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Torquay, Devon TQ1 3DR
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Wednesday, 19 February 2020

Meeting of the Council

Dear Member

I am pleased to invite you to attend a meeting of Torbay Council which will be held in **Rosetor Room, Riviera International Conference Centre, Chestnut Avenue, Torquay, TQ2 5LZ** on **Thursday, 27 February 2020** commencing at **5.30 pm**

The items to be discussed at this meeting are attached.

Yours sincerely,

A handwritten signature in black ink, appearing to read 'Steve Parrock'.

Steve Parrock
Chief Executive

(All members are summoned to attend the meeting of the Council in accordance with the requirements of the Local Government Act 1972 and Standing Orders A5.)

A prosperous and healthy Torbay

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June Gurry, Town Hall, Castle Circus, Torquay, TQ1 3DR

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

Meeting of the Council Agenda

1. **Opening of meeting**

2. **Apologies for absence**

3. **Minutes**

To confirm as a correct record the minutes of the meetings of the Council held on 6 and 13 February 2020.

(Pages 5 - 8)

4. **Declarations of interests**

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

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

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

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

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

5. **Communications**

To receive any communications or announcements from the:

- a) Civic Mayor – this will include a presentation from the Groundwork Trust on the work they do with Parks and Gardens in Torbay;
- b) Leader of the Council;
- c) Overview and Scrutiny Co-ordinator;
- d) Council's representative on the Heart of the South West Joint Committee; and
- e) Chief Executive.

6. **Members' questions**

To respond to the submitted questions asked under Standing Order A12.

(Page 9)

- 7. Notice of motions**
To consider the following motion, notice of which has been given in accordance with Standing Order A13.
- (a) Notice of motion - Torbay Coast and Countryside Trust** (Pages 10 - 12)
To consider the attached motion, notice of which has been given in accordance with Standing Order A13 by the members indicated, and had been deferred in accordance with Standing Order A13.2(d) from the meeting held on 6 February 2020 to enable the Section 151 Officer to prepare a report (to follow).
- 8. Council Tax 2020/2021**
To consider the submitted report (to follow) on the setting of the Council Tax for 2020/2021.
- 9. Extension to existing Annual Strategic Agreement between Torbay Council, South Devon and Torbay Clinical Commissioning Group and Torbay and South Devon NHS Foundation Trust** (Pages 13 - 14)
To consider the submitted report on the above.
- 10. One Torbay: Working for all Torbay - Community and Corporate Plan** (Pages 15 - 42)
To consider the recommendations of the Cabinet on the final proposed Community and Corporate Plan (Policy Framework document).
- 11. Housing Strategy** (Pages 43 - 76)
To consider the Cabinet's recommendations on the Housing Strategy (Policy Framework document).
- 12. Torre Abbey Restoration Project - Phase 3 National Heritage Lottery Fund Bid** (Pages 77 - 93)
To consider the submitted report in respect of a funding bid for the Torre Abbey Restoration Project and the recommendations from the Cabinet.
- 13. Torbay Council Annual Pay Policy Statement including Gender Pay Gap Report and Review of Pensions Discretions** (Pages 94 - 129)
To consider the submitted report and the recommendations of the Cabinet on the above.
- 14. Statutory Officer Appointment**
To confirm the following Statutory Officer appointment on a two-year fixed contract.

Director of Children's Services – Nancy Meehan.
- 15. Exclusion of the Press and Public**
To consider passing a resolution to exclude the press and public from the meeting prior to consideration of the following item on the

agenda on the grounds that exempt information (as defined in Part 1 of Schedule 12A of the Local Government Act 1972 (as amended)) is likely to be disclosed.

- 16. Cabinet Recommendation - Investment Opportunity**
To consider any recommendations from the Cabinet on investment opportunities.

Note

An audio recording of this meeting will normally be available at www.torbay.gov.uk within 48 hours.



Minutes of the Council
(Council decisions shown in bold text)

6 February 2020

-: Present :-

The Worshipful The Mayor of Torbay (Councillor Douglas-Dunbar) (In the Chair)
Deputy Civic Mayor of Torbay (Councillor Manning)

Councillors Amil, Atiya-Alla, Barrand, Barnby, Brooks, Brown, Bye, Carter, Cowell, Mandy Darling, Steve Darling, Dart, Doggett, Dudley, Ellery, Foster, Hill, Howgate, Kavanagh, Kennedy, Law, Barbara Lewis, Chris Lewis, Long, Loxton, Mills, Morey, O'Dwyer, Pentney, Stockman, Sykes, David Thomas, Jacqueline Thomas and John Thomas

97 Opening of meeting

The meeting was opened with a prayer.

98 Apologies for absence

There were no apologies for absence.

99 Minutes

The Minutes of the meeting of the Council held on 9 January 2020 were confirmed as a correct record and signed by the Worshipful the Mayor of Torbay.

100 Declarations of interests

The following non-pecuniary interests were declared:

Councillor	Minute Number	Nature of interest
Councillor Hill	107	Non-pecuniary – Director of Riviera International Conference Centre (non-council appointment)
Councillor Loxton	107	Non-pecuniary – Council appointed Director of Riviera International Conference Centre

101 Communications

The Worshipful the Mayor of Torbay announced that she was holding a Charity Civic Dinner on Friday 20 March 2020 at the Livermead House Hotel, Torquay, in aid of her charities, the RNLI and Torquay Museum.

The Leader of the Council:

- a) referred to the decision of the Cabinet to introduce Crowdfunding Torbay which would grow capacity for community-led projects; and
- b) advised Torbay Council was working with Torbay and South Devon NHS Foundation Trust in making awards to 11 voluntary sector organisations and community groups in Torbay to the value of £180,000. The projects, funded from the Better Care Fund, included activities with community groups in areas of deprivation, organisations focused on healthy eating and skills, homelessness, support with benefits for isolated people, good neighbour support groups and a scheme related to hospital discharge and the use of volunteers.

102 Petition for Debate - Pause the Roll-Out of 5G Street Furniture in Torbay

In accordance with Standing Order A23, the Council received a petition from Torbay residents requesting a moratorium on any roll-out of 5G infrastructure on Council managed property until 5G was proven to be safe and the technology insurable (approximately 1,006 signatures).

At the invitation of the Worshipful the Mayor of Torbay, Julie Harrison addressed the Council.

The Worshipful the Mayor of Torbay advised that, under the Council's Petition Scheme, as the petition had reached the 1,000 signature threshold it was subject to debate by the Council.

The Monitoring Officer outlined the options open to the Council.

Councillor Stockman proposed and Councillor Dart seconded the motion, which was agreed by the Council as set out below:

that, in light of the concerns raised by the petitioners in respect of the potential harm of 5G to Torbay's residents, the Overview and Scrutiny Board is commissioned to undertake further investigation of the matter (including participating in Devon County Council's Spotlight Review on Cyber-Security and Health Concerns over 5G Rollout).

103 Members' questions

Members received a paper detailing questions, notice of which had been given in accordance with Standing Order A13. The paper also contained the answers to the

questions which had been prepared by Councillors Amil and Morey and was circulated prior to the meeting.

There were no supplementary questions arising from the responses to the questions.

104 Notice of motion - Torbay Coast and Countryside Trust

Members received a motion in relation to a loan facility from the Council to the Torbay Coast and Countryside Trust to enable the creation of an Occombe Farm visitor attraction, notice of which was given in accordance with Standing Order A13.

In accordance with Standing Order A13.2(d), the Worshipful the Mayor of Torbay reported that consideration of the motion stood deferred to a subsequent meeting to enable a report from the Council's Finance Officer to be prepared on the financial implications resulting from the motion.

105 Civic Mayor and Deputy Civic Mayor

In accordance with the Council's Standing Orders (A9.1), the Council was requested to consider selecting the Worshipful the Mayor of Torbay-Elect and Deputy Civic Mayor-Elect for the 2020/2021 Municipal Year.

Councillor Long proposed and Councillor Amil seconded a motion, which was agreed (unanimously) by the Council as set out below:

- (i) that Councillor Manning be selected as Worshipful the Mayor of Torbay (Elect) for the 2020/2021 Municipal Year; and**
- (ii) that Councillor Mandy Darling be selected as Deputy Civic Mayor (Elect) for the 2020/2021 Municipal Year.**

106 Exclusion of the Press and Public

Councillor Steve Darling proposed and Councillor Long seconded the motion, which was agreed (unanimously) by the Council, as set out below:

that the press and public be excluded from the meeting prior to consideration of the following item on the agenda on the grounds that exempt information (as defined in paragraph 3 of Part 1 of Schedule 12A of the Local Government Act 1972 (as amended) is likely to be disclosed.

Prior to consideration of the item in Minute 107 the press and public were formally excluded from the meeting.

107 Funding for Torbay Leisure Centre and Riviera International Conference Centre

The Council considered the recommendations of the Cabinet on funding for Torbay Leisure Centre and the Riviera International Conference Centre, as set out in the submitted exempt report.

The decision of the Council meeting is restricted due to exempt information contained within the decision.

(Note: Prior to consideration of Minute 107, Councillors Hill and Loxton declared their non-pecuniary interests and withdrew from the meeting.)

108 Cabinet Recommendation - Investment Opportunity

The Worshipful the Mayor of Torbay advised that there were no recommendations from the Cabinet and therefore this item was withdrawn from the agenda.

109 Adjournment

The Worshipful the Mayor of Torbay advised that in accordance with Standing Orders F2.13 and F3.11 in relation to the Budget and Policy Framework the remaining items on the agenda were referred to an adjourned meeting of Council to be held on 13 February 2020 to enable full consideration to be given to the implications of the proposals set out in the reports and documentation circulated on 5 February 2020.

The Worshipful The Mayor of Torbay

Agenda Item 6

Meeting of the Council, Thursday, 27 February 2020

Questions Under Standing Order A13

A member may only submit three questions for consideration at each Council Meeting. Each member will present their first question in turn, when all the first questions have been dealt with the second and third questions may be asked in turn. The time for member's questions will be limited to a total of 30 minutes.

Question (1) by Councillor Kennedy to the Leader of the Council (Councillor Steve Darling)	We have a great many meetings in the evenings, at which at least one Officer is required to attend. I understand that those Officers are given time off in lieu should there be a need to remain beyond normal working hours. Is this the case, or is there an alternative arrangement? If time off in lieu is the 'norm' is it at time and a third or time and a half? How many Officer hours would you estimate we are losing per month?
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Conservative Notice of Motion : Torbay Coast and Countryside Trust

Council Meeting

6 February 2020

The Council is aware that Torbay Coast and Countryside Trust have proposed the creation of an Ocombe Farm attraction that will enhance the recreational and visitor offer in Torbay and provide Torbay Coast and Countryside Trust (the Trust) with a source of significantly increased revenue. The increased revenue will enable the Trust to realise the ambition enshrined within its charitable objectives, which has hitherto been seriously constrained by a lack of funding.

It is believed that the proposed development will have significant positive benefits for Torbay as follows;

- Creation of 60 new jobs,
- Deployment of significantly greater resources to restore, maintain and enhance natural and built heritage on Trust managed land,
- Improve access for Torbay's communities and visitors to natural and built heritage on Trust managed land,
- Resource paid apprenticeships and trainee roles to improve career progression within the organisation,
- Improve the condition of the South West Coast Path and associated infrastructure (on land managed by the Trust),
- Provide new educational opportunities for local schools, with particular emphasis on the English Riviera UNESCO Global Geopark, natural heritage and sustainability,
- Make significantly greater investment in restoring, maintaining and enhancing infrastructure across all Trust sites to improve the visitor experience,
- Establish a fully resourced volunteering programme to facilitate the ongoing contribution of volunteers towards the Trust' charitable activity,
- facilitate the improvement of land and facilities across Torbay for the benefit of the local community and visitors.

The Trust have resources to part fund the new offer, but is seeking grants, voluntary donations and access to external finance to ensure its deliverability.

Proposed motion:

PART 1

That the Council provide a loan facility to Torbay Coast and Countryside Trust, to be funded by new prudential borrowing, in order to facilitate an expanded retail offer, expanded catering offer, new indoor play facilities and a farm based visitor attraction on the following basis;

The remainder of this Notice of Motion is exempt by virtue of Paragraph 3 of Part 1 of Schedule 12A of the Local Government Act 1972 and has been circulated separately.

Proposer Councillor David Thomas
Seconder Councillor Chris Lewis

Document is Restricted



Meeting: Council

Date: 27 February 2020

Wards Affected: All

Report Title: Annual Strategic Agreement between Torbay Council, Devon Clinical Commissioning Group and Torbay and South Devon NHS Foundation Trust

Is the decision a key decision? Yes

When does the decision need to be implemented? As soon as possible

Executive Lead Contact Details: Councillor Stockman , Cabinet Member for Adult Services and Public Health, Jackie.Stockman@torbay.gov.uk

Supporting Officer Contact Details: Joanna Williams, Interim Director of Adult Social Services, Joanna.Williams@torbay.gov.uk, 01803 207175

1. Proposal and Introduction

- 1.1 The Annual Agreement sets out the way in which Torbay Council and Devon Clinical Commissioning Group (the CCG) will commission services from Torbay and South Devon NHS Foundation Trust (the Trust).
- 1.2 It sets out the areas for focus, development and delivery along with targets for performance against the agreed budget. It also refers to the broader context in which the agreement is framed and sets out roles and responsibilities for the forthcoming year. The Council continues to seek good service in Adult Care for local citizens within the context of tight financial constraints.
- 1.3 With the recent signing of the Risk Share Agreement with the Trust it continues to pursue the principle of integrated health and social care through commissioning and at the frontline.
- 1.3 The Risk Share Agreement (RSA) underpins and secures the joint working of the partner organisations. The production of an Adults Social Care Development and Delivery Plan is central to the RSA. With the RSA signed the parameters for the production of this plan are finalised. The plan will form the core of the ASA being the areas for focus, development and delivery upon which performance will be judged.
- 1.4 It is proposed that the in-place Annual Strategic Agreement (ASA) is extended for one quarter to enable the ASA 2020/21 to be developed in the light of the signed Risk Share Agreement (January 2020) reflecting the Development Plan for Adult Social Care.

forward thinking, people orientated, adaptable - always with integrity.

2. Reason for Proposal

- 2.1 The Annual Strategic Agreement (ASA) sets out the strategic direction which is designed to maximise choice and independence for those requiring adult social care and support. It sets out the objectives which the Council and the CCG require the Trust to meet and forms the basis on which performance can be monitored and managed.
- 2.2 The existing Annual Strategic Agreement and governance structure have been in place and supporting the partnership for the last two years.
- 2.3 The extension will secure the present arrangements while the production of the Development and Delivery Plan confirming service and financial performance, is concluded with the agreement of the system partners

3. Recommendation(s) / Proposed Decision

- 3.1 That the existing Annual Strategic Agreement between Torbay Council, Devon Clinical Commissioning Group and Torbay and South Devon NHS Foundation Trust be extended until May 2020.

Appendices

None

Background Documents

None



Meeting: Cabinet/Council

Date: 20 and 27 February 2020

Wards Affected: All

Report Title: One Torbay: Working for all Torbay – Community and Corporate Plan

Is the decision a key decision? Yes

When does the decision need to be implemented? Following approval from Full Council

Cabinet Member Contact Details: Councillor Steve Darling, Leader of the Council, steve.darling@torbay.gov.uk

Supporting Officer Contact Details: Kate Spencer, Head of Policy, Performance and Community Engagement, 01803 207014, kate.spencer@torbay.gov.uk

1. Proposal and Introduction

- 1.1 Following the local elections in May 2019, a Community and Corporate Plan has been prepared by the Cabinet which sets out the ambitions and visions of the Council over the remainder of the term of office and the principles within the Council will operate.
- 1.2 Following the release of the draft plan, the Cabinet have undertaken a range of engagement activities as part of its commitment to changing how the Council engages with its residents, communities and partners, to ascertain views upon the draft. As a result a number of amendments have been made to the Community and Corporate Plan, for final consideration and approval by Full Council.

2. Reason for Proposal and associated financial commitments

- 2.1 The Community and Corporate Plan is the overarching document within the Council's Policy Framework setting out the Council's ambitions for the next four years.
- 2.2 The proposals contained in the plan do not commit the Council financially. As each aspect of the Plan is progressed, due consideration will be given to the financial impacts of each decision, and appropriate governance for the decisions will be followed.
- 2.3 Following approval of the plan, it is the intention of Cabinet to bring forward for consideration an immediate action plan, setting out how they will be progressing the ambitions and visions, and this will also reference clearly the strategies that will be underpinning the plan.

3. Recommendation(s) / Proposed Decision

That the Cabinet recommend to Council:

- (i) That “One Torbay: Working for all Torbay” be approved as a Policy Framework document of the Council,
- (ii) That the list of Policy Framework documents in the Constitution be updated to change the name to ‘Community and Corporate Plan.’

Appendices

Appendix 1: One Torbay: Working for all Torbay – Community and Corporate Plan

Appendix 2: Consultation Feedback Report

Background Documents

None

Section 1: Background Information

1.	What is the proposal / issue? “One Torbay: Working for all Torbay”, the Council’s Community and Corporate Plan has been amended by the Cabinet following consideration of the consultation responses received.
2.	What is the current situation? Following the Local Elections in May 2019, work has been underway with the Cabinet to articulate the ambition and vision of the Council over the next four years and the longer term. All other members of the Council have been invited to share their views through the induction programme which included sessions on the issues facing Torbay and how we could work together to address those issues, and it builds also builds on the findings from the Community Conference held in September 2019. Consultation has been undertaken on the draft plan, and it has also been considered by Overview and Scrutiny.
3.	What options have been considered? The document which is now put forward for final approval has been developed over a period of time and is a result of an iterative process and consultation.
4.	What is the relationship with the priorities within the Partnership Memorandum and the Council’s Principles? The Plan has been developed based around the priorities within the Partnership Agreement. Further detail is now included around how those priorities can turn into visions for Torbay and the priorities for each of those visions. The previous Corporate Plan identified three principles: <ul style="list-style-type: none">• Use reducing resources to best effect• Reduce demand through prevention and innovation• Integrated and joined up approach These are already embedded into the work of the Council and, given the demand and funding pressures faced by the Council, they continue to be appropriate principles against which to operate.

	<p>The Partnership Agreement also makes clear the Cabinet’s commitment to engage with and empower our communities. Therefore a fourth principle is included:</p> <ul style="list-style-type: none"> • Enable our communities
5.	<p>How does this proposal/issue contribute towards the Council’s responsibilities as corporate parents?</p> <p>The Council’s role and responsibility as a Corporate Parent is central to all that we do. The Corporate Plan is committed to the delivery of good social care services, including the role as corporate parent.</p>
6.	<p>How does this proposal/issue tackle poverty, deprivation and vulnerability?</p> <p>Tackling poverty and inequalities is central to the Plan. The Plan sets out how the Council will ensure that our residents, as well as the place, thrive.</p>
7.	<p>How does the proposal/issue impact on people with learning disabilities?</p> <p>Ensuring that all of the people in Torbay thrive is one of the visions within the Plan. This includes those people with learning disabilities.</p>
8.	<p>Who will be affected by this proposal and who do you need to consult with? How will the Council engage with the community? How can the Council empower the community?</p> <p>The aim of this Plan is to impact on everyone in Torbay and it has been the subject of consultation.</p>

Section 2: Implications and Impact Assessment

9.	<p>What are the financial and legal implications?</p> <p>There is no statutory requirement to have a Community or Corporate Plan. However, being clear about our ambitions gives the Council, our staff, partners and the community a clear understanding of what we seek to achieve.</p> <p>The Plan identifies the need to explore new and innovative ways to deliver services, as well as the need to integrate with our partners to maximise value for money and deliver the best possible outcomes for and with our communities.</p>
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10.	<p>What are the risks?</p> <p>Without a Corporate Plan it becomes difficult to set a coherent direction of travel for the Council.</p>
11.	<p>Public Services Value (Social Value) Act 2012</p> <p>Not applicable.</p>
12.	<p>What evidence / data / research have you gathered in relation to this proposal?</p> <p>Feedback received through the Member Induction Programme and the Community Conference had been incorporated into the draft Plan.</p> <p>The consultation and engagement that was undertaken, has been considered in preparing this final version for consideration by Council.</p>
13.	<p>What are key findings from the consultation you have carried out?</p> <p>The key areas raised from the consultation in respect of the draft plan included;</p> <ol style="list-style-type: none"> 1. Strengthening the commitment in respect of climate change 2. Stating that the provision of quality children's and adult social care was a priority, 3. Stating that reducing deprivation was a priority 4. Inclusion of safer communities as an area to work upon with partners. <p>There were also many comments in respect of the need to turn the Plan into action. In this respect it is the intention of Cabinet once the plan has been approved to bring forward for consideration an immediate action plan, setting out how they will be progressing the ambitions and visions, and this will also reference clearly the strategies that will be underpinning the plan.</p>
14.	<p>Amendments to Proposal / Mitigating Actions</p> <p>Amendments to the Plan have been made following the consultation.</p>

Equality Impacts

15.	Identify the potential positive and negative impacts on specific groups			
		Positive Impact	Negative Impact & Mitigating Actions	Neutral Impact
	Older or younger people	The aim of the Plan is to have a positive impact on this group.		
	People with caring Responsibilities	The aim of the Plan is to have a positive impact on this group.		
	People with a disability	The aim of the Plan is to have a positive impact on this group.		
	Women or men	The aim of the Plan is to have a positive impact on this group.		
	People who are black or from a minority ethnic background (BME) <i>(Please note Gypsies / Roma are within this community)</i>	The aim of the Plan is to have a positive impact on this group.		
	Religion or belief (including lack of belief)	The aim of the Plan is to have a positive impact on this group.		
	People who are lesbian, gay or bisexual	The aim of the Plan is to have a positive impact on this group.		
	People who are transgendered	The aim of the Plan is to have a positive impact on this group.		
	People who are in a marriage or civil partnership	The aim of the Plan is to have a positive impact on this group.		
	Women who are pregnant / on maternity leave	The aim of the Plan is to have a positive impact on this group. .		

	Socio-economic impacts (Including impact on child poverty issues and deprivation)	The aim of the Plan is to have a positive socio-economic impact.		
	Public Health impacts (How will your proposal impact on the general health of the population of Torbay)	The aim of the Plan is to have a positive impact on the general health of the population of Torbay.		
16.	Cumulative Impacts – Council wide (proposed changes elsewhere which might worsen the impacts identified above)	As the rest of the Council’s Policy Framework is reviewed and developed we will ensure that the cumulative impacts have a positive impact on the area and its residents.		
17.	Cumulative Impacts – Other public services (proposed changes elsewhere which might worsen the impacts identified above)	The Council is continuing to work with its partners across the public sector to ensure a positive cumulative impact on the area and its residents.		

One Torbay: Working for all Torbay

Community and Corporate Plan 2019 – 2023



Our Ambition

We want Torbay and its residents to thrive.

We want Torbay to be a place where we have turned the tide on poverty and tackled inequalities; where our children and older people will have high aspirations and where there are quality jobs, good pay and affordable housing for our residents.

We want Torbay to be the premier resort in the UK, with a vibrant arts and cultural offer for our residents and visitors to enjoy; where our built and natural environment is celebrated and where we play our part in addressing the climate change emergency.

Our Mission

We will be a Council that supports, enables and empowers its residents, our communities and our partnerships.

Our opportunities and challenges

Torbay can offer an unrivalled quality of life for individuals and families – its natural environment, clean air, climate, location, excellent schools, growing arts and cultural sector and wide range of outdoor activities means that Torbay can provide everyone with the opportunity to live a healthy and fulfilled life.

We need to make sure that everyone benefits from these opportunities whilst at the same time meeting the challenges that we and our communities face:

- **An ageing population**
- **An unprecedented demand for services for children in need of safeguarding and the protection of care.**
- **The need for economic and housing growth**
- **The climate change emergency**
- **Substantial reductions in central government funding**

Working Differently

At the Community Conference in September 2019, we started a different conversation with the community. We heard four very clear messages from our community. We recognise that people and communities want to be more involved in how we can work together to improve Torbay. We want to have better on-going conversations with individuals, groups and organisations to help us make Torbay thrive.

We will be a Council that supports, enables and empowers its residents, our communities and our partnerships. To do this, we commit to working differently:

There needs to be a change of culture in the Council and in communities.

The Council will embrace a spirit of cooperation and partnership with the people, businesses and organisations in Torbay and those outside Torbay which affect our lives. This will take a change in attitude as well from those potential partners. If we change, we ask others to as well because partnerships cannot work without partners.

Trusted relationships with communities need to be built.

This can only be done by the Council leading at both a strategic and local level with an open approach to the challenges that are faced. Strategically this will be done by the Cabinet being prepared to talk and listen to anyone and everyone. At ward level our councillors will become community champions with support to help them build community level partnerships. We will enable and empower our communities to design and deliver services and to support one another.

