

Friday, 1 May 2026

CABINET

A meeting of **Cabinet** will be held on

Tuesday, 12 May 2026

commencing at **5.30 pm**

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

Members of the Committee

Councillor David Thomas (Chair)

Councillor Billings

Councillor Jacqueline Thomas

Councillor Bye

Councillor Tranter

Councillor Chris Lewis

Councillor Tyerman

A Healthy, Happy and Prosperous Torbay

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

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

CABINET AGENDA

1. **Apologies**
To receive apologies for absence.
2. **Minutes** (Pages 5 - 12)
To confirm as a correct record the Minutes of the meeting of the Cabinet held on 14 April 2026.
3. **Disclosure 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.)
4. **Urgent Items**
To consider any other items the Chair decides are urgent.
5. **Matters for Consideration**
6. **Levelling Up Funding Round 3 - Brixham Port (Oxen Cove) and Paignton (Tech Park)** (To Follow)
To consider a report that sets out the project progress to date, future programme for delivery and the decisions required of Cabinet and Council to expedite delivery of development at Brixham Port (Oxen Cove) and Paignton (Tech Park).
7. **Redevelopment of former Crossways Shopping Centre, Paignton** (To Follow)
To consider a report the redevelopment of the former Crossways Shopping Centre for 91 social rented homes and associated infrastructure, along with a bespoke Day Care Centre for

adults with complex learning disabilities - for households with a local connection to Torbay and make recommendations to the Council.

8. **Torbay Joint Health and Wellbeing Strategy - post consultation report** (Pages 13 - 60)
To consider a report that sets out the public consultation on the Joint Health and Wellbeing Strategy 2026-30 and make recommendation to Council for endorsement and publication of the Strategy as a Policy Framework Document.
9. **Gillard Road, Brixham - Public Path Creation Order** (Pages 61 - 74)
To consider a report that seeks consent to convert an existing permissive path running along and off Gillard Road, Brixham into a formally designated Public Right of Way (PROW).
10. **Lessons Learned from the Call-in of the Cabinet's Decision on the Implementation of the English Riviera Beach Standards - Report and Cabinet's Response** (Pages 75 - 78)
To respond to the recommendations of the Overview and Scrutiny Board.
11. **Child Friendly Torbay - Action Plan** (Pages 79 - 110)
To consider a report that seeks Cabinet endorsement of Torbay's Child Friendly Torbay – Action Plan to support Torbay's submission for UNICEF UK Certificate of Commitment.
12. **Transfer of Land, at various sites in Brixham, to Brixham Town Council** (Pages 111 - 126)
To consider a report that recommends the freehold transfer of land at Churchill Memorial Gardens, Brixham War Memorial Garden and Jubilee Gardens for £1 to Brixham Town Council.

Live Streaming and Hybrid Arrangements

To encourage more people to engage in our public meetings the Council is live streaming our Cabinet meetings on our YouTube channel in addition to recording the meetings and publishing the recording on our website. To watch the meeting live please visit <https://www.youtube.com/user/torbaycouncil>.

We are also using hybrid meeting arrangements to enable officers and Councillors who are not members of the Cabinet to either attend the meeting in person or to attend the meeting remotely via Zoom. Anyone attending the meeting remotely must use their raise hand function when they wish to speak and to declare any interests at the appropriate time. If anyone attending the meeting remotely loses connection the meeting will continue and they will have the option to follow the meeting via the YouTube live stream.

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Minutes of the Cabinet

14 April 2026

-: Present :-

Councillor David Thomas (Chair)

Councillors Billings, Chris Lewis, Jacqueline Thomas, Tranter and Tyerman

(Also in attendance: Councillors Law (virtually), Long, Stevens (virtually) and Twelves (virtually))

104. Apologies

An apology for absence was received from Councillor Bye.

105. Minutes

The Minutes of the meeting of the Cabinet held on 30 March 2026 were confirmed as a correct record and signed by the Chair.

106. Disclosure of Interests

No declarations of interest were made.

107. Matters for Consideration

The Cabinet considered the following matters, full details of which (including the Cabinet's decisions) are set out in the Record of Decisions appended to these Minutes.

108. Housing Needs Assessment

109. CQC Improvement Plan

110. Biodiversity Duty Report

Chair

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Record of Decisions Housing Needs Assessment

Decision Taker

Cabinet on 14 April 2026

Decision

1. that the Housing Needs Assessment set out at Appendix 1 to the submitted report be approved;
2. that the Director of Adults and Community Services and Director of Regeneration be requested to ensure that the Housing Needs Assessment is:
 - used to inform to the Housing Delivery Plan, to ensure effective delivery against need and plans for developing provision are joined up;
 - shared with prospective partners;
 - used as the basis for future business cases for different types of accommodation; and
 - used as the underpinning needs assessment for future business cases related to the commissioning or procurement of services related to Temporary Accommodation, Move on Accommodation, Complex Needs and Substance Misuse, Domestic Abuse, Children and Young People and Adult Social Care, as relevant; and
3. that delegated authority be provided to the Director of Adults and Community Services, in consultation with the Cabinet Member for Housing and Finance, to make changes to the Housing Needs Assessment to ensure it is kept up to date and reflects current needs.

Reason for the Decision

The needs assessment provides a robust evidence base to inform commissioning, policy development and partnership working. It identifies current and future housing and support needs across key client groups in Torbay and supports targeted engagement with partners, including Registered Providers, over the next five years.

Implementation

The decision will come into force and may be implemented on 27 April 2026 unless the call-in procedure is triggered (as set out in the Standing Orders in relation to Overview and Scrutiny).

Information

The Housing Needs Assessment brings together evidence of accommodation needs in Torbay for people with increased vulnerability and complex needs. It sets out the scale and nature of current and future housing requirements and provides an evidence base to support future business cases and partnership discussions. The assessment supports Torbay Council's commitment to clearly articulate local need and work with partners to develop sustainable solutions over the medium to longer term.

Alternative Options considered and rejected at the time of the decision

Option 1 was discounted because taking no action would leave housing needs for vulnerable groups in Torbay insufficiently defined and evidenced, limiting the Council’s ability to plan effectively, attract investment, or work with partners to develop sustainable long-term solutions.

Option 2 was also discounted as, while relevant needs were referenced within existing strategies and plans, these documents were broader in scope and do not provide the level of Torbay specific detail required to clearly articulate specialist housing and support needs or to underpin targeted commissioning and partnership activity.

Is this a Key Decision?

No

Does the call-in procedure apply?

Yes

Declarations of interest (including details of any relevant dispensations issued by the Standards Committee)

None

Published

17 April 2026

Signed: _____ Date: _____
Leader of Torbay Council on behalf of the Cabinet

Record of Decisions Care Quality Commission (CQC) Improvement Plan

Decision Taker

Cabinet on 14 April 2026

Decision

1. that Cabinet note the CQC's report on the assessment of Torbay Council's Adult Social Care and the resulting action plan set out at Appendix 2 to the submitted report be approved; and
2. that the Adult Social Care and Health Overview and Scrutiny Sub-Board be requested to review the improvement plan on a quarterly basis and any required recommendations are made to Cabinet.

Reason for the Decision

The CQC report provided key insights into Adult Social Care at Torbay Council and included an Improvement Plan with actions and progress to date. Actions were appropriately allocated across programme sub-boards to ensure clear accountability and reporting. The findings supported service improvement and the Council's vision for a healthy, happy and prosperous Torbay.

Implementation

The decision will come into force and may be implemented on 27 April 2026 unless the call-in procedure is triggered (as set out in the Standing Orders in relation to Overview and Scrutiny).

Information

Inspectors from the Care Quality Commission (CQC) carried out a full assessment of Torbay Council's Adult Social Care service in September 2025 as part of a national inspection programme reintroduced under the Health and Care Act 2022. Following initial notification in April 2025, the Council submitted an extensive information return, including an updated self-assessment. The on-site inspection involved engagement with over 200 stakeholders, including people with lived experience, providers, partners and staff across the Council and Torbay and South Devon NHS Foundation Trust. Preparatory work included participation in a Local Government Association (LGA) Peer Challenge in June 2024, and the resulting Improvement Action Plan brought together findings from the Peer Challenge, the self-assessment and the CQC assessment report.

Alternative Options considered and rejected at the time of the decision

There were no alternative options considered.

Is this a Key Decision?

No

Does the call-in procedure apply?

Yes

Declarations of interest (including details of any relevant dispensations issued by the Standards Committee)

None

Published

17 April 2026

Signed: _____ Date: _____
Leader of Torbay Council on behalf of the Cabinet

Record of Decisions Biodiversity Duty Report

Decision Taker

Cabinet on 14 April 2026

Decision

That the Biodiversity Duty Report 2026 set out at Appendix 3 to the submitted report be approved.

Reason for the Decision

The Biodiversity Duty Report 2026 responded to the enhanced statutory biodiversity duty placed on public authorities from January 2023, requiring the conservation and enhancement of biodiversity and the publication of a plan and report in line with the Environment Act 2021, and set out how the Council would meet these legal requirements, and demonstrated how biodiversity considerations were embedded across Council policies, plans and service delivery. The Report aligned with the Community and Corporate Plan objectives to protect and enhance the natural environment and address the climate emergency, providing a clear framework for co-ordinated action across the Council.

Implementation

The decision will come into force and may be implemented on 27 April 2026 unless the call-in procedure is triggered (as set out in the Standing Orders in relation to Overview and Scrutiny).

Information

The Biodiversity Duty Report 2026 was prepared to meet the Council's statutory obligations under the Natural Environment and Rural Communities Act 2006, as strengthened by the Environment Act 2021, which extended the duty from conserving to also enhancing biodiversity and required publication of a compliance report within the 2024 - 2026 reporting period. The Report was developed in accordance with Section 40A requirements and Department for Environment, Food and Rural Affairs (DEFRA) guidance and set out actions taken to date, plans for delivery over the following five years and relevant biodiversity net gain activity as a local planning authority. It built on existing Council strategies and frameworks, including the Climate Change Action Plan and Torbay Local Plan, drawing together service-level contributions and identifying future actions to ensure biodiversity considerations were embedded across Council functions, policy development and planning activity.

Alternative Options considered and rejected at the time of the decision

There were no statutory alternatives to producing the Biodiversity Duty Report. It also provided an opportunity to highlight the service level actions that have already taken place to contribute towards increasing biodiversity. Failure to produce a Report would breach legal obligations.

Is this a Key Decision?

No

Does the call-in procedure apply?

Yes

Declarations of interest (including details of any relevant dispensations issued by the Standards Committee)

None

Published

17 April 2026

Signed: _____ Date: _____
Leader of Torbay Council on behalf of the Cabinet

Meeting: Cabinet **Date:** 12 May 2026

Wards affected: All

Report Title: Torbay Joint Health and Wellbeing Strategy: post consultation report

When does the decision need to be implemented? This document will be presented to Full Council for approval on 14 May 2026.

Cabinet Member Contact Details: Councillor Tranter, Cabinet member for Adult and Community Services, Public Health and Inequalities, hayley.tranter@torbay.gov.uk

Director Contact Details: Lincoln Sargeant, Director of Public Health, lincoln.sargeant@torbay.gov.uk

Author: Julia Chisnell, Consultant in Public Health julia.chisnell@torbay.gov.uk

1. Purpose of Report

1.1 This report sets out the public consultation on the Joint Health and Wellbeing Strategy 2026-30 and requests approval to proceed to full Council for endorsement and publication of the Strategy as a Policy Framework Strategy.

2. Reason for Proposal and its benefits

2.1 The programmes of work described in the Strategy will help us to deliver our vision of a healthy, happy and prosperous Torbay by helping to promote the health and wellbeing of our population.

2.2 Public consultation ran from 19 January – 8 February 2026. 112 responses were received. Responses were supportive of the direction and priorities of the Strategy, although emphasising the need to be able to demonstrate a real and visible impact. There was also a range of comments on specific issues. The substance of the views and comments is described below.

3. Recommendation(s) / Proposed Decision

3.1 That Council be recommended to approve the 'Our Healthy Neighbourhoods' Torbay Joint Health and Wellbeing Strategy 2026 – 2030 (as set out in Appendix 1) as a Policy Framework document of Torbay Council.

1 Background

Cabinet received a summary of the approach to development of the Strategy, and key content, in December 2025.

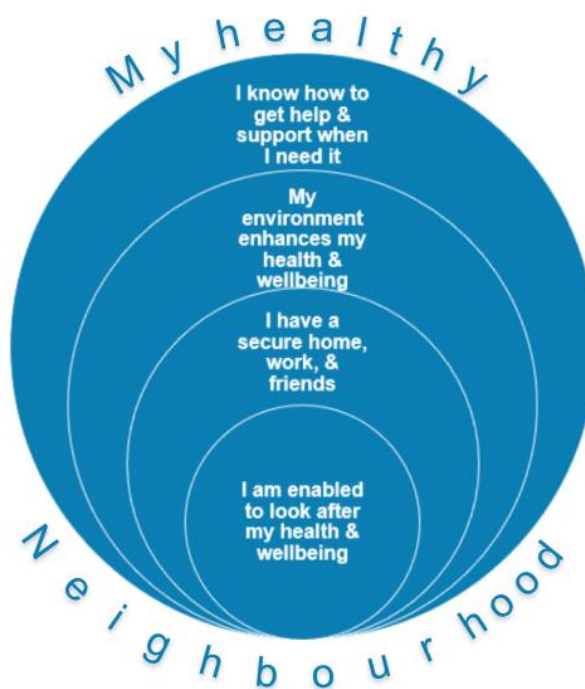
Local authorities and NHS have a joint duty to produce, through the Health and Wellbeing Board: (1) a Joint Strategic Needs Assessment (JSNA) and (2) a Joint Health & Wellbeing Strategy.

The Strategy should:

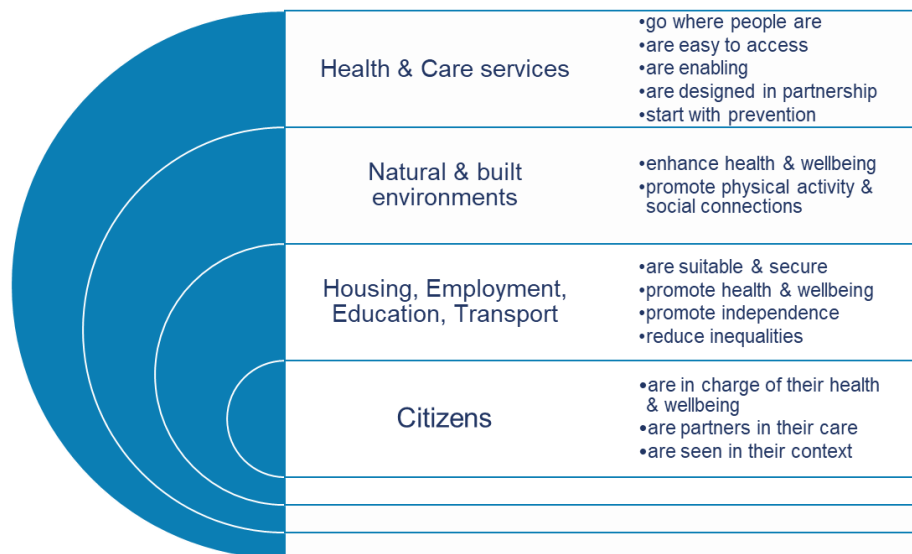
- address the needs & inequalities identified in the JSNA
- set out key strategic priorities for action & outcomes members will jointly achieve
- inform local commissioning
- promote integration between health & care, as well as other Local Authority functions such as housing, transport, economy, and environment.

The draft Torbay Joint Health and Wellbeing Strategy 2026-30 was developed with Health and Wellbeing Board members during 2025. The consultation draft was agreed at the December meeting of the Board and approved by Cabinet on 16 December 2025.

The **vision** of the Strategy is around *healthy neighbourhoods*, with a focus on delivering *prevention in place*.



It also sets out our **aspirations** for promoting healthy neighbourhoods.



The Strategy highlights **activities for all partners** in Torbay to address the key challenges identified in the 2025 Joint Strategic Needs Assessment. These cover:

- **Economy, housing and inequalities:** poverty reduction; jobs, skills, homes and culture; pipeline from education into employment; a focus on the determinants of health; targeting to reduce inequality
- **Children and young people:** focus on prevention and enabling; universal to targeted support and early help; breaking the cycle of disadvantage, poor health and wellbeing; co-design with those intended to benefit
- **Working age adults:** employment opportunities and skills; support for those out of work due to ill-health; housing provision; community based health and care; promoting positive mental health
- **Older adults:** enabling approach building on people’s strengths; focus on prevention; *Age Friendly* communities; supporting and enabling carers
- **Health behaviours:** screening and immunisation uptake; system approach to healthy weight, food and environments; starting early; focus on healthy places and spaces.

Priority delivery programmes for the first year, which will be sponsored by the Health and Wellbeing Board, are:

- **Healthy spaces - children and young people**

- Tackling the issues of low physical activity, poor diet, home or school insecurity, education underachievement, and unreadiness for work.
 - Focusing on the work relating to the 'play' domain begun under the auspices of Child Friendly Torbay.
 - Led by community groups in partnership with the local authority and other stakeholders.
 - Involving a programme of activities to build physical, mental and social health and wellbeing.
- ***Healthy work - working age adults***
 - Tackling the issues of unemployment through physical or mental ill health, NEETs, and disparities in opportunity for care experienced young people and carers
 - Focusing on Connect to Work with wrap around support from NHS and VCSE partners
 - Building confidence, employment opportunities, mentoring, practical, health, and social support.
- ***Healthy ageing - older adults***
 - Tackling disparities in frailty onset, ill-health, and dependence on social care, isolation, housing insecurity
 - Age Friendly actions around housing, transport and health
 - Led by VCSE, with local authority and other partners

2 The consultation

Consultation ran from 19 January to Sunday 8 February 2026.

There was an online survey on the Council's website and this was promoted initially via a range of channels including a Members Briefing and e-newsletter, press release to all local media and a wider distribution covering community partnerships and key partners from all sectors.

Council Leader and Chair of the Health and Wellbeing Board David Thomas promoted the survey through a video which was shared through the Torbay Council YouTube channel, website, social media, newsletters and the local media.

On the day of the launch a consultation event was held at Paignton Library and Community Hub. Representatives from the Public Health and Engagement and Communications teams also met with the Stroke Survivors Support Group who were holding their regular group at the Library. In addition Public Health attended the Grassroots collective of Women's groups in Torbay to gain their views on the Strategy.

Paper copies of the Strategy and survey were made available at Paignton Library, Torquay Library, Brixham Library, and Brixham Town Council. The survey was also promoted via

the Council’s One Torbay residents e-newsletter, Staff News, and on Facebook, NextDoor, Instagram and LinkedIn.

In total, taking into account online and paper surveys, there were **112 responses** to the consultation, including group responses.

