-125,550	-251,670	0	0
19 Revenue support grant	-245,040	-245,040	-261,270	-277,060	0
20 Rates baseline funding	-3,520,800	-3,520,800	-3,634,240	-3,720,860	-3,768,620
21 Estimated rates retention and pooling gain	-2,446,200	-2,684,960	-2,800,410	-2,920,830	-1,319,150
22 New homes bonus	-404,940	-404,940	-650,240	-650,240	0
23 Alternative housing funding/damping	0	0	0	0	-1,500,000
24 Other grants	-1,314,820	-1,314,820	-1,207,330	-1,207,320	-56,530
25 Budget gap (-) to be found	0	0	0	0	0
26 Total funding	-17,633,850	-17,872,610	-18,810,090	-19,283,430	-17,573,800
27 -Surplus/shortfall	0	-82,760	0	0	0
28 General reserves at end of year	2,300,001	2,400,004	2,400,004	2,400,004	2,400,004
29 General reserves as % of net revenue budget	13.0%	13.4%	12.8%	12.4%	13.7%

This page is intentionally left blank

Draft Proposed Fees and Charges Income 2024/25

Service	Actual 2022/23 £	Probable 2023/24 £	Proposed 2024/25 £	Dept total 2024/25 £	Department
Building Control	- 1,169,191 -	1,219,840 -	1,295,120 -	1,295,120	Building Control
Land Charges	- 196,431 -	229,730 -	242,600		
Planning	- 865,780 -	846,500 -	923,470		
Planning Admin	- 4,805 -	4,500 -	4,500		
Street Naming	- 7,090 -	7,340 -	7,830 -	1,178,400	Development Management
Livestock Market	- 4,368 -	2,590 -	2,720		
Old Forde House	- 17,814 -	9,410 -	12,050		
Retail Market	- 100,974 -	87,580 -	83,620 -	98,390	Economy & Assets
Electoral Registration	- 2,035 -	2,160 -	2,160 -	2,160	Electoral Services
Dog Control	- 391 -	200 -	200		
Health & Food Safety	- 9,115 -	6,990 -	6,990		
Health Licence Fees	- 20,304 -	27,320 -	27,820		
Litter Clearance	- 8,130 -	4,740 -	4,740		
Nuisance Parking	- -	-	-		
Private Water Supply Sampling	- -	-	-	39,750	Environmental Health
Amenity & Conservation Sites	- 3,262 -	2,570 -	2,690		
Cemetery Fees	- 203,694 -	184,350 -	194,190		
Shaldon Golf	- 116,104 -	71,300 -	71,300		
Sports Pitches	- 19,856 -	20,380 -	20,780 -	288,960	Green Spaces & Active Leisure
Housing	- 11,372 -	15,040 -	4,850 -	4,850	Housing
Legal Fees	- 52,105 -	46,200 -	46,200 -	46,200	Legal
Broadmeadow Sports Centre	- 54,494 -	79,050 -	81,240		
Dawlish Leisure Centre	- 250,353 -	211,780 -	226,710		
Leisure Memberships	- 1,712,889 -	1,318,790 -	1,344,750		
Newton Abbot Leisure Centre	- 524,716 -	530,470 -	560,160		
Outdoor Pools	- 6,555 -	46,640 -	50,950 -	2,263,810	Leisure
Gambling Act 2005	- 20,317 -	22,650 -	22,650		
Hackney Carriage	- 80,301 -	75,380 -	79,410		
Licensing Act 2003	- 128,972 -	134,480 -	134,480 -	236,540	Licensing
Car Parks	- 4,160,059 -	4,449,250 -	4,726,240 -	4,726,240	Parking
Beach Huts	- 16,147 -	17,150 -	20,020		
Boat Storage	- 4,577 -	4,180 -	4,400		
Leisure Events	- 180 -	-	200 -	24,620	Resorts
Council Tax	- 156,693 -	199,500 -	199,500 -	199,500	Revenue & Benefits
Local Development Framework	- 38 -	50 -	50 -	50	Spatial Planning
Abandoned Vehicles	- 25 -	500	-		
Commercial Waste / Household Refuse	- 1,349,791 -	1,506,830 -	1,513,680		
Composting	- 42 -	50 -	50		
Toilets for Disabled	- 143 -	110 -	110		
Vehicle Workshop	- 10,413 -	9,640 -	9,830 -	1,523,670	Waste, Recycling & Cleansing
Grand Totals	- 11,289,524 -	11,395,240 -	11,928,260 -	11,928,260	

This page is intentionally left blank

**TEIGNBRIDGE DISTRICT COUNCIL
CAPITAL PROGRAMME 2023-24 to 2026-27**



					38,367	24,609	56,977	17,467	7,203		
Code /bid no.	Asset/Service Area		Description	Provision?	C/f ?	ORIGINAL	LATEST	LATEST	LATEST	LATEST	Council Strategy
						BUDGET	BUDGET	BUDGET	BUDGET	BUDGET	
						2023-24	2023-24	2024-25	2025-26	2026-27	
						£'000	£'000	£'000	£'000	£'000	
KL1	Broadband		Contribution to Superfast Broadband subject to procurement arrangements (RS) (2024/25) subject to satisfactory assurances of funds being spent within Teignbridge area.	No			-	250			6. Investing in prosperity
KY6	Climate Change		Forde House Decarbonisation and Flexible Working Arrangements (GG,CR,PB,RS)	No	✓	1,000	613				10. Action on climate
Provision	Climate Change		Provision for Carbon Action Plan (PB)	Yes		439	-	439	439	439	10. Action on climate
KY2	Climate Change		Broadmeadow Sports Centre Decarbonisation Phase 2 and Refurbishment (GG, PB, S106, RS)	No		200	200	3,501			10. Action on climate
Provision	Climate Change		Energy infrastructure and low carbon (CIL)	Yes		2,000	2,000		2,000		10. Action on climate
KY7	Climate Change		Leisure Site Measures (S106)	No	✓		50	50			10. Action on climate
KY1	Climate Change		UK Shared Prosperity Fund/Heart of the SW LEP including Green Business Grants (GG)	No			243	562			10. Action on climate
KR1	Coastal Monitoring		SW Regional Coastal Monitoring Programme. (GG,EC)	No	✓	1,879	1,903	2,210	1,674	1,666	9. Strong communities
KR6	Coastal Monitoring		Coastal asset review (GG)	No	✓		6	219			9. Strong communities
KG2	Cycle paths		Teign Estuary Trail (CIL)	No				525	475	-	7. Moving up a gear
Provision	Cycle paths		Provision for Other cycling (CIL)	Yes	✓	250		250	250	250	7. Moving up a gear
Provision	Cycle paths		Dawlish/Teignmouth Cycle Schemes (CIL)	Yes	✓	205	-	200	205		7. Moving up a gear
Provision	Cycle paths		Heart of Teignbridge Cycle Provision (CIL)	Yes	✓	90	-				7. Moving up a gear
KG7	Cycle paths		Garden Communities: Ogwell Strategic Link (Revenue GG)	No			190				7. Moving up a gear
Provision	Heart of Teignbridge		Levelling up Cycling Routes (CIL)	Yes		250	-				7. Moving up a gear
KX7	Dawlish		Dawlish link road and bridge (GG)	No	✓	4,253	4,282				7. Moving up a gear
KX7	Dawlish		Dawlish link road and bridge (CIL)	No		1,300	-	1,300			7. Moving up a gear

Code /bid no.	Asset/Service Area	Description	Provision?	C/f ?	ORIGINAL	LATEST	LATEST	LATEST	LATEST	Council Strategy
					BUDGET	BUDGET	BUDGET	BUDGET	BUDGET	
					2023-24 £'000	2023-24 £'000	2024-25 £'000	2025-26 £'000	2026-27 £'000	
Provision	Dawlish Leisure Centre	Provision for Dawlish Leisure Centre Improvement Plan (S106; PB).	Yes		-			660	661	8. Out and about and active
Provision	Habitat Regulations	Provision for Habitat Regulations infrastructure measures (CIL)	Yes	√	88	425	88	88	88	4. Great places to live & work
Provision	Heart of Teignbridge: Employment	Provision for employment sites (PB)	Yes		2,000	-	2,000			6. Investing in prosperity
KL2	Heart of Teignbridge: Employment	Newton Abbot employment land feasibility (PB)	No	√		17				6. Investing in prosperity
KX8	Heart of Teignbridge	A382 Improvements (CIL)	No		900	1,000				7. Moving up a gear
KW1	Heart of Teignbridge	Highweek Scout Hut improvements (S106)	No			175				4. Great places to live & work
KW8	Heart of Teignbridge	Houghton Barton land (EC)	No	√		48				4. Great places to live & work
KW8	Heart of Teignbridge	Houghton Barton land (GG)	No	√	585	-	585			4. Great places to live & work
KW4	Heart of Teignbridge	Mineral Rights (S106)	No	√	85	-	85			4. Great places to live & work
JW/JV	Housing	Discretionary - Disrepair Loans & Grants (CR)	No		24	24	24	24	24	1. A roof over our heads
JW/JV/JD	Housing	Better Care-funded grants re: Housing loans and grants policy, including Disabled Facilities (GG)	No	√	1,250	2,051	1,400	1,400	1,400	1. A roof over our heads
JV7	Housing	 Warm Homes Fund (Park Homes) (GG)	No	√		83				1. A roof over our heads
JV3	Housing	 Warm Homes Fund (Category 1 Gas and Category 2 Air Source Heat Pumps) (GG)	No	√		328	13			1. A roof over our heads
JV2	Housing	 Green Homes Fund (GG)	No	√		117				1. A roof over our heads
JY3	Housing	Teign Housing: Widecombe in the Moor (Revenue GG)	No	√	71	71				1. A roof over our heads
JX1 - JX4	Housing	Teignbridge 100: Social/Affordable Housing Chudleigh (S106, GG, PB)	No			248				1. A roof over our heads
JA/B	Housing	Local Authority Housing Fund: Refugee Accommodation (GG; CR; S106; PB)	No			4,908				1. A roof over our heads
Provision	Housing	 Teignbridge 100: Provision for Sherborne House (GG; CR; PB; S106)	Yes		4,001	-	6,795			1. A roof over our heads
JX5	Housing	 Teignbridge 100: Social/Affordable housing - Sherborne House (PB)	No	√		260				1. A roof over our heads
JY9	Housing	Teignbridge 100: Social/Affordable housing (GG; CR; PB; S106) Dawlish 2 Rough Sleeper Accommodation	No	√		182				1. A roof over our heads
Provision	Housing	Orchard Lane, Dawlish (GG)	Yes		275	-				1. A roof over our heads
Provision	Housing	 Social Housing Capital Replacements (Roofs/Fabric improvements/Heating/Furniture, fixtures & fittings etc) (CR; RS)	Yes		30	30	30	30	30	1. A roof over our heads
KV8	IT - Capital contribution	Ongoing contributions towards Strata (CR; RS)	No		41	41	41	41	41	Vital, Viable Council

Code /bid no.	Asset/Service Area	Description	Provision?	C/f ?	ORIGINAL	LATEST	LATEST	LATEST	LATEST	Council Strategy
					BUDGET	BUDGET	BUDGET	BUDGET	BUDGET	
					2023-24	2023-24	2024-25	2025-26	2026-27	
					£'000	£'000	£'000	£'000	£'000	
Provision	IT - Capital contribution	End User Computing: Replacement laptops and staff (CR; RS)					36	68	68	Vital, Viable Council
Provision	IT - Capital contribution	Bookings (CR)					14			Vital, Viable Council
Provision	IT - Capital contribution	Web content management system (cost tbc)								Vital, Viable Council
Provision	IT - Capital contribution	Contact Centre telephony (CR)					14	73		Vital, Viable Council
Provision	IT - Capital contribution	Core telephony (CR)					14			Vital, Viable Council
Provision	IT - Capital contribution	Sharepoint resource (CR)					16			Vital, Viable Council
Provision	IT - Capital contribution	Chatbot (CR)					14			Vital, Viable Council
Provision	IT - Capital contribution	Car parks system (CR)					132			3. Going to town
KU1	IT - Capital contribution	SAN replacement (CR)	No	✓		58				Vital, Viable Council
KU2	IT - Capital contribution	Data Centre Relocation (CR)	No					27		Vital, Viable Council
KU3	IT - Capital contribution	NCSC Zero Trust (CR)	No		25	25				Vital, Viable Council
KU4	IT - Capital contribution	System upgrade costs - 2012 server replacement (CR)	No	✓		12				Vital, Viable Council
KU5	IT - Capital contribution	Office 365 (CR)	No	✓		27				Vital, Viable Council
KV9	IT - Finance	Provision for Finance Convergence (CR)	No	✓	89	110	89			Vital, Viable Council
Provision	IT - Property and Assets	SaM improvements (CR)	Yes			-	25			Vital, Viable Council
KU8	IT - communications	PSTN migrations (CR)	No		15		15			Vital, Viable Council
KU9	IT - Corporate	Anticipated Software Upgrade Costs 2023-2025 (CR)	No		22	22	11			Vital, Viable Council
KV5	IT - Corporate	Microsoft Power Apps (CR)	No		27	27				Vital, Viable Council
KV2	IT - Revenue & Benefits	Civica Open Revenues License (RS; CR)	No		175	115			175	Vital, Viable Council
KU6	IT - Housing	Homelessness System Replacement (CR; Revenue GG)	No		10	110				1. A roof over our heads
KU7	IT - Waste Management	Bartec separate databases (CR)	No		10	10				2. Clean scene
KG4	Newton Abbot	3G artificial playing pitch, Coach Road, Newton Abbot (S106; RS)	No	✓		36				8. Out and about and active
Provision	Newton Abbot Leisure Centre	Provision for Newton Abbot Leisure Centre Improvement Plan (PB) (2028-31)	Yes			-				8. Out and about and active
KF5	Newton Abbot Leisure Centre	Newton Abbot Leisure Centre Gym Equipment (S106; RS)	No	✓	40	216	40	40	40	8. Out and about and active
KF6	Newton Abbot Leisure Centre	Flume Refurbishment (S106)	No		-	72				8. Out and about and active
KM2	Newton Abbot Multi Storey Car Park	Lift Modernisation Work (RS)					80			3. Going to town

Code /bid no.	Asset/Service Area	Description	Provision?	C/f ?	ORIGINAL	LATEST	LATEST	LATEST	LATEST	Council Strategy
					BUDGET	BUDGET	BUDGET	BUDGET	BUDGET	
					2023-24 £'000	2023-24 £'000	2024-25 £'000	2025-26 £'000	2026-27 £'000	
KL8	Newton Abbot Town Centre Regeneration	Newton Abbot Town Centre Improvements (GG)	No	√	-	400				3. Going to town
KX1	Newton Abbot Town Centre Regeneration	Halcyon Rd (PB)	No	√	6,375	-	6,375			3. Going to town
Provision	Newton Abbot Town Centre Regeneration	Cattle Market Enabling Works (PB)	Yes	√	200	-	200			3. Going to town
KL7	Newton Abbot Town Centre Regeneration	Bradley Lane Enabling Works (CR)	No	√		32				3. Going to town
KO3	Newton Abbot Town Centre	Future High Street Fund project: Market Improvements (GG, PB)	No	√	2,149	449	2,695	630		3. Going to town
KO2	Newton Abbot Town Centre	 Future High Street Fund project: Gateway to the Town Centre and Queen Street (GG, CIL)	No	√	453	453	-			3. Going to town
KO4	Newton Abbot Town Centre	Future High Street Fund project: Cinema development (GG, PB)	No	√	4,669	893	5,354	1,325		3. Going to town
KW5	Open Spaces	Cirl bunting land (S106)	No	√	146	161	277			4. Great places to live & work
KB3	Open Spaces	Stover Park improvements (S106)	No		20	-	20			4. Great places to live & work
KG9	Open Spaces: Active	Provision for Tennis Court Improvements (GG; S106; CR)	No			244				8. Out and about and active
KG9	Open Spaces: Active	Forde Park Path (S106)	No			25				8. Out and about and active
KB2	Open Spaces	Replacement Gator (GG)	No			20				4. Great places to live & work
Provision	Play area equipment/refurb	Provision for Powderham Newton Abbot play space equipment and wider park improvements (S106)	Yes			-	100			8. Out and about and active
KJ5	Play area equipment/refurb	Ashburton Rd, Newton Abbot play area (S106, EC)	No	√		66				8. Out and about and active
KJ6	Play area equipment/refurb	Furlong Close, Buckfastleigh (RS, CR)	No	√	28	28				8. Out and about and active
Provision	Play area equipment/refurb	Prince Rupert Way, Heathfield (S106)	Yes		40	-	40			8. Out and about and active
KJ2	Play area equipment/refurb	Mill Marsh Park, Bovey Tracey play improvements (S106)				70				8. Out and about and active
Provision	Play area equipment/refurb	Provision for Teignbridge-funded play area refurb/equipment (CR)	Yes		86	-	80			8. Out and about and active
KL3	Rural areas	Rural England Prosperity Fund (GG)	No			163				6. Investing in prosperity
KB1	SANGS/Open Spaces	Ridgetop Countryside Park (South West Exeter SANGS) (GG)	No	√	1,105	-	1,367			4. Great places to live & work
Provision	SANGS/Open Spaces	New Countryside Parks (CIL)	Yes					3,000		4. Great places to live & work
Provision	South West Exeter	 Provision for South West Exeter Transport (CIL)	Yes							7. Moving up a gear
Provision	South West Exeter	 Provision for South West Exeter Bus Services (CIL)	Yes					200		7. Moving up a gear
Provision	Teignbridge	Provision for Education (CIL)	Yes				4,000	4,050	2,000	4. Great places to live & work
KX5	Teignmouth Town Centre	George Street Car Park (S106; CR)	No	√	480	50	435			3. Going to town
KR2	Teignmouth	Beach Management Plan (GG)	No	√	82	92				9. Strong communities

Appendix 6

Code /bid no.	Asset/Service Area	Description	Provision?	C/f ?	ORIGINAL	LATEST	LATEST	LATEST	LATEST	Council Strategy
					BUDGET	BUDGET	BUDGET	BUDGET	BUDGET	
					2023-24 £'000	2023-24 £'000	2024-25 £'000	2025-26 £'000	2026-27 £'000	
Provision	Teignmouth	Storage containers (RS)	Yes			14				9. Strong communities
Provision	Transport	 Transport Hubs and Public Transport (CIL)	Yes		750	750	750			7. Moving up a gear
Provision	Waste Management	Provision for Bulking Station - replace telehandlers 2028-31 (CR)	Yes			-			110	2. Clean scene
KS3	Waste Management	Sortline Baler (CR; RS)	No			203				2. Clean scene
Provision	Waste Management	Provision for Bulking Station - replace Sortline (RS)						250		2. Clean scene
Provision	Waste Management	Provision for replacement card baler (2028) (CR)	Yes							2. Clean scene
Provision	Waste Management	Provision for Simpler Recycling Statutory Requirements (RS; CR)	Yes					350	35	2. Clean scene
KS1	Waste Management	Provision for Waste vehicles (Technically PB under new IFRS 16 No accounting rules - in practice,	No			-	13,274			2. Clean scene
KS2	Waste Management	 Fleet Decarbonisation Infrastructure (CR, RS)	No			20	769			2. Clean scene
Provision	Waste Management	Provision for improvements to waste management infrastructure (workshop, offices, storage, welfare) 2028-31 funding as yet unidentified								2. Clean scene
Provision	Waste Management	Provision for waste fleet IC100 units (CR) 2028-31								2. Clean scene
KS0	Waste Management	Purchase of Wheeled Bins (CR;RS)	No		155	155	160	168	176	2. Clean scene
					38,367	24,609	56,977	17,467	7,203	

Code /bid no.	Asset/Service Area	Description	Provision?	C/f ?	ORIGINAL	LATEST	LATEST	LATEST	LATEST	Council Strategy
					BUDGET	BUDGET	BUDGET	BUDGET	BUDGET	
					2023-24	2023-24	2024-25	2025-26	2026-27	
					£'000	£'000	£'000	£'000	£'000	
FUNDING										
GENERAL										
		Capital Receipts Unapplied - Brought forward			(1,693)	(1,030)	(472)	(534)	(135)	
		Capital Receipts - Anticipated			-	(282)	(1,100)	-	-	
		Capital Receipts Unapplied - Carried forward			719	472	534	135	5	
		Revenue Contributions Reserve - Brought forward			(587)	(1,108)	(1,033)	(6)	(9)	
		Budgeted Revenue Contribution			(300)	(300)	(500)	(500)	(500)	
		Additional specific revenue contributions from departmental budgets and revenue grants.			(145)	(46)	(225)	(145)	-	
		Revenue contribution: movement in reserves				(166)				
		Revenue Contributions Reserve - revenue support/provisions.			38	114	132	153	-	
		Balance of Revenue Contributions Reserve - carried forward			588	1,033	6	9	4	
		Government Grants			(14,583)	(9,034)	(11,196)	(1,908)	(1,666)	
		S106			(546)	(1,013)	(791)	(40)	(206)	
		Other External Contributions			-	(70)	-	-	-	
		Community Infrastructure Levy			(5,833)	(4,256)	(7,113)	(10,268)	(2,338)	
		Prudential borrowing			(10,405)	(622)	(26,986)	(2,939)	(934)	
HOUSING										
		Capital Receipts Unapplied - Brought forward			(3,669)	(3,497)	(3,435)	(1,021)	(1,017)	
		Capital Receipts - Anticipated			(141)	(141)	(20)	(20)	(20)	
		Capital Receipts - Right to Buy			-	-	-	-	-	
		Revenue contributions				(71)				
		Better Care Funding and other government grants.			(2,121)	(4,790)	(3,646)	(1,400)	(1,400)	
		S106			(464)	(935)	(368)	-	-	
		Other External Contributions			-	-	-	-	-	
		Internal or Prudential Borrowing			(1,761)	(2,302)	(1,785)	-	-	
		Capital Receipts Unapplied - Carried forward			2,536	3,435	1,021	1,017	1,013	
TOTAL FUNDING					(38,367)	(24,609)	(56,977)	(17,467)	(7,203)	

Programme Funding

All Revenue contributions	(405)	(544)	(1,620)	(489)	(505)
Capital Receipts	(2,249)	(1,043)	(3,472)	(423)	(154)
Section 106	(1,010)	(1,948)	(1,159)	(40)	(206)
Other External Contribution Grant	-	(70)	-	-	-
Community Infrastructure Levy	(16,704)	(13,824)	(14,842)	(3,308)	(3,066)
Community Infrastructure Levy	(5,833)	(4,256)	(7,113)	(10,268)	(2,338)
Prudential borrowing	(12,166)	(2,924)	(28,771)	(2,939)	(934)
Total	(38,367)	(24,609)	(56,977)	(17,467)	(7,203)
Balance of capital receipts	(3,256)	(3,647)	(1,555)	(1,152)	(1,018)

Key:

- EC** External Contributions
S106 S106 - Section 106 developer contribution
CIL Community Infrastructure Levy
GG Government Grant
CR Capital Receipts
RS Revenue Savings
PB Prudential Borrowing
C Project complete. Where this relates to payment of a contribution, indicates contribution has been paid.



Climate Change project

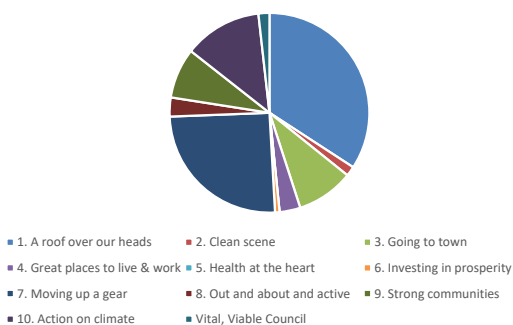
√ Budget carried forward from previous years

Bold**Denotes a change in the programme**

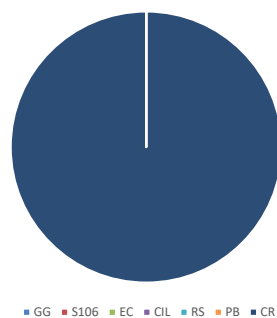
Code /bid no.	Asset/Service Area	Description	Provision?	C/f ?	ORIGINAL	LATEST	LATEST	LATEST	LATEST	Council Strategy
					BUDGET	BUDGET	BUDGET	BUDGET	BUDGET	
					2023-24	2023-24	2024-25	2025-26	2026-27	
					£'000	£'000	£'000	£'000	£'000	

1. A roof over our heads				5,661	8,412	8,262	1,454	1,454
2. Clean scene				165	388	14,203	768	321
3. Going to town				14,326	2,277	15,271	1,955	-
4. Great places to live & work				2,029	829	6,422	7,138	2,088
5. Health at the heart				-	-	-	-	-
6. Investing in prosperity				2,000	180	2,250	-	-
7. Moving up a gear				7,998	6,222	3,025	1,130	250
8. Out and about and active				194	757	260	700	701
9. Strong communities				1,961	2,001	2,443	1,674	1,666
10. Action on climate				3,639	3,106	4,552	2,439	439
Vital, Viable Council				394	437	289	209	284
Totals				38,367	24,609	56,977	17,467	7,203

Strategy Summary



Funding Summary



This page is intentionally left blank



Teignbridge District Council

Draft Financial Plan

2024 to 2029

1. About this Plan

Our Financial Plan looks at the position of the revenue budget and considers the General Fund ¹ position in terms of general reserves and earmarked reserves and the Capital Programme ² and the inter-relationship between the two.

The purpose of this Plan is to define how the Council will structure and manage its finances over the next five years in order to deliver services to residents and support the objectives detailed within the Council Plan.

The Financial Plan also links with other key plans and documents of the Council including Service Plans, Asset Management and Disposal policies, the Digital Strategy we are developing, Procurement and Treasury Management. Input will also be provided through the Overview & Scrutiny Committees review of budget priority and savings work and the Council's Senior Leadership Team.

The Financial Plan comprises of two parts;

➤ **Part 1 - The Medium Term Financial Plan (MTFP)** *(page 3)*

This is a key element of the budget setting process. The MTFP provides a financial model and forecast of the cost of providing services over a rolling five year period, together with an estimate of the financial resources that are likely to be available to the Council. The process is designed to provide an early warning of any potential deficit in the required level of resources and interaction with earmarked reserves if available to smooth funding where appropriate.

As well as considering the revenue implications and the General Fund balance, the MTFP also reviews the affordability of the Council's capital investment programme, matching forecast funding against planned capital spending over a five year horizon. The capital programme is easier to control as individual schemes can be approved or not by Council to match resources available. Clearly this has its own implications in meeting the Council Plan objectives but does not have the same degree of organisation complexity as the General Fund involving significant staff numbers, team interaction and service delivery.

➤ **Part 2 – Financial Viability Process (FVP)** *(page 14)*

This part of the Financial Plan considers how the Council will attempt to balance its finances over the coming years to continue to provide service for its residents and customers. It ensures we are achieving Value for Money throughout the Council within each service, it evidences this and seeks improvement and savings where possible. The process involves review of service plans with a team of key staff from the Business Transformation Team, Finance and Performance to aid us in this process. They work with the relevant services to discover likely savings to pursue, viability, time scales and resources required to implement.

Depending on the outcome of this work and savings achieved, consideration will then need to be given as to whether service reductions are required to balance the books in order to achieve financial sustainability and viability.

Definition Note:

1. The General Fund records day to day revenue spending and income on the delivery of Council services.
2. Capital programme spending relates to purchases or enhancements of assets, expenditure that has benefit greater than a year and is over £10k.

➤ **Part 1 - The Medium Term Financial Plan (MTFP)**

2. Introduction

The development of a five year financial model is based upon a number of assumptions and perceived risks which clearly become more difficult to predict as the period covered lengthens. In recent years we have been subject to one year only financial settlements from Government, there have been fundamental funding reviews proposed, delayed and then cancelled on a number of occasions making even short term planning difficult. We now have a further one year settlement for 2024/25 with no clarity on what will happen about when central funding is to be reviewed again which is now predicted to be in 2026/27. Any plan built over a period greater than 5 years becomes more unpredictable as assumptions about future financial indicators lengthen.

In broad terms the model has been developed on the basis of 'reasonable and prudent' forecasts and assumptions in accordance with sound accounting practice.

3. Fundamental principles

Underpinning this plan, the following fundamental principles have been adopted:

- To secure the financial viability and stability of the Council in accordance with the Chief Finance Officers (CFO) responsibility to protect the Council's finances.
- Annually, a balanced revenue budget will be set with expenditure to be limited by the amount of available resources.
- Where a balanced revenue budget cannot be achieved in the short term use of earmarked funding reserves will be used to balance the budget but by exception.
- The General Fund balance will be maintained at the agreed adopted level as advised by the Chief Finance Officer.

- If earmarked reserves are not available to balance the budget resources will be redirected from low to high priority services to meet objectives set out in the Council Plan and maintain statutory functions.
- Council Tax increases will be kept within annually announced government guidelines to ensure a local referendum is not triggered.

In considering the capital budget, the Council will continue to follow the methodology of assessing schemes against their contribution to the corporate strategy, service improvement and long-term impacts on budget as well as deliverability within finite staff resources. The Council will also seek to maximise the use of its assets.

4. Financial background

The Government has cut core funding significantly for a number of years.

Additional support was provided during the Pandemic but this has now been withdrawn and the underlying funding for local authorities is historically low.

There are significant financial pressures to consider with higher inflation rates, interest rates, energy and food costs and a potential recession. As a consequence the indications are higher national pay awards and other direct cost implications mainly associated with contractor and partner costs. There has traditionally been low investment income received however this increased significantly with the increases in base rate but has an adverse impact on borrowing costs for capital schemes. Profiling debt can smooth out some of these short term change in rates. Ambitions remain to pursue our carbon reduction programme and improve services through further investment. This all brings significant financial challenges and a requirement for us to act more commercially to generate more income.

These factors have shaped the finances of the Council over recent years and placed it in a continuous difficult position of setting balanced budgets.

The Council needs to address its continuing budget gaps on the revenue budget and mitigate use of funding earmarked reserves which could be redirected to other activities. Member support is key to achieving this objective.

The Council has facilitated and encouraged business and housing growth in the district to deliver its ambitions and benefited in additional government funding through New Homes Bonus and extra Business Rate income which to date has put the Council in a stronger financial position than a number of other councils. This has enabled continued significant investment in non-statutory services to benefit the district. The Council has also embarked on building its own housing to facilitate moving towards its affordable housing target aspirations.

5. Medium Term Financial Plan

The base for the MTFP is the 2023/24 approved budget and the current cost of ongoing services, adjusted to take account of a range of unavoidable costs such as pay increases, inflationary pressures, the implementation of any approved changes to the budget and any costs arising from new legislation and associated regulations or changes in resident

demand. The updated MTFP takes account of any forecast variations in the level of both investment and fee income.

The Plan also considers and makes reasonable assumptions about the likely incomes from council tax and central government funding.

The MTFP is designed to model likely outcomes and to aggregate the sum of all potential financial inputs, to determine whether the Council will have sufficient resources to achieve its objectives, or indeed whether action is required to bridge a funding gap.

In formulating these calculations a number of assumptions have been made and a range of external influences considered. The various risks and pressures are detailed at the end of the Plan with commentary on their potential impact. The consequence of the pandemic was a significant risk but high inflation and other economic factors and their impact on our finances and the public is now the central concern.

Appendix A to the Financial Plan contains the best estimates of the 5 year costs and incomes.

A similar exercise has been undertaken in respect of future capital expenditure, detailing the anticipated level of resources required, together with potential funding sources available to the Council to support its planned programme of works and where there are revenue implications these have been acknowledged within the Plan.

6. MTFP – Revenue Position

The position on General Fund services is extracted in the table below in section 8 and shows the current year 2023/24 for comparison and forms the basis from which future assessments have been made. The 2023/24 position is the set budget from February 2023 and then the latest position for 2023/24, the implications effecting this budget are considered going forward.

Some key areas to note in this calculation:

Service Budgets - This position is calculated based on current service provision adjusted where there are known resident demand changes, contract agreements or legislative requirements. This position does not include any growth in service or staffing to the Council's current service level with the exception of:

- Inclusion of £1.0 million as a one off to pay an element of the pension fund deficit and reduce future deficit funding contributions.
- Additional temporary resources to deliver significant projects, climate change, service reviews, business/systems improvements etc and for the Modern 25 work and scrutiny function.
- Renewal of the vehicle leasing contracts.
- The 2023/24 budget for staff salaries was based on an assumed 2% increase. At the time of developing the MTFP the

latest offer of a flat sum payment of £1,925 per employee (based on a full time individual) has been approved and implemented. This equates to a net cost over the budgeted sum in the General Fund in excess of £750,000 for 2023/24 and over £850,000 for future years based on full employment. This additional cost has been added to the model.

- Each of the 3 owners of Strata are requiring additional support to meet the various work demands and objectives requiring IT support and development. This will lead to an increase in cost. The base budget will include the provisional sums known and be amended when the relevant approvals have been provided.

The Council's previous full set of budget papers [Agenda for Full Council on Tuesday, 21st February, 2023, 10.00 am - Teignbridge District Council](#) is a useful historical reference as it details significant information about the service provision currently provided; costs and income received for revenue (appendix 4 and appendix 5), staffing resources involved in each area (appendix 5) and the capital programme (appendix 7).

Government Funding General - The 2023/24 Local Government Finance Settlement was a one-year spending round only with some information in relation to 2024/25. This put on hold again planned reforms; changes to both the local government funding formula and the re-basing and implementation of a new business rate retention scheme.

The Government continued to follow previous years settlements and issue a settlement for one year only for 2024/25. There was no announcement about when they intend to undertake a review of local authority funding however this is probably going to be in 2025/26 with likely funding resets to be in 2026/27. Any change in Government following the General Election could alter this.

Understanding this funding position and the implication on other core funding mechanisms (Business Rate Growth and New Homes Bonus) is critical to determining the MTFP position but there is uncertainty.

The MTFP now assumes a fall to baseline funding for the Council from 2026/27; taking away any growth in business rates (2024/25 budget £2.8 million (including pooling gain) and £2.9 million assumed for 2025/26 and the change in NHB from £0.4 million per annum in 2023/24 to £0.6 million in 2024/25 with an assumption of £0.6 million in 2025/26) and nothing thereafter. In terms of the possible reductions as stated the timing is unclear and the cliff edge in funding reduction has been assumed in the model as worst case because there is likely to be transitional funding introduced to smooth out the reductions for authorities like Teignbridge (this is referred to as 'damping' and some provisional estimated figures are now included to reflect a possible likely position but still very uncertain).

The Local Government Finance Settlement is announced normally late November/early December and for 2024/25 was announced on 18 December which makes planning extremely difficult as councils initial budget processes are finalised at that point. The finance policy statement published on 5 December 2023 only outlined some of the key principles for 2024/25.

The implications of the Levelling Up and Regeneration Bill and any change to the shape of local government going forward, particularly in Devon, has not been addressed in the MTFP as it seems no fundamental change in the short term is likely but this position will need to be kept under review.

7. Business Rate income

This has been assumed under the existing arrangements; the 50% rate retention scheme. The Government had intended to introduce a 75% retention scheme but this has now been dropped with a review at some stage still being the Government's stated intention.

The MTFP assumes in 2024/25 the Council will be £2.800 million above the baseline funding level (retained growth) including pooling gains. This is considered reasonable based on current levels of income and projected growth. The Council does maintain a bad debt provision and a business rate funding reserve to mitigate annual fluctuations in rating assessments.

The greater, more fundamental risk is Government changing the regime and us losing the business rate growth in future years which has been built up. Because the timing and degree of risk is unknown the Council currently holds a Funding Reserve to cover these fluctuations and the existing gaps in the revenue budget which is not balanced. This will be used to continue to meet service costs in the budget in the short term if the worst case scenario happened. This would take place if the Government announce in any December Settlement that all growth income from business rates will be lost in the following year – highly unlikely especially without some transition protection but this reserve is available to give time to cut costs in an orderly manner to best protect the residents of Teignbridge should the worst happen.

8. Council Tax

The Government has for a number of years determined district councils can increase their council tax by £5 a year or up to 2% whichever is the greatest before triggering a local referendum. This is the level of income the Government assess is available to the Council and the MTFP applies this increase annually. The Government assumes that the Council will increase its Council tax by these limits when setting its allocation of other funding streams. The allowance for 2023/24 was increased to 2.99% before a referendum is triggered and this is built into the model for 2024/25 and future years (£5.70 for 2024/25).

9. New Homes Bonus (NHB)

Income retained in the General Fund to support revenue costs has been included in the annual budgets for a number of years but has reduced significantly and is currently £0.4 million. The scheme is supposedly ending in its current form with the annual amount reducing; this gives £0.4 million available in 2023/24 which is then increasing to £0.6 million for 2024/25 and projected to be £0.6 million for 2025/26 and then potentially not replaced so zero for 2026/27 onwards. There are still no guarantees about future years after 2024/25 or whether a replacement will be available.

A replacement for NHB was consulted on over three years ago with the Government wishing to sharpen the incentivising of housing growth in the most effective way, no announcement of a replacement scheme has been made so it is assumed the scheme will continue in its reduced form with just an annual sum paid based on one year's growth and then end. A provision of £0.4 million had been included for potential repurpose of the NHB funding stream but this now seems unlikely. At the height of the scheme the Council was paid the annual growth sum for 6 years – in 2016/17 the Council received £3.848 million (the most received in any one year). A provision for smoothing of the funding changes is also incorporated into 2026/27.

10. MTFP numbers

The MTFP is provided annually in the budget papers as appendix 4. This provides the latest numbers for the current year and the following 3 years. Future years are extremely uncertain however an attempt to calculate our budget gaps extended to year 5 is shown below the 3 year projection replicated below.