Communication with communities and individuals needs to improve.

This is a two-way challenge which the Council accepts must be led by it in the early stages. We want to explore how we can embed partners and communities within the very heart of our decision making. We are committed to continuing conversations with our communities.

Celebration of the Bay and its people need to be encouraged.

For too long the Council and its partners have talked up the problems and challenges and not provided the balance of the great opportunities of this area. We need people to want to live and invest here. We must realistically put forward the many positive sides of Torbay, its opportunities and its people. From now on, we will celebrate Torbay together.

Four Visions

To deliver our ambition we have identified four visions, each with a number of priority areas.

Thriving people

The people of Torbay will have a good quality of life with access to excellent schools, affordable housing and great local amenities. We will promote good mental and physical health by providing early help.

We will ensure that all activities of the Council are focused on turning the tide on poverty and that Torbay's residents, young and old have high aspirations and the opportunity to reach their full potential. Our aim is to ensure that all our residents are active, healthy, safe, resilient and self-sufficient with good quality homes, which are affordable and meet their needs. They will have access to high quality employment opportunities whilst living in a community which is vibrant and attractive.

For those in need of extra support, there will be access to good quality children's and adult social care.

We will create a whole community response to make Torbay a child-friendly and age-friendly place. One Torbay: Working for all of Torbay so that the people in our communities thrive. We will:

Turn the tide on poverty

Protect and involve children and young people

Reducing levels of deprivation in the bay

Improve the delivery, affordability and quality of housing

Make greater use of our natural assets and cultural offer

Have high aspirations for all of our residents

Support healthy, physically active lives for all

Promote good mental and physical health, reducing the occurrence of preventable illnesses

Reduce reliance on addictive substances

Build safer communities

Work with partners to tackle crime, including exploitation, and its effects

Work with partners to reduce offending and reoffending and its impacts

Work with partners to tackle domestic abuse and sexual violence and its effects

Thriving economy

Economic growth is essential if we are to turn the tide on poverty in Torbay. We will capitalise on Torbay's strengths to create more opportunities for better paid jobs and stimulate economic growth to create change that benefits everyone who lives here.

We will achieve our economic potential and play our distinctive role in the national and international economy. We will be well-connected with skilled individuals, a diverse economy and higher quality, better paid jobs.

We will work to ensure that the local economy is sustainable so as to deliver long term future prosperity and an improved quality of life for all of our residents, especially those living in our most deprived areas. We want to achieve clean, green and inclusive growth.

Through our people, our businesses and our infrastructure, we will create a whole community response to drive forward clean, inclusive growth. One Torbay: Working with all of Torbay so that our economy thrives.

We will:

Create an environment in which businesses and jobs can grow and where we have a local economy which is successful and sustainable

Capitalise on the unique strengths of our economy

Focus on areas of significant deprivation

Build community wealth

Support the creation of University College South Devon

Close the educational attainment gap and broaden the skills base within the workforce

Protect and accelerate the development of employment space to accommodate business growth

Be the premier tourist resort in the UK

Regenerate and re-invent our town centres

Capitalise on our unique heritage

Tackling climate change

We recognise that environmental sustainability must influence everything we do. The benefits of taking action on climate change and protecting our environment (for instance for health, the economy, and our communities) means it must be part of our core approach.

Climate change is having major global and local impacts. The Council recognises it has a key role and opportunity to tackle the causes and effects of climate change in Torbay. We will play our part in working towards carbon neutrality and strengthening Torbay's resilience to a changing climate.

As a Council we will protect and enhance our high quality built and natural environment safeguarding it for future generations. We have a role in bringing the bay together, leading by example and encouraging community pride in our wonderful environment.

We will work to reduce consumption and increase recycling. We will promote low carbon energy and work to improve poor air quality and reduce noise and emissions.

We will create a whole community response to protect our environment. One Torbay: Working for all of Torbay to tackle climate change. We will:

Become a Carbon Neutral Council and work with others to create a carbon neutral community

Increase recycling rates

Reduce Torbay's carbon footprint

Encourage a sustainably developed built environment

Implement re-wooding and rewilding

Address flooding risks

Improve communications and transport connectivity and sustainability

Council fit for the future

We will provide efficient and effective services and be open and transparent with our communities.

We will work collectively to ensure the long-term stability of the Council and the services that it legally has to provide, recognising that there will be difficult decisions to be made. We will be clear as to the services that the Council can provide and we will empower community capacity building. We will work to reduce the cost drivers of our high-cost services, deliver efficiencies and increase the Council's income where possible.

We will fundamentally change the way in which the Council communicates and engages with all residents, including our young people. We will strengthen our relationships within the community and across our partnerships, including ensuring that our plans align.

We will be an organisation that our communities can trust. One Council: Working for all of Torbay to enable our communities and create a Council fit for the future. We will:

Create a culture of partnership between the Council and communities

Use technology to drive change

Promote community resilience

Become an enabling council

Our Approach

Enable our communities

We will engage with our community on how they want to work with the Council to design and deliver services. We will use an asset based approach to build a framework around the community delivering and supporting services – One Torbay: Working for all Torbay. Our councillors will be community leaders, facilitators and advocates of the Council and the community.

Use reducing resources to best effect

We will continue to ensure that we are working to maximise efficiencies and that every pound and every hour of work is well spent. We will maximise our use of technology so that our residents can take control of when, how and where they consume our services. We will continue to seek innovative solutions such as delivering services with greater community support and through integrated working with partners. We will maximise our income generation opportunities. However, together we may need to find other ways of delivering services and may even need to stop providing some – but in these situations we will have first considered with the community all other options.

Reduce demand through prevention and innovation

We will build on our current approaches of working together to reduce demand for services. Multi-agency teams will work within communities to deliver joined-up services and respond to the needs of those communities.

We will create an environment where our communities flourish with good physical and mental health – with integrated services where people and families are supported in all aspects of their lives to prevent progression to the need for more intense care. We will work in partnership with the community and voluntary sector to build resilience and ensure they are equal partners on service design and delivery.

Prevention and early intervention will be a key component of all Council services. In providing services which help to address needs earlier and aim to deal with the wider causes of all problems, the Council will improve outcomes for communities and individuals.

Integrated and joined up approach

We will work together with our communities and partners to address our challenges and work to achieve Torbay's potential – One Torbay: working for all Torbay.

We will continue to be part of the Torbay Together partnership, recognising that no organisation can deliver for the community on its own. Torbay Together has developed a vision for the future growth of Torbay which creates wealth, provides opportunities and allows Torbay to contribute more fully to the achievement of a competitive, productive and proud UK economy.

We will also continue to be an active member of the Heart of the South West Joint Committee and the Emerging Greater South West proposals.

At a local level, we will continue to work with our wide range of partner organisations, both within the public sector such as the NHS and Police, the private sector and the community and voluntary sector to ensure we maximise the opportunities to deliver services together.

Together we can

The Partnership has a vision of Torbay as a place of ambition, drive and opportunity, the tide is turning in Torbay and we are proud to be leading this.

We fundamentally want to do things differently, working with individuals, communities and partners.

Together we can....

Create One Torbay: Working for all Torbay.

Councillor Steve Darling

Councillor Darren Cowell

Leader of Torbay Council

Deputy Leader and Cabinet Member for Finance



One Torbay: Working for all Torbay Draft Community and Corporate Plan 2019/23 Consultation Report January 2020

Number responses received
66

This consultation was open between 27 November 2019 and 24 January 2020.

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1. Summary

Purpose

Following the local elections in May 2019, a draft Community and Corporate Plan was prepared by the Cabinet. This plan identifies the ambition and visions of the Council over the next four years, and sets out how the council intends to deliver them. We developed our plan taking account of the views we heard at our Community Conference in September 2019. We asked to hear the views of the community about our draft Plan. We asked them to read the Plan and tell us;

- ☑ Have we got our ambition, our visions and the priority areas right?
- ☑ Which aspects of the Plan are most important to you?
- ☑ How can we work together with the community to turn the Plan into actions?

Scope of consultation

Public consultation on the Draft Corporate and Community Plan started on 27 December 2019 and closed on 24 January 2020. The aim of the consultation was to ensure that residents, stakeholders and groups were aware of the proposed new Community and Corporate Plan and to encourage them to provide feedback on it.

The consultation was communicated to the Torbay community via a press release to local media outlets and by posts made on Twitter and Facebook which directed the public to the electronic survey and PDF of the Draft Plan on our website. Posters were also put up in all public facing offices and at Torbay Libraries.

The consultation was promoted to all Community Partnerships and our key stakeholders. They were contacted directly, informed how they can get involved in the conversation, and asked to share awareness within their communities. They were offered the opportunity for a Councillor to attend one of their public meetings in order for them to learn more. Ward Councillors were briefed and asked to distribute posters at key community locations within their wards. The consultation was also promoted to all Council staff via email and at staff briefings.

All local residents, business owners and organisations were invited to give their views via the online questionnaire. Over 400 Viewpoint panel members were emailed a link to the questionnaire and asked to complete it. We received 66 completed questionnaires. Comments are summarised, categorised and shown in tables in this report. There were also three written representations received.

As part of the consultation, the draft plan was considered by members of the Overview and Scrutiny Board. The Board made recommendations of amendments and inclusions for the plan and that they will monitor the Action/Delivery Plans that will sit behind "One Torbay Working for all Torbay".

A drop-in Cabinet Conversation was held on 14 January where members of the public could ask questions about the the Budget, Draft Community and Corporate Plan and the Draft Housing Strategy.

Torbay Community Development Trust (CDDT) asked Council representatives to attend an event on the Budget, Draft Community and Corporate Plan and the Draft Housing Strategy on 23 January 2020. An extract from a report by CDDT about the event is at Appendix 2.

Social Media

The consultation was promoted widely across all Torbay Council's social media accounts, including Facebook, Twitter, and LinkedIn. A range of social media posts were created and a Facebook Live was held where Cabinet Members answered questions from members of the public.

During the consultation 13 Facebook posts (including Facebook Live itself) and eight tweets relating to the Community and Corporate Plan consultation were posted on the council's accounts and they reached a potential audience of more than 44,500. More importantly, engagement was high across both platforms with a total recorded 3,673 reactions, comments and shares. The engagement percentage rates (the percentage of people reached who liked, shared, commented or clicked on our posts) for both Twitter and Facebook was high, achieving an average of 5.14% for Facebook and 1.35% on Twitter. For comparison, the latest figures show the average engagement rate is 0.1% for Facebook and 0.06% for Twitter.

The Ask Us Facebook Live on Tuesday 7 January, which also answered questions on the 2020/21 Budget proposals and the Housing Strategy, reached a potential audience of over 7,200. At its peak it had 76 live viewers and there were a total recorded 3,200 views of three seconds or more recorded on 27 January.

The posts drove people to the consultation. There were 205 direct link click from our Facebook and Twitter posts to the main consultation webpage and the Community and Corporate Plan consultation webpage.

Most of the feedback on Torbay Council's social media channels was posted on Facebook.

Torbay Council responded to comments to answer any questions posed, to correct misinformation, to signpost people to the consultation, and to refer comments to relevant departments. In addition, members of the Council joined in the conversations and were able to put their views direct to residents.

Themes of the comments in response to our social media posts are listed below.

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- Underutilisation of assets
- Parking meters and cost of parking
- Ambiguous aims and a woolly document – no details
- Better infrastructure for new housing developments
- Closure of toilets and charges
- Maintenance of seafront lights
- LED street lights
- Parking charges
- TOR2 performance and fines
- Lack of funding
- Planning staff turnover
- Lack of professionalism at the Council
- The cost of a carbon neutral Council
- The Council don't listen
- The Council don't respond to comments
- Service changes and community support

2. Results

Have we got our ambition, our visions and the priority areas right?

Yes – 28	Maybe (or something is missing) – 17	No - 18
<p>Page 35</p> <ul style="list-style-type: none"> Working in partnership is essential to develop and support Torbay. This needs to be through open and honest conversations without working in silos. It must start now. The talking so far has been good, residents and businesses need to see positive action. We all need to start to treat the climate emergency as a real threat to humanity. The council can help to promote change in this area and lead so that others can follow. Broadly speaking Torbay Council now appears to be displaying a positive, forward thinking attitude, with a keen eye on ensuring that key areas of adult and child care, along with severe poverty are now going to be tackled with a bit of enthusiasm. It is early days and the community will be watching to see how things develop. It's a good start Brilliant - go for it! The strategy is a breath of fresh air. Its emphasis on a change of culture and the need to build trust is enormously welcome. The strategy's recognition of deep-seated problems and the priority given to turning the tide on poverty is neatly coupled with the upward vision to create and sustain a thriving community. The climate emergency should be more powerfully expressed, with the drive being more for a carbon neutral community than just a carbon neutral council. Building community capacity to tackle local and global issues through effective partnerships will be key to success in many areas and this strategy should be the springboard for action. There is a good focus on our communities' needs. I completely agree and support the 'ambitions and vision' for Torbay, and I am especially pleased to see that the Council is committed to "Working Differently" by consulting with (and hopefully listening to) its residents. You have seriously underestimated the enormity of certain obstacles and challenges that must be overcome. Re-gaining the community's trusts has to be the first priority. I think so. A thriving economy, turning the tide on poverty & inequalities, is a critical objective. Otherwise we cannot be a premier resort. Celebrating our exceptional natural environment & geology is also high on the list of the areas we should be emphasising. This then feeds into how do we achieve those objectives, while acting in response to the Climate Emergency. 	<ul style="list-style-type: none"> I fear you may put making money, before what the community really want. You have to listen to what people say. Regeneration should be prioritised. You've clarified the issues in the bay. Not sure of how this can be achieved. How will you achieve these with all the monetary constraints? You have not addressed cleaning up the area. You also need to focus on improving transport links to ensure the elderly residents aren't isolated leading to a further demand on Social Services. The plan doesn't outline exactly how you intend to achieve your aims. It should be more ambitious in regard to climate change. We need to see more detail and an action plan to determine what it shall achieve. Make it simple so people understand. Delivery statements are weak - turning the tide on poverty is about proactive economic development not social welfare. A 'clean and tidy' Torbay should also be our ambition. Needs more on improvements to town centres. Lessen the parking charges to entice residents back to town, thus supporting the local traders and economy. There are a lot of "we will" deliver this and that, without any mention of "how we will". There is nothing wrong with the ambition or vision but some appear to conflict and there is no information as to how it will be achieved. I accept some detail can develop but more should also be set out at this point. 	<ul style="list-style-type: none"> It will create more problems just for the short term gain of plugging an unfair funding system. We are told major development will bring jobs, but the fact is there are no net gains. Out of town has become an urban concrete jungle, while every day we see the decline in our towns. House building should be jobs lead. Putting in parking meters, charging high prices to park will ensure Torbay's decline. How is this empowering child friendly, age friendly, working for all of Torbay? Turn the tide on poverty by making everyone pay high prices to park their car. Local buses hardly provide affordable substitutes. Don't just provide for those on benefits. What about people who earn just above this line? What are you providing for them? Nothing about social care. Nothing about roads and rail and infrastructure. Nothing about policing and security. This is waffle. Visitors are not coming here - parking is an expensive joke. Businesses are sick & tired of paying to have clean, recyclable, waste taken away. Our towns are stuffed full of charity shops selling new stock in direct competition with proper retail, enjoying massive rate reductions & tax breaks. Just read every word. What a complete load of tosh. All you are stating is what you should be doing and should have been doing. Action is required and all I see here is more talking shops and committees. Some too vague or conflict with each other. Sustainability needs to be on human level not just environmental. Economy needs to be of local people not for profiteering big corps. We need to look at places that work - Plymouth, Totnes, Honiton. It doesn't say much about reducing crime or antisocial behaviour. You don't listen to the public, the bay is a dump these days. The most fundamental ingredient which forms the basis of local growth, local prosperity and local resilience is focus, support and priority for local enterprise and locally created and grown businesses, not "play a distinctive role in the national and international economy" as you state in the plan. The "business as usual approach" which is strongly suggested in your plan is no longer fit for purpose, we really must do things creatively and differently. Instead of promoting and supporting new housing developments we should be looking at re-purposing and re-using empty properties first, second improving and retrofitting existing houses, and thirdly, if we must build new houses, do so in brownfield sites and prioritise those developers who will build low carbon Passivhaus standard affordable houses. It's no good building hotels if you're letting the rest of the infrastructure decline.

Which aspects of the plan are most important to you?

Thriving Communities - 22	Thriving Economy - 21	Tackling Climate Change - 14	Council Fit for the Future - 8
<p>Page 36</p> <ul style="list-style-type: none"> • Children...we have a time bomb of society which has been failed by their parents (who were failed by theirs etc etc) . Society needs to support that parenting. This doesn't mean throwing money at individuals but money diverted into efforts to mentor and support. • Council could get more income by issuing parking tickets to those that consistently park in stupid places. Our roads are not wide enough to cope with the larger more popular vehicles, so consider yellow lines on one side of roads, which allows emergency services to get through! • The investment in areas the locals will benefit from. No one is proud to live here, we should be it is beautiful! • A pleasant place to live - putting meters in at Preston, you are charging the locals a cost most cannot afford to enjoy the beaches and open spaces that they pay to maintain by paying their council taxes. • happy children; more woods and green spaces • Projecting our unique and special natural environment is absolutely essential for everyone's wellbeing benefit and especially if tourism is to be maintained as our primary business / growth objective. • Working with the community to deliver services using asset based community development. • Turning the tide on poverty and its attendant problems of deprivation, ignorance, addiction, homelessness and hopelessness. Addressing the needs of the most vulnerable young and elderly. Tackling the climate emergency. Doing all these things through powerful and effective public/private/voluntary sector partnerships. • Get empty housing back into use. Treble tax on long term vacant units. Compulsory purchase. Accommodation over shops should be brought into use. • Children, safeguarding, good schools and local amenities • Stop ripping off the locals and scaring off the visitors • Inspiring young people and creating opportunities for their future. • Encouraging people to utilise the local area. Increase footfall into the towns and making them pleasant places to go. Reduce homelessness • Making people live and work together for the bettering of Torbay. A safe place for residents. 	<ul style="list-style-type: none"> • Inward and external investment- let's encourage it not put obstacles in the way. Premier resort means premier facilities and clean streets, maintained gardens and slipways and beach access not closed but improved • Thriving People and the economy. • Be the premier tourist resort in the UK - what is the definition for premier please? • Poverty and economic development • Tourism, events, arts, culture, natural and built environment - but they need to be developed and delivered with the rest of the plan, not in isolation. • All important! Thriving economy underpins it all...then Thriving people and I am passionate about Tackling climate change • Regenerate Torquay as a place people want to come and visit. Not likely with how much you charge for parking and how many shops are closing. Not to mention the amount of so called homeless people adoring the streets. • Helping small businesses, to do this you must stop making parking charges so high, and where ever there is space you must stop putting in parking meters. • Encouraging enterprise; • Encouraging business and well paid job employment growth is essential if we are to turn the tide on poverty etc, but this will only be achieved if the aspiration is aligned with, and incorporated within, the Housing Strategy. • Openness and transparency. Becoming a premier tourist resort. • Tourism, this is the bread and butter of Torbay • Regeneration of Town Centres. • Regeneration of town centres, affordable housing, rubbish collection/recycling. • Employment, apprenticeships provision, less intensive housing projects, better facilities, public conveniences(free to use) especially in Brixham where no provision exists. Better transport links, a great idea would be a monorail or similar linking Brixham, Paignton and Torquay to reduce traffic and thereby reducing carbon emissions, make cyclists use the cycle paths that have been provided for them at great expense to the community. • Regeneration. Regeneration. Regeneration. Without this how can we start to think our children will be in work, safe and able to provide for their own. We currently have too much greed from our council, too little vision 	<ul style="list-style-type: none"> • Climate emergency and clean air • Having a clean Torbay is large on my agenda. Having lived in the Bay over 40+ years I have never seen so much plastic and paper in hedgerows. Having cut down bins on streets people just dump the rubbish! Protect our environment or lose it. Also roads are in a really bad way especially away from the main tourist routes! Some have so many holes and bumps I am surprised there are not more accidents especially for the poor motor bike user/cyclists. • Taking action on climate change and embedding environmental best practice into all other areas of the vision; seeing economic and social growth as 'in harmony', not at odds with, doing the right thing for the environment and our wildlife. The most important challenge we face as humans on this planet is changing our behaviour in a way that allows nature and technology/economic interests to co-exist. This means not viewing the climate or the environment as a separate issue or topic for discussion -- it must be viewed as the basic starting point for all other conversations. Rewilding, supporting natural habitats, showcasing all that Torbay has to offer and getting the community interested in all of this are the most exciting and necessary areas for me. • Climate emergency and clean air • Climate change! Schools and residents need to be educated ASAP and made to meet recycling targets • Recycling is a joke, we sort everything into the designated boxes and they just bung it all in one wheely bin, to be put in to landfill, I expect. A pleasant place to live and for people to visit, preserve what we have, and don't keep pulling it down to build modern hotels etc, which do not fit in with the character of the bay. • Becoming a council who take climate change seriously and work to reduce our carbon footprint • Climate Change - This has to be at the very top of all Council decisions. Support, investment and prioritising of locally grown businesses. Working with the community. • Tackling Climate Change/Improving the Environment • Stop/restrict development on existing green spaces particularly along the A380 and the impact on the environment and the damage to 	<ul style="list-style-type: none"> • Changing from a council which is the enemy of the people to one which supports the majority of the population • Whose plans, ours the Neighbourhood plans or the ones that keep trying to undermine the community. Why these undemocratic consultations that few know about? Respecting the Neighbourhood plans is what is important to me/us. • Reigning in the overspending especially in Children's Services area, which struggle. • Co-operation and partnership are essential if the priorities are to be delivered. As indicated social care tops the list for me, followed by a fair distribution of opportunities for all of the towns in the Bay. • Change is good ... and is needed as society changes, but how many more visions do we need. The job of the council has not significantly changed.... education, social care, policing, roads and infrastructure, promoting the holiday business ... Stop reinventing the wheel, and relaunching the same council. • Commitment to greater community involvement and communication - this is a very welcome change. • That it's what residents want and what they get. Putting forward proposals to test the water and then withdrawing idea after public backlash looks good - but the fait accompli is given the following year by unelected steering groups and goes through anyway • Lower Council Tax

<p>A good place to learn and grow. A good place to age.</p> <ul style="list-style-type: none"> • To end the poverty within the Bay and energise our businesses, listening to the community is vital in all regards. • To give Torbay back its identity • Local people's needs. Parking problems for locals to expensive. Clean areas instead of bins overflowing. Better roads no pot holes. Cheap/ free Children's and OP facilities. Empty shops and B&Bs turned into housing or community hubs instead of left to rot as having homes more important than empty shops getting no income making the towns big community places instead of empty dirty places • Healthy Living, Tackling Isolation and improving Transport Links. • Tackling poverty, the mess in the town centre, including the dilapidated and unkempt look of buildings, homelessness and violent behaviour • People. I am concerned that there is a lack of leadership and ownership by the council. Lots about enabling and supporting others and i accept that is important with reduced resources but it lacks information on how the council will direct or lead and use its resources effectively. • Reducing poverty - this will in turn reduce other problems and lead to improvements in people's overall quality of life. Developing a sustainable local economy - including community wealth building, and developing the Social Enterprise sector. • Tackling poverty, homelessness & deprivation; and living somewhere with an ENABLING Council. There is an enormous amount of skill, enthusiasm and capacity to engage with the Bay's communities. <p>Page 37</p>	<p>and people with no back bone to get the job done - even if it does upset a few!</p> <ul style="list-style-type: none"> • Making town centre better. Making more free activities for children in the bay. • Tourism - parking, beaches • Attracting further investment and industry to Torbay • Providing work for all, so that they can afford to buy or rent homes; caring for those who need it. • 	<p>the substantial but endangered fauna and flora. More development (residential and industrial) on green spaces shall add to levels of CO2 and pollutants and overload the existing stressed road infrastructure. Focus of developments on brown field areas of which there are considerable number. There should be a focus on planting new woodland on greenfield sites which could benefit the local community for healthy leisure activity as well as an economic value in supporting tourism. The lack of trees in Torbay is very noticeable and this must be addressed as a matter of urgency. Destroying trees on new greenfield developments must stop. Only developers/house builders profits benefit whilst the environment and your electorate ultimately shall suffer.</p> <ul style="list-style-type: none"> • Plans to tackle the Climate and Ecological Emergency - this needs to underpin all decisions made in every sector. It cannot be effective if it is viewed as separate. • Climate change. I am concerned that there is a lack of leadership and ownership by the council. Lots about enabling and supporting others and i accept that is important with reduced resources but it lacks information on how the council will direct or lead and use its resources effectively. • Climate Change - if this is not really tackled properly the rest is an increasingly difficult challenge and one with a worse more short term future. An "Emergency" has been declared by the Council but what in terms of delivered actions from the 2014-2019 Environmental Strategy Policy document has been delivered i.e. translated into action ? If the Council believe it is an Emergency action reflecting that needs to be taken giving it at least an equal priority as the short and immediate demands on time and finance of e.g. the Budget and Children's Services. We need to immediately set up a dedicated specific "Climate Change Action Team" to focus on progressing this and put in place a new Strategy Policy and Action Plan. • Addressing the Climate Emergency. There is an enormous amount of skill, enthusiasm and capacity to engage with the Bay's communities. 	
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How can we work together with the community to turn the Plan into actions?