2 Response to consultation

Agreement with the vision for healthy neighbourhoods



Agreement with priority 1: healthy spaces for children and young people

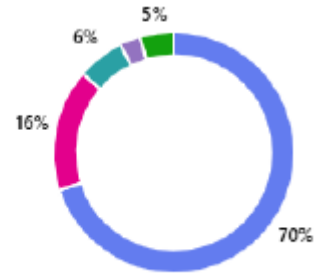


Agreement with priority 2: healthy work



Agreement with priority 3: healthy ageing

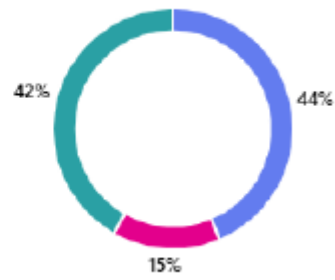
Strongly agree	77
Tend to agree	18
Neither agree nor disagree	7
Tend to disagree	3
Strongly disagree	5



Demographics

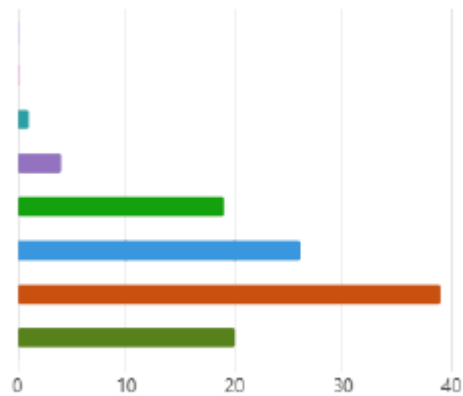
Geographical representation

Torquay	48
Brixham	16
Paignton	46



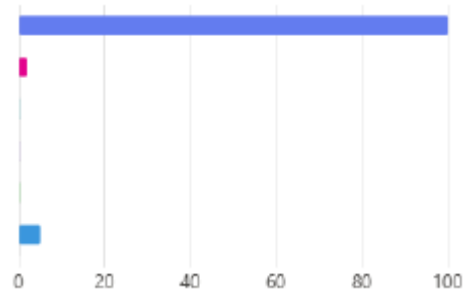
Age

0-15	0
16-24	0
25-34	1
35-44	4
45-54	19
55-64	26
65-74	39
75+	20



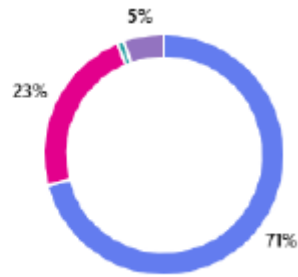
Ethnicity

White	100
Mixed ethnicity	2
Asian or Asian British	0
Black or Black British	0
Chinese	0
Other ethnic group	5



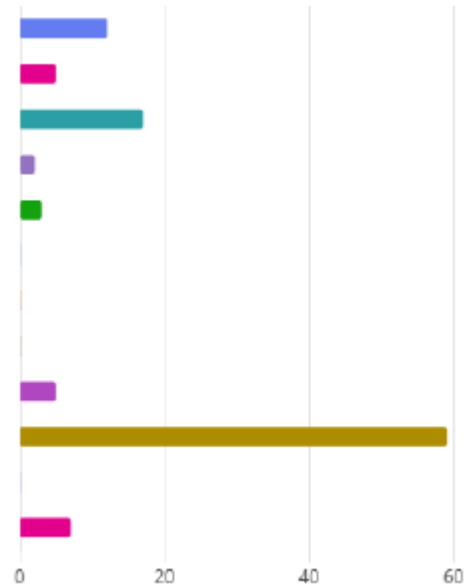
Gender

Female	78
Male	25
In another way	1
Prefer not to say	6



Employment status

Working full-time in Torbay	12
Working full-time elsewhere in Devon	5
Working part-time in Torbay	17
Working part-time elsewhere in Devon	2
Self-employed - full or part time	3
Student	0
Looking after family/home	0
Temporary sick	0
Long term sick	5
Retired	59
Unemployed	0
Other	7



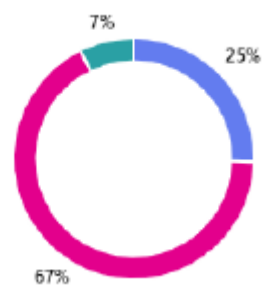
Disability

Yes	43
No	65



Unpaid carer

Yes	28
No	74
Prefer not to say	8



Comments – produced by Torbay Council Communications and Engagement Team.

This summary presents the top themes, concerns and opportunities emerging from all public comments received during the Torbay Health & Wellbeing Strategy consultation. Feedback reflects engagement from residents, community groups, carers, older adults, and people with lived experience of health conditions.

1. Access to Health & Care Services

Access to the NHS—particularly primary care and specialist services—is the most dominant theme across all feedback.

Key issues raised

- Difficulty obtaining GP appointments, especially face-to-face.
 - Loss or reduction of key services including stroke support, cardiac care, dementia workers, and community hospital capacity.
 - Concern about NHS dentistry, with adults and children unable to access care.
 - Anxiety about funding cuts, especially for stroke coordinators and community-based services.
 - Need for better integration between the NHS, social care, housing and voluntary sector.
 - Calls for a clear directory of services and improved support after hospital discharge.
-

2. Transport, Accessibility & Mobility

Transport barriers—particularly for older adults—are a major concern across Torbay.

Key issues raised

- Limited or reduced bus routes in Paignton, Preston and other neighbourhoods (a number citing the 67 bus service in Brixham).
 - Unsafe or inaccessible pavements and drop kerbs, especially for mobility users.
 - Concerns about perceived anti-car policies and the need not to restrict access.
-

3. Children, Young People & Safe Spaces

Residents highlighted a lack of activities and environments for children and young adults.

Key issues raised

- Strong need for youth clubs, sports opportunities and safe indoor/outdoor spaces.
- Desire for better play parks, similar to Paignton, Teignmouth, Dawlish and Shaldon.
- Requests for multi-sports/all-weather areas.

- Concerns about online safety and excessive screen time.
 - Recognition that early years (0–4) must be included in planning.
-

4. Housing, Neighbourhoods & the Local Environment

People want healthier, safer, cleaner neighbourhoods and affordable homes.

Key issues raised

- Growing anxiety about housing affordability, especially for older adults and young single people.
 - Fears about homelessness and fuel poverty among pensioners.
 - Calls to protect and maintain green spaces such as Victoria Park and Oldway Gardens.
 - Concerns about litter, dog fouling and general neighbourhood upkeep.
 - Interest in grants for home improvements and landlord enforcement.
-

5. Prevention, Nutrition, Mental Health & Inequality

Residents believe prevention must be central to the strategy.

Key issues raised

- Strong emphasis on nutrition education, cooking skills and reducing reliance on ultra-processed foods.
 - Mental health support for young men, newly bereaved people, carers and those living alone.
 - The importance of falls prevention, frailty support and community-level activities.
 - Concerns that digital approaches risk excluding those without technology.
 - Calls for better communication, transparency and ongoing co-design with communities.
-

A full list of comments received is available for members to review on request.

3 Post consultation Strategy review

Responses to consultation were predominantly supportive of the neighbourhood health approach, mission, priorities, and three priority action areas identified for year 1.

There was a large proportion of comments in favour of a focus on young people – given the capacity for impact throughout life – and a large proportion supportive of a focus on older adults – given the demographic trends in Torbay. There were also comments emphasizing

the importance of attracting and retaining an active working age population. The three priority action areas in the Strategy cover these areas of the lifecourse, so it is proposed that these are retained.

Mental health was mentioned fairly strongly among responses. Each of the priority action areas has an element of support for mental health and wellbeing underpinning the activity, but this may be an area that the Health and Wellbeing Board may want to take as a separate 'priority to sponsor' in years 2, 3 or 4.

Concerns were expressed around:

- The availability of green space and areas for children and young people, in the light of priority action area one
- The need to demonstrate delivery of the Strategy and to show what has changed as a result
- The importance of working in partnership with local communities when developing and delivering the priority action areas.

These will need to be considered during implementation and the Health and Wellbeing Board may wish to use the second and third point to test out progress on delivery as part of the monitoring process.

Health and Wellbeing Board members agreed at their meeting in March 2026 to nominate a lead member to sponsor each of the three priority delivery areas and to lead reporting on progress back to the Board.

4 Alignment with other Strategies

As highlighted through the last year, the Strategy was developed with an eye to other local strategies including:

- The new Devon Health and Care Strategy

This has a focus on moving to neighbourhood health in the context of the three key shifts set out in the NHS Plan for England:

- Hospital to community
- Analogue to digital
- Treatment to prevention

The Health and Wellbeing Strategy is also designed around neighbourhood health, with a focus on prevention.

- Torbay Corporate Plan, Economic Strategy, Housing and Homelessness Strategies, regeneration plans, and strategic plans relating to Children's and Adults Social Care.

Torbay Adult Social Care Strategy has a vision for 'thriving communities where people can prosper'. Priorities are around helping people to live well and independently, with choice and control.

The vision of the Health and Wellbeing Strategy is aligned to this, with a vision of 'healthy neighbourhoods where people of all ages can live, work and thrive', and actions designed to promote health and independence across all ages and into later life.

Torbay Children and young People's Plan looks to fulfil the target of the Council's Corporate Plan to 'Protect all children and give them the best start in life'.

The Health and Wellbeing Strategy includes an emphasis on the building blocks for promoting health and wellbeing from a young age, with a year 1 priority action area around healthy spaces for children and young people.

Torbay Council Corporate and Community Plan has a vision of a 'healthy, happy and prosperous Torbay' which again aligns with the vision of the Health and Wellbeing Strategy around health promoting neighbourhoods. The strategic themes of the Corporate Plan are community and people, pride in place, and economic growth. As well as emphasising the relationship between the economic and physical health of communities, the Health and Wellbeing Strategy includes a priority action area around health and work.

To be effective, the Health and Wellbeing Strategy will need to be delivered alongside these and other related strategic plans, working closely with all relevant partners.

5. Timetable

The post consultation Strategy is due to be endorsed by the full Council in May 2026.

6. Implementation and monitoring

The Health and Wellbeing Board will receive updates on progress during the year. Members have agreed to review each September their priority delivery areas for the following year.

7. Financial Opportunities and Implications

7.1 None identified

8. Legal Implications

8.1 None identified

9. Engagement and Consultation

9.1 The draft Strategy has been developed with input from stakeholders including Health and Wellbeing Board and Torbay Place Board members, Council teams, commissioners, Local Care Partnership representatives, Voluntary and Community sector colleagues. It incorporates feedback from recent public engagement in relation to the NHS 10 Year Plan including the plan for neighbourhood health.

10. Procurement Implications

10.1 None identified

11. Protecting our naturally inspiring Bay and tackling Climate Change

- 11.1 Promoting health and wellbeing includes enhanced use of our natural green and blue spaces through active travel, physical activity, healthy spaces, and connecting with nature.
- 11.2 Climate change is an identified risk to health through increased infections, population displacement, excess heat and cold, and mental distress. Actions to mitigate the impact are included in our recommendations around health protection and health promotion.

12. Associated Risks

- 12.1 No specific risks are identified. The Strategy is built on tackling the needs and risks to population health highlighted in the Joint Strategic Needs Assessment.

13. Equality Impact Assessment

Protected characteristics under the Equality Act and groups with increased vulnerability	Data and insight	Equality considerations (including any adverse impacts)	Mitigation activities	Responsible department and timeframe for implementing mitigation activities
Age	<p>18 per cent of Torbay residents are under 18 years old.</p> <p>55 per cent of Torbay residents are aged between 18 to 64 years old.</p> <p>27 per cent of Torbay residents are aged 65 and older.</p>	<p>Different age-groups have different health risks; these are highlighted for priority activity.</p>	<p>Strategy includes recommendation to analyse and address inequalities through commissioning.</p> <p>Specific age-groups are included as priorities for support.</p>	<p>Strategic and commissioning partner organisations, over the lifetime of the Strategy.</p>
Carers	<p>At the time of the 2021 census there were 14,900 unpaid carers in Torbay. 5,185 of these provided 50 hours or more of care.</p>	<p>Carers are highlighted as a priority for support.</p>	<p>Strategy includes recommendation to analyse and address inequalities through commissioning.</p> <p>Carers are included as a priority for support.</p>	<p>Strategic and commissioning partner organisations, over the lifetime of the Strategy.</p>
Disability	<p>In the 2021 Census, 23.8% of Torbay residents answered that their day-to-day activities were limited a little or a lot by a physical or mental health condition or illness.</p>	<p>People with physical and mental ill-health and disabilities are highlighted for activity.</p>	<p>Strategy includes recommendation to analyse and address inequalities through commissioning.</p>	<p>Strategic and commissioning partner organisations, over the lifetime of the Strategy.</p>

Gender reassignment	In the 2021 Census, 0.4% of Torbay's community answered that their gender identity was not the same as their sex registered at birth. This proportion is similar to the Southwest and is lower than England.	No differential impact anticipated.	Not applicable	
Marriage and civil partnership	Of those Torbay residents aged 16 and over at the time of 2021 Census, 44.2% of people were married or in a registered civil partnership.	No differential impact anticipated.	Not applicable	
Pregnancy and maternity	Over the period 2010 to 2021, the rate of live births (as a proportion of females aged 15 to 44) has been slightly but significantly higher in Torbay (average of 63.7 per 1,000) than England (60.2) and the South West (58.4). There has been a notable fall in the numbers of live births since the middle of the last decade across all geographical areas.	No differential impact anticipated.	Not applicable	
Race	In the 2021 Census, 96.1% of Torbay residents described their ethnicity as white. This is a higher proportion than the South West and England. Black, Asian and minority ethnic individuals are more likely to live in areas of Torbay classified as being amongst the 20% most deprived areas in England.	No differential impact anticipated.	Impact of deprivation is targeted through the priority programmes. Strategy includes recommendation to analyse and address inequalities through commissioning.	Strategic and commissioning partner organisations, over the lifetime of the Strategy.

Religion and belief	64.8% of Torbay residents who stated that they have a religion in the 2021 census.	No differential impact anticipated.	Not applicable	
Sex	51.3% of Torbay's population are female and 48.7% are male	No differential impact anticipated.	Strategy includes recommendation to analyse and address inequalities through commissioning.	Strategic and commissioning partner organisations, over the lifetime of the Strategy.
Sexual orientation	In the 2021 Census, 3.4% of those in Torbay aged over 16 identified their sexuality as either Lesbian, Gay, Bisexual or, used another term to describe their sexual orientation.	No differential impact anticipated.	Not applicable	
Armed Forces community	In 2021, 3.8% of residents in England reported that they had previously served in the UK armed forces. In Torbay, 5.9 per cent of the population have previously served in the UK armed forces.	No differential impact anticipated.	Not applicable	
Additional considerations				
Socio-economic impacts (Including impacts on child poverty and deprivation)		People in more challenged socio-economic circumstances are at greater risk of poor health and wellbeing and are therefore highlighted for priority activity.	Priority programmes designed to address socio-economic impacts.	Strategic and commissioning partner organisations, over the lifetime of the Strategy.
Public Health impacts (Including impacts on		All programmes are designed to improve population health.	All programmes are designed to improve population health.	Strategic and commissioning partner

the general health of the population of Torbay)				organisations, over the lifetime of the Strategy.
Human Rights impacts		Services and providers will remain cognisant of human rights, including the right to life, health, privacy, education and prohibition of discrimination.	Not applicable	
Child Friendly	Torbay Council is a Child Friendly Council and all staff and Councillors are Corporate Parents and have a responsibility towards cared for and care experienced children and young people.	Highlighted as a priority activity.	Highlighted as one of the priority activities.	Strategic and commissioning partner organisations, over the lifetime of the Strategy.

14. Cumulative Council Impact

- 14.1 The Strategy takes account of priorities and activities across People and Place teams, including economic strategy, adult and children's social care, education and housing.
- 14.2 All teams are expected to take note of the needs and priorities highlighted in the Strategy when developing strategy or commissioning services.

15. Cumulative Community Impacts

- 15.1 All of these programmes involve close partnership working across the Integrated Care System, including voluntary, community and social enterprise (VCSE) sector, and all are intended to promote and improve health across the whole of our population.

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Our Healthy Neighbourhoods

Torbay Health & Wellbeing Strategy

2026-30

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Why do we need a Strategy for Health & Wellbeing?

What is a Health & Wellbeing Strategy?	Why do we need one?	Who is involved?	How does it improve health & wellbeing?
<ul style="list-style-type: none">• A Strategy to address the needs & inequalities of our population & set out our strategic priorities for action	<ul style="list-style-type: none">• To improve health & wellbeing, & reduce inequalities, through working better together	<ul style="list-style-type: none">• All Health & Wellbeing Board partners, in consultation with our community	<ul style="list-style-type: none">• By informing local commissioning• Promoting integration between health & care, housing, economy, transport & environment

Health and Wellbeing Boards bring together local authorities, health and care organisations, police, voluntary sector, and other partners, with the aim of improving health and reducing inequalities.

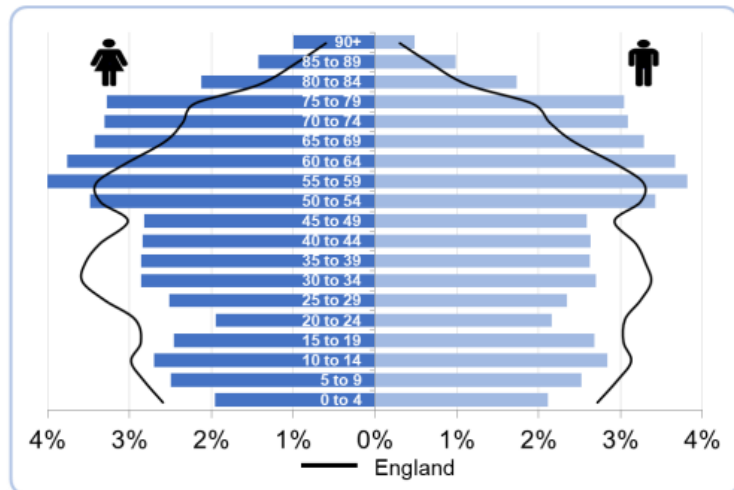
Every Health and Wellbeing Board is required to develop a Health and Wellbeing Strategy setting out the plan for improving the health and wellbeing of the local population. These will be very relevant to the expectations in the NHS 10 Year Plan for the development of *neighbourhood health*.

What could be more important than improving the health and wellbeing of our population?