Revenue Budget Summary					Appendix 4
Revenue Budget	2023-24	2023-24	2024-25	2025-26	2026-27
	Forecast	Latest	Forecast	Forecast	Forecast
<i>EXPENDITURE</i>	£	£	£	£	£
1 Employees	24,398,970	23,963,540	26,934,620	26,142,300	26,863,990
2 Property	5,721,180	5,809,390	5,873,810	6,023,260	6,180,400
3 Services & supplies	6,768,450	8,250,310	6,900,580	6,796,780	6,992,810
4 Grant payments	19,182,450	22,432,450	19,334,800	17,334,800	15,334,800
5 Transport	1,057,840	799,050	1,082,810	1,099,660	1,118,190
6 Leasing & capital charges	1,497,950	1,543,670	2,365,490	2,701,240	2,726,460
7 Contributions to capital	300,000	417,290	500,000	500,000	500,000
8 Total expenditure	58,926,840	63,215,700	62,992,110	60,598,040	59,716,650
<i>INCOME</i>					
9 Sales	-1,467,900	-783,700	-807,690	-840,000	-873,600
10 Fees & charges	-10,781,150	-11,395,240	-11,928,260	-12,524,670	-13,150,900
11 Grants - income	-19,388,510	-22,926,590	-19,542,500	-17,542,500	-15,542,500
12 Property income	-3,343,710	-3,871,920	-3,699,950	-4,127,570	-4,251,700
13 Other income & recharges	-4,105,820	-5,528,090	-4,533,480	-4,010,380	-3,843,720
14 Transfer from (-) / to earmarked reserves	-2,205,900	-920,310	-3,670,140	-2,269,490	-4,480,430
15 Total income	-41,292,990	-45,425,850	-44,182,020	-41,314,610	-42,142,850
16 Total net service cost	17,633,850	17,789,850	18,810,090	19,283,430	17,573,800
<i>Funding</i>					
17 Council tax	-9,576,500	-9,576,500	-10,004,930	-10,507,120	-10,929,500
18 Council tax/community charge surplus(-) / deficit	-125,550	-125,550	-251,670	0	0
19 Revenue support grant	-245,040	-245,040	-261,270	-277,060	0
20 Rates baseline funding	-3,520,800	-3,520,800	-3,634,240	-3,720,860	-3,768,620
21 Estimated rates retention and pooling gain	-2,446,200	-2,684,960	-2,800,410	-2,920,830	-1,319,150
22 New homes bonus	-404,940	-404,940	-650,240	-650,240	0
23 Alternative housing funding/damping	0	0	0	0	-1,500,000
24 Other grants	-1,314,820	-1,314,820	-1,207,330	-1,207,320	-56,530
25 Budget gap (-) to be found	0	0	0	0	0
26 Total funding	-17,633,850	-17,872,610	-18,810,090	-19,283,430	-17,573,800
27 -Surplus/shortfall	0	-82,760	0	0	0
28 General reserves at end of year	2,300,001	2,400,004	2,400,004	2,400,004	2,400,004
29 General reserves as % of net revenue budget	13.0%	13.4%	12.8%	12.4%	13.7%

The table below shows annual budget position over the 5 year period – see appendix A for more detail.

Table: MTFP Model – Annual budget shortfall

General Fund	2024/25 £000	2025/26 £000	2026/27 £000	2027/28 £000	2028/29 £000	2029/30 £000	2030/31 £000	2031/32 £000	2032/33 £000	2033/34 £000
Budget Shortfall/(Surplus)	3,670	2,269	4,480	4,344	4,090	Not costed	Not costed	Not costed	Not costed	Not costed



Shortfalls are covered by earmarked reserves. 2026/27 is when rebasing of business rates is expected creating a significant business rates funding reduction. Early identification of savings will ensure the funding reserve is not expended as this is required in the medium term to assist with ongoing variations. By using the model different scenarios can be shown to guide the annual budget setting process.

The Model identifies the pressures and influences on the Council’s revenue budgets and highlights a shortfall between the Council’s spending requirements and the amount of finance available. Actions will need to be taken to meet these shortfalls and the need to keep finding savings year on year is not to be underestimated.

11. MTFP Revenue - The Way Forward

The funding gap for 2024/25, 2025/26 and 2026/27 needs to be addressed working with SLT, senior officers and Members – ultimately eliminating the ongoing gap in 2026/27 when reset of funding is now likely to take place. Savings should be filtered into the budget process each year as part of the annual budget process but also in year as savings ideas are formulated, worked on and delivered.

A key area to explore is what savings/increased income can be achieved by working through service reviews and proposed savings options, this being before more fundamental decisions are made on whether there is a need to explore cutting services to the public. Working through service plans and Modern 25, eliminating quick wins, working more commercially will help towards achieving this goal. Clarifying the appropriate level of investment in IT to reconstruct our organisational structure will be vital and identify staff savings through automation of procedures. These are some initiatives that will help as well as the normal scrutiny through the budget process. This Plan also proposes that we work with the actions in the Financial Viability Process.

The Plan proposes a two stage approach which is linked to the uncertainty of Government funding for local authorities and possibly even the shape of local government going forward.

- Each year we will undertake service reviews to ensure we are delivering VFM, drive efficiencies to see what savings can be achieved and to form an evidence base that we have done what we can, challenging ourselves on cost effective delivery of services. This will also be combined with looking at suggestions from the Ignite report (now incorporated into Modern 25) and savings suggestions identified from review of previous unspent budgets and invest to save – such as IT investment to deliver more automation. A review of our assets including disposal, re-use etc will be explored and all commercial opportunities to generate more income.

- If the funding gap estimated in 2026/27 of £4.5 million materialises, which is dependent on Government direction, then efficiencies and income generation are not going to drive that level of savings and we will need to propose significant service reductions. But this comes at a point when we know how much we need to find and when, before radical service decisions are made. As stated we have an earmarked Funding Reserve in place to protect us against any immediate changes should Government carry out reforms without good notice and support existing revenue budget gaps.

This gap should not be ignored and what actions could be taken should be considered and formulated. If savings are not found over the next 3 years then the Funding Reserve will be depleted leaving insufficient funds to address future significant variations in funding or budget pressures. Early identification of savings and their introduction would allow unspent earmarked funding reserves to potentially be reallocated. There is also some uncertainty around some further funding in the form of 'damping'. It is difficult to determine the value of this funding with no guidance available but this could assist for a period of 24/36 months in 2026/27 and 2027/28 (and possibly 2028/29).

Key areas of budget proposals to be agreed are as follows and can continue to be monitored and developed through the Overview & Scrutiny work plan:

- a. **Approval of Council tax increases at the maximum allowed – £5 or 2.99% currently**
- b. **Agreement of our asset strategy and determining best use of our assets – disposal/transfer/re-use and re-model**
- c. **Pursuit of maximum asset disposal proceeds**
- d. **Exploring commercial investment opportunities including charging policy**
- e. **Maximising income from existing fees and charges**
- f. **Exploring new opportunities for setting fees and charges**
- g. **Reviewing the savings options from the Ignite work**
- h. **Investing in our IT provision to deliver more automation and efficiencies**
- i. **Review our policy for earmarked reserves and funding budget gaps**
- j. **Reviewing support for third sector grants and support**
- k. **Identifying other voluntary grants and future support**
- l. **Reviewing quick wins and budgets no longer required**
- m. **Periodic review of the capital programme and alignment to strategic priorities**
- n. **Agreement to provide a revenue contribution to capital at £300,000 per annum in 2023/24 and £500,000 per annum for future years**
- o. **Determining adequate borrowing limits including headroom for the capital programme through approval of the appropriate treasury management indicators**
- p. **Councillors community fund budget**
- q. **Further payments to reduce the pension fund deficit**
- r. **Minimum level of general reserves – currently suggested at £2.4 million**
- s. **Limit use of earmarked reserves to bridge budget gaps**
- t. **Considering new funding models**
- u. **Timeline for delivery of savings**
- v. **Working with Town and Parish councils re service provision**

12. Capital

The Council maintains a programme of capital expenditure designed to improve a wide range of community facilities and local infrastructure. The forward funding projections below only include rolling items and projects identified early by managers; **there will be proposals missing from this list** that will need to be considered for funding out of available resources as they come forward.

There will be a disparity between the Council's capital spending aspirations being greater than the amount of finance available. In producing these figures agreed principles have/will be applied:

- A capital bid process is in place whereby appraisal forms are completed for each scheme and an assessment methodology applied to prioritise expenditure within resources available. This prioritisation is overseen by the Corporate Projects Board.

MTFP Model – Capital Expenditure and Funding Position

Strategic Priority	2023/24 £000	2024/25 £000	2025/26 £000	2026/27 £000	2027/28 £000
A roof over our heads	8,412	8,262	1,454	1,454	1,454
Clean scene	388	14,203	768	321	220
Going to town	2,277	15,271	1,955	-	-
Great places to live and work	829	6,422	7,138	2,088	5,138
Health at the heart	-	-	-	-	-
Investing in prosperity	180	2,250	-	-	-
Moving up a gear	6,222	3,025	1,130	250	550
Out and about and active	757	260	700	701	40
Strong communities	2,001	2,443	1,674	1,666	-
Action on climate	3,106	4,552	2,439	439	2,000
Vital, viable council	437	289	209	284	41
Total Capital Expenditure	24,609	56,977	17,467	7,203	9,443
Borrowing	(2,924)	(28,771)	(2,939)	(934)	-
Capital Receipts	(1,043)	(3,472)	(423)	(154)	(24)
Revenue contributions (includes specific sums)	(544)	(1,620)	(489)	(505)	(291)
Grants / external contributions	(13,894)	(14,842)	(3,308)	(3,066)	(1,400)
CIL	(4,256)	(7,113)	(10,268)	(2,338)	(7,688)
S.106	(1,948)	(1,159)	(40)	(206)	(40)
Total Funding	(24,609)	(56,977)	(17,467)	(7,203)	(9,443)

The Programme expenditure includes those schemes already approved by Council and rolling items and provisions. **Bids will come through the annual budget process giving a different picture to that given above and there will be choices to make in order to keep expenditure within resources available.**

The above has been produced using the latest budget monitoring position and it is clear from observation that periodically the programme needs to be re-profiled with the budget managers. There are a number of schemes which will not be delivered in part or full in the year the budget is allocated. From the view of the MTFP it's the overall position that can be considered taking all years into account.

The programme assumes £35.6 million of borrowing between 2023/24 and 2027/28 in addition to the current underlying need to borrow of £21.0 million. Cash flow monitoring and balance sheet review exercises indicate no immediate need to borrow externally over the next 2-3 years. This is dependent upon the speed with which capital projects progress and is reviewed periodically alongside interest rate monitoring, so that when long-term external borrowing is required, it is undertaken in a controlled way in line with the Council's treasury strategy. This position has been factored into the revenue model in terms of costs of borrowing/lost external interest/minimum revenue provision etc. Any new borrowing will need to be considered in conjunction with existing borrowing commitments, maximum borrowing limits and a comfortable headroom for borrowing.

The above capital receipts line is based on the most recent activity and forecast information.

Key issues to consider for this Plan in terms of capital are:

- Only approved schemes and provisions from the February 2023 budget process and subsequent approvals brought to Members are included. The current position shows General Fund capital receipts largely being used by 2025/26. If any new projects or schemes do come forward, it is assumed they will attract sufficient funding and/or have a positive business case with a minimum return of 1%.
- Any scheme inclusion in the Programme over and above this core annual expenditure needs to be considered carefully for inclusion in future programmes. This happens on a case-by-case basis to determine if they meet corporate objectives. Business cases must evidence the required 1% return in the case of self-funded schemes, or show delivery in conjunction with other agencies/partners. Some schemes will come with no funding but may still be necessary, for example IT improvements and asset refurbishments.
- The introduction of £300,000 per year baseline as a revenue contribution to capital in 2023/24 (then increasing to £500,000 in future years) will assist in supporting the capital programme and for any spends without a sufficient supporting business case. Revenue contributions are all committed until 2027/28.

The Way Forward – Capital programme

- There is a clear necessity for the continuation of the Corporate Projects Board to consider the allocating of capital resources against competing capital scheme bids.
- The programme needs to be populated with realistic expenditure estimates into the future; further work has been undertaken on Council assets costs and a review of our asset management policies and use of assets.
- The Project Management Guidelines will continue to be used to inform the capital bid process through detailed capital appraisal forms and Project Initiation Document (PID). There will be continued monitoring of progress on key projects through the Council's Corporate Projects Board.

➤ **Part 2 – Financial Viability Process (FVP)**

13. Aim of the FVP

This part of the Finance Plan considers how the Council will balance its finances over the coming years to continue to provide service for its residents and customers. We will ensure we are achieving Value for Money throughout the Council within each service, we will evidence this and seek improvements and savings where possible. We have key dedicated resources to aid us in this process and available to work with services.

Depending on the outcome of this work, and the savings achieved, as identified in 11 above we will then need to look at reductions in service delivery necessary to balance the books going forward to deliver financial viability and sustainability.

This will all be looked at against the backdrop of the risks and challenges that have implications for the Council's financial position in the medium term.

The major risks and pressures are:

Changing government funding
Inflation
High interest rates
Cost of living crisis and impact on services/income
Ongoing impact following the Covid pandemic and recovery
Existing budget gaps and limited earmarked reserves
Staff resources
Additional demands from Government

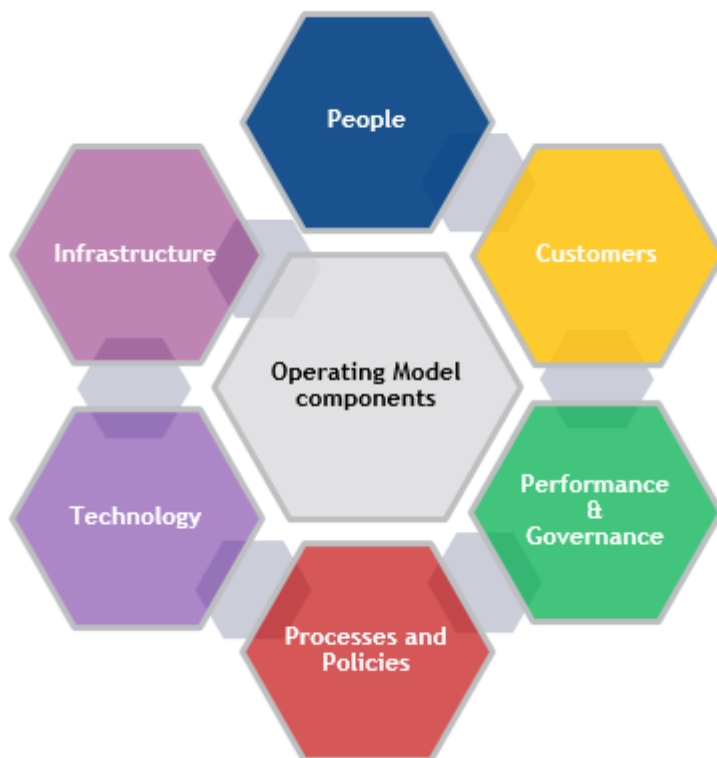
14. Modern 25 Programme

TDC accepts that to achieve the level of savings required, it needs to change the way things are done and alter its operating model, whilst ensuring that the customer is still at the heart of council services. Independent consultants were commissioned through a procurement process to work in partnership with Teignbridge Senior Leadership Team to deliver:

- A strategic alignment review
- Recommendations for a new Target Operating Model

The objective of the programme is to deliver a new operating model for the council. An operating model encompasses all aspects of the way the organisation delivers its core purpose and includes

- People and Organisation – the activities that our staff carry out and how they are managed and organised
- Technology and Infrastructure – the software, physical ICT infrastructure and physical assets that are in place to support how people carry out the council’s work
- Ways of Working – the processes, policies, procedures, performance, governance, leadership and management that is in place
- Culture & Behaviours – Creating a work environment which supports delivery of strategic priorities and core services to our customers and an organisation that invests in its people
- Strategic Priorities – the strategic portfolio of programmes and projects that are in place to deliver the council’s strategic priorities



From their recommendation we have developed our Modern 25 programme which aims to deliver a new operating model for the council delivering £2.6 million of phased benefit savings by April 2026 and implementing the changes across the whole council in line with agreed design principles. The programme focuses on delivery of 3 main workstreams

1. Customer and Service Design - Lead Tracey Hooper

This will digitalise services that the users of our services want and design support mechanisms for customers who need help to make a request or support service users who have complex needs.

Our services will be designed to be more sustainable through:

- Shifting our service users to less expensive digital channels in line with our current demand, through active promotion and nudges
- Designing services that are easy for users to access and make a request
- Maximising the value provided by our front line staff in helping residents with complex needs
- Creating excellent online information and guidance for our service users
- Proactively and passively keeping service users informed throughout their service journey

2. Technology and Digital - Amanda Pujol

This will define and develop the technology and digital requirements to support the new operating model by:

- Defining the key technologies that will support the new operating model and ways of working
- creating a roadmap for delivering these capabilities
- Defining the digital capabilities required and running a procurement exercise to fill the capability gaps
- Provide resources in skills to configure new digital capabilities and integrate them, in line with our technology roadmap

It is underpinned by our Digital Strategy adopted in 2021 built around six themes:

1. Customer access and service
2. Digital and mobile work force
3. Digital democracy
4. High-quality, accessible data
5. Digital and Net Zero
6. Responsive, resilient and secure infrastructure and systems

3. People and Organisational Design - Tim Slater

We are currently designing, developing and delivering a new council structure that supports the new operating Model for the delivery of services to our customers and the delivery of our strategic portfolio. This will include a review of current HR policies and procedures, including performance management, to support the implementation of the new operating model and define:

- The spans of control for managers and the scope of management responsibilities for changes to the organisational structure

- The creation and evaluation of any new roles that will be created to support the delivery of the new operating model
- The programme will review HR policies and procedures, including performance management to support the implementation of the Target Operating Model
- The governance structures that will support performance management

4. Strategic portfolio - Martin Flitcroft

This will define and develop business cases, statements of works and specific individual projects to deliver against a revised strategic portfolio which is aligned with the Council's priorities and strategy. The programme will oversee:

- all implementation and change activities associated with the deliverables from the strategic portfolio projects
- Monitoring of projects progress as part of overall programme governance
- alignment of project outcomes with the new operating model

In order to deliver this programme of work there will be an upfront investment to provide additional temporary staffing resources and capital investment in digital infrastructure and systems. The new structure will result in a reconfiguration of services and new posts and roles being created. The Council is also undertaking a pay structure review which will result in a new pay scale and job evaluation process being developed and implemented to ensure the Council remains competitive and can attract the staff with the key skills to deliver the best service for residents in the District. Changes to the structure and potential investments are/will be incorporated into the revenue and capital budgets.

We are developing a Digital Strategy and we are now working with Strata and our other partner authorities to ensure the outcomes can defined and delivered. The Strategy is built around six themes

Customer access and service
 Digital and mobile work force
 Digital democracy
 High-quality, accessible data
 Digital and Net Zero
 Responsive, resilient and secure infrastructure and systems

5. Performance Management Data: Lead – Jack Williams

It is crucial we use relevant data to inform our business decisions. Performance data needs to be readily available and used by managers, SLT, CMT and members to drive decisions and be clear where action is needed/not needed and how we are performing for our residence, identifying and resolving issues quickly. Importantly this needs to link with system thinking to ensure we measure the right things.

It is necessary to understand cost, performance and activities of services and undertake appropriate comparisons to be clear where we are providing Value for Money and where we are not. Help identify where improvements are needed or to determine we are comfortable and understand the variances.

We have a Performance and Data Analyst but also services have their own resources in this area and we need to share and oversee the whole.

6. Asset Management: Lead – Tom Phillips

In reviewing our services there are some services where asset management is relevant and areas it is not. There are key elements to be considered by services;

- a) Understanding the financial and non-financial performance of assets and using this to drive asset management decisions.
- b) Proactive asset management – Maximising the returns from assets and disposing of assets that have a poor financial / non-financial return and at market value where appropriate.
- c) Investing in assets only where there's a strong business case.
- d) Supporting wider objectives – Being clear where and how asset management is supporting wider objectives, such as benefitting the community, shaping the built landscape, supporting the Council in its service delivery and proactively supporting our commitment to tackling climate change.
- e) Encouraging asset transfer where appropriate.

There can be a quick analysis within each service to determine scope of opportunities.

7. Income Maximisation: Lead – Claire Moors

It is viewed that members are supportive of ensuring where fees and charges are made that these are set at appropriate rates and reviewed regular to keep pace with costs. It is also considered there is support to develop existing services areas where there is opportunity and customer demand for additional or enhanced services to be offered that can generate surpluses for the Council. An average 5% increase is proposed for 2024/25 to recoup inflationary costs. Any charges below an average for the service need to be increased accordingly and a more commercial view pursued for the charging of activities and services.

Again there can be a quick analysis within services to determine scope for opportunity.

EXTERNAL INFLUENCES AND KEY ASSUMPTIONS WITHIN THE REVENUE MTFP MODEL

- Inflation**

Inflation rates are based on the latest available data.

Although the financial model is based upon what are believed to be a series of prudent assumptions, there is inevitably a risk that some or all factors applied could be inaccurate. The table below summarises the impact of any such inaccuracies that would have a detrimental effect upon the financial plan. Inflation in recent times has not been a high risk but currently rates are historically high with Bank of England projecting inflation to remain relatively high in the short to medium term driven by food and energy costs. Contract costs, pay rises and a pay review of salaries are likely to cause some of the biggest pressures for future years.

Financial impact of changes in inflation assumptions 2024/25.

Factor	MTFP Predicted Inflation Costs £000	Worse by 1% £'000	Worse by 2% £'000
Pay, N.I & Pension & other employee costs + other costs	872	218	436

- Investment Returns**

The approach adopted, of budgeting for investment income remains prudent. Investment return predictions have been factored in with higher income in 2023/24 but reducing in future years.

- Council Tax Income**

The MTFP had previously followed recent Government practice of allowing a £5 a year increase.

This was modified to reflect the change in percentage to 2.99% for 2023/24 and 2.99% for 2024/25 (£5.70) and future years.

Financial impact of changes in council tax levels (2024/25).

Level of council Tax increase	Predicted council tax income £000	Loss of income in MTFP 2024/25 £'000
Council tax yield at £5 (2.62%) increase	(9,969)	36
Yield at 2.0%	(9,909)	96
Yield at 1.0%	(9,812)	193
Yield at 0.0%	(9,715)	290

This calculation shows a one year effect, this reduction would be lost each year going forward plus the opportunity to increase the level in future on a higher base.

- **New Homes Bonus**

The main risk is numbers being below the projections as new properties being built continues to recover from the pandemic plus constraints within the house building market. The Plan assumes significant reduction in income from previous years. We await Government consultation on any revised scheme and the implications on the MTFP but no projections can be made on this until Government outline any replacement scheme (if any).

- **Business Rate Income**

The risks associated with Business Rate income have been covered above including the Government's intention of business rates rebasing. A £2.800 million additional benefit has been budgeted in 2024/25 for additional rates above the Council's baseline (including pooling gain), this is the sum that will be budgeted and if the actual amount is less through a reduction in assessments or collection of income drops than the difference will be met from the earmarked Funding Reserve.

When the Government looks at rebasing then the Council has the earmarked Funding Reserve to be used to mitigate this for the year.

Revenue Budget Summary							Appendix A	
Revenue Budget	2023-24 Forecast	2023-24 Latest	2024-25 Forecast	2025-26 Forecast	2026-27 Forecast	2027-28 Forecast	2028-29 Forecast	
	£	£	£	£	£	£	£	
EXPENDITURE								
1 Employees	24,398,970	23,963,540	26,934,620	26,142,300	26,863,990	27,669,910	28,500,010	
2 Property	5,721,180	5,809,390	5,873,810	6,023,260	6,180,400	6,337,540	6,494,680	
3 Services & supplies	6,768,450	8,250,310	6,900,580	6,796,780	6,992,810	7,188,840	7,384,870	
4 Grant payments	19,182,450	22,432,450	19,334,800	17,334,800	15,334,800	13,334,800	11,334,800	
5 Transport	1,057,840	799,050	1,082,810	1,099,660	1,118,190	1,118,190	1,118,190	
6 Leasing & capital charges	1,497,950	1,543,670	2,365,490	2,701,240	2,726,460	2,726,460	2,726,460	
7 Contributions to capital	300,000	417,290	500,000	500,000	500,000	500,000	500,000	
8 Total expenditure	58,926,840	63,215,700	62,992,110	60,598,040	59,716,650	58,875,740	58,059,010	
INCOME								
9 Sales	-1,467,900	-783,700	-807,690	-840,000	-873,600	-908,540	-944,880	
10 Fees & charges	-10,781,150	-11,395,240	-11,928,260	-12,524,670	-13,150,900	-13,808,450	-14,498,870	
11 Grants - income	-19,388,510	-22,926,590	-19,542,500	-17,542,500	-15,542,500	-13,542,500	-11,542,500	
12 Property income	-3,343,710	-3,871,920	-3,699,950	-4,127,570	-4,251,700	-4,379,250	-4,510,630	
13 Other income & recharges	-4,105,820	-5,528,090	-4,533,480	-4,010,380	-3,843,720	-3,959,030	-4,077,800	
14 Transfer from (-) / to earmarked reserves	-2,205,900	-920,310	-3,670,140	-2,269,490	-4,480,430	-1,437,870	0	
15 Total income	-41,292,990	-45,425,850	-44,182,020	-41,314,610	-42,142,850	-38,035,640	-35,574,680	
16 Total net service cost	17,633,850	17,789,850	18,810,090	19,283,430	17,573,800	20,840,100	22,484,330	
Funding								
17 Council tax	-9,576,500	-9,576,500	-10,004,930	-10,507,120	-10,929,500	-11,368,850	-11,825,870	
18 Council tax/community charge surplus(-) / deficit	-125,550	-125,550	-251,670	0	0	0	0	
19 Revenue support grant	-245,040	-245,040	-261,270	-277,060	0	0	0	
20 Rates baseline funding	-3,520,800	-3,520,800	-3,634,240	-3,720,860	-3,768,620	-3,816,000	-3,867,000	
21 Estimated rates retention and pooling gain	-2,446,200	-2,684,960	-2,800,410	-2,920,830	-1,319,150	-1,375,870	-1,435,030	
22 New homes bonus	-404,940	-404,940	-650,240	-650,240	0	0	0	
23 Alternative housing funding/damping	0	0	0	0	-1,500,000	-1,317,000	-1,210,000	
24 Other grants	-1,314,820	-1,314,820	-1,207,330	-1,207,320	-56,530	-56,530	-56,530	
25 Budget gap (-) to be found	0	0	0	0	0	-2,905,850	-4,089,900	
26 Total funding	-17,633,850	-17,872,610	-18,810,090	-19,283,430	-17,573,800	-20,840,100	-22,484,330	
27 -Surplus/shortfall	0	-82,760	0	0	0	0	0	
28 General reserves at end of year	2,300,001	2,400,004	2,400,004	2,400,004	2,400,004	2,400,004	2,400,004	
29 General reserves as % of net revenue budget	13.0%	13.4%	12.8%	12.4%	13.7%	13.4%	13.0%	

This page is intentionally left blank

Teignbridge District Council Treasury Management Mid-Year Review 2023-24

Teignbridge District Council has adopted CIPFA's *Treasury Management in the Public Services: Code of Practice and Cross-Sectoral Guidance Notes 2021 Edition*. One of the requirements is the provision of a mid-year review of treasury management activities.

Activities Undertaken: Daily lending and borrowing from 1 April to 30 September 2023:

Fixed lending - * denotes investment placed in 2022-23 with end date in 2023-24

Borrower	Rate (%)	Amount	Start date	End date	Days lent April to September	Interest (£)
Nationwide	1.46	1,000,000	11/05/2022	10/05/2023	39	1,560.00
London Borough Of Haringey	3.17	3,000,000	21/09/2022	20/09/2023	172	44,814.25
DMO	3.845	1,500,000	03/02/2023	19/04/2023	18	2,844.25
Cheshire East Council	3.85	3,000,000	15/03/2023	19/04/2023	18	5,695.89
DMO	3.845	500,000	09/02/2023	06/04/2023	5	263.36
DMO	3.865	1,000,000	13/02/2023	19/04/2023	18	1,906.03
DMO	3.86	1,500,000	15/02/2023	19/04/2023	18	2,855.34
DMO	3.89	1,000,000	20/02/2023	19/04/2023	18	1,918.36
DMO	3.925	1,000,000	27/02/2023	19/04/2023	18	1,935.62
DMO	3.985	500,000	01/03/2023	09/05/2023	38	2,074.38
DMO	3.995	1,500,000	01/03/2023	25/05/2023	54	8,865.62
DMO	3.95	3,000,000	15/03/2023	28/04/2023	27	8,765.75
London Borough of Barking & Dagenham	4.45	1,000,000	15/03/2023	25/05/2023	54	6,583.56
DMO	4.1	1,000,000	28/03/2023	25/05/2023	54	6,065.75
DMO	4.1	4,000,000	03/04/2023	22/05/2023	49	22,016.44
DMO	4.05	500,000	04/04/2023	21/04/2023	17	943.15
DMO	4.11	2,000,000	05/04/2023	25/05/2023	50	11,260.27
DMO	4.06	500,000	06/04/2023	21/04/2023	15	834.25
North Lanarkshire Council	4.28	3,000,000	17/04/2023	15/03/2024	167	58,747.40
DMO	4.05	2,000,000	17/04/2023	19/04/2023	2	443.84
DMO	4.06	1,000,000	17/04/2023	24/04/2023	7	778.63
DMO	4.135	2,000,000	17/04/2023	25/05/2023	38	8,609.86
DMO	4.165	1,000,000	19/04/2023	25/05/2023	36	4,107.95
DMO	4.28	1,000,000	28/04/2023	19/06/2023	52	6,097.53
DMO	4.305	2,000,000	02/05/2023	19/06/2023	48	11,322.74
DMO	4.31	1,000,000	02/05/2023	23/06/2023	52	6,140.27

Appendix 8

Borrower	Rate (%)	Amount	Start date	End date	Days lent April to September	Interest (£)
DMO	4.205	1,000,000	03/05/2023	23/05/2023	20	2,304.11
DMO	4.275	1,000,000	09/05/2023	22/05/2023	13	1,522.60
DMO	4.13	1,000,000	10/05/2023	12/05/2023	2	226.30
DMO	4.35	1,000,000	11/05/2023	12/05/2023	1	119.18
DMO	4.35	1,000,000	11/05/2023	15/05/2023	4	476.71
DMO	4.38	2,000,000	12/05/2023	03/07/2023	52	12,480.00
Nationwide	4.63	1,000,000	15/05/2023	13/05/2024	139	17,632.05
DMO	4.415	6,000,000	15/05/2023	03/07/2023	49	35,561.92
DMO	4.45	1,500,000	22/05/2023	19/07/2023	58	10,606.85
DMO	4.38	1,000,000	23/05/2023	25/05/2023	2	240.00
DMO	4.525	1,000,000	31/05/2023	19/07/2023	49	6,074.66
DMO	4.525	1,000,000	01/06/2023	21/07/2023	50	6,198.63
DMO	4.57	4,000,000	01/06/2023	08/08/2023	68	34,055.89
DMO	4.38	1,000,000	15/06/2023	19/06/2023	4	480.00
DMO	4.4	1,000,000	15/06/2023	23/06/2023	8	964.38
DMO	4.525	500,000	15/06/2023	30/06/2023	15	929.79
DMO	4.675	5,000,000	15/06/2023	08/08/2023	54	34,582.19
DMO	4.67	1,000,000	20/06/2023	08/08/2023	49	6,269.32
London Borough of Barking & Dagenham	5.35	2,000,000	26/06/2023	24/11/2023	97	28,435.62
DMO	4.94	1,500,000	03/07/2023	14/08/2023	42	8,526.58
DMO	5.11	1,000,000	11/07/2023	11/09/2023	62	8,680.00
DMO	4.88	500,000	17/07/2023	31/07/2023	14	935.89
DMO	5.07	2,000,000	17/07/2023	21/08/2023	35	9,723.29
DMO	5.075	1,000,000	17/07/2023	23/08/2023	37	5,144.52
DMO	5.085	500,000	17/07/2023	25/08/2023	39	2,716.64
DMO	5.14	3,000,000	17/07/2023	14/09/2023	59	24,925.48
DMO	5.135	1,000,000	24/07/2023	14/09/2023	52	7,315.62
DMO	5.145	1,000,000	31/07/2023	14/09/2023	45	6,343.15
DMO	5.15	5,000,000	01/08/2023	14/09/2023	44	31,041.10
DMO	5.145	2,000,000	15/08/2023	19/09/2023	35	9,867.12
DMO	5.155	1,000,000	15/08/2023	22/09/2023	38	5,366.85
DMO	5.16	500,000	15/08/2023	25/09/2023	41	2,898.08
DMO	5.175	2,500,000	15/08/2023	29/09/2023	45	15,950.34
DMO	5.205	1,500,000	15/08/2023	09/10/2023	47	10,053.49
DMO	5.235	1,000,000	15/08/2023	19/10/2023	47	6,740.96
DMO	5.26	1,000,000	18/08/2023	19/10/2023	44	6,340.82
DMO	5.26	1,000,000	22/08/2023	19/10/2023	40	5,764.38
DMO	5.255	2,000,000	25/08/2023	19/10/2023	37	10,653.97

Appendix 8

Borrower	Rate (%)	Amount	Start date	End date	Days lent April to September	Interest (£)
DMO	5.255	500,000	30/08/2023	19/10/2023	32	2,303.56
DMO	5.255	3,000,000	31/08/2023	19/10/2023	31	13,389.45
DMO	5.245	4,000,000	01/09/2023	19/10/2023	30	17,243.84
DMO	5.24	1,000,000	15/09/2023	29/09/2023	14	2,009.86
DMO	5.29	1,500,000	15/09/2023	23/10/2023	16	3,478.36
DMO	5.3	1,500,000	15/09/2023	27/10/2023	16	3,484.93
DMO	5.315	1,500,000	15/09/2023	06/11/2023	16	3,494.79
DMO	5.335	2,500,000	15/09/2023	20/11/2023	16	5,846.58
DMO	5.19	4,000,000	20/09/2023	22/09/2023	2	1,137.53
DMO	5.19	1,000,000	22/09/2023	24/11/2023	9	1,279.73
Lloyds	5.3	1,000,000	22/09/2023	20/09/2024	9	1,306.85
Nationwide	5.26	1,000,000	22/09/2023	19/03/2024	9	1,296.99
DMO	5.17	1,000,000	25/09/2023	29/09/2023	4	566.58

Sub-total fixed lending

£662,438.01

Deposits were also made into the following call accounts and money market funds, dependent upon cash flow:

Bank	Account terms	Interest Earned £
Santander UK plc	2.56% - 3.31%	7,494.25
Public Sector Deposit Fund	4.12% - 5.21%	70,846.61
Aberdeen Sterling Liquidity Fund	4.06% - 5.29%	70,379.71
Lloyds plc Deposit and current account	0.01%	3.48
Lloyds Call account	4.16% - 5.14%	37,894.86
Sub-total call accounts and money market funds		£186,618.90
Grand total all lending		£849,056.92

Temporary Borrowing 1 April to 30 September 2023:

Lender	Terms %	Amount lent £	Dates	Days lent in year	Interest paid in year £
Lloyds Bank	Base + 1%	Variable	Overdraft agreement	0	0.00

Teignbridge District Council Interim Performance Report for the Period 1 April to 30 September 2023

	Apr-Sep 2022-23	Apr-Sep 2023-24
(i) Short Term Funds Invested		
Interest received and receivable for the period	£211,780	£849,057

Appendix 8

Maximum period of investment on any one loan made in the period	364 days	364 days
---	----------	----------

Days in table of fixed lending are those which fall into 2022-23 – actual loan lengths may be longer.

“Fixed” investment rates in period.	0.55% - 3.17%	4.050%- 5.335%
-------------------------------------	---------------	----------------

(ii) Short Term Funds Borrowed

Interest paid and payable for the period	£0	£0
Number of new “fixed” loans borrowed in the period	0	0

Maximum period of borrowing on any one “fixed” loan borrowed in the period.	0	0
---	---	---

“Fixed” borrowing rates.	n/a	n/a
--------------------------	-----	-----

(iii) Average Net Interest Rate Earned	1.02%	4.52%
---	-------	-------

(iv) Average Short Term Net Lending	£41,392,002	£37,463,048
--	-------------	-------------

Regular Monitoring

Monthly reports are prepared for the Chief Finance Officer which forecast interest payable and receivable for the year. The Chief Finance Officer presents a monthly report to CMT and updates the Executive Committee on a quarterly basis. These reports include any policy updates, such as changes to the official lending list, based on the latest ratings information. Full council receives an annual review and strategy statement and a mid-year review.

The interest forecast predicts total net interest receivable for the year of £1,836,540. This compares to £792,870 in 2022-23. This forecast increase is mainly due to the increase in interest rates. Between April and September 2023, the Bank of England’s base rate rose three times, from 4.25% at the start of the year to 5.25% in August, where it has remained since. Base rate during the same period in 2022 ranged from 0.75% to 2.25%. During the first half of the year, there has been a decrease in the funds available for lending out (average daily lending is £37.5 million in 2022-23 compared to £41.4 million at the same stage in 2022-23). This is mainly due to expenditure or return of grants previously received. The average net interest rate achieved is 4.52% up to the end of September 2023, compared to 1.02% at the same point in 2022. The average SONIA (Sterling Overnight Index Average) rate as published on the first of each month for April to September is 4.63%, so this is in line with benchmark expectations. It is forecast that Teignbridge’s average rate for the year will be 4.88%.

Treasury Management Indicators

These are part of the Prudential Indicators, as agreed at Full Council on 21 February 2023. They are available on request or on the Teignbridge website agenda for that meeting.

**Teignbridge District Council
Executive
4 January 2024**

Part i

Council Tax Reduction Scheme 2024-25

Purpose of Report

To provide an update to members on the operation of the Council Tax Reduction (CTR) Scheme during 2023-24 and to seek approval for the scheme to be recommended for adoption by Council for the year 2024-25.

The report proposes no change to the scheme itself but recommends using existing provisions within the scheme to uplift the income thresholds to reflect the Government's annual uprating of primary benefits.

Recommendation(s)

The Executive RECOMMENDS to Council that the Council Tax Reduction Scheme (attached as Appendix A) be adopted for the year 2024-25 with the income bands uprated in line with the annual uprating in primary welfare benefits.