<p>Work with the community</p>	<ul style="list-style-type: none"> • Talk to community groups and individuals and follow the Neighbourhood Plans of the three towns. • support and communication with council owned community centres is badly needed to help deliver the identified objectives • Encourage communities to get involved. get staff to help rather than obstruct community work • You don't work with the community. Lots of people give up their time voluntarily to help their communities only to be ignored by you. • Engage more frequently with communities on a smaller basis than the Community Conference. Look for some best practice ideas that can be implemented quickly, which will allow the communities quick and active involvement, helping the council help those self-same communities. • Encourage community groups even more. • Embrace ideas, look for solutions not barriers. • Resource personnel to reach the community. • Many organisations and groups will welcome the opportunity to meet with executive leads, officers and councillors from time to time in order to achieve direct input into TC's delivery strategy. • Consult directly the community and work with organisations such as the Woodland Trust, RSPB and others and make a difference. Ask for community volunteers to plant new trees. • Continue as you have begun. It will take time for people to trust you. Only actions will eventually demonstrate that you mean to empower communities. • Much, much better collaborative work. Has to be a partnership with community and statutory organisations or it will be seen as shifting the buck. • Mutual respect and working together is the only way forward. We don't need Ward Councillors 'riding in on white stallions (or Unicorns!) • What we need is a fundamental change in the Council's culture and a genuine desire to be open, honest and a desire to re-establish trust. • I am part of Torbay Climate Action group and we are keen to collaborate with the council to identify areas of priority and take action. • There are lots of people out there with great knowledge, skills, and abilities. Engage them and use them as the valuable resources they are! • Having a more visible presence in the community will allow typically 'hard to reach' groups to hear and see what the council is up to and how they can be involved more. • create opportunities for our young people to be involved in community projects • There seems to be a wealth of people willing to contribute to improving Torbay but no one bringing them all together. • Clarify aims and make them coherent. People treat others and the world around them the way they themselves have been treated. We need to restore human / humane values and put that first. • Have local councillors hold ward surgeries regularly accessible to all, have them involved at grassroots level on projects, stop hiding in the town hall and be COMPLETELY HONEST about plans. costs and results Keep true to your word /promises
<p>Make Changes</p>	<ul style="list-style-type: none"> • Stop saying you are going to close the public toilets. Get rid of the drug addicts, i.e. clean up the streets. • Torbay Council are greedy. Go somewhere like the moors and see the difference in parking charges. • Getting rid of politics in local government. Everyone should be working for Torbay. • Campaign against new toilets. And parking meters. • change council senior staff • encourage businesses to invest in the town centres; schemes for locals to have incentives for shopping in our towns • Encourage business and job opportunities which are often delayed or even blocked because of lengthy and petty discussions and arguments or administration within the council. • Ban all petrol/diesel vehicles from parking within 500 metres of school gates, Offer inducements to drivers of pure electric vehicles such as free parking in council owned car parks • Better allocation of money • Reduce tiers of council management ... reduce number of councillors.... stop having meetings about new visions for Torbay.... just get the job done!! • Fund TCDT staff so they can continue finding funding from outside agencies Fund the Ageing Well project, the community builders who are doing much to galvanise members of the community to act for themselves. • Bring council money currently invested outside Torbay back into the Bay to fund local projects • Increase the use of solar panels to provide electricity to council buildings • Ensure that new housing is built with solar panels or other renewable energy sources or they don't get planning permission. • Plant verges and roundabouts with meadow flowers rather than formal flower displays • Make it compulsory that when buildings are refurbished the community is entitled and allowed to salvage what they can. • Encourage the economic life of the town centres by making public transport cheaper and easier to use than cars encourage the use of electric cars by making parking cheap and providing charging points within carparks improve the recycling facilities at the tip. • Look at how Totnes and Newton Abbot, Penzance and Burnham on Sea have organised the skips and the salvaging of goods. Our facility is difficult to use, asking people to climb metal steps carrying large items. Other places have skips which are below ground level so it is easier to throw stuff into them. They have staff constantly rescuing items that can be reused or resold. The shop at Newton Abbot tip is a good example • Work with homeless people to help them find homes and jobs. • Reduce parking charges. Why change what has always worked well on Preston seafront. It was never a problem to find a place for a short stay. Make things easier for the community to get rid of rubbish they don't need so it doesn't get dumped in our countryside.

	<ul style="list-style-type: none"> • This plan is full of words associated with jargon: "Embrace our role of Corporate Parent" "Promote community resilience". Just exactly what do you intend with these statements? This plan has been drawn up using as many "in words" as you could think of, without actually stating anything as a real plan • By making things easier for residents, lots of older people don't want to or don't know how to access Council online. • Work with retailers, public and private car parks to provide large numbers of Electric Vehicle charging points commit to an all-electric council fleet of vehicles Make electric and renewables a key selling point of Torbay
Listen	<ul style="list-style-type: none"> • Actually listening to the community is a good start. • As mentioned above, greater community communication and listening to what community's require will be fundamental to success of the strategy and its delivery. Formal liaison with these local community groups will be key to success and making people feel they have a voice. Making them 'officially recognised consultees' would be a good step forward and thereby encourage local residents to participate. • You need to actually listen to the local people and petitions - you seem to ignore everything we put to you and go ahead anyway with the best money making scheme for your selves. • Talk and listen to the people who live here, and where possible act on what they say. • If we actually listened to our traders and took note of concerns and acted on them we might get somewhere. • Having open community forums and listening to residents • By truly listening to the community and acting on our wishes and our interests By delivering on your promises By being honest and transparent • By really listening to the community and not keep pushing the corporate ideas that we do not want. We need our elected council on our side and meeting and listening to us and being brave and bold in these troubling times. • By listening and building confidence if the electorate. How a 25 square mile authority can get it so wrong in so many levels is astounding • Take note and action on what the community are happy/unhappy about, such as parking fees and refuse collections etc. • Monitoring social media channels including Spotted Torquay as I feel that's where a lot of invaluable feedback comes from. Sometimes there is a whole load of input from the community that appears to be ignored. • Only by listening to, and putting local resident wishes first, will you begin to re-establish trust and get support. The Council's current trend of ignoring and fighting against local communities will simply continue and perpetuate the downward spiral of Torbay's decline.
Promote	<ul style="list-style-type: none"> • Start by publicising the Vision in a simple summary positive colourful way. • Residents need to see action on things that matter to them, social media campaign inviting residents to get involved in projects, put community back in communities. The ideas and people power will come from our respect of our council working for us • Put details on Facebook, twitter to encourage people. We need to restore a sense of 'pride' back in the community, so it fosters 'helping each other' attitudes. Be honest with the public, tell it as it is so they know what the real situation is, and foster a 'make a difference' attitude. • Does the community know about 'Community Partnerships'? Are we making noise about what they do? Or when they attend are they 'put off' by same ole faces that dictate rather than foster good relationships. • Difficult but I would suggest the educating the young would be a good place to start. Ask the SD College to set this as a project for students to come up with some ideas. • Use social media as a wider tool of engagement - and extend out of the town hall. • Widely publicise the council's willingness to work in partnership with local community groups and organisations, proactively seeking out those which are already tackling local issues, offering professional and technical support to help build capacity and joining in with good work being done • Keep talking - find ways of communicating with a much wider audience than those that use the web etc. - mail shot to all homes.....expensive but maybe the community can help deliver? • Empower the community through education in impact of adversities on health - physical and mental. • Getting youngsters attention from the day they start school and making them understand this is their home and to be responsible from Day 1. • You need somehow to urgently reduce the immense damage done on a daily basis by people's negative views that are being posted on Social Media.
Other	<ul style="list-style-type: none"> • As mentioned, it's not a plan. • Don't ask us: We (over)pay executives to get things done. • Stop ripping off the locals and scaring off the visitors. • We need to come up with innovative solutions. Try them out. And take forward the most successful ones, finding funding sources and groups to implement those ideas. • Through leadership. You need to be clear what the council can do and what it can't and what the council has and will do. Community focus groups with clear task and finish could work but most important that decisions and changes are made promptly. • By being available after 5pm. • By making sure that the right people are in the right place at the right time with enough funding to get the job done. We live in the best part of the UK and it is now time to stand up and be counted. Ambitions, Aspirations and visions are only meaningful if they become reality. Make it happen. • Clear achievable strategies for business, trade and town centres -create wealth and social dependence falls • I could provide numerous examples of how I, my family, and those of other people have been badly treated by different Torbay Council departments over many years. • Provide assurance that only development that is supported by local community will be adopted. Imposing development on communities simply to appease a developer and grab a financial contribution is totally unacceptable. • Often you're expecting the very people needing support to provide groups to support others. So what now do you want from me as part of 'the community'? I'm exhausted Good luck!

- | | |
|--|--|
| | <ul style="list-style-type: none">• Our community spirit is non-existent, if we had people who have leeched off the system putting in a day's graft it would really lift the spirits of actual hard working people that give up their own lives to support the leeches!! |
|--|--|

3. Written Representations

We received three written representations from individuals or organisations as summarised below:

- Marketing the bay as a place of historical interest to encourage investment in our historical assets from elsewhere.
- Amending the Plan to make more reference to the UNESCO Geopark Status to celebrate the success of obtaining the status and incorporate it in the document throughout.
- Approval of the aspirations and targets but concern about the absence of a narrative around achieving safer communities for Torbay and suggesting adding a key priority to the plan around working with partners to achieve this.

4. Torbay Community Development Trust Event Report



'That was very constructive – I think'

**The report of the Engagement Meeting
held by the Torbay Community Development Trust
on Torbay Council's
Community and Corporate Plan, 2020-2021 Budget and Housing Strategy
Thursday 23rd January 2020**

1. Introduction

The Torbay Community Development Trust (TCDT) convened a meeting of interested groups and residents on 23rd January 2020 as part of the Council's Consultation period for their Community and Corporate Plan, 2020-2021 Budget and Housing Strategy. Cllrs S. Darling, Cowell and Long were in attendance. There were 40 participants drawn from the TCDT network, including members of the formal voluntary sector, Community Partnership network and Torbay Over Fifties Assembly (TOFA).

The invited Cllrs provided some context to the Plan, Budget and Housing Strategy and discussions took place on themed tables. This followed the main prompts developed by the Council for their online consultations, namely:

- In the draft Community and Corporate Plan:
 - Have they got their ambition, their visions and the priority areas right?
 - Which aspects of the Plan are most important to you?
 - How can they work together with the community to turn the Plan into actions?
- In the proposed budget:
 - Do you agree with the proposals that they are putting forward?
 - How can they work with their communities and partners to find alternative solutions to keep valued services in place if at all possible?
- In the draft Housing Strategy:
 - Have the right strengths, issues and opportunities been identified?
 - Have they got the right objective and priorities?
 - What specific actions do they and their partners need to take to deliver our priorities?

Inevitably participants took the opportunity to raise issues through the discussion in the order that made sense to them.

Each participant had a copy of the summary paper prepared for the 'Cabinet Conversation', the relevant documentation was on each table and paper copies of the Budget Consultation questionnaire were available. There were also themed boards around the room for people to 'park' issues that they might not have had a chance to raise at the tables.

The main discussion points follow in the summary below. The verbatim notes from each table are attached as an appendix.

2. Summary

The main areas that attracted comment were the place-based services of the Council, transport, housing, town centre regeneration and working with the community.

2.1 Key messages on place-based services

- Voluntary groups could help with likes of grounds maintenance, gardening – could become opportunities to help people with the likes of learning disabilities, mental health problems (used to have services like Pluss – withdrew due to redundancies)
- Missed opportunity – probation services could do work for Council – clear pathways, significant savings, meaningful work. Community groups engage more with pay back
- Older people are an amazing resource in Torbay. Large proportion of ageing people. Start to target wider age groups – connect intergenerational. Joined up thinking is what is required. Bring teenagers together with older people and get motivated – you have something there! Give people a purpose.
- Sport, greenspaces = health and wellbeing – invest in young people.
- Enabling Council – a great idea. Insurance aspect is a hurdle. If council could cover people's insurance, then provides a way for groups to contribute without risk.
- Do something really good with the £200,000 – make sure it counts? Use as one fund or use as seed funding? The challenge is the culture in the Council needs to change to a 'can do attitude' There is so much enthusiasm in the community – but takes a lot of energy to get things moving.
- Young people still have problems over holidays – Summer scheme – Youth Genesis. Not large pots of money – invest and save.
- General lack of enthusiasm for the name Swissco!
- Solar powered bins could save Torbay money – trial in Brixham suggested savings of quarter of costs, was oversold by company, still a good idea?
- Bigger bins needed for large households and flats – pigeons and rats attracted as pests.
- Mixed comments re plans for toilets – appreciation for £500,000 investment, but some key toilet blocks currently closed eg Lymington Rd, Cary Park.
- Criticism of privatising services, where only the profitable ones survive 'v' council's ability to operate services efficiently.
- Oldway Mansion concerns – what's happening with its finances? How can costs of care/maintenance be raised/reduced?
 - Events to fundraise on grounds?
 - Commercial options?

2.2 Key messages on transport

- Transport – inconsiderate parking a result of lack of public transport – namely lack of buses
- Lots of older buses have ended up having to be used – noticeable poor emissions
 - Could central government subsidies help?
 - Services like dial-a-bus or bus equivalent of Uber a potential solution?
 - How do you challenge parking violations effectively? Could cheaper parking help?
- Dilemma of people owning more cars per household – taking up more on-street parking
- Encouraging car-pooling, possibly encourage rise use of electric cars, like Exeter? Idea of transport systems like trams, cable cars
 - How will advances in technology affect future transport?
- Request for Council to lobby Stage Coach for bus services in Brixham. Profitable routes are determining factor for Stage Coach, but they will listen to feedback and recommendations.

2.3 Key messages on high street regeneration

- Improving town centres for tourism/business
 - New hotels raising tourist accommodation standards – need to match with higher quality of tourist attractions/leisure options
 - Council could help with finances re: leisure options
 - Cross-party, long-term aspiration to make Torbay a more appealing successful location could really help get these accomplished
- Accepting changes in shopping habits, such as online shopping, out of town shopping
- High costs for parking & toilets off-putting
- Encourage start-ups, independent businesses can help encourage more people into towns
- Empty shops. Think innovatively – community repair shops, community facilities, entertainment
- Idea of extending shopping hours
- Could shrink town centres, make way for more residential spaces
- Totnes a good example of championing independent businesses, not high street/chain businesses
 - Relevance to arts as well – promote local art/artists
 - Parking costs could deter business/funding – where does the council source funding after central gov. cuts?
- Towns can be a challenging place for people with mobility issues to navigate
- St. Marychurch (Torquay) and Brixham positive examples of embracing local businesses, attractive high streets
- Paignton regarded as most in need of attention/regeneration
- Possible plan for part of Crossways to become residential space – fears that it'll all become flats
- Eyesore sites like Victoria Square – may be up for regeneration
- What about regenerating/emphasis of attention on Winner Street? (Paignton) – could become like Totnes high street, champion local businesses
- Crossways – 6 week survey – inject life into town of Paignton. Affordable housing and dynamics required for inner city regeneration – anti social behaviour a concern for some based on affordable housing. Concerns over affordable housing and the people it attracts and may not provide 'mixed' groups of tenants. Final scheme not resolved. Council – planning needs to get the mix right. Affordability links to travel – ie inner town centre.
- Victoria car park – old part will be demolished, Garfield Road. Block will become residential. More doctors and schools in area – neighbourhood plan requires schools.
- Brixham – need to regenerate inner town.

2.4 Key messages on housing

- Concern for housing areas - too far from towns/amenities
- General support for more affordable housing
- Need for more supported housing for (extra care) older people reducing numbers needing to go into residential care (Torre Marina)
- More accessible (wheelchair) properties not sheltered or assisted
- McCarthy's – Why so many developments allowed?
- Modular housing (Brixham)
- Private rented housing. Older people being evicted as rents too high, or landlords selling properties. Support needed URGENTLY!
- If we are spending thousands on temporary accommodation, why can't we help people afford private rent by helping people with top ups again.
- If people get help paying the extra £100 - £200 month top up instead of £500 - £1000 a month temp accommodation.
- Employ a council officer do inspect all private rental properties before any housing benefit be paid over. If they do not reach a decent standard – No Benefit. This would force rogue landlords to up their game. This happened in TBC 25 years ago and worked! What about using some of the homelessness monies.
- Need for Council owned housing. Local accountability and income generated stays local
- Community self-build schemes should be considered and supported.
- Concern re conservation areas being built on (St Marychurch)

Conclusion

There was a good deal of discussion in the room and willingness to discuss some of the challenges 'One Torbay' faces. The Councillors were praised for their willingness to participate and talk openly. One participant commented 'It is difficult when we keep coming to meetings to discuss the same things and there is no tangible actions', this points to the need for more communication after the consultation period. One participant concluded on her table... 'That was very constructive – I think!'

The TCDT have committed to running a follow-up meeting in March 2020 to explore further how the community can help deliver the Community and Corporate Plan and how their potential contribution can be supported by the Council.



Meeting: Cabinet and Council

Date: 20th February 2020 &
27th February 2020

Wards Affected: All Wards

Report Title: Housing Strategy

Is the decision a key decision? Yes

When does the decision need to be implemented? Immediately

Cabinet Member Contact Details: Councillor Swithin Long, Cabinet Member for Economic Regeneration, Tourism and Housing, swithin.long@torbay.gov.uk

Supporting Officer Contact Details: Kevin Mowat, Director of Place, 01803 208433, kevin.mowat@torbay.gov.uk

1. Proposal and Introduction

- 1.1 As part of the work of developing the Community and Corporate Plan, a proposed new Housing Strategy for Torbay has been prepared. The new Housing Strategy sets out the Cabinet's plans towards meeting its priority of improving the delivery, affordability and quality of housing in Torbay.
- 1.2 As part of its commitment to changing how the Council engages with its residents, communities and partners (and in line with the Council's Constitution), the draft Housing Strategy has been subject to public consultation. The Cabinet sought views on whether the objectives and priorities within the Strategy were the right things for Torbay and on the actions the Council needs to take, along with its partners, to deliver those priorities. The consultation took place between 17th December 2019 and 31st January 2020.
- 1.3 The Council's housing responsibilities cover a broad range of issues, from identifying land for new homes to improving old ones and meeting the wide variety of housing needs of our communities. More detailed strategies and policies sit beneath the Housing Strategy, setting out the Council's aims and delivery plans in specific areas. A number of these other documents were reviewed alongside the Housing Strategy and these were subject to consultation at the same time:
 - Homelessness and Rough Sleeping Strategy
 - Housing Standards Enforcement Policy
 - Houses in Multiple Occupation Standards

2. Reason for Proposal and associated financial commitments

- 2.1 The Housing Strategy forms part of the Council's Policy Framework, setting out the Council's ambitions, aims and objectives. Having completed the consultation exercise with the wider community in Torbay the draft Housing Strategy was updated to reflect relevant and appropriate feedback provided by the public, partner organisations and other stakeholders. The Cabinet are now being requested to approve the attached Housing Strategy (Appendix 1) and recommend the same to Council for approval as part of the Policy Framework.
- 2.2 The proposals contained in this report do not commit the Council financially, other than within existing budgets. Due consideration will be given to the financial impacts of each aspect of the Housing Strategy's Delivery Plan as individual decisions are progressed.
-

3. Recommendation(s) / Proposed Decision

Cabinet

- (i) That, the Cabinet approve the Housing Strategy 2020 ~ 2025, attached as Appendix 1 to the submitted report, and recommend the Housing Strategy to Council for approval as part of the Council's Policy Framework.
- (ii) That the Director of Place be instructed to work with housing partners to develop a Housing Strategy Delivery Plan for approval by Cabinet no later than 30th April 2020.

Council

- (i) That, Council approve the Housing Strategy 2020 ~ 2025, attached as Appendix 1 to the submitted report, and recommend that the Director of Place be instructed to work with housing partners to develop a Housing Strategy Delivery Plan for approval by Cabinet no later than 30th April 2020.
- (ii) That authority is delegated to the Director of Place in consultation with the Cabinet Member for Economic Regeneration, Tourism and Housing, to make any final minor/technical amendments to the Housing Strategy document, as necessary, including the final layout.

Appendices

Appendix 1: Housing Strategy 2020 ~ 2025

Appendix 2: Housing Strategy - Glossary of Terms

Background Documents

Torbay Housing Strategy 2015 ~ 2020

<https://www.torbay.gov.uk/council/policies/community-safety/housing-strategy/>

Section 1: Background Information

1.	What is the proposal / issue? The Housing Strategy forms part of the Council's Policy Framework, setting out the Council's ambitions, aims and objectives. As part of its commitment to changing how the Council engages with its residents, communities and partners (and in line with the Council's Constitution), the draft Housing Strategy has been subject to public consultation. The Cabinet sought views on whether the objectives and priorities within the Strategy were the right things for Torbay and on the actions the Council needs to take, along with its partners, to deliver those priorities. The Housing Strategy forms part of the Council's Policy Framework setting out the Council's ambitions, aims and objectives. Having completed the consultation exercise with the wider community in Torbay the draft Housing Strategy was updated to reflect relevant and appropriate feedback provided by the public, partner organisations and other stakeholders.
2.	What is the current situation? The current Housing Strategy is due to run until 2020. However, the Cabinet has been working since the Local Elections in May 2019 to review the existing Strategy and prepare a new Strategy which sets out the Council's position over the next five years.
3.	What options have been considered? The Housing Strategy which is being put forward for consideration has been developed over a period of time and is the result of an iterative process, including a full public consultation exercise. No other option has been considered. Doing nothing is not an option.
4.	What is the relationship with the priorities within the Partnership Memorandum and the Council's Principles? The Strategy has been developed based around the priorities within the Partnership Agreement. Further detail is now included around how those priorities can be delivered as they relate to Housing. The Housing Strategy will require a Delivery Plan, which will provide details of how the Council will work on delivering the Strategy in accordance with the Council's principles. This Delivery Plan will be developed over the coming months and will be presented to the Cabinet for final approval.

5.	<p>How does this proposal/issue contribute towards the Council's responsibilities as corporate parents?</p> <p>In drafting the Housing Strategy, full consideration has been given to the impact of housing on children, in particular those who are Looked After or identified as being in Need of Care and Protection.</p>
6.	<p>How does this proposal/issue tackle poverty, deprivation and vulnerability?</p> <p>The Strategy sets out the impact that poor housing has on our population. Ensuring that all our residents have access to good quality homes which are affordable and meet their particular needs is a vital part of tackling poverty, deprivation and vulnerability.</p>
7.	<p>How does the proposal/issue impact on people with learning disabilities?</p> <p>In drafting the Housing Strategy, full consideration has been given to the impact of housing on people with learning disabilities.</p>
8.	<p>Who will be affected by this proposal and who do you need to consult with? How will the Council engage with the community? How can the Council empower the community?</p> <p>The Strategy has been subject to a full public consultation exercise, which took place between 17th December 2019 and 31st January 2020.</p> <p>During the consultation period a Strategic Housing Stakeholder Event was held which included a range of partner organisations. Held in a workshop format the event was attended by 34 people. The aim of the event was to test the proposals within the Strategy and to identify actions to deliver the priorities.</p> <p>Other consultation and engagement activity included online consultation, Facebook Live (#YOurTQs) and Cabinet Conversation. There were 67 responses to the online survey, 8 written responses and additional feedback via social media. Further feedback was provided at a Torbay Community Development Trust engagement session.</p>

Section 2: Implications and Impact Assessment

9.	<p>What are the financial and legal implications?</p> <p>The proposals contained in this report do not commit the Council financially, other than within existing budgets. Due consideration will be given to the financial impacts of each aspect of the Housing Strategy's Delivery Plan as individual decisions are progressed.</p>

10.	<p>What are the risks?</p> <p>Without a Housing Strategy it becomes difficult to set a coherent direction of travel for the Council in relation to housing, given reducing resources.</p>
11.	<p>Public Services Value (Social Value) Act 2012</p> <p>Not applicable.</p>
12.	<p>What evidence / data / research have you gathered in relation to this proposal?</p> <p>Feedback was gathered during the consultation period.</p>
13.	<p>What are key findings from the consultation you have carried out?</p> <p>There was broad and significant support for more affordable housing and for the development of more social housing.</p>
14.	<p>Amendments to Proposal / Mitigating Actions</p> <p>The draft Housing Strategy was updated to reflect relevant and appropriate feedback provided by the public, partner organisations and other stakeholders.</p>

Equality Impacts

15.	Identify the potential positive and negative impacts on specific groups		
	Positive Impact	Negative Impact & Mitigating Actions	Neutral Impact
Older or younger people	The aim of the Strategy is to have a positive impact on this group. This will be tested through the consultation period.		
People with caring Responsibilities	The aim of the Strategy is to have a positive impact on this group. This will be tested through the consultation period.		
People with a disability	The aim of the Strategy is to have a positive impact on this group. This will be tested through the consultation period.		
Women or men	The aim of the Strategy is to have a positive impact on this group. This will be tested through the consultation period.		
People who are black or from a minority ethnic background (BME) <i>(Please note Gypsies / Roma are within this community)</i>	The aim of the Strategy is to have a positive impact on this group. This will be tested through the consultation period.		
Religion or belief (including lack of belief)	The aim of the Strategy is to have a positive impact on this group. This will be tested through the consultation period.		