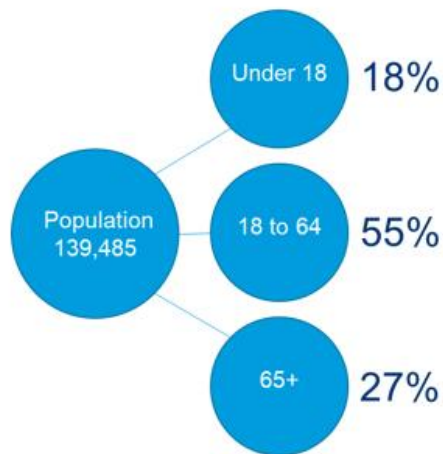
Torbay at a glance

Torbay is a coastal community with comparatively high levels of deprivation, and strong natural and human assets

We have a significantly older age profile than England, with an average age of 49 compared with 40 nationally



We have a much lower working age population than England and the South West



1 in 3 of our residents will be aged 65 and over by 2033



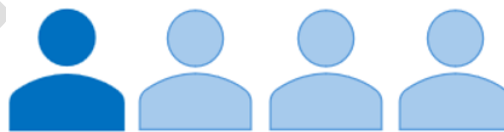
There is 23 years difference in the median age between King's Ash and Wellswood wards



How long we live varies significantly between men and women, and between the different wards in Torbay

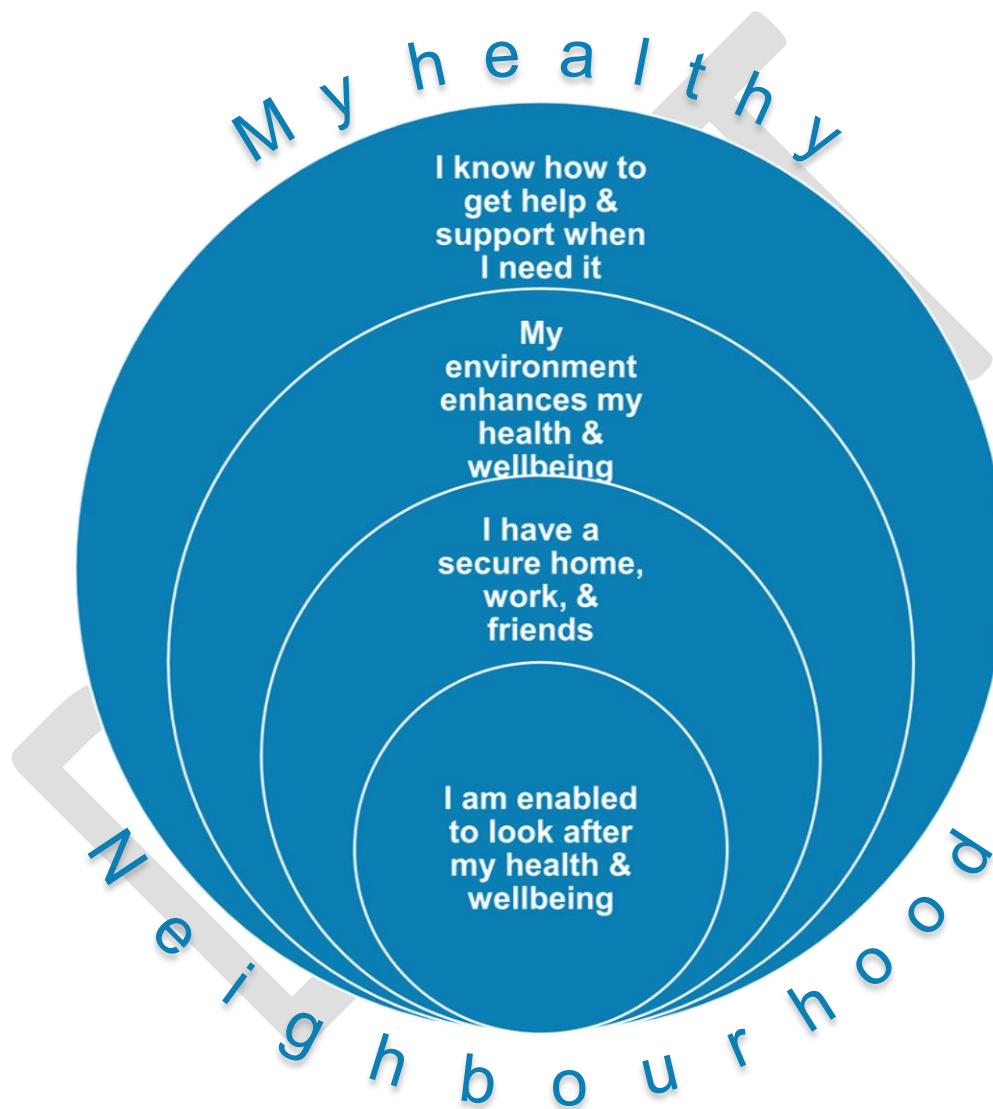


Almost 1 in 4 of our residents have health conditions or disabilities that reduce their ability to carry out day-to-day activities. Numbers are much higher in our more deprived wards



Our vision

*Healthy neighbourhoods where people of all ages
can live, work and thrive*



What makes a healthy neighbourhood?

What does national policy and strategy say?

Under the Government's 'Plan for Change' there are five national missions to deliver a decade of national renewal. All five are relevant to our work as statutory and voluntary partners in Torbay, but there is particular resonance in the focus on economic growth, the NHS, and breaking down the barriers to opportunity through giving every child the best start in life.

In order to build an NHS fit for the future, the 10 year Health Plan for England refocuses health around three key shifts:

- Hospital to community
- Analogue to digital
- Sickness to prevention

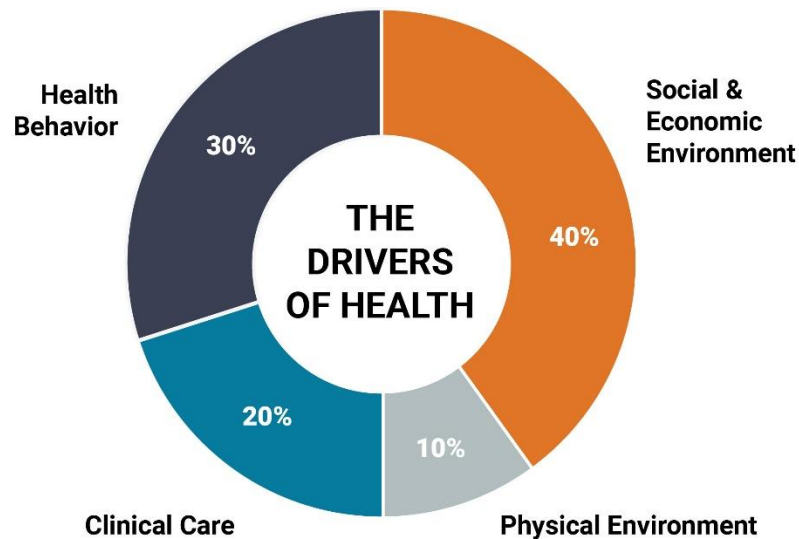
These are supported by the creation of a *neighbourhood health service* in which all care should be as local as it can be - in the home if possible - and digital by default.

Healthy communities, or healthy places, are not new. With an emphasis on prevention, *healthy neighbourhoods* are a function of all the determinants of health working together to influence individual and community wellbeing.



Dahlgren and Whitehead, 1991

Health and care services have a relatively minor influence on our health, with the greater impact from the way we live, and the environment we live in. And when the way we live is so heavily influenced by environmental factors, they indeed play by far the largest role.



Neighbourhood health is not only, or even predominantly, the responsibility of health services. A response to these and similar problems requires the coordinated mobilisation of the assets in a community including communities themselves.

Department of Health & Social Care July 2025

What constitutes a *neighbourhood* is not formally defined. A neighbourhood might be different things to different people, and to different organisations. The important thing is the move to *local* - wherever we live, work and spend our time - and the opportunity to develop local services and programmes in real collaboration with the people who live there.

What are our communities telling us?

Through engagement in Torbay and Devon to inform the NHS Long Term Plan, residents were asked what was important to them in terms of neighbourhood health. This is what they said.

Health promoting communities

Healthy communities are:

- Connected, with strong local networks and support systems
- Inclusive, especially for people with disabilities, older adults, and ethnically diverse communities
- Empowered, with access to information and the ability to shape services

Fair and easy access to support

We want to see:

- Better access to GPs and primary care
- Joined-up services across health, social care, and community support
- Equity in service provision, especially in coastal, rural, and deprived areas
- Digital inclusion:
 - Technology should support—not replace—human care
 - Services must remain accessible to those without digital skills or internet access

Enabling us to look after our own health

We support a shift from treating illness to preventing it, through:

- Health education in schools and communities
- Annual health checks, especially for older people
- Lifestyle support (e.g. healthy eating, exercise, smoking cessation)
- Screening services for early detection
- Not blaming individuals for poor health outcomes

Locally based care

We support moving care from hospitals into communities:

- Services closer to home – providing care that is community-based, accessible, personalised, and empowering
- Increased convenience, and earlier detection through community diagnostic centres and virtual wards


Support to look after our mental and emotional health

We want to see:

- Mental health support in schools
- Early intervention
- Listening to young people's concerns
- More education around mental health and wellbeing
- Accessible community mental health services

In summary

A healthy neighbourhood is somewhere where...



Health & Care services	<ul style="list-style-type: none">•go where people are•are easy to access•are enabling•are designed in partnership•start with prevention
Natural & built environments	<ul style="list-style-type: none">•enhance health & wellbeing•promote physical activity & social connections
Housing, Employment, Education, Transport	<ul style="list-style-type: none">•are suitable & secure•promote health & wellbeing•promote independence•reduce inequalities
Citizens	<ul style="list-style-type: none">•are in charge of their health & wellbeing•are partners in their care•are seen in their context

How will we deliver our vision for neighbourhood health?

This Strategy is designed to influence the implementation of health and wellbeing improvement programmes through the following routes:

- 1 **Highlighting the needs** in our population that all of us developing strategies, or commissioning services, must respond to
- 2 **Summarising the areas of activity** required to address our population needs, in the ways people have said they want to see
- 3 Identifying the **priority areas** we want to focus on as a Health and Wellbeing Board over the next four years.
- 4 Describing the **principles** which underpin our Strategy and how it is implemented.
- 5 Developing a decision framework to guide selection of Health & Wellbeing Board **annual delivery programmes**, sponsored by the Board, to deliver our priorities. These will be reviewed annually but a delivery programme may be continued through more than one year.

What are the needs of our population?

Our key challenges

Economy, housing & inequalities

- Torbay is ranked as the most deprived local authority in the South West and our **economy** is ranked among the weakest in England.
- Average wages are significantly below the regional and national average with less of the population in full-time **employment** than England.
- There is a continuing impact of the pandemic and persistent high **cost of living**, especially in utilities and food.
- Those who live in the most **deprived areas of our communities are disproportionately affected.**
- Torbay has a growing number of households experiencing **fuel poverty**. Old housing stock is particularly fuel inefficient.
- There is a consistent pattern of **worse health and educational outcomes** for those people who live **in more deprived areas.**
- There is significant **variation in health and wellbeing** across the bay.
- In our most affluent areas residents can expect to live on average almost eight years longer than those in our more deprived communities.
- There are significant **gaps in healthy life expectancy** (years in good health) between the most affluent and deprived areas.

Children & young people

- The number of **cared for children** within the local authority remains significantly higher than England. Rates of referrals to children's social care are consistently much higher than England.
- Torbay schools have a significantly higher proportion of pupils requiring **special educational needs** support through an Education, Health & Care Plan than England although the gap has narrowed.
- Persistent pupil **absenteeism** remains at significantly high levels following the pandemic. Rates are much higher among children from our more deprived areas.
- **Teenage pregnancies** (under 18 years) have fallen over the last decade but are still higher than England.
- Our children have **poor oral health**. There are consistently high rates of hospital dental extractions among children due to dental decay, particularly among Torbay's more deprived communities.

Working age adults

- The number of those who are of **working age is projected to fall** over the next 20 years to approximately 50% of the population from its current rate of 55%.
- A consistently high rate of people are **homeless** or threatened with homelessness.
- There are high **levels of vulnerability** in the population, including groups with specialist needs and high levels of mental ill health.
- There are consistently high levels of **self-harm and suicide**.

Older adults

- Torbay has high levels of need requiring **support from Adult Social Care** in the 18 to 64 population and also in the population over 65.
- We have very **high rates of unpaid carers**. The 2021 Census showed that there were 14,900 unpaid carers in Torbay. 5,185 of these provided 50 hours or more of care. This care is disproportionately provided by women.
- We have an **ageing population** with 1 in 3 Torbay residents expected to be 65 and over by the middle of the next decade. This will also put increasing demand on health and social care.

Protecting our health

- **Screening and immunisation** rates are lower than they need to be to protect our population from disease. There have been falls in breast and cervical cancer screening rates, childhood immunisation rates, and HPV vaccination rates in girls, since the pandemic.

Health behaviours

- Approximately **1 in 3 adults in Torbay are obese**. **1 in 4 reception age children** and more than **1 in 3 Year 6 children are overweight or obese**.
- Around **1 in 6 adults in Torbay smoke**.
- There are high levels of **admissions to hospital related to alcohol**, and high levels of preventable deaths from liver disease.

The needs in more detail

More detail about the needs of our population can be found in the annual **[Joint Strategic Needs Assessment and Ward Profiles](#)**

Activities required to address our population needs

These are the overall areas of activity required to address our population needs, in the ways people have said they want to see.

They are intended to be a guide for all of us developing strategies or commissioning services in Torbay.

Economy, housing & inequalities

- Take a **poverty reduction** approach in all policies
- Ensure there are the **jobs, skills, homes & culture** in the Bay that make it attractive to live and work here
- **Start early** – support the pipeline from education into employment
- Recognise the links between health & wealth; **focus on the determinants of health** & wellbeing (jobs, homes, education) as well as access to health & care
- In every intervention, **consider the deprivation gradient** – who has the poorest outcomes & the greatest need? **Target interventions proportionately** to reduce inequalities

Children & young people

- **Focus on prevention and enabling**
- Take a graded approach – from **universal to targeted support** when needed
- Gather a **team around the family** to support healthy development for all our children
- Maintain the **'early help'** approach, getting the right support, when & where it is needed
- **Co-design** interventions with those intended to benefit (eg people with SEND, those who are care experienced)

- Develop interventions that will **break the cycle** of disadvantage, poor health & wellbeing
- Improve access to **good oral health**; focus on prevention

Working age adults

- Strengthen **employment opportunities & skills** for all age groups
- Support & enable people who are **out of work through ill-health** back into employment
- Develop **sufficient housing** for people to live & work in the Bay
- Ensure health & care **reach out into the community, going where people are**
- Make it **normal to talk about mental health**; promote resilience & confidence around the *ways to wellbeing*; increase access to information & support; expand peer support & training

Older adults

- Take an **enabling, 'coaching' approach**, building on people's strengths
- Think **'home first'**, enabling people to stay at home rather than go into hospital or long term care
- **Focus on prevention**; expand *healthy ageing* initiatives enabling people to build their physical, mental and social health & wellbeing
- **Implement Age Friendly** initiatives to promote healthy environments as we age, including housing, transport, planning, employment
- **Support & enable carers** to look after their own health & wellbeing

Protecting our health

- **Increase uptake of immunisation & screening** through targeted promotion & easier access
- Design delivery in partnership with groups or communities who have low uptake

Health behaviours

- Take a **comprehensive approach**: focus on healthy weight, healthy food, healthy environments
- **Focus on enabling** people to manage & improve their own health & wellbeing
- **Start as early as possible** – healthy and unhealthy behaviours are laid in childhood and in some cases before birth
- **Focus on healthy places & spaces** – family hubs, schools, green and blue spaces, workplaces, neighbourhoods

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Identifying our priorities

The needs and activities outlined in this Strategy cover the full breadth of the health and wellbeing of our population.

To work towards our vision for healthy neighbourhoods, we have identified a priority approach which we as a Health and Wellbeing Board, together with our partners, want focus on for the next four years. This is intentionally quite broad, to allow for creative local approaches to improving neighbourhood health and wellbeing.

Our goal is to promote health and wellbeing through health promoting places.

This will involve:

- **looking first at the causes** of health and wellbeing, for example addressing the housing, financial, educational or employment situations that contribute to poor health
- **detecting health problems early** so they can be treated before they worsen, for example identifying high blood pressure and preventing future stroke
- **taking an enabling approach**, building on people's strengths to promote their own health and wellbeing
- **building on our South inequalities strategy** to identify those who have the worst health outcomes and opportunities, and scaling our interventions to support and enable those who need most help the most
- **targeting settings** such as schools, homes or workplaces, **or spaces** such as town centres, transport systems or community areas.

Principles underpinning our Strategy

Approach

- An overarching strategic framework
 - responding to the needs of the Joint Strategic Needs Assessment
 - within the context of developing healthy neighbourhoods
- Annual priority delivery programmes where Health & Wellbeing Board will sponsor delivery

Priorities

- should respond to needs identified in the Joint Strategic Needs Assessment but not attempt to cover too many areas
- should be areas where multi-agency working is needed and where all members of the Health and Wellbeing Board have a role and can contribute

Delivery programmes

- should reduce health and social inequalities
- should be developed through a process of co-design with the populations who are intended to benefit
- should target health through the wider causes of poor health

Interventions

- should be based on good evidence and best practice

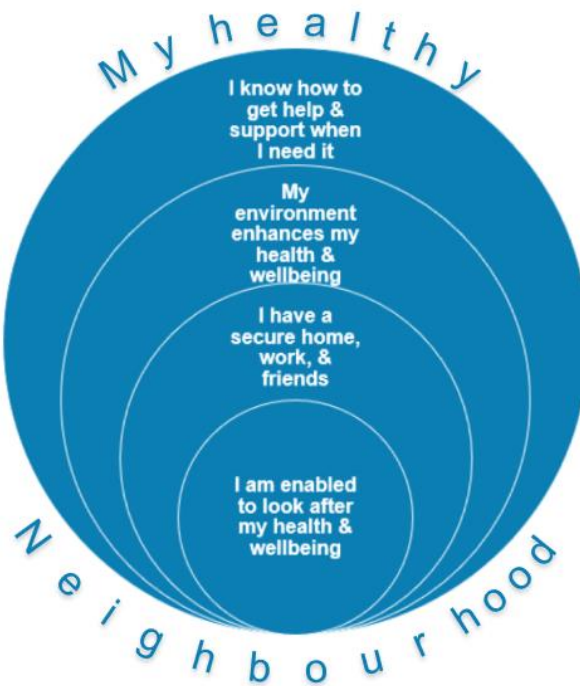
Outcomes

- should be measurable and meaningful to citizens

Our Strategy in summary

Healthy neighbourhoods where people of all ages can live, work and thrive

Our vision



Our aspirations
for health
promoting
neighbourhoods

Health & Care services	<ul style="list-style-type: none"> •go where people are •are easy to access •are enabling •are designed in partnership •start with prevention
Natural & built environments	<ul style="list-style-type: none"> •enhance health & wellbeing •promote physical activity & social connections
Housing, Employment, Education, Transport	<ul style="list-style-type: none"> •are suitable & secure •promote health & wellbeing •promote independence •reduce inequalities
Citizens	<ul style="list-style-type: none"> •are in charge of their health & wellbeing •are partners in their care •are seen in their context

Our priority approach

We will promote healthy neighbourhoods through a focus on preventing poor health, and enabling people to promote their own health and wellbeing, in the places where they live and work

Our activities should:

The principles underpinning our Strategy

- respond to needs identified in the Joint Strategic Needs Assessment
- be areas where multi-agency working is needed and where all members of the Health and Wellbeing Board have a role and can contribute
- reduce health and social inequalities
- be developed through a process of co-design with the populations who are intended to benefit
- target health through the wider causes of poor health
- be based on good evidence and best practice
- be measurable and meaningful to citizens

Annual delivery plans

This is the framework which we will use to guide the selection of Health & Wellbeing Board annual delivery programmes. Programmes will be reviewed annually but a priority programme may be continued through more than one year.