Financial Implications

The financial implications are highlighted in paras 3.1 - 3.4 and 6.1 - 6.2. Council Tax Reduction scheme costs are considered as part of the council tax and council tax base numbers within the budgetary process

Martin Flitcroft – Chief Finance Officer and Head of Corporate Services
Email: martin.flitcroft@teignbridge.gov.uk

Legal Implications

The legal implications are highlighted in paras 6.3 – 6.5.
Paul Woodhead – Head of Legal Services and Monitoring Officer
Email: paul.woodhead@teignbridge.gov.uk

Risk Assessment

This is a no change proposal and is therefore considered low risk. See para 6.7 of the report.

Tracey Hooper – Service lead for Revenue, Benefits and Customer Support
Email: tracey.hooper@teignbridge.gov.uk

Environmental/Climate Change Implications

There are no environmental or climate change implications associated with the recommendations of this report.

William Elliott
Climate Change Officer
william.elliott@teignbridge.gov.uk

Report Author

Tracey Hooper - Service Lead for Revenue, Benefits and Customer Support
Email: tracey.hooper@teignbridge.gov.uk

Executive Member

Cllr Richard Keeling – Deputy Leader & Executive Member for Corporate Resources

Appendices/Background Papers

Appendix A – [Council Tax Reduction Scheme 2023-24](#)
Appendix B - [Discretionary Discount and Exceptional Hardship Relief Policy](#)
Appendix C – Equality Impact Assessment and appendix

1. Introduction/Background

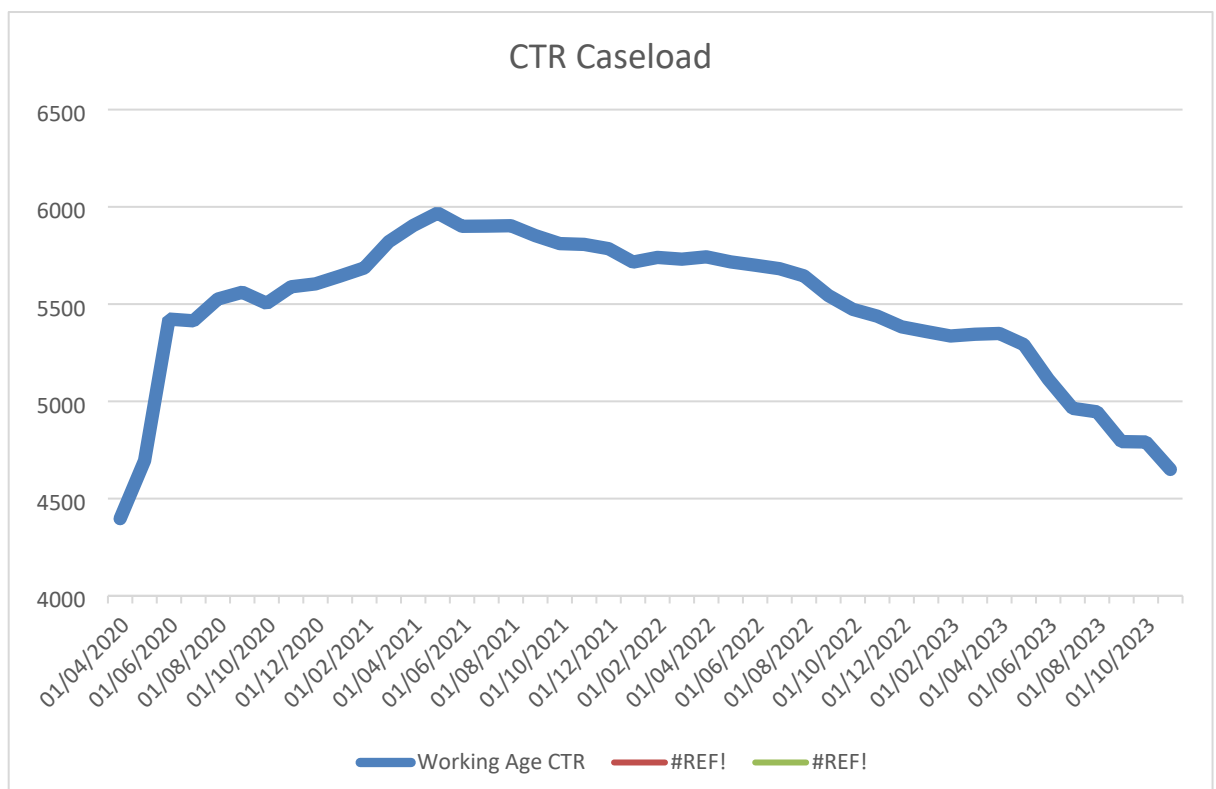
- 1.1 With effect from 1st April 2020, Teignbridge adopted a new Council Tax Reduction Scheme for working age claimants. The new scheme represented a departure from the previous fully means-tested scheme which was complex and costly to administer, to a new discount-based, income-banded scheme designed to be simpler for customers to understand and quicker to administer.
- 1.2 The new scheme continues to provide up to 100% support and disregards certain incomes when calculating entitlement. In order to maintain work incentives we introduced a standard earnings disregard of the first £25 of earned income and introduced a Return-to-Work Incentive, continuing to pay Council Tax Reduction for one month beyond the return to work date.
- 1.3 In 2021-22 the Council approved a new provision within the scheme to allow any emergency increases to the levels of welfare benefits made by Government to be disregarded. This was in response to the support measures introduced by Government to help benefit claimants during the Covid

outbreak, ensuring the scheme could respond immediately to any future Government imposed changes to welfare provision.

- 1.4 The main CTR scheme is underpinned by our Discretionary Discount and Exceptional Hardship Policy. The exceptional hardship element of the scheme operates as a safety net for households who receive only partial support from the main scheme and also provides transitional protection, where required, for households negatively affected by changes to the main working age Council Tax Reduction scheme. Applications are considered on their merits and, as well as providing financial support in the form of a reduction in council tax liability, the policy provides for claimants to have access to budgeting and income-maximisation advice via our contracted Homemaker Service.

2. Impact of Covid-19 on CTR caseload and latest position

- 2.1 As a result of the Covid-19 outbreak in 2020 we experienced an unprecedented increase in the number of working age CTR claimants. This was largely driven by the lockdown which saw a significant increase in Universal Credit claimants. Many of these claimants subsequently claimed CTR.
- 2.2 As can be seen from the chart below, our caseload peaked in April 2021 with 5,968 working age claimants receiving CTR. Since that time caseload has fallen by 22%. Current caseload (as at 1st October 2023) now stands at 4,650 which is more in line with pre-covid levels.



- 2.3 This reduction is out of step with DWP claimant numbers which show an overall increase in caseload. However, this increase is confined to the 'no work

requirements' category. The 'searching for work' category has seen a downturn of 35% after a peak in 2021 and is more indicative of economical conditions. It is difficult to correlate claimant numbers because DWP benefits include individuals who are not homeowners or renting property and therefore have no liability for council tax.

- 2.4 It is also worth noting that we have carried out a claimant review during 2023 which may account for some of the caseload reduction over the last few months.
- 2.5 Pension age claim numbers have also reduced over the last few years, with a 10.7% reduction in numbers over the period March 2020 (4,187 claimants) to October 2023 (3,741 claimants)

3. CTR Scheme Costs

- 3.1 CTR scheme costs fluctuate in response to caseload increases/decreases as well as annual increases in council tax. Total scheme costs for each year since 2019 are shown below:

	Total spend (working age & pension age schemes) £	% Cost to TDC (share of the CTAX bill)	£ Cost to TDC
Accounting year 2019/20	9,110,181.36	8.85	806,251.05
Accounting year 2020/21	10,448,093.58	8.75	914,208.19
Accounting year 2021/22	10,884,748.42	8.58	933,911.41
Accounting year 2022/23	10,479,815.29	8.55	896,024.21
2023/24 - As at 06/11/23	10,079,004.02	8.37	843,612.64

- 3.2 The cost of the scheme is shared between Teignbridge and the three major preceptors (County, Police and Fire). As at 6th November 2023, the cost to Teignbridge is £843,613 (8.37% of total cost). This compares with £896,024 (8.55% of total cost) as at end of 2022/23. A decrease of £52,412.
- 3.3 Due to the decline in caseload the overall costs of the scheme have reduced. This trend could change if the country falls into recession leading to a potential increase in claimant numbers and a corresponding increase in scheme costs.

The cost of delivering support under our Discretionary Discount and Exceptional Hardship Scheme remains relatively low but we saw an increase in applications in 2021-22 as a result of the Cost of Living crisis and since then the number of applications has remained at a similar level into 2022-23 and 2023-24. The costs of awarding additional support under this scheme are shared across all major preceptors in proportion to their share of the collection fund. In 2021-22 total spend amounted to £15,800 with a cost to Teignbridge of £1,356 (8.58%). We spent a

similar amount, £15,600 (£1,333 to Teignbridge) in 2022-23. In the first six months of 2023-24 we have spent £7,100 (£594 to Teignbridge).

4. Review of CTR scheme

4.1 During 2022-23, we had planned to conduct a review of all working age council tax claimants to help inform any recommendations for changes in 2023-24 and beyond. However, with the announcement of the Council Tax Energy Rebate Scheme, which ran from 1 April 2022 to 30 November 2022 and the additional demands this placed on the Service we did not have capacity to undertake this review as intended.

We commenced this exercise during the summer and have now reviewed and updated around 50% of our caseload. We will continue until this exercise is complete and will re-analyse to ensure our initial findings remain true.

4.2 The review looked at entitlement across the various household categories including single person, lone parent, couples, couples with children and persons with disabilities, comparing collection rates for each group and analysing demand for Exceptional Hardship and subsequent awards.

4.3 Following the move to our banded scheme in 2020 there were concerns expressed around the impact on couple households where one or potentially both parties had limited capability for work and also households in receipt of the limited capability for work related activity component within their Universal Credit award.

4.4 Having reviewed the financial impact on households with these characteristics there is no evidence that these claimants are less able to afford their council tax liability than households without these characteristics. The collection rates for these cohorts are on a par with other Council Tax Reduction claimants with the majority up to date with payment of their council tax liabilities. Analysis of the claims for exceptional hardship indicate the majority have sufficient disposable income to afford their liabilities.

For the minority of claimants who do not have sufficient disposable income, the exceptional hardship scheme delivers needs-based support comprising financial and/or budgeting support. The intention of the exceptional hardship scheme is to act as a safety net for those whose needs the main scheme does not meet. This is considered a more cost effective and fairer approach than providing blanket support to a particular cohort or in relation to a particular characteristic when it is not required in the majority of cases.

4.5 Further detail on the findings from the review is set out in the Equality Impact Assessment which accompanies this report.

We have continued to record reasons for Exceptional Hardship applications to monitor its effectiveness as a safety net to the main CTR scheme. Analysis indicates that a significant number of applicants submitting an application can afford to pay

their council tax but issues with household budgeting have impacted on their ability to make payment. These cases are supported to prioritise their household bills and to maximise income to ensure future liabilities can be met.

- 4.6 Households identified as most in need of exceptional hardship support are single occupiers, followed in much smaller numbers by couples and lone parents.

A comparison of collection rates for CTR claimants before and after the move to our income banded scheme is re-assuring with very little difference between the two. Comparing October 2019 with October 2023, collection rates for CTR claimants are 0.95% higher this year than they were in 2019 - the year before we moved to our new income-banded scheme. This is despite the economic issues that have emerged following the covid outbreak and cost of living crisis.

Current collection rates for all council tax liabilities is currently 0.05% up on last year's figure.

5. 2024-25 Scheme proposals

- 5.1 Teignbridge's CTR scheme currently pays up to 100% support to those on the lowest incomes and has done so ever since the scheme was localised in 2013. Until now it has been the only council in Devon, and one of around only 32 nationally to do so. That picture is now changing with more councils increasing support. This includes three Devon councils who with effect from 1st April 2023 approved an increase in support up to 100% (East Devon, Mid-Devon and North Devon).
- 5.2 Although inflation has slowed, energy costs have come down a little and interest rates appear to have stabilised, the Cost of Living crisis is still with us. Many households, particularly low income households, are struggling to make ends meet. It is recommended therefore that support continues at the maximum 100% level of support for those on the lowest incomes.
- 5.3 Although recognising there is a significant cost to Teignbridge and its major preceptors in providing this level of support, the overall scheme cost has reduced as a result of the reduction in caseload, with a saving of around £52,000 for Teignbridge alone.
- 5.4 The scheme has in-built provision to keep in line with CPI increases where required, primarily to ensure annual increases in primary benefit rates can be accommodated within the existing banding levels. The Government has its intention to uplift benefits in line with CPI as at September 2023. To safeguard support it is recommended to use the existing provisions within the CTR scheme to uplift the income bands uplifted in line with this.
- 5.5 The scheme also has in-built provision to incorporate the prescribed changes to pensioner claims which are also set by Government. This is a statutory uplift.

6. Implications, Risk Management and Climate Change Impact

- 6.1 **Financial** - The cost of the Council Tax Reduction scheme falls on the collection fund with each preceptor meeting the cost in proportion to their precept share. For Teignbridge this share is around 8% of the total cost in 2024-25 and is factored into the council budget.
- 6.2 The potential increase in income thresholds will help preserve entitlement at current levels so will be cost neutral. However there may be some upward movement into the next band for claimants close to the income band 'cliff edges' who are not on primary benefits but this is not expected to be significant.
- 6.3 **Legal** – In considering its Council Tax Reduction scheme, the Council must take into account the provisions of the Council Tax Reduction Schemes (Prescribed Requirements) (England) 2012 and subsequent amendments.
- 6.4 Each financial year every billing authority in England is required to consider whether to revise or replace its CTR scheme. Certain procedural requirements must be satisfied before a billing authority can make any revisions including a requirement to consult persons who are likely to have an interest in the operation of the scheme. As no revision is proposed this year there is no requirement to consult
- 6.5 Decisions on the Council Tax Reduction scheme must be made by a meeting of Full Council before 11 March of the preceding financial year. Importantly, for operational reasons the scheme needs to be approved by Council ahead of the Council Tax annual billing process, ideally at its meeting on 16th January 2024
- 6.6 A full Equality Impact Assessment was carried out prior to implementation of the new scheme in 2020-21 and this was reviewed prior to changes made for 2021-22. Following the claim review carried out earlier this year the Equality Impact Assessment has been reviewed and the updated assessment is available as appendix C.
- 6.7 **Risks** - Since the introduction of Council Tax Reduction schemes there have been a number of legal challenges against other local schemes. Most of these challenges have been in relation to the consultation undertaken when changes were made to schemes. As no changes are proposed for 2024-25 it has not been necessary to carry out a consultation process. The adoption of the current scheme for 2024-25 is therefore considered to be low risk
- 6.8 **Environmental/climate change impact** - The proposal has no impact on environmental or climate change issues.

7. Alternative Options

- 7.1 Council could decide against adopting the scheme for 2024-25. In this scenario the regulations make provision for the 2023-24 scheme to become the default scheme for 2024-25.
- 7.2 Although not in itself a change to the CTR scheme, Council could decide not to use the existing provisions to increase the income band thresholds in line with the uplift in primary benefits. This would result in some claimants losing 25% of their Council Tax Reduction. As our scheme thresholds are largely aligned with these benefit rates, failure to increase the thresholds would effectively undermine one of the main intentions of the scheme.

8. Conclusion

- 8.1 The current scheme has now been in operation for more than 4 years. Collection rates do not appear to have not been adversely affected by its introduction and whilst there have been both gainers and losers in levels of support in moving to the new scheme, the Exceptional Hardship Scheme provides an effective safety net, delivering needs-based support to claimants who have lost out due to changes to the scheme or whose specific circumstances and needs are not met by the main scheme criteria.
- 8.2 Council budgets are facing significant pressure but in view of the continued Cost of Living crisis and potential for economic recession it is important that we maintain support at 100% for our lowest income households. Adoption of the current scheme into 2024-25 will provide stability and certainty for our existing claimants in the coming year.



Equality Impact Assessment

Assessment Of: Council Tax Reduction Scheme	
<input checked="" type="checkbox"/> Policy <input type="checkbox"/> Strategy <input type="checkbox"/> Function <input type="checkbox"/> Service <input type="checkbox"/> Other [please state]	<input type="checkbox"/> New <input checked="" type="checkbox"/> Already exists / review <input type="checkbox"/> Changing
Directorate: Community Services and Improvement	Assessment carried out by: Nikki Rawley
Service Area: Revenue and Benefits	Job Role: Council Tax Lead Officer
Version / Date of Sign Off by Director: 14.12.23	

Step 1: What do we want to do?

This assessment should be started at the beginning of the process by someone with a good knowledge of the proposal and service area, and sufficient influence over the proposal. It is good practice to take a team approach to completing the equality impact assessment. Please contact the Policy Officer early for advice.

1.1 What are the aims and objectives/purpose of this proposal?

Briefly explain the purpose of the proposal and why it is needed. Describe who it is aimed at and the intended aims / outcomes. Where known also summarise the key actions you plan to undertake. Please use plain English, avoiding jargon and acronyms. Equality Impact Assessments are viewed by a wide range of people including decision-makers and the wider public.

In April 2020, we introduced significant changes to our Working Age Council Tax Reduction (WACTR) scheme by adopting an income banded and simplified scheme. It would continue to support the lowest income and vulnerable households in our district and be administered as a discount on the Council Tax account.

The scheme awards a set percentage discount, depending on the family type and where the household income sits within an income band. It disregards certain incomes including, among others, Personal Independence Payments, Disability Living Allowance, Carers Allowance, Child Benefit and Child Maintenance, and further earned income disregards for child-care costs. See CTR scheme for full list of disregarded incomes: <https://www.teignbridge.gov.uk/media/kjgok0hi/teignbridge-ctr-scheme-2023.pdf>

When the scheme was introduced with effect from 1st April 2020, we anticipated that, of the 4,408 households claiming Working Age Council Tax Reduction, 58% would be unaffected, 25% would gain and 17% would lose.

The pandemic hit at the end of March 2020 and we experienced an immediate and unprecedented increase to the number of applications as many of our residents' circumstances changed almost overnight. We were able to protect customers from losing any entitlement arising from central government increases to tax credits or universal credit income, by disregarding all the emergency welfare awards and cost of living support provided during and since.

The pandemic and ensuing Government-led schemes had a significant impact on resource and it has only been within the last few months that we have been able to reflect and reliably review the banded scheme's performance in relation to the impact on households' ability to pay council tax.

The table below illustrates the current banded scheme for 2023-24.

Income Band	Household Category						
	Single person	Couple	Single person + 1 dependent	Couple +1 dependent	Single person with 2(+) dependents	Couple with 2(+) dependents	
	Group A	Group B	Group C	Group D	Group E	Group F	
Weekly net income	% reduction						
Band 1	£0 - £86	100%	100%	100%	100%	100%	100%
Band 2	£86.01 - £166	75%	75%	100%	100%	100%	100%
Band 3	£166.01 - £248	50%	50%	75%	75%	100%	100%
Band 4	£248.01 - £331	25%	25%	50%	50%	75%	75%
Band 5	£331.01 - £413	0%	0%	25%	25%	50%	50%
Band 6	£413.01 - £496	0%	0%	0%	0%	25%	25%

We have carried out a partial review of our WACTR caseload, the findings of which are set out in Appendix A to this EIA.

1.2 Who will the proposal have the potential to affect?

<input checked="" type="checkbox"/> Service users	<input checked="" type="checkbox"/> The wider community	<input checked="" type="checkbox"/> Teignbridge workforce
---	---	---

1.3 Will the proposal have an equality impact?

Could the proposal affect access levels of representation or participation in a service, or does it have the potential to change e.g., quality of life: health, education, or standard of living etc.?

If 'No' explain why you are sure there will be no equality impact, then skip steps 2-4 and request review by your manager.

If 'Yes' complete the rest of this assessment.

<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No	[please select]
------------------------------	--	-----------------

No changes are proposed for the current Council Tax Reduction scheme, so no equality impacts are predicted.

Step 2: What information do we have?

2.1 What data or evidence is there which tells us who is, or could be affected?

Please use this section to demonstrate an understanding of who could be affected by the proposal. Include general population data where appropriate, and information about people who will be affected with particular reference to protected and other relevant characteristics (listed in 2.2).

Use one row for each evidence source and say which characteristic(s) it relates to. You can include a mix of qualitative and quantitative data - from national research, local data or previous consultations and engagement activities.

Outline whether there are any over or under representation of equality groups within your service - don't forget to benchmark to local population where appropriate.

For workforce / management of change proposals you will need to look at the diversity of the affected team(s) using available evidence such as the employee profile data. Identify any under/over-representation compared with Teignbridge's economically active citizens for age, disability, ethnicity, gender, religion/belief and sexual orientation.

Data / Evidence Source <i>[Include a reference where known]</i>	Summary of what this tells us
LGA Research report - Basic Facts About Teignbridge Basic facts about your chosen area (esd.org.uk)	Details the demography of the Teignbridge District in relation to: <ul style="list-style-type: none"> • Population • Age • Ethnicity • Health • Employment • Education
LGA Research Report- Demographic Report LGA Research Report - Demographic Report LG Inform (local.gov.uk)	Provides further detail on population changes in Teignbridge, and demographic information relating to gender and ethnicity in Teignbridge with comparisons to the percentage figures for the Southwest and all English Local authority areas in totality
Appendix B - EIA for CTR scheme review 5.12.23	This is a more detailed analysis of various sources of information including. <ul style="list-style-type: none"> • A review of the caseload and information provided on their application forms. • A review of information gathered as part of the Exceptional Hardship application process. • Comparisons between the different household groups and some identified areas of concern. • Recovery stage information in relation to customer council tax accounts.
Additional comments:	

2.2 Do you currently monitor relevant activity by the following protected characteristics?

<input checked="" type="checkbox"/> Age	<input checked="" type="checkbox"/> Disability	<input type="checkbox"/> Gender Reassignment
<input type="checkbox"/> Marriage and Civil Partnership	<input type="checkbox"/> Pregnancy/Maternity	<input type="checkbox"/> Race

Religion or Belief Sex Sexual Orientation

2.3 Are there any gaps in the evidence base?

Where there are gaps in the evidence, or you don't have enough information about some equality groups, include an equality action to find out in section 4.2 below. This doesn't mean that you can't complete the assessment without the information, but you need to follow up the action and if necessary, review the assessment later. If you are unable to fill in the gaps please state this clearly with a justification.

For workforce related proposals all relevant information on characteristics may need to be sought from HR (e.g., pregnancy/maternity). For smaller teams' diversity data may be redacted. A high proportion of not known/not disclosed may require action to address and identify the information needed.

We hold limited data on protected characteristics for council tax reduction purposes. We gather information about household composition – single person, couple, lone parents and families with children. We gather information related to disabilities, carers, and low income and welfare benefit awards.

2.4 How have you involved communities and groups that could be affected?

You will nearly always need to involve and consult with internal and external stakeholders during your assessment. The extent of the engagement will depend on the nature of the proposal or change. This should usually include individuals and groups representing different relevant protected characteristics. Please include details of any completed engagement and consultation and how representative this has been of Teignbridge's diverse communities.

Include the main findings of any engagement and consultation in Section 2.1 above.

If you are managing a workforce change process or restructure please refer to HR for advice on how to consult and engage with employees. Relevant stakeholders for engagement about workforce changes may include e.g. staff-led groups, trades unions as well as affected staff.

When we moved to an income banded scheme we carried out extensive consultation with the public, major preceptors, groups from the voluntary sector and stakeholders. Since the scheme has been in operation we have kept it under regular review by capturing customer comments, complaints, challenges, feedback from voluntary, community sector and data from all Exceptional Hardship applications.

2.5 How will engagement with stakeholders continue?

Explain how you will continue to engage with stakeholders throughout the course of planning and delivery. Please describe where more engagement and consultation is required and set out how you intend to undertake it. Include any targeted work to seek the views of under-represented groups. If you do not intend to undertake it, please set out your justification. You can ask the Consultation Officer for help in targeting particular groups.

We will continue to engage with and gather information from the stakeholders mentioned above in 2.4 via the Teignbridge Welfare Reform Forum.

Step 3: Who might the proposal impact?

Analysis of impacts must be rigorous. Please demonstrate your analysis of any impacts of the proposal in this section, referring to evidence you have gathered above and the characteristics protected by the Equality Act 2010. Also include details of existing issues for particular groups that you are aware of and are seeking to address or mitigate through this proposal.

3.1 Does the proposal have any potentially adverse impacts on people on the basis of their protected or other relevant characteristics?

Consider sub-categories (different kinds of disability, ethnic background etc.) and how people with combined characteristics (e.g. young women) might have particular needs or experience particular kinds of disadvantage.

Where mitigations indicate a follow-on action, include this in the 'Action Plan' Section 4.2 below.

GENERAL COMMENTS <i>(highlight any potential issues that might impact all or many groups)</i>	
As there are no changes to the existing scheme we do not anticipate any adverse impacts on people with or without any protected characteristics.	
PROTECTED CHARACTERISTICS	
Age: Young People	Does your analysis indicate a disproportionate impact? Yes <input type="checkbox"/> No <input checked="" type="checkbox"/>
Potential impacts:	The scheme applies equally to all working age claimants
Mitigations:	
Age: Older People	Does your analysis indicate a disproportionate impact? Yes <input type="checkbox"/> No <input checked="" type="checkbox"/>
Potential impacts:	Persons of retirement age are outside the remit of this scheme. The government prescribed scheme applies
Mitigations:	
Disability	Does your analysis indicate a disproportionate impact? Yes <input type="checkbox"/> No <input checked="" type="checkbox"/>
Potential impacts:	The scheme applies positively to persons with a disability as certain disability related payments are disregarded. Analysis of our caseload indicates the scheme is providing higher levels of support to persons with a disability and making it easier for them to meet their council tax liability
Mitigations:	
Sex	Does your analysis indicate a disproportionate impact? Yes <input type="checkbox"/> No <input checked="" type="checkbox"/>
Potential impacts:	
Mitigations:	
Sexual orientation	Does your analysis indicate a disproportionate impact? Yes <input type="checkbox"/> No <input checked="" type="checkbox"/>
Potential impacts:	
Mitigations:	
Pregnancy / Maternity	Does your analysis indicate a disproportionate impact? Yes <input type="checkbox"/> No <input checked="" type="checkbox"/>
Potential impacts:	
Mitigations:	
Gender reassignment	Does your analysis indicate a disproportionate impact? Yes <input type="checkbox"/> No <input checked="" type="checkbox"/>
Potential impacts:	
Mitigations:	
Race	Does your analysis indicate a disproportionate impact? Yes <input type="checkbox"/> No <input checked="" type="checkbox"/>
Potential impacts:	
Mitigations:	
Religion or Belief	Does your analysis indicate a disproportionate impact? Yes <input type="checkbox"/> No <input checked="" type="checkbox"/>
Potential impacts:	
Mitigations:	
Marriage & civil partnership	Does your analysis indicate a disproportionate impact? Yes <input type="checkbox"/> No <input checked="" type="checkbox"/>
Potential impacts:	
Mitigations:	

OTHER RELEVANT CHARACTERISTICS

Socio-Economic (deprivation)	Does your analysis indicate a disproportionate impact? Yes <input type="checkbox"/> No <input checked="" type="checkbox"/>
Potential impacts:	The scheme provides support to low income households to help them meet their council tax liabilities and therefore has positive impact
Mitigations:	
Other group(s) <i>Please add additional rows below to detail the impact for other</i>	

relevant groups as appropriate e.g. Asylums and Refugees; Rural/Urban Communities, Homelessness, Digital Exclusion, Access To Transport	
Potential impacts:	
Mitigations:	

3.2 Does the proposal create any benefits for people on the basis of their protected or other relevant characteristics?

Outline any potential benefits of the proposal and how they can be maximised. Identify how the proposal will support our Public Sector Equality Duty to:

- ✓ Eliminate unlawful discrimination for a protected group
- ✓ Advance equality of opportunity between people who share a protected characteristic and those who don't
- ✓ Foster good relations between people who share a protected characteristic and those who don't

As no changes are proposed this does not create any benefits on the basis of protected or relevant characteristics.

The scheme awards a set percentage discount, depending on the family type and where the household income sits within an income band. It disregards disability related welfare benefit awards, for example Personal Independence Payments and Disability Living Allowance. It also disregards Carers Allowance, Child Benefit and child maintenance, £25 of net weekly wages and further earned income disregards for childcare costs.

The scheme awards 100% support to everyone who receives a legacy, income-based welfare award and the income bands are intended to be annually changed in line with CPI and DWP welfare benefit increases. This helps retain the same level of support to customers on the lowest incomes.

Step 4: Impact

4.1 How has the equality impact assessment informed or changed the proposal?

What are the main conclusions of this assessment? Use this section to provide an overview of your findings. This content should be used as a summary in reports, where this full assessment is included as an appendix.

If you have identified any significant negative impacts which cannot be mitigated, provide a justification showing how the proposal is proportionate, necessary and appropriate despite this.

Summary of significant negative impacts and how they can be mitigated or justified:

There are no negative impacts, or potential for discrimination

Summary of positive impacts / opportunities to promote the Public Sector Equality Duty:

4.2 Action Plan

Use this section to set out any actions you have identified to improve data, mitigate issues, or maximise opportunities etc. If an action is to meet the needs of a particular protected group please specify this.

Improvement / action required	Responsible Officer	Timescale
Continue to monitor, review, and gather feedback from the sources described in 2.4	Nikki Rawley – Council Tax Lead Officer	On going
Continue to review our caseload, Exceptional Hardship applications and examine their council tax recovery position.	Nikki Rawley	On going

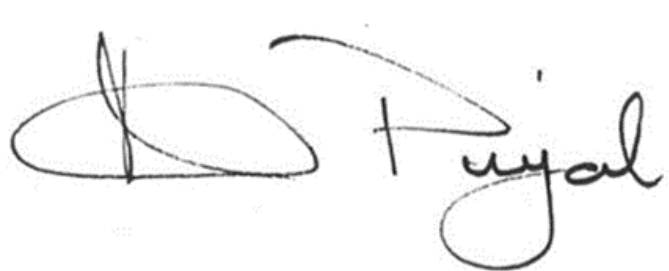
4.3 How will the impact of your proposal and actions be measured?

How will you know if have been successful? Once the activity has been implemented this equality impact assessment should be periodically reviewed to make sure your changes have been effective and your approach is still appropriate. Include the timescale for review in your action plan above.

We can compare data between the different household groups and other characteristics like disability and care responsibilities. We can also examine how a group is managing to keep up with their council tax liabilities by looking at the recovery action situation on their accounts.

Step 5: Review & Sign-Off

EIAs should only be marked as reviewed when they provide sufficient information for decision-makers on the equalities impact of the proposal. Please seek review and feedback from management before requesting it to be signed off. All working drafts of EIAs and final signed-off EIAs should be saved in G:\GLOBAL\EIA Once signed-off please add the details to the 'EIA Register' of all council EIAs saved in the same directory.

<p>Reviewed by Service Manager: Yes <input checked="" type="checkbox"/> Tracey Hooper – Service Lead for Revenue, Benefits and Customer Support No <input type="checkbox"/> Instead was reviewed by:</p>	<p>Strategic Leadership Team Sign-Off:</p> 
Date: 08.12.23	Date: 14 Dec 23

This page is intentionally left blank

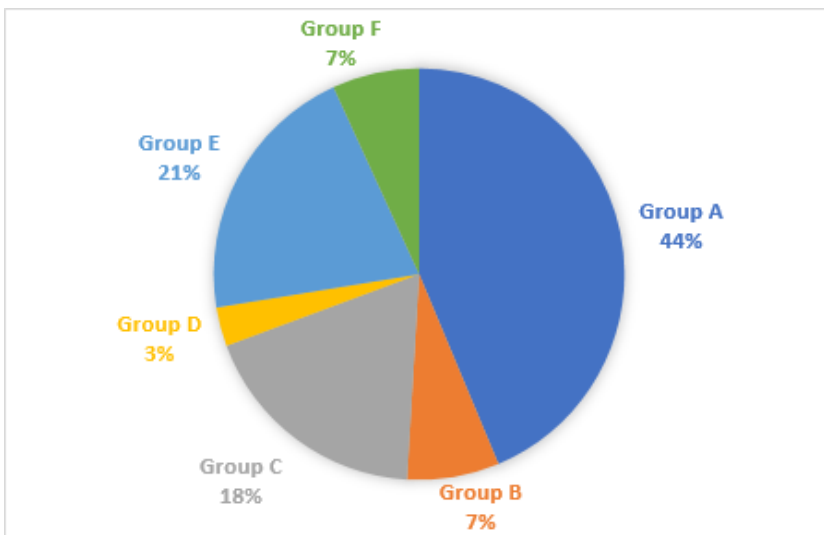
Appendix A

Working Age Council Tax Reduction - Caseload Review 2023-24

We are in the process of carrying out a review of our working age council tax reduction (WACTR) caseload to ensure the details we hold are correct and up to date. We have also analysed the council tax collection status of current claimants to assess how our scheme is performing compared to the fully-means tested scheme that existed prior to 1st April 2020. This review commenced in the Summer of 2023 and is ongoing. To date we have reviewed just under 70% of our caseload.

As at 1st October 2023, we had 4,791 Working Age Council Tax Reduction customers. These break down into the various household groups as follows:

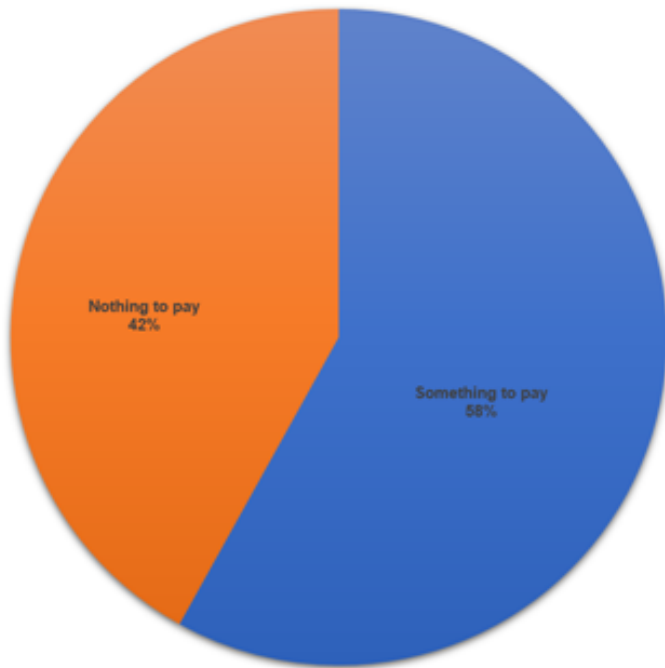
Total	Group A	Group B	Group C	Group D	Group E	Group F
4,791	2,093	348	881	147	994	328
%	44%	7%	18%	3%	21%	7%



In common with the original fully-means tested scheme, single person households receive the most support. Around 50% of households include children (groups C,D,E & F). This also mirrors the caseload allocation that existed in the original scheme.

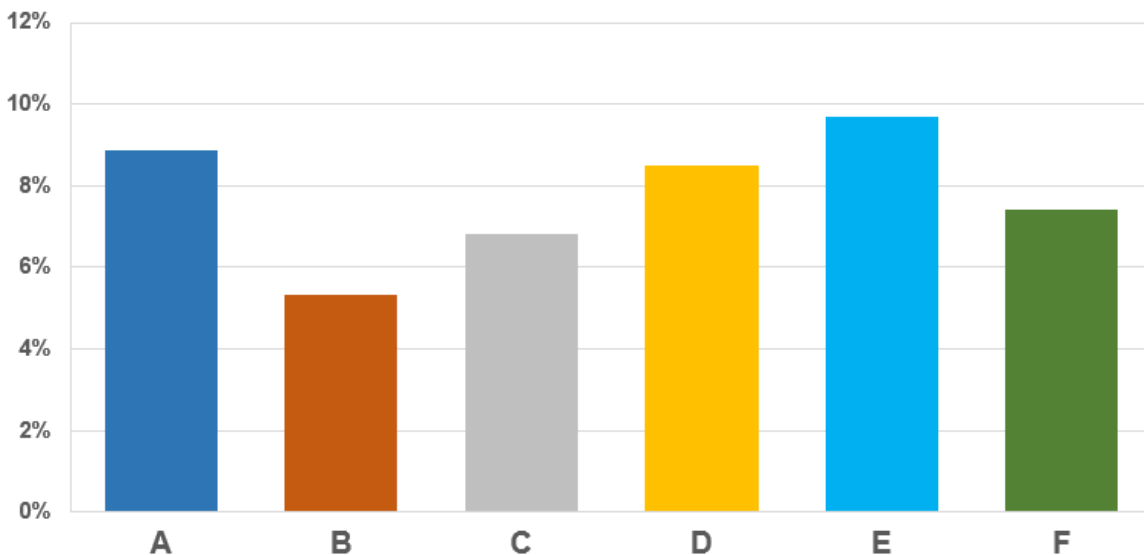
Our scheme offers 100% reduction for those on the lowest incomes, removing the burden of council tax payment from their household budgets. Whilst most households have something to pay a significant number (42%) have nothing to pay once Council Tax Reduction has been applied.