	People who are lesbian, gay or bisexual	The aim of the Strategy is to have a positive impact on this group. This will be tested through the consultation period.		
	People who are transgendered	The aim of the Strategy is to have a positive impact on this group. This will be tested through the consultation period.		
	People who are in a marriage or civil partnership	The aim of the Strategy is to have a positive impact on this group. This will be tested through the consultation period.		
	Women who are pregnant / on maternity leave	The aim of the Strategy is to have a positive impact on this group. This will be tested through the consultation period.		
	Socio-economic impacts (Including impact on child poverty issues and deprivation)	The aim of the Strategy is to have a positive socio-economic impact. This will be tested through the consultation period.		
	Public Health impacts (How will your proposal impact on the general health of the population of Torbay)	The aim of the Strategy is to have a positive impact on the general health of the population of Torbay. This will be tested through the consultation period.		
16.	Cumulative Impacts – Council wide (proposed changes elsewhere which might worsen the impacts identified above)	Consideration was given to the cumulative impacts across the Council during the consultation process and will continue through the review and development of the rest of the Council's Policy Framework.		

17.	Cumulative Impacts – Other public services (proposed changes elsewhere which might worsen the impacts identified above)	Consideration was given to the cumulative impacts across the Council during the consultation process and will continue through the review and development of the rest of the Council's Policy Framework.
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Housing Strategy 2020 ~ 2025

Improving the delivery, affordability and quality of housing in
Torbay



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This document can be made available in other languages, on tape, in Braille, large print and in other formats. For more information please contact 01803 207014.

1 Introduction

The Housing Strategy sets out how the Council working together with partners will deliver its priority of improving the delivery, affordability and quality of housing in Torbay. We want to **ensure that all our residents have access to good quality homes, which are affordable and meet their particular needs.**

The commitments and actions are organised around the priorities of:

Housing supply:	Increase the overall supply and range of housing in Torbay and make the best use of existing housing
Housing demand:	Ensure appropriate and affordable housing is available to meet people's housing needs and aspirations
Sustainability:	Improve the environmental, economic and social sustainability of our housing
Quality:	Improve the quality of housing in Torbay

The Housing Strategy and Delivery Plan set out how we will work with our partners and communities to address these priorities. It sets out the policy context (including key data), strengths, challenges and opportunities of our current housing market and is underpinned by a comprehensive evidence base which has been published separately. The Strategy is focussed on what we want to achieve and how we intend to deliver on our priorities. It is informed by the Council's Core Principles that commit us to:

- Enable our communities
- Use reducing resources to best effect
- Reduce demand through prevention and innovation
- An integrated and joined up approach

The Council's housing responsibilities cover a broad range of issues, from identifying land for new homes to improving old ones and meeting the wide variety of housing needs of our communities. More detailed strategies and policies sit beneath this Housing Strategy, setting out our aims and delivery plans in specific areas. The Housing Policies 'Map' below illustrates how these strategies and policies fit together and the important links between the Housing Strategy and Planning Policy and the Council's role as the Local Planning Authority.

The Housing Strategy Delivery Plan sets out a high level summary of actions and more detail is provided in the detailed Action Plans of the constituent 'daughter' strategies, policies and plans.

Consultation

The Housing Strategy forms part of the Council's Policy Framework. This is a set of strategies and policies which the Council agrees and which the Leader and Cabinet (together with officers) implement. The Policy Framework sets out the ambitions, aims and objectives of the Council.

The Council's Constitution says that documents which form the Policy Framework should be subject to a consultation period of (normally) not less than six weeks. The Council consulted on the Housing Strategy between 17th December 2019 and 31st January 2020.

Improving the delivery, affordability and quality of housing in Torbay is one of the Cabinet's priorities. This draft Housing Strategy sets out the Cabinet's plans towards meeting this priority.

The Cabinet also recognises that people and communities, as well as housing planners, developers, providers and landlords need to be better involved in how the Council is working to improve Torbay. As part of this, the Cabinet want to have better on-going conversations with individuals, groups and organisations to help us make Torbay thrive.

This Housing Strategy sets out priorities, strengths and opportunities, as well as the issues that need to be addressed. It has been amended to reflect feedback received during the consultation process. There were 67 responses to the on line survey, 8 written responses and additional feedback via social media. During the consultation period a stakeholder event was attended by 34 people and further feedback was provided at a Torbay Community Development Trust engagement session. A Housing Strategy Delivery Plan will be developed with partner organisations and will be approved by Cabinet to ensure that the Housing Strategy can and will be delivered. A summary of responses from the consultation is available via the Council's website.

Torbay Housing Policy Map



Evidence Base

2 Context

The introduction of the Housing First initiative, the creation of the Council's Housing Company and support for community-led housing projects signal greater political determination to tackle the housing crisis and support development of affordable housing locally. However, the national policies have served to reduce affordable housing development, increase affordability pressure in the private rented sector and make it increasingly difficult to access decent housing, for people who are on low incomes or benefits.

For younger generations, particularly, the housing crisis is especially serious. High rents in the private rented sector and lack of access to affordable housing mean that, even when they are working, younger people can find it impossible to save the funds needed for a deposit for a mortgage. Benefit changes mean that Local Housing Allowance for single under 35s is capped at the cost of a single room in a shared house or house of multiple occupation. In practice, this means that younger people are unable to form independent households. Recent data from the Office for National Statistics highlighted that one in four young adults aged 20-34 are still living with their parents. This represents a 24% increase over the past ten years.

The following sections briefly set out the housing policy context at national, regional and local level. Key aspects of the local housing market are then outlined, organised around the four Housing Strategy priorities: Supply, Demand, Quality and Sustainability.

Housing Policy Context

The national picture

Nationally, the UK faces a housing crisis in which those on lower incomes, and younger generations particularly, are finding it increasingly difficult to access owner occupation or genuinely affordable rented housing. Estimates have put the number of new homes needed in England at between 240,000 and 340,000 per year, accounting for new household formation and a backlog of existing need for suitable housing¹². The lack of access to owner occupation and continuing scarcity of genuinely affordable social housing has stimulated growth in the private rented sector.

Nationally there are now more people living in the private rented sector than in social housing. In Torbay it is estimated that more than a quarter of households live in privately rented homes, whereas only around 8% of households live in social housing. A 165% increase in rough sleeping has been witnessed across the country since 2010³, and it is an issue that is noticeable in Torbay.

National government policies highlight the role of the planning system in achieving an increase in supply of new homes. The 2019 National Planning Policy Framework reinforces the requirement for local planning authorities to identify a five year supply of deliverable housing sites. The Localism Act promoted greater participation in planning by local communities, encouraging development of Neighbourhood Plans alongside Local Plans. The majority of new affordable housing is delivered through planning requirements on privately developed sites, secured through Section 106 legal agreements. Hence, the delivery of affordable housing is intrinsically linked to delivery of market

¹ ONS, *Families and Households, 2018*, ONS, August 2019

² *Tackling the Under-supply of Housing in England*, House of Commons Library Briefing Paper, Dec 2018

³ MHCLG, *Rough Sleeping Statistics Autumn 2018*

housing and private developers have considerable influence over the design, layout and quantum of affordable housing provided.

The regional picture

Housing delivery is a priority for the Heart of the South West (HotSW) Joint Committee which is statutory committee comprising the Leaders of the 16 local authorities across Devon and Somerset, alongside the Local Enterprise Partnership, National Parks and Clinical Commissioning Groups. The Joint Committee is a single strategic public sector partnership providing cohesive, coherent leadership and governance to ensure delivery of the Productivity Strategy for Devon and Somerset. The Joint Committee is committed to accelerating housing delivery and is working proactively to engage with Government in order to unlock the economic potential of Devon and Somerset and the quality of housing growth needed to provide for our communities of the future.

However the lower house prices in Torbay, when compared to other areas in the region around Exeter, Bristol and the emerging economic growth area around Hinckley Point, may have the effect of deterring developers from investing in Torbay.

The local picture

The Indices of Multiple Deprivation from 2019 show 24 areas in Torbay are within the 20% most deprived areas nationally – an increase from 16 areas in the Indices of Multiple Deprivation 2010.

This means that 27% of Torbay's population live in the 20% most deprived areas in England. Torbay has seen a worsening of its score for the 'barriers to housing and services' domain of the indices. Despite continued good levels of access to services, the measures related to housing show declining affordability of both rented and owner occupied housing in relation to average incomes, an increase in overcrowding and an increase in homelessness. More people than ever within Torbay live in an area that is amongst the 20% most deprived areas in England in relation to housing deprivation. The numbers have increased to 16,200 people in 2019 compared to 1,700 in 2015.

Torbay Council adopted its Local Plan 2012 – 2030 "A Landscape for Success" in 2015 and will review the Plan during 2020. Policy SS12 of the Local Plan made a commitment to provision for 8,900 new homes over the Plan period, utilising brownfield sites and including mixed use developments and affordable housing. The Local Plan also commits to development of major new housing developments in partnership with landowners and utilising Neighbourhood Plans which were made in June 2019. As at April 2019, the Council was not able to demonstrate a five year land supply for housing according to the Government's standard methodology. However, as the five year supply is calculated annually, this position is likely to change during the life of the Housing Strategy. Based on 2014 household projections, as at July 2019, there is a minimum local housing need of 612 dwellings per year. Allocation of additional developable housing sites is required and the Local Plan Review will address this alongside an Action Plan to maximise housing delivery on existing sites.

The Housing Strategy will encompass proposals that recognise the significance of housing within the wider determinants of health and draws on the Joint Strategic Needs Assessment in highlighting the challenges faced in Torbay with regard to deprivation, poor health, risky behaviours, the ageing population and vulnerability. As such, the Housing Strategy will sit underneath the Joint Health and Wellbeing Strategy.



A fundamental component of the Care Act 2014 is the 'suitability of accommodation' in meeting the "at home" care and support needs of older and vulnerable people. Under the Act, local authorities should develop the market for a range of forms of care, including residential care and services to help people remain independent in their own homes. The general duty to promote wellbeing makes reference to suitable accommodation, housing related support and information and advice on housing options. From a strategic housing perspective this means ensuring there is a range of suitable accommodation for people to live independently, whilst still having their care needs addressed.

The Council's Economic Strategy sets out a five year plan for growing and developing Torbay's economy. Sustainable, affordable and suitable housing is an important element of economic development and of our plans to regenerate and repurpose our town centres. Whilst demand for some forms of commercial space outstrips supply, there are opportunities to reduce redundant commercial/retail property and increase the supply of residential property in some town centre locations. Improving Torbay's long term economic prosperity is crucial to attracting high quality housing investment and the associated affordable housing development. Creating sustainable employment opportunities will also help to nurture an improved and diverse housing offer in Torbay.

Local Housing Market

Housing Supply

Torbay covers 24.6 square miles and includes the coastal towns of Torquay, Paignton and Brixham. It has a population of around 133,883, made up of 61,683 households (2016). The majority of housing stock in Torbay (92%) is privately owned with around 8% social housing⁴ – all owned by Registered Providers.

Over recent years delivery of affordable housing has reduced markedly. The 30% requirement for affordable housing on certain sites, set out in the Local Plan and the Planning Contributions and Affordable Housing Supplementary Planning Document is not always achievable due to viability, the type of site, smaller developments being under the minimum threshold and introduction of policy that exempts vacant existing buildings from affordable housing requirements. Completions of additional affordable housing developed by Registered Providers on their own sites has been limited in recent years. There is a need to find alternative delivery vehicles and opportunities for development of affordable housing.

⁴ English Housing Survey 2017-18

The Council is supporting the setup of a not for profit Housing Company. The Council Housing Company will be a subsidiary of TDA (Torbay Economic Development Company) to increase the supply of and develop affordable housing in Torbay. The Company will be registered with Homes England and will be able to bid for funding as well as having access to the Council's affordable housing capital.

The new company, TorVista Homes, has established its own Board and will be regulated by Homes England. TorVista has submitted its application and are already working to bring forward a number of affordable housing schemes.

The terms Affordable housing covers a range of housing products including:-

- 'Social Rent' which is normally managed by a Registered Provider (e.g. a Housing Association) or alternative organisations approved by the Council. Social rented housing is homes let on assured or secure tenancies (as defined in Section 80 of the Housing and Regeneration Act 2008), for which guideline target rents are determined through the national rent regime. It may also be owned by other persons and provided under equivalent rental arrangements to the above, as agreed with the local authority or with the Homes and Communities Agency.
- 'Affordable Rented Housing' is let by Local Authorities or private registered providers of social housing or alternative organisations approved by the Council to households who are eligible for social rented housing. Affordable Rent is subject to rent controls that require a rent of no more than 80% of the local market rent (including service charges, where applicable).
- 'Intermediate and other low cost home ownership'. Intermediate housing is an umbrella term for homes for sale or rent at a discount below market rates but above social and affordable rented products. It includes (but is not limited to) shared equity (shared ownership and equity loans), discounted market sale, intermediate rent (but not affordable rented housing), starter homes, and self-build housing where provided as affordable housing.

It is recognised that self-build may also have the potential to contribute to the affordable housing stock. There is a need to ensure that the mix of affordable housing provided adequately addresses the actual housing need. Concern has been expressed that even where affordable housing might be below market rates it does not necessarily make them affordable for all local people and consequently 'Social Rent' provision should be increased.

Torbay has a relatively large supply of private rented housing at between 22% and 30%. Housing within the private rented sector in Torbay is not as expensive as in neighbouring authorities and is therefore potentially more accessible. However, for those on lower incomes, requirements for deposit, rent in advance and agents' fees are significant barriers to accessing housing in this sector. Benefit claimants and people with pets and children may also face discrimination in accessing the private rented sector. Insecurity of tenure in this sector continues to be an important cause of homelessness and of approaches to our housing options/advice services. Issues with poor conditions and energy efficiency are generally more prevalent in the sector, with tenants not feeling empowered to complain or report low standard accommodation.

Housing Demand

Incomes, employment rates and wages are important drivers of housing demand. Torbay has a relatively low wage economy and a higher rate of unemployment than the average for the South West and England. There are higher numbers of people with long term limiting illness and a higher proportion of older people in Torbay. Torbay has a job density of 0.76 (i.e. for every 100 residents aged 16-64, there are 76 jobs) compared to 0.89 for the South West and 0.86 for Great Britain. In 2018 Torbay's median (workplace based) earnings were £22,121 compared to Exeter £28,844, England and Wales £29,686 and the South West £27,969⁵. The number of workless households is higher in Torbay than in the South West and England as a whole.

The higher level of unemployment means that owner occupation is unattainable for a significant proportion of households and their access to decent quality private sector rented homes may also be constrained due to the gap between Local Housing Allowance and rents, the level of rent, difficulty accessing deposits/rent in advance and discrimination. Lower than average wages, higher levels of unemployment and long term disability all act to increase demand for affordable housing.

People applying for affordable housing in Torbay now have to meet certain criteria before being accepted onto the Housing Register and those with a less severe housing need (Band E) are not included in the Register. During 2018-19 there were between 982 and 1074 households on the Housing Register for affordable housing in Torbay. Torbay's **Allocations Policy** details how we determine who is eligible and qualifies for affordable housing and how priority is awarded.

Affordable housing vacancies are advertised through Devon Home Choice and applicants have to actively 'bid' for suitable vacancies, with priority awarded for banding and waiting time. Band A being highest priority and Band D lowest. For many applicants, waiting time before being housed can be between 11 and 50 weeks depending on band and preference. Our **Tenancy Strategy** sets out our expectations for the types of affordable housing tenancies offered by registered providers in Torbay and seeks to promote best use of stock whilst still encouraging sustainable, secure communities.

During 2018/19 a total of 329 units of affordable accommodation were offered to successful bidders. This represents a vacancy rate of 6% over the year. There is a need for a step change in quantum and speed of delivery of new affordable housing in Torbay to meet local needs. The Council also has to understand and seek to meet the needs of those who require specialist housing and support due to health, age, disability or other factors. To enable this, strategic commissioners in adult services, children's services and partners in the NHS work together on the design and development of homes to meet a range of different needs, these will be detailed in the **Healthy Torbay Supplementary Planning Document long** with many other areas, Torbay has seen an increase in homelessness in recent years. This is manifested in both rough sleeping and less visible insecure housing including sofa surfing and overcrowding. In an alliance of local housing providers, the Council is piloting a radical new Housing First approach to tackle the complex issues facing some homeless people.

Under the Homelessness Reduction Act 2017 the Council has additional responsibilities in assisting people who are homeless or threatened with homelessness. One effect of the Act is that the Council is placing more households in temporary accommodation pending investigations and whilst waiting for a suitable private rented or affordable tenancy to become available.

⁵ Source: Nomis 2019, Lower quartile earnings in 2018 for Torbay were £16,822 (England and Wales £21,170, South West £20,567).

The cost and lack of suitable temporary accommodation is a growing challenge for the Authority. In 2018/19 Torbay Council placed 480 homeless households in temporary accommodation. The average length of stay of larger families in temporary accommodation is six months and may be up to 12 months in some cases. It is estimated that the net cost of temporary accommodation to the Authority in 2019/20 will be over £600,000 in housing costs with additional financial impacts in Children's Services as they seek to support children living in insecure temporary accommodation. Sourcing alternative temporary accommodation that is flexible, cost effective and appropriate for families is a priority for the council. The Council's **Homelessness and Rough Sleeping Strategy** sets out our approach to tackling homelessness in more detail.

Housing Quality

The Council's most recent Private Sector House Condition Survey (2011) found that a greater proportion of the housing stock was older (e.g. built before 1981 and particularly during 1965 to 1980, with fewer dwellings built after 1980). It highlighted that there are a substantial number of Houses in Multiple Occupation (HMOs) in Torbay and the use of residential caravans as permanent accommodation is significant. The number of non-decent homes, at 33.7%, was slightly higher than the national average but had fallen from 41.5% in 2006. As the age of accommodation increases, and from the type of issues identified by the Housing Standards team, there is no evidence to suggest that this is improving. These factors, along with the relatively large size of the private rented sector, which is generally where the poorest housing conditions can be found, emphasise that housing quality is an important issue in Torbay.

Poor energy efficiency and the presence of Category 1 hazards are indicators of poor housing quality. During 2018-19 the Council served 52 Notices and 13 Civil Penalties in enforcement actions to address housing hazards under the Housing Health and Safety Rating System. Since October 2018, all Houses in Multiple Occupation occupied by five or more people need to be licensed. As at October 2019, there are around 120 licensed Houses in Multiple Occupation and estimates indicate there substantial numbers of buildings being used to house multiple households. Our requirements for licensing are set out in Torbay Council's **Houses in Multiple Occupation Standards Policy**. Improving the quality of the private rented sector is an important priority for the Council and provides an opportunity to greatly improve the health and wellbeing of lower income and vulnerable households who are more likely to find themselves renting privately. Targeted intervention will help to improve housing conditions in our more deprived town centre wards, where poor private rented housing is concentrated.

In the social housing sector the quality of the stock has been improved since the introduction of the Decent Homes standard and providers' efforts to improve housing quality. Some of the more dated homes, particularly those designated for older people, are in need of updating and renovation to meet the current aspirations and needs of people in later life and to enable people to remain living in their own homes for longer. The Homes (Fitness for Human Habitation) Act 2018 came into force on 20 March 2019 and requires all landlords (private and social) to ensure that their properties, including any common parts of the building, are fit for human habitation at the beginning and throughout the duration of the tenancy.

Where qualifying tenants believe that their home does not meet the requirements set out in the Act and their landlord is responsible, they can take action against the landlord themselves and may seek Council support in doing so.

Funding for Council intervention to support owner occupiers to improve the condition of their property is now very limited. For homeowners, the Council offers support where health or disability gives rise to a need for adaptations to the property through the Disabled Facility Grant Policy and can refer vulnerable

households to community energy organisations for energy efficiency interventions. The local authority has greater scope to intervene in the private rented sector and funds from civil penalties have to be used for enforcement activity. Details of the Council's policy for intervention in the private rented sector are set out in Torbay's **Housing Standards Enforcement Policy**.

The Council's Local Plan and other planning policies already encourage the development of high quality and well-designed homes that provide flexible accommodation over the life course and include properties suited to different household types and people with disabilities. However there is scope for further work to improve the quality of new homes. In particular, the Council will encourage developers to build homes and neighbourhoods that are age friendly across the generations, suitably located near to amenities and transport, fully adaptable and with scope for technology-assisted care built in. Thereby minimising the need for age-designated schemes and assisting people to remain in their homes and communities as their housing needs change over time. The **Healthy Torbay Supplementary Planning Document** will ensure that these issues are material considerations for planning applications.

Sustainability

Torbay Council is committed to tackling climate change and how our whole way of living influences our environment. Sustainability is a priority within this strategy and the Delivery Plan sets out how we will address sustainability issues through partnership and innovative design and development of new housing and the refurbishment of existing properties.

Sustainable development can be defined as: "development that meets the needs of the present, without compromising the ability of future generations to meet their own needs". Protecting and conserving the natural environment is an important part of that, but sustainability also incorporates economic and social elements. "It's also about ensuring a strong, healthy and just society. This means meeting the diverse needs of all people in existing and future communities, promoting personal wellbeing, social cohesion and inclusion, and creating equal opportunity"⁶. The Council has also made a commitment to strive to improve the natural environment, including flood protection and to work to reduce consumption, increase recycling and promote low carbon energy. Existing homes and the building of new homes contribute heavily to CO₂ emissions and climate change. The theme of sustainability therefore runs through all of the Council's policy commitments and strategies. In the context of housing, sustainability can be said to encompass the following key aspects:

Economic: affordability of rent/purchase and running costs; proximity to a range of well-paid employment opportunities; availability of suitable and sustainable modes of transport and connectedness to local services, shops and educational opportunities. The opportunity to achieve both environmental and economic sustainability by ensuring that homes combine the benefits of low or no carbon energy/heating with the economic benefits of lower running costs are critical.

Social: includes the suitability of housing for different types of households and incomes; adaptability of housing to meet different stages of life. As well as ensuring that accommodation for people with particular care and support needs, including those with learning and physical disabilities, are met within supportive and sustainable neighbourhoods. For example, designing homes with suitable technology to assist in care; ensuring that development of housing with support and care is included in housing developments and appropriately staffed and funded; encouraging housing providers to ensure that housing developments incorporate space for play

⁶ <http://www.sd-commission.org.uk/pages/what-is-sustainable-development.html>

and recreation; considering how to facilitate intergenerational living as well as housing designated for particular age groups.

Environmental: In the realm of new homes development, design features and construction methods can play a critical role in mitigating the effects of climate change, such as flooding and overheating and avoiding further contributions to CO₂ emissions. Modular construction methods can reduce environmental impact from construction waste and transportation and build homes more quickly and with future flexibility. The location of new homes and design policies can enhance rather than threaten biodiversity and wildlife and create homes and neighbourhoods that encourage lower carbon living and more sustainable lifestyles. Local authorities have a critical role to play in planning for and guiding housing development and supporting retrofitting to enhance, rather than compromise, our environment.

The Council's transport and planning policies, the Housing Strategy and its associated strategies, plans and policies and Public Health policies all have a part to play in delivering economically, socially and environmentally sustainable housing.

In the realm of existing homes, retrofitting and improving the environmental efficiency of homes is a key aspect of decarbonising society, reducing fuel poverty and meeting Government climate targets. The Council's Housing Standards team signpost and support eligible people to access intervention through the Energy Company Obligation scheme. Opportunities to encourage and facilitate Community Energy Organisations to operate in Torbay to provide energy efficiency advice and assistance are also actively pursued.

