

Thursday, 3 May 2018

## Adjourned Annual Meeting of the Council

Dear Member

I am pleased to invite you to attend an adjourned annual meeting of Torbay Council which will be held in **Rosetor Room, Riviera International Conference Centre, Chestnut Avenue, Torquay, TQ2 5LZ** on **Monday, 14 May 2018** commencing at **5.30 pm**

The items to be discussed at this meeting are attached.

Yours sincerely,

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

Steve Parrock  
Chief Executive

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

---

**A prosperous and healthy Torbay**

---

For information relating to this meeting or to request a copy in another format or language please contact:

**June Gurry, Town Hall, Castle Circus, Torquay, TQ1 3DR**  
**01803 207012**

Email: [governance.support@torbay.gov.uk](mailto:governance.support@torbay.gov.uk)  
[www.torbay.gov.uk](http://www.torbay.gov.uk)

# Adjourned annual meeting of the Council Agenda

1. **Opening of meeting**

2. **Apologies for absence**

3. **Declarations of interests**

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

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

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

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

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

4. **Communications**

To receive any communications or announcements from the Chairman, the Mayor, the Overview and Scrutiny Co-ordinator or the Chief Executive.

5. **Public question time**

To hear and respond to any written questions or statements from members of the public.

6. **Members' questions**

To respond to the submitted questions asked under Standing Order A13.

(Page 5)

7. **Notice of motion - Member and Officer Protocol (Council Decision)**

To consider the attached motion, notice of which has been given in accordance with Standing Order A14 by the members indicated:

(Page 6)

- 8. Appointment of Overview and Scrutiny Co-ordinator and Scrutiny Leads**  
To consider appointing:
- (a) the Overview and Scrutiny Co-ordinator for 2018/2019; and
  - (b) the following Scrutiny Lead members for 2018/2019:
    - Joint Commissioning – Children’s and Adults
    - Joint Commissioning – Health, Wellbeing and Public Health
    - Joint Operations – Commercial and Business Services
    - Joint Operations – Community and Customer Services
- (Note: Executive Leads shall not be appointed as the Overview and Scrutiny Co-ordinator or Scrutiny Lead Members.)
- 9. Review of Political Balance and Appointments to Committees and Working Parties** (To Follow)  
To appoint the Council’s committees and working parties for the new Municipal Year.
- 10. Calendar of Meetings for 2018/2019** (Pages 7 - 10)  
To consider a report that seeks approval for the calendar of meetings for the 2018/2019 Municipal Year.
- 11. Composition and Constitution of the Executive and Delegation of Functions** (Pages 11 - 19)  
To receive details on the composition and constitution of the Elected Mayor’s Executive for 2018/2019, together with the record of delegations of Executive functions.
- 12. Scheme of Delegation for Council Functions**  
To agree the scheme of delegation for Council functions, as set out in Part 3 of the Constitution in so far as they relate to Council functions.
- The Constitution can be viewed on the Council’s website using the following link [Constitution](#).
- 13. Annual Report of the Overview and Scrutiny Board for 2017/2018** (Pages 20 - 24)  
To consider the Annual Report of the Council’s Overview and Scrutiny Board.
- 14. Procurement of a development partner - South Quay, Paignton Harbour** (Pages 25 - 44)  
To consider the submitted report on the above.
- 15. Brixham Breakwater Improvements** (Pages 45 - 51)  
To consider the submitted report on capital funding to improve the Brixham Breakwater.

- 16. Torre Abbey Restoration Project - Phase 3 Heritage Lottery Fund Bid** (Pages 52 - 130)  
To consider the submitted report on the above.
- 17. Children and Young Peoples Plan** (To Follow)  
To consider the submitted report on a review of the Children and Young People's Plan (Policy Framework document).
- 18. Exclusion of the Press and Public**  
To consider passing a resolution to exclude the press and public from the meeting prior to consideration of the following item on the agenda on the grounds that exempt information (as defined in Part 1 of Schedule 12A of the Local Government Act 1972 (as amended)) is likely to be disclosed.
- 19. Investment and Regeneration Committee Recommendation - Investment Opportunity**  
To consider any recommendations from the Investment and Regeneration Committee on investment opportunities.

**Note**

An audio recording of this meeting will normally be available at [www.torbay.gov.uk](http://www.torbay.gov.uk) within 48 hours.

Questions Under Standing Order A13

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

<p><b>Question (1) by Councillor Carter to the Chairman of the Town Centre Regeneration Programme Board (Councillor Haddock)</b></p>	<p><b>Can you please advise the council of what actions you have undertaken to facilitate the compulsory purchase of Crossways Paignton?</b></p>
<p><b>Question (2) by Councillor Darling (M) to the Chairman of the Town Centre Regeneration Programme Board (Councillor Haddock)</b></p>	<p><b>Can you update the Council on the progress of developing the Town Hall Car Park on Lymington Road in Torquay?</b></p>
<p><b>Question (3) by Pentney to the Chairman of the Town Centre Regeneration Programme Board (Councillor Haddock)</b></p>	<p><b>Do you agree with me that now is the time to include the Former B &amp; Q building in Torre as one of the projects for Town Centre regeneration</b></p>

## **Notice of Motion**

**Council Meeting 14 May 2018**

### **Record of Informal Meetings**

Following concerns raised by the Liberal Democrat Group as to the lack of written record by elected Members when meeting with commercial operators this Council instructs the Monitoring Officer to make the following amendment to the Local Protocol on Member and Officer Relations:

#### **13. Record of Informal Meetings**

- 13.1 There is an expectation that either a Member or Officer will compile written notes during or shortly after significant informal meetings to ensure the Council maintains records of important matters.

Proposer: Councillor Long

Seconder: Councillor Darling (S)



**Meeting:** Council

**Date:** 14 May 2018

**Wards Affected:** All Wards

**Report Title:** Calendar of Meetings for 2018/2019

**Is the decision a key decision?** No

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

**Executive Lead Contact Details:** Mayor Oliver, The Elected Mayor and Executive Lead for Finance, Regeneration and Corporate Services

**Supporting Officer Contact Details:** June Gurry, Governance Support Manager, (01803) 207012, [june.gurry@torbay.gov.uk](mailto:june.gurry@torbay.gov.uk)

---

## 1. Proposal and Introduction

1.1 To seek approval for the calendar of meetings for the 2018/2019 Municipal Year.

## 2. Reason for Proposal

2.1 The calendar of meetings for 2018/2019 (attached at Appendix 1) has been prepared based on the Council's decision-making structure and in accordance with the Council's Standing Orders.

## 3. Recommendation(s) / Proposed Decision

3.1 That the calendar of meetings for 2018/2019, set out in Appendix 1 to the submitted report, be approved.

3.2 That meetings of the Employment Committee and Civic Committee be held on an ad-hoc basis, to be determined by the Governance Support Manager in consultation with the relevant Chairman/woman.

## Supporting Information

### 4. Position

4.1 Before the end of each Municipal Year the Council considers the provisional calendar of meetings for the following Municipal Year, which is then ratified at the Annual Council Meeting.

The following meetings have been scheduled in the calendar for 2018/2019.

- Council;
- Policy Development Decision Group (Joint Operations Team);

- Policy Development Decision Group (Joint Commissioning Team);
- Overview and Scrutiny Board;
- Development Management Committee;
- Licensing Committee;
- Licensing Sub-Committee;
- Harbour Committee;
- Investment and Regeneration Committee;
- Health and Wellbeing Board;
- Housing Committee
- Standards Committee;
- Audit Committee;
- Appeals Committee (Transport).

4.2 The meetings of the Council have been programmed to allow sufficient reporting time between the meetings for the plans and strategies which are required to be approved through the Council's Policy Framework process and for the budget setting process.