Annual delivery programme selection framework			
What is the target population?	Children & young people	Working age adults	Older adults
Areas of inequality or where intervention may be targeted for best effect	<ul style="list-style-type: none"> • Care experienced • With special educational needs & disabilities • Caring for others • In transition to adult 	<ul style="list-style-type: none"> • Low income households • Not working through ill-health • Caring for others • Insecurely housed 	<ul style="list-style-type: none"> • Pre or prematurely frail • Inactive or isolated • Caring for others • Approaching retirement
What are the target needs?	Needs identified in the Joint Strategic Needs Assessment		
Economic	Lack of jobs & skills Low incomes Unemployment through ill-health Insecure housing, unsuitable accommodation Fuel poverty		
Dependency	Levels of child & adult social care Special educational needs & disabilities Long term health conditions (prevention, early detection, management)		

	Caring responsibilities
Mental & social health & wellbeing	Poor mental health & wellbeing Suicide & self-harm Isolation
Health behaviours	Alcohol, smoking, unhealthy weight, oral health, screening and vaccination
Assessing the programme or intervention	
Neighbourhood approach	How will it promote neighbourhood health?
Evidence base	Is there quality evidence or best practice? Can we adopt learning from other sites? Or do we need primary research / test & learn?
Prevention first	Is it taking a prevention approach?
Enabling approach	Will the intervention build on people's strengths to promote their own health and wellbeing?
Place	What locations or settings are being targeted?
Inequalities	How will the intervention tackle inequalities?
Partnership	Do all partners have a role? Is there scope for co-design?
Added value	Is there scope for innovation? Creativity? Doing things differently?
Outcomes	Are there meaningful success measures?

How we will know if we are having an impact

The Joint Strategic Needs Assessment is our annual barometer of health and wellbeing in our communities and neighbourhoods across the Bay. Many of these measures are longer term, and will show us over time whether progress is being made.

Individual priority delivery programmes will have individual outcome measures. These will include national health indicators but also more short term local indicators agreed by partners. These should reflect the principles of the Strategy, being real and meaningful for those whom the intervention is designed to benefit.

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How we developed this Strategy

This Strategy was developed in collaboration with members of the Torbay Health and Wellbeing Board with input from stakeholders including Local Authority, NHS, and Community and Voluntary Sector partners.

It was informed by insights from local community engagement and consultation with local residents.

It is based on the evidence of the Joint Strategic Needs Assessment for Torbay which sets out the health status of the population including the social and economic factors influencing our health.

Year 1 priority action areas

Overarching theme **Healthy neighbourhoods**

Priority 1 **Healthy spaces**

Target population **Children & young people**

Needs

- Inequalities in opportunity
- Physical ill-health
- Low activity levels
- Poor diet
- Home or school insecurity
- Educational underachievement
- Unreadiness for work

Intervention/s

- Programme of activities to build **physical, mental and social** health and wellbeing
- Junior **work placements**
- Community led **research into homeschooling**
- **Pipeline from education into work** – via Coastal Navigators Network programme
- **SEND/NEET coaching & mentoring** programme
- Child Friendly Torbay – **play** domain

Lead & co-design partners

- Community partnership, Play Torbay collaborative, Torbay Council
- Health & Wellbeing Board partners, NHS, VCSE
- Co-design with families and young people in the lead

Priority 2

Healthy work

Target population

Working age

Needs

- Population not working due to physical and mental ill-health
- NEETs
- Disparities in employment for people with SEND, those who are care experienced, and carers

Intervention/s

- **Connect to Work programme with wraparound:**
- NHS identification of people off work through ill-health
- NHS support for long term conditions (eg mental health, musculo-skeletal)
- VCSE identification and support for those further from employment – confidence, mentoring, buddying, practical and social interventions

Lead & co-design partners

- Torbay Council and Local Care Partnership
- Health & Wellbeing Board partners, Employers, NHS, VCSE
- Co-design with target groups eg care experienced

Priority 3

Healthy ageing

Target population

Older adults

Needs

- Inequalities in life expectancy, frailty onset, ill-health and long term conditions, dependence on formal social care
- **Social isolation**
- **Digital exclusion**
- **Carer** inequalities in health and social wellbeing
- **Housing** insecurity
- **Access** to services and amenities

Intervention/s

- **Age Friendly** activities on housing, transport and health

Lead & co-design partners

Torbay Assembly, Torbay Council, Health & Wellbeing Board partners
Co-design with older adults in Torbay

DRAFT

References

[Joint Strategic Needs Assessment \(JSNA\) and Ward Profiles - Torbay Knowledge and Intelligence](#)

[NHS 10 Year Health Plan - One Devon](#)

[Plan for Change - GOV.UK](#)

[10 Year Health Plan for England: fit for the future - GOV.UK](#)

[Fair society, healthy lives : the Marmot Review : strategic review of health inequalities in England post-2010. - GOV.UK](#)

[Marmot Review 10 Years On - IHE](#)

[Communities And Health | The King's Fund](#)

[Neighbourhood Health: The Idea Isn't Radical But Implementing It Would Be | The King's Fund](#)

[Healthy and safe communities - GOV.UK](#)

[Shaping Places for Healthier Lives: about the programme | Local Government Association](#)

[NHS England » Your invitation to be involved in the National Neighbourhood Health Implementation Programme](#)

[Delivering a neighbourhood health service: what the 10 Year Health Plan means for local integration | NHS Confederation](#)

[Torbay Story - Home](#)

Meeting: Cabinet

Date: 12 May 2026

Wards affected: St Peters with St Marys

Report Title: Gillard Road, Brixham – Public Path Creation Order

Cabinet Member Contact Details: Councillor Chris Lewis, Cabinet Member for Place Development and Economic Growth, chris.lewis@torbay.gov.uk

Director Contact Details: Alan Denby, Director of Pride in Place, alan.denby@torbay.gov.uk

1. Purpose of Report

- 1.1 The proposal seeks consent to convert an existing permissive path running along and off Gillard Road, Brixham into a formally designated Public Right of Way (PROW). This involves changing the current informal, permission based access arrangement into a legally recorded route on Torbay Council's Definitive Map and Statement.
- 1.2 Historically, access has been permitted voluntarily and is therefore subject to withdrawal. The path if designated would become a permanent Public Right of Way with full legal protection and maintenance responsibility assigned to Torbay Council.
- 1.3 The intended outcome is to secure long-term public access, improve certainty for residents and visitors, and support safer, well connected pedestrian movement within the area. Formal designation will ensure the route remains available, enhancing the local walking network and supporting wider community and sustainability goal.

2. Reason for Proposal and its benefits

- 2.1. The proposal in this report will help us deliver our vision of a healthy, happy, and prosperous Torbay by securing a safe, reliable, and accessible walking route for everyday use. By protecting this connection, the proposal strengthens local neighbourhood links and encourages active travel, contributing to healthier lifestyles and stronger community participation fully aligned with the Community and People theme.
- 2.2. The proposal will enhance the Pride in Place by investing in Brixham's local walking infrastructure and improving the quality, certainty, and visibility of an important pedestrian route. Establishing a PROW makes better use of an existing community asset, ensuring that residents and visitors benefit from a well-maintained, attractive, and clearly defined path that supports the town's distinct identity. This helps put residents at the heart of service planning responding to established patterns of public use and need.

- 2.3. The decision if approved will strengthen Torbay's wider sustainable transport network, supporting economic growth by encouraging greater footfall within Brixham, promoting low impact tourism, and improving access to local businesses. A protected PROW demonstrates collaborative working between the Council, landowners, and the community, while also enabling efficient long-term management and reducing risks associated with the potential loss of access.

3. Recommendation(s) / Proposed Decision

- 3.1 That Cabinet recommend to the Adjourned Annual Council meeting on 14 May 2026:

3.1.1 That the Divisional Director for Place Strategy be requested to exercise his delegated powers to authorise the making of a Public Path Creation Order under Section 26 of the Highways Act 1980 in respect of the footpath at/off Gillard Road, Brixham shown edged red on the plan attached as appendix 1.

3.1.2 That the Divisional Director for Place Strategy, in consultation with the Cabinet Member for Place Development and Economic Growth, be given delegated authority to confirm the Order if there are no objections or objections are withdrawn. In circumstances whether there are objections, the Divisional Director for Place Strategy shall seek confirmation of the Order from the Secretary of State.

4. Appendix

Site Plan - Gillard Road, Brixham

5. Background Documents

N/A

Supporting Information

6. Introduction

- 6.1 The existing path running alongside and off Gillard Road, Brixham shown edged red on the plan attached as appendix 1 is presently a permissive path, meaning public access is allowed voluntarily by the landowner but can be withdrawn at any time. Recent uncertainty arose when the land, previously owned by Torbay Coast and Countryside Trust (TCCT), entered liquidation and was placed for sale, raising concerns that public access could be lost without formal protection.
- 6.2 Torbay Council already manages and maintains its existing PROW network, including the Definitive Map and Statement, the legal record of all protected routes. The Council inspects PROWs, works with landowners on maintenance issues, and responds to public reports of problems. However, permissive paths such as this are not included on the Definitive Map and therefore carry no legal protection or maintenance responsibility by the authority.
- 6.3 Because the path is permissive rather than statutory, its continued availability is not guaranteed, particularly given the change in land ownership following liquidation of TCCT. Without PROW designation, the community risks losing an important and safe walking link that residents and visitors rely on. Securing it as a PROW provides legal permanence, supports safe active travel, and aligns with statutory duties to protect and maintain the public rights of way network.
- 6.4 The proposal is therefore to seek to designate the path as a PROW by issuing a Public Path Creation Order under Section 26 of the Highways Act 1980. This is the formal mechanism to follow to legally establish the PROW.

7. Options under consideration

- 7.1 There are several options available to the Council. The Council could continue to rely on landowners' voluntary permission for public access, with no move to legally record the route. This would result in no immediate resource requirement or legal process for the Council to instigate. The do-nothing approach might see the current walking access maintained in the short term. However, public access would remain insecure and could be withdrawn at any time by the new owners. There would be a real possibility of the path being lost in the near future due to the land sale and change of ownership.
- 7.2 An alternative option would be to seek a long-term permissive access agreement with the new landowners without creating a PROW. The advantages of this approach would allow continued public use by agreement and would be a less administratively complex process to follow than a Public Path Creation Order. This approach would nevertheless carry a future risk of the permissive access being withdrawn at any time, even if formalised. This approach would mean there would be no statutory maintenance obligation for the Council, leading to inconsistent quality of the path.
- 7.3 Another option would be to enter into a Public Path Agreement under Section 25, Highways Act 1980 with landowners for the voluntary dedication of the path as a PROW. Following the sale of the TCCT land, ownership of the land over which the path runs will however be fragmented and negotiations likely to be protracted.

- 7.3 The preferred option is to seek a Public Path Creation Order. This will provide a permanent, legally protected PROW that cannot be removed except through formal legal processes. It would support wider active travel, wellbeing, and connectivity goals and allow the Council to maintain the path to required standards, improving safety and accessibility for residents and visitors. This approach will require the completion of statutory processes, including notices and potential consultation or objections. It will also generate ongoing maintenance responsibilities and associated costs for the Council.

8. Financial Opportunities and Implications

- 8.1 Once the permissive path is designated as a PROW, Torbay Council will assume responsibility for maintaining it as part of the legally recorded PROW network. This includes inspection, addressing safety issues, vegetation management, and ensuring the route remains unobstructed consistent with the Council's current duties for PROWs. Furthermore, reasonable adjustments may be required should it be established the pathway fails to reach the required accessibility standards. These activities will require allocation of staff time within the Highways and Green Infrastructure teams and may incur minor works costs depending on the condition of the route once brought into the statutory network.
- 8.2 Establishing the route as a PROW under a Public Path Creation Order requires a formal process, including, notices, potential consultation, and drafting of an Order and, if confirmed, a Definitive Map Modification Order. This process will involve officer time, publication and administrative costs and legal costs if objections are lodged and are not withdrawn.
- 8.3 Failure to secure the route could lead to additional costs in the future for example, identifying or constructing alternative access, negotiating with new landowners, or responding to community concerns. The urgency created by the recent disposal of the land at auction highlights the risk of access being withdrawn if formal designation does not proceed. Formalising the route therefore helps avoid future costs arising from lost connectivity or the need for new infrastructure.
- 8.4 Designating the path maximises an existing community asset, aligning with Torbay Council's approach to efficient use of resources and the strategic aim of supporting active travel through the rights of way network. The Council already holds structures, processes, and teams for maintaining PROWs, meaning the addition of this route creates only proportionate incremental cost within an existing service framework.
- 8.5 There is a possibility for claims for compensation for loss caused by a Public Path Creation Order. The level of compensation payable is limited to the value of an interest of a person owning the land being depreciated or the owners of the land being able to demonstrate they have suffered damage by being disturbed in their enjoyment of the land, in consequence of the coming into operation of a Public Path Creation Order.

9. Legal Implications

- 9.1 Under Section 26, Highways Act 1980 the Council can make a Public Path Creation Order, imposing a footpath on a landowner. The Council must consider there is need for a footpath, having regard to:
- the extent to which the path would add to the convenience or enjoyment of a substantial section of the public, or to the convenience of residents in the area.

- the effect that the creation of the path would have on the rights of those interested in the land, having considered provisions available for payment of compensation.
- 9.2 The Council must be satisfied that, on both criteria, it is expedient to make the Order. This applies in respect of the principle of the footpath but also to the detail of its alignment, length and width. Due regard must be given to the needs of agriculture and forestry and to the desirability of conserving flora and fauna and geological and physiographical features. The Council must balance the public interest in creation of the public path against the private interest of the landowner.
- 9.3 The Order, once made, is open to objection and is subject to confirmation.
- 9.4 Where the Order is opposed (where objections are lodged and are not withdrawn) the Order will have to be confirmed by the Secretary of State. Where it is unopposed, it may be confirmed by the Council. In either case, the confirming body must have regard to any material provision of a rights of way improvement plan prepared by the Highway Authority.
- 9.5 Where objections have been lodged there will be a public inquiry or, alternatively, a public hearing into the objections at which the landowner and any other objector may appear to oppose the confirmation of the Order. The effect of the Order is to acquire compulsorily the right for the public to pass over the land, but not to acquire ownership of the land.9.6 In addition, the Wildlife and Countryside Act 1981, Section 53 establishes the legal mechanism for modifying the Definitive Map and Statement where a public right of way should be added. Local authorities, including Torbay Council, maintain a statutory Definitive Map, which is the conclusive legal record of public rights of way.
- 9.7 Once recorded on the Definitive Map, the Council becomes legally responsible for keeping the route unobstructed and safe for use. In addition, it will be responsible for ensuring legal compliance by landowners in preventing obstruction or interference with the right of way. The Council must also maintain clear signage and ensure the path remains accessible, consistent with its responsibilities for the wider PROW network.

10. Engagement and Consultation

- 10.1 Brixham Town Council played a direct role in prompting Torbay Council to explore the protection of the route. They formally approached the Council to act, highlighting the path's importance to the community and advocating for long-term protection.
- 10.2 Consultation has included notifying the Liquidators handling the sale of the land, ensuring they are aware of the Council's intention to pursue statutory protection. This forms part of early landowner engagement.

11. Procurement Implications

- 11.1 At this stage, the proposal to designate Gillard Road path as a PROW is primarily a statutory and administrative process, involving the preparation of a Public Path Creation Order, consultation, notice publication and officer time.

- 11.2 As such, no significant external procurement of goods, services, or works is anticipated at this stage. Any work arising (e.g., signage installation, minor path surfacing, vegetation clearance) would likely fall within existing Highways and Green Infrastructure operational budgets and frameworks and be delivered by the Council's existing contracted partners.

12. Protecting our naturally inspiring Bay and tackling Climate Change

- 12.1 The designation of the route as a PROW does not involve constructing new infrastructure or commissioning new buildings, fleet, ICT, or energy consuming assets. Any future minor maintenance (e.g., signage, vegetation management) would fall within normal PROW operations and would not introduce significant new emissions.
- 12.2 PROW support active travel by providing carefree routes for walking. Strengthening such networks can help reduce transport emissions. The path already exists and is in longstanding community use. Designation as a PROW does not require physical alteration of the landscape. It may help maintain the land in a more consistent and environmentally sensitive state by ensuring vegetation management is carried out appropriately, avoiding unmanaged deterioration or overgrowth and protecting the route from inappropriate obstruction.

13. Associated Risks

- 13.1 If the path is not designated as a PROW, the community risks losing access entirely. The land has recently been sold following the liquidation of TCCT, and permissive access may be withdrawn at any time by the new landowners. This risk has already been highlighted publicly, and concern has been expressed by Brixham Town Council and residents.
- 13.2 The path is an important pedestrian link used by residents and visitors. Losing it would remove a safe, traffic free walking route, undermine active travel objectives and potentially increase reliance on motorised transport. Public footpaths provide important networks for walking and access to nature.
- 13.3 If access is lost, the Council may face pressure to identify, negotiate, purchase, or construct an alternative route. This could result in significantly higher long-term financial burden compared with securing the existing route now. Evidence shows the current route is already valued and well used, meaning replacing it would be difficult and costly.
- 13.4 A Public Path Creation Order is open to objection. Where the Order is opposed and objections not withdrawn the Order will have to be confirmed by the Secretary of State. There will be a public inquiry or, alternatively, a public hearing into the objections and potential costs implications.
- 13.5 Landowners may claim compensation for depreciation or disturbance as a consequence of a Public Path Creation Order.

14. Equality Impact Assessment

Protected characteristics under the Equality Act and groups with increased vulnerability	Data and insight	Equality considerations (including any adverse impacts)	Mitigation activities	Responsible department and timeframe for implementing mitigation activities
Age	<ul style="list-style-type: none"> 18% of Torbay residents are aged under 18 years old. 55% of Torbay residents are aged between 18 to 64 years old. 27% of Torbay residents are aged 65 and older. 	Improve community engagement with opportunities for the wider community of all ages.	No adverse impact.	Not applicable
Carers	<ul style="list-style-type: none"> At the time of the 2021 census there were 14,900 unpaid carers in Torbay. 5,185 of these carers provided 50 hours or more of care. 	No differential impact specific to this group	Not applicable.	Not applicable
Care experienced	<ul style="list-style-type: none"> As of January 2026, there were 277 former care experienced young people aged 18-24 in Torbay. 	No differential impact specific to this group	No adverse impact.	Not applicable
Disability	<ul style="list-style-type: none"> In the 2021 Census, 23.9% of Torbay residents answered that their day-to-day activities were limited 	It is recognised that people with disabilities especially those who use wheelchairs face numerous barriers to	Highways to provide an assessment of the paths current accessibility standards.	Highways and Green Infrastructure team.