Community-led and Self-build Housing

In recent years central government has encouraged community groups, parish councils and local authorities to promote community-led affordable housing development and opportunities for self-build. Dedicated funding has been made available through the Community Housing Fund to build capacity for community-led housing initiatives. Councils also now have a duty to hold a register of people seeking self-build opportunities and to identify sites for self-build.

In Torbay we engaged local people who are concerned about homelessness, using arts-based consultation methods and support from Wessex Community Assets organisation. As a result a fledgling Social Benefit Society is underway that can act as a Community Land Trust, developing and holding affordable housing in trust to be let to local people in housing need. In addition to this, a local well-established community organisation that has already successfully developed homes for vulnerable local people is seeking to expand its portfolio.

The Local Plan review will develop policies and identify opportunities to facilitate self-build.

Strengths, issues and opportunities

STRENGTHS	ISSUES	OPPORTUNITIES
<ul style="list-style-type: none"> ■ The Council has an adopted Local Plan and 100% Neighbourhood Plan coverage. ■ Large proportion of accommodation in the private rented sector, however it does not necessarily meet the needs of Torbay's population. ■ Active community and voluntary sector working to support and mitigate homelessness in Torbay. ■ Alliance approach to tackling street homelessness through Housing First. ■ The Homelessness Reduction Act enables the Council to tackle homelessness more proactively. ■ Strong partnership working with statutory agencies to tackle poor quality housing in private rented sector through a multi-agency approach. 	<ul style="list-style-type: none"> ■ The Council is not able to demonstrate a five year land supply for housing according to the Government's standard methodology. ■ The housing market in Torbay needs to enable and support the Council's Economic Strategy. ■ While housing costs are relatively lower in Torbay than in neighbouring authorities wage levels are also relatively lower and this affects affordability. ■ Affordable Rented and Shared Ownership tenures are not affordable for some local people. ■ The 30% requirement for affordable housing on certain sites is not always achievable. Completions of additional affordable housing by Registered Providers on their own sites has been limited in recent years. ■ The cost and lack of suitable temporary accommodation is a growing challenge for the Council along with increased demand. 	<ul style="list-style-type: none"> ■ Council-owned housing sites and Housing Company to expedite housing delivery. ■ Local Plan review underway. ■ Affordable housing development/refurbishment may be more viable in Torbay than neighbouring areas. ■ Scope to improve the quality of the private rented sector through targeted intervention, Housing Company and Community-led housing intervention. ■ Support for and development of community-led responses to housing need. ■ Strong track record and cooperation from local housing providers to prove value and sustain the initiative. ■ Opportunity to work in partnership with the private rented sector to develop and seek out additional temporary and permanent housing solutions.

STRENGTHS	ISSUES	OPPORTUNITIES
<ul style="list-style-type: none"> ■ A reduction in people sleeping rough on the streets through rough sleeper initiative programme and partnership. ■ Integrated strategic planning and delivery of health and social care including, design and development of housing to enable people to remain independent in their communities. 	<ul style="list-style-type: none"> ■ The reduction in street homelessness needs to be maintained. Housing First is a pilot scheme and the outreach team is grant funded with any future funding still to be identified. ■ A greater proportion of the private sector housing stock is older and therefore can be of poorer quality and not energy efficient. There are a substantial number of Houses in Multiple Occupation in Torbay. ■ There is an ageing population as well as younger people with long term conditions who require suitable homes with access to the right community support, whilst there is an oversupply of residential care. ■ There is a need for greater coordination and active engagement between the Council and all other organisations in relation to housing. ■ We need to ensure delivery of a range of semi-independent support and accommodation options, in particular for young people and those fleeing domestic abuse, as well as those moving on from other forms of institutional care. 	<ul style="list-style-type: none"> ■ Strategy for Housing in Later Life with an evidence base and funding to support additional Extra Care Housing as part of a wider market-shaping of accommodation based care and support. ■ Ability to prioritise housing fit for all stages of life in supportive and sustainable neighbourhoods, through partnership with local registered providers and Housing Company ■ A fledgling Social Benefit Society is underway that can act as a Community Land Trust ■ Provide accessible services that have seamless pathway from prevention, to intervention and provide effective communication with people about how to avoid the risk of homelessness. ■ The redesign of discretionary funds to allow targeted support with streamlined access and ensure income maximisation through links with Department for Work and Pensions

3 Objective, Priorities and Principles

Objective

The objective of the Housing Strategy is:

To ensure that all our residents have access to good quality homes, which are affordable and meet their particular needs.

Priorities

To deliver the objective of this Strategy there are four inter-connected priorities which will ensure that we improve the delivery, affordability and quality of housing in Torbay.

Priority 1: Increase the overall supply and range of housing in Torbay and make the best use of existing housing.

We will ensure the appropriate planning policy framework is in place and there is adequate land supply to support housing development.

We will work proactively with partners, such as Homes England and Registered Providers (including our Housing Company), to increase the number of social rented homes in Torbay. We will find alternative delivery vehicles and opportunities for the development of a range of affordable housing.

We will work to establish a thriving mixed economy within the housing sector. We will work with the public, private and voluntary sectors to drive up the quality of housing stock generally and to increase the amount of social rented accommodation in Torbay.

We will provide evidence-based guidance on the range and types of housing required for all sections of Torbay's population. Our Tenancy Strategy will seek to promote the best use of our housing stock, whilst encouraging sustainable, secure communities. We will work together with partners, including the NHS, to enable development and design homes to meet a range of different needs. We will help people to live independently whilst having their care needs addressed.

We recognise that our care leavers are a vulnerable group in terms of accessing and sustaining housing. We will provide all of our care leavers with individualised support to ensure they are in suitable and safe accommodation."

We will have a clear understanding of why we have empty homes in Torbay and how we can bring them back into use. We will take advantage of all funding opportunities available in Torbay, such as the Land Release Fund, and will seek a range of investment, including from institutional investors.

Related Policies/Strategies: Local Plan and Neighbourhood Plans
Learning Disability and Mental Health Housing Plan

Affordable Housing Supplementary Planning Document
Healthy Torbay Supplementary Planning Document (in development)
Tenancy Strategy
Allocation Policy

Priority 2: Ensure appropriate and affordable housing is available to meet people's housing needs and aspirations

We will work to prevent all forms of homelessness – through our wider ambitions for the economic development of Torbay (which include creating full-time jobs and raising wages) and through seeking a step-change in the quantum and speed of delivery of affordable housing to meet local needs.

We will use evidence-based strategic policies to guide the type, design and range of housing including accommodation and support for people with particular needs as part of sustainable, supportive neighbourhoods. We will be pro-active in enabling affordable housing development through local registered providers, the Council's Housing Company and community-led initiatives.

We will deliver an effective and intelligent housing options and homelessness service, aimed at reducing the number of people who are at risk of becoming homeless, especially those with children and need for temporary accommodation. At the same time we will source alternative temporary accommodation that is flexible, cost effective and appropriate for families.

Given the challenges we face around increasing homelessness it is critical that we continue to put homelessness prevention at the heart of everything we do. We will find new ways of both understanding and addressing the factors that can lead to homelessness – such as the ending of private tenancies, family/relationship breakdown and discharge from other institutions

We will work with the Social Benefit Society so that it can act as a Community Land Trust to develop and hold affordable housing in trust to be let to local people in housing need. We will empower other voluntary and community organisations to develop homes for vulnerable local people.

We will continue to deliver our Housing First approach.

Related Policies/Strategies: Local Plan and Neighbourhood Plans
Learning Disability and Mental Health Housing Plan
Affordable Housing Supplementary Planning Document
Housing for Later Life Supplementary Planning Document
Allocations Policy
Homelessness and Roughsleeping Strategy
Commissioning Plan – Accommodation and Support for 16-25 year olds

Priority 3: Improve the quality of housing in Torbay

We want to have a positive impact on the private rented housing sector in Torbay.

We will use our statutory powers to regulate and improve the quality of homes and their management whilst protecting the rights of tenants, improving the local environment, preventing illness and injury and improving quality of life for residents. We will target this intervention in our more deprived town centre wards, where poor private housing is concentrated. We will work alongside our Housing Company and through community-led intervention to improve the health and wellbeing of lower income and vulnerable households. We will consider whether a licensing approach could have positive benefits in specific areas of Torbay.

We will work with registered providers to ensure that social housing in Torbay meets the Decent Homes standard and will support social housing tenants to take action against their landlords if their homes do not meet the standard. We will work across the sector to improve housing management and empower all tenants.

We will provide adaptations for those with health or disability needs through our Disabled Facilities Grants and we will signpost vulnerable households to community energy organisations. We will encourage the use of assistive technology in homes to support people to remain independent as their needs change.

We will encourage developers to build homes and neighbourhoods that are age-friendly across the generations, suitably located near to amenities and transport, fully adaptable and with scope for technology-assisted care built in.

Related Policies/Strategies:

- Housing Standards Enforcement Policy
- Houses in Multiple Occupation Standards
- Disabled Facilities Grant Policy
- Healthy Torbay Supplementary Planning Document (in development)
- Allocations Policy
- Local Plan and Neighbourhood Plans
- Homelessness and Rough Sleeping Strategy

Priority 4: Improve the environmental, economic and social sustainability of our housing

We will review our planning policies to ensure new homes are designed to protect the environment, mitigate climate change, reduce CO₂ emissions and achieve social and economic sustainability.

In planning, design and development we will recognise the importance of housing fit for all stages of life as part of sustainable and supporting neighbourhoods.

Use statutory powers and work with communities to implement policies to improve existing housing, reducing its environmental impact and ensuring energy efficiency and reductions in fuel poverty.

We will encourage and facilitate Community Energy Organisations to operate in Torbay to provide energy efficiency advice and assistance and explore other alternative models to promote sustainability and reduce fuel poverty.

We will work to encourage greater co-ordination and active engagement between the Council, housing providers, private landlords and the community and voluntary sector.

Related Policies/Strategies:

- Local Plan and Neighbourhood Plans
- Housing Standards Enforcement Policy
- Houses in Multiple Occupation Standards
- Healthy Torbay Supplementary Planning Document (in development)
- Allocations Policy

Principles

Our work in delivering the Housing Strategy will reflect the Council's principles:

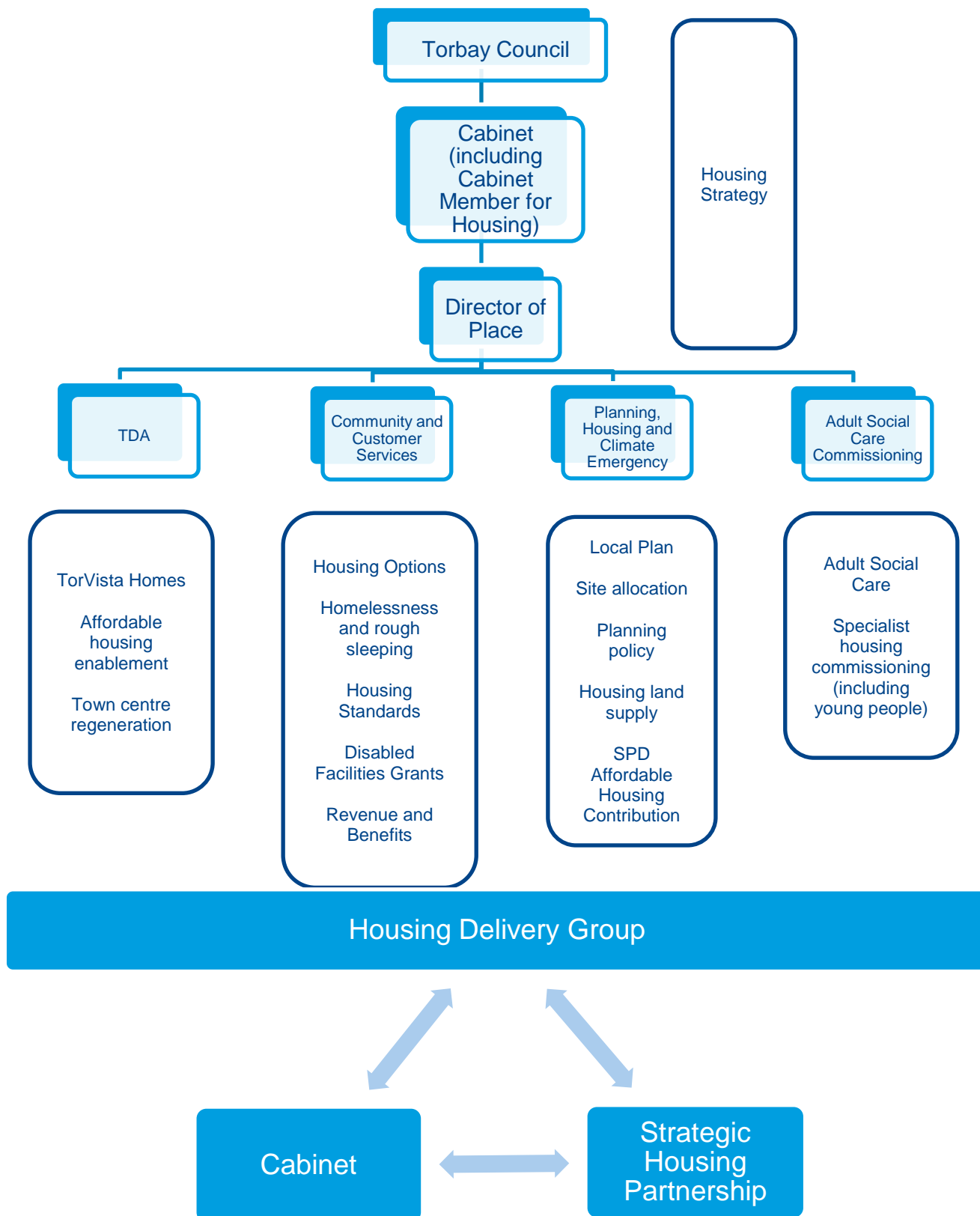
- We will enable our communities by engaging with local people, our NHS partners and a range of housing and social care providers across the public, private and voluntary sector. We will work together to design and develop a range of flexible housing options to meet current and future needs and aspirations. This will include our commitment to support community led housing development. We will engage with residents and work proactively with all of our partners to improve housing across Torbay.
- We will use reducing resources to best effect by seeking external funding and investment to sustain successful homelessness prevention and community led initiatives. We will use our existing tools and powers (including funding for aids, adaptations, equipment and assistive technology) to improve private sector standards and the supply of affordable housing. We will work creatively with partners to provide access to homes that meet individual needs over time.
- We will reduce demand through prevention and innovation by working in partnership with local people, housing, health, and social care organisations to address rough sleeping and secure sustainable funding to continue our Housing First alliance. We will work with partners to ensure housing is technologically and physically designed and enabled to meet lifetime needs and aspirations. Through innovative and efficient housing design, within sustainable and supportive neighbourhoods, we will increase the potential for independence through community led support and reduce reliance on placements into residential and formal packages of care.
- We will take an integrated and joined up approach by working together with local people, the NHS, social care and registered housing providers. We will plan, design and develop housing that promotes independence, provides an alternative to inappropriate residential care placements and supports delivery of a community led approach to care and support.

Housing Strategy Delivery Plan 2020 ~ 2025

This section sets out at a high level the key actions that are fundamental to delivering on our priorities. Further actions will be set out in detail in the relevant associated supporting strategies and policies.

A Housing Strategy Delivery Plan will be developed with partner organisations and will be approved by Cabinet to ensure that the Housing Strategy can and will be delivered. We will continue to work together with stakeholders and through wider community engagement to deliver this Plan and monitor our progress.

Appendix 1 – Governance Arrangements



Torbay Council Housing Strategy 2020 ~ 2025

Glossary of Terms

Affordable Housing	Affordable housing refers to housing units that are affordable by that section of society whose income is below the median household income. The Council seeks up to 30% affordable housing on the basis of the following:
Affordable Housing: Social Rent	Social Rent should be managed by a Registered Provider (e.g. a Housing Association) or alternative organisation approved by the Council. Social rented housing is homes let on assured or secure tenancies (as defined in Section 80 of the Housing and Regeneration Act 2008), for which guideline target rents are determined through the national rent regime. It may also be owned by other persons and provided under equivalent rental arrangements to the above, as agreed with the local authority or with the Homes and Communities Agency.
Affordable Housing: Affordable Rented	Affordable rented housing is let by Local Authorities or private registered providers of social housing or alternative organisation approved by the Council to households who are eligible for social rented housing. Affordable Rent is subject to rent controls that require a rent of no more than 80% of the local market rent (including service charges, where applicable).
Affordable Housing: Intermediate and low cost home ownership	Intermediate is an umbrella term for homes for sale or rent at a discount below market rates but above social and affordable rented products. It includes (but is not limited to) shared ownership, discounted market sale, starter homes, discounted market sale, intermediate rent (but not affordable rented housing), starter homes, and self-build housing where provided as affordable housing.
Allocations Policy	The policy applies to those who make a Housing Register application for accommodation in the Torbay Council area and ensures priority is awarded to those in greatest housing need.
Assistive Technology	Assistive technology is assistive, adaptive, and rehabilitative devices for people with disabilities or the elderly population, to improve the person's ability to do things in everyday life.
Brownfield Sites	Previously developed land that has the potential to be redeveloped. It is often (but not always) land that has been used for industrial and commercial purposes and is now derelict and possibly contaminated.
Cabinet	A local government structure which comprises of a Leader and Councillors. Each Councillor looks after areas such as Housing, Public Health, Environment and Finance
Category 1 Hazard	A hazard that is a serious and immediate risk to a person's health and safety
Community Energy Organisations	Community energy refers to the delivery of community led renewable energy, energy demand reduction and energy supply projects, whether wholly owned and/or controlled by communities or through partnership with commercial or public sector partners.
Community Land Trust	A non-profit corporation that develops and stewards affordable housing, community gardens, civic buildings, commercial spaces and other community assets on behalf of a community.
Community-led Housing	People and communities playing a leading role in addressing their own housing needs

Decent Homes standard	Policy which aims to provide a minimum standard of housing conditions for all those who are housed in the public sector
Disabled Facility Grant	A Disabled Facility Grant can be applied for through the Council if you're disabled and need to make changes to your home to suit your needs i.e. a ramp installed, access to bathroom facilities.
Dwellings	A self-contained 'substantial' unit of accommodation, such as a building, part of a building, caravan, houseboat or other mobile home. A tent is not normally considered substantial
Energy Company Obligation Scheme	A government energy efficiency scheme in Great Britain to help reduce carbon emissions and tackle fuel poverty.
Extra Care Housing	Extra care housing describes a purpose-built housing environment where varying levels of care and support services are provided to meet the individual resident's needs.
Five Year Land Supply	A supply of specific deliverable sites sufficient to provide 5 years' worth of housing
Greenfield Sites	Greenfield sites are areas of land, usually agricultural or amenity land, which are being considered for urban development.
Homelessness Reduction Act	The Act, introduces in April 2019, places legal duties on local authorities so that everyone who is homeless or at risk of homelessness will have access to meaningful help, irrespective of their priority need status, as long as they are eligible for assistance
Homes England	Homes England is the non-departmental public body that funds new affordable housing in England. It was founded on 1 January 2018 to replace the Homes and Communities Agency.
Houses in Multiple Occupations (HMO's)	Residential properties where 'common areas' exist and are shared by more than one household.
Housing First	A housing and support approach in which those who have experienced homelessness and chronic health and social care needs are provided with a stable home, whilst supported with intensive and person-centred care by the dedicated Housing First team.
Housing Health & Safety Rating System	A risk-based evaluation tool to help local authorities identify and protect against potential risks and hazards to health and safety from any deficiencies identified in residential properties.
Institutional Investor	An entity which pools money to purchase securities, real property, and other investment assets or originate loans. Institutional investors include banks, credit unions, insurance companies, pensions, hedge funds, REITs, investment advisors, endowments, and mutual funds.
Joint Health and Wellbeing Strategy	The Joint Health and Wellbeing Strategy has been put together by partners within the health and wellbeing community in Torbay who work across the public and voluntary sectors and form the Health and Wellbeing Board. The Strategy sets out an objective and set of priorities for a more sustainable future.
Joint Strategic Needs Assessment (JSNA)	The JSNA brings together data from a range of partners across the South Devon and Torbay community. It identifies key issues which leaders, planners and commissioners can concentrate on for the following years.
Land Release Fund	DCLG's Land Release Fund was launched in partnership with the Cabinet Office and Local Government Association's One Public

	Estate Programme, will ensure local councils release some of their unused or surplus land for housing.
Local Housing Allowance	Local housing allowance (LHA) is used to work out how much housing benefit or universal credit you get if you rent from a private landlord.
Local Plan	Torbay's Local Plan covers the spatial strategy and strategic delivery objectives for each of the three towns Torquay, Paignton and Brixham, alongside policies for managing change and development in the Bay.
National Planning Policy Framework	The National Planning Policy Framework sets out government's planning policies for England and how these are expected to be applied.
Neighbourhood Plan	Neighbourhood Plans help local communities play a direct role in planning the areas in which they live and work. Policies included in Neighbourhood plans are related to the use of land in the area, or to spatial matters (i.e. aspects that affect how a place works). They will be used to consider all planning applications in the respective areas, alongside the Local Plan.
Owner Occupation	Owner-occupancy or home-ownership is a form of housing tenure where a person, called the owner-occupier, owner-occupant, or home owner, owns the home in which they live.
Productivity Strategy for Devon and Somerset	A Strategy developed by Heart of the South West aims to double productivity in the area over 20 years, focussing on themes including promoting business leadership, housing, connectivity, infrastructure, skills and training. It looks at growth, capitalising on the area's distinctive assets and maximising the potential of digital technology.
Registered Providers	The Housing and Regeneration Act 2008 (HRA 2008) established the regulator of social housing. This framework enables the regulator to register and regulate providers of social housing. Provider of social housing registered with the regulator are known as 'Registered Providers'.
Section 106	A Section 106 is a legal agreement between an applicant seeking planning permission and the local planning authority, which is used to mitigate the impact of your new home on the local community and infrastructure.
Shared Ownership	Shared ownership homes are provided through a housing association. They work by offering first-time buyers a share of the property ownership. A share of between 25% and 75% can be bought, with rent paid on the remaining share.
Social Benefit Society	Community benefit societies are incorporated industrial and provident societies that conduct business for the benefit of their community. Profits are not distributed among members, or external shareholders, but returned to the community.
Social Housing	Social housing is a form of housing tenure in which the property is owned by a government authority, which may be central or local.
Strategic Housing Partnership	Strategic Housing Partnership Meetings are in place to ensure communication between Torbay Council and Registered Housing Providers relating to future developments and housing needs. The meetings also enable the efficient operation of the local housing market.
Temporary Accommodation	Temporary accommodation is given to people who don't have a permanent home. This accommodation could be bed and breakfast

	accommodation in emergencies, or other facilities that we have sourced to meet this duty.
TDA (Torbay Economic Development Agency)	Formerly known as the Torbay Development Agency. TDA is Torbay Council's wholly owned and controlled economic development company. Established in 2011 the TDA is responsible for delivery of a range of services and outcomes for Torbay Council. It is also a trading business providing services to the broader public sector.
The Localism Act	The Localism Act 2011 is an Act of Parliament that changes the powers of local government in England. The aim of the act is to facilitate the devolution of decision-making powers from central government control to individuals and communities.

DRAFT



Meeting: Overview and Scrutiny Board
Cabinet
Council

Date: 12 February 2020
Date: 20 February 2020
Date: 27 February 2020

Wards Affected: All Wards

Report Title: Torre Abbey Restoration Project – Phase 3 National Heritage Lottery Fund Bid (NHLF)

Is the decision a key decision? Yes

When does the decision need to be implemented? May 2020

Executive Lead Contact Details: Councillor Mike Morey – Cabinet Member for Infrastructure, Environment and Culture, mike.morey@torbay.gov.uk

Supporting Officer Contact Details: Kevin Mowat, Director of Place, Kevin.Mowat@torbay.gov.uk

1. Proposal and Introduction

- 1.1. This report seeks Cabinet approval to re-submit a Phase 3 Round 1 bid to the National Heritage Lottery Fund (NHLF) in May 2020 in respect of the Torre Abbey Restoration Programme. Whilst we were unsuccessful with our first Phase 3 Round 1 bid in June 2018, we were encouraged by NHLF to submit an Expression of Interest (EOI) for Torre Abbey in respect of the re-launched Heritage Lottery funding programme. This most recent EOI was successful and as a result, in 2019, the NHLF invited us to submit a Round 1 application for Phase 3 of the Torre Abbey restoration project.
- 1.2. In previous rounds the Council, supported by the TDA, have successfully obtained HLF funding in excess of £7m which has been matched with funding contributions from Torbay Council, the Friends of Torre Abbey (FOTA) and others to reach a total investment of circa £11m for the two earlier Phases of restoration and redevelopment (2006 ~ 2013).