4.3 Since the provisional calendar of meetings has been approved the Council meeting scheduled for the 14 February 2019 has been moved to the 13 February 2019 to ensure compliance with the Standing Orders – Budget and Policy Framework. At the Health and Wellbeing Board on 28 March, it was agreed that the Board would increase the number of meetings from two a year to four. The Investment and Regeneration Committee scheduled for 15 May has been cancelled at the request of the Chairman. These revised dates are set out in Appendix 1 to the submitted report.

4.4 The calendar has also been structured to allow, wherever possible, for each type of meeting to be allocated a certain day e.g. Development Management Committee to meet on Mondays, Licensing Sub-Committees and Council on Thursdays.

4.5 Meetings of the Employment Committee and Civic Committee are proposed to be held on an ad hoc basis, to be determined by the Governance Support Manager in consultation with the relevant Chairman/woman.

## **5. Possibilities and Options**

5.1 Wherever possible the timings of meetings have been set in accordance with the needs of the Committee Members and the public, for example the Licensing Sub-Committees convene at 9:30 a.m. which is suitable for those making representations. Timings are kept under constant review by the Governance Support Manager. There is a small risk that some people will still not be able to attend these meetings, however, in most cases where public participation is permitted, the Council will accept written representations to enable people to put their points of view across.

## **6. Preferred Solution/Option**

6.1 Members may wish to set alternative dates for meetings. However, the meetings have been timetabled to allow sufficient time for the reporting of the plans and strategies which make up the Council's Policy Framework and the Council's budget setting process. A calendar of meetings is required under Standing Orders and facilitates the organisation of the Municipal Year.



## **7. Consultation**

- 7.1 The Elected Mayor, Group Leaders, Head of Financial Services and the Chief Executive have been consulted on the calendar of meetings for 2018/2019.

## **Appendices**

Appendix 1: Calendar of Meetings 2018/2019

## **Background Documents**

Constitution of Torbay Council -

<http://www.torbay.gov.uk/DemocraticServices/ieListMeetings.aspx?CIId=458&info=1>

SCHEDULE OF MEETINGS

		MAY	JUN	JUL	AUG	SEP	OCT	NOV	DEC	JAN	FEB	MAR	APR	MAY
Appeals Committee (Transport)	9.30 am (Wed)		6	4		5	3	7	5	9	6	6	3	
Audit Committee	2.00 pm (Wed)	22 (Tue)		25		25 (Tue)				22 (Tue)		26 (Tue)		
Council	5.30 pm (Thurs)	Annual Council 14 (Mon) Adjourned Annual Council 14 (Mon)	Extraordinary 21	19		20	18		5 (Wed)		7 13 (Wed) 21		Extraordinary 3 (Wed)	
Development Management Committee	2.00 pm (Mon)		11	9	13	10	8	12	10	14	11	11	8	
Harbour Committee	5.30 pm (Mon)		18						17			18		
Health and Wellbeing Board	1.30 pm (Thurs)	23				6			13			14		
Housing Committee	2.00 pm (Mon)		25			12		19		21		25		
Investment and Regeneration Committee	4.00 pm (Tues)	29	12 26	10 24	7 21	4 18	2 16 30	13 27	11	15 29	12 26	12 26	9 23	
Licensing Sub-Committee	9.30 am (Thurs)	17 24 31	7 14 21 28	5 12 19 26	2 9 16 23 30	6 13 20 27	4 11 18 25	1 8 15 22 29	6 13 20	3 10 17 24 31	7 14 21 28	7 14 21 28	4 11 18 25	2 9
Overview and Scrutiny Board	5.30 pm (Wed)		13	11		12	10	28	12	30	20	27		
Policy Development and Decision Group (Joint Commissioning Team)	2.00 pm (Mon)		4	2		3	1	5 26		7 (Joint Budget Meeting)	4	4	1	
Policy Development and Decision Group (Joint Operations Team)	4.00 pm (Mon)		4	2		3	1	5 26		7 (Joint Budget Meeting)	4	4	1	
Standards Committee	2.30 pm (Wed)		20							16				

## Schedule 5 - Scheme of Delegation of Executive Functions to the Executive, Committees of the Executive and Officers

This report is presented to the annual meeting of Council on 14 May 2018 in accordance with Standing Order C4.2(a) for inclusion in the Council’s Scheme of Delegation (Schedule 5 of Part 3) of the Constitution of Torbay Council.

1. The names, addresses and wards of the people appointed to the Executive by the elected Mayor are set out below:

Name	Address	Electoral Ward
Deputy Mayor and Executive Lead Planning and Waste- Councillor Derek Mills	5 Bascombe Close Churston Brixham TQ5 0JR  (01803) 843412 or 07769369651	Churston with Galmpton
Executive Lead for Tourism, Culture and Harbours - Councillor Amil	c/o Town Hall Castle Circus Torquay TQ1 3DR  07815561301	Cockington with Chelston
Executive Lead for Housing – Councillor Cindy Stocks	27 Ellacombe Road Torquay TQ1 3AT  (01803) 295702 07787 766544	Ellacombe
Executive Lead for Environment – Councillor Vic Ellery	3 Alma Road Brixham TQ5 8QR  (01803) 854928	Berry Head with Furzeham
Executive Lead for Community Services - Councillor Robert Excell	Excell Studio 203 Union Street Torre Torquay TQ1 4BY  (01803) 212377 07811965194	Tormohun
Executive Lead for Customer Services and Town Centre Regeneration – Councillor Richard Haddock	Churston Farm Shop Dartmouth Road Brixham TQ5 0LL  (01803) 845837 07836 584944	St Marys with Summercombe

<b>Name</b>	<b>Address</b>	<b>Electoral Ward</b>
Executive Lead for Adults and Children – Councillor Julien Parrott	51 Princes Road Torquay TQ1 1NW  (01803) 389624	Ellacombe
Executive Lead for Health and Wellbeing – Councillor Jackie Stockman	Winsome Higher Furzeham Road Brixham TQ5 8QP  (01803) 851255	Berry Head with Furzeham

2. The elected Mayor is responsible for the discharge of all executive functions (except as specified in paragraph 3. below). Executive Leads will have an advisory role in relation to the areas of responsibility set out below.

Executive Lead	Portfolio/Service Area:	Main Director/Assistant Director/Executive Head/Lead Officer
<p>Elected Mayor Gordon Oliver</p> <p>Executive Lead for Assets, Finance, Governance and Corporate Services, Economic Regeneration and Transformation</p>	<p><b>Transformation:</b> Programme Management Project Management</p> <p><b>Economic Regeneration:</b> TDA Commissioning</p> <p><b>Assets:</b> Asset Management</p> <p><b>Business Services:</b> Events</p> <p><b>Finance:</b> Financial Services – Martin Phillips Creditors Debtors Payments Internal Audit Cashiers Procurement Systems Accountancy</p> <p><b>Governance and Corporate Services:</b> Communications Coroner Governance Support (Democratic and Electoral Services) Registrars Human Resources &amp; Payroll</p>	<ul style="list-style-type: none"> <li><input type="checkbox"/> Chief Executive/Chief Executive TDA</li> <li><input type="checkbox"/> Director of Corporate Services and Operations</li> <li><input type="checkbox"/> Director of Commercial and Transformation</li> <li><input type="checkbox"/> Head of Financial Services</li> <li><input type="checkbox"/> Executive Head Assets and Business Services</li> </ul>