WACTR Caseload



Collection performance

One way of reviewing whether the level of support we are providing is enough is to look at how many of those who have something to pay, are keeping up with their Council Tax liabilities. We have looked at the percentage of households with something to pay who are behind with their council tax and subject to formal recovery action. See bar chart below:



Across the caseload, on average, 92% are keeping up with their council tax. This is a significant majority. The percentage of each household type that has experienced formal recovery action ranges between 5 and 10%, with single person, no children (group A) and lone parent with 2 or

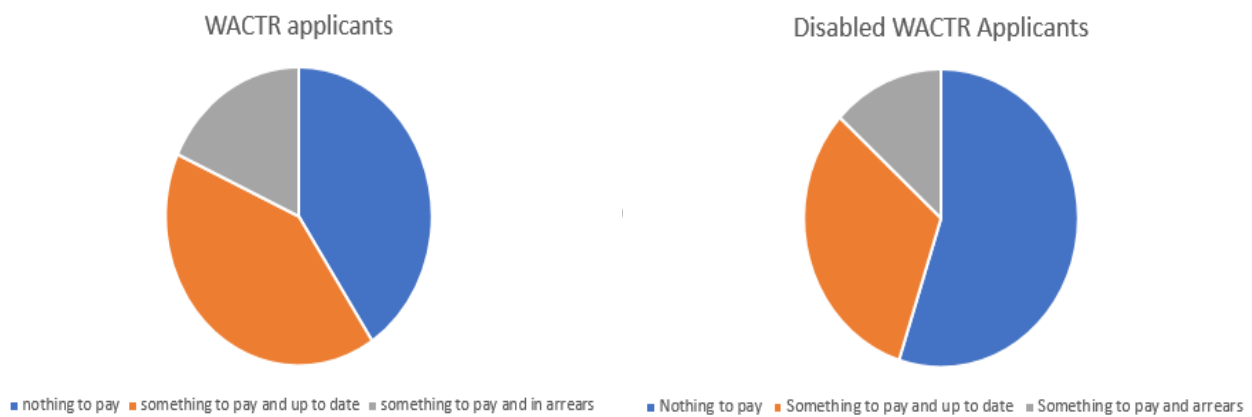
more children (group E), closely followed by couples with 1 child (Group D) being the groups closer to 9%.

The vast majority (92%) of all household categories are keeping up with their council tax and this suggests the scheme is largely meeting requirements. The minority can be supported by our exceptional hardship scheme where required. Analysis of our exceptional hardship awards later in this report demonstrates higher levels of support to single person and lone parent households.

Collection performance under the current income-banded scheme is marginally better than it was under the more complex, fully-means tested scheme which is a positive finding.

Disabled Working Age Council Tax Reduction (WACTR) Claimants

We have also reviewed the percentage of disabled claimants and compared the number of households in arrears with the general WACTR caseload. See charts below:



Looking at the whole Council Tax base, 94% of our payers have nothing to pay or are up to date. Of those in receipt of Working Age Council Tax Reduction (WACTR), 82% either have nothing to pay or are up to date with their Council Tax. Looking at the number of disabled WACTR claimants, 87% either have nothing to pay or are up to date with their Council Tax. A higher number of disabled WACTR applicants than non-disabled applicants have nothing at all to pay. This shows that disregarding various disability incomes in our WACTR scheme is helping our disabled applicants by either remitting their liability or providing appropriate support.

Following the move to our banded scheme in 2020, there were concerns expressed around the impact on couple households where one or potentially both parties had limited capability for work (LCW) and also households in receipt of the limited capability for work related activity (LCWRA) component within their Universal Credit award.

We have identified 255 cases with this element and compared their payment situation with those that don't. 67% of those with a Limited Capability for Work- and Work-Related Activity element, who have something to pay, are completely up to date with their payments. This compares to 69% of those who don't have the element and have something to pay. This suggests that our scheme is providing the same degree of support to those that do, and those who do not, have the element with both groups more able than not to pay their council tax liability on time (67/70%).

Households with 3 or more children

Our WACTR scheme was designed so that the household bands were increased up to a maximum of 2 children. This aligns with the calculation in Housing Benefit and Universal Credit which also limits financial uplift to a maximum of two children.

Across our total WACTR caseload, 82% have nothing to pay or are up to date with their Council Tax. Looking at our WACTR claimants with 3 or more children, it remains at 82%. This suggests that families with more than two children who have claimed WACTR are not being caused undue hardship by the financial limits set.

Exceptional Hardship Awards

When the banded scheme was introduced, our Discretionary Discount and Exceptional Hardship policy was designed to act as a safety net to the main scheme, providing extra support to Working Age Council Tax Reduction customers where required. The scheme can provide transitional support and/or provide a top up to households where the main scheme does not deliver the required amount of support. Customers struggling to pay their net liability are encouraged to apply for an Exceptional Hardship payment and a decision is made having carefully considered their unique circumstances.

Awards are categorised into 3 groups, however it's not uncommon for the customer's circumstances to fall into more than one. For recording purposes, we choose the most significant reason when making the award.

3 reasons for an award are:

1. Financial Reasons – when the customer's financial situation shows they could do with some extra help by making their Council Tax more affordable and provide support whilst they take steps to improve their financial situation.
2. Scheme change (transitional protection) – when something in our scheme reduces someone's Working Age Council Tax Reduction award (like the introduction to the banded scheme) and the applicant may need time to transition to a reduced level of support.
3. Vulnerability – when a customer's disability or other vulnerability is impacting on their ability to afford their liability.

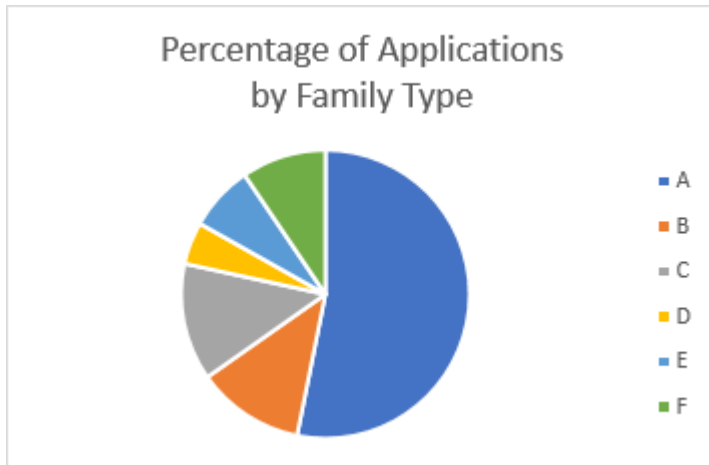
Below is a summary of Exceptional Hardship awards made since 1.4.22.

Financial Year	Total Spend	No. of Application	No. of Award	Reason for awards
2022/2023	£15.6k	133	48	19 for Financial reasons £5.9k 4 for Scheme changes £2k 25 for Vulnerability £7.7k
2023 at 1.10.23 (6 months)	£7.1k	60	18	7 for Financial reasons £2.3k 3 for Scheme changes £2k 8 for Vulnerability £2.8k

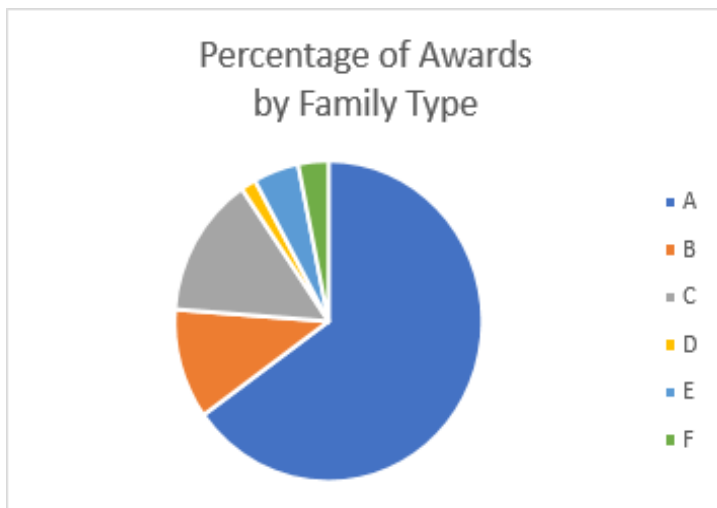
From the information we hold about these Exceptional Hardship applications we can see that

- About 50% have some form of disability payment or allowance
- About 60% have no earnings.
- 102 of the 193 applications or 53% are single people (in group A)
- 23 or 12% are couples (group B)
- 41 or 21.5% are lone parents (group C & E)
- 27 or 14% are couple families (group D and F)

Below is an illustration of the demographic of the applications:



The awards we make for each family groups are as follows:



This shows we make most of the awards to single people (group A). Couples with children (groups D and F) are the least likely to be successful, typically because they have enough available income to afford their liability.

A review of all applications for customers with a disability gives us the following information which confirms that around half of all applicants have a disability and of those, around a third have been awarded an Exceptional Hardship award. Two thirds of people with a disability can afford their Council Tax liabilities after allowing for all disability related spend and only a few of those, which

include people who have a history of not paying, fall behind with their instalments and experience formal recovery action.

1. How many total households who applied were in receipt of some form of disability benefit award like Disability Living Allowance or Personal Independence Payment – 102 (53%)
2. How many applicants with a disability received an award? - 32 (31%)
3. How many applicants had the limited capability work related activity (LCWRA) element in their Universal Credit award? - 84 (44%)
4. How many of these received an award? - 26 (31%)
5. Of the households with this element, how many were declined? - 58 (69%)
 - i. 51 because they could afford the liability (88%)
 - ii. 3 because they were prioritising non-priority debts over Council Tax (5%)
 - iii. 4 failed to supply enough information to make a decision. (7%)
6. Of the cases which were declined, how many have ended up with formal Council Tax recovery action?

10 cases have had formal recovery action (17%)
6 of these cases have a history of not paying towards their liabilities.
7. Of the households with a Carers Allowance or carers element, how many applied or were awarded EHF and how many were declined because they could afford to pay.

Total 33 applied and 9 (27%) were successful.
24 (73%) were declined because they could afford the liability.

As well as, or instead of, providing financial awards we continue to work with households struggling to pay their council tax to signpost them to sources of support including the Council's contracted Homemaker Service. We also offer flexible payment terms to support claimants through difficult periods including fluctuating incomes.

**Teignbridge District Council
Executive Committee
4th January 2024
Part i**

Report Title

Provision of RNLI Lifeguard service

Purpose of report

To seek approval for the renewal of the RNLI lifeguard provision based on a 5 year contract for Teignmouth and Dawlish Warren beaches.

Recommendation(s)

The Executive Approves:

- (1) the continuation of the RNLI lifeguard service based on a 5 year contract.
- (2) the cost of the RNLI lifeguard service for 5 years based on an annual increase of 2.5% and RPI. In 2023 the cost of the service was £50,046.

Financial Implications

In addition to the contract costs there is a one-off payment of £7,840 to relocate the shore-based facilities to two containers in the lower point car park as previously agreed at Executive 3rd October 2023

There is also an annual cost of around £5000 for approximately 20 car park permits for the lifeguards which is part of the contract. The full financial implications are detailed in 2.1 below.

Martin Flitcroft

Head of Corporate Resources

Email: martin.flitcroft@teignbridge.gov.uk

Legal Implications

As detailed at paragraph 2.2 below.

Paul Woodhead

Head of Legal Services and Monitoring Officer

Email: paul.woodhead@teignbridge.gov.uk

Risk Assessment

As detailed in Section 2.3 below.
 Charles Perryman
 Health and Safety Manager
 Email: charles.perryman@teignbridge.gov.uk

Environmental/ Climate Change Implications

Please refer to section 2.4. below.
 William Elliott
 Climate Change Officer
 Email: william.elliott@teignbridge.gov.uk

Report author

Sarah Holgate
 Resorts Manager
 Email: sarah.holgate@teignbridge.gov.uk

Executive member

Cllr John Nutley
 Executive Member for Open Spaces, Leisure, Sport, Resorts and Tourism

Appendices/background papers

Appendix 1- Number of RNLI incidents
 Appendix 2 – RNLI Safety Assessment

1. Introduction/background

1.1 The RNLI has provided a lifeguard service on the beaches of Teignmouth and Dawlish Warren for 15 years. This is a service that cannot be provided in-house. We have previously had a 5 year contract with the RNLI for a lifeguard service on our beaches. In 2023 a one year service level agreement was put in place whilst the RNLI reviewed their contracts. We are seeking a recommendation that we continue the RNLI lifeguard service by agreeing a 5 year contract from May 2024. Please see the Appendix 1 for details of the number and type of incidents that the RNLI have dealt with over the past few years.

1.2 Details of the provisional lifeguard service dates for 2024.

Name and brief description of each beach in respect of which Services are to be provided
Dawlish Warren: Saturday 25/05/2024 - Sunday 01/09/2024 Lifeguard service opens for May half term from Saturday 25/05/2024 until Sunday 02/06/2024, 3 lifeguards. Close. Lifeguard service opens for weekends only from Saturday 08/06/2024 until Sunday 30/06/2024, 3 lifeguards. Close.

Lifeguard service opens seven days a week from Saturday 06/07/2024 until Sunday 01/09/2024, 3 lifeguards. Close. End of service.
All patrols 1000-1800

Teignmouth (Main): Saturday 25/05/2024 - Sunday 01/09/2024
Lifeguard service opens seven days a week from Saturday 25/05/2024 until Friday 05/07/2024, 3 lifeguards.
Lifeguard service continues seven days a week from Saturday 06/07/2024 until Sunday 01/09/2024, 2 lifeguards. Close. End of service.
All patrols 1000-1800

Teignmouth (Outpost): Saturday 06/07/2024 - Sunday 01/09/2024
Lifeguard service opens seven days a week from Saturday 06/07/2024 until Sunday 01/09/2024, 2 lifeguards. Close. End of service.
All patrols 1000-1800

1.3 Teignbridge will support the following fundraising for the RNLI.

- The RNLI carrying out Face-to-face fundraising (seeking to sign up individuals to make regular donations by direct debit or standing order).
- The RNLI providing collection boxes for collection of cash donations.
- Competitions to raise awareness of the lifeguard service and the RNLI, or to encourage individuals to receive information on the RNLI, in return for entry into a prize competition.
- Delivery of beach safety messages to beach users e.g. “Swim between the flags” and “always swim at a Lifeguarded beach” or handing out promotional items e.g. free sachets of sun cream to promote sun safety.

1.4 We have been working with our Procurement Officer to carry out some soft market testing to see if nationally there is another provider that could carry out a lifeguard service. There was no interest from any other providers, including local volunteer surf lifesaving clubs, therefore officers have proceeded with the RNLI as the only provider that can meet our criteria to provide a lifeguard service in Teignbridge. As the RNLI are the only provider and the cost of the service over 5 years exceeds the VEAT threshold in conjunction with the Procurement officer a Voluntary Ex Ante Transparency Notice (VEAT) process will need to be undertaken. This provides retrospective notice through the OJEU process of a decision to award a contract to a provider without competition.

1.5. By providing a lifeguard service on our beaches in Teignbridge we are also supporting the UK Drowning prevention strategy. This strategy was developed by the National Water Safety Forum and the aim is to reduce accidental drowning fatalities in the UK by 50% by 2026 and reduce risk amongst the highest risk populations, groups and communities.

1.6 By providing a lifeguard service on our beach at Dawlish Warren it also means that we meet one of the criteria to enable Teignbridge to apply for a Blue Flag award. We currently have a Seaside award for Teignmouth beach, and should the water quality improve to an excellent classification we would then be in a position to apply for a Blue Flag award for this beach too. There is an example of an area in North Wales where they pulled their lifeguard service and Keep Britain Tidy withdrew the

Blue Flags because of not having any lifeguards in 2022. The need for lifeguards for a Blue Flag Award is based on a risk assessment. Therefore, if we decided that we did not need a lifeguard provision this would need to be reflected in the beach risk assessments. Keep Britain Tidy will ask in the 2024 applications what has changed in terms of risk for a lifeguard service not to be needed.

1.7. Please see the Equality Impact Assessment for the RNLI Lifeguard service provisions. We are confident that the RNLI embrace equality and inclusion. It was noted that the RNLI lifeguard service may advance equality of opportunity for those with disability or experiencing social deprivation. Providing lifeguard services may increase access for those who are less able. For those swimmers that are less confident, it may provide reassurance that there is lifeguard cover on the beach. The advice is to swim at a lifeguarded beach, between the red and yellow flags. If you are not a confident swimmer, you may want to follow this advice when you go swimming at a beach. It also helps to provide a safe health and wellbeing opportunity with sea swimming and its free. It may be the case that in the areas of high deprivation they have less access to private swimming lessons and high chance of needing the lifeguard services.

2. Implications, Risk Management and Climate Change Impact

2.1 Financial

2.1.1. It has been previously agreed with Teignbridge as the beach operator that they will pay a contribution of the overall costs of providing a lifeguard service, with the RNLI charity covering the remaining costs. This covers the staffing cost of the lifeguard service and the remaining contribution from the RNLI covers the training, infrastructure and equipment that goes with providing a service.

2.1.2. In 2023 Teignbridge paid 65% of the actual costs of the service at £50,046 per year with the RNLI charity covering the rest. There has been a 13.4% increase in cost from 2022 in line with RPI which is stated in the contract.

2.1.3. The RNLI have stated that the contribution from Teignbridge will need to increase by 2.5% each year alongside RPI. At the end of the 5 year contract this would mean that Teignbridge would contribute 77.5% of the actual cost by 2028. This is consistent with what the RNLI is asking from other local authorities nationally.

2.1.4. The RNLI use RPI percentage increase for calendar year to December, so December RPI would come out in January. So the RNLI would look to confirm the exact figure in January of each year. The 2024/25 budget proposals will include the inflationary and contract pressures identified above.

2.1.5. In addition to these costs the contract states that the beach operator shall provide parking permits free of charge for any patrol vehicles stationed at a beach, all RNLI personnel such as lifeguards and Supervisors, community fundraisers such as the face-face team, shoreworks management staff and educational and coastal safety team member. These are currently provided electronically via the car park team. In 2023 these costs were approximately £5000 based on 20 permits for the lifeguards for the summer.

2.1.6. The beach operator is responsible for providing shore facilities for the RNLI. There is a permanent lifeguard unit at Dawlish Warren on the seawall and a temporary outpost on the sea wall which is stored in the car park during the winter. The RNLI provided these units and the infrastructure to install them at no cost to TDC. There is not any cost involved in storing these during the winter for TDC.

2.1.7. At Teignmouth the lifeguard units are installed seasonally by the RNLI and removed in the winter. Teignbridge as the beach operator is responsible for providing the shore facilities in Teignmouth. Currently this a store on the Den, it has been agreed that when these stores are demolished as part of the new Town Council toilet provision, facilities will be provided in the form of 2 containers located in the lower point car park. Planning permission has already been approved and a budget of £7840 has been allocated as part of the toilet provision project for these containers.

2.2 Legal

We do not have a legal responsibility to provide a lifeguard service on our beaches in Teignbridge. However, we do have an obligation to carry out risk assessments as a responsible landowner and detail control measures. The mitigations include provision of public rescue equipment, signage and providing a lifeguard service is one of these control measures.

2.3 Risks

The RNLI shall carry out a Risk Assessment in respect of the Patrolled Beaches to:

- Identify and assess the risks posed by potential hazards within the Patrolled Areas (“Identified Risks”); and
- Specify a series of control measures to mitigate against the Identified Risks. The control measures shall include, as appropriate: - Provision of public education, safety literature, information and warning signs; Zoning; Barriers; Trained surveillance; First aid; Lifeguards; and where appropriate, the necessary equipment required to minimize the Identified Risks.

These safety assessments carried out by the RNLI every 5 years and updates are provided annually, they are included in the Appendix 2.

By the RNLI providing a lifeguard and first aid service it also acts as a control measure in the Resort work based and site risk assessments.

There is a UK Drowning prevention strategy developed by the National water safety forum and supported by RoSPA. The aim is to reduce accidental drownings in the UK by 50% by 2026. By Teignbridge working with the RNLI to provide a lifeguard service on our beaches, we as a local authority are helping to support the National strategy.

A significant risk for Teignbridge is fatalities due to drowning on the beaches during the busy summer months. By having a lifeguard service on our two busiest beaches we are helping to mitigate this risk.

2.4 Environmental/Climate Change Impact

Access to safer natural and open water swimming spaces is a valued community asset in Teignbridge; extending the contract with RNLI may be considered environmentally beneficial given that it maintains this provision within our communities, and within access via bus, rail, walking, and cycling for residents and visitors of the district to enjoy.

3. Alternative options

An alternative option to entering into a 5 year contract with the RNLI is to make a decision to not provide a lifeguard service on the beaches to enable a financial saving. This decision comes with a significant risk that there could be a fatality due to drowning on one of the beaches. The authority would also not be able to apply for a Blue Flag at Dawlish Warren for 2024.

Another option would be to seek financial contribution from Teignmouth and Dawlish Town Council. As the agreement with the RNLI needs to be in place to enable a lifeguard service for May 2024 the option of financial contribution from Town Councils would need to run alongside an agreement with the RNLI to ensure that there is no delay in the service starting. There are also wider discussions regarding financial contributions from Town Councils which the RNLI lifeguard service could feed into.

We are aware that there are local voluntary surf lifesaving clubs. However, they do not have the infrastructure or the capacity to offer the cover that this contract provides.

4. Conclusion

It is recommended that the Executive approve the continuation of the RNLI lifeguard service based on a 5-year contract and the budget for the next 5 years for this contract.

Appendix 1- Number of RNLI incidents

Details of the number of incidents in the last four years across Teignmouth and Dawlish Warren beaches:

Teignmouth Beach

Number of incidents	Rescued	Assisted	Major First Aid	Minor First Aid	Search	Near Miss	Other	Missing/ Found	Preventative actions
2019	3	4	12	33	2	0	0	3	19103
2020	6	7	7	11	2	4	0	1	10698
2021	1	5	3	30	1	0	0	1	18034
2022	7	5	16	51	0	10	0	5	12114
2023	5	5	8	22	0	3	3	1	6266

Dawlish Warren Beach

Number of incidents	Rescued	Assisted	Major First Aid	Minor First Aid	Search	Near Miss	Other	Missing/ Found	Preventative actions
2019	4	0	8	35	0	0	0	8	9259
2020	2	12	4	30	0	0	0	6	10579
2021	0	7	8	55	0	0	0	2	9986
2022	7	8	7	27	0	0	1	12	9059
2023	0	10	8	59	0	0	0	1	4754

Please note in 2023 the means of recording stats, accumulated preventative actions, changed from 2 hourly in previous years to twice a day, 10:00 - 14:00 and 14:00 - 18:00. This may explain the reduction in recorded preventative actions. In 2024 they will be establishing a structured way of recording ongoing data to ensure the end of day figures are an accurate reflection of the guard's activity.

Preventative actions is any safety advice that the lifeguards have provided face-face to the public. Such as advice against the tide coming in/risk of tidal cutoff, risk of tombstoning, risk of dangerous currents etc.

Appendix 2 - RNLi Safety Assessments

Equality Impact Assessment



Assessment Of:	Provision of RNLI Lifeguard service
<input type="checkbox"/> Policy <input type="checkbox"/> Strategy <input type="checkbox"/> Function <input checked="" type="checkbox"/> Service <input type="checkbox"/> Other:	<input type="checkbox"/> New <input checked="" type="checkbox"/> Already exists / review <input type="checkbox"/> Changing
Directorate: Place and commercial services	Assessment carried out by: Sarah Holgate
Service Area: Resorts	Job Role: Resort Manager
Version / Date of Sign Off by Director:	Neil Blaney

Step 1: What do we want to do?

This assessment should be started at the beginning of the process by someone with a good knowledge of the proposal and service area, and sufficient influence over the proposal. It is good practice to take a team approach to completing the equality impact assessment. Please contact the Policy Officer early for advice.

1.1 What are the aims and objectives/purpose of this proposal?

Briefly explain the purpose of the proposal and why it is needed. Describe who it is aimed at and the intended aims / outcomes. Where known also summarise the key actions you plan to undertake. Please use plain English, avoiding jargon and acronyms. Equality Impact Assessments are viewed by a wide range of people including decision-makers and the wider public.

To seek approval for the renewal of the RNLI lifeguard provision based on a 5 year contract for Teignmouth and Dawlish Warren beaches. The RNLI has provided a lifeguard service on the beaches of Teignmouth and Dawlish Warren for 15 years. This is a service that cannot be provided in-house. We have previously had a 5 year contract with the RNLI for a lifeguard service on our beaches. In 2023 a one year service level agreement was put in place whilst the RNLI reviewed their contracts. A significant risk for Teignbridge is fatalities due to drowning on the beaches during the busy summer months. By having a lifeguard service on our two busiest beaches we are helping to mitigate this risk.

1.2 Who will the proposal have the potential to affect?

Service users The wider community Teignbridge workforce

1.3 Will the proposal have an equality impact?

Could the proposal affect access levels of representation or participation in a service, or does it have the potential to change e.g. quality of life: health, education, or standard of living etc.?

If 'No' explain why you are sure there will be no equality impact, then skip steps 2-4 and request review by your manager.

If 'Yes' complete the rest of this assessment.

Yes **No** [please select]

Providing lifeguard services may increase access for those who are less able. For those swimmers that are less confident, it may provide reassurance that there is lifeguard cover on the beach. The advice is to swim at a lifeguarded beach, between the red and yellow flags. If you are not a confident swimmer, you may want to follow this advice when you go swimming at a beach.

Step 2: What information do we have?

2.1 What data or evidence is there which tells us who is, or could be affected?

Please use this section to demonstrate an understanding of who could be affected by the proposal. Include general population data where appropriate, and information about people who will be affected with particular reference to protected and other relevant characteristics (listed in 2.2).

Use one row for each evidence source and say which characteristic(s) it relates to. You can include a mix of qualitative and quantitative data - from national research, local data or previous consultations and engagement activities.

Outline whether there are any over or under representation of equality groups within your service - don't forget to benchmark to local population where appropriate.

For workforce / management of change proposals you will need to look at the diversity of the affected team(s) using available evidence such as the employee profile data. Identify any under/over-representation compared with Teignbridge's economically active citizens for age, disability, ethnicity, gender, religion/belief and sexual orientation.

Data / Evidence Source <i>[Include a reference where known]</i>	Summary of what this tells us																																																																					
Additional comments:	<p>Details of the number of incidents in the last four years across Teignmouth and Dawlish Warren beaches:</p> <p>Teignmouth Beach</p> <table border="1" data-bbox="264 1615 1487 1951"> <thead> <tr> <th>Number of incidents</th> <th>Rescued</th> <th>Assisted</th> <th>Major First Aid</th> <th>Minor First Aid</th> <th>Search</th> <th>Near Misses</th> <th>Other</th> <th>Missing/Found</th> <th>Preventative actions</th> </tr> </thead> <tbody> <tr> <td>2019</td> <td>3</td> <td>4</td> <td>12</td> <td>33</td> <td>2</td> <td>0</td> <td>0</td> <td>3</td> <td>19103</td> </tr> <tr> <td>2020</td> <td>6</td> <td>7</td> <td>7</td> <td>11</td> <td>2</td> <td>4</td> <td>0</td> <td>1</td> <td>10698</td> </tr> <tr> <td>2021</td> <td>1</td> <td>5</td> <td>3</td> <td>30</td> <td>1</td> <td>0</td> <td>0</td> <td>1</td> <td>18034</td> </tr> <tr> <td>2022</td> <td>7</td> <td>5</td> <td>16</td> <td>51</td> <td>0</td> <td>10</td> <td>0</td> <td>5</td> <td>12114</td> </tr> <tr> <td>2023</td> <td>5</td> <td>5</td> <td>8</td> <td>22</td> <td>0</td> <td>3</td> <td>3</td> <td>1</td> <td>6266</td> </tr> </tbody> </table> <p>Dawlish Warren Beach</p>										Number of incidents	Rescued	Assisted	Major First Aid	Minor First Aid	Search	Near Misses	Other	Missing/Found	Preventative actions	2019	3	4	12	33	2	0	0	3	19103	2020	6	7	7	11	2	4	0	1	10698	2021	1	5	3	30	1	0	0	1	18034	2022	7	5	16	51	0	10	0	5	12114	2023	5	5	8	22	0	3	3	1	6266
Number of incidents	Rescued	Assisted	Major First Aid	Minor First Aid	Search	Near Misses	Other	Missing/Found	Preventative actions																																																													
2019	3	4	12	33	2	0	0	3	19103																																																													
2020	6	7	7	11	2	4	0	1	10698																																																													
2021	1	5	3	30	1	0	0	1	18034																																																													
2022	7	5	16	51	0	10	0	5	12114																																																													
2023	5	5	8	22	0	3	3	1	6266																																																													

Number of incidents	Rescued	Assisted	Major First Aid	Minor First Aid	Search	Near Miss	Other	Missing/Found	Preventative actions
2019	4	0	8	35	0	0	0	8	9259
2020	2	12	4	30	0	0	0	6	10579
2021	0	7	8	55	0	0	0	2	9986
2022	7	8	7	27	0	0	1	12	9059
2023	0	10	8	59	0	0	0	1	4754

We are confident that the RNLI embrace equality and inclusion. Their policy is

https://rnli.org/-/media/rnli/downloads/equality_inclusion_and_diversity/rnli_equality_diversity_and_inclusion_policy.pdf

Set up in January 2017, the RNLI's Disability Network has been working to provide support and guidance to people with disabilities, as well as to those that care for others with disabilities, in order to contribute to a more equal and diverse RNLI. The Network aims to empower, enable, support and champion people affected by disability as well as provide a safe and confidential environment for issues to be raised and elevated.

People networks are groups from across the RNLI who are committed to diversity, equality and inclusion. The RNLI have four active people networks– the Disability Network, Race Equality Network, Harbour Network (LGBT+ network - lesbian, gay, bisexual, transgender) and the Young Professional Network.

For more information see: [Equality, inclusion and diversity at the RNLI](#)

This is applicable because the RNLI Lifeguards provided at Teignmouth and Dawlish Warren beaches will have equality and diversity awareness training as part of their induction training prior to starting on the beach.

2.2 Do you currently monitor relevant activity by the following protected characteristics?

- | | | |
|---|--|--|
| <input type="checkbox"/> Age | <input type="checkbox"/> Disability | <input type="checkbox"/> Gender Reassignment |
| <input type="checkbox"/> Marriage and Civil Partnership | <input type="checkbox"/> Pregnancy/Maternity | <input type="checkbox"/> Race |
| <input type="checkbox"/> Religion or Belief | <input type="checkbox"/> Sex | <input type="checkbox"/> Sexual Orientation |

2.3 Are there any gaps in the evidence base?

Where there are gaps in the evidence, or you don't have enough information about some equality groups, include an equality action to find out in section 4.2 below. This doesn't mean that you can't complete the assessment without the information, but you need to follow up the action and if necessary, review the assessment later. If you are unable to fill in the gaps please state this clearly with a justification.

For workforce related proposals all relevant information on characteristics may need to be sought from HR (e.g. pregnancy/maternity). For smaller teams diversity data may be redacted. A high proportion of not known/not disclosed may require action to address and identify the information needed.

We are unable to gather data as it is a public open space.
We do monitor complaints data and we are not aware of any complaints from an equality perspective.

2.4 How have you involved communities and groups that could be affected?

You will nearly always need to involve and consult with internal and external stakeholders during your assessment. The extent of the engagement will depend on the nature of the proposal or change. This should usually include individuals and groups representing different relevant protected characteristics. Please include details of any completed engagement and consultation and how representative this has been of Teignbridge's diverse communities.

Include the main findings of any engagement and consultation in Section 2.1 above.

If you are managing a workforce change process or restructure please refer to HR for advice on how to consult and engage with employees. Relevant stakeholders for engagement about workforce changes may include e.g. staff-led groups, trades unions as well as affected staff.

Not relevant as we are not aware of any stakeholders in the locality that would be affected by this proposal

2.5 How will engagement with stakeholders continue?

Explain how you will continue to engage with stakeholders throughout the course of planning and delivery. Please describe where more engagement and consultation is required and set out how you intend to undertake it. Include any targeted work to seek the views of under-represented groups. If you do not intend to undertake it, please set out your justification. You can ask the Consultation Officer for help in targeting particular groups.

We will monitor complaints and engage with any stakeholders that we become aware of.

Step 3: Who might the proposal impact?

Analysis of impacts must be rigorous. Please demonstrate your analysis of any impacts of the proposal in this section, referring to evidence you have gathered above and the characteristics protected by the Equality Act 2010. Also include details of existing issues for particular groups that you are aware of and are seeking to address or mitigate through this proposal.

3.1 Does the proposal have any potentially adverse impacts on people on the basis of their protected or other relevant characteristics?

Consider sub-categories (different kinds of disability, ethnic background etc.) and how people with combined characteristics (e.g. young women) might have particular needs or experience particular kinds of disadvantage.

Where mitigations indicate a follow-on action, include this in the 'Action Plan' Section 4.2 below.

GENERAL COMMENTS (highlight any potential issues that might impact **all or many groups**)

PROTECTED CHARACTERISTICS

Age: Young People	Does your analysis indicate a disproportionate impact? Yes <input type="checkbox"/> No <input type="checkbox"/> Neutral <input checked="" type="checkbox"/>
Potential impacts:	
Mitigations:	
Age: Older People	Does your analysis indicate a disproportionate impact? Yes <input type="checkbox"/> No <input type="checkbox"/> Neutral <input checked="" type="checkbox"/>
Potential impacts:	
Mitigations:	
Disability	Does your analysis indicate a disproportionate impact? Yes <input checked="" type="checkbox"/> No <input type="checkbox"/> Neutral <input type="checkbox"/>
Potential impacts:	This proposal may improve access by giving people more confidence to swim at a lifeguarded beach
Mitigations:	
Sex	Does your analysis indicate a disproportionate impact? Yes <input type="checkbox"/> No <input type="checkbox"/> Neutral <input checked="" type="checkbox"/>
Potential impacts:	
Mitigations:	
Sexual orientation	Does your analysis indicate a disproportionate impact? Yes <input type="checkbox"/> No <input type="checkbox"/> Neutral <input checked="" type="checkbox"/>
Potential impacts:	
Mitigations:	
Pregnancy / Maternity	Does your analysis indicate a disproportionate impact? Yes <input type="checkbox"/> No <input type="checkbox"/> Neutral <input checked="" type="checkbox"/>
Potential impacts:	
Mitigations:	
Gender reassignment	Does your analysis indicate a disproportionate impact? Yes <input type="checkbox"/> No <input type="checkbox"/> Neutral <input checked="" type="checkbox"/>
Potential impacts:	
Mitigations:	
Race	Does your analysis indicate a disproportionate impact? Yes <input type="checkbox"/> No <input type="checkbox"/> Neutral <input checked="" type="checkbox"/>
Potential impacts:	
Mitigations:	
Religion or Belief	Does your analysis indicate a disproportionate impact? Yes <input type="checkbox"/> No <input type="checkbox"/> Neutral <input checked="" type="checkbox"/>
Potential impacts:	
Mitigations:	
Marriage & civil partnership	Does your analysis indicate a disproportionate impact? Yes <input type="checkbox"/> No <input type="checkbox"/> Neutral <input checked="" type="checkbox"/>
Potential impacts:	
Mitigations:	

OTHER RELEVANT CHARACTERISTICS

Socio-Economic (deprivation)	Does your analysis indicate a disproportionate impact? Yes <input checked="" type="checkbox"/> No <input type="checkbox"/> Neutral <input type="checkbox"/>
Potential impacts:	Providing a safe health and well being opportunity with sea swimming and its free. Also it maybe the case the areas of high deprivation have less access to private swimming lessons and high chance of needing the lifeguard services.
Mitigations:	
Other group(s) <i>Please add additional rows below to detail the impact for other relevant groups as appropriate e.g.</i>	

Asylums and Refugees; Rural/Urban Communities, Homelessness, Digital Exclusion, Access To Transport	
Potential impacts:	
Mitigations:	

3.2 Does the proposal create any benefits for people on the basis of their protected or other relevant characteristics?

Outline any potential benefits of the proposal and how they can be maximised. Identify how the proposal will support our Public Sector Equality Duty to:

- ✓ Eliminate unlawful discrimination for a protected group
- ✓ Advance equality of opportunity between people who share a protected characteristic and those who don't
- ✓ Foster good relations between people who share a protected characteristic and those who don't

See above

May advance equality of opportunity for those with disability or experiencing social deprivation. Providing lifeguard services may increase access for those who are less able. For those swimmers that are less confident, it may provide reassurance that there is lifeguard cover on the beach. The advice is to swim at a lifeguarded beach, between the red and yellow flags. If you are not a confident swimmer, you may want to follow this advice when you go swimming at a beach. It also helps to provide a safe health and well being opportunity with sea swimming and its free. It maybe the case that in the areas of high deprivation they have less access to private swimming lessons and high chance of needing the lifeguard services.

Step 4: Impact

4.1 How has the equality impact assessment informed or changed the proposal?

What are the main conclusions of this assessment? Use this section to provide an overview of your findings. This content should be used as a summary in reports, where this full assessment is included as an appendix.

If you have identified any significant negative impacts which cannot be mitigated, provide a justification showing how the proposal is proportionate, necessary and appropriate despite this.

Summary of significant negative impacts and how they can be mitigated or justified:
Summary of positive impacts / opportunities to promote the Public Sector Equality Duty:
There is an opportunity to foster relationships between the CVS for different groups.

4.2 Action Plan

Use this section to set out any actions you have identified to improve data, mitigate issues, or maximise opportunities etc. If an action is to meet the needs of a particular protected group please specify this.

Improvement / action required	Responsible Officer	Timescale
We can find out whether the RNLI carry out any surveys		
We can look to identify any initiatives to encourage deprived/disabled or sexual orientation groups to use the beaches.		

4.3 How will the impact of your proposal and actions be measured?

How will you know if have been successful? Once the activity has been implemented this equality impact assessment should be periodically reviewed to make sure your changes have been effective and your approach is still appropriate. Include the timescale for review in your action plan above.

Through monitoring data through the RNLI in relation to incidents managed.

4.4 Is there an opportunity to promote positive attitudes and good relations between different groups and communities?

There is an opportunity to promote free public swimming and enjoyment of the beaches with the protection of a lifeguard service.
There is an opportunity to foster relationships between the CVS for different groups.

Step 5: Review & Sign-Off

EIAs should only be marked as reviewed when they provide sufficient information for decision-makers on the equalities impact of the proposal. Please seek review and feedback from management before requesting it to be signed off. All working drafts of EIAs and final signed-off EIAs should be saved in G:\GLOBAL\EIA. Once signed-off please add the details to the 'EIA Register' of all council EIAs saved in the same directory.