2. Reason for Proposal

- 2.1 Having undertaken Torre Abbey Restoration Phases 1 and 2 it is clear, following liaison with Historic England and the NHLF, that securing further Lottery Funding is crucial if Torre Abbey is going to become a premier heritage attraction in the South West and a vibrant cultural hub. Such funding will also allow the Abbey to benefit and contribute fully to Torbay's wider Great Places Scheme, a programme

supported by the Arts Council and HLF, which develops culture and audience growth.

- 2.2 A successful Torre Abbey Restoration Phase 3 project will help to protect the Abbey, a scheduled ancient monument, for the benefit of the local community and our visitors. The project would allow the Council to carry out urgent fabric repairs and improvement works to the Gatehouse, the west & east wings of the south range and the Spanish Barn. This NHLF application also supports the Corporate Plan by helping to ensure that we deliver the vision of 'Thriving People' by making greater use of our cultural offer, as well as being consistent with the Council's wider policy framework. This includes 'use of reducing resources to best effect'.
- 2.3 The Torre Abbey building complex was considered at risk when a scheme of comprehensive repair work commenced in 2005. Following further programmed works in 2006 and 2011 much of the fabric has been repaired and its condition secured for several decades to come. However, the poor state of the remaining elements of the building present a risk and ongoing liability and in these areas the asset continues to decline with rainwater leaking into the fabric.
- 2.4 Undertaking Phase 3 of the restoration/redevelopment programme at Torre Abbey will see the destination positioned as a premier heritage attraction in the South West and a vibrant cultural hub, encouraging wider audience participation and bringing new life into the historic venue. Improvements to the Abbey will also expand existing operations by upgrading and enhancing facilities, in turn augmenting opportunities for income generation and repeat visits to the venue. New and improved on site catering facilities will enable the Council to increase the number of events hosted on the site and the associated income. Proposals to enhance the landscape could remove physical barriers south of the main building, which could enable better access routes, provide for softer landscaping closer to the buildings and deliver greater interpretation of the wider Abbey complex through the landscape. This element of the scheme remains a matter for wider consultation with the various stakeholders.
- 2.5 A Phase 3 restoration and investment project (circa £1.7m) will protect the at risk elements of the buildings by preventing water entering the external fabric, which is exposed to the weather. As a consequence the designated museum collections will also be protected. Of particular concern are the elevations of the south-east and south-west wings, the north elevation of the west range, the gatehouse and the courtyard boundary walls. Also, comprehensive repair to the Spanish Barn roof structure is required. At the end of the restoration and redevelopment there will be a 15-year management and maintenance plan, which will help protect the fabric of Torre Abbey for the foreseeable future.

3. Recommendation(s) / Proposed Decision

The Cabinet recommends to Council:

- 3.1 That the Director of Place be authorised to submit a National Heritage Lottery Fund (Round 1) application for £4.875m for Phase 3 of the Torre Abbey Restoration Programme as described in the submitted report.

3.2 That Council agrees to borrow up to £1.7m to provide the financial commitment outlined in this report and underwrite any possible shortfall in the third party matched funding element of the package.

Appendices:

None

Background Documents

Report No. Ed/24/03 ~ Torre Abbey Phase 1 Heritage Lottery Fund (HLF) Business Plan - outlining 3 phased redevelopment programme

Torre Abbey Phase 3 - Draft Activity Plan & Draft Business Plan (still to be developed)

Torre Abbey Phase 3 - Project Risk & Issues Register (still to be finalised)

Section 1: Background Information

What is the proposal / issue?

Torre Abbey is a building at risk, it is located, most unusually for a medieval monastery, on the sea front. It comprises two Grade I listed buildings, four Grade II listed structures and ancillary buildings, as well as an undesignated formal walled garden, all set in a Scheduled Ancient Monument, 8.8ha in extent (NHLE No. 1009302).

The surrounding parkland contains earthworks and the remains of the Abbey's precinct buildings, including a mill, stables, two watercourses (still flowing), and evidence of 18th/19th century landscape work. Torre Abbey today is the most complete medieval monastery in Devon and Cornwall, and one of the best-preserved Premonstratensian houses in the UK. The Spanish Barn is the only surviving prison for sailors of the Spanish Armada, which in 1588 united the country against Catholic Europe (hence its name).

Exposure of this history, and its interpretation, could be a vital part of the landscape work in this 3rd phase of redevelopment, especially the proposal to reconnect the Abbey with its wider setting towards the seafront. This element of the scheme remains a matter for wider consultation with the various stakeholders.

The Abbey re-opened to the public in July 2013 at the end of the 2nd phase of redevelopment. At the time of re-opening it was identified that further work to the fabric of the building (repairing the elevations of the south-east and south west wings; north elevation of the west range; gatehouse and courtyard boundary walls) would be required and ongoing deterioration was a concern.

Although the Council were unsuccessful with our first Phase 3 Round 1 bid in June 2018, we were encouraged by NHLF to submit an Expression of Interest (EOI) for Torre Abbey in respect of the re-launched Heritage Lottery funding programme. This most recent EOI was successful and as a result, in 2019, the NHLF invited us to submit a Round 1 application for Phase 3 of the Torre Abbey restoration project.

Following several meetings and discussions with NHLF they consider Torre Abbey to be a priority heritage project in Torbay and the project team have received firm encouragement from them several times to build on our previous success and to re-submit a further phased bid NHLF application.

Recent meetings in the past couple of months with NHLF have once again encouraged the Council to re-submit another application picking up on the NHLF feedback provided to us when the first Round 1 bid failed to achieve funding. Feedback was:

- Proposals for activities and engagement were not sufficiently developed and based on consultation with target audiences. We need to identify communities that need support and target them
- We need to develop both the Activity Plan and Business Plan in more detail

- If there are any job roles as part of the NHLF development we need to give clear job descriptions for the key roles
- Ensure briefs are provided for all key pieces of work (using NHLF templates)
- There was concern at the current level of operating deficit and we need to address long term sustainability and describe how the Council would provide support
- We need to give a clear project evaluation, describe how this would be approached and show a separate budget for undertaking this
- Further context to the landscape proposals was required

Failure to proceed with Phase 3 puts the heritage building, ancillary buildings and regionally important collections at risk and will threaten the previous investment undertaken during Phases 1 & 2.

If successful with the HLF Round 1 bid application the Phase 3 NHLF funding bid of £4.875m will complete the final phase of a 3 - Phased redevelopment programme and it will also improve commercial opportunities at the Abbey, which will help with the ongoing operating costs.

The Phase 3 programme of restoration/redevelopment would consist of :-

Major elements of building work to protect at-risk buildings and collections by completing urgent fabric repairs:

- Comprehensive repair to the Spanish Barn roof structure, opening up the full barn interior for improved event space.
- Comprehensive repair of the Gatehouse. Masonry and render will be consolidated and repaired, roof and guttering renewed, windows made operational. The large lime tree and its roots removed to prevent damage to the building. Some underpinning of the gatehouse wall may be required.
- Removal of cement render and renewal in thrown lime, to the south-east wing, south-west wing, and north end of the chapel, including window and lintel repairs.
- Stripping cement render and making structural repairs to the courtyard walls. (Courtyards 1, 2 and 3)
- Renewal of 1930s structural tying of the south-east wing.
- Repairs to the tower and courtyard walls to the Courtyard 4. (education suite area)
- Ground works to reinstate original levels of Abbey spaces within ruins and enhanced interpretation, together with reinstatement of steps at relevant positions and unblocking of a historic doorway to the former slype.

Upgrading of existing facilities and operations to improve income generation opportunities:

- Introduction of a new permanent café in Courtyard 3 and new seating

	<p>area (incorporating the current temporary café kitchen area) – opening up the gate at the north end of the courtyard increasing visitor footfall as it becomes accessible beside the main visitor entrance.</p> <ul style="list-style-type: none"> • Introduction of a new service building to provide ‘back of house’ facilities for revenue generating events in the Spanish Barn. • Introduction of a new storage facility to support events held in the Spanish Barn. • Introduction of a new mobile serviced ‘pod’ within the Spanish Barn as servery/bar/reception/display. • Construction of various features within the gardens north of the Abbey, including a new access from the east, a viewing platform and new garden building on the site of the former peach house. • Clearer interpretation. • Introduction of a glazed internal lobby within the front room at ground floor, south elevation, to improve draft proofing when the south door is used for events. • Introduction of a new pathway from the seafront leading up to the Abbey, this new access path to the Abbey precinct will travel from a symmetrically placed path and viewing point to the slot running alongside the tithe barn, bringing visitors to the gatehouse and a logical route to the west entrance to the Abbey. This allows an experience of the Georgian landscape and the south façade. Small new groups of planting amplify the symmetry and Arcadian quality of the park area, and the good 19th century estate railings used around the pitch and putt area will be repaired to make the boundary to the west side. This element of the scheme remains a matter for wider consultation with the various stakeholders.
<p>2.</p>	<p>What is the current situation?</p> <p>Torre Abbey is suffering quite badly with water ingress on the two south wings as a result of cracked lime render and badly fitting windows. This causes a huge risk to the museum collections and the regionally important art collections being the third largest art collection in Devon (after those of Exeter & Plymouth museums). Nationally important works, such as William Holman Hunt and Sir Edward Coley Burne-Jones along with beautiful sculptures, plaster casts and drawings by Frederick Thrupp (the largest collection of Victorian Thrupp works to have survived) are at risk.</p> <p>Failure to make these essential improvements to the external fabric of the building to ensure the building remains weather resistant and protect the internal works of art, furnishings and archaeological finds will impact on the Abbey’s re-accreditation for Museum status and ultimately have a knock on adverse effect on visitor numbers. Undertaking the Phase 3 works will protect at risk buildings and collections by completing urgent fabric repairs (circa</p>

£1.7m) and protect the designated museum collections.

It is generally acknowledged that since reopening in 2013 visitor numbers have not increased as forecast due to a variety of factors. Insufficient resources have contributed to an inadequate staffing structure, the lack of a clear Marketing Plan and inconsistent strategic leadership at a service level. Notwithstanding these challenges Torbay Council does recognise the value of Torre Abbey and how it supports the aspiration of its various cultural development plans. Certainly, culture is a driver for change and therefore investment in the Abbey for partnership working and new initiatives such as the Great Place Scheme will help to promote this asset as a quality visitor attraction. Placing the Abbey at the heart of this scheme will demonstrate good strategic and marketing 'fit' and maximise cultural engagement for community well-being.

A draft Activity Plan has been drawn up that sets out core strategies of improvement that will be produced as part of this Phase 3 regeneration programme. This plan will have various actions to position Torre Abbey as the '**cultural hub**' of the Bay, which in turn will increase visitor numbers. The Activity Plan will include various initiatives such as, aiming to target harder to reach lower income families, pupils with special needs (primary & secondary), young people 16+ and children in care, along with older people and the Plan also enables further development of the learning offer. Connections with other educational organisations will help to support the delivery of Torbay's wider Great Places Scheme. An enhanced programme of activities will enable the Abbey to satisfy the interest of a wide range of audiences and a concerted effort to increase membership will also increase income, which would reduce the need for the Council to subsidise this service area.

Undertaking Phase 3 will provide the opportunity to increase footfall (especially walking visitors) as the current facilities are not meeting the needs of the modern intellectual up-to-date visitor. Making improvements will encourage a wider usage of the facilities making a significant contribution to life-long learning and drive return visits and overall footfall throughout the year, not just in the holiday season. Providing clearer public understanding of the medieval estate through better augmented interpretation encourages wider participation bringing new life into the historic venue.

Improving visibility of Torre Abbey from the seaward side by introducing a new access path, and careful tree management, will improve linkages with the main thoroughfare across the seafront area which will in turn improve footfall. This element of the scheme remains a matter for wider consultation with the various stakeholders.

At present an overall uncoordinated and detached quality exists in the areas around the buildings, requiring change to respond to the way the site works, bringing appropriate revisions and additions to the landscape, to demonstrate its relevance and original ambitions on this historic site, and generating something practical and enhancing to visitors.

	<p>Proposed Programme</p> <table border="0"> <tr> <td>Submit HLF Round 1 Bid for Phase 3</td> <td>May 2020</td> </tr> <tr> <td>NHLF Board Decision on Round 1 Application</td> <td>September 2020</td> </tr> <tr> <td>Submit Planning Application</td> <td>April 2021</td> </tr> <tr> <td>Round 2 Application to NHLF</td> <td>July 2021</td> </tr> <tr> <td>NHLF Board Decision on Round 2 Application</td> <td>October 2021</td> </tr> <tr> <td>Tender process for main contractor</td> <td>December 2021</td> </tr> <tr> <td>Works start on site</td> <td>May 2022</td> </tr> <tr> <td>Handover to Abbey operations team</td> <td>November 2023</td> </tr> </table> <p>Costs</p> <p>The total costs for the scheme have been estimated at: £6.5m (excluding VAT but including all fees)</p> <p>The costs will be funded by:</p> <table border="0"> <tr> <td>NHLF bid</td> <td>£ 4,875,000</td> <td>(75%)</td> </tr> <tr> <td>Torbay Council</td> <td>£ 1,325,000</td> <td></td> </tr> <tr> <td>Other funders – FOTA, etc.</td> <td>£ 300,000</td> <td></td> </tr> <tr> <td><u>Total costs</u></td> <td><u>£ 6,500,000</u></td> <td></td> </tr> </table> <p>To help secure the funding it is important to the funding body (NHLF) that the Council is clearly willing and <u>able to underwrite any shortfall in the matched funding element of the package</u>, as well as its stand-alone contribution. Therefore, the Council need to approve a maximum contribution of £1,625,000 (£1,325,000 + £300,000). A concerted effort will be made to obtain funding from appropriate 3rd parties in order to reduce the Council’s risk in this respect. Council are asked to approve borrowing up to £1.7m and this will mean that any modest uplift in scheme costs (up to £75,000) will not require a further Council decision.</p>	Submit HLF Round 1 Bid for Phase 3	May 2020	NHLF Board Decision on Round 1 Application	September 2020	Submit Planning Application	April 2021	Round 2 Application to NHLF	July 2021	NHLF Board Decision on Round 2 Application	October 2021	Tender process for main contractor	December 2021	Works start on site	May 2022	Handover to Abbey operations team	November 2023	NHLF bid	£ 4,875,000	(75%)	Torbay Council	£ 1,325,000		Other funders – FOTA, etc.	£ 300,000		<u>Total costs</u>	<u>£ 6,500,000</u>	
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3.	<p>What options have been considered?</p> <p>The following options were considered in arriving at this proposal:</p> <ul style="list-style-type: none"> • To abort the concept of obtaining further investment in Torre Abbey through significant NHLF funding to complete the final phase of the redevelopment programme, which would conserve the asset and protect at risk buildings – this was discounted due to the huge risk to the fabric of the historic building exacerbated by water ingress that is ongoing. • To proceed in line with the original 3 Phased Programme of redevelopment that was outlined in the original NHLF Phase 1 bid and further discussions held with the Council and during various Council/MEG meetings – this is the preferred option to protect the investment made to-date on the Torre Abbey complex and to obtain 																												

	<p>further NHLF support to complete the objectives postponed from previous phases. This will help greatly to conserve the historic fabric and halt further serious deterioration.</p> <ul style="list-style-type: none"> • To look into Torre Abbey becoming a Charity Trust. This option is currently being investigated by the Torre Abbey operational team.
<p>4.</p>	<p>How does this proposal support the ambitions, principles and delivery of the Corporate Plan?</p> <p>The Council’s emerging Corporate Plan has ‘Thriving People’ as one of its visions, which seeks to ‘make better use of our natural assets and cultural offer’.</p> <p>The Council’s emerging Corporate Plan has ‘A Council fit for the future’ as one of its visions. To this end the Council will endeavour to ensure, wherever possible, that all Council assets have a more sustainable future.</p> <p>The timing of the project is critical if Torbay Council wants to benefit from NHLF funding to protect at risk buildings and collections by completing urgent fabric repairs. This scheme also allows the Council to work closely with Torbay’s wider Great Place Scheme and the aspiration of these Phase 3 works is to make the Abbey the ‘Cultural Hub’ for Torbay, which aligns with the strategic direction and thinking behind the Great Place Scheme.</p> <p>These proposals present the perfect opportunity to implement the final phase of the Abbey restoration set against these wider initiatives of the Bay.</p> <p>During Phase 3 and thereafter the Council’s aim is to encourage more partnership working and to use more integrated approaches with those partners to deliver a broad cultural offer to both locals and tourists. For instance, working more closely with South Devon College and Plymouth & Exeter Universities to promote the Abbey and its offer. It is important that the Council builds on the significant expertise and knowledge that is emerging from the Arts, Health & Well-being agenda in Torbay by working closely with the appropriate council officers so that the Council can encourage more visitors to walk to the Abbey, to use public transport, including use of the land-train service.</p> <p>Another aim of this project is to strengthen Torre Abbey as a business unit in order to achieve long term sustainability.</p>
<p>5.</p>	<p>How does this proposal contribute towards the Council’s responsibilities as corporate parents?</p> <p>This proposal has no direct link to the Council’s responsibilities as corporate parents other than to improve the quality of life for residents and visitors to</p>

	<p>Torbay, a good percentage of those being children.</p> <p>Also, if the Council is successful in obtaining NHLF funding it will help the Council to maintain its museum accreditation, protect at risk buildings and collections by completing urgent fabric repairs.</p>
<p>6.</p>	<p>How does this proposal tackle deprivation?</p> <p>As one of the UK's smallest unitary authorities, responsible for the poorest conurbation in the southern half of England, Torbay Council is financially challenged at the best of times. Within Torbay there are serious levels of deprivation and inequality. The local authority area ranks lowest in the South West and 46th out of 325 local authorities in England. Torbay will be doubly challenged by Government's plans to curtail local government expenditure. For Torre Abbey to remain sustainable, it will need to improve its ability to generate revenue by attracting many more paying visitors. Extending the time visitors want to spend in the Abbey, by enhancing the offer, will improve sales in the shop and café. Developing Torre Abbey's attractiveness as a venue for weddings and corporate hire will also expand existing revenue streams. The Abbey must also ensure that it maintains the loyalty and involvement of its Friends organisation (FOTA) and encourage the growth of its small but enthusiastic band of volunteers.</p> <p>Positioning the Abbey as the 'cultural hub' of the Bay: actively engaging with hard-to-reach, young people, low income families and older people, by linking projects in with annual exhibitions and working with partners such as Play Torbay and other health and wellbeing organisations will help to develop exciting opportunities for the community to engage in creative arts, and further develop the learning offer and connections with other educational organisations, thus supporting the delivery of Torbay's wider Great Place Scheme programme.</p> <p>These Phase 3 proposal provides the Council with an opportunity to look at the current structure and governance/management of Torre Abbey and may also provide future employment opportunities. Investment in the Abbey and engagement with educational institutions along with improved marketing & promotion will help to reach ALL sectors of the community.</p>
<p>7.</p>	<p>Who will be affected by this proposal and who do you need to consult with?</p> <p>The wider community of Torbay and our visitors will be affected by this proposal as well as local residents, stakeholders, businesses and tenants</p> <p>For the purposes of submitting this preliminary Round 1 NHLF application it will be necessary to consult with key local stakeholders, Council Cabinet, ward Councillors, the Council's Senior Leadership Team & Transformation Board and Torre Abbey staff. A recent Communication Stakeholder event was held and as result a Stakeholder map produced.</p>

8.

How will you propose to consult?

Consultation was undertaken previously and is ongoing, with a briefing to invited local stakeholders followed by circulation of the associated briefing paper.

The Council will consult through a series of meetings with relevant stakeholders. Furthermore the Council we will hold workshops as appropriate inviting discussion of the proposals as they unfold. Local press releases will be issued providing updates on project progress and these will be supported with information on the website as well as social media where appropriate. Various notices will be provided around the Abbey complex explaining the nature of the redevelopment and the areas affected, these will include statutory consent notices.

A communications plan will be produced in the next stage of the HLF bidding process.

Section 2: Implications and Impact Assessment

9.

What are the financial and legal implications?

The Council is being asked to provide £1,325,000 as a capital contribution to the proposed NHLF bid and to underwrite the risk of a further contribution of £300,000 from other funding bodies. This represents a total financial commitment of £1.625m but would be at least £1.325m.

The Friends of Torre Abbey have already confirmed a commitment of approximately £75,000 and every effort will be made to secure the further third party funding requirements and this will lessen the risk to the Council. However, to give the NHLF application the strongest possible chance of success the Council will need to give the NHLF the assurance that the Council has underwritten this financial element of the HLF bid application.

In recommendation 3.2 above the Council is asked to borrow up to £1.7m to provide the financial commitment outlined in this report and required for submission of the National Heritage Lottery Fund (Round 1) application for £4.875m indicated in recommendation 3.1. This financial commitment will be met through prudential borrowing and the estimated cost of borrowing is £100,000 per annum over the term of the loan (25 years). The £100,000 revenue costs will be funded by the Torre Abbey business unit service budget, which is forecast to reach an improved position following the restoration and improvement works, with additional income generated through increased visitor numbers and a greater ability to host events, weddings, etc.

The Torre Abbey buildings have a significant outstanding repairs and maintenance liability that will be resolved if the HLF bid is successful and the Phase 3 restoration goes ahead.

<p>10.</p>	<p>What are the risks?</p> <p>A Risk & Issues Register has been created as part of the project management process. This register gives an indicative overview of the risks and it highlights the appropriate mitigations. The high-level risks (Red) for the Financial & Programme sections are extracted below:</p> <ul style="list-style-type: none"> • There may be a lack of resource (funds, time or people) to complete the NHLF bid process effectively. • Council support may not be forthcoming for the NHLF Phase 3 bid process or the associated financial commitment. • Market failure to provide quotations causes time delays. • The project may fail to establish financial parameters (capital, revenue) and the scheme may be subject to funding rejection if the programme is not outlined adequately. • Increase in commodity prices will result in higher costs. • Uncertain ground conditions could delay the programme resulting in higher costs. • On site security could cause a delay to the programme and subsequently costs • The successful contractor's tender price is pitched too low and they seek claims to justify their financial position, leading to budget pressures and time delays. • Construction inflation calculations may be inadequate and the project costs go over budget. <p>Upon successful support from Council for the NHLF bidding submission and if subsequently the NHLF approve the Round 1 pass the appointed Project Manager will manage the Risk & Issues Register thereafter ensuring risks are mitigated, managed and closed off as necessary.</p>
<p>11.</p>	<p>Public Services Value (Social Value) Act 2012</p> <p>It will be necessary to procure the main contractor, professional team, (Architectural; Quality Assurance; Project Management; M&E, Structural, etc.), as well as any other suppliers, in line with appropriate regulations. Torbay Council's financial regulations, contract & standing orders and European procurement rules will apply.</p>

<p>12.</p>	<p>What evidence / data / research have you gathered in relation to this proposal?</p> <p>We have referred to the following documents:</p> <p>Torre Abbey 1st Phase HLF Business Plan Previous Torre Abbey Phase 2 bid application Torbay Corporate Plan Torbay Economic Strategy Torre Abbey Management Plan Condition Survey for Torre Abbey & Spanish Barn – structural surveys have been undertaken to assess the repair obligations at Torre Abbey.</p>
<p>13.</p>	<p>What are key findings from the consultation you have carried out?</p> <p>Following a recent stakeholder briefing there was general support for the main aims of the Phase 3 restoration project. Some concerns were raised regarding the proposals that relate to the existing pitch and putt facility but this matter will be the subject of wider public consultation.</p> <p>Positive support for the plans has already been received from the Friends of Torre Abbey. Upon a successful HLF Round 1 application the Council will produce a Communication Plan outlining what further consultation will be undertaken during the development & delivery stage, including the media that will be used and the timescales.</p>
<p>14.</p>	<p>Amendments to Proposal / Mitigating Actions</p> <p>No amendments to the proposals or mitigating actions have resulted from the consultation.</p> <p>It is important to note that this report and the associated recommendations will not commit the Council to every aspect of the proposals as currently drafted and/or designed. It is therefore appropriate to explore all options that might mitigate against the concerns expressed regarding the pitch & putt facility during the next round of the consultation/bidding process. This will include the option not to proceed with this element of the scheme.</p>

Equality Impacts

15	Identify the potential positive and negative impacts on specific groups			
	Positive Impact	Negative Impact & Mitigating Actions	Neutral Impact	
Older or younger people	Yes for younger people - with more collaborative working with South Devon College, Universities etc.			
People with caring Responsibilities	There is an opportunity to work with families with caring responsibilities and provide support activities			
People with a disability	The Abbey currently has good access with lifts etc.			
Women or men			No differential impact as the Abbey has availability to all. Various events are held open to all.	
People who are black or from a minority ethnic background (BME) <i>(Please note Gypsies / Roma are within this community)</i>			No differential impact	

Religion or belief (including lack of belief)			No differential impact
People who are lesbian, gay or bisexual			No differential impact
People who are transgendered			No differential impact
People who are in a marriage or civil partnership			No differential impact
Women who are pregnant / on maternity leave			No differential impact
Socio-economic impacts (Including impact on child poverty issues and deprivation)			No differential impact
Public Health impacts (How will your proposal impact on the general health of the population of Torbay)	There will be more open air events encouraging all to attend and the Council intends to work in partnership with the Great Places Arts Council scheme		

16	Cumulative Impacts – Council wide (proposed changes elsewhere which might worsen the impacts identified above)	None proposed
17	Cumulative Impacts – Other public services (proposed changes elsewhere which might worsen the impacts identified above)	None proposed



Meeting: Cabinet/Council

Date: 20/27 February 2020

Wards Affected: All wards in Torbay

Report Title: Torbay Council Annual Pay Policy Statement including Gender Pay Gap Report and Review of Pensions Discretions

Is the decision a key decision? Yes

When does the decision need to be implemented? 27th February 2020

Executive Lead Contact Details: Christine Carter, Cabinet Member for Corporate and Community Services, (01803) 207087, Christine.Carter@torbay.gov.uk

Supporting Officer Contact Details: Anne-Marie Bond, Director of Corporate Services, (01803) 207160, Anne-marie.bond@torbay.gov.uk

1. Proposal and Introduction

- 1.1 Section 38 (1) of the Localism Act 2011 requires English and Welsh Authorities to produce a pay policy statement for each financial year. This is a statutory requirement, and the pay policy statement must be approved formally by Full Council. The pay policy statement draws together the Council's overarching policies on pay and conditions and will be published on the Council's Website.
- 1.2 The Equality Act 2010 (Specific Duties and Public Authorities) Regulations 2017 requires the Council to publish our gender pay gap data and provide a written statement on our public-facing website and report our data to Government.
- 1.3 Under the current Pensions Regulations, Torbay Council is able to exercise a range of discretions in regard to how the Local Government Pension Scheme (LGPS) is applied to its employees who are members of the Scheme.