Executive Lead	Portfolio/Service Area:	Main Director/Assistant Director/Executive Head/Lead Officer
<p>Page 14</p>	<p>Corporate Support (Freedom of Information and Performance)                      Legal Services                      Policy and Overview &amp; Scrutiny                      Senior Leadership Team Strategic Support</p> <p><b>Business Development and Administration:</b>                      JOT administrative &amp; Technical Support                      JOT Contract Management:                          Leisure contracts                          Crematorium                          Waste Disposal                          Building Control                          Homes Improvement Agency                          Concessionary Fares                          Analysts</p>	
<p>Deputy Mayor and Executive Lead for Planning and Waste</p> <p>Councillor Derek Mills</p>	<p><b>Planning and Transport:</b>                      Planning Applications, Appeals &amp; Enforcements</p> <p><b>Business Services:</b>                      TOR2 (Commissioning) &amp; Service Delivery</p> <p><input type="checkbox"/> (Twinning)</p> <p><b>Delegated Decisions:</b> Executive functions in absence of Mayor (see paragraph 3(iv) below.</p>	<p><input type="checkbox"/> Director of Corporate and Services and Operations</p> <p><input type="checkbox"/> Executive Head of Assets and Business Services</p>

Executive Lead	Portfolio/Service Area:	Main Director/Assistant Director/Executive Head/Lead Officer
<p>Executive Lead for Tourism, Culture and Harbours</p> <p>Councillor Nicole Amil</p>	<p><b>Business Services:</b>                      Harbour Authority                      Resort Services (Beaches)                      Theatres Arts &amp; Museums                      Culture</p> <p><input type="checkbox"/> (Armed Forces Champion)  <input type="checkbox"/> (Heritage Champion)</p> <p><b>Delegated Decision:</b> <i>Tourism</i></p>	<p><input type="checkbox"/> Director of Corporate Services and Operations</p> <p><input type="checkbox"/> Executive Head of Assets and Business Services</p>
<p>Executive Lead for Community Services</p> <p>Councillor Robert Excell</p>	<p><b>Community Safety:</b>                      Corporate Health &amp; Safety                      Emergency Planning                      Anti-Social Behaviour and Vulnerability (excluding town centres)                      Safer Communities (excluding town centres)                      CCTV &amp; Security</p> <p><b>Business Services:</b>                      Parking Services                      Sports Development</p> <p><b>Transport:</b>                      Local Transport &amp; Strategic Transport                      Highways &amp; Street scene</p>	<p><input type="checkbox"/> Director of Corporate Services and Operations</p> <p><input type="checkbox"/> Executive Head of Assets and Business Services</p> <p><input type="checkbox"/> Executive Head of Community Safety</p>
<p>Executive Lead for Adults and Children</p> <p>Councillor Julien</p>	<p><b>Children’s Safeguarding:</b>                      Early Help                      Targeted Support Services                      Multi Agency Safeguarding Hub</p>	<p><input type="checkbox"/> Director of Adult and Housing</p> <p><input type="checkbox"/> Director of Children’s Services</p>

Executive Lead	Portfolio/Service Area:	Main Director/Assistant Director/Executive Head/Lead Officer
<p>Parrott</p>	<p>Single Assessment                      Children in Need/Child Protection                      Children Looked After/Care Leavers                      Children with Disabilities                      Fostering                      Adoption                      Independent Reviewing                      Youth Offending Services                      Integrated Youth Support Services                      Quality Assurance                      Professional Support to Torbay Safeguarding Children Board</p> <p><b>Education Learning and Skills:</b>                      Early Years and Childcare                      Pupil Place Planning                      Special Education Needs &amp; Disability                      School Admissions                      School Improvement and Commissioning                      School Transport                      Virtual School                      Children’s Centres</p> <p><b>Adult Services (NHS Trust Provider):</b>                      Adult Mental Health                      Adult Safeguarding                      Care Homes                      Commissioning &amp; Management                      Community Alarms                      Community Equipment                      Domiciliary &amp; Day Care</p>	<ul style="list-style-type: none"> <li><input type="checkbox"/> Assistant Director of Children’s Safeguarding</li> <li><input type="checkbox"/> Assistant Director Adults Services (NHS Trust Provider)</li> <li><input type="checkbox"/> Director of Public Health</li> </ul>



Executive Lead	Portfolio/Service Area:	Main Director/Assistant Director/Executive Head/Lead Officer
	<p><b>Adult Social Care Commissioning:</b>                      Community Engagement                      Healthwatch                      Housing Strategy &amp; Development                      NHS Advisory Service                      Performance Management</p> <p><b>Public Health:</b>                      Domestic Abuse</p>	
<p>Executive Lead for Customer Services and Town Centre Regeneration                      Councillor Richard Haddock</p>	<p><b>Business Services:</b>                      Town Centres</p> <p><b>Customer Services:</b>                      Customer Services &amp; Connections                      ICT                      Library Services                      Revenue &amp; Benefits                      Print &amp; post Room                      Website Support</p> <p><b>Community Safety:</b>                      Anti-Social Behaviour and Vulnerability (town centres only)                      Safer Communities (town centres only)</p> <p><i>Delegated Decision: Regeneration of the Castle Circus area of Torquay</i></p> <p><i>Delegated Decision: contract for housing pathway for single vulnerable adults</i></p>	<ul style="list-style-type: none"> <li><input type="checkbox"/> Director of Corporate Services and Operations</li> <li><input type="checkbox"/> Executive Head of Customer Services</li> <li><input type="checkbox"/> Executive Head of Community Safety</li> <li><input type="checkbox"/> Executive Head Assets and Business Services</li> </ul>

Executive Lead	Portfolio/Service Area:	Main Director/Assistant Director/Executive Head/Lead Officer
Executive Lead for Health and Wellbeing  Councillor Jackie Stockman	<p><b>Public Health:</b>                      Health Improvement                      Strategy and Policy                      Intelligence</p> <p><b>Housing (shared with Councillor Stocks):</b>                      Housing Strategy &amp; Development                      Housing Options                      Housing Standards</p>	<input type="checkbox"/> Director of Public Health  <input type="checkbox"/> Executive Head of Community Safety  <input type="checkbox"/> Director of Adults Services and Housing
Executive Lead for Environment  Councillor Vic Ellery	<p><b>Business Services:</b>                      Flood Risk Management (client side)                      Natural Environment and Parks &amp; Open Spaces</p> <p><b>Community Safety:</b>                      Food &amp; Safety                      Licensing &amp; Public Protection                      Trading standards (DCC)</p>	<input type="checkbox"/> Executive Head of Assets and Business Services  <input type="checkbox"/> Executive Head of Community Safety
Executive Lead for Housing  Councillor Cindy Stocks	<p><b>Housing (shared with Councillor Stockman):</b>                      Housing Strategy &amp; Development                      Housing Options                      Housing Standards</p>	<input type="checkbox"/> Director of Adults Services and Housing

3.
  - (i) The Executive Lead for Customer Services and Town Centre Regeneration (Councillor Richard Haddock) will be responsible for the discharge of all executive functions relating to the regeneration of the Castle Circus area of Torquay as the elected Mayor owns properties in this area and has a pecuniary interest.
  - (ii) The Executive Lead for Customer Services and Town Centre Regeneration (Councillor Richard Haddock) will be responsible for the discharge of all executive functions relating to the contract for housing pathway for single vulnerable adults.
  - (iii) The Executive Lead for Tourism, Culture and Harbours will be responsible for the discharge of all executive functions relating to tourism due to the perceived concerns of the public in respect of the elected Mayor's interests in the tourism sector.
  - (iv) The Deputy Mayor will be responsible for the discharge of executive functions if the elected Mayor:
    - (a) is absent (e.g. on holiday) for a period of time or in cases of urgency where the Chief Executive is satisfied that the elected Mayor cannot be reasonably contacted;
    - (b) is incapacitated through illness; or
    - (c) has a pecuniary interest in any matter requiring determination.
  - (v) If the elected Mayor or the Deputy Mayor (Councillor Derek Mills) are unable to act on a matter requiring a decision then the Chief Executive shall have the power to determine any matter requiring a decision.
4. The elected Mayor has established two Executive Committees namely the Policy Development and Decision Group (Joint Operations Team) and the Policy Development Group (Joint Commissioning Team) which meet in public on a monthly basis in accordance with the Standing Orders – Executive, Committees, Access to Information and Budget and Policy Framework. Their membership and Terms of Reference are included in Schedule 4 – Terms of Reference of the Constitution.
5. No executive functions have been delegated to area committees, any other authority or any joint arrangements at the present time.
6. The elected Mayor has also (so far as lawful) delegated to officers the discharge of those functions that are referred to in Schedule 7 and are executive functions in the manner set out in that Schedule, in accordance with (and subject to) the Council's Standing Orders in relation to the Executive.
7. So far as the Constitution requires officers to consult with "the relevant member", the areas of responsibility of the Executive Leads are as set out paragraph 2 above.