	<p>a little or a lot by a physical or mental health condition or illness.</p>	<p>accessing green space. This includes difficulties using wheelchairs on uneven ground and navigating steep gradients.</p> <p>The accessibility of the path and its suitability for wheelchair users is yet to be determined.</p>		
<p>Gender reassignment</p> <p>Page 68</p>	<ul style="list-style-type: none"> In the 2021 Census, 0.4% of Torbay's community answered that their gender identity was not the same as their sex registered at birth. 	<p>No differential impact specific to this group</p>	<p>No adverse impact.</p>	<p>Not applicable</p>
<p>Marriage and civil partnership</p>	<ul style="list-style-type: none"> Of those Torbay residents aged 16 and over at the time of 2021 Census, 44.2% of people were married or in a registered civil partnership. 	<p>No differential impact specific to this group</p>	<p>Not applicable.</p>	<p>Not applicable</p>
<p>Pregnancy and maternity</p>	<ul style="list-style-type: none"> Between 2013 and 2024, the rate of live births (as a proportion of females aged 15 to 44) has been slightly but significantly higher in Torbay (average of 56.0 per 1,000) than the 	<p>No differential impact specific to this group</p>	<p>No adverse impact.</p>	<p>Not applicable</p>

	<p>Southwest (53.4) and broadly in line with England (56.3).</p> <ul style="list-style-type: none"> For the period 2022 to 2024, rates in Torbay (44.6) have been significantly below England (50.0). 			
Race	<p>In the 2021 Census, 96.1% of Torbay residents described their ethnicity as the following:</p> <ul style="list-style-type: none"> 1.6% as Asian, Asian British or Asian Welsh 0.3% as Black, Black British, Black Welsh, Caribbean or African 1.5% as being of Mixed or Multiple ethnic groups 96.1% as White 0.4% described their ethnicity another way. <ul style="list-style-type: none"> Black, Asian and minoritised ethnic communities are more likely to live in areas of Torbay classified as being amongst the 20% most deprived areas in England. 	No differential impact specific to this group	No adverse impact.	Not applicable
Religion and belief	<p>The 2021 Census showed that the residents in Torbay identify their religion and/or belief as the following;</p> <ul style="list-style-type: none"> 48.5% are Christian 	No differential impact specific to this group	No adverse impact.	Not applicable

	<ul style="list-style-type: none"> • 0.4% are Buddhist • 0.2% are Hindu • 0.6% are Muslim • Less than 0.1% are Sikh • 0.1% are Jewish • 0.7% have another religion • 43.2% have no religion • 6.3% did not answer 			
Sex	<ul style="list-style-type: none"> • 51.3% of Torbay's population are female. • 48.7% of Torbay's population are male. 	No differential impact specific to this group	No adverse impact.	Not applicable
Sexual orientation	<p>In the 2021 Census, residents described their sexuality as follows;</p> <ul style="list-style-type: none"> • 89% as Straight or Heterosexual • 1.7% as Gay or Lesbian • 1.1% as Bisexual • 0.1% as Pansexual • 0.1% described their sexuality another way • 7.4% of people didn't answer the question 	No differential impact specific to this group	No adverse impact.	Not applicable
Armed Forces Community	<ul style="list-style-type: none"> • In 2021, 3.8% of residents in England reported that they had previously served in the UK armed forces. • In Torbay, 5.9% of the population have previously served in the UK armed forces. 	No differential impact specific to this group	Not applicable.	Not applicable

Additional considerations				
Socio-economic impacts (Including impacts on child poverty and deprivation)	<ul style="list-style-type: none"> Torbay is ranked as the 39th most deprived upper tier local authority in England in the Index of Multiple Deprivation 2025. 	No differential impact specific to this group	Not applicable.	Not applicable
Public Health impacts (Including impacts on the general health of the population of Torbay)	<ul style="list-style-type: none"> For the five-year period 2020 to 2024, data shows there is a 6-year life expectancy gap between males who live in Torbay's least and most deprived areas and, a 3-year gap for females. 	Improve community health whilst contributing to healthier lifestyles and stronger community participation.	Access to Green Space provides various known benefits and promotes exercise.	Not applicable
Human Rights impacts		The proposal raises implications under the First Protocol Article 1 of the Human Rights Act 1998 which protects a person's peaceful enjoyment of his possessions (including property). It is considered that the making of a public path creation order (PPCO), for the reasons set out in this report, is in the public interest and the interference with the peaceful enjoyment of landowners' property proportionate having regard to legitimate aims in pursuing the proposed PPCO.	Appropriate engagement with the landowners.	Finance

Child Friendly		No differential impact specific to this group	No adverse impact.	Not applicable
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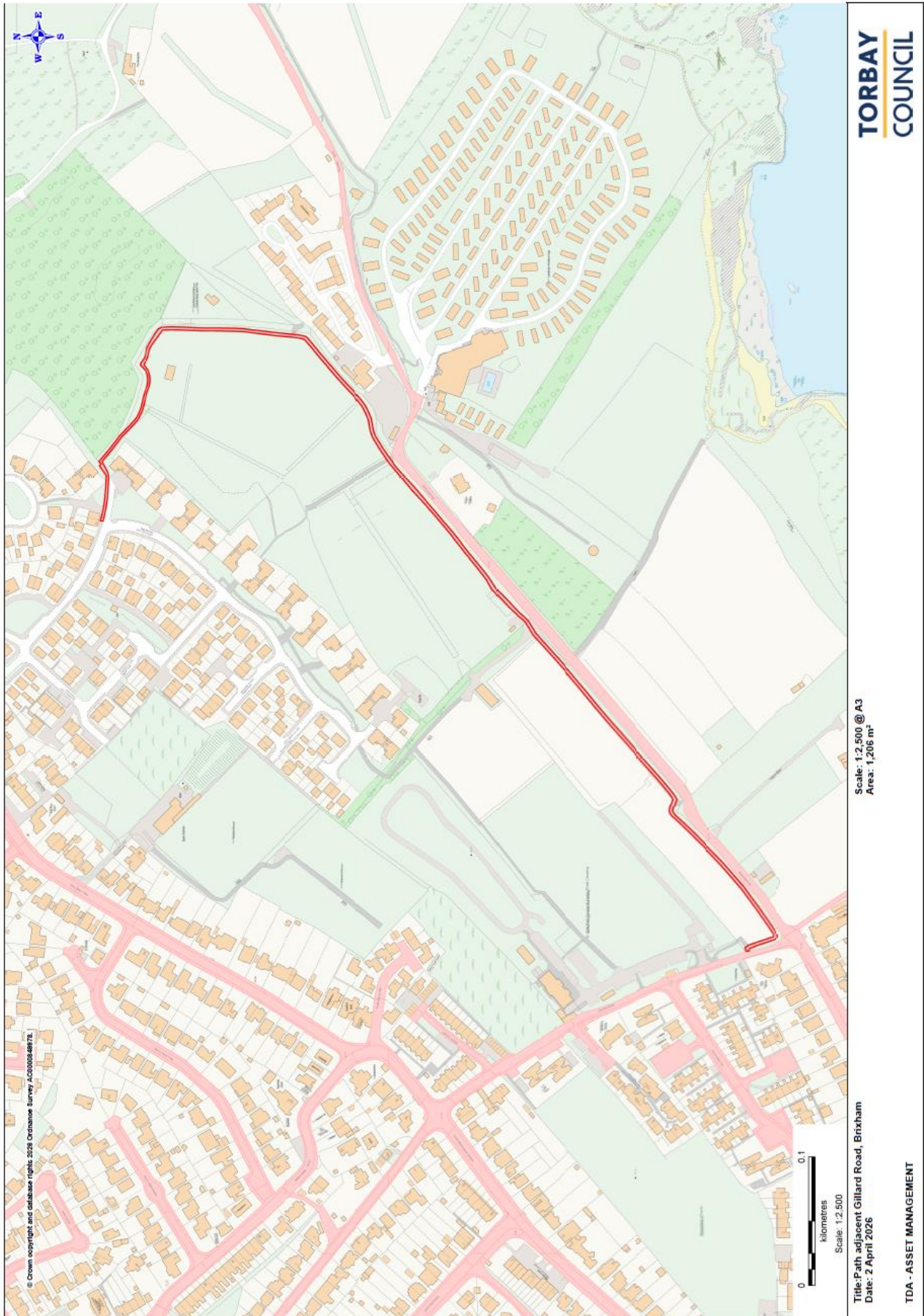
15. Cumulative Council Impact

15.1 None

16 Cumulative Community Impacts

16.1 None

Appendix – Site Plan: Gillard Road, Brixham



Lessons Learned from the Call-in of the Cabinet's Decision on the Implementation of the English Riviera Beach Standards – Report of the Overview and Scrutiny Board

Report to Cabinet on 12 May 2026

Background

1. The Overview and Scrutiny Board met on 11 March 2026 to consider details of a call-in by five Members of the Council of the decision of the Cabinet regarding the implementation of the English Riviera Beach Standards (ERBS). The Call-in Promoter, Councillor Law explained her reasons for the call-in as set out in the submitted call-in notice. Members discussed concerns over lack of consultation and engagement in the development of the ERBS, evidence around zones for different activities and potential impacts on safety, and what benefit the ERBS had over the current Blue Flag scheme in terms of water quality and testing.
2. The Cabinet Member for Pride in Place, Transport and Parking, Councillor Billings responded to each of the questions raised by the call-in notice – a detailed written response has been published on the website see [\(Public Pack\)Implementation of English Riviera Beach Standards Call-in Response Agenda Supplement for Overview and Scrutiny Board, 11/03/2026 17:30](#).
3. The key points included that the ERBS:
 - Would apply to all beaches in Torbay, whereas the Blue Flag scheme only applied to six beaches, namely Breakwater, Brixham; Broadsands, Paignton; Meadfoot, Torquay; Oddicombe, Torquay; Preston, Paignton; and Torre Abbey Sands, Torquay. This did not include the most popular beach which was Goodrington.
 - Would be used as a tool to promote all of the Council's beaches and include visual inspections by SWISCo and Harbour staff in addition to the formal water quality tests carried out by the Environment Agency.
 - Would enable the Council to invest the funding previously allocated to Blue Flags to be spent locally on improvements to the beaches and facilities.
4. The Board heard representations from Ms Julie Brandon (member of the public) and Ms Grace Clifford (Ocean Conservation Trust). Ms Clifford welcomed working with the Council in the future to help promote Torbay's beaches and encourage use by as many people as possible utilising the expertise from the Ocean Conservation Trust.

5. The Board following recommendations to the Cabinet. On being put to the vote, the motion was declared carried unanimously.

6. Recommendations

That the Cabinet be recommended:

6.1 that no further action be taken in respect of the call-in of the Cabinet's decision on the implementation of the English Riviera Beach Standards; and

6.2 that Cabinet be recommended to consider the lessons learned from the call-in of the Cabinet's decision on the implementation of the English Riviera Beach Standards regarding communication and engagement and review their approach to future decisions; and to include the Ocean Conservation Trust in the stakeholder panel.

For information only:

The Overview and Scrutiny Board will receive an annual update on the effectiveness of the implementation of the new English Riviera Beach Standards.

TORBAY COUNCIL

Cabinet Response to the recommendations of the Overview and Scrutiny Board – Lessons Learned from the Call-in of the Cabinet’s Decision on the Implementation of the English Riviera Beach Standards

Recommendation 1:

That Cabinet be recommended to consider the lessons learned from the call-in of the Cabinet’s decision on the implementation of the English Riviera Beach Standards regarding communication and engagement and review their approach to future decisions; and to include the Ocean Conservation Trust in the stakeholder panel

Response/Update:

Cabinet acknowledges the strength of feeling and the criticism expressed by Members during the call-in and scrutiny of the decision to implement the English Riviera Beach Standards. Members raised concerns about the timing, clarity and reach of communications; the degree, consistency and sequencing of engagement with key stakeholders; and the need to ensure any changes are introduced with a clear evidence base, clear rationale and appropriate transitional arrangements.

In response to the recommendation, Cabinet will strengthen the stakeholder arrangements that support beach management and standards. The Ocean Conservation Trust will be invited to join the stakeholder panel to ensure conservation and education expertise is embedded in ongoing work, alongside other relevant partners and service interests.

To ensure improvements are sustained, any future changes to beach standards (or associated operational arrangements) will be managed using the following approach:

1. **Early scoping and evidence** – a short options appraisal will be prepared at an early stage, setting out the evidence base, objectives, risks, costs, benefits and feasible alternatives (including “do nothing”).
2. **Stakeholder panel engagement** – proposals will be discussed with the stakeholder panel at formative stages, with the panel used to test assumptions, identify unintended consequences and shape mitigations before any decision is taken.
3. **Member engagement** – relevant Members (including Ward Members where appropriate) will be briefed early with a clear summary of proposals, timeline and decision route, so that local insight can inform development.

4. **Communication and engagement plan** – a proportionate communications plan will be produced for each substantive change, including: audiences, key messages, channels, timing, and who is responsible for delivery and sign-off.
5. **Transparent decision-making** – Cabinet reports will include a clear statement of consultation/engagement undertaken, what was heard, and how that feedback influenced the recommended option.

Cabinet will ensure that these steps are applied proportionately, with the level of engagement and documentation reflecting the scale and impact of the proposed change.

Meeting: Cabinet

Date: 12 May 2026

Wards affected: All

Report Title: Child Friendly Torbay – Action Plan

When does the decision need to be implemented?

Cabinet Member Contact Details: Councillor Bye, Lead Cabinet Member for Children’s Services

Director Contact Details: Anne-Marie Bond, Chief Executive

1. Purpose of Report

- 1.1. This report seeks Cabinet endorsement of Torbay’s *Child Friendly Torbay – Action Plan* to support Torbay’s submission for UNICEF UK *Certificate of Commitment*.

2. Reason for Proposal and its benefits

- 2.1. The Child Friendly Action Plan will help us to deliver our vision of a healthy, happy, and prosperous Torbay by embedding a child rights approach across the Council and its partners, ensuring that the rights, voices and lived experiences of children and young people are at the heart of local decision-making. The Action Plan sets out clear priority areas and outcomes to improve how safe, healthy and included children and young people feel in Torbay, alongside a monitoring framework to track progress and drive continuous improvement. Whilst UNICEF are ending their Child Friendly programme in the UK, there is an opportunity to receive endorsement from them through the approval of our plan receiving UNICEF ‘Certification of Commitment’ as a Child Friendly Community. by demonstrating a robust, evidence-led and deliverable programme of activity.
- 2.2. The reasons for the proposal, and need for the decision are to agree and endorse a sustainable, partnership-led Action Plan that responds directly to what children and young people have told us through extensive consultation (1,860 voices captured) and provides a clear route to delivery, governance and accountability. The Action Plan focuses on the issues most consistently raised by children and young people, including feeling unsafe in town centres and some parks, needing better access to mental health and healthcare support, and wanting clearer information and meaningful involvement in decisions. It also formalises the Council’s commitment to a child rights-based approach through training, improved participation structures (including youth governance), and the routine use of child rights impact assessment in policy and service design. UNICEF have confirmed that the

Action Plan and governance arrangements will likely meet UNICEF's criteria when submitted.

2.3. The benefits of this proposal are summarised as follows:

- Improved safety and public spaces for children and young people, through child-informed safer streets activity, urban planning and the Play Improvement Strategy, supported by ongoing consultation and perception measures.
- Better health and wellbeing outcomes, by addressing barriers to access for mental health and healthcare support, strengthening health and wellbeing information, and improving how council-led services respond to children's needs.
- Stronger participation and trust, by developing consistent mechanisms for children and young people to influence decisions and by demonstrating "you said, we did" feedback so children can see the impact of their involvement.
- A more child-friendly culture across the workforce and partnership, through rolling out child rights education and training (including applied approaches such as Childs Rights Impact Assessments (CRIA) and implementing a Childs Rights Based Approach (CRBA)), improving confidence and consistency in practice.
- Clearer accountability and performance oversight, via dashboards, milestones, audits and annual surveys to evidence progress, identify gaps, and target improvement activity.
- Progression towards UNICEF Child Friendly certification, strengthening Torbay's reputation as a place that actively respects and upholds children's rights and helps children and young people to thrive.

3. Recommendation(s) / Proposed Decision

- 3.1. That Cabinet approves the *Child Friendly Torbay – Action Plan* (Appendix 1) and endorses it as the framework for delivering Torbay's commitment to embedding children's rights in decision-making, and approves submission of the same to UNICEF, in order to receive their 'Certification of Commitment'.
- 3.2. That Cabinet delegates authority to the Chief Executive to oversee implementation and governance arrangements for delivery of the Action Plan, including agreeing any minor amendments required to reflect the final UNICEF requirements, and to receive regular progress updates through established governance and scrutiny routes.

4. Appendices

Appendix 1: Child Friendly Action Plan

Appendix 2: UNICEF Certificate of Commitment Guidance

Appendix 3: Governance Structure Chart

5. Background Documents

- None

Supporting Information

6. Introduction

- 6.1. Torbay Council has been part of the original UK Committee for UNICEF (UNICEF UK) *Child Friendly Cities & Communities* programme. The programme supports councils and partners to embed a child rights-based approach, guided by the United Nations Convention on the Rights of the Child, so that children and young people have a meaningful say in—and benefit from—the local decisions, services and spaces that shape their lives. Torbay’s participation has been underpinned by partnership working and by a commitment to listen to children and young people and translate what we hear into measurable, sustained improvement. This work has been supported by a shared, cross-party commitment to improving outcomes for children and young people.
- 6.2. UNICEF UK has advised participating areas that it will cease delivery of the full *Child Friendly Cities & Communities* programme and is replacing the former programme offer with a revised *Certificate of Commitment* approach. The purpose of this report is therefore to seek Cabinet endorsement of Torbay’s *Certification of Commitment* submission, including the accompanying *Child Friendly Torbay – Action Plan* (Appendix 1). This Cabinet decision forms Torbay’s local sign-off stage, following UNICEF UK sign-off of the final Action Plan, and—if awarded— Certification of Commitment lasts for a three-year period.
- 6.3. The Action Plan has been developed through an extensive programme of engagement and consultation with children and young people, supported by partners and informed by local data and insight. This consultation produced a robust evidence base (1,860 voices captured) and a needs assessment that identified the issues children and young people most consistently raised about living in Torbay. Key themes included: feeling unsafe in parts of Torbay (particularly town centres and some parks and play spaces), wanting improved access to mental health support and healthcare, and wanting clearer information and more meaningful involvement in decisions that affect them. This evidence base has directly shaped the priorities, milestones and measures within the Action Plan.
- 6.4. UNICEF UK’s Certificate of Commitment guidance requires participating areas to evidence three minimum criteria: an Action Plan that sets out how a child rights-based approach will be embedded to address local priorities identified by children and young people; a strong decision-making governance structure with clear roles, responsibilities and reporting; and the continued leadership and participation of children and young people in decision-making, delivery and review. Torbay’s Action Plan and governance arrangements have been developed to meet these minimum criteria and ensure that children and young people remain central throughout implementation and ongoing evaluation.
- 6.5. The resulting Action Plan focuses Torbay’s work into clear priority areas and outcomes, supported by dashboards, milestones, and ongoing annual engagement to measure progress and maintain accountability. It is designed to demonstrate clear, systemic and sustained change aligned to a child rights-based approach, and to provide a credible and deliverable commitment through the UNICEF process.