2. Reason for Proposal

- 2.1 The Annual Pay Policy Statement 2020/21 must be approved by the Council in order for the Council to be compliant with Section 38 (1) of the Localism Act 2011.
- 2.2 The Gender Pay Gap Report contains information which ensures that the Council is compliant with Gender Pay Reporting requirements under the Equality Act 2010 (Specific Duties and Public Authorities) Regulations 2017.
- 2.3 The Employers Pensions Discretions must be reviewed and approved by Council

annually in line with the LGPS regulations.

3. Recommendation(s) / Proposed Decision

That Council be recommended:

- 3.1 That the Torbay Council Annual Pay Policy Statement 2020/21 as set out in Appendix 1 to the submitted report be approved for publication.
- 3.2 That the Torbay Council Gender Pay Gap Report, contained within the Annual Pay Policy Statement 2020/21 in Appendix 1 be approved for publication.
- 3.3 That the Employers Pensions Discretions set out in Appendix 2 to the submitted report be approved for publication.

Appendices

Appendix 1: Torbay Council Pay Policy Statement and Gender Pay Gap Report 2020/21

Appendix 2: Torbay Council Pension Discretions

Background Documents

Copies of Torbay Councils associated Pay Policies will be made available upon request. All current policies are held on the Council's MyView system:-
<http://insight/humanresources>

The following documents/files were used to compile this report:-
Localism Act Pay Policy Guidance from the Local Government Association
<http://www.local.gov.uk/localism-act>

Gender Pay Gap Reporting guidance from GOV.UK and Acas:-
<https://www.gov.uk/guidance/gender-pay-gap-reporting-make-your-calculations>
https://archive.acas.org.uk/media/4764/Managing-gender-pay-reporting/pdf/Managing_gender_pay_reporting_07.02.19.pdf

Section 1: Background Information

1. What is the proposal / issue?

The publication of the Annual Salary Statement is a statutory requirement under Section 38 (1) of the Localism Act 2011. If Council does not approve the Salary Statement then the Council will be in breach of the legislation.

The Equality Act 2010 (Specific Duties and Public Authorities) Regulations 2017 requires all local authorities and other public, private and voluntary sector organisations to publish their gender pay gap data. They must also publish a written statement on their public website and Government website using the gender pay gap reporting service.

See Annual Pay Policy Statement, Appendix 1, for full details.

Under the current Pensions Regulations, Torbay Council is able to exercise a range of discretions in regard to how the Local Government Pension Scheme (LGPS) is applied to its employees who are members of the Scheme. The Employers Pensions Discretions must be reviewed and approved by Council annually in line with the LGPS regulations.

Some additional discretions have been included for 2020/21 which are non-mandatory but recommended by Peninsula Pensions (Appendix 2, pages 5 – 7).

See Pensions Discretions, Appendix 2, for full details of the existing and recommended discretions.

2. What is the current situation?

There has been a positive change in the median figures since the 2019/20 Annual Pay Policy Statement was published which reflects a more balanced pay difference between the highest salary and the median and lowest salaries. This is due to a slight reduction in headcount, involving staff across various different pay grades coupled with pay rises nationally that have increased the value of the pay grades and the National Living Wage.

The Gender Pay Gap Report (Appendix 1 of Pay Policy Statement) provides the standard set of calculations required to calculate the Council's Gender Pay Gap. This report shows the mean and median hourly earnings between men and women within the Council. A narrative has been provided within the report to explain the current gender pay gap, i.e. -1.06% (mean) and -0.9% (median).

	Employee and employer pension contribution rates are not yet available for 2020/21 although it is expected that these new rates will be confirmed imminently.
3.	<p>What options have been considered?</p> <p>There are no options to be considered in regard to the publication of the Pay Policy Statement including the publication of Gender Pay Gap information as these are statutory requirements under Section 38 (1) of the Localism Act 2011 and The Equality Act 2010 (Specific Duties and Public Authorities) Regulations 2017.</p> <p>There are no options to be considered in regard to the publication of the Pay Policy Statement as it is a Statutory requirement of the requirement under Section 38 (1) of the Localism Act 2011.</p> <p>The Employers Pensions Discretions were last approved by Council in February 2019. Although there are no changes proposed, Council are required to approve these discretions on an annual basis.</p>
4.	<p>How does this proposal support the ambitions, principles and delivery of the Corporate Plan 2015-19?</p> <p>The Council is statutorily required to approve these documents, and therefore it supports the corporate functions that contributes to the delivery of the Council's ambitions.</p>
5.	<p>Who will be affected by this proposal and who do you need to consult with?</p> <p>Torbay Council employees and those within the Council's Maintained Schools, including all employees who are members of the Local Government Pension Scheme.</p>
6.	<p>How will you propose to consult?</p> <p>Trade Unions representing staff within Torbay Council and its' Schools will be consulted at Joint Consultative meetings.</p>

Section 2: Implications and Impact Assessment

7.	What are the financial and legal implications? The Council would be in breach of its statutory obligation if it does not publish its Annual Pay Policy Statement and Gender Pay Gap information in accordance with the Localism Act 2011 and The Equality Act 2010 (Specific Duties and Public Authorities) Regulations 2017. The Pay Policy Statement and associated pay policies set out the processes and procedures by which the Council pays its staff. These practices are in accordance with the Equality Act 2010 and associated employment law and so must be approved in order to maintain compliance.
8.	What are the risks? Non-Compliance with Section 38 (1) of Localism Act 2011, The Equality Act 2010 (Specific Duties and Public Authorities) Regulations 2017, see above. It is currently not determined as to whether there would be a financial penalty for non-compliance with the Localism Act however, under employment law non-compliance could result in heavy penalties for the Council (e.g. Equal pay and discrimination claims). In regard to non-compliance with Gender Pay Gap Reporting, this is included in the explanatory note to the Regulations that states that failure to comply with the duty will constitute an "unlawful act" within the meaning of s.34 of the Equality Act 2006, which empowers the Equality and Human Rights Commission (EHRC) to take enforcement action. In addition to the risk of enforcement action by the EHRC, the Council should also consider the potential damage to their reputation of non-compliance with the gender pay gap reporting duty.
9.	Public Services Value (Social Value) Act 2012 The decisions will not relate to the above Act as there are no associated services or goods that need to be purchased or hired.
10.	What evidence / data / research have you gathered in relation to this proposal? Reference has been made to the Localism Act 2011 and supplementary guidance supplied by the Department for Communities and Local Government ("Openness and Accountability in Local Pay: Supplementary Guidance"). Advice and information has also been provided by the Local Government Association.

	<p>Reference has been made to the Gender Pay Gap Reporting guidance from GOV.UK and Acas:- https://www.gov.uk/guidance/gender-pay-gap-reporting-make-your-calculations https://archive.acas.org.uk/media/4764/Managing-gender-pay-reporting/pdf/Managing_gender_pay_reporting_07.02.19.pdf</p>
11.	<p>What are key findings from the consultation you have carried out?</p> <p>The key findings to date from consultation have revealed nothing significant as this is a policy that affects Torbay Council staff. Consultation takes place with the Council's Trade Unions on behalf of its staff, the expectation is that the Council has a legally compliant pay policy in place that is fair and transparent.</p> <p>Consultation regarding the findings of the Gender Pay Gap Report will be ongoing with Trade Unions as part of the action plan.</p>
12.	<p>Amendments to Proposal / Mitigating Actions</p> <p>Feedback will be sought from Trade Unions regarding any changes affecting Torbay Council staff. Any changes or mitigating actions put forward will be fully considered.</p>

Equality Impacts

13.	Identify the potential positive and negative impacts on specific groups			
		Positive Impact	Negative Impact & Mitigating Actions	Neutral Impact
	Older or younger people			Employers Pensions Discretions affecting employees who are 55 years and above. A neutral impact as the proposal is that the discretions will not change since they were last reviewed in 2019.
	People with caring Responsibilities			
	People with a disability			
	Women or men	An Equality Impact Assessment was undertaken for the Council's Pay and Grading structure in 2019 – this indicates that men and women are both positively impacted by the new pay and grading structure.		
	People who are black or from a minority ethnic background (BME) <i>(Please note Gypsies / Roma are within this community)</i>			
	Religion or belief (including lack of belief)			

	People who are lesbian, gay or bisexual		
	People who are transgendered		
	People who are in a marriage or civil partnership		
	Women who are pregnant / on maternity leave		
	Socio-economic impacts (Including impact on child poverty issues and deprivation)		
	Public Health impacts (How will your proposal impact on the general health of the population of Torbay)	Cumulative Impacts – Council wide (proposed changes elsewhere which might worsen the impacts identified above)	Neutral, no public health impact identified as a result of proposals.
14.	Cumulative Impacts – Other public services (proposed changes elsewhere which might worsen the impacts identified above)		
15.	Cumulative Impacts – Other public services (proposed changes elsewhere which might worsen the impacts identified above)		

TORBAY COUNCIL ANNUAL PAY POLICY STATEMENT APRIL 2020/21

Human Resources

This document can be made available in other languages and formats. For more information please contact:-

HRPolicy@torbay.gov.uk

1. *Purpose and Scope of the Policy Statement*

- 1.1 Section 38 (1) of the Localism Act 2011 requires the Council to prepare an Annual Pay Policy Statement.
- 1.2 Supplementary guidance was published in February 2013 – “Openness and Accountability in Local Pay: Supplementary Guidance”. Due regard has been given to that guidance in preparation of this policy.
- 1.3 In dealing with staff pay it is the Council’s strategy to ensure that our Pay Policy facilitates the recruitment and retention of staff with the skills and capabilities the Council needs.
- 1.4 Arrangements for staff pay must comply with Equal Pay legislation.
- 1.5 This Pay Policy Statement applies to the Chief Executive/Head of Paid Service, Directors, Executive Heads and Senior Officers within Torbay Council. It addresses the legal requirement to set out how pay is determined for this group. This includes the following posts within Torbay Council:

Chief Executive/Head of Paid Service

Directors

Assistant Directors

Senior Officers – these are posts with specific responsibility such as Section 151 Officer and/or where the salary is above £50,000

- 1.6 This Pay Policy Statement is a supplement to Torbay Council's overarching Pay and associated policies which form part of the terms and conditions of employees. These include but are not limited to:-

Torbay Council Pay Policy

Job Evaluation Scheme Policies (Greater London Provincial Councils Job Evaluation Scheme).

NJC Terms and Conditions of Employment (Green Book)

JNC Terms and Conditions for Chief Executives

JNC Terms and Conditions for Chief Officers (Directors within Torbay Council are appointed to these Terms and Conditions).

NHS Terms and Conditions

Torbay Council Local Government Pension Scheme Policy Discretions

Employment of Apprentices Policy

Re-Evaluation Policy

Temporary Acting Up Policy

Temporary Additional Duties Policy

Expenses Policy

Market Supplement Policy

Market Forces Policy

Staff Travel Plan

Key Skills Retention policy

Key Skills Golden Hello Scheme

Key Skills Student Loans Allowance Scheme

Flexible Retirement

Retirement and Long Service Award

Re-organisation and Redundancy Policy

1.7 Guidance from the Secretary of State makes reference to the Hutton Review of Fair Pay. This indicated that the most appropriate metric for pay dispersion is the multiple of Chief Executive pay to median salary. Tracking this multiple will allow the Council to ensure that public services are accountable for the relationship between top pay and that paid to the wider workforce. This annual pay policy statement will publish this multiple along with the following information:

- The level of salary for each of the Officers as defined in 1.5 above;
- The salary of the lowest paid employee

This information can be found in Appendix 1 of this policy.

2. Arrangements for Officer Pay

2.1 The general terms and conditions of employment are governed by the following national agreements:

Chief Executive/Head of Paid Service - JNC for Chief Executives of Local Authorities,

Directors and Assistant Directors - JNC for Chief Officers of Local Authorities,

Senior Officers - NJC for Local Government Services

Educational Advisors and Inspectors/ Educational Psychologists – Soulbury Pay and Conditions

All other Employee Groups – NJC for Local Government Services

Public Health – NHS Terms and Conditions of Service (for employees who have transferred under TUPE)

2.2 The Council uses two forms of Job Evaluation to identify officer pay. This is either through the Council's GLPC Job Evaluation Scheme or the Hay Evaluation Scheme. The Hay Evaluation scheme produces both a Know How Score and a total points score for each post evaluated. Torbay Council pays salary (with a pay band of 4 spinal points) on the basis of the Know How Score only (not the final points score). Know-How is the sum of every kind of knowledge, skill and experience required for standard acceptable job performance.

2.3 The Hay Job Evaluation scheme is used to evaluate the following roles within the Council.

Chief Executive/Head of Paid Service

Directors and Assistant Directors

Senior Officers - check

All Grade N and O roles are evaluated under GLPC and Hay (this is due to the cross over point of the two schemes).

Public Health posts are evaluated on the Council's GLPC Job Evaluation Scheme.

Public Health posts can also be evaluated using the "Agenda for Change" job evaluation scheme in order to provide Market Forces information.

All other posts within the Council are evaluated under the Torbay Council GLPC evaluation scheme in accordance with the agreed policies.

- 2.4 A review of Hay salary data was purchased in 2018 and salaries were reviewed in line with this and with South-West public and private sector data. This salary information, together with corresponding job descriptions, is available from the Council's internet page, link as follows:- <http://www.torbay.gov.uk/council/finance/salary-levels/>
- 2.5 In determining the salary for the Chief Executive/Head of Paid Service within the Council, and in the absence of appropriate data from Hay, the Council will take advice from the Head of Human Resources and the Director, Corporate Services.. In such a scenario independent advice will be sought from South West Councils (HR and Employment Services) and other professional organisations to advise the Council as to the appropriate level of remuneration to be awarded.
- 2.6 The Chief Executive under the general scheme of delegation within the Council will determine the terms and conditions of employment of all officers. Advice will be sought from the Head of Human Resources and Director, Corporate Services as required.
- 2.7 Following significant changes in duties, any post can be re-evaluated. The evaluation will be based on a Job Evaluation Questionnaire which will be assessed by an independent panel of Job Evaluation trained assessors. External advice and benchmarking will also be undertaken if necessary to ensure that market conditions are taken into account for pay and grading.
- 2.8 Salary increases in relation to cost of living will be applied to all posts according to the awards made by the appropriate National Joint Council as described in paragraph 2.1.

The Council's pay and grading structure is available from the Council's website :-

<https://www.torbay.gov.uk/council/jobs/what-we-offer/salary-and-grades/>

- 2.9 No additional payments are made to in respect of:

Bonus payments or Performance payments to the Senior Officers defined in 1.5, unless where given as a result of protections under TUPE e.g. Director of Public

Health whose protected medical terms and conditions include access to additional NHS allowances in regard to Clinical Excellence and on-call duties, details can be found on the NHS Employers webpage as follows: - <https://www.nhsemployers.org/-/media/Employers/Documents/Pay-and-reward/Junior-Doctors/FINAL-Pay-and-Conditions-Circular-MD-12017-MARCH-2018.pdf>

Additional enhancements are paid to NJC Employees who are employed on SCP 23 or below of the Torbay Council Salary Scale. These enhancements were varied in accordance with a Collective Agreement with our Trades Unions, dated 13th December 2016.

2.10 Additional payments are made to any Council Officers who act as Returning Officers, Deputy Returning Officers and those who carry out specific duties at elections. These payments are calculated according to the approved scale or set by a government department depending on the nature of the election. This is treated as a separate employment as and when required.

2.11 In comparing the Chief Executive/Head of Paid Service pay with the wider workforce the Council will use the following definitions:

The lowest-paid employee: the employee or group of employees with the lowest salary (full-time equivalent) employed by the Council at the date of assessment.

The median: the mid-point salary when full-time equivalent salaries are arranged in order of size (highest to lowest). Based on salary levels of staff on the date of assessment.

This excludes those employed on casual contracts of employment, but includes part time employees where their salaries are normalised to the full-time equivalent. It also excludes Apprentices who are employed on the Torbay Council apprentice pay grade.

3. Pension contributions and other Terms and Conditions

3.1 All staff who are members of the Local Government Pension Scheme make employee contributions to the scheme in accordance with the following LGPS contributions table. However, these figures represent the 2019/20 contribution rates and bandings which could be subject to change and have not yet been confirmed for 2020/21.

Band	Salary Range	Contribution Rate
1	£0 To £14,400	5.50%
2	£14,401 To £22,500	5.80%
3	£22,501 To £36,500	6.50%
4	£36,501 To £46,200	6.80%
5	£46,201 To £64,600	8.50%
6	£64,601 To £91,500	9.90%
7	£91,501 To £107,700	10.50%
8	£107,701 To £161,500	11.40%
9	More than £161,501	12.50%

- 3.2 The employer pension contribution rate is: 16.70% for Core Council and 18.50% for Schools based staff which has been set from 1st April 2020.
- 3.3 All employees are currently able to apply for a Car Parking permit, which enables employees to park on Council property for a reduced daily rate.

4. *Payments on Termination – Chief Officers*

The Council's approach to statutory and discretionary payments on termination of employment of Chief Officers, at retirement age or prior to this, is set out within its Redundancy policy and is in accordance with Regulation 5 of the Local Government (Early termination of Employment) (Discretionary Compensation) Regulations 2006 and Regulations 8 and 10 of the Local Government Pension Scheme (Benefits, Membership and Contribution) Regulations 2007. Final payment details are submitted to Full Council for approval.

5. *Salary Packages upon Appointment*

- 5.1 Any salary package offered in respect of a new appointment for a Chief Executive /Head of Paid Service will be approved by Full Council. This will include **any new salary package** equating to £100,000 or more.

In the case of salary packages for Directors and Assistant Directors, this will need to be approved by the Council's Employment Committee, acting on behalf of Full Council. This will include **any salary package** equating to £100,000 or more.

6. *Settlement Agreements*

- 6.1 Torbay Council will only enter into Settlement Agreements in exceptional circumstances where it is in the Council's overall commercial and financial interests to do so. Any Settlement Agreement for the Chief Executive/Head of Paid Service will be approved by the Full Council. This will include **any severance package** including associated pension costs equating to £100,000 or more.

In the case of Settlement Agreements for Directors and Assistant Directors, this will need to be approved by the Council's Employment Committee acting on behalf of full Council. This will include **any severance package** including associated pension costs equating to £100,000 or more.

Settlement Agreements for any other member of staff will need to be authorised by the Director of the service following consultation with the Chief Executive/Head of Paid Service.

7. Gender Pay Gap Reporting

The Equality Act 2010 (Specific Duties and Public Authorities) Regulations 2017 requires Torbay Council to calculate and publish the pay gap between male and female employees every year. Pay data must be based on a 'snap-shot' of the pay situation as at 31st March the preceding year and must be published by 30th March 2020 to the Government and also on Torbay Council's website:- <https://www.torbay.gov.uk/council/finance/salary-levels/>

The Government publishes the results on their Gender Pay Gap Viewing Service:- <https://gender-pay-gap.service.gov.uk/>

The Pay Gap Report is included as part of this policy, see Appendix 2 – Gender Pay Gap Report.

8. Publication

8.1 Once approved by Full Council, this Policy and any subsequent amendment will be published on the Council's website. Human Resources Policy will be responsible for the annual review to ensure an accurate pay policy is published ahead of each financial year.

8.2 In accordance with the Code of Practice on Local Authority Accounting, the annual Statement of Accounts includes pay details of Senior Officers reporting directly to the Chief Executive/Head of Paid Service and statutory posts where the salary is above £50,000 per annum.

8.3 Full Council decisions in relation to staff pay matters are available from the Council's internet page, link as follows:-

<http://www.torbay.gov.uk/DemocraticServices/ieDocHome.aspx>

Current Salary Levels for Chief Executive/Head of Paid Service, Directors and other Senior Officers

Torbay Council publishes a Salary Levels list with post details, salary bands and full-time equivalent salaries, available from Torbay Council's web-site:- <http://www.torbay.gov.uk/council/finance/salary-levels/>

Equality Statement

This policy applies equally to all Council employees regardless of their age, disability, sex, race, religion or belief, sexual orientation, gender reassignment, pregnancy and maternity, marriage and civil partnership. Care will be taken to ensure that no traditionally excluded groups are adversely impacted in implementing this policy. Monitoring will take place to ensure compliance and fairness.

Appendix 1 - Multipliers

The idea of publishing the ratio of the pay of an organisation's top salary to that of its median salary has been recommended in order to support the principles of Fair Pay and transparency. These multipliers will be monitored each year within the Pay Policy Statement.

In comparing the highest paid salary with the wider workforce the Council will use the following definitions:

The lowest-paid employee: the employee or group of employees with the lowest rate of pay (full-time equivalent) employed by the Council at the date of assessment. This includes all types of employment within the Council.

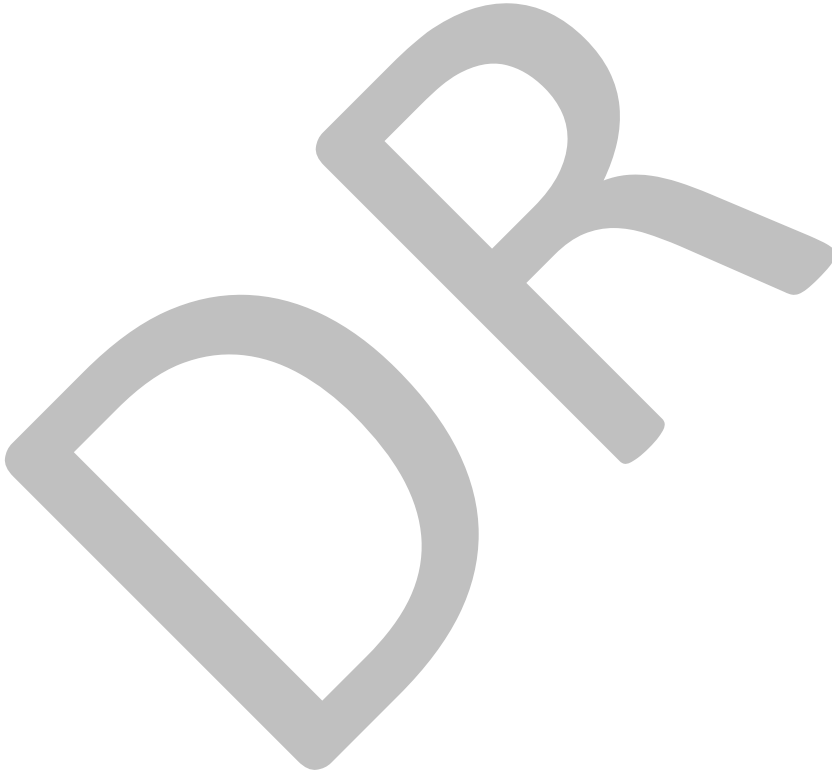
The median: the mid-point salary when full-time equivalent salaries of all core council staff are arranged in order of size (highest to lowest). Based on the salary levels of staff on the date of assessment. This includes all types of employment within the Council.