## Annual Report 2017/2018



### Foreword

Once again it has been a busy year for the Overview and Scrutiny Board, as can be seen from the following report. As always we have taken a leading role in scrutinising the Elected Mayor's Budget. I am pleased to say he listened to our recommendations this year and took them all into account and accepted them before setting the budget. In addition to the budget, the Board has investigated a number of issues and I believe has made a difference in some of the key decisions made by the Mayor and Council.

I would like to thank all the officers at the Town Hall for their help and assistance during our busy year. In particular I would like to thank Kate Spencer on behalf of the Board for her help, dedication and assistance throughout the year.

Thanks must also go to all the Members of the Board, they have all taken an active role and played their part in the work of overview and scrutiny. Three Members have left the Board during the past year – Cllrs Alan Tyerman, Anna Tolchard and Jackie Stockman. A big thank you to Cllr Stockman who was my Vice Chairman and has been a long standing member of the Board. We welcome Cllr Steve Darling back as Vice Chairman and Cllr Lynn Sykes as a new member of the Board.

The coming year will be a difficult one for overview and scrutiny as there will be some major issues coming before the Board. Not least the annual budget which gets harder as each year goes by. I am sure all Members of the Board will play their part as they have done this year.

Councillor Chris Lewis  
Overview and Scrutiny Co-ordinator

### Introduction

Overview and scrutiny...

- is one of the ways the Council improves services and the quality of people's lives in Torbay
- acts as the Council's "watchdog" and challenges decisions taken by the Mayor and looks at decisions in more detail
- reviews existing policies and issues of concern
- is a constructive and independent way of looking at an issue, highlighting areas that work well and suggesting where improvements can be made.

The Council agreed that the overview and scrutiny should operate in accordance with following principles:

- Focusing on the issues which matter:
- Policy Development is of equal importance to “holding to account”
- The Forward Plan is the key tool for managing the decision making process
- The relationship between overview and scrutiny and the executive should seek to complement one another
- All Councillors should have the opportunity to help shape policy decisions at an early stage

This report gives details of the work which has been undertaken by the Overview and Scrutiny Board over the course of 2017/2018.

### **The operation of overview and scrutiny**

The Council re-appointed Councillor Chris Lewis as the Overview and Scrutiny Co-ordinator in May 2017. He is supported by Councillors Barnby, Bent, Darling (S) and Stocks as Overview and Scrutiny Lead Members.

The membership of the Overview and Scrutiny Board over the course of the year has comprised Councillors Barnby, Bye, Bent, Darling (S), Lewis (C), Sykes, Stockman, Stocks, Tolchard and Tyerman.

### **Focusing on the issues which matter**

The Overview and Scrutiny Board has continued to undertake its healthy scrutiny duty and has maintained oversight of the implementation of the Sustainability and Transformation Plan for Devon. This has included receiving updates on the ongoing review of acute services, the development of the accountable care system and the establishment of a Local Care Partnership for Torbay and South Devon.

With the impact of the Government’s austerity measures, the Board has continued to receive regular reports on the Council’s revenue and capital budgets and has been monitoring the implementation of the Children’s Services Medium Term Financial Strategy.

The Council’s Transformation Programme is ensuring that that efficiencies, income and savings are maximised whilst maintaining services and creating resilience. The Board has provided assurance within this Programme through reviewing the proposals in relation to library services, public toilets and CCTV.

## **Equal importance placed on policy development**

The Board provided feedback during the development of a number of policies over the course of the year, including:

- Children and Young People Plan
- Domestic Abuse and Sexual Violence Strategy
- Heart of the South West Productivity Strategy
- Annual Agreement between Torbay Council, the Clinical Commissioning Group and the Torbay and South Devon NHS Foundation Trust.

## **Complementing the work of the executive**

The Overview and Scrutiny Board continue to seek to complement the work of the Mayor and his executive. It regularly reviews the Forward Plan in order to identify issues which it would wish to consider ahead of final decisions being made.

The Board has paid particular attention to ensuring that the momentum of the Town Centre Regeneration Programme is maintained in order that the community can enjoy the benefits of revitalised town centres.

Members of the Board and other non-executive members have received briefings on the work that is continuing on reducing street homelessness in Torbay.

The Overview and Scrutiny Board held a series of meetings to discuss the Mayor's proposals for the budget for 2018/2019.

## **Shaping policy decisions at an early stage**

The Board established a task-and-finish group at the start of the year to provide guidance on the issues which should be included in the Council's Economic Strategy. The report from the group was provided to the Mayor as part of his consultation process. The Board subsequently reviewed the final draft of the Strategy ahead of consideration by the Council.

Arising from this, the Board considered challenges facing coastal communities and supported the proposal to create and pilot a Coastal Enterprise Zone in Torbay. This work is now being progressed through the Heart of the South West Joint Committee.

## **Call-ins**

The call-in process is one of the mechanisms which can be used to hold the Mayor to account.

The purpose of call-in is to examine the decisions reached by the Mayor (or other decision maker) and the reasoning behind those decisions. The process enables further public debate to be held on the subject. The Overview and Scrutiny Board can then consider whether the decision was appropriate and make recommendations accordingly.

Over the course of the year, the Overview and Scrutiny Board have considered two call-ins.

## **Operation of Overview and Scrutiny**

Two Monitoring Working Parties for Children's Services and Adults and Public Health continue to meet as does the Liaison Group for the Joint Operations Team.

Feedback from the Monitoring Working Parties and the Liaison Group is provided at the Overview and Scrutiny Briefings. The Overview and Scrutiny Board will continue to meet on a monthly basis. By having earlier discussions, the annual review of the Mayor's budget proposals is now more focused and, as a result, takes place with fewer meetings.

Task-and-Finish Groups continue to be established to review specific issues with formal reports and recommendations being agreed by the Overview and Scrutiny Board.

The structure of the Council's overview and scrutiny function is shown at the end of this document.

## **Future Work Programme**

The Board will continue to set its Work Programme with the Forward Plan being the key tool for managing the decision making process. In focusing on the issues that matter, the Board will take an active role in ensuring that the Council's Transformation Programme is delivered. The Board will continue to respond to the Mayor's consultations on his proposals for the Policy Framework.

The Council continues to be in a financially challenging position and the Board will maintain its focus on ensuring that prioritised action continues at pace to deliver the changes that are needed to be made. In accordance with the Principles of Overview and Scrutiny, the Board will seek to involve all members in forthcoming issues from an early stage and to complement the work of the executive. It hopes that the Mayor and Executive will abide by these Principles as well.

The formal Work Programme will be agreed by the Overview and Scrutiny Board at its meeting in May 2018 although it will continue to have the flexibility to react to issues as they arise, including holding the Mayor and Executive to account for their decisions and performance.