Reviewed by Service Manager: Yes <input checked="" type="checkbox"/> David Eaton, Environmental Protection Manager No <input type="checkbox"/> Instead was reviewed by:	Strategic Leadership Team Sign-Off: Neil Blaney, Head of Place and Commercial Services
Date: 14/12/2023	Date: 15/12/2023

This page is intentionally left blank

RNLI Beach Safety Assessment Report



113

Beach Name: Dawlish Warren	Also known as:	Management Authority: Teignbridge District Council
Date: 19/01/2023	Version:	Suggested review date: 19/01/2024
Assessment by/(Qualification): Jake Butt (IOSH Managing Safely) Julian Smart (CIEH Risk Assessment/ IOSH Managing Safely)		
Authorised / Signed off by (Qualification): Henry Irvine (IOSH, NEBOSH)		

Contents

Section 1: Executive Summary	3	Appendix 1: Supporting Beach Information	
Introduction to the RNLI and Beach Safety Assessment	4	Existing Services Overview	47
Summary of Findings	5	Emergency Services Overview	48
Simplified Risk Calculator for Beaches	7	Control Measures Reference Sheet	49
University of Plymouth UKBSAM Beach Type	9	Plymouth University QOBR2 PDF's	50
Risk Priority Matrix Summary	10	General Beach Observations	51
Conflicting Activities Matrix	12	% of daily/monthly visitors	52
		Behaviours and Perceived Incidence	55
Section 2: Audit	16	Communication and Consultation	56
Action Planning Explained	17	Photograph Reference Sheet	57
Action Plan	21	Supporting Photographs	58
Audit Explained	22		
Audit		Appendix 2: Risk Assessment Theory	
		RNLI Beach Safety Assessment	66
		Establishing the Context	68
		ISO Risk Assessment Principles and Practice	69
		University of Plymouth UKBSAM	71
		Considering Risk Versus Benefit	72
		Residual Risk	73
		Appendix 3: Glossary	
		RNLI Glossary	78
		University of Plymouth Glossary	81

114

Field beach safety assessment package



Section 1: Executive Summary

Introduction to the RNLI and Beach Safety Assessment

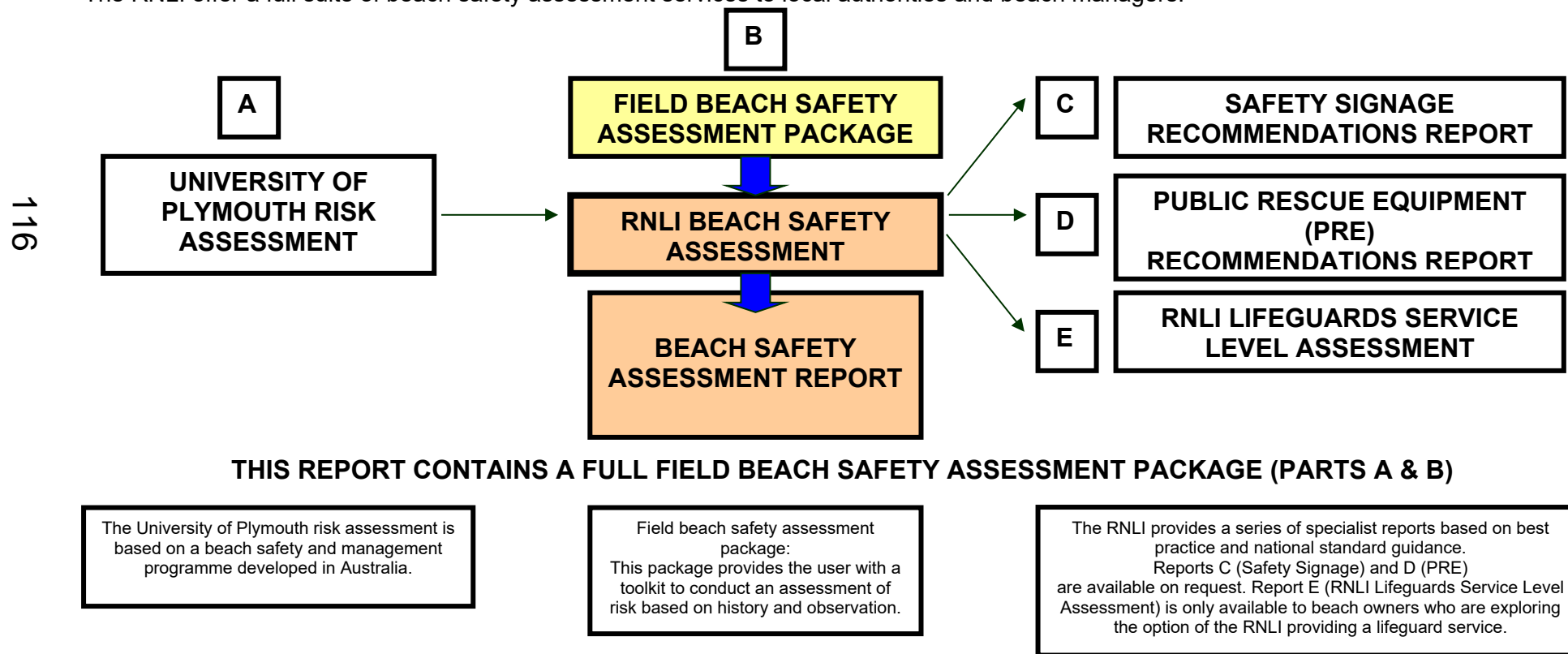
- Summary of Findings
- Simplified Risk Calculator for Beaches
- University of Plymouth UKBSAM Beach Type
 - Risk Priority Matrix Summary

Introduction to the RNLI and Beach Safety Assessment

The Royal National Lifeboat Institution is a registered charity that saves lives at sea. It provides, on call, a 24-hour lifeboat search and rescue service up to 100 nautical miles out from the coast of the United Kingdom and Republic of Ireland and a beach lifeguard service on appropriate beaches in the United Kingdom and Republic of Ireland.

The RNLI Lifeguards have developed a “total service” concept where a drowning prevention strategy is used to control risk. Conducting a beach safety assessment is the first step to improving safety on the beach.

The RNLI offer a full suite of beach safety assessment services to local authorities and beach managers:



Summary of Findings

Conducting a beach safety assessment is the first step in improving safety on the beach.

During the assessment there was a hazard identified where the level of risk was felt to be high. Control measures should be considered.

Priority hazard is:

10.8 Wave dodging

The following series of potential control measures have been suggested in this report to manage high level risks and specific hazards as well as broader recommendations relating to management strategies. These include:

- Signage along the promenade warning of breaking waves against the sea wall.
- Complete centre disk on Public Rescue Equipment (PRE) housing regarding reference points
- Review Public Rescue Equipment (PRE) to ensure it meets new national guidelines
- Ensure suite of standard and local operating procedures are in place for all activities performed or managed
- Provide beach safety information to targeted groups such as school groups and Tourist Information Centres
- Use National Water Safety forms for recording of incidents and actions.

It is the responsibility of the management authority to formulate an action plan based on the recommendations. An action plan template is included in section two of this report.

The RNLI is currently reviewing options for providing ongoing assistance and support to management authorities that they do not necessarily provide Lifeguard Services for. Management authorities could gain from this assistance by formally approaching the RNLI to develop a longer-term association. These services are provided at either no cost or at cost recovery only.

Many management authorities currently benefit from advice relating to community education, risk assessments, signage, standard operating procedures and equipment procurement.

For further advice please contact:

Lifeguard Services:

Lifeguard Supervisor
Risk and Implementation
RNLI
BSA@rnli.org.uk

General Manager-Lifeguard Operations
Lifeguard Services
RNLI
BSA@rnli.org.uk

Please note: all advice is given as recommendations and does not constitute any formal agreements

Simplified risk calculator

Peak season

Level	Tides	Energy		Population	
		Tidal flow*	Average wave height*	Population (in-water)**	Conflicting activities
7			2.0m+	200+	
6			1.5–2.0m	150–200	
5		White water	1.0–1.5m	100–150	
4	Extensive tidal range with potential for cut off	6+ knots	0.75–1.0m	75–100	Persistent and dangerous
3	Potential for tidal cut off	4–6 knots	0.5–0.75m	50–75	Persistent
2	Extensive tidal range	2–4 knots	0.25–0.5m	25–50	Regular
1	Normal tidal range	0–2 knots	0–0.25m	10–25	Occasional
0	No tidal effect	Static	0	0-10***	Isolated

*Tidal flow versus Average wave height: Only use the one most appropriate measure of energy
 ** For calculating the in-water population to include surf craft: a novice surfer or body boarder = 0.5; an experienced surfer = 0.25
 ***If population in-water is 0 the beach will default to lower risk, if 1-10 the beach cannot rank higher than lower-medium risk

UKBSAM beach type	Weighting	UKBSAM beach type	Weighting
LTT+R(HE)	3	UD(HE)	-1
LTBR(HE)	3	LTT(LE)	-1
STB (HE)	2	NBD(HE)	-1
MITB (LE)	1	R	-1
LTT+MITB	1	NDI	-1
UD+TF(LE)	0	STB(LE)	-2
LTT(HE)	0	NBD(LE)	-2
R(HE)	0	Unclassified	0

Early/Late Season

Level	Tides	Energy		Population	
		Tidal flow*	Average wave height*	Population (in-water)**	Conflicting activities
7			2.0m+	200+	
6			1.5–2.0m	150–200	
5		White water	1.0–1.5m	100–150	
4	Extensive tidal range with potential for cut off	6+ knots	0.75–1.0m	75–100	Persistent and dangerous
3	Potential for tidal cut off	4–6 knots	0.5–0.75m	50–75	Persistent
2	Extensive tidal range	2–4 knots	0.25–0.5m	25–50	Regular
1	Normal tidal range	0–2 knots	0–0.25m	10–25	Occasional
0	No tidal effect	Static	0	0-10***	Isolated

*Tidal flow versus Average wave height: Only use the one most appropriate measure of energy
 ** For calculating the in-water population to include surf craft: a novice surfer or body boarder = 0.5; an experienced surfer = 0.25
 ***If population in-water is 0 the beach will default to lower risk, if 1-10 the beach cannot rank higher than lower-medium risk

UKBSAM beach type	Weighting	UKBSAM beach type	Weighting
LTT+R(HE)	3	UD(HE)	-1
LTBR(HE)	3	LTT(LE)	-1
STB (HE)	2	NBD(HE)	-1
MITB (LE)	1	R	-1
LTT+MITB	1	NDI	-1
UD+TF(LE)	0	STB(LE)	-2
LTT(HE)	0	NBD(LE)	-2
R(HE)	0	Unclassified	0

Energy (Tides + Average wave height or Flow*) + Population (In-water population + Conflicting activity) +/- UKBSAMP weighting = Risk

RNLI Beach Safety Assessment Report

Winter

Level	Energy			Population	
	Tides	Tidal flow*	Average wave height*	Population (in-water)**	Conflicting activities
7			2.0m+	200+	
6			1.5–2.0m	150–200	
5		White water	1.0–1.5m	100–150	
4	Extensive tidal range with potential for cut off	6+ knots	0.75–1.0m	75–100	Persistent and dangerous
3	Potential for tidal cut off	4–6 knots	0.5–0.75m	50–75	Persistent
2	Extensive tidal range	2–4 knots	0.25–0.5m	25–50	Regular
1	Normal tidal range	0–2 knots	0–0.25m	10–25	Occasional
0	No tidal effect	Static	0	0-10***	Isolated

*Tidal flow versus Average wave height: Only use the one most appropriate measure of energy
 ** For calculating the in-water population to include surf craft: a novice surfer or body boarder = 0.5; an experienced surfer = 0.25
 ***If population in-water is 0 the beach will default to lower risk, if 1-10 the beach cannot rank higher than lower-medium risk

UKBSAM beach type	Weighting	UKBSAM beach type	Weighting
LTT+R(HE)	3	UD(HE)	-1
LTBR(HE)	3	LTT(LE)	-1
STB (HE)	2	NBD(HE)	-1
MITB (LE)	1	R	-1
LTT+MITB	1	NDI	-1
UD+TF(LE)	0	STB(LE)	-2
LTT(HE)	0	NBD(LE)	-2
R(HE)	0	Unclassified	0

Dawlish Warren beach is a medium risk beach during peak season, a lower-medium risk beach during early / late season and a lower risk beach during winter.

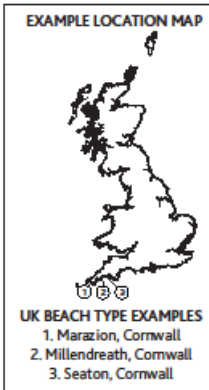
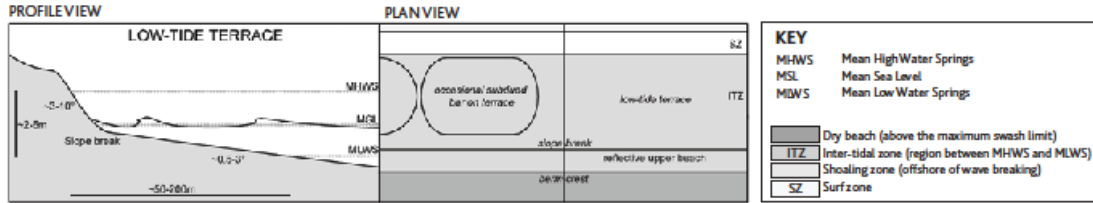
Score	Risk level	Suggested controls – <i>provided as a general indicator only</i>
15+	Higher	<ul style="list-style-type: none"> Lifeguards may regularly close the beach to aquatic activities Lifeguards will require additional support (increased personnel or equipment levels)
12-15	Medium–higher	<ul style="list-style-type: none"> Lifeguards may occasionally close the beach to aquatic activities Lifeguard may require additional support (increased personnel or equipment levels)
8-12	Medium	<ul style="list-style-type: none"> Lifeguards normally recommended
5-8	Lower –medium	<ul style="list-style-type: none"> Monitoring of in-water population should be undertaken, with the provision of a lifeguard service considered PRE should be considered Signage strongly recommended
0-5	Lower	<ul style="list-style-type: none"> Signage should be considered PRE may be considered Pre-arrival education

University of Plymouth UK Beach Safety Assessment Model (UKBSAM) Beach Type

NB. For further information on the partnership work between the RNLI and the University of Plymouth please see Appendix 2



BEACH TYPE: LOW-TIDE TERRACE (LOW ENERGY)



BEACH TYPE CHARACTERISTICS

Wave: low energy mixed wave regime, HW: surging-plunging, LW: plunging-spilling.
 Sediment: HW: medium sand to gravel/boulder, LW: fine-medium sand.
 Tide: micro-tidal to macro-tidal.
 Surf zone width: HW: very narrow-medium, LW: medium-wide.
 Comments: HW: the majority of wave energy reaches the HW beach, cusp formations occasionally found at high-water level, LW: beach exhibits clear break in slope at approximately MSL (level varies), often accompanied by a change in sediment size and groundwater seepage. Lower beach is flat and featureless. A dissipative surf zone with spilling waves usually dominates during LW. Occasionally subdued intertidal bars (linear intersected) can form throughout the low-tide terrace.
 General stability: medium.

PHYSICAL HAZARDS MODAL (HIGH ENERGY)

Rip currents: HW: low, LW: low (medium).
 Wave breaking: HW: low (medium), LW: low.
 Surf zone energy: HW: low (medium), LW: low.
 Beach gradient: HW: low, LW: v.low.
 Swash: HW: low (medium), LW: v.low.
 Tidal cut-off: low - medium.
 Littoral currents: HW: low (medium), LW: low (medium).
 Summary: low hazard under modal conditions. Potential tidal cut-off hazard due to increased tidal translation rates across low-tide terrace. Beach type is characterised by a clear transition from a strongly reflective surf zone at high-tide to strongly dissipative at low-tide. There is a potential for heightened rip (transient) and littoral current hazards during high-energy conditions. Mild beach rips can form over the occasional subdued intersected intertidal bars.
 Hazard Rating: low

IMPORTANT General beach type hazards provide an overview of common hazards associated with generic beach types. On a local scale, these hazards can be modified by local environmental conditions (rock exposure, drainage, coastal structures etc). Please refer to the 'Environmental setting additional hazards checklist' for more information on potential levels of hazard modification from the general beach hazards provided here.

RNLI Beach Safety Assessment Report

Risk Priority Matrix Summary - (Risk rating below includes current control measures)

All hazards identified on the beach are included below. For more detailed information on each specific hazard see section 2 'Audit'.

Likelihood	Almost Certain (5)	9.1 General beach activities				
	Likely (4)	7.2 Marine envenomation	3.2 Groynes and coastal defences 2.2 Shallow sandbanks		11.3 Snorkelling/spear fishing 11.5 Personal water craft	
	Possible (3)		2.7 Inshore holes	2.4 Submerged rocks 6.1 Strong winds 6.3 Fog/mist	2.2 Sudden drop off 5.3 Topographical rips 10.4 Inflatable users 10.10 Surfing 11.1 Paddlecraft 10.8 Wave dodging	1.4 Tidal cut off
	Unlikely (2)	7.3 Dangerous marine life	1.5a Unsafe Walkways 7.4 Dangerous snakes 9.2 Cycling	4.4 Water quality 7.1 Dogs 8.3 Hazardous substances 9.5 Managed vehicle use 9.10 Sand digging	5.1 Wave type 5.2 Beach Rip 5.5 Tidal currents 6.6 UV long term 8.4 dangerous litter 9.3 Beach fishing 9.4 Rock fishing/walking 10.1 Paddling / wading 10.2 Diving 10.3 Swimming 10.5 Skimboarding 10.6 Body surfing 10.7 Body boarding	6.5 UV short term
	Rare (1)			1.3 Unstable / eroded dunes 3.5 Buildings + Structures 8.1 Fire Safety	6.2 Storm rain 6.4 Lightning	
		Negligible (1)	Low (2)	Moderate (3)	High (4)	Severe (5)
Consequence						

BOLD denotes those hazards where the current controls are felt to be inadequate.

RNLI Beach Safety Assessment Report

Risk Matrix Summary Explained

	Stop	Stop activity and immediate action
	Urgent Action	Take immediate action and stop activity if necessary, maintain existing controls rigorously
	Action	Improve within specified timescale
	Monitor	Look to improve at next review or if there is a significant change
	No Action	No further action, but ensure controls are maintained and reviewed

The numbers in the table below are calculated thus: $\text{Consequence} \times \text{Likelihood} = \text{Risk}$

Likelihood	Almost Certain (5)	5	10	15	20	25
	Likely (4)	4	8	12	16	20
	Possible (3)	3	6	9	12	15
	Unlikely (2)	2	4	6	8	10
	Rare (1)	1	1	3	4	5
		Negligible (1)	Low (2)	Moderate (3)	High (4)	Severe (5)
		Consequence				

N.B. Some activities i.e. extreme sports are by their very nature intermittently dangerous. In certain circumstances, hazards may remind in the high risk field despite adequate controls being in place. Hazards that are therefore felt to be insufficiently controlled are highlighted in bold.

RNLI Beach Safety Assessment Report

		Conflicting Activities Matrix																												
	General beach activities	Cycling	Beach / pier fishing	Rock walking / rock fishing	Managed vehicle use and parking	Large kite flying	Climbing / bouldering	Horse riding	Wind powered vehicles	Sand digging / tunnelling	4wd vehicles, quad / dirt bikes	Paragliding / hand gliding	Paddling / wading	Diving	Swimming	Inflatable users	Skim boarding	Body surfing	Body boarding	Wave dodging	Cliff, rock or pier jumping	Surfing	Stand up paddle boarding	Windsurfing	Kite surfing	Rowing	Sailing	Snorkelling / spear fishing	Scuba diving	Personal Water Craft (PWC)
Personal Water Craft (PWC)	0	0	1	1	0					0			1	1	1	1	1	1	1			1	1				1		1	
Scuba diving																														
Snorkelling / spear fishing	0	0	1	1	0					0			0	1	1	1	0	1	1			1	1				1			
Sailing																														
Rowing	0	0	0	0	0					0			1	1	1	1	1	1	1			1	1							
Kite surfing																														
Windsurfing																														
Stand up Paddle boarding	1	1	1	1	0					0			1	1	1	1	1	1	1			1								
Surfing	0	0	1	0	0					0			1	1	1	1	1	1	1											
Cliff, rock or pier jumping																														
Wave dodging																														
Body boarding	0	0	1	0	0					0			1	1	1	1	1	1												
Body surfing	0	0	1	0	0					0			1	1	1	1	1													
Skim boarding	0	0	1	0	0					0			1	1	1	1														
Inflatable users	1	1	1	1	0					0			1	1	1															
Swimming	0	0	1	1	0					0			1	1																
Diving	0	0	1	1	0					0			1																	
Paddling / wading	0	0	1	1	0					0																				
Paragliding / hand gliding																														
4wd vehicles, quad / dirt bikes																														
Sand digging / tunnelling	1	0	0	0	1																									
Wind powered vehicles																														
Horse riding																														
Climbing / bouldering																														
Large kite flying																														
Managed vehicle use and parking	1	1	0	0																										
Rock walking / rock fishing	0	0	0																											
Beach / pier fishing	1	0																												
Cycling	1																													
General beach activities																														

0 = No conflict of activities.

1 = Low Risk. Remote chance of activity conflict arising resulting in mayor injury OR occasional chance of activity conflict arising resulting in minor injury. No additional management intervention required.

2 = Medium risk. Occasional chance of activity conflict arising resulting in critical injury OR probable chance of activity conflict arising resulting in mayor injury. Additional temporary / seasonal management intervention required.

3 = High risk. Occasional chance of activity conflict arising resulting in a fatality OR probable chance of activity conflict arising resulting in a critical injury. Additional permanent management intervention required.

Template last updated 10/08/2016

Field beach safety assessment package



Section 2: Audit

- Action Planning Explained
 - Action Plan
 - Audit Explained
 - Audit

Action Planning Explained

It is the responsibility of the management authority to complete an action plan based on the observations reported in this assessment

A template has been provided to assist in the completion of such a report. It is not mandatory to use this format, however ISO standard 31000:2009(E) (Risk management – principles and guidelines), does require a section to be completed on the treatment of risk and the continued monitoring and review of hazards.

An essential element of coastal risk management is communication and consultation; it is also recommended that a communications plan be developed which relates to the risk itself and the process to manage it. It is important that consultation does not end when the formal risk assessment is complete. Consideration should be given to the formation of a working group that allows ongoing dialogue with stakeholders.

126

It is recommended that you prioritise those hazards with the highest risk first, these are detailed in the red section of the risk priority matrix summary and listed in the summary of finding earlier in the document.

The RNLI are happy to work with the management authority in the completion of any action plan. For further assistance with this please call the lifeguard services team on 01202 663384.

ACTION PLAN (MANAGEMENT AUTHORITY TO COMPLETE)

Ref	Hazard	Additional control measures	Priority			Person responsible for implementing control measures	Complete by date	Details of action taken	Review date
			H	M	L				

127

ACTION PLAN (MANAGEMENT AUTHORITY TO COMPLETE)

Ref	Hazard	Additional control measures	Priority			Person responsible for implementing control measures	Complete by date	Details of action taken	Review date
			H	M	L				

128

ACTION PLAN (MANAGEMENT AUTHORITY TO COMPLETE)

Ref	Hazard	Additional control measures	Priority			Person responsible for implementing control measures	Complete by date	Details of action taken	Review date
			H	M	L				

129

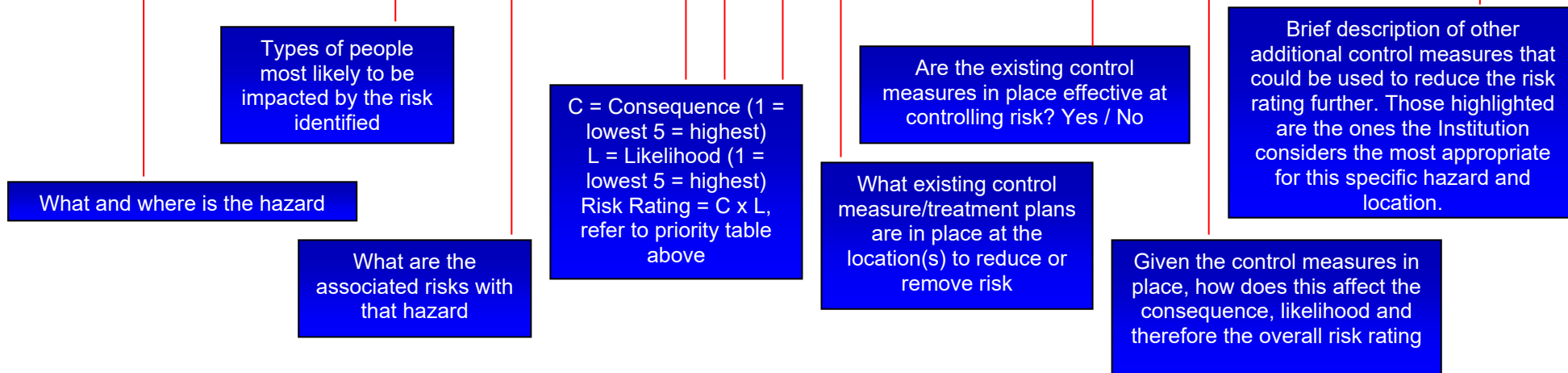
Audit Explained

The following section is the detailed coastal risk audit for the area under assessment. To help further understand and interpret the information contained within the risk tables, the reader may wish to read the explanation contained within the appendices before continuing with this section of the report.

Key - risk assessment table:

Ref	Hazard (and location if applicable)	At increased risk groups	Associated problems	C	L	Risk rating	Existing control measures	Existing controls sufficient Y/N	Control risk rating	Alternative potential control measures (BOLD – Suggested control measures)
1.1	Steep cliffs	Employees Males Very young 16–35 TVM Pre-existing medical conditions	Falls from height Persons becoming stranded on cliff face	3	3	9	Signage Zoning, fencing Emergency communications Trained observer provision First aid provision	Y	6	Pre-arrival education Signage (national guidance) Emergency communications (national guidance) Extend first aid provision Extend trained observer provision Removal/closure

130



RNLI Beach Safety Assessment Report

Audit

1.0 Surrounding environments

Consequence: 1 negligible, 2 low, 3 moderate, 4 high, 5 severe
Likelihood: 1 rare, 2 unlikely, 3 possible, 4 likely, 5 almost certain

Ref	Hazard (and location if applicable)	At increased risk groups	Associated problems	C	L	Risk rating	Existing control measures	Existing controls sufficient Y/N	Control risk rating	Alternative potential control measures (BOLD – Suggested control measures)
1.1	Steep cliffs		N/A							
1.2	Unstable cliffs/rock falls/mud slides		N/A							
1.3	Unstable and/or eroded dunes	Employees Males Very young 16–35 TVM 60+	Falls from height Dune collapse leading to entrapment / suffocation	3	2	6	Signage (Safety Warning) Signage (Dune paths closed) Zoning (supervised area) Barriers (partial / full) First aid provision Lifeguard provision Designated safe footpath Spinal board	Y	3	Barriers (partial / full) Emergency communications (national guidance) Trained observer provision Extend first aid provision Extend lifeguard provision Inspection/repair
1.4	Tidal cut off Cut off area near groyne 5. Approximately 2 hours before High tide. Unable to get off the beach due to dune fencing and no stair access or egress.	Employees Males Very young 16–35 TVM 60+ Non-swimmers	Tidal cut off Incoming tide can trap persons on sandbar or beach. Incoming tide can trap persons on cove/shoreline Drowning Hyperthermia / Exposure Potential for cold water shock	5	4	20	Pre-arrival education (Warning) Signage (Safety Warning) Zoning (supervised area) Emergency communications (National guidance) PRE First aid provision Lifeguard provision Tide Times	Y	15	Pre-arrival education (More Warning signage) Signage (national guidance) Tidal cut off Danger area zoned (beach / map) Additional PRE (national guidance) Trained observer provision Extend first aid provision Extend lifeguard provision Additional Tide times displayed Emergency escape route Means of beach closure Other tidal alert system e.g. traffic lights
1.5 a	Unsafe walkways, lookouts and promenades	Employees Males Very young 16–35 TVM 60+	Slips, trips and falls Activity conflict* <i>*For activity conflict see section 9</i>	2	3	6	Barriers High visibility line Emergency communications (national guidance) First aid provision Lifeguard provision Means of closure Inspection/repair	Y	4	Pre-arrival education (Danger Notice) Signage (national guidance) (No Access) Zoning (activities) Additional Barriers Trained observer provision Extend first aid provision Extend lifeguard provision Means of closure
1.5 b	Unsafe walkways, lookouts and promenades		N/A							
1.6	Other									

131

RNLI Beach Safety Assessment Report

2.0 Beach profiles

Consequence: 1 negligible, 2 low, 3 moderate, 4 high, 5 severe
Likelihood: 1 rare, 2 unlikely, 3 possible, 4 likely, 5 almost certain

Ref	Hazard (and location if applicable)	At increased risk groups	Associated problems	C	L	Risk rating	Existing control measures	Existing controls sufficient Y/N	Control risk rating	Alternative potential control measures (BOLD – Suggested control measures)
2.1	Sudden drop-off/steep slope	Males Very young 16–35 TVM 60+ Non-swimmers Weak swimmers	Rapid change of water depth (especially hazardous for children) Slope leading down to waters edge Drop off wall at bottom of slipway Drowning Dumping waves / shore break* <i>*For problems associated with waves see Wave Type</i>	4	4	16	Pre-arrival education (No boat launching) Signage (Exposed metal danger) Red and yellow flags Emergency communications (national guidance) PRE First aid provision Lifeguard provision Means of beach closure Red flag Tide times	Y	12	Pre-arrival education (Drop off/ steep slope) Signage (national guidance) steep shelving beach Zoning (designated bathing area) (beach / map) PRE (national guidance) Trained observer provision Extend first aid provision Extend lifeguard provision Additional Tide Times
2.2	Shallow sandbanks	Employees Males Very young 16–35 TVM 60+ Non-swimmers Weak swimmers	Head, neck and back injuries from diving into shallow water Beaching craft impacting with sandbank Associated currents* Stranding** <i>*For associated currents and drowning see beach rip</i> <i>**For stranding see Tidal cut off</i>	3	4	12	Pre-arrival education (Council link to RNLI Website) Zoning (swim / craft / launch) (beach / map) Red and yellow flags Emergency communications (national guidance) PRE First aid provision Lifeguard provision Tide times Spinal boards Means of beach closure Red flag	Y	8	Pre-arrival education (state message) Signage (national guidance) shallow sand banks PRE (national guidance) Trained observer provision Extend first aid provision Extend lifeguard provision Craft regulations / restrictions / byelaws (please define)
2.3	Rock shelves/reefs		N/A							

132

RNLI Beach Safety Assessment Report

Ref	Hazard (and location if applicable)	At increased risk groups	Associated problems	C	L	Risk rating	Existing control measures	Existing controls sufficient Y/N	Control risk rating	Alternative potential control measures (BOLD – Suggested control measures)
2.4	Submerged rocks/debris	Employees Males Very young 16–35 TVM Non-swimmers Weak swimmers	Head, neck and back injuries from diving into shallow water Craft impacting with shelf/reef Impact injuries Entrapment Cuts and lacerations Soft tissue injuries Associated currents* Stranding** <i>*For associated currents and drowning see topographically constrained rip</i> <i>**For stranding see Tidal cut off</i>	3	4	12	Pre-arrival education (Link to RNLI website) Signage (national guidance) (Danger rocks below Environment agency) Red and yellow flags Emergency communications (national guidance) PRE First aid provision Lifeguard provision Tide times Spinal boards Red flag	Y	6	Additional Signage (Danger) submerged rocks Zoning (swim / craft / launch) (map / beach) Trained observer provision Extend first aid provision Extend lifeguard provision Removal of objects Marker buoys / hazard markers Means of beach closure
2.5	River/stream mouth		N/A							
2.6	Mud/quicksand		N/A							
2.7	Inshore holes/channels/gutters	Employees Very young 16–35 TVM Pre-existing medical conditions Unfit Non-swimmers Weak swimmers	Associated currents* Rapid change of water depth (especially hazardous for children) <i>*For associated currents see Topographically constrained rip</i>	3	3	9	Pre-arrival education (Council website link to RNLI, Environment agency, beach live) Red and yellow flags Emergency communications (national guidance) PRE First aid provision Lifeguard provision Means of beach closure Red flag	Y	6	Signage (national guidance) (state Danger indicator) Zoning (designated bathing area) (beach / map) Trained observer provision Extend trained observer provision Extend first aid provision Extend lifeguard provision
2.8	Other									

RNLI Beach Safety Assessment Report

3.0 Man-made structures

Consequence: 1 negligible, 2 low, 3 moderate, 4 high, 5 severe
Likelihood: 1 rare, 2 unlikely, 3 possible, 4 likely, 5 almost certain

Ref	Hazard (and location if applicable)	At increased risk groups	Associated problems	C	L	Risk rating	Existing control measures	Existing controls sufficient Y/N	Control risk rating	Alternative potential control measures (BOLD – Suggested control measures)
3.1	Overhead power lines		N/A							
3.2	Groynes and coastal defences Wooden Groynes and rock sea defences See appendix photos	Employees Males Very young 16–35 TVM Pre-existing medical conditions Non-swimmers Weak swimmers	Misadventure – jumping/diving Slips, trips, and falls Impact injuries Collision risk Entrapment Associated currents* Activity conflict** <i>*For associated currents and drowning see topographically constrained rip</i> <i>**For activity conflict see section 9</i>	4	3	12	Pre-arrival education (Beware Groynes) Zoning (designated bathing area) (beach / map) Red and yellow flags Emergency communications (national guidance) PRE First aid provision Lifeguard provision Groyne markers (Not all) Means of beach closure Red flag Spinal boards Swim exclusion zone by structure	Y	8	Signage (national guidance) (Danger/ Warning signs on each Groyne) Trained observer provision Extend first aid provision Extend lifeguard provision Removal Inspection/repair Craft regulations / restrictions / byelaws (please define) Groyne markers (On each Groyne) Restricted access
3.3	Jetties/piers									
3.4	Rock swimming and paddling pools									
3.5	Buildings and structures	Employees Males Very young 16–35 TVM	Misadventure Slips, trips and falls Impact injuries	3	2	6	Pre-arrival education (Council website link to RNLI, Environment agency, beach live) Emergency communications (national guidance) First aid provision Lifeguard provision Removal – out of season Inspection/repair	Y	3	Pre-arrival education (state message) Signage (national guidance) keep off buildings Emergency communications (national guidance) Trained observer provision Extend trained observer provision Extend first aid provision Extend lifeguard provision
3.6	Buoys, lines, and netting		N/A							
3.7	Other									

134

RNLI Beach Safety Assessment Report

4.0 Water quality

Consequence: 1 negligible, 2 low, 3 moderate, 4 high, 5 severe
Likelihood: 1 rare, 2 unlikely, 3 possible, 4 likely, 5 almost certain

Ref	Hazard (and location if applicable)	At increased risk groups	Associated problems	C	L	Risk level	Existing control measures	Existing controls sufficient Y/N	Control risk level	Alternative potential control measures (BOLD – Suggested control measures)
4.1	Storm-water outlet		N/A							
4.2	Sewage outlet		N/A							
4.3	Agricultural run-off		N/A							
4.4	<p>Water quality/pollution</p> <p style="color: red;">If a bathing water include the current classification and the latest weekly water quality measurement (these are available on the environment agency website)</p> <p>This beach is not included in the safer seas app. (Just Dawlish Town)</p>	<p>Employees</p> <p>Males</p> <p>Very young 16–35</p> <p>TVM</p> <p>Pre-existing medical conditions</p> <p>Swimmers</p>	<p>Water quality/pollution</p> <p>Microbiological e.g. e coli</p>	2	2	4	<p>Pre-arrival education (Council website link to RNLI, Environment agency, beach live)</p> <p>Signage (national guidance) (Bathing water quality info)</p> <p>Red and yellow flags</p> <p>Emergency communications (national guidance)</p> <p>Inspection - Trained observer</p> <p>First aid provision</p> <p>Lifeguard provision</p> <p>Means of beach closure</p> <p>Red flag</p> <p>Emergency action plan</p> <p>Liaise with Environment agency for advice</p>	Y	4	<p>Signage (national guidance) (Updated pollution alert sign?)</p> <p>Zoning (designated bathing area) (beach / map)</p> <p>Trained observer provision</p> <p>Extend first aid provision</p> <p>Extend lifeguard provision</p> <p>Beach cleaning/monitoring</p> <p>Liaise with Environment Agency for advice</p> <p>Work with local farmers / landowners</p> <p>Safer Seas alert</p>
4.5	Other									

135

RNLI Beach Safety Assessment Report

5.0 Surf conditions

Consequence: 1 negligible, 2 low, 3 moderate, 4 high, 5 severe
Likelihood: 1 rare, 2 unlikely, 3 possible, 4 likely, 5 almost certain

Ref	Hazard (and location if applicable)	At increased risk groups	Associated problems	C	L	Risk level	Existing control measures	Existing controls sufficient Y/N	Control risk level	Alternative potential control measures (BOLD – Suggested control measures)
5.1	Wave type: Plunging waves Shore break Surging waves Spilling ✓ Passing vessels	Employees Males Very young 16–35 TVM Pre-existing medical conditions Non-swimmers Weak swimmers	Impact injuries Drowning	4	3	12	Pre-arrival education (Council website link to RNLI, Environment agency, beach live) Zoning (designated bathing area) (beach / map) Red and yellow flags Emergency communications (national guidance) PRE First aid provision Lifeguard provision Red Flag	Y	8	Signage (national guidance) large breaking waves) Trained observer provision Extend first aid provision Extend lifeguard provision
5.2	Beach rip: Topographically driven rip currents are associated with sandbanks and troughs. The rip currents flow seaward through a trough or 'hole'. These currents often occur only for a short time in the day (10–30 minutes).	Employees Males Very young 16–35 TVM 60+ Pre-existing medical conditions Non-swimmers Weak swimmers	Drowning	4	3	12	Pre-arrival education (Council website link to RNLI, Environment agency, beach live) Zoning (designated bathing area) (beach / map) Red and yellow flags Emergency communications (national guidance) PRE First aid provision Lifeguard provision Means of beach closure Red flag Tide times	Y	8	Signage (national guidance) rips Trained observer provision Extend trained observer provision Extend first aid provision Extend lifeguard provision
5.3	Topographically constrained rip: These rip currents are very common in the UK and are caused by solid objects in the surf zone such as rock outcrops, headlands and groynes. These rips will generally be semi-permanent features depending primarily on wave height.	Employees Males Very young 16–35 TVM 60+ Pre-existing medical conditions Unfit Non-swimmers Weak swimmers	Impact injuries Drowning	4	4	16	Pre-arrival education ((Council website link to RNLI, Environment agency, beach live) Zoning (designated bathing area) Red and yellow flags Emergency communications (national guidance) PRE First aid provision Lifeguard provision Means of beach closure Red flag Tide times	Y	12	Signage (national guidance) (Danger of rips/ show on map) Extend trained observer provision Extend first aid provision Extend lifeguard provision Trained observer provision