- 6.6. Alongside direct engagement with children and young people, the programme has included wider partner involvement through the Child Friendly governance structure. Partners contributed to the needs assessment and participated in the Discovery activity (including the Discovery Day). UNICEF child rights learning has also been offered to councillors, staff and partners to support consistent practice as the programme moves into delivery.

7. Options under consideration

- 7.1. No other options have been considered.

8. Financial Opportunities and Implications

- 8.1. It is envisaged that the Action Plan will be delivered primarily within existing resources. Any additional resource requirements (for example training, engagement activity) will be scoped through delivery planning and managed through existing budget processes. Aligning activity to shared priorities provides an opportunity to better target existing spend and avoid duplication, while embedding a child rights-based approach may help reduce avoidable costs arising from unintended impacts of decisions.

9. Legal Implications

- 9.1. None.

10. Engagement and Consultation

- 10.1. Engagement and consultation have been central to the development of the Child Friendly Torbay – Action Plan and UNICEF Certificate of Commitment submission. A programme of engagement was delivered with children and young people across Torbay to understand what matters most to them, what needs to change, and what “good” looks like in practice. This generated a strong local evidence base (1,860 voices captured) which informed the needs assessment and directly shaped the priorities, outcomes and milestones within the Action Plan.
- 10.2. Engagement activity was designed to be inclusive and to reach children and young people from different backgrounds, communities and settings. This included working through established youth participation routes and in partnership with schools, services and community organisations to maximise reach and ensure that the voices of children and young people who experience vulnerability or disadvantage were represented. Engagement and consultation also took place with key partners through the Child Friendly governance arrangements.
- 10.3. Ongoing engagement is embedded within the delivery approach. UNICEF guidance requires that children and young people continue to lead and participate in decision-making, delivery and ongoing review of the Action Plan. Torbay will therefore maintain “you said, we did” feedback loops and use regular engagement (including annual activity) to track whether children and young people feel safer, healthier and more included, and to adjust delivery priorities where required

11. Procurement Implications

11.1. None

12. Protecting our naturally inspiring Bay and tackling Climate Change

12.1. N/A

13. Associated Risks

- 13.1. **Risk if the proposal is not implemented:** If the proposal to endorse the Action Plan is not accepted then Torbay will not secure UNICEF Certification of Commitment and will lose a clear, agreed framework for embedding a child rights-based approach. These risks reduced momentum and accountability for addressing the priorities raised by children and young people through consultation, and may weaken trust and ongoing engagement
- 13.2 **Risks associated with making the decision (and implementation):** The key risks are delivery and sustainability risks—if capacity, partner commitment, governance or performance monitoring are not maintained over the three-year period, delivery could slip and progress may be difficult to evidence. There is also a risk that CRIA and workforce development requirements are not embedded consistently in day-to-day decision-making, which could reduce the programme’s intended impact and risk falling short of UNICEF expectations.

14. Equality Impact Assessment

Protected characteristics under the Equality Act and groups with increased vulnerability	Data and insight	Equality considerations (including any adverse impacts)	Mitigation activities	Responsible department and timeframe for implementing mitigation activities
Age Page 84	<ul style="list-style-type: none"> 18% of Torbay residents are aged under 18 years old. 55% of Torbay residents are aged between 18 to 64 years old. 27% of Torbay residents are aged 65 and older. 	<p>This proposal is specifically intended to advance equality of opportunity for children and young people (aged under 18) by embedding a child rights-based approach and ensuring their views inform decisions that affect them. Positive impacts are expected for children and young people across Torbay, particularly through actions focused on safety, health and inclusion.</p> <p>Potential adverse impacts relate mainly to unequal participation and access: some groups of children and young people may be less likely to engage (e.g., younger children, care experienced young people, those with SEND, or those facing disadvantage), which could mean priorities reflect the views of those who find it easier to participate. There is also a risk that changes designed around children and young people could be</p>	<p>inclusive engagement methods, targeted outreach to under-represented groups, accessible formats, and ongoing monitoring/“you said, we did” feedback</p>	<p>Various</p>

		perceived as having limited direct benefit for adult and older residents ; however, the action plan includes place-based and community-focused improvements that are intended to benefit the wider community as well as children and young people.		
Carers	<ul style="list-style-type: none"> At the time of the 2021 census there were 14,900 unpaid carers in Torbay. 5,185 of these carers provided 50 hours or more of care. 	The proposals are intended to have a positive impact on children and young people by embedding a child- focused and rights- based approach to decision- making and delivery. Some children and young people have caring responsibilities, which may make participation more challenging if engagement approaches are inflexible.	To mitigate this, delivery will use inclusive and flexible methods and work through existing support networks to ensure young carers are not excluded.	
Care experienced	<ul style="list-style-type: none"> As of January 2026, there were 277 former care experienced young people aged 18-24 in Torbay. 	This proposal is intended to have a positive impact for care experienced children and young people by strengthening participation, ensuring decisions consider children’s rights, and focusing activity on safety, health and inclusion. Care experienced young people may experience greater barriers to feeling safe, accessing services and being heard, so effective delivery has the potential to reduce inequality.	Targeted engagement with care experienced children and young people (working with Corporate Parenting/Leaving Care services and existing participation groups), accessible communications, and “you said, we did” feedback. Strong governance and	Various

		<p>Potential adverse impacts relate to unequal engagement and benefit if care experienced children and young people are not consistently included in ongoing participation and review, or if actions are not implemented in a way that is accessible to them (e.g., changes to services and communications not reaching care leavers, or reliance on engagement routes that do not routinely include them). There is also a risk of disappointment and reduced trust if expectations are raised through engagement, but progress is not visible.</p>	<p>performance reporting to ensure actions benefiting care experienced young people are delivered and reviewed with them on an ongoing basis.</p>	
<p>Disability Page 86</p>	<ul style="list-style-type: none"> In the 2021 Census, 23.9% of Torbay residents answered that their day-to-day activities were limited a little or a lot by a physical or mental health condition or illness. 	<p>The proposals are intended to have a positive impact on children and young people by embedding a child- focused and rights- based approach to decision- making and delivery. Children and young people with disabilities may face additional barriers to engagement if approaches are not accessible or flexible.</p>	<p>Mitigation will include inclusive design, accessible formats, reasonable adjustments and working through existing support networks to support participation and benefit.</p>	
<p>Gender reassignment</p>	<ul style="list-style-type: none"> In the 2021 Census, 0.4% of Torbay's community answered that their gender identity was not the same as their sex registered at birth. 	<p>No differential impact</p>		

<p>Marriage and civil partnership</p>	<ul style="list-style-type: none"> • Of those Torbay residents aged 16 and over at the time of 2021 Census, 44.2% of people were married or in a registered civil partnership. 	<p>No differential impact</p>		
<p>Pregnancy and maternity</p>	<ul style="list-style-type: none"> • Between 2013 and 2024, the rate of live births (as a proportion of females aged 15 to 44) has been slightly but significantly higher in Torbay (average of 56.0 per 1,000) than the Southwest (53.4) and broadly in line with England (56.3). • For the period 2022 to 2024, rates in Torbay (44.6) have been significantly below England (50.0). 	<p>No differential impact</p>		
<p>Race</p>	<p>In the 2021 Census, 96.1% of Torbay residents described their ethnicity as the following:</p> <ul style="list-style-type: none"> • 1.6% as Asian, Asian British or Asian Welsh • 0.3% as Black, Black British, Black Welsh, Caribbean or African • 1.5% as being of Mixed or Multiple ethnic groups • 96.1% as White • 0.4% described their ethnicity another way. 	<p>No differential impact - Engagement will be designed to be inclusive and accessible to children and young people recognising that some groups may face additional barriers to participation.</p>		

	<ul style="list-style-type: none"> Black, Asian and minoritised ethnic communities are more likely to live in areas of Torbay classified as being amongst the 20% most deprived areas in England. 			
Page 88 Religion and belief	<p>The 2021 Census showed that the residents in Torbay identify their religion and/or belief as the following;</p> <ul style="list-style-type: none"> 48.5% are Christian 0.4% are Buddhist 0.2% are Hindu 0.6% are Muslim Less than 0.1% are Sikh 0.1% are Jewish 0.7% have another religion 43.2% have no religion 6.3% did not answer 	No differential impact		
Sex	<ul style="list-style-type: none"> 51.3% of Torbay's population are female. 48.7% of Torbay's population are male. 	No differential impact		
Sexual orientation	<p>In the 2021 Census, residents described their sexuality as follows;</p> <ul style="list-style-type: none"> 89% as Straight or Heterosexual 1.7% as Gay or Lesbian 1.1% as Bisexual 0.1% as Pansexual 	No differential impact		

	<ul style="list-style-type: none"> 0.1% described their sexuality another way 7.4% of people didn't answer the question 			
Armed Forces Community	<ul style="list-style-type: none"> In 2021, 3.8% of residents in England reported that they had previously served in the UK armed forces. In Torbay, 5.9% of the population have previously served in the UK armed forces. 	No differential impact		
Additional considerations				
Socio-economic impacts (Including impacts on child poverty and deprivation)	<ul style="list-style-type: none"> Torbay is ranked as the 39th most deprived upper tier local authority in England in the Index of Multiple Deprivation 2025. 	<p>Torbay includes areas of significant deprivation and child poverty, and children and young people from low-income households may face greater barriers to feeling safe, accessing services, taking part in activities, and having their voices heard. The Action Plan is intended to help reduce these inequalities by prioritising improvements identified by children and young people and embedding a child rights-based approach in decision-making.</p> <p>Potential adverse impacts relate to unequal access and participation if engagement activity, communications, or resulting service improvements are more accessible to families with time, digital access, transport and fewer competing pressures. There is also a risk that,</p>	Targeted outreach in deprived areas, accessible/low-cost engagement methods, and monitoring outcomes by geography/deprivation where possible	Various

		without sustained delivery and monitoring over the three-year period, the benefits for children and young people in the most deprived communities are not realised.		
Public Health impacts (Including impacts on the general health of the population of Torbay)	<ul style="list-style-type: none"> For the five-year period 2020 to 2024, data shows there is a 6-year life expectancy gap between males who live in Torbay's least and most deprived areas and, a 3-year gap for females. 	No differential impact		
Human Rights impacts		The proposal is intended to strengthen protection and promotion of children's rights locally by embedding a child rights-based approach in decision-making, and by ensuring children and young people continue to participate in decisions that affect them. A potential adverse impact is that, if the approach is not embedded consistently, children's rights considerations may be applied unevenly and some groups of children and young people may benefit less.	Embed and monitor use of Child Rights Impact Assessments (CRIAs) in relevant decisions and policy/strategy development, supported by clear governance, workforce development, and ongoing participation and review led by children and young people.	Various
Child Friendly		This decision is explicitly "child friendly" because it endorses a plan designed around what children and young people said matters most, and it commits to making the Council's ways of working more child-centred. A potential adverse impact is that "child friendly" benefits	Maintain a decision-making governance structure with clear accountability and reporting, deliver the workforce development plan, keep participation	Various

		could be reduced if delivery slips, if engagement becomes tokenistic, or if participation routes do not consistently include under-represented groups of children and young people.	routes active and inclusive, and use ongoing feedback (“you said, we did”) and monitoring over the 3-year period to evidence progress and adjust delivery.	
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15. Cumulative Council Impact

- 15.1. Delivery of the Action Plan will require coordinated input across multiple Council services (e.g., policy, communications, workforce development/training, performance reporting, and service areas delivering priority actions). This may create additional demand on existing capacity and could affect the timing and prioritisation of other corporate programmes if not managed through clear governance and programme planning. Alignment with existing strategies, work programmes and reporting (including use of CRIA within decision-making) is intended to mitigate duplication and support consistent delivery across the organisation.

16. Cumulative Community Impacts

- 16.1. The Action Plan brings together activity across partners and communities over a three-year period, with the intention of improving outcomes for children and young people (including safety, health and inclusion) and strengthening participation. Community impact is expected to be positive overall; however, there is a risk of uneven impact if engagement and delivery is stronger in some areas/communities than others, or if expectations are raised without visible progress. Ongoing inclusive participation, clear communications and regular reporting/feedback (“you said, we did”) will help manage expectations and support equitable impact across Torbay.

Child Friendly Torbay

Action Plan

The Child Friendly Torbay sustainability plan aims to ensure Torbay is a place where the rights, voices, and experiences of children are at the heart of its policies and practices. It provides the opportunity to ensure we act on the voices of our children and families, provides a monitoring framework to drive these improvements, and builds on progress. Our vision is to create a sustainable area that respects and upholds the rights of all children, ensuring they have access to the resources they need to thrive, and opportunities to actively participate in shaping Torbay. This child rights approach (CRA) will guide our efforts in making Torbay a safe, inclusive, and nurturing environment where every child can flourish with children and young people as key partners in shaping priorities and solutions.

Priority Areas

- Safe and Secure – Safer Streets, Urban Place Planning
- Healthy – Mental Health support, education to stay healthy
- Communication, Culture and Leadership – Child Rights Education and Training, Participation and engagement in decision-making and Leadership.

Outcomes

1. All children and young people (CYP) feel safe and secure in public and private spaces, and spaces are designed to support and protect them.
2. All children and young people are supported to live healthy lives.
3. Develop more child friendly culture, communication and leadership, ensuring staff and partners are trained in, and value the importance of, children’s rights
4. Children and young people are involved in decision-making and coproducing strategies, policies and decisions.

Plan Lead(s):

The Programme Sponsor for Torbay Council is Anne-Marie Bond, Chief Executive. The programme champions are Anne-Marie Bond, Cllr David Thomas (Leader of the Council), Cllr Nick Bye (Lead Cabinet Member Childrens Services), Nancy Meehan (Director, Children’s Services), and Cllr Cordelia Law (Chair of Children’s Overview and Scrutiny)

Plan Leads will be identified for each priority area and will develop teams to monitor their priority areas, made up of relevant professionals and partner agencies who are able to drive performance against the priorities identified. The Child Friendly Project Lead will support the Plan Leads and provide feedback from other boards in relation to progress against priority areas.

Governance and scrutiny:

The Child Friendly Project Board will oversee this Action Plan. The Project Lead will attend relevant Partnership Boards (e.g. SEND Local Area Improvement Partnership Board and Play Improvement Strategy) to ‘check and

challenge' progress against relevant indicators. Regular updates will be provided to the Councils Directors Overview Meeting, Childrens Improvement Board, Childrens Overview and Scrutiny Board and Cabinet if/when required. Governance will be informed by feedback from children and young people through established engagement and reporting mechanisms.

Partners:

Children and young people are a key stakeholder and partner in delivery. We will use meaningful engagement and co-production to shape priorities, test and refine proposals, and help evaluate what is making a difference. This will include ensuring participation is accessible and inclusive, and providing clear feedback to children and young people on how their views have influenced decisions

External partners include Integrated Care Board, Police, Youth Justice Board, voluntary and community sector partners. Internal partners include Children's Services, Corporate Services, Pride in Place, Public Health, Communication Team, Highways and Planning, and the wider Council.

Partners have been involved in the development of the needs assessment to identify our priority areas and took part in our Discover Day. Partners have been involved in the Project Board and Project Team to define the priorities and will be responsible for supporting the development of the detailed plans against each priority area. Training in child rights has been offered/provided and further training in CRIAs and CRBAs will be provided if required.

Priority Area 1: Safe and Secure – Safer Streets and Urban Place Planning

Outcome: Children and young people feel safe and protected in public and private spaces across Torbay. Urban planning, parks, and play areas are designed and improved with direct input from children and young people, ensuring their needs and safety are prioritised.

Key strategies: Consult regularly with children and young people to inform needs assessments and planning. Design and improve public spaces with direct input from CYP. Track progress using a Safe & Secure dashboard and annual survey. Collaborate with partners to drive improvements in safety and urban development.

Descriptive Milestones	Year 0 - Baseline	Year 1	Year 2	Year 3
	<p>An evidence base was developed from extensive consultation with children and young people (1,860 voices captured). This informed our needs assessment, which shows:</p> <ul style="list-style-type: none"> Children and young people do not feel safe in the streets of Torbay, particularly in Town Centres. Children and young people do not feel safe in parks and feel some have been neglected. They want more spaces to play. 	<p>Milestone 1: Safe & Secure action plan/dashboard is operational, tracking outcomes and indicators. CYP and families' views are integrated into the dashboard, and actions are identified with the Community Safety Partnership and Play Improvement Strategy.</p> <p>Milestone 2: Staff receive training in child rights-based approaches to safeguarding. CYP are involved in consultations about safety in streets, parks, and play spaces, with their feedback informing policy and design decisions.</p>	<p>Milestone 1: Consultation on safety continues, with CYP actively participating in decisions about town centre safety and park/play space design. The Safe and Secure action plan is updated to address identified gaps.</p> <p>Milestone 2: Systematic engagement processes are established, ensuring CYP understand how their views have influenced urban planning and service delivery. Staff confidence in applying child rights-based approaches is measured and reported.</p>	<p>Milestone 1: Safe and Secure Strategy and Play Improvement Strategy are fully implemented, routinely involving CYP in decision-making. Child-friendly feedback mechanisms are in place for ongoing participation.</p> <p>Milestone 2: Annual perception surveys show increased % of CYP feeling safe in Torbay and satisfaction with play spaces. Audit of strategies and policies demonstrates explicit use of child rights-based approaches.</p>
Child Rights-Based Approach	Evidence base and needs assessment has been developed from views of CYP. Training has been provided including principles of CRBA and CRIA.	<p>Embedding:</p> <ul style="list-style-type: none"> Develop action plan to ensure principles of children's rights are embedded. Mechanisms are in development to ensure CYP are involved in review of policies, strategies and service design. 	<p>Embedding:</p> <ul style="list-style-type: none"> Develop comprehensive action plan to entrench principles of children's rights. Consultation & engagement processes with CYP have become systematic. Mechanisms in place ensure CYP are informed how views 	<p>Embedding:</p> <ul style="list-style-type: none"> Comprehensive action plan entrenches principles of children's rights in plans & policies. Consultation and engagement processes with CYP are systematic.