## **Contact Details**

Overview and Scrutiny  
Torbay Council  
Town Hall  
Torquay  
TQ1 3DR

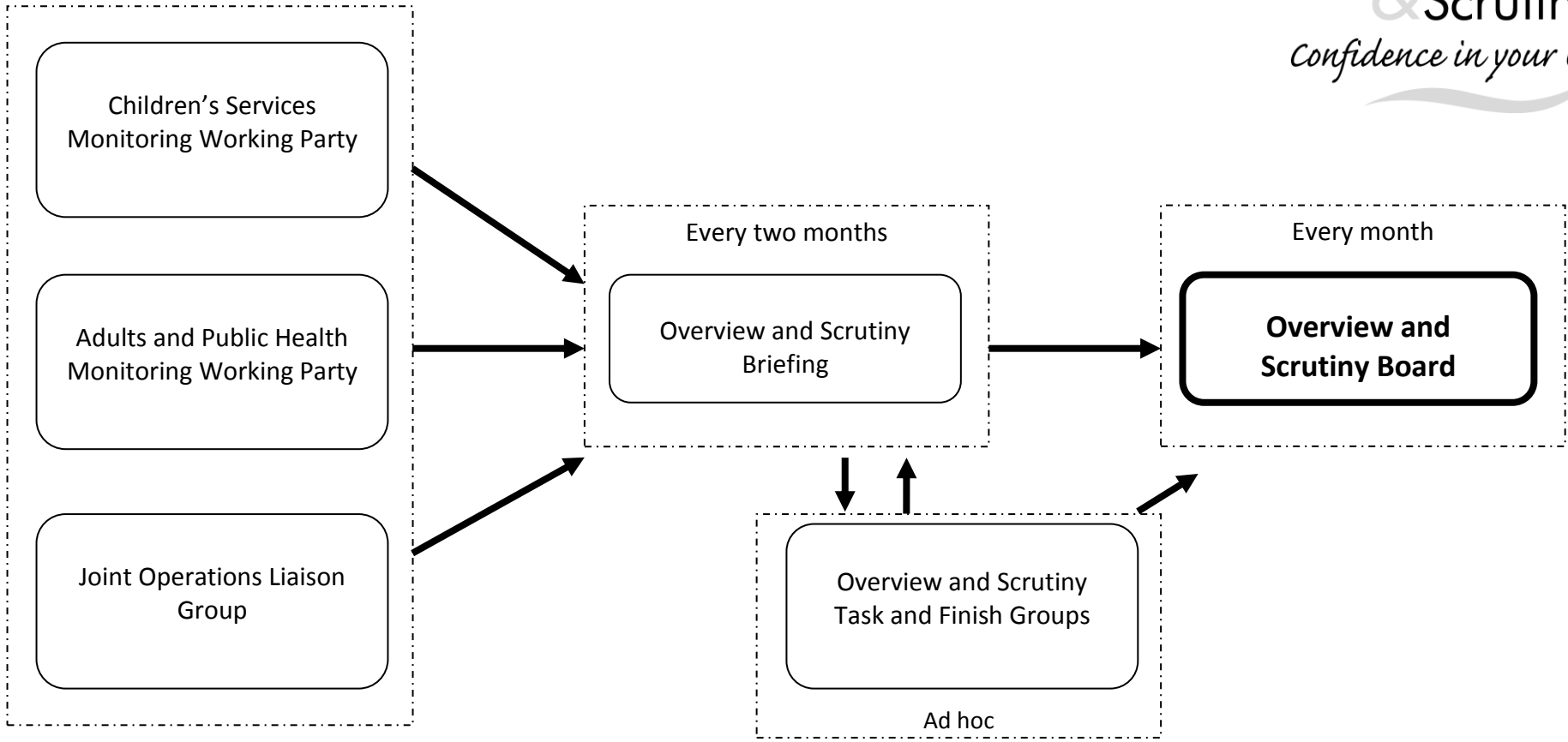
scrutiny@torbay.gov.uk  
[www.torbay.gov.uk/scrutiny](http://www.torbay.gov.uk/scrutiny)

01803 207014

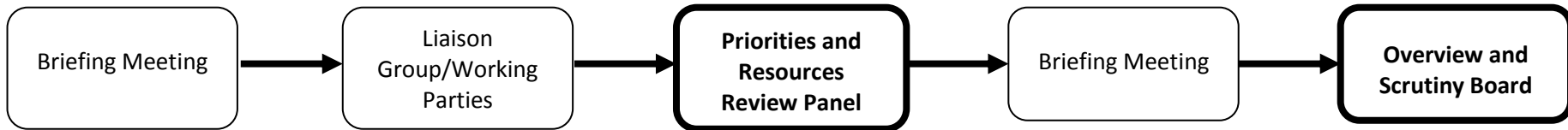
# Operation of Overview and Scrutiny in Torbay



Page 24



## Review of Priorities and Resources







**Meeting:** Council

**Date:** 14 May 2018

**Wards Affected:** All

**Report Title:** Procurement of a development partner - South Quay, Paignton Harbour

**Is the decision a key decision?** Yes

**When does the decision need to be implemented?** Immediately

**Supporting Officer Contact Details:** Kevin Mowat, Executive Head for Assets and Business Services, (01803) 208435, kevin.mowat@torbay.gov.uk

---

## **1. Proposal and Introduction**

- 1.1 Transformation of Torbay's Town Centres is one of the Council's most important activities, as a key part of Torbay's overall growth and place making agenda.
- 1.2 On 6 April 2017 the Council agreed a Transformation Strategy for Torbay's Town Centre. One element of that strategy included the delivery of a mixed use redevelopment at South Quay, Paignton Harbour, subject to approval by Council of a business case. The Transformation Strategy is based on and linked to the Economic Strategy, the Local Plan, Culture Strategy, Ports Masterplan, Destination Management Plan and emerging Neighbourhood Plan.
- 1.3 On 19 October 2017 the Council agreed to establish a £25m Town Centre Regeneration Programme Fund, to deliver five of the projects set out in the Transformation Strategy, one being the redevelopment of South Quay, Paignton Harbour. The details of each of the projects were appended to the main report as outline business cases, in order to give the Council comfort that the projects were viable, subject to further due diligence and approval of full business cases. The outline business case for South Quay, Paignton Harbour is attached to this report at Appendix 1.
- 1.4 The Council's decision on 19 October 2017 authorised work to procure a development partner, to produce more detailed designs and costs, to define the terms of a development partnership and to work with existing tenants that want to remain on South Quay.
- 1.5 The Council's decision on 19 October 2017 did not cover the terms of a development partnership. That is the purpose of this report, namely to set out the terms on which a development partner will be procured.