136

RNLI Beach Safety Assessment Report

Ref	Hazard (and location if applicable)	At increased risk groups	Associated problems	C	L	Risk level	Existing control measures	Existing controls sufficient Y/N	Control risk level	Alternative potential control measures (BOLD – Suggested control measures)
5.4	Free rip: These rips can occur anywhere on the beach. Caused by water movement in the surf zone, they can occur on a flat beach and can come and go very quickly.		N/A							
5.5	Tidal/river/estuarine currents	Employees Males Very young 16–35 TVM 60+ Pre-existing medical conditions Unfit Non-swimmers Weak swimmers	Drowning	4	3	12	Pre-arrival education (Council website link to RNLI, Environment agency, beach live) Signage (national guidance) (Fast moving tide) Zoning (designated bathing area) (beach / map) Red and yellow flags Emergency communications (national guidance) PRE First aid provision Lifeguard provision Means of beach closure Red Flag Tide times	Y	8	Pre-arrival education (state message) Signage (national guidance) tides Extend trained observer provision Extend first aid provision Extend lifeguard provision Trained observer provision
5.6	Extensive tide range		N/A							
5.7	Other									

137

RNLI Beach Safety Assessment Report

6.0 Weather

Consequence: 1 negligible, 2 low, 3 moderate, 4 high, 5 severe
Likelihood: 1 rare, 2 unlikely, 3 possible, 4 likely, 5 almost certain

Ref	Hazard (and location if applicable)	At increased risk groups	Associated problems	C	L	Risk level	Existing control measures	Existing controls sufficient Y/N	Control risk level	Alternative potential control measures (BOLD – Suggested control measures)
6.1	Strong winds	Employees Males Very young 16–35 TVM 60+ Pre-existing medical conditions Swimmers	Inflatables being blown out to sea	3	4	12	Pre-arrival education (Council website link to RNLI, Environment agency, beach live) Signage (national guidance) (Offshore wind, No inflatable sign) Emergency communications (national guidance) Zoning (designated bathing / activity area) (beach / map) Red and yellow flags PRE First aid provision Lifeguard provision Means of closure – wind sock Red flags Emergency action plan	Y	9	Additional Signage (national guidance) no inflatables Extend trained observer provision Extend first aid provision Extend lifeguard provision Restrict local sales Trained observer provision
6.2	Storms/hail/heavy rain	Employees Males Very young 16–35 TVM 60+ Pre-existing medical conditions Swimmers	Flash flooding	4	1	4	Pre-arrival education (Council website link to RNLI, Environment agency, beach live) Emergency communications (national guidance) Zoning (designated bathing / activity area) (beach / map) Red and yellow flags PRE First aid provision Lifeguard provision Red flag Emergency action plan	Y	4	Extend trained observer provision Extend first aid provision Extend lifeguard provision Means of beach closure
6.3	Fog/mist (reduced visibility)	Employees Males Very young 16–35 TVM 60+ Pre-existing medical conditions Unfit Swimmers	Persons becoming lost in sea Observers losing sight of swimmers Collision danger to watercraft	3	2	6	Pre-arrival education (Council website link to RNLI, Environment agency, beach live) Emergency communications (national guidance) Zoning (supervised zone) Red and yellow flags PRE First aid provision Lifeguard provision Means of beach closure Red flag Emergency action plan Craft regulations / restrictions / byelaws (No Launching)	Y	6	Signage (national guidance) reduced visibility PRE (national guidance) Trained observer provision Extend first aid provision Extend lifeguard provision

138

RNLI Beach Safety Assessment Report

Ref	Hazard (and location if applicable)	At increased risk groups	Associated problems	C	L	Risk level	Existing control measures	Existing controls sufficient Y/N	Control risk level	Alternative potential control measures (BOLD – Suggested control measures)
6.4	Lightning	Employees Males Very young 16–35 TVM 60+ Pre-existing medical conditions Unfit Swimmers	Electrocution risk Fire risk	4	1	4	Pre-arrival education (Council website link to RNLI, Environment agency, beach live) Emergency communications (national guidance) Zoning (supervised zone) Red and yellow flags PRE First aid provision Lifeguard provision Means of beach closure Red flag Emergency action plan	Y	4	Signage (national guidance) lightening Zoning (supervised zone) PRE (national guidance) Trained observer provision Extend first aid provision Extend lifeguard provision
6.5	UV radiation (Sun) short-term	Employees Males Very young 16–35 TVM 60+ Pre-existing medical conditions	Sunburn and heat stroke	2	5	10	Pre-arrival education (Council website link to RNLI, Environment agency, beach live) First aid provision Lifeguard provision Provide Sun block Drinking water point Parasol hire	Y	10	Signage (national guidance) – sun safety message Work with PCT sun safety clinics Trained observer provision Extend lifeguard provision Extend first aid provision Provide sun block
6.6	UV radiation (Sun) long-term	Employees Males Very young 16–35 TVM 60+ Pre-existing medical conditions	Skin cancer	4	2	8	Pre-arrival education (Council website link to RNLI, Environment agency, beach live) First aid provision Lifeguard provision Provide Sun block Drinking water point Parasol hire	Y	8	Signage (national guidance) – sun safety message Work with PCT sun safety clinics Trained observer provision Extend first aid provision Extend lifeguard provision Provide sun block
6.7	Other									

139

RNLI Beach Safety Assessment Report

7.0 Animals

Consequence: 1 negligible, 2 low, 3 moderate, 4 high, 5 severe
Likelihood: 1 rare, 2 unlikely, 3 possible, 4 likely, 5 almost certain

Ref	Hazard (and location if applicable)	At increased risk groups	Associated problems	C	L	Risk level	Existing control measures	Existing controls sufficient Y/N	Control risk level	Alternative potential control measures (BOLD – Suggested control measures)
7.1	Dogs	Employees Males Very young 16–35 TVM 60+ Pre-existing medical conditions	Impact/bite injuries/infection Excrement	3	3	9	Pre-arrival education (Council website link to RNLI, Environment agency, beach live) Signage (Pick after dogs) Signage (national guidance) (No dogs beyond certain point) Byelaw / control orders (1 st April-30 th September) Zoning / restrictions Emergency communications (national guidance) Dog bin provision First aid provision Lifeguard provision	Y	6	Beach cleaning Dog bin provision Trained observer provision – dog wardens Extend first aid provision Extend lifeguard provision
7.2	Marine envenomation i.e. weaver fish / jelly fish	Employees Males Very young 16–35 TVM 60+ Pre-existing medical conditions Swimmers	Stings, cuts, swelling Anaphylactic shock	1	4	4	Pre-arrival education (Council website link to RNLI, Environment agency, beach live) Zoning (supervised zone) Red and yellow flags Emergency communications (national guidance) PRE First aid provision Lifeguard provision Means of beach closure Red flag Monitoring	Y	4	Signage (national guidance) (Weaver Fish treatment) Trained observer provision Extend trained observer provision Extend first aid provision Extend lifeguard provision
7.3	Other dangerous marine life Marine life in itself may not be dangerous but it could either provoke panic (lack of awareness e.g. basking shark) or be an allurements to encourage people into the water (e.g. dolphins) Seals, whales, basking sharks, sea gulls, dolphins and turtles.	Employees Males Very young 16–35 TVM 60+ Pre-existing medical conditions Swimmers	Bites Beyond capability attraction Mass panic	1	2	2	Pre-arrival education (Council website link to RNLI, Environment agency, beach live) Zoning (supervised zone) Red and yellow flags Emergency communications (national guidance) PRE First aid provision Lifeguard provision Means of beach closure Red flag Monitoring	Y	2	Signage (national guidance) (Wildlife advice/ info) Zoning (supervised zone) Trained observer provision Extend first aid provision Extend lifeguard provision

140

RNLI Beach Safety Assessment Report

Ref	Hazard (and location if applicable)	At increased risk groups	Associated problems	C	L	Risk level	Existing control measures	Existing controls sufficient Y/N	Control risk level	Alternative potential control measures (BOLD – Suggested control measures)
7.4	Dangerous snakes - Adders	Employees Males Very young 16-35 TVM 60+ Pre-existing medical conditions	Bites, swelling Anaphylactic shock	2	2	4	Pre-arrival education (Council website link to RNLI, Environment agency, beach live) Emergency communications (national guidance) First aid provision Lifeguard provision Means of beach closure Monitoring	Y	4	Trained observer provision Extend first aid provision Extend lifeguard provision
7.5	Other									

141

RNLI Beach Safety Assessment Report

8.0 General hazards

Consequence: 1 negligible, 2 low, 3 moderate, 4 high, 5 severe
Likelihood: 1 rare, 2 unlikely, 3 possible, 4 likely, 5 almost certain

Ref	Hazard (and location if applicable)	At increased risk groups	Associated problems	c	L	Risk level	Existing control measures	Existing controls sufficient Y/N	Control risk level	Alternative potential control measures (BOLD – Suggested control measures)
8.1	Fire safety Typically as a result of bon fires or bbq use/ disposal.	Employees Males Very young 16–35 TVM 60+ Pre-existing medical conditions	Burns Smoke inhalation Damage to wildlife Damage to property Life risk	3	2	6	Fire safety risk assessment Pre-arrival education (Council website link to RNLI, Environment agency, beach live) Signage (national guidance) (No fires or BBQ's) Byelaw – fires / BBQ (No fires or BBQ's allowed) Emergency communications (national guidance) First aid provision Lifeguard provision Emergency action plan	Y	3	Fire safety risk assessment Trained observer provision Extend first aid provision Extend lifeguard provision Public firefighting Equipment
8.2	Electrical safety (Excluding overhead power lines)		N/A							
8.3	Hazardous or explosive substances Examples: Gas bottles Munitions Flares Pyrotechnics Chemicals Canisters Fuels / Oils	Employees Males Very young 16–35 TVM 60+ Pre-existing medical conditions	Life and property risk	3	2	6	Hazardous / explosive substances risk assessment Pre-arrival education ((Council website link to RNLI, Environment agency, beach live) Signage (Warning) Emergency communications (national guidance) First aid provision Lifeguard provision Means of beach closure Emergency action plan	Y	6	Trained observer provision Extend first aid provision Extend lifeguard provision Safe storage Signage (national guidance) (state sign)
8.4	Dangerous litter Examples: Glass, Disposable BBQs, Sharps Fishing hooks	Employees Males Very young 16–35 TVM 60+ Pre-existing medical conditions Swimmers	Cuts Burns Needle stick injuries	2	4	8	Pre-arrival education (Council website link to RNLI, Environment agency, beach live) Byelaw (No BBQs) Emergency communications (national guidance) First aid provision Lifeguard provision Beach cleaning Waste Bins Sharps box Means of beach closure	Y	8	Trained observer provision Extend first aid provision Extend lifeguard provision Equipment disposal bins
8.5	Other									

142

RNLI Beach Safety Assessment Report

Beach and dune areas

Consequence: 1 negligible, 2 low, 3 moderate, 4 high, 5 severe
Likelihood: 1 rare, 2 unlikely, 3 possible, 4 likely, 5 almost certain

Ref	Hazard (and location if applicable)	Number pursuing activity / freq.	At increased risk groups	Associated problems	C	L	Risk level	Existing control measures	Existing controls sufficient Y/N	Control risk level	Alternative potential control measures (BOLD – Suggested control measures)
9.1	General beach activities		Employees Males Very young 16-35 TVM 60+ Pre-existing medical conditions	Slips, tips and falls Lost children/adults	1	5	5	Pre-arrival education ((Council website link to RNLI, Environment agency, beach live) Zoning – activities Beach reference / meeting points Emergency communications (national guidance) First aid provision Lifeguard provision Lost child scheme	Y	5	Trained observer provision Extend first aid provision Extend lifeguard provision
9.2	Cycling		Employees Males Very young 16-35 TVM 60+ Pre-existing medical conditions	Impact injuries Collision with pedestrians	2	3	6	Pre-arrival education (Council website link to RNLI, Environment agency, beach live) Emergency communications (national guidance) First aid provision Lifeguard provision	Y	6	Zoning – cycle route / lane Trained observer provision Extend first aid provision Extend lifeguard provision
9.3	Beach/pier fishing Occasional fishing from the rock sea defences.		Employees Males Very young 16-35 TVM 60+ Pre-existing medical conditions Non-swimmers Weak swimmers	Puncture injuries from hooks* Drowning (after fall or surging wave) * see dangerous litter	4	2	8	Pre-arrival education (Council website link to RNLI, Environment agency, beach live) Zoning (designated swim / activity zone) (map / beach) Red and yellow flags Emergency communications (national guidance) PRE First aid provision Lifeguard provision Means of beach closure Red flag	Y	8	Signage (national guidance) (fishing) Club/self-regulation Trained observer provision Extend first aid provision Extend lifeguard provision

143

RNLI Beach Safety Assessment Report

Ref	Hazard (and location if applicable)	Number pursuing activity / freq.	At increased risk groups	Associated problems	C	L	Risk level	Existing control measures	Existing controls sufficient Y/N	Contr ol risk level	Alternative potential control measures (BOLD – Suggested control measures)
9.4	Rock walking/rock fishing		Employees Males Very young 16–35 TVM 60+ Pre-existing medical conditions Unfit Non-swimmers Weak swimmers	Puncture injuries from hooks* Slips, trips and falls Impact injuries Lacerations from rocks/barnacles Entrapment * see dangerous litter	4	3	12	Pre-arrival education (Council website link to RNLI, Environment agency, beach live) Zoning (designated swim / activity zone) (map / beach) Red and yellow flags Emergency communications (national guidance) PRE First aid provision Lifeguard provision Means of beach closure Red flag	Y	8	Signage (national guidance) (fishing) Club/self-regulation Trained observer provision Extend first aid provision Extend lifeguard provision
9.5	Managed vehicle use and parking. Council vehicle only permitted on the beach essential use only.		Employees Males Very young 16–35 TVM 60+	Impact injuries Vehicle collisions Crush injuries	3	2	6	Pre-arrival education (Council website link to RNLI, Environment agency, beach live) Zoning – safe transport route Emergency communications (national guidance) First aid provision Lifeguard provision Authorised vehicles only - self regulation Spinal board	Y	6	Pre-arrival education (state message) Trained observer provision Extend first aid provision Extend lifeguard provision
9.6	Large kite flying		N/A								
9.7	Climbing/bouldering		N/A								
9.8	Horse-riding		N/A								
9.9	Wind-powered vehicles		N/A								
9.10	Sand digging/tunnelling		Employees Males Very young 16–35 TVM 60+ Pre-existing medical conditions	Entrapment Asphyxiation Falls from height into open holes Activity conflict e.g. horses / wind powered vehicles	3	2	6	Pre-arrival education(Council website link to RNLI, Environment agency, beach live) Zoning (supervised zone) Emergency communications (national guidance) First aid provision Lifeguard provision	Y	6	Signage (national guidance) (Sand digging/ tunnelling warning) Zoning (supervised zone) Trained observer provision Extend lifeguard provision Extend first aid provision
9.11	4WD vehicles/quad/dirt bikes		N/A								
9.12	Paragliding / hang gliding		N/A								
9.13	Other										

144

RNLI Beach Safety Assessment Report

9.0 Surf zones

Consequence: 1 negligible, 2 low, 3 moderate, 4 high, 5 severe
Likelihood: 1 rare, 2 unlikely, 3 possible, 4 likely, 5 almost certain

Ref	Hazard (and location if applicable)	Number pursuing activity / Freq.	At increased risk groups	Associated problems	C	L	Risk level	Existing control measures	Existing controls sufficient Y/N	Control risk level	Alternative potential control measures (BOLD – Suggested control measures)
10.1	Paddling/wading		Employees Males Very young 16–35 TVM 60+ Pre-existing medical conditions Non-swimmers Weak swimmers	Drowning	4	2	8	Pre-arrival education (Council website link to RNLI, Environment agency, beach live) Signage (national guidance) (Beware of fast moving tide) Zoning (designated swim / activity zone) (map / beach) Red and yellow flags Emergency communications (national guidance) PRE First aid provision Lifeguard provision Means of beach closure Red flag	Y	8	Pre-arrival education – RNLI On the beach guide Signage (national guidance) – water safety message Trained observer provision Extend first aid provision Extend lifeguard provision
10.2	Diving		Employees Males Very young 16–35 TVM Non-swimmers Weak swimmers	Head, neck and back injuries Drowning	4	3	12	Pre-arrival education (Council website link to RNLI, Environment agency, beach live) Zoning (supervised zone) Red and yellow flags Emergency communications (national guidance) PRE Trained observer provision First aid provision Lifeguard provision Spinal board	Y	8	Signage (national guidance) no jumping / diving Emergency communications (national guidance) Trained observer provision Extend first aid provision Extend lifeguard provision

145

RNLI Beach Safety Assessment Report

Ref	Hazard (and location if applicable)	Number pursuing activity / Freq.	At increased risk groups	Associated problems	C	L	Risk level	Existing control measures	Existing controls sufficient Y/N	Control risk level	Alternative potential control measures (BOLD – Suggested control measures)
10.3	Swimming		Employees Males Very young 16–35 TVM 60+ Pre-existing medical conditions Non-swimmers Weak swimmers	Drowning	4	3	12	Pre-arrival education(Council website link to RNLI, Environment agency, beach live) Signage (national guidance) (Do not swim beyond groyne 3) Zoning (designated swim / activity zone) (map / beach) Red and yellow flags Emergency communications (national guidance) PRE First aid provision Lifeguard provision Means of beach closure Red flag	Y	8	Additional Signage (national guidance) – water safety message Trained observer provision Extend first aid provision Extend lifeguard provision
10.4	Inflatable users		Employees Males Very young 16–35 TVM 60+ Pre-existing medical conditions Non-swimmers Weak swimmers	Drifting offshore (offshore winds) Drowning	4	4	16	Pre-arrival education (Council website link to RNLI, Environment agency, beach live) Signage (national guidance) (Do not use inflatables in offshore winds) Zoning (designated swim / activity zone) (map / beach) Red and yellow flags Emergency communications (national guidance) PRE (national guidance) First aid provision Lifeguard provision Closure – wind sock	Y	12	Additional Signage (national guidance) no inflatables Zoning (designated swim / activity zone) (map / beach) Trained observer provision Extend first aid provision Extend lifeguard provision Restrict inflatable sales locally
10.5	Skim boarding		Employees Males Very young 16–35 TVM Pre-existing medical conditions Non-swimmers Weak swimmers	Impact Injuries Head, neck and back injuries Drowning	4	3	12	Pre-arrival education(Council website link to RNLI, Environment agency, beach live) Zoning (designated swim / activity zone) (map / beach) Red and yellow flags Emergency communications (national guidance) PRE First aid provision Lifeguard provision Means of beach closure Red Flag Spinal board	Y	8	Signage (national guidance) – water safety message Zoning (designated swim / activity zone) (map / beach) Trained observer provision Extend first aid provision Extend lifeguard provision Means of beach closure

146

RNLI Beach Safety Assessment Report

Ref	Hazard (and location if applicable)	Number pursuing activity / Freq.	At increased risk groups	Associated problems	C	L	Risk level	Existing control measures	Existing controls sufficient Y/N	Control risk level	Alternative potential control measures (BOLD – Suggested control measures)
10.6	Bodysurfing		Employees Males 16–35 TVM Pre-existing medical conditions Non-swimmers Weak swimmers	Head, neck and back injuries Impact injuries Drowning	4	2	8	Pre-arrival education (Council website link to RNLI, Environment agency, beach live) Zoning (designated swim / activity zone) (map / beach) Red and yellow flags Emergency communications (national guidance) PRE First aid provision Lifeguard provision Means of beach closure Red flag Spinal board	Y	8	Signage (national guidance) – water safety message Trained observer provision Extend first aid provision Extend lifeguard provision
10.7	Bodyboarding		Employees Males 16–35 TVM Pre-existing medical conditions Non-swimmers Weak swimmers	Head, neck and back injuries Impact injuries Drowning	4	3	12	Pre-arrival education (Council website link to RNLI, Environment agency, beach live) Zoning (designated swim / activity zone) (map / beach) Red and yellow flags Black and white flags Emergency communications (national guidance) PRE First aid provision Lifeguard provision Means of beach closure Red flag Spinal board	Y	8	Signage (national guidance) – water safety message Club / self-regulation Emergency communications (national guidance) Trained observer provision Extend first aid provision Extend lifeguard provision
10.8	Wave dodging Along the concrete plinth at the bottom of the concrete slope that runs along the beach from the LG BLU to groyne 2 and only at HW. This plinth has previously been covered but due to sand erosion is now visible.		Employees Males 16–35 TVM Pre-existing medical conditions Non-swimmers Weak swimmers	Impact injuries Drowning	4	3	12	Pre-arrival education (state message) Zoning (supervised zone) Red and yellow flags Emergency communications (national guidance) PRE First aid provision Lifeguard provision Means of beach closure Red flag	N	12	Pre-arrival education – RNLI On the beach guide Signage (national guidance) – water safety message PRE (national guidance) Trained observer provision Extend first aid provision Extend lifeguard provision
10.9	Cliff, rock or pier jumping		N/A								

147

RNLI Beach Safety Assessment Report

Ref	Hazard (and location if applicable)	Number pursuing activity / Freq.	At increased risk groups	Associated problems	C	L	Risk level	Existing control measures	Existing controls sufficient Y/N	Control risk level	Alternative potential control measures (BOLD – Suggested control measures)
10.10	Surfing	Less than 10 only when conditions allow.	Employees Males 16–35 TVM Pre-existing medical conditions Non-swimmers Weak swimmers	Head, neck and back injuries Impact injuries Drowning Collision with other water users	4	4	16	Pre-arrival education (state message) Zoning (designated swim / activity zone) (map / beach) Red and yellow flags Black and white flags self-regulation Emergency communications (national guidance) PRE First aid provision Lifeguard provision Means of beach closure Red flag Spinal board	Y	12	Pre-arrival education – RNLI <i>In the surf</i> guide Signage (national guidance) surfers Byelaw (please define) Trained observer provision Extend trained observer provision Extend first aid provision Extend lifeguard provision
10.11	Windsurfing		N/A								
10.12	Kitesurfing		N/A								
10.13	Other										

RNLI Beach Safety Assessment Report

10.0 Beyond surf zones

Consequence: 1 negligible, 2 low, 3 moderate, 4 high, 5 severe
Likelihood: 1 rare, 2 unlikely, 3 possible, 4 likely, 5 almost certain

Ref	Hazard (and location if applicable)	Number pursuing activity /Freq.	At increased risk groups	Associated problems	C	L	Risk level	Existing control measures	Existing controls sufficient Y/N	Contr ol Risk level	Alternative potential control measures (BOLD – Suggested control measures)
11.1	Oar or paddle craft: Rowing (oar or paddle) ✓ Boats ✓ Kayaks ✓ Canoes ✓ Stand up Paddleboard ✓	Very few craft except SUPs	Employees Males Very young 16–35 TVM 60+ Pre-existing medical conditions Swimmers Non-swimmers Weak swimmers	Collisions Drifting Drowning	4	3	12	Pre-arrival education (state message) Byelaw / craft restrictions / regulations (please state) Red and yellow flags Black and white flags self-regulation Emergency communications (national guidance) First aid provision Lifeguard provision Launch restrictions (boats only)	Y	12	Pre-arrival education – RNLI <i>In the surf</i> guide Signage (national guidance) (state sign) Zoning (designated swim / activity zone) (map / beach) Trained observer provision Extend trained observer provision Extend first aid provision Extend lifeguard provision
11.2	Sailing		N/A								
11.3	Snorkelling/ spear fishing		Employees Males Very young 16–35 TVM 60+ Pre-existing medical conditions Swimmers Non-swimmers Weak swimmers	Drowning Entanglement Impact injuries	4	4	16	Pre-arrival education (state message) Red and yellow flags Black and white flags self-regulation Emergency communications (national guidance) First aid provision Lifeguard provision Means of beach closure Red flag	Y	16	Pre-arrival education (state message) Signage (national guidance) (state sign) Byelaw (please define) Zoning (designated swim / activity zone) (map / beach) Trained observer provision Extend trained observer provision Extend first aid provision Extend lifeguard provision
11.4	Scuba diving		N/A								
11.5	Personal watercraft (PWC)/powered craft/skiing	Minimal numbers very infrequent	Employees Males Very young 16–35 TVM Swimmers	Impact injuries Collisions Drowning	4	4	16	Pre-arrival education (state message) Red and yellow flags Black and white flags self-regulation Emergency communications (national guidance) First aid provision Lifeguard provision Launch restrictions / regulations	Y	16	Pre-arrival education (state message) Signage (national guidance) (state sign) Byelaw / craft restrictions / regulations (please define) Zoning (designated swim / activity / launch zone) (map / beach) Trained observer provision Extend trained observer provision Extend first aid provision Extend lifeguard provision

149

RNLI Beach Safety Assessment Report

Ref	Hazard (and location if applicable)	Number pursuing activity /Freq.	At increased risk groups	Associated problems	C	L	Risk level	Existing control measures	Existing controls sufficient Y/N	Control Risk level	Alternative potential control measures (BOLD – Suggested control measures)
11.6	Other										

150

Field beach safety audit package



Appendix 1: Supporting Beach Information

- Existing Services Overview
- Emergency Services Overview
 - Existing Control Measures
- Control Measures Reference Sheet
 - UBSAM Data
 - General Beach Observations
- % of Daily and Monthly Visitors
- Behaviours and Perceived Incidence
- Communication and Consultation
 - Photograph Reference Sheet
 - Supporting Photographs

RNLI Beach Safety Assessment Report

Existing Services Overview

	Employer/Organisation	Dates/Hours	Other info e.g. qualification level
Lifeguard service	RNLI	Whitsun week daily 10 – 18:00 then weekends only 10 – 18.00. 1 st weekend July – 1 st weekend in Sept 10 – 18.00	SLSGB, RLSS BL award or equivalent
First aiders	RNLI / TDC Resort Staff	Whitsun week daily 10 – 18:00 then weekends only 10 – 18.00. 1 st weekend July – 1 st weekend in Sept 10 – 18.00	CC4LG / first aid at work + defib Emergency first aid
Lost children provision	RNLI / TDC Resort Staff	Whitsun week daily 10 – 18:00 then weekends only 10 – 18.00. 1 st weekend July – 1 st weekend in Sept 10 – 18.00	RNLI LG DBS checks

Patrol Zone set up		Lifeguard Power craft
Small beach, no lifeguards		Used for rescues and short duration work only
Flagged small under 200m	✓	
Flagged medium 200-1000m		1 craft used for constant patrols
Flagged large over 1000m		2 craft used for constant patrols
Open beach		Served by power craft from neighbouring beach
Multiple flagged over 1000m and open	✓	Nearest slipway/launching site
Is there an extended response zone of more than 500m?	Yes	
Is observation affected by tides?	No	

152

Emergency Services Overview

Emergency and other services that respond or which have responsibility within the assessment area

Emergency services	Response time / nearest facility / contact details
Ambulance	Anything up to several hours
Air ambulance	Exeter from 15-minute response time
Local police unit	Dawlish PCSO response time unknown
Coastguard	Dawlish around 30-minute response time
Lifeboats	Exmouth RNLI Lifeboat, Andy Stott, 20-minute response time
Other:	Dawlish Warren SLSC.

153

Designated access route for emergency response vehicles:	No access for ambulances due to low railway bridge on the entrance to the inner car park. TDC 4x4 can be used to evacuate casualties.
Mobile phone coverage: Best network:	Excellent all networks
Public telephone located nearby:	No
Designated Emergency Telephone/call point:	Yes Is it National Guideline Standard? Yes Location:- Resort office wall near the toilet block
Public Rescue Equipment	Yes Type? Life ring Is it National Guideline Standard? No (How to use Instructions missing)

RNLI Beach Safety Assessment Report

Control Measures Reference Sheet - Below is a summary of existing broad level control measures in place.

Pre-arrival Education Record all hazards and activities highlighted on pre-arrival materials		Signage Record all hazards and prohibitions highlighted on existing signage at beach location				Byelaws Record all relevant byelaws relating to beach based hazards or activities	
Leaflets	Posters	National Guideline		Non-National Guideline		Dogs on leads	Dogs on a lead in the main resort
RNLI <i>On the beach</i> guide	Bus shelters- RNLI poster	Primary	Yes	Map	Yes	Pick up dog waste	Pick up after your dog
e surf guide		Secondary	Yes			Dog Ban	Upto groyne 3 1 st April to 30 th September. Not past groyne 9
		Reminder	Yes			Craft	No launching with info on nearest launch site
		Hazards – Beware fast moving tides Beware during extreme conditions Beware of groyne 3 Beware of submerged objects Beware of tidal cut off	Prohibitions – Do not climb on rock armour Swimming not suitable past groyne 3 Don't use inflatables in strong winds Don't use motorised craft No BBQs No Fires Don't litter No camping No launching No dog fouling			Horses	N/A
Websites						Other Control Measures (e.g. PRE)	
TDC – links to: RNLI Bathing water quality Devon loves dogs Keep Britain tidy Met office Visit South Devon						Life ring	Yes Non-NG Missing instructions and grid ref information.
						Throwline	N/A N/A
						Emergency Communications	Yes phone outside the resort office
						Public De-Fib	Yes

154

**Plymouth
University QOBR2
PDF's**



Dawlish Warren			
Beach Information		Environment	
Unique MCS ID	259	Average/max wave height (summer), m	0.3/0.8
Alt beach name		Average wave period (summer), s	6.2
Nearest town	Dawlish	Average wave direction (summer), deg. from N	215
County	Devon	Tide range (vertical), m	4.1
Latitude	50.59866	Submerged at high tide	yes
Longitude	-3.43948	Enclosed beach	no
Beach length / Beach width, m	/150	Estuary inlet/river	yes/yes
Beach faces angle, deg. from N	120	Geology HW/LW/ST	no/yes/no
RNLI/other lifeguards	yes/no	Rock HW/IT	no/no
Designated bathing water	yes	Boulder HW/IT	no/no
Car park area within 1km, m ²	38417	Shingle HW/IT	yes/no
Distance to nearest B-road, m	2896	Sand HW/IT	yes/yes
Risk/ranking 1 (high) – 640 (low)		Mud HW/IT	no/no
Predicted Life Risk*	0.19 (0.05-0.64) – rank 141	Engineered	yes
Predicted Exposure**	95 (51-177) – rank 206	Groynes	10
Predicted Hazard level***	0.002 (0.0005-0.0079) – rank 150	Breakwater	0
Hazards 1 (low) – 4 (high)		Pier	0
UKBSAM Hazard rating	2	Slipway	1
Rip/current type HW	2, Topographic rips (natural/man-made)	Average morphology	Low-tide terrace (low)
Rip/current type LW	2, Topographic rips (natural/man-made)	Bar type	No bar
Wave breaking HW/LW	2/2	Seawall	1
Wave energy HW/LW	2/2	Harbour or marina	0
Beach gradient HW/LW	2-3/1	Seabed object	0
Swash HW/LW	2/1	* fatalities/lives saved or equivalent summed incidents per summer season	
Tidal cut-off	2-3	** In-water summer head count (momentary)	
Littoral currents HW/LW	2/2	*** Risk divided by Exposure HW – high water, LW – low water IT – intertidal, ST – subtidal	

RNLI Beach Safety Assessment Report

General Beach Observations

Type of facility provision	Type of activity being promoted	Visitor Profile	Ethnic Profile (if known)
No definable beach access	Scenic walks and views ✓	Family ✓	IC1 White - North European
Informal access points ✓	Beach and coastal walks ✓	Young (U18) ✓	IC2 Mediterranean - South
Formal access points ✓	Extreme sports	Elderly ✓	European
Specific beach parking ✓	Family activities (beach) ✓	Local visitors ✓	IC3 Black
Public transport ✓	Family activities (water) ✓	National visitors ✓	IC4 Asian
Shower points	Local tourism ✓	International visitors ✓	IC5 Chinese, Japanese or other
Public toilets ✓	National tourism ✓	Average visitor numbers during peak times 1500	(South) East Asian
Changing rooms	International tourism ✓		IC6 Arabic or North African
Off-beach commercial activity ✓	Organised water activities		IC9 Unknown
On-beach commercial activity			Significant high risk groups or second languages

Type of built environment	Type of natural environment	Water Quality	Awards
Remote rural	Cliffs and rocky coastline	Designated bathing beach ✓	Blue Flag ✓
Rural accessible coast	Embayment	Not tested	Seaside Award
Coastal (rural) resort	Partial embayment	Poor	Green Flag
Metropolitan /urban beach	Open beach ✓	Sufficient	Quality Coast
Resort beach ✓	Estuarine	Good	State award:
	Sand ✓	Excellent ✓	
Vehicle access to beach	Pebble		
4x4 access to beach ✓	Shingle		
	Mud		
Beach backed by road	Multi-terrain		

157

Behaviours and Perceived Incidence (Stakeholder Perception)

Behaviour	Associated impact	No change	Increasing	Decreasing	No Answer	Comment
Alcohol use	No	✓				
Drug use	No	✓				
Controlled risk taking behaviour	No	✓				
Uncontrolled risk taking behaviour	No	✓				
Aggressive / violent behaviour	No	✓				
Criminal / Antisocial behaviour	No	✓				

NB. For definitions of the terms mentioned above please see RNLI glossary at Appendix 3.

159

Communication and Consultation

Stakeholders involved in beach safety assessment process:

Stakeholders:

Jake Butt – RNLI Lifeguard Supervisor - 07773652322
Julian Smart – RNLI Lifeguard Supervisor – 07900918147
Sarah Holgate/ Anna Snow – Teignbridge district Council

Working group details:

Is there a coastal safety working group (or similar) in existence? group but this hasn't held a meeting since Covid.

Yes. TDC used to engage with the South West Coastal advisory

If yes, what's the name of the working group?

Members:

Recording and reporting of incidents:

Do you use the National Water Safety Forum forms to record incidents?

No

If no, who produces the forms you use to record incidents?

TDC incident forms.

How do you report upon incidents recorded e.g. WAID database?

Incidents are reported to RIDDOR

Photograph reference sheet

#	Photo	Comment
1	Primary sign	Highly visible on the main entrance to the beach
2	Environment agency sign	Showing info on the beach regeneration project
3	Lifeguards sign	Various sign positioned along the paths and prom
4	LG info sign	
5	LG info sign	
6	Groyne 3 sign	
7	No launching sign	
8	Nature reserve	
9	Dog Sign	
10	Bird flu sign	
11	Rock sign	
12	Tide Times	Displayed all year round by TDC
13	PRE	Non guidance – No instructions on the correct use.
14		
15		
16		
17		
18		
19		
20		
21		
22		
23		
24		
25		

161

Photographs 1 and 2



Photographs 3 and 4

163



Photographs 5 and 6



164

Photographs 7 and 8



Photographs 9 and 10



Photographs 11 and 12



Photograph 13



168

Field beach safety assessment package



Appendix 2: Risk Assessment Theory

- RNLI Beach Safety Assessment
 - Establishing the Context
- IOS Risk Assessment Principles and Practice
 - University of Plymouth Risk Assessment
 - Considering Risk Verses Benefit
 - Residual Risk
 - RNLI

RNLI Beach Safety Assessment

Coastal management authorities need to take preventative actions to avoid foreseeable loss of life and injury on any section of coastline likely to be visited by the public. The RNLI has been proactive in working with various groups with the objective of reducing risk and therefore liability. There is no such thing as zero risk. The purpose of hazard and risk assessment is to assess the probability that certain events will take place and assess the potential adverse impact these events may have on people, property or the environment or other adverse outcomes.

By definition, a **hazard** is a set of circumstances that may lead to injury or death, and the term **risk** is used to describe the probability that a given exposure to a hazard will lead to an adverse health outcome. Thus, hazards can be viewed as a combination of (1) the potential cause of an injury/illness and (2) the absence of measures to prevent exposure or mitigate against a more severe adverse outcome.

The job of accurately analysing the potential personal risk to members of the public at a coastal location is a difficult one. The determination and evaluation of potential risks is made more complicated in coastal regions due to the continually changing nature of the environment.

Coastal regions are dynamic environments where the presence and level of a potential danger varies with numerous factors such as time, weather and human interaction. In order to effectively assess hazards and their associated risks, the assessor must understand all the contributing factors that go together to create the danger, for example the beach topography and the prevailing weather and wave climates.

Consideration is required to treat and manage the risks present to ensure visitors can enjoy the safest aquatic recreation possible.

Solutions will include:

- removal of hazards where possible
- community education programmes to raise awareness of potential hazards
- signage to allow visitors to make informed decisions on whether they wish to proceed into an area or with an activity
- supervision through the deployment of appropriately trained personnel
- appropriate emergency management systems put in place.

Establishing the Context

Establishing the context of the risk assessment helps define the basic parameters within which risks must be managed and sets the scope of the risk management process. It is important to ensure that the objectives defined in the risk management process take into account the organisational and external environment.

Authority: This beach risk and safety consultation has been conducted under the authority of the management authority.

Scope: The scope of the risk audit is to:

- 1) Conduct a beach risk audit and prepare a report
- 2) Make recommendations on improving the level of risk and safety management on the beaches through the use of risk management practices in line with the current standards and best practices.