		<ul style="list-style-type: none"> • CYP are informed about how their views have influenced decision-making & how to be involved. • Ongoing consultation process ensures diverse experiences of all CYP are considered. • Integrating the views and experiences of C&YP directly into the planning process, urban design inherently serves the best interests of the child. 	<p>have influenced decision-making & how to be involved.</p> <ul style="list-style-type: none"> • Commitment to gather and act on data ensures interventions are effectively aligned with best interests of CYP. • Ongoing consultation ensures diverse experiences of all CYP groups are considered. • By integrating the views and experiences of C&YP directly into the planning process, urban design inherently serves the best interests of the child. 	<ul style="list-style-type: none"> • Mechanisms in place ensure CYP are informed how views have influenced decision-making & how to be involved. • Integrating views of CYP into planning serves best interests of the child. • Continual consultation with community and partners for ongoing participation in strategy's development.
Impact	Evidence base and needs assessment produced.	<p>% (increase) staff with increased confidence in applying a child-rights based approach to safeguarding.</p> <p>% CYP who feel safe and supported by key professionals.</p> <p>% CYP who feel safe in Torbay.</p> <p>% CYP who feel there are clean, safe places to play and hang out (like parks, playgrounds, basketball courts and skate parks).</p>	<p>% (increase) staff with increased confidence in applying child-rights based approach to safeguarding.</p> <p>% CYP who feel safe and supported by key professionals.</p> <p>% CYP who feel safe in Torbay.</p> <p>% CYP you feel there are clean, safe places to play and hang out (like parks, playgrounds, basketball courts and skate parks).</p>	<p>% (increase) staff with increased confidence in applying child-rights based approach to safeguarding.</p> <p>% CYP who feel safe and supported by key professionals.</p> <p>% CYP who feel safe in Torbay.</p> <p>% CYP you feel there are clean, safe places to play and hang out (like parks, playgrounds, basketball courts and skate parks).</p>
Evidence	Evidence base, needs assessment.	Training records/audit/ evaluation.	<p>No. of CYP engaged in community consultation.</p> <p>6-month post-training evaluation.</p> <p>Community engagement register</p>	<p>No. of plans and decisions explicitly using CRBA.</p> <p>Audit of strategies, policies and decisions.</p>

Priority Area 2: Healthy

Outcome: Children and young people are supported to live healthier lives, with improved access to mental health support, healthcare, and healthy lifestyle information.

Key strategies: Work collaboratively with relevant partners to identify and address barriers to mental health and healthcare access for children and young people. Develop targeted actions supporting physical and mental health, tracked through a dedicated dashboard for council-led services. Partner with schools and community organisations to improve education and support around healthy lifestyles, including healthy eating and physical activity, and regularly review school meals with input from children and young people. Embed child rights impact assessments (CRIA) in health-related policies, strategies, and service designs to ensure children’s rights are considered in every decision. Conduct annual consultations with children and young people to gather their views on health services and use this feedback to inform ongoing improvements

Descriptive	Year 0 – Baseline	Year 1	Year 2	Year 3
Milestones	<p>An evidence base was developed from extensive consultation with children and young people (1,860 voices captured). This informed our needs assessment, which shows:</p> <ul style="list-style-type: none"> • More support is needed for children and young people with mental health needs. • Children and young people need better access to healthcare, shorter waiting lists and access to clean water, food and clothes and a clean environment. • Children and young people want more information about staying healthy at school. 	<p>Milestone 1: Launch a Healthy action plan/dashboard for council-led services, tracking outcomes and indicators relevant to CYP health and wellbeing. Integrate CYP and families’ views into the dashboard and use findings to inform council policy, commissioning, and partnership priorities.</p> <p>Milestone 2: Provide ongoing training for council staff in child rights-based approaches. Facilitate regular forums for CYP to share their experiences and barriers to accessing health and wellbeing support, and use this feedback to advocate for improvements with health partners.</p>	<p>Milestone 1: Refresh consultation with CYP on health and wellbeing, focusing on council-led services (e.g., leisure, youth, school-based support). Report improvements and gaps to health partners and in council planning.</p> <p>Milestone 2: Establish mechanisms for CYP to be involved in reviewing council health-related policies and service design. Where possible, coordinate with schools and community partners to audit healthy food and wellbeing initiatives, incorporating CYP feedback.</p>	<p>Milestone 1: Embed routine assessment and removal of barriers to council-led health and wellbeing services. Ensure policies and guidance provide accessible information for CYP, parents/carers, and staff.</p> <p>Milestone 2: Use annual surveys and audits to demonstrate increased CYP satisfaction with council-influenced health services and environments. Share findings and advocate for further improvements with health partners, highlighting where CYP feedback has shaped local authority action.</p>

Child Rights-Based Approach	<p>Evidence base and needs assessment has been developed from views of CYP. Training has been provided by UUK which included principles of CRBA and CRIA.</p>	<p>Embedding:</p> <ul style="list-style-type: none"> • Develop action plan using CRBA to ensure principles of children's rights are embedded. • Mechanisms are in development to ensure CYP are involved in review of policies, strategies and service design for health. • CYP are informed about how their views have influenced decision-making & how to be involved. • Ongoing consultation process ensures diverse experiences of all CYP are considered. 	<p>Embedding:</p> <ul style="list-style-type: none"> • Develop comprehensive action plan using CRBA to entrench principles of children's rights. • Consultation & engagement processes with CYP have become systematic. • Mechanisms in place ensure CYP are informed how views have influenced decision-making & how to be involved. • Commitment to gather and act on data ensures interventions are effectively aligned with best interests of CYP. • Ongoing consultation ensures diverse experiences of all CYP groups are considered. 	<p>Embedding:</p> <ul style="list-style-type: none"> • Comprehensive action plan entrenches principles of children's rights in plans and policies, using CRBA. • Regular CRIAs act as a structured mechanism for ongoing accountability. • Consultation and engagement processes with CYP are systematic. • Mechanisms in place ensure CYP are informed how views have influenced decision-making and how to be involved. • Integrating views of CYP into planning serves best interests of the child. • Continual consultation with community & partners for ongoing participation in strategy's development.
Impact	<p>Surveys disseminated to children and young people.</p>	<p>No. of young people feeding back about health care. No. of CYP who feel supported by trusted adults like doctors. No. of health policies/services which directly incorporate CYP views.</p>	<p>No. of young people feeding back about health care. No. of CYP who feel supported by trusted adults like doctors. No. of health policies/services which directly incorporate CYP views. Review of healthy food in schools involving CYP.</p>	<p>More CYP are able to influence health policy & services More health policies/services directly incorporate CYP views. More CYP satisfied with health services. Decrease in no. of unhealthy food options available in schools.</p>

Evidence	Surveys, evidence base and needs assessment. Report of findings.	Audit / case study. Survey results.	Action Plan Survey results Audit of decisions Audit of school meals	Action Plan Survey results Audit of decisions Audit of school meals
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Priority Area 3: Culture and Leadership – Child Rights Education and Training, Participation

Outcome: Children and young people feel listened to, included in decisions, and supported by staff, partners and leaders who are trained in, and actively uphold, children's rights.

Key Strategies: Roll out basic child rights learning to council and partner staff; extend applied child rights training to police and voluntary sector; make training mandatory for leaders and identify and up-skill child rights trainers. Develop youth governance framework and enable C&YP to be involved in decision-making where possible.

Milestones	Year 0 - Baseline	Year 1	Year 2	Year 3
<i>Culture and Workforce Development</i>	<ul style="list-style-type: none"> There is good knowledge and awareness of child rights across Torbay. 35 staff members, elected members and partner colleagues have received child rights training including an introduction to CRIA and CRBA. There is good understanding of child rights in practice among colleagues who have begun to apply the approach through service planning and delivery. Some teams are yet to engage with child rights training in significant numbers. 	<p>Milestone 1: Roll out child rights training and make this available to all council staff, elected members, and wider partners. Identify and train child rights champions / trainers. Produce a workforce development plan that includes a program of child rights training.</p> <p>Milestone 2: Develop and publicise a youth governance framework and website for CYP to share views on council policies and plans. Begin coproducing key policy documents with CYP</p>	<p>Milestone 1: Conduct follow-up assessments to evaluate the impact of child rights training and identify gaps. Ongoing training is delivered, and extended to key partners including policing and voluntary sector</p> <p>Milestone 2: Embed CRIA completion as a standard step in policy and strategy development workflows. Conduct regular audits of CRIA use and quality, with feedback provided to teams. CYP are systematically involved in</p>	<p>Milestone 1: Maintain and build on child rights knowledge and awareness across council and partners. Ensure child rights trainer capacity for ongoing training. Annual review and update of induction and training materials.</p> <p>Milestone 2: Celebrate and share best practice in youth governance and child-friendly leadership</p>

	<ul style="list-style-type: none"> Elected Members and Leaders have been involved in child friendly workshops, surveys and training. An introductory session on child friendly practices and children's rights is included in the induction programme for all new staff. 		decision-making and service design.	
<i>Co-operation and Leadership - Youth Governance</i>	CYP have been involved in consultations and workshops to find out their priorities and what needs to improve in Torbay.	<ul style="list-style-type: none"> Youth Governance website developed to share information & gather views on Council policies and Plans. Partners will be involved in developing the website and links to partner websites. 	<ul style="list-style-type: none"> Youth Governance framework defined & publicised. Partner agencies have defined links from their websites to central youth governance framework for CYP to be involved in decision-making. 	<ul style="list-style-type: none"> Youth Governance framework embedded & widely publicised, which includes staff, Elected members and partner agencies.
<i>Childs Rights Impact Assessments</i>	<ul style="list-style-type: none"> Good knowledge and awareness of child rights; introductory CRIA/CRBA training delivered Require completion of a basic CRIA exercise (possibly as part of existing EIA) for new policies or service changes Establish a central repository for completed CRIAs to support learning and transparency (Via equality and inclusion team?) 	<ul style="list-style-type: none"> CRIA Training delivered to staff/partners; workforce development plan produced Update workforce development plans to include annual CRIA refresher sessions. Require all new or revised policies to include a completed CRIA, reviewed by a designated child rights champion 	<ul style="list-style-type: none"> Training follow-up assessment; child rights trainers deliver ongoing CR training Embed CRIA completion as a standard step in policy and strategy development workflows. Conduct regular audits of CRIA use and quality, with feedback provided to teams. 	<ul style="list-style-type: none"> Good knowledge and awareness maintained via ongoing training Annual review and update of CRIA processes, ensuring alignment with best practice and feedback from children and young people. Share best practice examples of CRIA application across the partnership, celebrating success and learning

Child Rights-Based Approach	7 principles of a CRBA are embedded in training provided by UUK.	<ul style="list-style-type: none"> • Training in child-rights to ensure CYP views considered. • 7 principles of CRBA explicitly embedded in training. • Evaluation & feedback ensures child voice is included in decision-making. • Ongoing consultation process ensures diverse experiences of all CYP are considered. 	<ul style="list-style-type: none"> • CRBA Training is rolled out wider to partners to ensure child-rights perspective is used in planning and policies. • Ongoing evaluation & feedback ensures child voice is included in decision-making. • Ongoing consultation process ensures diverse experiences of all CYP are considered. 	<ul style="list-style-type: none"> • CRBA Training is monitored and embedded to ensure a child-rights perspective. • 7 principles are being used to frame decision-making, interactions, service delivery etc. • Ongoing consultation process ensures diverse experiences of all CYP are considered.
Impact	Children and families' views have been sought and the resulting needs assessment used to define the priorities for CYP.	<p>% staff have attended CRIA and CRBA training.</p> <p>Children & families' experiences of accessing information are analysed & understood.</p> <p>% trained on how to engage C&YP in community consultation.</p> <p>% CYP who feel listened to and involved in decision-making.</p>	<p>% staff applying CR in practice. More communications are produced in a child-friendly way.</p> <p>C&YP feel it is becoming easier to access vital service information.</p> <p>% trained on how to engage C&YP in community consultation.</p> <p>% CYP who feel listened to and involved in decision-making.</p>	<p># strategies, initiatives, services & decisions explicitly using CRBA.</p> <p>% CYP who know & understand how to access information about services & support.</p> <p>% trained on how to engage C&YP in community consultation.</p> <p>% CYP who feel listened to and involved in decision-making.</p>
Evidence	Baseline report / presentation. Perception survey. Needs assessment	Workforce development strategy. Training records/audit/evaluation Analysis report. Case study of C&YP coproducing analysis.	6 month post-training evaluation. Focus group data. Perception survey.	Audit of strategies, initiatives, services & decisions. Training evaluation report. Focus group data. Perception survey.

Priority Area 4: Communication

Outcome: Children and young people receive clear, accessible information and have meaningful opportunities to shape and respond to communications about services and support

Key Strategies: Regularly consult with children and young people (CYP) on communications, Coproduce and share child-friendly versions of key documents, Use accessible formats (infographics, videos, easy-read guides), Provide feedback channels for CYP to influence communications

Milestones	Year 0 - Baseline	Year 1	Year 2	Year 3
<i>Communication</i>	<ul style="list-style-type: none"> • CYP have been involved in consultations about services and support in Torbay. • Some policies have been reviewed and coproduced with CYP. • Develop a child-friendly summary of existing policies (including this action plan) and start to share with CYP for review and comment via participation team. 	<ul style="list-style-type: none"> • Establish regular consultation forums with children and young people (CYP) to gather feedback on existing services and support via existing participation team • Begin coproducing key policy documents with CYP, ensuring their voices are reflected in service design. • Launch a working group with CYP to coproduce child-friendly versions of major service / support documents. • Pilot child-friendly communication formats (e.g., infographics, videos, easy-read guides) and gather feedback from CYP. 	<ul style="list-style-type: none"> • C&YP friendly updates. messaging widely available. • Roll out regular child-friendly updates on council activities, policies, and services via multiple channels (website, social media, schools). • Establish a feedback mechanism for CYP to comment on communications and suggest improvements. 	<ul style="list-style-type: none"> • Staff, partners and local community have better understanding of children's rights. • Celebrate and share best practice examples of child-friendly communication across the partnership and community.
Evidence	<ul style="list-style-type: none"> • Initial perception survey results • CYP consultation records 	<ul style="list-style-type: none"> • Audit of child-friendly documents • Staff training logs 	<ul style="list-style-type: none"> • Analytics on communication reach • CYP feedback forms 	<ul style="list-style-type: none"> • Annual survey data • Case studies of improved service access

Impact	<ul style="list-style-type: none"> • % of CYP who understand how to access information about services/support • Baseline survey results on clarity and accessibility of communications 	<ul style="list-style-type: none"> • Increase in child-friendly documents produced with CYP input • % of staff trained in child-friendly communication • 	<ul style="list-style-type: none"> • % of CYP reporting communications are accessible and feedback is acted on • Number of improvements made based on CYP suggestions 	<ul style="list-style-type: none"> • Significant increase in CYP reporting information is clear and relevant • Demonstrable improvement in CYP engagement with services linked to better communication
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Summary Table: Milestones, Indicators, and Child Rights

Please Note:

- *Indicators are drawn from the plan’s impact and evidence sections*
- *Child rights references are mapped to the most relevant UNCRC articles and CRBA principles based on the plan’s stated aims and activities.*
- *For each milestone, only the most relevant indicators and rights are shown for clarity.*

Priority Area	Milestone	Indicator	Relevant Child Rights (UNCRC/CRBA)	Means of Verification
Safe and Secure	Evidence base developed from CYP consultation	Number of CYP voices captured; Needs assessment completed	Article 12 (Right to be heard), Principle: Participation	Consultation records, survey results, needs assessment reports, meeting minutes
Safe and Secure	Safe & Secure action plan/dashboard in place	Dashboard operational; Outcomes & indicators tracked	Article 3 (Best interests of the child), Principle: Accountability	Monitoring dashboards, performance reports, system logs
Safe and Secure	CYP involved in urban planning and place design	Number of CYP involved in consultations; CYP feedback on influence	Article 12, Principle: Participation & Transparency	Participation registers, feedback forms, consultation summaries
Safe and Secure	Play Improvement Strategy routinely involves CYP	Number of CYP engaged; CYP satisfaction with play spaces	Article 31 (Right to play), Principle: Non-discrimination	Attendance lists, satisfaction surveys, focus group reports

Safe and Secure	Staff trained in child rights approach	% staff with increased confidence in safeguarding; Training records	Article 19 (Protection from harm), Principle: Capacity building	Training attendance logs, post-training evaluation surveys, audit reports
Safe and Secure	CYP feel safe in Torbay	% CYP reporting feeling safe; % CYP supported by professionals	Article 19, Principle: Effectiveness	Annual perception surveys, case records, safeguarding audits
Safe and Secure	CYP and family views are integrated into the dashboard	CYP voices captured; views tracked; CYP feedback on influence	Article 13 (Right to express opinion), Principle: Participation	Policy documents (Community Safety/ Play Improvement); service audits, satisfaction surveys
Safe and secure	CYP are involved in consultations about safety on the streets, parks, play spaces	% CYP, reporting they feel safe; able to meet friends, attend activities	Article 15 (right to meet) Principle: Participation	Satisfaction surveys, consultation records
Healthy	Evidence base developed from CYP consultation	Number of CYP voices captured; Needs assessment completed	Article 24 (Right to health), Principle: Participation	Survey results, needs assessment documentation, consultation reports
Healthy	Healthy action plan/dashboard in place	Dashboard operational; Outcomes & indicators tracked	Article 24, Principle: Accountability	Health service dashboards, monitoring reports
Healthy	CYP involved in health policy/service design	Number of CYP involved; CYP feedback on influence	Article 12, Principle: Participation	Participation records, feedback forms, policy consultation reports
Healthy	Staff trained in child rights approach for health	% staff trained; Training evaluation	Article 24, Principle: Capacity building	Training logs, evaluation forms, audit reports
Healthy	CYP supported to live healthy lives	% CYP reporting access to health services; % CYP supported by trusted adults	Article 24, Principle: Effectiveness	Service usage data, perception surveys, case management records
Healthy	CYP influence health policy/services	Number of policies/services incorporating CYP views; CYP satisfaction	Article 12, Principle: Accountability	Policy documents, service audits, satisfaction surveys

Communication, Culture & Leadership	Child rights training delivered to staff/partners	% staff trained; Training records/audit	Article 42 (Knowledge of rights), Principle: Capacity building	Training logs, audit reports, evaluation surveys
Communication, Culture & Leadership	Youth governance framework defined & publicised	Framework published; Number of CYP involved	Article 12, Principle: Participation	Published framework documents, participation registers
Communication, Culture & Leadership	CYP involved in decision-making	% CYP reporting involvement; Number of CYP consulted	Article 12, Principle: Participation & Transparency	Consultation records, perception surveys, meeting minutes
Communication, Culture & Leadership	Child-friendly communications produced	Number of child-friendly documents; CYP feedback	Article 17 (Access to information), Principle: Non-discrimination	Document repository, feedback forms, audit of communications
Communication, Culture & Leadership	Equality impact assessments include CRIA	Number of policies assessed; Evidence of CYP views considered	Article 3, Principle: Accountability	Policy review logs, equality impact assessments, consultation summaries
Communication, Culture & Leadership	Staff apply child rights in practice	% staff applying CRBA; Audit of strategies/policies	Article 3, Principle: Effectiveness	Audit reports, case studies, staff surveys

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CERTIFICATE OF COMMITMENT

GUIDANCE

As part of the transition of UNICEF UK's Child Friendly Cities & Communities (CFC) programme to locally led model, we are introducing a 'Certificate of Commitment' to becoming a Child Friendly City or Community. This will be awarded to cities and communities who have completed the 'Development' phase as part of the traditional CFC Journey – namely, they will have developed an action plan to address priority areas over a 3-year period.