- 1.6 Since October 2017 the Council and TDA have:
- Devised a Procurement Strategy that would attract innovative developers with a track record in delivering high quality mixed use residential led development, leveraging in the requisite skills and resources.
  - Taken legal and procurement advice, to ensure the proposed development partnership approach is robust.
  - Worked with potential development partners to ensure the proposed process works for all parties.
  - Undertaken site survey work and taken legal advice on leases, covenants and other site specific matters.
  - Met with a range of local organisations to discuss the potential redevelopment.
- 1.7 The concept proposal is to redevelop South Quay Paignton and Roundham car park to provide a mix of uses, with commercial spaces at ground floor level and residential units above. The concept proposal illustrates what might be possible on the site. This now needs to be tested by an experienced, well-resourced development partner. That development partner, once selected, will work in partnership with the Council, complete further due diligence work and will generate development options. The Council will be presented with, and will be asked to make a decision on, a preferred development option, allowing it to assess the outcomes of development. The developer will be working at risk until the Council agrees to move forward with the preferred development option.
- 1.8 The Town Centre Regeneration Programme Board has reviewed a range of development options against the requirements:
- To retain and improve Paignton Harbour's offer;
  - To ensure the harbour becomes more of a destination;
  - To ensure there is sufficient space for the current businesses and sports uses that want to remain at the harbour;
  - Introducing a new uses to the mix such as restaurants and shops etc. An illustrative concept plan is included in Appendix 1.
- 1.9 The outline business plan (see Appendix 1) identified that the Council is not resourced to deal with the risks of developing mixed use residential led scheme and therefore should seek to secure a development partner to enable delivery at pace.
- 1.10 Discussion with property agents and soft market testing with investors / developers revealed that many of those developers / investors would not be interested in the project if the procurement of a development partner followed the full requirements of the Office of European Journal (OJEU). This is simply due to the time required to complete a full OJEU process. Subsequent procurement and legal advice has enabled the creation of a legally robust Procurement Strategy (Appendix 2), that requires the disposal of a long lease interest in order to attract requisite developer / investor interest and support. This is a much less time consuming process than the

full OJEU process and allows the Council to move forward at pace, with certainty and to obtain the clarity it needs on value.

- 1.11 The Council could, at this point, decide not to proceed with procurement of a development partner and, in effect, decide that there will be no redevelopment of South Quay. However, the Council has already committed significant resources to progress the project to its current position. There is no significant risk or cost to the Council in procuring a development partner, producing development options and assessing – at that point – the outcomes of a preferred development option. If the Council does not undertake this next stage in the project then it will not know what development options and outcomes are possible.

## **2. Reason for Proposal**

- 2.1 The proposal will allow the procurement of a development partner, on clear, robust terms and will allow the Council to assess and better understand the outcomes of mixed use redevelopment of South Quay, Paignton Harbour. Without the proposal the Council will not know what those outcomes could be.
- 2.2 The proposal will provide a development partner with some comfort and certainty, helping to reduce the cost and time risks associated with the first phase of work (to identify a preferred development solution).
- 2.3 The proposal allows the option for either party to withdraw from the partnership if it becomes evident, at the assessment of the preferred development solution stage, that a redevelopment will not deliver the outcomes required by either party.
- 2.4 The Council approval to this procurement route is now required before the site is marketed.

## **3. Recommendation(s) / Proposed Decision**

- 3.1 That the Council agrees to enter into a development partnership for the redevelopment of South Quay, Paignton Harbour and Roundham car park, on the basis of a long leasehold interest (between 125 – 250 years), with that appointment being made within 5 months of the Council's decision.
- 3.2 That the Council agrees the Development Partner Procurement process set out in Appendix 2 of the submitted report.
- 3.3 That a further report is presented to the Harbour Committee and Council, within 6 months from the date of appointment of a development partner, when a preferred development solution has been identified, such that the Council can assess the outcomes of such a solution and make a decision at that time about whether to proceed with the redevelopment and, if so, on exactly what terms (in accordance with the process set out in Appendix 2).

## **Appendices**

Appendix 1: Outline Business Plan

Appendix 2: Procurement Strategy

## Section 1: Background Information

### 1. What is the proposal / issue?

See also section 1 of the Outline Business Case (Appendix1).

Town Centre Regeneration is one of the Council's most important activities to enable the delivery of significant and successful regeneration of Torbay's town centres, as a key part of Torbay's overall growth and place making agenda. South Quay Paignton Harbour is identified as one of a number of projects to help deliver growth and change.

The Programme Board has reviewed a range of proposals for this site, concluding that a redevelopment scheme that includes Roundham Car Park is required to ensure viability.

A redevelopment proposal is likely to include improvements to the public realm around South Quay. It also complements the proposed re-use of the Harbour Lights restaurant.

Since the Outline Business Case (19 Oct 2107) was presented to Council recent legal and procurement advice has led to the creation of a robust Procurement Strategy (Appendix 2). This requires the disposal of a long leasehold interest in the site. The Councils Procurement Team and its advisors have approved this approach, whilst recognising a Full Business Case will be brought back to Council once the selected developer has worked up development options in partnership with the Council and a preferred development option has been identified.

### 2. What is the current situation?

See also section 2 of Outline Business Plan (Appendix 1).

Since October 2017 the Council and TDA have:

- Devised a Procurement Strategy that would attract innovative developers with a track record in delivering high quality mixed use residential led development, leveraging in the requisite skills and resources.
- Taken legal and procurement advice, to ensure the proposed development partnership approach is robust.
- Worked with potential development partners to ensure the proposed process works for all parties.
- Undertaken site survey work and taken legal advice on leases, covenants and other site specific matters.

	<ul style="list-style-type: none"> <li>• Met with a range of local organisations to discuss the potential redevelopment.</li> </ul> <p>Soft market testing has encouraged and revealed interest, from developers and investors, in this site. The proposed procurement process, to secure a development partner, has been informed by advice from those developers and investors, as well as by the Council's Procurement and legal advisers.</p>
<p><b>3.</b></p>	<p><b>What options have been considered?</b></p> <p>See also section 3 of Outline Business Plan (Appendix 1).</p> <p>A number of options have been considered, including a do nothing option and a smaller site area.</p> <p>The do nothing option is far less likely to result in the delivery of improved facilities that the sports and social clubs, and businesses, at South Quay have said they want to see.</p> <p>Since the Outline Business Case (19 Oct 2107) was presented to Council recent legal and procurement advice has led to the creation of a robust Procurement Strategy (Appendix 2). This requires the disposal of a long leasehold interest in the site. The Councils Procurement Team and its advisors have approved this approach, whilst recognising a Full Business Case will be brought back to Council once the selected developer and TDA team have worked up development options in more detail.</p> <p>The Council could, at this point, decide not to proceed with procurement of a development partner and, in effect, decide that there will be no redevelopment of South Quay. However, the Council has already committed significant resources to progress the project to its current position. There is no significant risk or cost to the Council in procuring a development partner, producing development options and assessing – at that point – the outcomes of a preferred development option. If the Council does not undertake this next stage in the project then it will not know what development options and outcomes are possible.</p>
<p><b>4.</b></p>	<p><b>How does this proposal support the ambitions, principles and delivery of the Corporate Plan?</b></p> <p>See section 4 of Outline Business Plan (Appendix 1).</p>
<p><b>5.</b></p>	<p><b>Who will be affected by this proposal and who do you need to consult with?</b></p> <p>See section 5 of Outline Business Plan (Appendix 1).</p>

	<p>Meetings have been held with tenants of the properties that would be removed as a result of redevelopment. Those meetings were generally positive, but usefully identified a number of issues that would need to be resolved as part of a redevelopment.</p> <p>Consultation meetings with Paignton Town Centre Community Partnership and with Paignton Chamber of Commerce have been positive and there is a good level of support from these organisations, with a clear message of “just get on with it”.</p> <p>Recent engagement with Paignton Harbour Users Group has indicated this Group is against the proposed redevelopment, wanting incremental improvements and minor changes to South Quay. It is evident that further engagement is needed, following the appointment of a development partner, to better understand the needs of tenants and users, but also to help tenants and users better understand the benefits a redevelopment could bring to the Harbour.</p>
<p><b>6.</b></p>	<p><b>How will you propose to consult?</b></p> <p>See section 6 of Outline Business Plan (Appendix 1).</p> <p>In addition to the consultations outlined in Appendix 1 the development partner, with the TDA / Council, would work with current tenants and end users as part of the next stage of feasibility and design work.</p>