References: The primary reference documents used for this inspection were:

- 1) *Safety on beaches, Operational guidelines* (RoSPA, 2004)
- 2) *A guide to beach safety signs, flags and symbols* (RNLI, Version 2, 2007)
- 3) *A guide to coastal public rescue equipment* (RNLI, 2007)
- 4) *ISO 31000:2009(E) Risk Management – Principles and guidelines*

RNLI beach risk assessment protocols and procedures were applied where appropriate.

Methodology: For the purpose of this site inspection, the following techniques were employed:

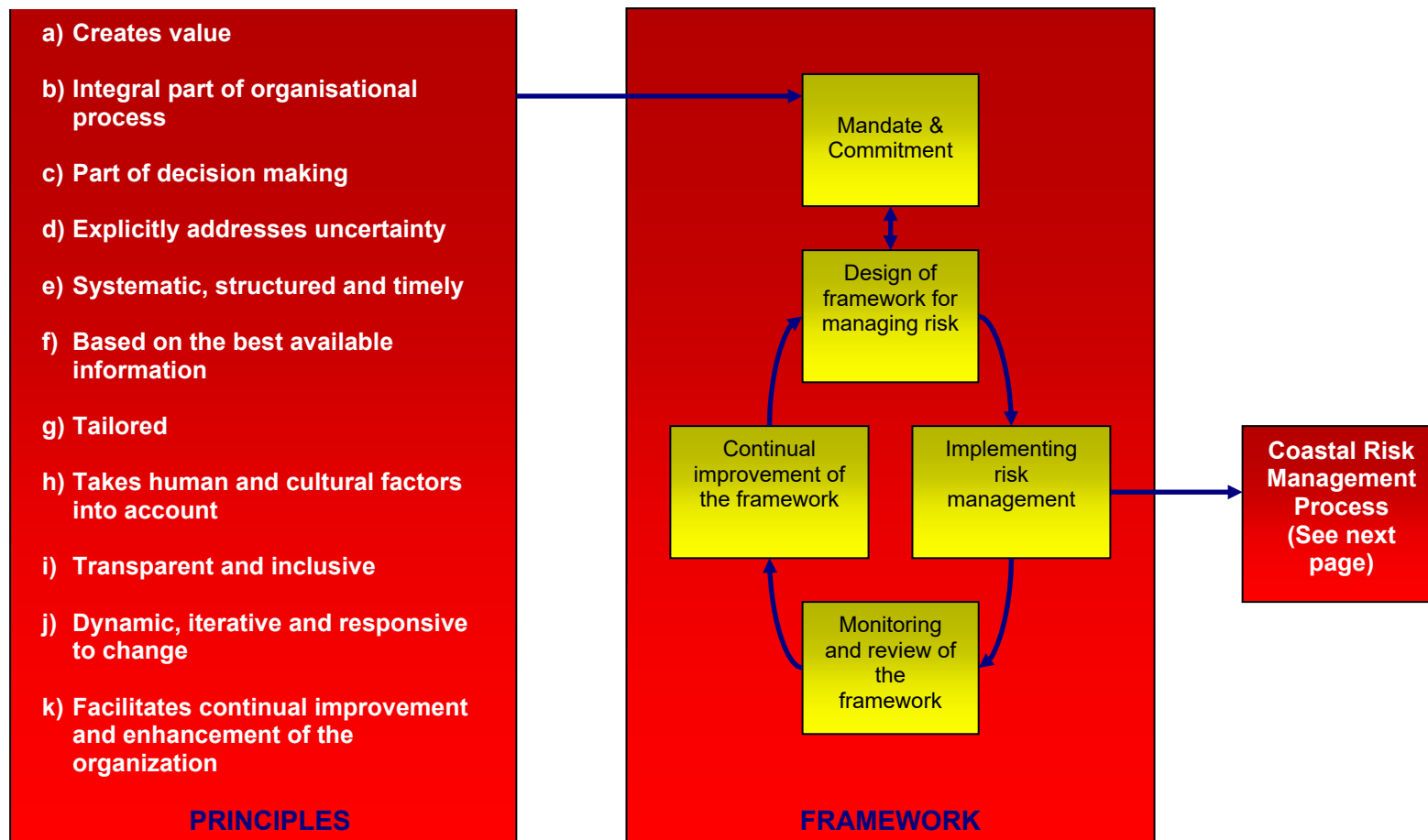
- 1) Inspection of the coastal environment and adjoining associated sites
- 2) Interviews with selected staff.

Findings: Observations from site inspections are limited due to the timing of the inspections. It is recommended that risk audits be completed at different times of the year and at varying tide / weather conditions.

Additional information can be gained through interviews with staff.

ISO Risk Assessment Principles and Practice

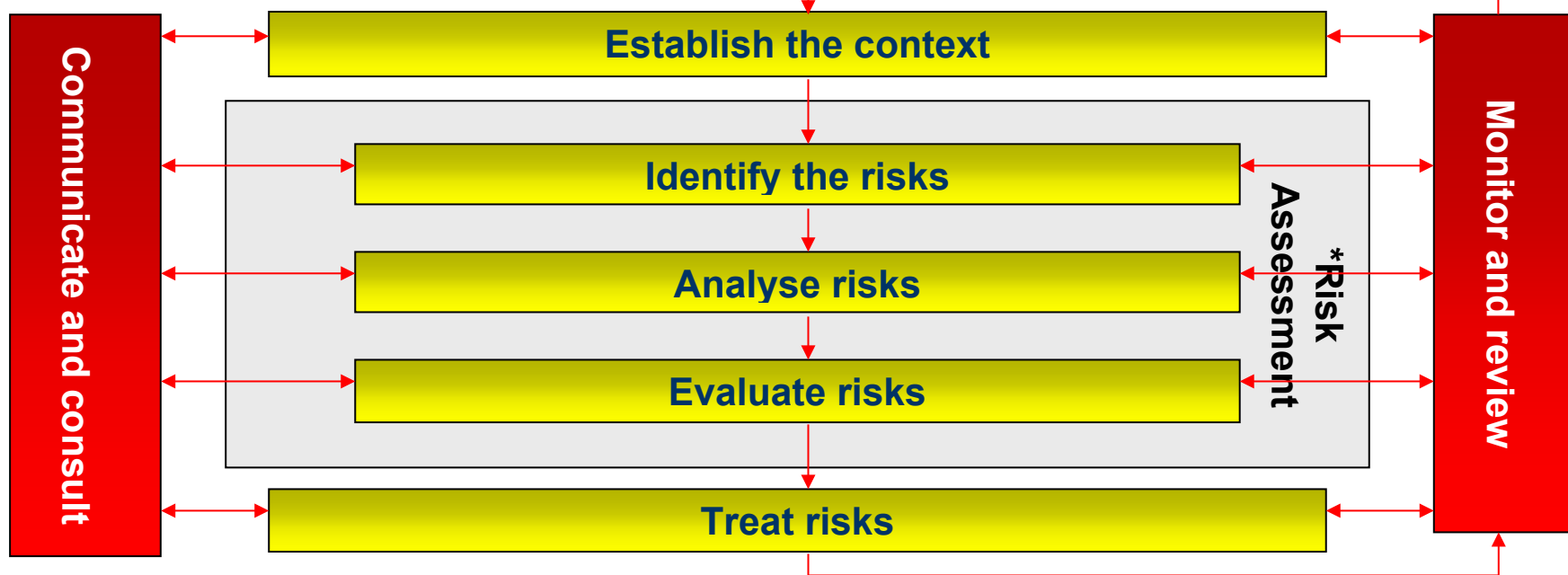
The International Organisation for Standardisation (ISO) recognises the following system for beach risk assessment:



Ref: ISO 31000:2009(E) Risk management – Principles and guidelines

172

Coastal Risk Management Process



Ref: ISO 31000:2009(E) Risk management – Principles and guidelines

*The RNLI risk assessment process satisfies the ISO requirements for these 3 steps. It is the beach manager’s responsibility to put this risk assessment into the wider context of risk management.

University of Plymouth UK Beach Safety Assessment Model (UKBSAM)

The RNLI beach risk audits are based upon a comprehensive, up-to-date, scientific understanding of the dynamics and hazards of beaches in the United Kingdom (UK). Research conducted at the University of Plymouth (UoP) for the RNLI has identified a strong link between beach type and the baseline physical hazard levels present at UK beaches. This research, which analysed physical scientific data from over 100 beaches around the UK in conjunction with the archive of RNLI incident reports, has led to the generation of a UK Beach Safety Assessment Model (UKBSAM), developed by Dr Tim Scott at the UoP in collaboration with the RNLI. The UKBSAM comprises of a UK beach classification and hazard assessment model. Baseline beach information that feeds the model is derived from a comprehensive, standardised and scientific database, collected by the UoP, containing physical environmental information about all bathing beaches in the UK relevant to assessing their potential physical hazards. This baseline assessment of physical beach hazards then provides valuable background understanding, helping to inform the context of the risk assessment, from which point the beach risk audit visit is conducted.

Beach Classification: By classifying a beach as one of 15 distinct types identified by the research, it is possible to make informed assessments about the likely physical hazards present and their potential variation throughout a typical year, providing an understanding of the seasonal variation in tide, waves, wind and beach shape that is expected to be observed, complementing the assessment of physical beach hazards during site visits. Following the classification of beach type, a hazard index is used to identify levels of specific hazards typically associated with that particular beach type.

Environmental setting: In addition to a general beach type classification, a number of local environmental parameters associated with each beach site are recorded in the database. These data provide important information in furthering the understanding of the surrounding natural environment and how it can modify the hazard levels already identified by the general beach type classification.

Coastal Risk Summary: The UKBSAM informs the simplified risk calculation for beaches and comprises part of the generalised beach observations.

Considering Risk Versus Benefit

No matter how well risks are managed there will always be some inherent dangers associated with visiting the beach environment but in this risk conscious society it is important to also recognise the benefits in spending time in and around the water.

“The sea has always been associated with recovery and health and led to the development of health resorts along the coast. There is good scientific evidence that living by the coast can reduce symptoms in those suffering from asthma and bronchitis due to the cleaner air. Research has also found that people living on or near the coast are more physically active. This coastal effect is due to the attraction of the sea front offering an attractive flat and uninterrupted walk, jog or bike ride which is usually easy to access.

Being regularly active has very strong health benefits including halving the risk of developing heart disease or diabetes and significantly reducing the risk of breast and bowel cancer. According to the chief medical officer physical activity is as effective as anti-depressants in treating depression. Water based exercise raises the heart rate without putting any stress on the main joints.

Another benefit of the coast, beach and sea is the contact with nature. Research has shown that this contact with the natural world immediately reduces blood pressure, pulse rate and most importantly stress. It is constant stress that is now known to be an important cause for heart disease, cancer, diabetes and even obesity. Regular visits to the beach will help the body become more resilient to many of the main health problems we suffer from.

The Blue Gym aims to get more people more active near, in, on or under the water! The Blue Gym believes that by developing a strong connection to the natural water environment our health and wellbeing will benefit along with a greater respect and protection to the natural world on which our health depends.

Come on in the water is lovely!”

Dr William Bird for The Blue Gym

For more information visit <http://www.bluegym.org.uk/>



Residual Risk Factors

Risk assessments are designed to limit risk as far as possible. There is always potential for residual risk. The main residual risk factors to be aware of in the coastal environment are outlined below:

Countermeasure	Control measures	Applications	Residual risk factors
Education and information	Pre-arrival education	<ul style="list-style-type: none"> ▪ Electronic and digital media ▪ Leaflets/brochures ▪ Awareness programmes 	<ul style="list-style-type: none"> ▪ Did not receive or understand awareness information ▪ Does not interpret hazard as being a risk to themselves ▪ Accepts risk
	Arrival information	<ul style="list-style-type: none"> ▪ Information signage 	<ul style="list-style-type: none"> ▪ Did not see signage or did not understand signage ▪ Does not interpret hazard as being a risk to themselves ▪ Accepts risk
	Safe beach access	<ul style="list-style-type: none"> ▪ Formal access ways 	<ul style="list-style-type: none"> ▪ Access ways not maintained
	On-site education	<ul style="list-style-type: none"> ▪ Public address systems ▪ Face-to-face 	<ul style="list-style-type: none"> ▪ Did not receive or understand awareness information ▪ Does not interpret hazard as being a risk to themselves ▪ Accepts risk

176

RNLI Beach Safety Assessment Report

Countermeasure	Control measures	Applications	Residual risk factors
Denial of access and/or provision of warnings	Barriers	<ul style="list-style-type: none"> ▪ Access barriers 	<ul style="list-style-type: none"> ▪ Avoids or breaches barriers ▪ Barriers creating a hazard
	Signage	<ul style="list-style-type: none"> ▪ Information signage ▪ Warning signage ▪ Prohibition signage 	<ul style="list-style-type: none"> ▪ Did not see signage or did not understand signage ▪ Does not interpret hazard as being a risk to themselves ▪ Accepts risk
	Byelaw development	<ul style="list-style-type: none"> ▪ Formal regulatory arrangements ▪ Recognition of lifeguard services and other service 	<ul style="list-style-type: none"> ▪ Inability to 'police' regulations

177

RNLI Beach Safety Assessment Report

Countermeasure	Control measures	Applications	Residual risk factors
Provision of supervision	Trained observers	<ul style="list-style-type: none"> ▪ Trained activity supervisors 	<ul style="list-style-type: none"> ▪ Outside of staff hours of duty or season ▪ Not within area of coverage ▪ Observers fail to identify person in difficulty ▪ Observers failure to respond appropriately
	First aid facilities	<ul style="list-style-type: none"> ▪ Portable first aid kits ▪ Permanent/fixed facilities 	<ul style="list-style-type: none"> ▪ Outside of staff hours of duty or season ▪ Not within the area of coverage ▪ Staff failure to identify person in difficulty ▪ Staff failure respond appropriately
	Lifeguard services	<ul style="list-style-type: none"> ▪ Intermittent (roving) ▪ Surveillance ▪ Full service (between the flags or open beach) ▪ After-hours call out 	<ul style="list-style-type: none"> ▪ Outside of lifeguard hours of duty or season ▪ Not within the lifeguarded area ▪ Lifeguards' failure to identify person in difficulty ▪ Lifeguards' failure to reach person(s) in difficulty
	Activity management	<ul style="list-style-type: none"> ▪ Club/group registration ▪ Self-regulation programme ▪ Permit systems 	<ul style="list-style-type: none"> ▪ Individuals not aware of self-regulation programmes, permit systems or clubs ▪ Rogue operators/individuals
	Activity restrictions	<ul style="list-style-type: none"> ▪ Zoning ▪ Beach/water closure 	<ul style="list-style-type: none"> ▪ Individuals not aware of zoning systems ▪ Rogue operators/individuals

178

RNLI Beach Safety Assessment Report

Countermeasure	Control measures	Applications	Residual risk factors
Acquisition of survival skills	Community training	<ul style="list-style-type: none"> ▪ Survival skills ▪ Self-rescue skills ▪ Rescue skills 	<ul style="list-style-type: none"> ▪ Did not receive training ▪ Inappropriate or incomplete training ▪ Over confidence of individual, therefore assuming a higher level of risk
	Emergency communications	<ul style="list-style-type: none"> ▪ Public telephone ▪ Outpost alarms ▪ Dedicated emergency telephone ▪ Radio 	<ul style="list-style-type: none"> ▪ Equipment not able to be seen or accessed ▪ Equipment not available or fit for purpose (vandalism or theft) ▪ Equipment not suitable for purpose
	Public Rescue Equipment (PRE)	<ul style="list-style-type: none"> ▪ Lifebuoys ▪ Throw lines ▪ Other extraction equipment and fixtures 	<ul style="list-style-type: none"> ▪ Equipment not able to be seen or reached ▪ Equipment not in place or not in a usable condition (stolen or vandalised) ▪ Rescuer not able to use equipment ▪ Rescuer enters water and places themselves at risk ▪ Equipment not suitable for task

179

Field beach safety assessment package



Appendix 3: Glossary

- RNLI Glossary
- University of Plymouth Glossary

RNLI Glossary

At Risk Groups

Males	Males feature prominently in coastal incident statistics. This is usually attributed to a greater tendency to participate in risk taking activity.
Very young	The very young (0–4 years) are the highest risk group for drowning in still-water environments. This group is vulnerable without constant adult supervision.
16–35 year olds	People in this age group, in particular young males, tend to participate both in more physical and more risk-taking activities. This risk-taking behaviour is often increased when there are groups involved.
Elderly	The elderly tend to be less adventurous, however, they often lack the physical skills and abilities to self-recover if they get themselves into difficulties.
Tourists/visitors/migrants (TVM)	Tourists are usually unfamiliar with the local environment, often having little or no experience with coastal hazards. They may be identifiable as being improperly dressed for beach conditions. However, with surf clothing being highly available and considered fashionable, this is not always the case. Lacking a tan, being sunburnt and certain ethnic groups may also be indicators, but these are unreliable. International visitors may also present additional communication difficulties.
Pre-existing medical conditions	Pre-existing medical conditions, in particular cardiac conditions and conditions that affect consciousness; can increase the risk to an individual. People with physical or mental disabilities may also be at increased risk.
Physically unfit	Participation in many beach and aquatic activities can be very dynamic and many people are unprepared for the physical demands. They may be identifiable as being overweight or significantly underweight, but this is not always the case.
Non-swimmers	Any non-swimmer is at risk in the water. Most non-swimmers enter deep water accidentally.
Poor or weak swimmers	Poor or weak swimmers may overestimate their ability or underestimate the risks. They may also be overly reliant on surfing equipment, flotation devices, and other equipment for survival.
Employees	All employers have a legal responsibility to look after the health and welfare of their employees.

Perceived Behaviours - Definitions

BEHAVIOUR	CHARACTERISTICS
Alcohol use	Alcohol is linked to a high percentage of coastal incidents. Alcohol makes a person less aware of hazards and less capable of responding once in difficulty.
Drug use	As with alcohol a person under the influence of either legal or illegal drugs may become less aware of hazards and less capable of responding appropriately, however, the extent of this problem is less well known.
Controlled risk taking behaviour	Controlled risk taking is associated with adventure/extreme sports enthusiasts who follow defined safety rules and tend to understand their own limits and that of their equipment. There is still the chance of equipment failure, miscalculation or other misadventure. Controlled risk taking behaviour lends itself to management through voluntary codes of practices.
Uncontrolled risk taking behaviour	Uncontrolled risk takers fail to take appropriate precautions and often endanger themselves or others through ignorance or by committing acts of bravado. This behaviour is also strongly associated with alcohol use.
Aggressive / Violent Behaviour	Problems associated with aggressive or violent behaviour will be exacerbated by alcohol or drug use. It is also a feature of over-crowding and competition for limited space or opportunities and conflicting activities.
Criminal / Antisocial Behaviour	Coastal areas are not immune to problems that affect other parts of society. The most common criminal behaviours are normally opportunistic in nature and often associated with groups.

Consequence and Likelihood Explained

Consequence	Level	Definition
Negligible	1	No Injury and no time off work, and no equipment, property or environmental impact
Low	2	Minor Injury requiring first aid on site or minor equipment, property or environmental impact
Moderate	3	Injury resulting in time off work but no hospital treatment or moderate equipment, property or environmental impact
High	4	Major injury resulting in hospital treatment, time off work or major equipment, property or environmental impact
Severe	5	Multiple Injuries, fatality or severe equipment, property or environmental impact

Likelihood	Level	Definition	Indicator
Rare	1	So unlikely that it is not expected to happen again	Less than 1%
Unlikely	2	It is not expected to happen again in the foreseeable future	Less than 10%
Possible	3	It may occur from time to time	Less than 50%
Likely	4	It will occur but not as an everyday event	Less than 80%
Almost Certain	5	It will happen and soon	Greater than 80%

183

University of Plymouth UKBSAM Glossary

BEACH TYPE DESCRIPTIONS (PHYSICAL CHARACTERISTICS)

PHYSICAL HAZARDS MODAL (HIGH ENERGY)

General: Where appropriate hazard levels are given for high water levels (HW) and low water levels (LW). Hazard levels are considered for modal and high energy conditions (associated with 10% exceedance wave events). Hazard ratings are described on five levels (very low, low, medium, high and very high). These levels are specific to each hazard and levels for different hazards should not be directly compared as some hazards carry a greater severity than others (e.g. rip currents are more severe than beach gradient hazards).

Rip currents: Rip currents are wave driven current circulations in the surf zone, which have a strong offshore flowing component associated with them. These currents are the greatest cause of incident at RNLI beaches and worldwide. They can potentially transport a bather from a region of low hazard to one of increased hazard by moving them both laterally along the beach to deeper water and offshore through the surf zone and occasionally beyond. A number of rip current types exist but the beach type classification guide refers only to accretionary and erosional beach rips driven by sandbar formations and high energy waves, respectively. These hazards are often strongly controlled by the prevailing wave conditions and tidal levels, appearing and disappearing under a combination of wave, tide and sandbar conditions. Permanent topographic rips, associated with rock outcrops and headlands are a locally derived hazard (see 'Environmental setting additional hazards checklist').

Wave breaking: Wave breaking hazard in this context refers to the hazard presented to the bather through different types of wave breaking, classified as: spilling, plunging, collapsing and surging. Generally, spilling waves are associated with dissipative beaches and plunging and collapsing/surging are associated with intermediate and reflective types respectively. Essentially the plunging wave type expends its energy over a shorter distance than dissipative types and plunging / collapsing waves are responsible for increased submersion, disorientation and potentially seabed collision hazard through more energetic wave breaking. For additional surging hazards see Swash

Surf zone energy: High surf zone energy and waves lead to a turbulent and dynamic surf zone where forcing by larger waves can generate high levels of water movement in the surf zone. These increases levels of bather submersion and disorientation, limiting the ability of the in sea beach user to be aware of their location and the associated hazards within the surf zone. This also reduces their ability to escape the regions of high hazard.

Beach gradient: Referring to the steepness of the beach surface. Reflective regimes are associated with steeper gradients than dissipative regimes and therefore present greater beach gradient hazards. Beach gradient hazard is driven by the rate at which a bather or water user can be out of their depth from the shore. In addition to overall beach slope, beach morphology in the form of sandbars and sandbanks creates a hazard through rapid variations of water depth within the inner surf zone.

Swash: Associated with swash events and surging waves (occurring at seconds to minutes associated with individual waves and groups or sets of waves respectively), the rapid lateral movement of the shoreline (up and down the beach) can act to overpower the beach user either transporting them seawards to a region of increased hazard, or creating a collision hazard through falling (e.g. on slipway).

Tidal cut-off: The varying of tidal level creates a temporal reduction in beach area and can rapidly increase water depth that a bather needs to pass to reach a region of reduced hazard (dry beach), often associated with headlands and cliff-foot beaches that are submerged at high water. In addition to beach area at high water, beach morphology in the form of sandbars and sandbanks can increase cut-off hazard through the isolation of sandbars during the flooding tide.

Littoral currents: An alongshore current hazard (parallel to the beach), causing the relocation of the in sea beach user parallel to the shoreline. This is often associated with a rip current hazard as rip current hazard levels are commonly variable in the alongshore. Littoral currents are often driven by strong winds, high waves and waves approaching the beach at an angle.

Summary: Provides a description of some of the key hazards and hazard levels associated with the specific beach type in question.

Hazard Rating: The hazard rating represents the general overall level of hazard associated with the beach type when taking into account the specific hazards described above. This hazard represents the common level of hazard under average wave conditions for the beach type in question.

BEACH TYPE CHARACTERISTICS

(**HW**: high water; **LW**: low water)

Wave: Wave energy is defined as either high or low. The distinction is important to differentiate between expected surf zone processes. Typically, high-energy beaches are dominated by ocean swell waves. Wave climate characteristics are described as either swell, mixed or wind. Wind waves ('wind chop') are termed 'steep waves', they are derived from local winds and tend to have a lower wave period in relation to the wave height when compared to swell waves. Swell waves ('ground swell') arrive at the coast from a distant source and have a high wave period in relation to wave height. The concept of wave steepness plays an important role in controlling beach type. Mixed wave climates have significant amounts of wind and swell wave influences.

Sediment: Sediment size typically ranges from fine sand (occasionally mud) to boulders. For a beach to exist there must be an accumulation of mobile sediment, therefore the properties of this sediment are crucial in determining how the waves and currents will move it around determining the type of beach that is formed. In general, the average sediment size is the parameter used to describe sediment characteristics. In simple terms, the grain size will control whether the sediment is more likely to be moved onshore or offshore. Coarser sediment encourages onshore movement and finer sediment offshore movement, hence in most cases the coarser sediments are found at the top of the beach.

Tide: The tide range (TR) in the UK varies enormously and ranges from what is called micro-tidal (<2 m), through meso-tidal (2 m > TR < 4 m) to macro-tidal (4 m < TR < 8 m) and in some cases mega-tidal (>8m). Most of the coast is in the meso- to macro-tidal range. An increase in tide range, in effect, smears and flattens the beach between high- and low-tide and increases the amount of exposed beach episodically exposed at low-tide. This smearing reduces the amount of time the different wave processes have to generate beach forms like bars at any one position as the shoreline is always moving. But, during the period around high and especially low-tide still-stand, the wave processes have the opportunity to create beach forms, hence on beaches with a large tidal range, if bar systems are present they are often found within the low-tide region.

Surf zone width: The surf zone width is the distance from the shoreline to the point of wave breaking under average wave and beach conditions. Descriptions of surf zone width range from very narrow very wide.

Comments: The comments section provides a description of some distinguishing characteristics of each beach type that may be of significance to beach safety. Some commonly used terms are:

Reflective - These beaches are so called because they have a reflective surf zone regime throughout the tidal cycle with a steep beach slope. Consequently, the majority of wave energy reaches the shoreline and breaks energetically through plunging and surging waves.

Intermediate - These beaches lie between the two reflective and dissipative end-members and possess elements of both regimes. Within this type the nature of wave breaking and beach slope often vary within the tidal cycle with a predominantly steeper reflective beach at high water becoming flatter and more dissipative towards low water. Transmission of wave energy to the shoreline varies with the tide; plunging and surging waves break at the shoreline at high water and a wider more dissipative surf zone develops as the tide drops. Intermediate beaches are often characterized by the presence of sand bars at mid- and low-tide, which can create a mix of plunging and dissipative wave breaking, driving surf zone currents (i.e. rip currents). Rhythmic low-tide sand bar formations typically range from longshore bar/trough (a fairly straight 'winter' formation with a deep trough between shoreline and breaker zone) and transverse bar/rip (3D 'summer' configuration where sand shoals have welded to low-tide beach intersected by deep rip channels).

Dissipative - Dissipative beaches, so called because they have a dissipative surf zone regime throughout the tidal cycle, are characterised by spilling breakers across the surf zone. Typically exhibiting a shallow slope and a wide inter-tidal beach, significant attenuation of wave energy from breaking to the shoreline occurs across the surf zone, leading to limited incident wave energy reaching the shoreline. These beaches are often fine grained and/or high energy with large tidal ranges. They rarely accommodate significant bar systems.

Ultra-dissipative - These beaches typically lie in low-energy mega-tidal regions. At spring low-tide they often represent the transition to tidal flats. Unlike the other wave dominated and tide-modified regimes, tidal influence begins to rival, and sometimes dominate, that of waves. High levels of wave energy attenuation throughout the near-shore and surf zone through wave shoaling and wave breaking mean little incident wave energy reaches the shoreline, except possibly at high-tide. Sediment at low-tide is commonly mud/fine sand and can coarsen throughout the transition to the upper beach.

General stability: Refers to the potential of the beach to alter in shape significantly under varying environmental (principally wave) conditions. This variation can lead to either a change in bar configuration or a change to a different beach type/state. Often these changes can occur seasonally due to variations in the wave climate (winter - storm, summer - calm) or can be due to significant storm events. Factors such as the introduction new coastal protection schemes or beach nourishment are not considered here.

IMPORTANT General beach type physical characteristics provide an overview of generic beach types. On a local scale, these physical characteristics can be modified by local environmental conditions (rock exposure, drainage, coastal structures etc). Please refer to the 'Environmental setting additional hazards checklist' for more information on how local environmental characteristics in addition to the general beach type can modify levels of hazard.

ENVIRONMENTAL SETTING (ADDITIONAL HAZARDS CHECKLIST) GLOSSARY OF TERMS

ENVIRONMENTAL SETTING

General: Aspects of the local environmental setting associated with a beach system can have a significant modifying effect on the general beach type characteristics and hazards.

Drainage: The presence of beach drainage can alter the character of the beach shape, affect the potential for bar formation and modify surf zone currents. Beach drainage characteristics within a beach system are classified as either estuary/inlet, river or stream (intermittent flow).

Coastal morphology: The characteristics of the land boundary of the beach system. Important backshore characteristics for interpreting hazards are the presence of dunes, high (>20 m) and low (<20 m) cliffs and whether the beach is bound by headlands and whether it is embayed or open. These characteristics influence surf zone circulation and levels of beach segmentation at high water.

Segmentation/submersion: Where beaches have a lack of sediment supply, are eroding coasts or the inter-tidal zone is intersected by rock outcrops or headlands. The fluctuation of the tide can segment the beach at high-tide into smaller sections and leave regions completely submerged.

Embayment: A value relating to the relationship between the straight-line distance between headlands (chord) and that of the distance along the shoreline from headland to headland (arc).

Inter-/sub-tidal geology: Indicates the presence of inter-tidal hard rock exposure within the inter-tidal (region exposed during the tide) and sub-tidal zone (region below low water).

Coastal structure (man-made): The presence of coastal structures within the beach system can dramatically alter the beach shape and surf zone circulation potentially having significant implications for bathing hazards. Types of structures include groyne, piers, slipways, breakwaters, seawalls and harbours (marinas).

ADDITIONAL HAZARDS

Topographic and Mega rip currents: A strongly embayed beach has a high potential for mega-rips to exist under high energy conditions. These rips are fixed and driven by the headlands. These rips flow at the greatest speeds and can often flow far beyond the edge of the surf zone. Similarly, Topographic rips driven by solid obstruction caused by the presence of headlands, inter-tidal and sub-tidal geology act to constrain surf-zone circulation on what may be a beach type where rips are generally uncommon (rock exposure can vary seasonally with sand cover). Topographic rips are also generated by the presence of man-made structure that interacts with the surf zone.

Beach rip currents: The presence of drainage systems flowing into/through beaches can generate morphology (bedforms like sandbars and sandbanks) that is not typical of the general beach type. These bedforms can drive beach rip systems when they are located within the surf zone and significantly modify beach hazard levels associated with the general beach type. Sub-tidal geology (e.g. reefs) can affect the wave breaking patterns on the beach which can in turn lead to the generation of beach rips. This may affect hazard levels if that general beach type is not typically associated with bar/rip morphology.

Wave breaking: Sandbars and sandbanks often associated with river mouths and estuaries/inlets can induce heavy wave breaking (plunging/dumping waves). Rock outcropping and reefs that exist below low-tide can induce heavy irregular wave breaking (plunging/dumping waves). Rock exposure can vary seasonally with sand cover. Wave breaking may also be modified by man-made structures in the surf zone increasing wave breaking hazard.

Beach gradient: Exposed hard rock geology within the inter-tidal beach can modify beach gradient essentially leading to sudden drop-off or shallowing (rock exposure can vary seasonally with sand cover). Man-made structures are a significant cause of beach gradient hazard in some cases creating a vertical drop-off of varying severity into deep water.

Tidal cut-off: In environments where a larger low-tide beach is isolated into a number of smaller beaches by headlands, promontories or cliffs during the higher tide, an increased tidal cut-off hazard is created. This is exacerbated by beaches that are completely submerged at high water.

Littoral currents: Strong littoral currents can be created due to the presence of an estuary/inlet or river system. Embayed beaches can also experience strong variation in wave height from more sheltered to more exposed sections of the beach. This variation can drive littoral currents in the surf zone. In some cases on embayed beaches these currents can be associated with headland controlled mega-rips. The modification of the surf zone with man-made structures can drive strong littoral currents too (i.e. along the base of a breakwater or seawall if waves approach at an angle).

Collision: Headlands, inter-tidal geology, sub-tidal geology and man-made structures, when occurring within the surf zone, present an increased collision hazard. It is important to remember that rock exposure can vary seasonally with sand cover.

Offshore wind: If the average annual wind direction is greater than 90 degrees to the beach orientation there is a high percentage of days with offshore wind. This can create a hazard by causing bathers to be blown away from the beach into deeper water. This hazard is particularly important if there is a high level of inflatable and unpowered water craft use. Often these beaches will have a low wave height, promoting inflatable use.

RNLI Beach Safety Assessment Report Yearly Review

Beach name: Teignmouth	Management Authority: Teignbridge District Council
Reviewed by: Julian Smart	Date:21/03/23

General - Detail any changes to the following or state “no change”

- 1) Visitor numbers / profile : No change
- 2) General beach observation i.e. facilities provided, parking provisions, commercial activities. No change
- 3) Water quality No change
- 4) Awards held No change
- 5) Beach profile / material: Sand erosion along the main town beach now means that the sea comes to the sea wall at most high waters along the entire beach
- 6) Support services offered by beach management e.g. wardens / rangers No change

Personnel - Detail any changes to the following or state “no change”

- 1) Beach management working groups personnel: Anna Snow Resort manager, job share with Sarah Holgate
- 2) Emergency and other services contacts: No Change
- 3) Clubs and other volunteer body associations: No Change

Behaviours - are any of the following increasing / decreasing/ no change

1) Alcohol: No Change

2) Drugs: No Change

3) Risk taking behaviour, controlled / uncontrolled: No Change

4) Aggressive / criminal / antisocial behaviour: No Change

List any activities where the number of participants are increasing or decreasing or state "no change"

1) Increasing: Early morning sea swimming / dipping.

2) Decreasing: No Change

Have all risks been reviewed**Yes****State changes to any risks severity or likelihood or state "no change"**

None

Are the following control measures in place on this beach?

1) National Guideline Beach Safety Signage: Yes

2) National Guideline Public Rescue Equipment: Yes

Action plan

Delete as appropriate:

Audit reviewed no action required

(if action required please complete action plan below)

Action plan

Audit reviewed, immediate action required (pass to manager)

Yes No

Action plan

Details of action taken

Simplified risk calculator

Peak season

Level	Energy			Population		UKBSAM beach type	Weighting	UKBSAM beach type	Weighting
	Tides	Tidal flow*	Average wave height*	Population (in-water)**	Conflicting activities				
7			2.0m+	200+		LTT+R(HE)	3	UD(HE)	-1
6			1.5–2.0m	150–200		LTBR(HE)	3	LTT(LE)	-1
5		White water	1.0–1.5m	100–150		STB (HE)	2	NBD(HE)	-1
4	Extensive tidal range with potential for cut off	6+ knots	0.75–1.0m	75–100	Persistent and dangerous	MITB (LE)	1	R	-1
3	Potential for tidal cut off	4–6 knots	0.5–0.75m	50–75	Persistent	LTT+MITB	1	NDI	-1
2	Extensive tidal range	2–4 knots	0.25–0.5m	25–50	Regular	UD+TF(LE)	0	STB(LE)	-2
1	Normal tidal range	0–2 knots	0–0.25m	10–25	Occasional	LTT(HE)	0	NBD(LE)	-2
0	No tidal effect	Static	0	0-10***	Isolated	R(HE)	0	Unclassified	0

*Tidal flow versus Average wave height: Only use the one most appropriate measure of energy

** For calculating the in-water population to include surf craft: a novice surfer or body boarder = 0.5; an experienced surfer = 0.25

***If population in-water is 0 the beach will default to lower risk, if 1-10 the beach cannot rank higher than lower-medium risk

Early/Late Season

Level	Energy			Population	
	Tides	Tidal flow*	Average wave height*	Population (in-water)**	Conflicting activities
7			2.0m+	200+	
6			1.5–2.0m	150–200	
5		White water	1.0–1.5m	100–150	
4	Extensive tidal range with potential for cut off	6+ knots	0.75–1.0m	75–100	Persistent and dangerous
3	Potential for tidal cut off	4–6 knots	0.5–0.75m	50–75	Persistent
2	Extensive tidal range	2–4 knots	0.25–0.5m	25–50	Regular
1	Normal tidal range	0–2 knots	0–0.25m	10–25	Occasional
0	No tidal effect	Static	0	0-10***	Isolated

*Tidal flow versus Average wave height: Only use the one most appropriate measure of energy

** For calculating the in-water population to include surf craft: a novice surfer or body boarder = 0.5; an experienced surfer = 0.25

***If population in-water is 0 the beach will default to lower risk, if 1-10 the beach cannot rank higher than lower-medium risk

UKBSAM beach type	Weighting	UKBSAM beach type	Weighting
LTT+R(HE)	3	UD(HE)	-1
LTBR(HE)	3	LTT(LE)	-1
STB (HE)	2	NBD(HE)	-1
MITB (LE)	1	R	-1
LTT+MITB	1	NDI	-1
UD+TF(LE)	0	STB(LE)	-2
LTT(HE)	0	NBD(LE)	-2
R(HE)	0	Unclassified	0

Energy (Tides + Average wave height or Flow*) + Population (In-water population + Conflicting activity) +/- UKBSAMP weighting = Risk

Winter

Level	Energy			Population		UKBSAM beach type	Weighting	UKBSAM beach type	Weighting
	Tides	Tidal flow*	Average wave height*	Population (in-water)**	Conflicting activities				
7			2.0m+	200+		LTT+R(HE)	3	UD(HE)	-1
6			1.5–2.0m	150–200					
5		White water	1.0–1.5m	100–150		LTBR(HE)	3	LTT(LE)	-1
4	Extensive tidal range with potential for cut off	6+ knots	0.75–1.0m	75–100	Persistent and dangerous	STB (HE)	2	NBD(HE)	-1
3	Potential for tidal cut off	4–6 knots	0.5–0.75m	50–75	Persistent	MITB (LE)	1	R	-1
2	Extensive tidal range	2–4 knots	0.25–0.5m	25–50	Regular	LTT+MITB	1	NDI	-1
1	Normal tidal range	0–2 knots	0–0.25m	10–25	Occasional	UD+TF(LE)	0	STB(LE)	-2
0	No tidal effect	Static	0	0–10***	Isolated	LTT(HE)	0	NBD(LE)	-2
						R(HE)	0	Unclassified	0

*Tidal flow versus Average wave height: Only use the one most appropriate measure of energy
 ** For calculating the in-water population to include surf craft: a novice surfer or body boarder = 0.5; an experienced surfer = 0.25
 ***If population in-water is 0 the beach will default to lower risk, if 1-10 the beach cannot rank higher than lower-medium risk

Teignmouth beach is a medium risk beach during peak season and during early / late season and a lower-medium risk beach during winter.