MINIMUM CRITERIA

In order to be considered for the award, cities and communities must be able to evidence the following:

- An **action plan** that addresses how a child rights-based approach (CRBA) will be used and embedded to address key priority areas, including those determined by children and young people in the locality.
 - More information is available on the action plan below.
- A strong, **decision-making governance structure** that will ensure accountability and successful implementation of the plan.
 - Roles, responsibilities and reporting channels should be clear as part of the development of the action plan.
- **Children and young people** should continue to lead and participate in the decision-making, delivery, and ongoing review of the action plan.

ACTION PLAN GUIDANCE

- The action plan should demonstrate progress towards clear, systemic and sustained progress and change that aligns with a CRBA.
- As a minimum, the action plan must address the three foundational areas (Cooperation & Leadership, Culture and Communication) and one thematic area as outlined in your Badge Rationale Report.
- The action plan must contain within it actions related to:
 - The city or community's plan to embed the use of a **child rights impact assessment (CRIA)**.

- It should be clear how the use of CRIAs will be implemented to consider the impacts of decisions or development of new policies and strategies on children's rights.
- This may be most suited under Cooperation & Leadership.
- A **workforce development plan** to address staff training and awareness relative to children's rights and a CRBA.
 - The plan should include what cohorts will be trained and when, how they will be trained and how their ability to put their learning into practice will be monitored.
 - This may be most suited under Culture.
- The explicit use and **embedding of a CRBA**.
 - It must be clear throughout the plan how a CRBA will be integrated and lead to:
 - Changes to ways of working (e.g. policies, governance structures, workforce development etc).
 - Institutional embedding of a CRBA (e.g. integration into council strategies, ongoing training, formalised CYP participation routes etc).
 - Sustainability (e.g. commitments in strategic plans, budget allocations etc).
- The governance of the delivery of the action plan must be clear, and how accountability for it will be maintained.
- The action plan needs to be signed off both by UUK and locally.

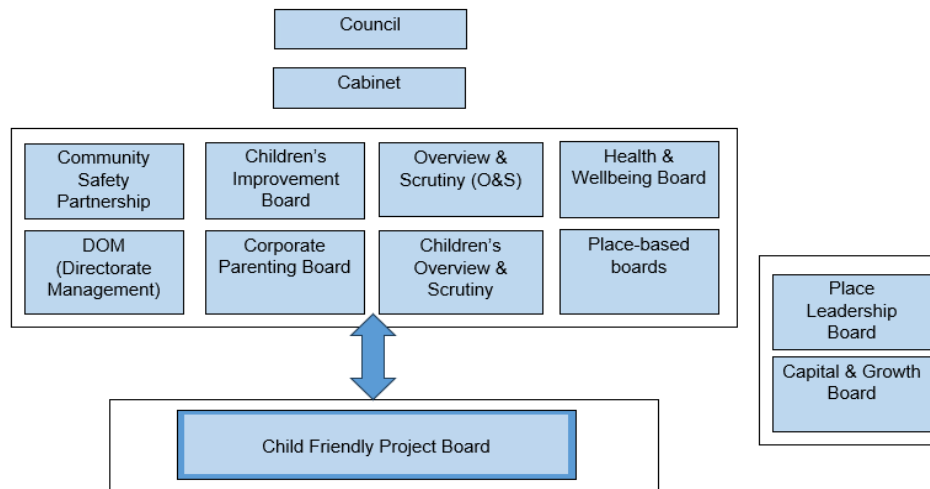
CERTIFICATE OF COMMITMENT PROCESS

- The CFC Team will notify you if you are eligible to engage in the 'Certificate of Commitment' process.
- Using guidance and advice provided by UUK alongside support from the CFC Team, you will develop your action plan.
- UUK will sign off the final version of the action plan.
- The city or community will engage in their local sign off process.
- A UNICEF Certificate of Commitment will be awarded.
- The Certificate of Commitment will last for 3 years.

Torbay Child-Friendly Programme: Governance Proposal for progression of Action Plan

This document outlines the proposed governance structure for the Child-Friendly Torbay Programme. It has been designed to ensure strategic oversight, clear accountability, and alignment with the Child Friendly Torbay Action Plan priorities. The proposed structure provides a coherent framework for reporting, decision-making, and safeguarding strategic delivery across the system.

Proposed Governance Structure



Key Risks and Mitigations

- Competing boards causing duplication
- Clarity regarding where the CRIA sits in workflow
- Capacity of priority leads
- Youth Governance involvement and logistics

Rationale for Priority Leads

Lead and Co-Lead roles have been selected to align with organisational expertise, statutory duties, and strategic influence. The Child Friendly Torbay Action Plan identifies three priority areas—Safe and Secure, Healthy, and Communication/Culture/Leadership. Each proposed lead represents an area of existing strategic leadership, operational responsibility, or subject matter expertise that aligns directly with the outcomes and activities set out in the Action Plan.

Suggested Leads

- Safe & Secure – Lead: Alan Denby; Co-Lead: Anna Coles – chosen due to responsibilities over safer streets, urban planning, and place-based operations.
- Healthy – Lead: Lincoln Sargeant; Co-Lead: Su Smart – aligned with public health responsibilities, wellbeing strategy, and health inequalities work.
- Culture & Leadership – Lead: Anne-Marie Bond; Co-Lead: Lisa Chittenden – reflects organisational leadership, governance expertise, and Children’s Rights Programme Sponsor role.
- Communications Working Group – Lead: Kate Spencer; Co-Lead: Jo Penhaligon – aligned with corporate comms strategy, engagement leadership, and UNICEF comms expectations.

Meeting: Cabinet

Date: 12 May 2026

Wards affected: St Marys with St Peters, Churston with Galmpton and Furzeham with Summercombe.

Report Title: Transfer of Land, at various sites in Brixham, to Brixham Town Council

When does the decision need to be implemented? May 2026

Cabinet Member Contact Details: Councillor Chris Lewis, Cabinet Member for Place Development and Economic Growth. chris.lewis@torbay.gov.uk

Director Contact Details: Malcolm Coe, Director of Finance. malcolm.coe@torbay.gov.uk

1. Purpose of Report

- 1.1 Brixham Town Council wrote to the Chief Executive, Torbay Council on 9 February 2026 formally requesting the transfer of several identified sites including Churchill Memorial Gardens, Brixham War Memorial Garden and Jubilee Gardens, Brixham. Brixham Town Council believe the long-term management of these assets are best delivered at a local level, where decision-making is closely aligned with community priorities. Brixham Town Council believe each site holds significant value to the people of Brixham, providing important green space, heritage protection, and opportunities for recreation and are keen to secure improved accessibility, maintenance, and usage for both residents and visitors.
- 1.2 The request to transfer the five sites have been assessed and considered against a criterion including the financial implications, strategic positioning, ongoing statutory responsibilities, and compliance with best consideration rules.
- 1.3 The land at Churchill Memorial Gardens, Brixham War Memorial Garden and Jubilee Gardens have been reviewed and assessed as surplus, with little future possibility of redevelopment. A transfer of the land would pass the holding liability to the Town Council, reducing financial and operational exposure for the Council and is therefore supported.
- 1.4 This report recommends the freehold transfer of land at Churchill Memorial Gardens, Brixham War Memorial Garden and Jubilee Gardens for £1 to Brixham Town Council.

2. Reason for Proposal and its benefits

- 2.1 The proposal to dispose of the three identified assets to Brixham Town Council reduces the economic and operational liability placed on Torbay Council, by reducing the operational cost held by the Council.

- 2.2 Brixham Town Council believe the long-term management of these assets is best delivered at a local level, where decision-making is closely aligned with community priorities. Each site holds significant value to the people of Brixham. The transfer to Brixham Town Council will secure improved accessibility, maintenance rights, and usage for both residents and visitors.

3. Recommendation(s) / Proposed Decision

- 3.1 That the Director of Finance be authorised to dispose of the Council's freehold interest in land at Churchill Memorial Gardens, Berry Head Road, Brixham, Brixham War Memorial, Berry Head Road, Brixham and Jubilee Gardens, Berry Head Road, Brixham to Brixham Town Council for £1, with each transfer including restrictive covenants on the future use of the land and financial clawback should any of the sites be sold for a higher value at a future point in time.
- 3.2 The Director of Finance be authorised to agree and finalise the detailed transfer terms based on estates and legal advice.

4. Appendices

- 4.1 Appendix 1: Site Plans

5. Background Documents

- 5.1 N/A

6. Supporting Information

7. Context

- 7.1 Torbay Council Strategic Asset Management Plan sets out the Council's approach to the strategic management of its assets, how it will support service delivery, provide the Council with income and how it will fulfil its mission to support, enable and empower its residents, our communities and our partnerships, to promote growth and place shaping within Torbay.
- 7.2 In February 2026, Brixham Town Council wrote to Torbay Council Chief Executive to formally request the transfer of several sites currently owned by Torbay Council. Each site has been assessed against a criterion including the financial implications, strategic positioning, ongoing statutory responsibilities, and compliance with best consideration rules.
- 7.3 The Council is under no obligation to consider any transfers and may choose to reject the request for all sites. However, on consideration it is deemed the management of each of the three green spaces along with the associated heritage protection would be enhanced if falling under the ownership of Brixham Town Council. Retaining these three assets provides no income and places the management liability of the sites on to Torbay Council.

- 7.4 On disposal the Council will introduce a restrictive covenant to be placed on the Land Registry Title for each site that will ensure the use remains as a community asset and should any future disposal by the Town Council be undertaken any uplift in value is returned to the Council.

8. Financial Opportunities and Implications

- 8.1 The Council's Asset Management Strategy states that the Council will 'always seek to maximise the full market receipt for their assets whether by way of freehold disposal or leasehold interest'. By including a restrictive covenant against the sites identified as potentially having future value due to development opportunity, Torbay Council guarantees future income should the site be developed or sold.
- 8.2 The Council is not under any obligation to dispose of any given asset. However, the Council's ongoing management and cost of holding vacant assets is significant. Disposing of this asset will reduce this liability, whilst realising non-monetary benefits associated with a strategic partnership with Brixham Town Council.

9. Legal Implications

- 9.1 There are no legal implications anticipated with this disposal. Disposing of this asset will need to be documented, along with the preparation of legal packs to support a sale. This disposal will be dealt with by the Council's Legal Property Team where capacity allows, otherwise it will be outsourced.

10. Engagement and Consultation

- 10.1 There has however been no formal consultation or engagement undertaken.

11. Procurement Implications

- 11.1 No procurement implications identified.

12. Protecting our naturally inspiring Bay and tackling Climate Change

- 12.1 Brixham Town Council have stipulated they wish to acquire these sites to provide and maintain important green space, heritage protection, and opportunities for recreation.

13. Associated Risks

- 13.1 Not disposing of the asset in a timely manner results in additional and unnecessary cost and resources that could be deployed elsewhere across the Council's estate.

14. Equality Impact Assessment

Protected characteristics under the Equality Act and groups with increased vulnerability	Data and insight	Equality considerations (including any adverse impacts)	Mitigation activities	Responsible department and timeframe for implementing mitigation activities
Age Page 114	18 per cent of Torbay residents are under 18 years old. 55 per cent of Torbay residents are aged between 18 to 64 years old. 27 per cent of Torbay residents are aged 65 and older.	No adverse impacts are anticipated from this decision	Not applicable	Not applicable
Carers	At the time of the 2021 census there were 14,900 unpaid carers in Torbay. 5,185 of these provided 50 hours or more of care.	No adverse impacts are anticipated from this decision	Not applicable	Not applicable
Disability	In the 2021 Census, 23.8% of Torbay residents answered that their day-to-day activities were limited a little or a lot by	No adverse impacts are anticipated from this decision	Not applicable	Not applicable

	a physical or mental health condition or illness.			
Gender reassignment	In the 2021 Census, 0.4% of Torbay's community answered that their gender identity was not the same as their sex registered at birth. This proportion is similar to the Southwest and is lower than England.	No adverse impacts are anticipated from this decision	Not applicable	Not applicable
Marriage and civil partnership	Of those Torbay residents aged 16 and over at the time of 2021 Census, 44.2% of people were married or in a registered civil partnership.	No adverse impacts are anticipated from this decision	Not applicable	Not applicable
Pregnancy and maternity	Over the period 2010 to 2021, the rate of live births (as a proportion of females aged 15 to 44) has been slightly but significantly higher in Torbay (average of 63.7 per 1,000) than England (60.2) and the South West (58.4). There has been a notable fall in the numbers of live births since the middle of the last decade across all geographical areas.	No adverse impacts are anticipated from this decision	Not applicable	Not applicable

Race	In the 2021 Census, 96.1% of Torbay residents described their ethnicity as white. This is a higher proportion than the South West and England. Black, Asian and minority ethnic individuals are more likely to live in areas of Torbay classified as being amongst the 20% most deprived areas in England.	No adverse impacts are anticipated from this decision	Not applicable	Not applicable
Religion and belief	64.8% of Torbay residents who stated that they have a religion in the 2021 census.	No adverse impacts are anticipated from this decision	Not applicable	Not applicable
Sex	51.3% of Torbay's population are female and 48.7% are male	No adverse impacts are anticipated from this decision	Not applicable	Not applicable
Sexual orientation	In the 2021 Census, 3.4% of those in Torbay aged over 16 identified their sexuality as either Lesbian, Gay, Bisexual or, used another term to describe their sexual orientation.	No adverse impacts are anticipated from this decision	Not applicable	Not applicable
Armed Forces Community	In 2021, 3.8% of residents in England reported that they had previously served in the UK armed forces. In Torbay,	This decision will support the historic war memorial and memorial gardens to be maintained and will provide a focal point for commemorative activities.	Not applicable	Not applicable

	<p>5.9 per cent of the population have previously served in the UK armed forces.</p> <p>In 2021, 12% of the population in Brixham identified as veterans.</p>	<p>The war memorial on Berry Head Road is central to the Remembrance Sunday ceremonies each year. Additionally, information boards were erected in the Churchill memorial gardens in 2025 regarding Brixham Harbour's role in World War 2 and the D-Day landings. Any transfer of ownership that would result in the upkeep and regular maintenance of these sites would be significantly important to the Armed Forces Community in Brixham and the wider community.</p>		
Additional considerations				
Socio-economic impacts (Including impacts on child poverty and deprivation)		No adverse impacts are anticipated from this decision	Not applicable	Not applicable
Public Health impacts (Including impacts on the general health of the population of Torbay)		No adverse impacts are anticipated from this decision	Not applicable	Not applicable
Human Rights impacts		Human rights are not anticipated to be impacted by this decision.	Not applicable	Not applicable
Child Friendly	Torbay Council is a Child Friendly Council, and all staff	No adverse impacts are anticipated from this decision	Not applicable	Not applicable

	and Councillors are Corporate Parents and have a responsibility towards cared for and care experienced children and young people.			
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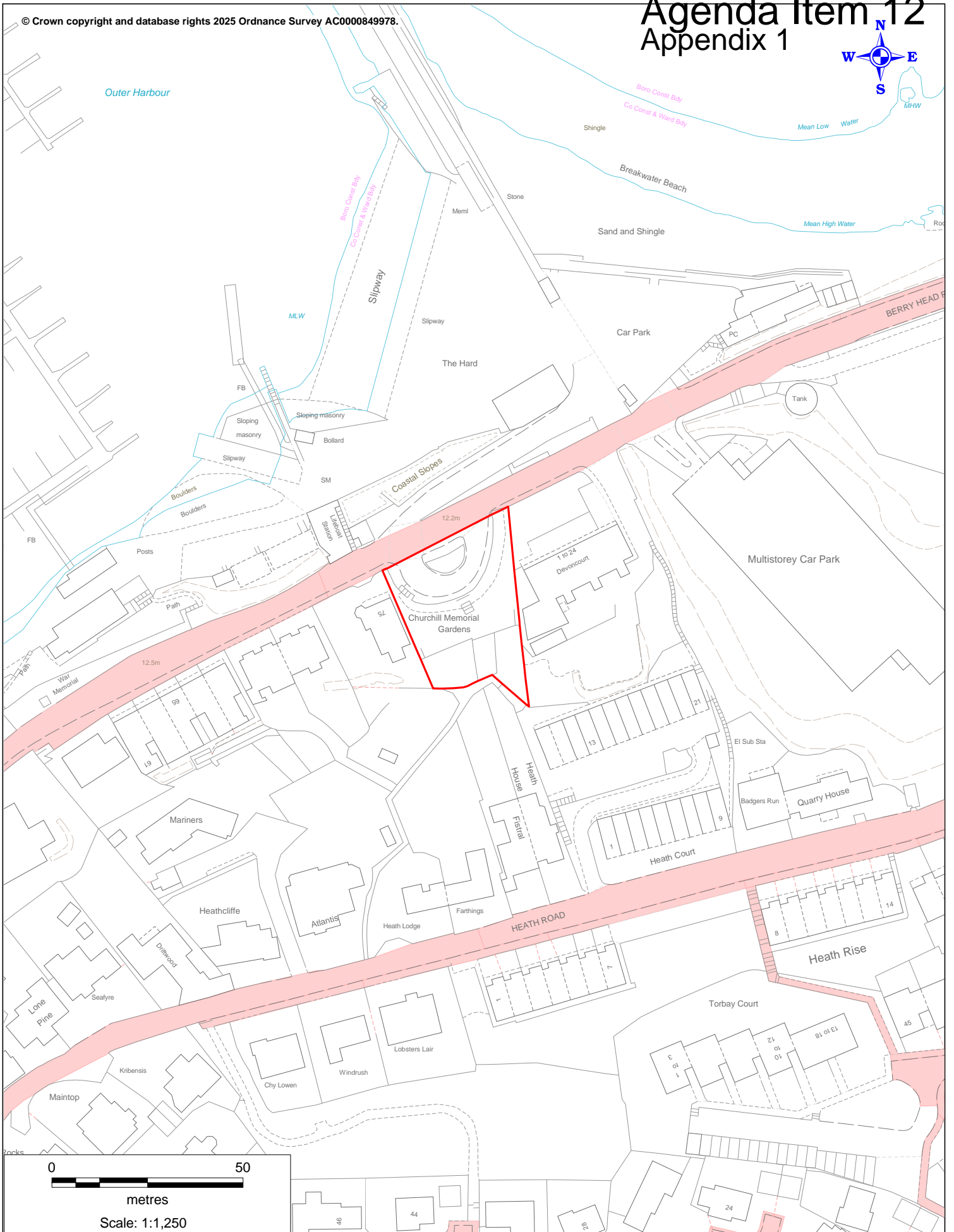
15. Cumulative Council Impact

15.1 None

16. Cumulative Community Impacts

16.1 None

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EM Plan No: EM4313
Date: 08 August 2025
Title: Churchill Memory Gardens, Berry Head Road, Brixham

Asset No: B0056
LR Title No: DN515066
Scale: 1:1250 @ A4
Area: 1,188.66 m²

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