<b>Section 2: Implications and Impact Assessment</b>	
<b>7.</b>	<p><b>What are the financial and legal implications?</b></p> <p>See section 7 of Outline Business Plan (Appendix 1).</p>
<b>8.</b>	<p><b>What are the risks?</b></p> <p>See section 8 of Outline Business Plan (Appendix 1).</p>
<b>9.</b>	<p><b>Public Services Value (Social Value) Act 2012</b></p> <p>A procurement exercise will be undertaken and a competitive tendering process followed to identify a suitable development partner.</p>
<b>10.</b>	<p><b>What are key findings from the consultation you have carried out?</b></p> <p>The Town Centre Regeneration team have met with a range of local organisations to discuss the potential redevelopment.</p> <p>Meetings with Paignton Town Centre Community Partnership and with Paignton Chamber of Commerce have been positive and there is a good level of support from these organisations, with a clear message “just get on with it”.</p> <p>The Paignton Harbour Users Group are against the proposed redevelopment, wanting incremental improvements and minor changes to South Quay.</p> <p>The Harbour Committee considered the proposal at its meeting on 2 May 2018 and supported the procurement of a development partner to identify a preferred and viable solution for the redevelopment of South Quay, Paignton Harbour and asked for a further report to be presented once details are available.</p>
<b>15</b>	<p><b>Identify the potential positive and negative impacts on specific groups</b></p> <p>See section 10 of the Outline Business Case in Appendix 1.</p>

### Appendix 1: Proposal to seek a development partner for a mixed use development at South Quay, Paignton Harbour

#### 1. Proposal and Introduction

- 1.1 On April 6 2017 the Council agreed a Transformation Strategy for Torbay's Town Centres, as an appendix to the 2013 – 2018 Economic Strategy, and the principles for delivery of that strategy. One element of that strategy included the delivery of a mixed use redevelopment at South Quay, Paignton Harbour, subject to approval by Council of a business case. This appendix sets out an outline business case, seeks support from the Council for a redevelopment that could include Roundham Car Park and to appoint a development partner for the redevelopment at South Quay, Paignton Harbour. The appointment of a development partner will allow a full business case, for a redevelopment proposal, to be presented to senior officers and the Town Centres Regeneration Programme Board in the next few months.
- 1.2 A number of plans and strategies, including the Council's Economic Strategy, Local Plan, the Ports Masterplan, emerging Destination Management Plan and emerging Paignton Neighbourhood Plan, recognise the need to improve Torbay as a destination and ensure Paignton Harbour becomes a better destination for visitors, residents and businesses.
- 1.3 Similarly, there is pressure in Torbay to provide more housing to meet increasing demand. This is recognised in the new Local Plan, which identifies sites and mechanisms to deliver new homes to meet Torbay's needs. The Local Plan identifies the development potential of this site to deliver new homes.
- 1.4 There are a number of existing tenants, of Council owned property at South Quay, including businesses, sports and social clubs. These provide value to the community and to the Harbour. The Council and TDA have met with each of those tenants, to ensure the needs of those tenants are reflected in any proposed redevelopment. Those meetings have been positive, with businesses and clubs supporting redevelopment in principle. A number of those businesses have already or plan to move away from Paignton Harbour; others wish to stay and are seeking better facilities than at present.
- 1.5 The Council's Town Centres Regeneration Programme Board has reviewed a range of development options against the town centres regeneration programme objectives. It has also assessed those options against the more specific requirements to retain and improve Paignton Harbour's offer; to ensure the Harbour becomes more of a destination; to ensure there is sufficient space for businesses and sports / social clubs that need the harbour location; and the potential for a redevelopment to contribute at least £250,000 towards other town centre regeneration projects in Paignton.
- 1.6 The Programme Board's preferred redevelopment option includes the provision of at least 1230 sq mts of commercial space, including business space, restaurant / café and shops and space for remaining sports / social clubs. The preferred redevelopment proposal necessarily includes 52 residential units, which includes the redevelopment of Roundham Car Park. The illustrative redevelopment scheme (attached) shows improvements to the public realm around South Quay. This is the



scheme that the Board wants to test with a development partner, as well as exploring opportunities – on and off site – for car parking provision to meet the needs of harbour users and a new development. Smaller redevelopment options, which exclude the car park, have been tested and are not considered to be viable.

1.7 The Council's Housing Company does not include a remit to build new homes and there is some risk, for the Council, associated with the construction and sale of new homes as part of this development. Consequently it is proposed that the Council seeks a development partner for this redevelopment. That partnership, and delivery of a redevelopment scheme, should be facilitated by options for the Council to:

- part fund a redevelopment, utilising part of the Town Centre Regeneration Programme Fund
- procure residential units within the development, perhaps via the Housing Company
- retain the commercial elements of the redevelopment,
- offer the option of a long lease (e.g. 127 year lease), including a maximum of 2 years in which to secure planning permission and commence the development.

1.8 Roundham Car Park provides for some business and storage space, at ground floor level, and 117 parking spaces at 1<sup>st</sup> and 2<sup>nd</sup> floor levels. The parking spaces generate £30,930 gross income per annum (according to 2014/15 data). There is around £32,000 work outstanding to manage / maintain the car park, according to the March 2012 conditions survey. The car park is used, on an annual basis, to less than 15% of its capacity. It is recognised that on some occasions, during Paignton Regatta for example, the car park is heavily used. The redevelopment proposals would result in loss of all public parking at Roundham Car Park, but this is necessary to deliver a viable redevelopment proposal. It is recognised that some parking is required to serve Paignton Harbour. Work with a development partner will include opportunities to secure on and off-site parking to serve the harbour.

1.9 Further work is needed, over the next few months, to procure a development partner, to produce more detailed designs and costs, to define the terms of a development partnership and to work with those existing tenants that want to remain on South Quay.

## **2. Reasons for Proposal**

2.1 The proposal is in accordance with the Council's Policy Framework including the Corporate Plan, Local Plan, Economic Strategy, the Transformation Strategy for Torbay's Town Centres, the Ports Masterplan, the Paignton Town Centre Masterplan SPD and the emerging Destination Management Plan.

2.2 The proposal will help transform Paignton's town centre and ensure Paignton Harbour is a better destination, as part of a wider place making agenda, which includes change and growth in Torbay.

2.3 The proposal will generate additional footfall and spend in Paignton Town Centre and sea front, with the knock on benefit of attracting further investment in the town centre.

2.4 The proposal will generate significant revenue income to the Council, to help support town centre regeneration.

## Appendices

Appendix 1a: Illustrative sketch drawings for the proposed redevelopment

<b>Section 1: Background Information</b>	
<b>1.</b>	<p><b>What is the proposal / issue?</b></p> <p>1.1 A mixed use redevelopment at South Quay, Paignton Harbour, is one of the priority / Phase 1 projects agreed by Council in its Transformation Strategy for Torbay's Town Centres. Such development is supported in principle by a range of plans and strategies, all of which have been subject to wide consultation and engagement.</p> <p>1.2 Pace and scale are critically important in the delivery of town centre regeneration. The Council has agreed (in April 2017) a strategy for transformation of Torbay's town centres, including a package of proposals for each town centre, to help deliver growth and change in accordance with the Economic Strategy, Culture Strategy, the Ports Masterplan, Destination Management Plan and Local Plan. This proposal is in accordance with those strategies. It is important to move forward with pace on the delivery of this project.</p> <p>1.3 The proposed redevelopment is sensitive, given its location and existing users. There is a need to achieve a balance between a viable redevelopment proposal, that is itself transformational, and meeting the needs of the harbour and its users.</p> <p>1.4 The Council's Town Centres Regeneration Programme Board has, over the last 12 months, reviewed a range of development options against the objectives of delivering successful town centre regeneration and generating income to the Council. It has also assessed those options against the more specific criteria to:</p> <ul style="list-style-type: none"> <li>• retain and improve Paignton Harbour's offer, for example by providing space for those social / sporting clubs that provide value to the community;</li> <li>• to ensure the Harbour becomes more of a destination, for example providing restaurant, retail and business space;</li> <li>• to ensure there is sufficient space for businesses and sports / social clubs that need a waterside location, such as the sailing, rowing and sea scout clubs; and</li> <li>• to deliver a viable redevelopment that can contribute at least £250,000 towards other town centre regeneration projects in Paignton.</li> </ul>