The Council's current ratio in this respect is 5.17:1, i.e. the highest salary earns 5.17:1 times more than the Council's median salary. The lowest full time equivalent salary is £17,364 which is Point 6, Grade A. When measured against the lowest salary the ratio is 8.05:1.

Date of assessment: December 2019.

	Annual Salary	Ratio to Highest
Highest Salary	Within the banding £135,000 - £139,999	
Median (Mid-point) value	£26,999	5.17:1
Lowest full time salary	£17,364	8.05:1

There has been a positive change in the figures since the 2019/20 Annual Pay Policy Statement was published which reflects a more balanced pay difference between the highest salary and the median and lowest salaries. This is due to a reduction in headcount, involving staff across various different pay grades coupled with pay rises nationally that have increased the value of the lower pay grades in particular.



Appendix 2 – Gender Pay Gap Report

This report is provided in compliance with the 'The Equality Act 2010 (Specific Duties and Public Authorities) Regulations 2017' which came into force on 31 March 2017.

Scope

This report covers all employees of Torbay Council including all staff permanently and temporarily employed on the reporting 'snapshot date' (31 March 2019). This includes those on casual contracts that worked during the pay period ending 31 March 2019.

In accordance with the Regulations, employees of Torbay Council's maintained schools* are treated as being employed by the governing body of the school and not as Council employees. Consequently, employees in maintained schools have been excluded from the Council's gender pay calculations. The duty to report GPG information applies to organisations with 250 or more employees. None of Torbay Council's maintained schools individually exceed this figure and so will not need to make a submission. In the case of schools who are part of a multi-academy trust and which may collectively exceed 250 employees, they will be required to report their gender pay information as the employer and take advice as appropriate.

* Maintained schools are regarded as foundation, community, voluntary, nursery or special schools. (<https://www.gov.uk/guidance/gender-pay-gap-reporting-overview>)

Definition of Pay

Under the regulations, and therefore in this report, 'pay' includes: basic pay, paid leave (including annual leave, sick leave, maternity, paternity, adoption and parental leave (except where an employee is paid less than usual because of being on leave)), allowances, shift premium pay and bonus pay. 'Pay' does not include: overtime pay, expenses, the value of salary sacrifice schemes (however the reduction to salary is included), benefits in kind, redundancy pay and tax credits.

Gender pay gap and equal pay

The gender pay gap is defined as the difference between the pay of men and women. While there are many ways of presenting this data, under the regulations and in this report there are only two measures: median hourly pay and mean hourly pay. Each is represented as the percentage of the difference with men's pay being the divisor. Therefore, where men are paid more than women, the pay gap will be 'positive' (i.e. with a 3% pay gap women earn 97p for every £1 a man earns). Negative pay gaps are represented as minus percentages (i.e. with a negative pay gap of minus 3% women earn £1.03 for every £1 a man earns). Gender pay gap is not about men and women being paid differently for the same job which has been prohibited by equal pay legislation since 1975. Even with this legislation, historically certain occupations have attracted greater pay due to the value placed on typical masculine and feminine skills.

To comply with equal pay legislation, we operate a recognised job evaluation scheme which covers all posts within the Council. This is supported by periodic pay data reviews to ensure that our pay structure remains transparent and free from gender bias. The Council seeks external advice on JE where required and regularly benchmarks against market data.

Defining pay gaps

A gender pay gap of less than +/- five percent is considered to be acceptable as defined by the Equality and Human Rights Commission's Equal Pay Toolkit. All gender pay gaps of three percent or more are subject to further analysis to identify the main causes and contributory factors of any pay differences.

A positive pay gap indicates that men are paid more, a negative pay gap indicates that women are paid more.

Analysing pay gaps

In regard to Gender Pay Gap Reporting, both the mean and median figures have to be reported, however, the median is referred to, to highlight the overall gender pay gap as it is more representative of the average earnings of a typical person (Annual Survey of Hours and Earnings, 2017:5). Significant pay gaps can often be explained by length of service, market factors, pay protection and/or progression.

Findings

The following summary has been prepared in line with the Equality Act 2010 (Gender Pay Gap Information) Regulations 2017 which requires public sector employers to publish specific details of their gender pay, as follows:-

- Median gender pay gap in hourly pay.
- Mean bonus gender pay gap.
- Median bonus gender pay gap.
- Proportion of males and females receiving a bonus payment.
- Proportion of males and females in each pay quartile.

The difference between the average (mean and median) hourly rate of pay for male and female employees

1. The mean pay for women is £15.18 per hour and mean pay for men is £15.02 per hour. Therefore the mean gender pay gap -1.06%

2. The median pay for women is £14.49 and the median pay for men is £14.36 per hour. Therefore the median gender pay gap is -0.9%.

The difference between the average (mean and median) bonuses paid to male and female employees over the period of 12 months ending with the snapshot date of 31 March 2019.

3. No bonuses were paid to employees during this period.

The proportion of male employees, and of female employees, who were paid bonuses during the period of 12 months ending with the snapshot date of 31 March 2019.

4. No bonuses were paid to employees during this period.

5. The proportions of male and female employees in each quartile of the pay distribution – to be supplied

Quartile	Posts	Men (Count)	Men (%)	Women (Count)	Women (%)
A - Lower (0-25%)	245	53	21.63%	192	78.37%
B - Lower Middle (25-50%)	245	80	32.65%	165	67.35%
C - Upper Middle (50-75%)	245	91	37.14%	154	62.86%
D - Upper (75-100%)	245	100	40.82%	145	59.18%
Total Posts	980	324	33.06%	656	66.94%

Findings

Torbay Council employed 980 employees on 31st March 2019, as a headcount figure. This figure does not include our School employees.

The previous Gender Pay Gap Report highlighted a -1.12% mean gap in favour of women and a -1.36% median gap in favour of women, however this years’ figure shows the gap to be -1.06% mean gap and a -0.9% median gap in favour of women, therefore a slight improvement in the gap between men and women’s pay. Although there is still a minimal pay gap in favour of women, this can be attributed to the slight increase in the number of women in the Council’s workforce who occupy managerial and senior managerial roles and who predominantly occupy job roles in the upper quartile.

The Council's gender pay gap position remains well below the public and private sector averages. The mean gender pay gap for the whole economy (according to the November 2019 Office for National Statistics (ONS) Annual Survey of Hours and Earnings (ASHE) figures) is 16.2% and 15.7% for the public sector (**provisional figures**).

The median gender pay gap for the whole economy (according to the October 2019 ONS ASHE figures) is 17.3% and 16.8% for the public sector (**provisional figures**):-

<https://www.ons.gov.uk/employmentandlabourmarket/peopleinwork/earningsandworkinghours/datasets/annualsurveyofhoursandearningsashegenderpaygaptables>

The Council introduced a new pay and grading structure in April 2019 and a full equality impact assessment was undertaken to assess any adverse impact upon certain groups, including a gender analysis. This has since been reviewed and changes to the Council's job evaluation conventions have further been consulted on with Trades Unions to ensure that evaluation of any new and existing jobs continues to be fair and equitable. .

In addition to this, the following proposals are put forward to review and minimise any pay gaps going forward:-

- Review gender pay gap to explore the root causes contributing to any pay gaps and actions required to reduce the gap.
- Further work to review our pay and grading structure to ensure that it remains transparent and free from gender bias.
- Review Market Forces and Market Supplement process, criteria and the appropriateness of Market Forces and Supplements to ensure they reflect market conditions.
- Review of Recruitment Strategy and associated policy and processes.
- Regular Audits of Job Evaluations Grading outcomes to ensure consistency, fairness and equality of approach and compliance to scheme.
- Implement consistent monitoring of internal promotions and progressions by gender.
- Continue to utilise staff development and talent management opportunities (e.g. through the management development programme, appraisals and apprenticeships).
- Continue monitoring the impact of restructures on staff with protected characteristics such as gender.

The above listed proposals may also be applied to other protected characteristics such as age, disability and ethnicity.

Signed by:-

Print Name and Job Title:-

Date:-

Sources of Information:-

Equality and Human Rights Commission:-

<https://www.equalityhumanrights.com/sites/default/files/research-report-109-the-gender-pay-gap.pdf>

ACAS:-

https://archive.acas.org.uk/media/4764/Managing-gender-pay-reporting/pdf/Managing_gender_pay_reporting_07.02.19.pdf

Office for National Statistics:-

<https://www.ons.gov.uk/employmentandlabourmarket/peopleinwork/earningsandworkinghours/bulletins/annualsurveyofhoursandearnings/2017provisionaland2016revisedresults>

<https://www.ons.gov.uk/releases/understandingthegenderpaygap>

Policy Feedback

Should you have any comments regarding this policy, please address them to the HR Policy Feedback mailbox –

HRpolicy@torbay.gov.uk

History of Policy Changes

This policy was first agreed by members of the Torbay Joint Consultative Committee in March 2012

Date	Page	Details of Change	Agreed by:
November 2012	Various	Amendment from Chief Executive to Chief Operating Officer	SSG 8.11.12 Approved by Full Council
6 th December 2012	4-5	Update to pension ranges re: LGPS contribution rates Addition of Payments upon Termination Section	Approved by Full Council
6 th December 2012	7	Update to Ratio + Multiplier information (Appendix 2)	Approved by Full Council

6 th December 2012	6	Update to current salary levels + addition of newly appointed posts (Appendix 1)	Approved by Full Council
5 th December 2013	Various	Update to current salary levels and reference to Chief Executive Officer throughout. Inclusion of Public Health information.	To be approved by Full Council – 5.12.13

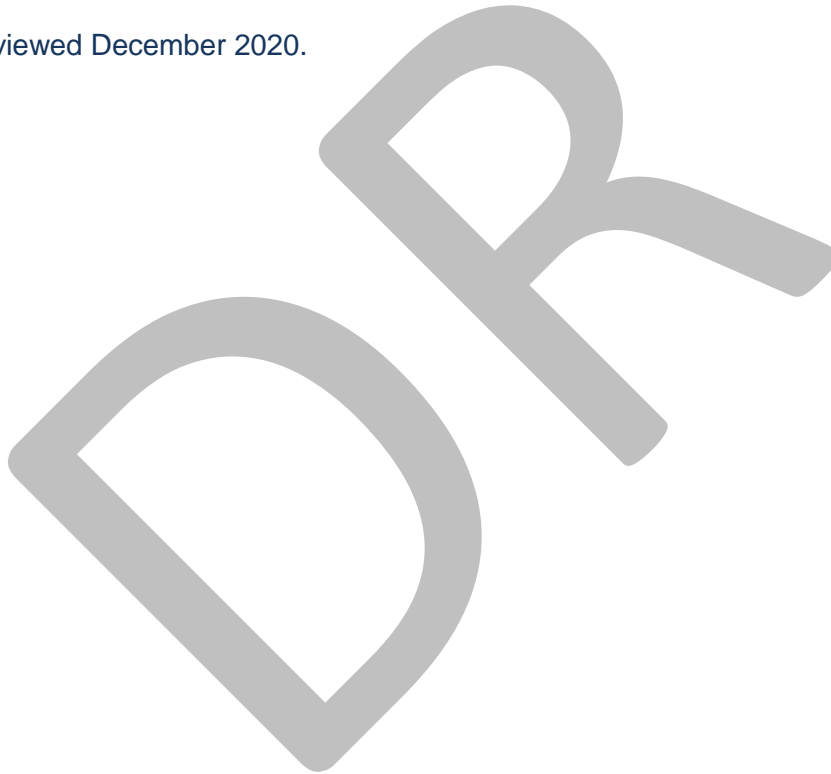
DR

5th December 2014	Various	Update to current salary levels and pension rates, reference to Executive Head of Commercial Services.	To be approved by Full Council – 4.12.14
November 2015	Various	<p>-Update to reflect structure changes, e.g. Chief Officer/Head of Paid Service and Assistant Director roles. Reference to National Living Wage from 1.4.16.</p> <p>New section (5) relating to approval process for Chief Officer/Head of Paid Service appointments and changes to Section 6 (Settlement Agreements) to reflect approval process, i.e. delegation to Employment Committee for decisions relating to Directors and Assistant Directors.</p> <p>Reference to “Openness and Accountability in Local Pay: Supplementary Guidance”</p>	Approved by Full Council – 10.12.15
February 2017	Various	<p>Update to reflect change in job title – Chief Officer to Chief Executive.</p> <p>Changes to Appendix 1 – Multipliers, due to salary pay award in 2016 and introduction of National living Wage. Changes to terms and conditions relating to enhancements and other terms and conditions that have been varied through Collective Consultation.</p> <p>Updated to reflect Hay 2016 rates low to medium and spinal scales.</p> <p>General re-wording to take into account constitution, general delegations.</p>	Approved by Full Council February 2017

June 2017	Wording to 2.5 updated.	To reflect how Chief Executive salary will be reviewed following recommendation from Employment Committee.	Approved by Full Council 10 th May 2017.
January 2018	Various	<p>Changes to job titles to reflect Senior Leadership Team restructure.</p> <p>Replace external link to Salary Disclosure information.</p> <p>Update to pensions contributions information.</p> <p>Update to Appendix 1 – multiplier information.</p> <p>Inclusion of Appendix 2 – Gender Pay Gap Report</p>	Full Council Approval 22 nd February 2018.
January 2019	Various	<p>Insertion of new section 2.9 re:- pay and grading structure changes.</p> <p>Update to Pensions information – Section 3</p> <p>Update to Appendix 1 – multiplier information.</p> <p>Update of Appendix 2 – Gender Pay Gap Report</p> <p>Amendment to Scope of Gender Pay Gap Report – pay calculations no longer include Schools data.</p>	Full Council Approval 21 st February 2019.

January 2020	Various	Update to Appendix 1 – multiplier information. Update of Appendix 2 – Gender Pay Gap Report ONS Annual Earnings Survey Results included for private and public sectors.	Full Council Approval 27th February 2020.
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Policy to be reviewed December 2020.



Employer Pensions Discretions Policy

**The LGPS Regulations 2013
and**

The LGPS Regulations 2014

(Transitional Provisions and
Savings)

and

The LGPS Regulations 2008

(Benefits, Membership and Contributions)

(as at 14th May 2018)



Employer name: TORBAY COUNCIL

Policy effective from: 01/04/2020

These policies may be subject to review from time to time. Affected employees will be notified of any subsequent change to this Policy Statement.

Print name of authorised officer: Anne-Marie Bond

Job title: Director of Corporate Services & Operations

Date:

Signature of authorised officer:

Mandatory LGPS 2013 & 2014 discretions

Power of employing authority to grant additional pension Regulation R31

An employer can choose to grant extra annual pension* (at full cost to themselves) to:

- a) an active member; or
- b) to a member, within 6 months of leaving, whose employment was terminated on the grounds of redundancy or business efficiency

**(Current maximum additional pension allowed is £6,822 (figure at 1 April 2018))*

Please state your decision below:

Torbay Council will not normally exercise the discretion to grant additional pension except in exceptional circumstances.

Shared Cost Additional Pension Scheme Regulation R16 (2) (e) and R16 (4) (d)

Where an active member wishes to purchase extra annual pension by making additional pension contributions (APCs)*, an employer can choose to voluntarily contribute towards the cost of purchasing that extra pension via a shared cost additional pension contribution (SCAPC)

**(Current maximum additional pension allowed is £6,822 (figure at 1 April 2018))*

NOTE: this discretion does not relate to cases where a member has a period of authorised unpaid leave of absence and elects within 30 days of return to work (or such a longer period as the Scheme employer may allow) to pay a SCAPC to cover the amount of pension 'lost' during that period of absence. That is because, in those cases, the Scheme employer must contribute 2/3rds of the cost to a SCAPC; there is no discretion [regulation 15(5) of the LGPS Regulations 2013].

Please state your decision below:

Torbay Council will not normally enter into a Shared Cost Additional Pension Contribution contract to count towards a member's APC purchase except in exceptional circumstances.

Flexible Retirement

Regulation R30 (6) and TP11 (2)

Under the regulations, once an employee reaches age 55, they may remain in employment and draw their retirement benefits.

However, there are certain conditions that must be met:

- a) The employer must agree to the release of the pension.
- b) The employee must reduce either their hours, and/or their grade. *(The specific reduction required is not set out in the regulations, but instead must be determined by the employer, whom must specify the requirements within their flexible retirement policy).*

In such cases, pension benefits will be reduced in accordance with actuarial tables unless the employer waives reduction on compassionate grounds or a member has protected rights).

If flexible retirement is permitted, employers will need to publish a Flexible Retirement Policy and send Peninsula Pensions a copy. This can be done on the final section of this template.

Please state your decision below:

Torbay Council will take all reasonable steps to accommodate an employee's request for Flexible Retirement.

The Council will consider waiving a reduction to pension benefits where flexibility will enable the Council to retain key skills within critical service areas.

The Council will also consider requests where an employee is aged between 55 and 60, satisfies the 85 year rule and in which case the decision incurs a pension strain cost. Such requests will be considered by the Head of Paid Service and/or the Council, dependent on the seniority of the role and the associated cost, in line with the Local Government Transparency Code 2015.

Waiving of actuarial reduction

Regulation R30 (8) , TP3 (1), TPSch2, Para 2(1), B30 (5) and B30 (A) (5)

Employers have the power to waive, on compassionate grounds, the actuarial reduction (in whole or part) applied to members' benefits paid on the grounds of flexible retirement.

Employers may also waive, on compassionate grounds, the actuarial reduction (in whole or part) applied to members' benefits for deferred members and suspended tier 3 ill health pensioners who elect to draw benefits on or after age 60 and before normal pension age.

Please state your decision below:

Torbay Council will consider waiving a reduction to pension benefits in the event of Flexible Retirement where flexibility will enable the Council to retain key skills within critical service areas.

The Council will not waive the actuarial reduction applied to deferred member's benefit requests, suspended tier 3 ill health pensioners

Employers also have the power to waive, in whole or in part, the actuarial reduction applied to active members' benefits when a member chooses to voluntarily draw benefits on or after age 55 before age 60 and on or after age 60 and before Normal Pension Age (NPA).

or active members who retire voluntarily and draw benefits from age 55 to Normal Pension Age.

Power of employing authority to 'switch on' the 85 year rule (excludes flexible retirement) upon the voluntary early payment of benefits.

TP1(1)(c) Sch2

The 85-year rule does not (other than on flexible retirement) automatically fully apply to members who would otherwise be subject to it and who choose to voluntarily draw their benefits on or after age 55 and before age 60.

An employer can therefore choose whether to switch on the 85-year rule for members:

- 1) who voluntarily draw their benefits on or after age 55 and before age 60 and,
- 2) former members who ceased active membership between 1st April 2008 and 31st March 2014 and choose to voluntarily draw their suspended tier 3 ill health pension (on or after 14 May 2018) on or after age 55 and before age 60.
- 3) former members who ceased active membership between 1st April 1998 and 31st March 2014) and elect for voluntary early payment of any deferred benefits

Please state your decision below:

Torbay Council will not 'switch on' the 85 year rule for current or former members who voluntarily draw their pension benefits early, except in exceptional circumstances.

Non-Mandatory/Recommended LGPS 2013 & 2014 discretions

Regulation R17 (1) and TP15 (1) (d) and A25 (3) and definition of SCAVC in RSch 1

Shared Cost Additional Voluntary Contribution Arrangement

An employer can choose to pay for or contribute towards a member's Additional Voluntary Contribution via a shared cost arrangement (SCAVC). An employer will also need to decide how much, and in what circumstances to contribute to a SCAVC arrangement.

Please state your decision below:

Torbay Council will not currently contribute to a member's Shared Cost Additional Voluntary Contribution arrangement.

Non-mandatory policies but recommended by Peninsula Pensions:

Reg 16(16) - An employer can extend the 30-day deadline for a member to elect for a SCAPC upon return from a period of absence from work with permission with no pensionable pay (otherwise than because of illness or injury, relevant child-related leave or reserve forces service leave).

Reg 22(7) and (8) - Whether to extend the 12-month time limit for a member to elect not to aggregate post 31st March 2014 (or combinations of pre-April 2014 and post March 2014) deferred benefits.

Reg 27 of the LGPS (Amendment) Regs 2018 - Whether to extend the 12-month option period for a member to elect to aggregate pre-1st April 2014 deferred benefits.

R100 (6) - Extend normal time limit for acceptance of a transfer value beyond 12 months from joining the LGPS

R9(1) & R9(3) - Determine rate of employees' contributions and when the contribution rate will be assessed

Please state your decision below:

Reg 16(16) – Torbay Council will not extend the 30-day deadline upon return from a period of absence allowing for a member to elect for a SCAPC unless the Council have not provided sufficient time to enable the member to make the election.

Reg 22(7) and (8) – Torbay Council will not extend the 12-month time limit except in exceptional circumstances.

Reg 27 of the LGPS (Amendment) Regs 2018 - Torbay Council will not extend the 12-month option period except in exceptional circumstances.

R100 (6) – Torbay Council will consider member requests for the acceptance of transfer values on an individual basis.

R9(1) & R9(3) – Torbay Council will assess and determine an employee's contribution rate on a monthly basis.



Pre LGPS 2014 discretions

To cover scheme members who ceased active membership on or after 1 April 2008 and before 1 April 2014 (no need to complete if not applicable).

Reg 30(5) , TP2(1) Sch2, Reg 30A(5) TP2(1) Sch 2

Early payment of benefits

Whether, on compassionate grounds, to waive any actuarial reduction that would normally be applied to deferred benefits which are paid before age 65

Whether, on compassionate grounds, to waive any actuarial reduction that would normally be applied to any suspended tier 3 ill health pension benefits which are brought back into payment before age 65

Policy decision

Torbay Council will not waive the actuarial reduction to the early payment of a deferred benefit except in exceptional circumstances.

Torbay Council will not waive the actuarial reduction to any suspended tier 3 ill health pension benefits which are brought back into payment before age 65.

To cover scheme members who ceased active membership between 1 April 1998 and 31 March 2008 (no need to complete if not applicable).

Regulation 31(2), 31(5), 31(7A) of the LGPS Regulations 1997 and paragraph 2(1) of Schedule 2 to the LGPS (TP) Regs2014

Early payment of benefits

Employers can allow the early payment of deferred benefits to former members of the LGPS between the ages of 50 and 55.

Employers can also choose, on compassionate grounds, to waive any actuarial reduction that would normally be applied to benefits which are paid before age 65

Regulation D11(2)(c) of the LGPS Regulations 1995

In relation to members who ceased active membership before 1 April 1998:

Policy decision

Torbay Council will consider requests for the early payment of deferred benefits to former members between age 55 and 55 where there is no cost to the Authority.

Torbay Council will not waive any actuarial reduction that would apply to benefits paid before age 65 where there is a cost to the Council.

Reg D11(2)(c) of the LGPS Regs 1995 – Torbay Council will only grant applications for early release of deferred pension benefits on

Whether to grant applications for the early payment of deferred pension benefits on or after age 50 and before NRD on compassionate grounds.

compassionate grounds to former members between age 50 and NRD where there is no cost to the Council.



Flexible Retirement Additional Policy

Flexible Retirement (Regulation R30 (6) and TP11 (2))

This must be completed if you allow flexible retirement

You will need to consider; -

1. The minimum reduction in hours or grade required.
2. Whether the employee should commit to a reduction in hours or grade for a minimum period.
3. Whether the employee should commit to remaining in employment with the employer for a minimum period

You should also state; -

1. Whether, in addition to the benefits the member has accrued prior to 1st April 2008(which the member must draw) to permit the member to choose to draw;
 - All, part, or none of the benefits they accrued after 31st March 2008 and before 1st April 2014 and/or,
 - All, part, or none of the benefits accrued after 31st March 2014, and,
 - Whether to waive, in whole, or in part, any actuarial reduction which would normally be applied to the benefits for Flexible retirement taken before normal retirement age.

Please state your decision below:

1. The minimum recommended reduction in hours is 40%, however, reductions of 20% will also be considered. The minimum reduction in grade is one full grade.
2. The employee must commit to a permanent reduction in hours or grade.
3. The employee must commit to remaining in employment for a minimum period of 1 year, however, the Council can terminate that employment prior to the 1 year deadline.
 - Torbay Council will permit Flexible Retiree's to draw all of their benefits accrued after 31st March 2008 and before 1st April 2014.
 - The Council will permit members to draw all of their benefits accrued after 31st March 2014.
 - The Council will not waive, in whole, or in part, any actuarial reduction which would normally be applied to benefits taken before NRA except in exceptional circumstances.