Score	Risk level	Suggested controls – <i>provided as a general indicator only</i>
15+	Higher	<ul style="list-style-type: none"> Lifeguards may regularly close the beach to aquatic activities Lifeguards will require additional support (increased personnel or equipment levels)
12-15	Medium–higher	<ul style="list-style-type: none"> Lifeguards may occasionally close the beach to aquatic activities Lifeguard may require additional support (increased personnel or equipment levels)
8-12	Medium	<ul style="list-style-type: none"> Lifeguards normally recommended
5-8	Lower –medium	<ul style="list-style-type: none"> Monitoring of in-water population should be undertaken, with the provision of a lifeguard service considered PRE should be considered Signage strongly recommended
0-5	Lower	<ul style="list-style-type: none"> Signage should be considered PRE may be considered Pre-arrival education

NB – if population in water is low, lifeguards may not be a cost effective and therefore reasonable control measure.

Signed		Date	
Manager		Date	

Teignbridge District Council
Executive
4th January 2024
Part i

Devon Serious Violence Governance and Strategy

Purpose of Report

To approve the peninsula governance arrangements and Devon Preventing Serious Violence Strategy.

Recommendation(s)

The Executive Committee RESOLVES to: approve the proposed governance arrangements to enable delivery against the Serious Violence Duty and approve the Devon Preventing Serious Violence Strategy

Financial Implications

The financial implications are contained within Section 4. There are no additional funding pressures on the revenue budget.

Claire Moors
Principal Technical Accountant & Deputy Chief Finance Officer
claire.moors@teignbridge.gov.uk

Legal Implications

Section 8 of the Police, Crime, Sentencing and Courts Act 2022, imposes a duty on the Council to collaborate and plan to prevent and reduce serious violence.

Paul Woodhead
Head of Legal Services and Monitoring Officer
paul.woodhead@teignbridge.gov.uk

Risk Assessment

An Equality Impact Assessment is being completed by the Safer Devon Partnership
Rebecca.hewitt@teignbridge.gov.uk

Environmental/ Climate Change Implications

There are no significant environmental implications clear at this point

William Elliott
Climate Change Officer
William.elliott@teignbridge.gov.uk

Report Author

Rebecca Hewitt
Email: rebecca.hewitt@teignbridge.gov.uk

Executive Member
Cllr Linda Goodman-Bradbury

[Appendices/Background Papers](#)
Equality Impact Assessment

1. Introduction/Background

The Serious Violence Duty (the Duty) was introduced in the Police, Crime, Sentencing and Courts Act 2022 (PCSC Act) and commenced on 31 January 2023. The Duty requires specified authorities to work together to prevent and reduce serious violence in the area including identifying the kinds of serious violence that occur in the area, the causes of that violence (so far as it is possible to do so), and to prepare and implement a strategy for preventing, and reducing serious violence in the area.

The core elements of the Duty are:

- To establish a local serious violence Strategic Needs Assessment (SNA).
- To prepare, publish and implement a strategy to prevent and reduce serious violence.
- To review and revise the strategy as required.

District Councils are named as specified authorities in the duty. There is a requirement for the area's strategy to be published by 31st January 2024.

The South Devon and Dartmoor Community Safety Partnership (CSP) is a member of the Safer Devon Partnership who are leading the Strategy for Devon. They have worked closely with the Office of the Police and Crime Commissioner to develop the governance framework for delivery of the duty.

2. Governance arrangements

In Devon, Cornwall and the Isles of Scilly, a peninsula-wide partnership arrangement already exists to actively tackle serious violence. The Duty will strengthen the region's Serious Violence Prevention Programme (SVPP), mandating regional collaboration via multi-agency delivery. Community Safety Partnerships agreed a Serious Violence Prevention Concordat which sets out a shared commitment to collaborate, to prevent and reduce serious violence across the Peninsula.

Each of the CSPs have responded locally to serious violence, informed by the Peninsula Strategic Needs Assessment, local Strategic Needs Assessments, and other analytical products.

The delivery and decision-making associated with core elements of the Duty will be met through the upper-tier Community Safety Partnerships (Safer Devon Partnership) this will allow existing partnerships to tailor their response to serious violence to meet local need. Given the delivery of the Duty will be met by the upper-tier Community Safety Partnerships, the CSPs will report back to the Office of the Police and Crime Commissioner (OPCC) in line with their requirements and timetable. The OPCC will undertake the administration of official reporting, as per Home Office funding requirements.

Strategic overview and monitoring of the Duty at a Peninsula level will be provided by the 'Strategic Serious Violence Prevention Partnership'. This group will bring together representatives from across Devon, Cornwall and the Isles of Scilly to ensure that the strategic approach is sustainable, and evidence based, and also delivers the outcomes required to meet the needs of the regional community. This group will be chaired by the Police and Crime Commissioner as designated convener and serviced by the OPCC's Serious Violence Prevention Team, with specialist support from the office's Governance Team as required.

The purpose of the Strategic Group will be:

- To facilitate and co-ordinate the overall strategic direction of serious violence prevention across the Peninsula; particularly to ensure consistency between the respective Community Safety Partnerships, in such a way that supports sustainability.
- To provide strategic oversight of the core elements of the Duty, and assurance of CSP delivery against the Duty.
- To identify opportunities for collaboration and enable these opportunities as far as possible.
- To consider and manage strategic risks in relation to delivery of the Duty – and emerging gaps and threats.
- To share best practice, both within and outside of Devon, Cornwall, and the Isles of Scilly
- To encourage innovation and identify opportunities for pilots, test and learn projects, and evidence-based practice.
- To identify and develop opportunities for improvements to data and information sharing across the Peninsula.
- To align with contiguous Peninsular level portfolios (e.g., the Local Criminal Justice Board)
- To identify and leverage additional funding opportunities, both regionally and nationally, through joint procurement, grant funding and other avenues.

In line with the SV Duty, the Strategic Serious Violence Prevention Partnership must have each of the specified authorities represented, in addition to the Police and Crime Commissioner. The South Devon and Dartmoor CSP will be included in the membership and there are still discussions needed to identify the appropriate Local Authority representative for the peninsula.

3. Devon Preventing Serious Violence Strategy 2024-29

The Preventing Serious Violence Strategy outlines Safer Devon's framework for preventing and reducing serious violence in Devon. The strategy is grounded in a public health response to violence; recognising that addressing the root causes of violence is crucial for prevention. It outlines the overall vision, priorities and intended impacts for work to prevent violence. A delivery plan exploring work towards these priorities and its impacts will sit underneath this strategy and provide details about specific actions and activities.

Safer Devon Partnership's definition of violence: The intentional use of physical, sexual or psychological force or power (including threats of violence, and including coercive and controlling behaviour).

The defined 'focus areas' which are in keeping with the Serious Violence Duty's focus on 'public space youth violence' are weapons-related violence and drug related criminal activities, and are reflective of the findings around serious violence identified in the local needs assessment.

The strategy vision - Our vision is for our residents, families and communities in Devon to thrive, safe from the fear and experience of violence. We will work with our communities to prevent harms as early as possible, address the impacts of harms that have occurred, and work to strengthen people's wellbeing, resilience and opportunities in life.

The priorities outline the overarching statements of intent which have been informed by the needs assessment. Each priority will be accompanied by an impact, outlining what change is anticipated in our communities as a result of delivering work against the priorities.

- Priority 1 - work towards trauma-informed, shame-competent and neurodivergence-aware systems.
- Priority 2 - respond to young people and adults who are at greatest risk of involvement in violence to take account of their individual needs and experiences, including the likelihood of intersecting needs and the individual ways needs may present.
- Priority 3 - strengthen our understanding and response to contextual harms, including risks from peer groups and from exploitation.
- Priority 4 - strengthen our targeted offer for families, including early years and early help
- Priority 5 - challenge the normalisation of violence in young people and supporting them to develop healthy relationships, both intimate partner and peer to peer.
- Priority 6 - create inclusive, supportive education environments where all young people can thrive, with a focus on strengthening their wellbeing, resilience and opportunities

Performance will be reported back to the Safer Devon Partnership who will formally report to the OPCC. The South Devon and Dartmoor CSP will continue to deliver work that will support the Devon Strategy including work through the Let's Talk programme.

4 Implications and Risk Management

Financial

The Home Office has provided funding for 23/24 and 24/25 to support specified authorities to prepare for; and deliver the Duty. As the 'local Policing Body', the OPCC receives the funding and is responsible for meeting Home Office reporting and oversight responsibilities to ensure the funding is spent appropriately. There are no funding implications for Teignbridge District Council.

Funding associated with the Duty will be devolved to each upper-tier Community Safety Partnership (Safer Devon Partnership). Community Safety Partnerships are responsible for ensuring that specified authorities can access this funding to support them to meet the Duty. CSPs will be required to agree to the terms of a Grant Agreement with the OPCC.

Non-labour funding (for interventions) will be allocated by an agreed funding formula; labour funding (for staff to deliver the SV Duty) will be allocated equally between the four upper tier CSPs. Whilst this may be subject to refinement, the Home Office has provided indicative funding levels for 24/25, of £657,297. This will be devolved as follows:

Community Safety Partnership	Non-labour funding (split by formula)		Labour funding
Safer Cornwall (including Safer Scilly)	25%	£125,804.25	£38,520
Safer Plymouth	26%	£130,836.42	£38,520
Safer Torbay	19%	£95,611.23	£38,520
Safer Devon	30%	£150,965.00	£38,520

As part of the Safer Devon Partnership our CSP Chair will be involved in agreeing the distribution of the Safer Devon element of the funding. The Labour Costs will be utilised at Safer Devon level to support the delivery of the Strategic needs assessment.

There is no allocation of funding from the Home Office post 2024/25

5 Risks

There is a risk that if the Devon Strategy is not agreed and published by the deadline of the 31st January 2024 all specified authorities would not be complying with the duty and funding may not be provided by the Home Office.

6 Conclusion

In order to discharge our duties under the Duty we are required to agree governance arrangements and publish a strategy. The Devon Strategy has been developed by

the Safer Devon Partnership and utilises a public health approach over the next five years to address the key areas identified through the Strategic Needs Assessment

Impact Assessment

[Version 04/2023. To publish, please send a signed off PDF/A format to impactassessment-mailbox@devon.gov.uk **delete this note**]

Assessment of: Devon Preventing Serious Violence Strategy
Service:

Head of Service:

Version / date of sign off by Head of Service:

Assessment carried out by (job title): Jenny Jurga (Devon County Council), Becca Hewitt (Teignbridge District Council), Melinda Pogue-Jackson (Exeter City Council).

1. Description of project / service / activity / policy under review

This Impact Assessment relates to the Devon Preventing Serious Violence Strategy 2024-2029. This is a new Strategy that we have not been required to develop previously. It has been developed and led by the Safer Devon Partnership in response to the Serious Violence Duty introduced by the Police, Crime, Sentencing and Courts Act (2022). The Serious Violence Duty came into force on 31 January 2023.

The Duty requires specified authorities, including Devon County Council, to work together to prevent and reduce serious violence in the local area. This includes identifying the kinds of serious violence that occur in the area, the causes of that violence (so far as it is possible to do so) and preparing and implementing a strategy for preventing and reducing serious violence.

The core elements of the Duty are:

- To create a local serious violence Strategic Needs Assessment (SNA).
- To prepare, publish and implement a strategy to prevent and reduce serious violence.
- To review and revise the strategy as required.

The Duty requires each local area to publish a Strategic Needs Assessment and Strategy by 31st January 2024.

[The Strategy will be published on the Safer Devon website in January 2024.](#)

[More information about the Duty guidance can be found on the government website.](#)

2. Proposal, aims and objectives, and reason for change or review

The Devon Preventing Serious Violence Strategy is a new strategy which outlines the Safer Devon Partnership's framework for preventing and reducing serious violence in Devon. Its aim is to create a structure for all specified authorities to deliver against in Devon, including Devon's

four Community Safety Partnerships and Devon's District Councils.

The strategy is grounded in a public health response to violence. This recognises that addressing the root causes of violence is crucial for prevention. The strategy outlines the overall vision, priorities and intended impacts for work to prevent violence. A delivery plan exploring work towards these priorities and its impacts will accompany this strategy and provide details about specific actions and activities.

Our draft areas of focus and priorities are outlined below. Our areas of focus outline the people and places we give particular attention to in our response. Our priorities outline the overarching statements of intent which have been informed by the needs assessment. Each priority will be accompanied by an impact, outlining what change is anticipated in our communities as a result of delivering work against the priorities.

Areas of focus

Me (my experience and needs)

- Children who are care experienced, and children who are open to social care.
- Children with special educational needs, including speech, language and communication needs and neurodivergence, particularly where there are compounding risk factors, and including where needs are undiagnosed and unidentified.
- Adults who experience multiple disadvantages.
- Children and young people who are at risk of contextual harms (risks from outside of the family).

The people around me (families, friends and relationships)

- Young people and families who are affected by imprisonment or involvement in crime or violence.
- Young people and families who are affected by the needs of parents and care givers, for example substance misuse and mental health.
- Young people and families who are affected by domestic violence and abuse.

My community and society

- Education settings (schools, alternative provision and colleges).
- Communities experiencing the greatest levels of violence, harms and factors known to influence this, for example deprivation, poverty, presence of drug activities, concerns around the Night Time Economy.
- All young people, focusing on safety and exposure to violence and harmful behaviours in adolescence.

Strategic priorities

- Priority 1 – we want to work towards trauma-informed, shame-competent and neurodivergence-aware systems.
- Priority 2 – we want to respond to young people and adults who are at greatest risk of involvement in violence to take account of their individual needs and experiences, including the likelihood of intersecting needs and the individual ways needs may present.
- Priority 3 – we want to strengthen our understanding and response to contextual harms, including risks from peer groups and from exploitation.
- Priority 4 – we want to strengthen our targeted offer for families where risk and vulnerability factors in relation to violence are present, including early years and early help.
- Priority 5 – we want to challenge the normalisation of violence, particularly in relation to

young people, and support them to develop healthy relationships, both intimate partner and peer to peer.

- Priority 6 – we want to create inclusive, supportive education environments where all young people can thrive, with a focus on strengthening their wellbeing, resilience and opportunities.

Through adopting a public health approach to preventing serious violence, our strategy will focus on addressing the root causes of violence in our communities and building protective factors against victimisation and involvement in violence throughout the life course. This holistic approach will also contribute to the broader social wellbeing of communities and support the personal wellbeing and life chances of our young people, families and adults.

3. Risk assessment, limitations and options explored (summary)

We have taken an evidence based approach to developing this strategy. This is rooted in the examination of both quantitative and qualitative data, within our strategic needs assessment. Our needs assessment has been informed by lived experience work with young people led by Space Youth Service which has been important in helping us to understand the occurrence of violence for young people within our communities. However, our capacity to engage and consult in detail with communities has been limited due to resource. Our findings are therefore largely drawn from available evidence bases with less opportunity to focus in detail on a community based perspective.

Our findings can only cover violence we are aware of. In the context of violence as a hidden and underreported crime we are unlikely to be able to provide a comprehensive picture of its occurrence. Limitations are present in the data we have used, including due to underreporting, recording processes and inconsistencies. Police crime data, youth justice data and probation data have been important sources of data for the assessment and are subject to these limitations. Full information about limitations and caveats can be found in the Serious Violence Needs Assessment – link will be provided when published.

4. People affected, diversity profile and analysis of needs

People affected

This relates to communities in Devon who are affected by violence, directly or indirectly, and who have experience of factors that can, in combination with other circumstances, influence the occurrence of violence, e.g. substance misuse, adverse childhood experiences. As noted above, we are focusing on the following groups:

- Children and young people under 25
- Families
- Adults experiencing multiple disadvantages
- Communities experiencing the greatest levels of violence, harms and factors known to influence this.

Diversity profile and analysis of needs¹

According to the 2021 Census, the population of Devon in 2021 was 811,640. Both nationally

¹ 2021 Census data is sourced from the [ONS](#), LG Inform Plus, and Public Health Devon Census 2021 Report (draft).

and in Devon, Census data shows an increasing and ageing population. 20.2% of the Devon population is aged 0-19.

51% of the population is female, and 48% is male. An average of 0.3% of people aged 16 and over across Devon have a gender identity different from their sex registered at birth.

Devon is predominantly white (96.4%), with ethnically diverse groups representing the remaining 3.6% of the population. Ethnically diverse groups include Arab, Asian or Asian British people, Black or Black British people, people of mixed heritage, Roma, Gypsies and Travellers and Showmen. Asian people are the largest ethnically diverse group in Devon, accounting for 11,830 or 1.5% of the population. 2,474 or 0.3% of the Devon population are Black, 10,967 or 1.4% of people are of Mixed heritage and 3,880 people are of other non-white ethnicities, or 0.5% of the population. In England more broadly the portion of the population that is white is 81%. 9.6% are Asian, 4.2% are Black, 3% are of Mixed heritage and 2% are of other non-white ethnicities.

Christianity is the predominant religion in Devon, with 46.9% of the population describing themselves as Christian. 44.5% of the population described themselves as having no religion. 0.4% of the population described themselves as Buddhist, 0.2% as Hindu, 0.1% as Jewish, 0.0% as Sikh and 0.7% as any other. Religion was not stated in 6.6% of cases.

11.8% of people in Devon are disabled under the Equality Act due to having a long term health problem or disability that limits their day to day activities a little, and 7.7% are disabled under the Equality Act due to having a long term health problem or disability that limits their day to day activities a lot. A further 8.0% of people have a long term physical or mental health condition which does not limit their day to day activities.

The proportion of people in Devon who are disabled under the Equality Act is slightly above the England average, where 10.0% of people have a disability or long term health problem that limits their activities a little, and 7.3% of people have a disability or long term health problem that limits their activities a lot.

9.6% of residents provide one or more hours of unpaid care a week.

The 2021 Census shows that in Devon 1.3% of residents identify as gay or lesbian, 1.3% identify as bisexual, 89.6% identified as straight or heterosexual and 0.3% selected other sexual orientation. 7.5% did not state their sexuality.

Across Devon, 34.7% of households are deprived in one dimension, 12.9% are deprived in two dimensions, 2.6% are deprived in three dimensions, and 0.2% are deprived in 4 dimensions.

Findings from our serious violence needs assessment

Our needs assessment has highlighted that the experience of violence and the factors that can influence its occurrence have important effects, including disproportionate effects, on groups with certain protected characteristics. We also recognise that more needs to be done to understand the lived experiences of violence for people in Devon with protected characteristics and the importance of intersectionality to these experiences, recognising that this is an area where we have less knowledge and less information is available in datasets such as police crime data.

The majority of recorded serious violence in Devon (police data) involves adults as victims or as those carrying out violence. Less than 20% of recorded serious violence offences take place

involving young people under the age of 18.

Qualitative insights from partners indicate that some forms of violence may be a greater concern within young person populations than statistical data sources indicate due to factors such as underreporting. This includes weapons related violence, where lived experience insights from young people and partner insights indicate the carrying of weapons by young people is an important and growing area of concern. Young people have told us that violence is normalised in their age group, including exposure to violence and harmful sexual behaviour online.

According to data from the Devon Youth Justice Service, the rate of serious youth violence offences per 10,000 children aged 0-17 in Devon is currently higher than the national average, indicating a specific concern around the level of serious violent harm being carried out by young people.

Our data shows that serious violence is gendered. Crime data from November 2019 – October 2022 shows that 60% of serious violence victims are female. Over 45% of serious violence crimes with a female victim are also related to domestic abuse. Around ¼ of all female victims of all ages were victimised 2 or more times within the 3 years of the data; females are disproportionately impacted by serious violence, as victims, overall.

Women are more likely to experience sexual violence than men. Females are more likely to be a victim of Rape, Other Sexual Offences and Stalking and Harassment, with 89%, 79% and 65% of victims respectively, being women.

Young females are particularly vulnerable to becoming a victim of a sexual offence. 52% of victims of Rape and Other Sexual Offences from November 2018 – October 2022 were under 18, with the majority of people who commit sexual offences being males between the age of 26-45.

Consideration of ethnicity in the context of serious violence should take into account that institutional and structural racism exists within our community. Nationally, ethnically diverse groups are overrepresented in the criminal justice system and as victims of crime.²

In Devon, our information about ethnicity in groups affected by violence is limited and of poor quality. However, where data is available there are indications that ethnically diverse groups are overrepresented as a group involved in serious violence.

In Devon, 3.75% of the total population is ethnically diverse. However, in crime data, observing those linked to an offence as someone who has committed a serious violence offence, this figure is nearly at 5%. In the under 26 age group, this figure rises to 6.5%. When observing victim data, 3.2% of victims of serious violence offences are ethnically diverse. This could represent a culture of non-reporting within ethnically diverse communities, likely due to institutional and structural racism. Due to under reporting, it is likely that the actual figure of ethnically diverse victims is higher than this.

We are aware through qualitative insights about violence taking place that is linked to homophobia, transphobia and wider violence directed towards people who are LBGTQ+. We need to understand more about the role of violence in acts of hate towards people with

² HM Inspectorate of Probation (2023), [2022 Annual Report: inspections of youth offending services.](#); Ministry of Justice (2020), [Tackling Racial Disparity in the Criminal Justice System.](#); Gov.uk (2023), [Victims of Crime.](#)

protected characteristics, especially LGBTQ+ people, ethnically diverse people, people with disabilities and due to a person's faith or religion. Harms around honour based abuse have been explored through the Devon Interpersonal and Gender-based Violence and Abuse Needs Assessment [link once published].

There has been a low number of recorded hate crimes related to a serious violence offence from November 2018 – October 2022. This may be reflective of the extent of underreporting of hate crime. 1.8% (940 out of 51244) serious violence offences were hate-related. There has been an increase since 2018/19 to latest data in 2021/22, however this could be due to recording methods. The biggest increases can be seen within the 'categories' of disablist, sex/gender, homophobic and racist.

Our needs assessment indicates that young people with Special Educational Needs are overrepresented in cohorts who carry out serious violence. In this context SEN can be considered to cover a range of needs including neurodiversity, Speech, Language and Communication Needs (SLCN) and physical disabilities.³ Devon Youth Justice Service data indicates that in 22/23 29% of serious violence offences were carried out by a young person with SEN. Additionally, national research estimates that the SLCN prevalence within youth justice cohorts is around 60-70%.⁴ It can also be reasonably expected that 1/2 of people entering prison have some form of neurodivergent condition that impacts their ability to engage.⁵

Traumatic brain injury has been consistently linked in research with earlier, more frequent and more violent offending.⁶ Higher levels of TBI have been found in national studies of justice involved cohorts.⁷ Local practitioner insights in Devon suggest over 1/2 of young people seen in court in the last 18 months assessed by a Speech, Language and Communication Therapist, are believed to have experienced a TBI.

As reflected by the language in this section on SEN, most available data focuses on young people. However, it is likely that the prevalence of these needs within adult populations who have carried out violence is similar.

Young people with SEN are amongst the groups who are disproportionately represented in school exclusions.⁸ School exclusions are considered to be a factor which can increase vulnerability for young people, including vulnerability around violence and exploitation.

Young people who have experience of being in care are disproportionately represented in the

³ SEN is a complex area in which there is variance and in some case a lack of agreement over how needs are categorised. Additionally, needs themselves can be complex and overlapping. Underdiagnosis and diagnostic overshadowing can also impact the validity and generalisability of available data. For more information see: Criminal Justice Joint Inspection (2021), [Neurodiversity in the criminal justice system: a review of evidence.](#); Kirby (2021), [HMIP Academic Insights 2021/08: Neurodiversity – a whole-child approach for youth justice.](#) Manchester: HMIP.

⁴ Bryan, K. et al. (2015), [Language difficulties and criminal justice: the need for earlier identification](#), *International Journal of Language and Communication Disorders* 50(6), 763-775.

⁵ Criminal Justice Joint Inspection (2021), [Neurodiversity in the criminal justice system: a review of evidence.](#)

⁶ Kent, H. and Williams, H. (2021), [HMIP Academic Insights 2021/09: Traumatic Brain Injury.](#) Manchester: HMIP.

⁷ Kent, H. et al. (2022), [Poor parental supervision associated with traumatic brain injury and reactive aggression in young offenders](#), *Journal of Head Trauma Rehabilitation*, 37(2), 65-70.

⁸ Department for Education (2023b), [Summer term 2021/22 Permanent exclusions and suspensions in England.](#) DfE.

youth justice system.⁹ Care experienced children often face intersecting needs, such as trauma and Special Educational Needs. They may also have heightened vulnerability to exploitation due to other risk factors such as being placed in ‘unregulated accommodation’.

Devon Youth Justice data shows 29% of serious violence offences were carried out by care experienced children in 21/22 and 21% in 22/23.

Mental health has been identified as a prominent need in youth justice and adult probation cohorts, including for those who have carried out serious violence offences. Mental health needs, where present, are often occur alongside additional needs and complexities. In Devon, mental health is a need identified in both youth and adult serious violence cohorts. Additionally, the Devon Youth Justice Service has observed an increasing complexity in the needs of young people coming to the attention of the service, including poor mental health and emotional wellbeing.¹⁰

National research points to a link between income inequality and violence.¹¹ The Youth Violence Commission (2023) has identified socio-economic factors including employment prospects, housing affordability and deprivation as a core foundation of violence, and has highlighted child poverty as a key driver. Local data highlights that 67% of children who were in Key Stage 4 from 2021/13 – 2017/18 and were cautioned or sentenced for a serious violence offence in Devon were eligible for Free School Meals (DfE local authority data dashboard). This could evidence a link between low income and children who become involved in serious violence. It should be stated that 1.3% of all children eligible for free school meals went on to be cautioned or sentenced for a serious violence offence.

Police data and intelligence highlights that drug possession and trafficking offences in Devon are more likely to occur in more deprived postcodes, suggesting these areas are at greater risk of drug related violence.

Further work is required to explore the importance of economic inequality on serious violence and factors that can influence its occurrence in Devon, for example by understanding how the occurrence of violent crime links to the indices of deprivation.

5. Stakeholders, their interest and potential impacts

Different groups of stakeholders are involved in our work to develop the strategy.

Statutory agencies – who have an interest in complying with the Serious Violence Duty. The Safer Devon Partnership represents these statutory agencies and has an additional interest in using this strategy to help fulfil its vision of [‘working together to make Devon even safer’](#).

- Devon County Council
- Devon’s District Councils
- Health (Devon Integrated Care Board)
- Devon Youth Justice Service
- Devon Probation Service

⁹ For the purposes of our needs assessment, we refer to care experienced children as those where the local authority has become their corporate parent at some point during their childhood – often referred to as Looked After Children.

¹⁰ Devon Youth Justice Service (2023), Devon Youth Justice Plan.

¹¹ Grimshaw, R. and Ford, M. (2018), [Yong people, violence and knives – revisiting the evidence and policy discussions](#). Centre for Crime and Justice Studies.

- Devon and Cornwall Police
- Devon and Somerset Fire and Rescue Service.
- Devon’s District Community Safety Partnerships, as represented through the Safer Devon Partnership
- The Office of the Police and Crime Commissioner, which has a monitoring role in relation to the Duty.

Additionally, wider partnerships and organisations across Devon and our neighbouring areas are involved as stakeholders, where they have a shared interest in the priorities and areas of focus in our Preventing Serious Violence Strategy. Examples include the Devon Safeguarding Children’s Partnership, the Devon Interpersonal and Gender-based Violence and Abuse Partnership and Public Health Devon.

Voluntary sector – which has an interest in providing services for communities, and working with communities, including people with protected characteristics. This includes our youth sector partners Space Youth Service and Young Devon.

Communities – who have an interest in keeping their communities safe. We have engaged with young people working with Space Youth Service in the development of our work through peer led lived experience research.

We have limited capacity to deliver, however we will seek to engage with groups representing people with protected characteristics where possible.

6. Additional relevant research used to inform this assessment

[Please see the Duty guidance on the government website.](#)

7. Description of consultation process and outcomes

In developing the needs assessment and strategy we have carried out a number of consultation opportunities with our partners. We have also sought lived experience insights from young people through Space Youth Service around their experiences and views of violence which have directly informed our needs assessment and strategy.

We will be developing a delivery plan to accompany our strategy, and we will be exploring opportunities to engage with our young people and communities with a focus on co-production.

Background information

8. Equality analysis

Under the Equality Act 2010, the local authority must consider how people will be affected by a service, policy or practice. In so doing we must give due regard to the need to: eliminate unlawful discrimination, harassment and victimisation; advance equality of opportunity and foster good relations across protected characteristics of age, disability, gender reassignment, pregnancy and maternity, marriage and civil partnership (for work), sex, sexual orientation, race, and religion and belief. The Equality Act 2010 and other relevant legislation does not prevent

the Council from taking difficult decisions which result in service reductions or closures for example, it does however require the Council to ensure that such decisions are: informed and properly considered with a rigorous, conscious approach and open mind, taking due regard of the effects on the protected characteristics and the general duty to eliminate discrimination, advance equality and foster good relations; proportionate (negative impacts are proportionate to the aims of the policy decision); fair, necessary, reasonable, and those affected have been adequately consulted.

All residents by geographic area

The detail of our delivery plan is yet to be developed. When this takes place we will be in a position to provide further detail in this section. We will use the information from our needs assessment to ensure our work is targeted as appropriate, and we will be mindful of the needs and considerations of people with protected characteristics to ensure that the work we plan and carry out is inclusive.

The focus areas and priorities identified within our strategy will help to ensure that we provide support to build protective factors and strengthen resilience for children and young people and their families, and for adults experiencing multiple disadvantages, at the earliest possible opportunity. We have prioritised being trauma informed and shame competent within our strategy – this will support us to work with people in a compassionate and non-judgemental way that places their experiences and needs at the centre of our work.

Age

Our strategy has specific focus on young people up to the age of 25. This has the potential to positively impact this group through greater focus across our partners and systems on working with children, young people and their families through a preventative and strengths-based lens which supports them to build the knowledge and skills to challenge harmful and violent norms and build resilience against exposure to violence in childhood, adolescence and later in life.

Co-production is a central theme of the guiding principles of our strategy and we aim to achieve this through our approach to developing our delivery plan. This has potential for young people to be fully included, listened to and participate as equals in decision making around the future development of our strategy and delivery activity.

A potential negative impact is the possibility that focusing on young people in the context of preventing serious violence may create undue negative attention on this age group. This is something we can seek to mitigate through being mindful in our communications about our work and using a strengths and person-centred approach.

Disability (includes sensory, mobility, mental health, learning disability, neurodiversity, long term ill health) and carers of disabled people

As noted above, our evidence indicates that young people with Special Educational Needs, including neurodiversity and Speech Language and Communication Needs, and young people with Traumatic Brain Injury, are an important area of focus due to their overrepresentation in the youth justice system (including in cohorts who carry out serious violence) and in factors identified to be important to prevention, for example exclusion from education. Adults with these needs are also likely to be overrepresented within cohorts who have committed serious

violence. Mental health has also been identified as an important factor for young people and adults in the youth justice and criminal justice system.

Our strategy priorities require us to take a neurodiverse-aware approach; this involves ensuring that the way we work with young people and adults, and the interventions we provide, take account of their needs and are fully accessible in terms of neurodiversity, language and communication.

We will also ensure that services and interventions designed and delivered through the strategy take full account of people's accessibility needs and address barriers to accessing services, including neurodiversity, speech, language and communication needs, and sensory and physical needs and mental health needs.

There is a potential risk that our focus on neurodiversity, speech language and communication needs and mental health may create stigma towards these groups, especially given that they may already experience negative societal attitudes. We will address this by being sensitive to their experiences and needs and taking a strengths-based and inclusive approach to our work. We have included these approaches within the guiding principles that will inform the way in which we work to deliver our strategy.

Race and culture: nationality/national origin, ethnic origin, skin colour, religion and belief, asylum seeker and refugee status, language needs

As noted above, we have limited information around the experience of violence in ethnically diverse communities in Devon. We also have limited information about the intersection between racism, hate crime and violence. This is something we will explore through our delivery plan.

The limited data we have available highlights an overrepresentation of ethnically diverse people as victims of serious violence and within the criminal justice system due to involvement in serious violence, something which reflects the national picture of ethnically diverse groups being overrepresented within the criminal justice system and as victims of crime. As noted above, this overrepresentation should be seen within the lens of institutional and structural racism.

Our local data is of poor quality, and ethnicity is not provided in a large number of cases. Work is required to improve data collection across our partner organisations and to explore and address reasons for this overrepresentation, taking account of institutional and structural racism in our response.

The services and interventions we develop and deliver through the strategy will be required to be sensitive and accessible to groups with diverse ethnicities, nationalities, religions and beliefs. Services and interventions will be required to proactively address barriers to access such as language and culture barriers.

Sex and gender identity and reassignment (including men, women, non-binary and transgender people), and pregnancy and maternity (including women's right to breastfeed)

As noted above, women are disproportionately impacted as victims of violence. Violence is also gendered in its occurrence, with women more likely to experience sexual violence and domestic abuse. Taking account of the gendered nature of violence and its causes, including misogyny, will be an important element of our work. This will include work to address the normalisation of

harmful sexual behaviour and gender-based violence in communities, with a focus on young people.

Qualitative insights have highlighted violence linked to transphobia. More needs to be done to understand violence experienced by trans and gender diverse people, including the intersection with hate crime, and this will form a focus in our delivery plan. The services and interventions we deliver will be inclusive to everyone regardless of sex and gender identity, and will be sensitive to the needs and experiences of Lesbian, gay, bisexual, transgender and queer (LGBTQ+) people, including trans and gender diverse people.

Sexual orientation, and marriage/civil partnership if work related

Qualitative insights have highlighted violence linked to sexual orientation. More needs to be done to understand violence experienced by LGBTQ+ people, including the intersection with hate crime, and this will form a focus in our delivery plan.

The services and interventions we deliver will be inclusive to everyone regardless of sexual orientation and will be sensitive to the needs and experiences of LGBTQ+ people.

Other relevant socio-economic factors and intersectionality

This includes, where relevant: income, housing, education and skills, language and literacy skills, family background (size/single people/lone parents), sub-cultures, rural isolation, access to services and transport, access to ICT/Broadband, children in care and care experienced people, social connectivity and refugee status/no recourse to public funds. Also consider intersectionality with other characteristics.

Being a child in care and being care experienced, socioeconomic factors including income inequality, poverty and deprivation, familial experiences, and experiences in peer groups and the community are amongst factors that have been identified as important in the prevention of serious violence. Our strategy will take a holistic approach to preventing serious violence through using a series of lenses: individual (Me), relationship (The People Around Me) and community and societal (My Community and Society). This will allow us to develop interventions that take account of influences occurring across these areas and the ways in which they intersect.

Our strategy will also be sensitive to the intersectionality between protected characteristics and with wider individual, relational and socioeconomic factors, and recognise that some groups experience multiple disadvantages due to the intersection of these factors.

Through our work we will seek to foster positive relations in our communities between people with protected characteristics, in line with the Public Sector Equality Duty.

9. Human rights considerations:

We need to ensure that human rights are protected. In particular, that people have:

- A reasonable level of choice in where and how they live their life and interact with others (this is an aspect of the human right to 'private and family life').
- An appropriate level of care which results in dignity and respect (the protection to a private and family life, protection from torture and the freedom of thought, belief and religion within the Human Rights Act and elimination of discrimination and the promotion of good relations under the Equality Act 2010).

- A right to life (ensuring that nothing we do results in unlawful or unnecessary/avoidable death).

In any direct work we do with communities we will ensure that we exercise an appropriate level of care and are fully aware of Human Rights considerations, such as the requirement to share information proportionately. We will make sure that co-production and co-design is carried out sensitively and that information shared by people in our communities is handled with due care. We will ensure that any organisations delivering on our behalf through the strategy are aware of Human Rights considerations.

10. Environmental analysis

At this stage we have assessed that this work is either not applicable, or will have a neutral impact. We do not yet have detail about the actions we intend to deliver; when we do so we will be in a position to revisit this section.

An impact assessment should give due regard to the following activities in order to ensure we meet a range of environmental legal duties. The policy or practice does not require the identification of environmental impacts using this Impact Assessment process because it is subject to (please mark X in the relevant box below and proceed to the 11, otherwise complete the environmental analysis information below):

Devon County Council's Environmental Review Process	N/A
Planning Permission	N/A
Environmental Impact Assessment	N/A
Strategic Environmental Assessment	N/A

- Description of any actual or potential negative consequences and consider how to mitigate against these.
- Description of any actual or potential neutral or positive outcomes and consider how to improve as far as possible.

Reduce, reuse, recycle and compost

N/A

Conserve and enhance wildlife

N/A

Safeguard the distinctive characteristics, features and special qualities of Devon's landscape

N/A

Conserve and enhance Devon's cultural and historic heritage

N/A

Minimise greenhouse gas emissions

N/A

Minimise pollution (including air, land, water, light and noise)

N/A

Contribute to reducing water consumption

[N/A

Ensure resilience to the future effects of climate change (warmer, wetter winters; drier, hotter summers; more intense storms; and rising sea level)

N/A

Other (please state below)

N/A

11. Economic analysis

- a) Description of any actual or potential negative consequences and consider how to mitigate against these.
- b) Description of any actual or potential neutral or positive outcomes and consider how to improve as far as possible.

There will be a potential positive value through money from the Serious Violence Duty being spent in Devon, and through partners being brought together with a shared focus around this area of work. Once the detail of the delivery plan is developed we will be able to provide further information about the categories below.

Impact on knowledge and skills

N/A

Impact on employment levels

N/A

Impact on local business

N/A

This page is intentionally left blank