	<p>1.5 The Programme Board's preferred redevelopment option meets the requirements set out in paragraph 1.4 above. It includes the provision of at least 1230 sq mts of commercial space, including business space, restaurant / café and shops and space for remaining sports / social clubs. The preferred redevelopment proposal necessarily includes residential units, which includes the redevelopment of Roundham Car Park, to ensure the proposal is viable. The proposal includes improvements to the public realm around South Quay. It also complements the proposed re-use of the Harbour Lights restaurant.</p> <p>1.6 There are risks associated with the construction and sale of residential properties. The Council is not resourced to deal with these risks and the newly established housing company does not have the remit to build new homes. Consequently, the Council should seek a development partner that can work alongside the Council in reducing the risks of development and deliver, at pace, a successful redevelopment. However, the Council should also seek to retain a significant stake in the redevelopment – financially and physically – to help de-risk the project, ensure pace in delivery and to secure revenue income. The soft market testing of town centre regeneration projects, that took place at the end of 2016 and early 2017, showed considerable investor / developer interest in this site.</p> <p>1.7 Roundham Car Park is significantly underutilised, draws in relatively little in terms of income and has a backlog of repairs / maintenance relating primarily to weatherproofing. Use of the car park for development is critical to success of the redevelopment itself and to the generation of sufficient income to support other town centre regeneration projects. However, events – such as the regatta - based around the harbour and the success of a redevelopment that includes a restaurant do require some car parking provision. Consequently the successful delivery of this project should include provision of some car parking as part of the development and / or near the harbour.</p> <p>1.8 The illustrative redevelopment proposal, attached as appendix 1a, is based on survey information and a good understanding of the site. It illustrates what could be achieved at South Quay, but should not be considered as a formal development proposal. Further detailed site investigation work will be required, alongside refinement of the design and costs, to ensure a successful redevelopment. That work should be undertaken in conjunction with a development partner and will support a planning application.</p> <p>1.9 This report includes financial information and an impact assessment which shows the proposal is:</p> <ul style="list-style-type: none"> <li>• A commercially attractive proposition for the Council, in terms of income generation</li> </ul>
--	--

	<ul style="list-style-type: none"> <li>• An important project to support town centre regeneration, with no overall adverse impact on parking capacity</li> <li>• An important project that helps to deliver Council policy relating to the economy, planning and tourism.</li> <li>• Key to ensuring Paignton Harbour becomes a better destination in its own right.</li> </ul>
<p><b>2.</b></p>	<p><b>What is the current situation?</b></p> <p>2.1 The Council has approved (April 2017) a strategy for transformation of Torbay's town centres. The delivery of a mix use redevelopment at South Quay, Paignton Harbour, is part of that strategy.</p> <p>2.2 The site has been the subject of soft market testing, since October 2016, with significant investor / developer interest.</p> <p>2.3 Existing, Council owned buildings on the site generate just over £73,000 gross income in rents and rates. They provide accommodation for a range of clubs and businesses. Over the last few months meetings have been held with each tenant, to better understand their needs. A number of businesses, for example those processing sea food, have recently moved from the site. Others, such as the coastal rescue service, want to find a different location that better serve their business needs. One or two businesses, such as Birchell Marine, want to be part of any redevelopment and support the redevelopment proposals. The sports and social clubs have growing membership and provide excellent community orientated services. They need, for the most part, a waterside location and they would all like better facilities than they have at present. A successful redevelopment will allow such facilities to be provided.</p> <p>2.4 Roundham Car Park provides 117 parking spaces at 1<sup>st</sup> and 2<sup>nd</sup> floor levels. The parking spaces generate £30,930 gross income per annum (according to 2014/15 data). An ambitious 20% growth in car parking demand would result in income rising to £37,100. There is around £32,000 work outstanding to manage / maintain the car park, according to the March 2012 conditions survey. The car park is used, on an annual basis, to less than 15% of its capacity.</p> <p>2.5 The Town Centres Regeneration Programme Board has sought to ensure that development at South Quay is capable of contributing at least £250,000 to deliver other town centre projects. That option is still desirable, but the first objective is to secure a viable development. Revenue from this project towards other town centre regeneration projects would be administered in accordance with recommendations 3.3 and 3.4 of the main covering report.</p> <p>2.6 The proposed redevelopment scheme has been estimated, by a local, experienced agent, as being able to deliver £148,000 per annum in commercial rents. This is likely to deliver around £75,000 in rates income, depending on the nature of end users, some of which would be income to the Council.</p>

<p><b>3.</b></p>	<p><b>What options have been considered?</b></p> <p>3.1 A number of options have been considered for this site, as part of the work of the Town Centre Regeneration Programme Board. These include:</p> <ul style="list-style-type: none"> <li>• Do nothing – continued use of the buildings for various purposes land continued use of the car park. The Board is keen to ensure there is sufficient parking capacity to serve town centres, to support growth and regeneration. The Board recognises the importance of perception, by visitors and businesses, of a sufficient number of parking spaces. The Board is aware of the income generated from car parking, in this instance that gross income is around £31,000 per annum. However, the Board is also aware of significant capacity in a number of Council owned car parks serving town centres and the need to ‘sweat’ Council owned assets to achieve the objectives set out in paragraph 1.2 of the main report. Consequently the Council’s strategy for town centre transformation includes development on some Council owned assets, including South Quay, Paignton Harbour.</li> <li>• Smaller scale development – Smaller scale development options, which include around 30 – 40 residential units and exclude use of Roundham Car Park have been assessed. However, these options are either marginal or negative in terms of viability and would not provide sufficient income for a £250,000 contribution to Paignton town centre projects. Feedback from investors / developers during soft market testing was that, ideally, Roundham Car Park should be included in the redevelopment.</li> </ul> <p>3.2 The Town Centre Regeneration Programme Board has explored a number of delivery mechanisms for the site, including sale, a joint venture partnership for packages of sites and development partnerships for individual sites. In April 2017 the Council agreed that, as a first principle, the Council should seek to direct deliver development on its own sites. Direct delivery, by the Council, is much more attractive when there is a single, defined end user. It is less attractive when there are a significant range of end users, such as for a multi-unit residential scheme, and where there are uncertainties in the residential sales market. Consequently the Programme Board has proposed that this redevelopment proposal should be delivered by the Council and a development partner.</p>
<p><b>4.</b></p>	<p><b>How does this proposal support the ambitions, principles and delivery of the Corporate Plan 2015-19?</b></p> <p>4.1 Town Centre Regeneration supports the ambition of creating a Prosperous and Healthy Torbay with the creation of vibrant and attractive town centres identified as a specific action in the Delivery Plan for “Working towards a more prosperous Torbay”.</p>

	<p>4.2 The proposed delivery of a mixed use redevelopment on this site accords with the Council's Strategy for Transformation of Town Centres.</p>
<p><b>5.</b></p>	<p><b>Who will be affected by this proposal and who do you need to consult with?</b></p> <p>5.1 The proposals for this site will have a direct impact on the occupiers of buildings on the site and on adjoining land owners / residents. There will be ongoing engagement with existing occupiers of buildings on site, as part of the detailed design and costing process leading up to a development agreement and planning application. Local residents and businesses will be consulted as part of the formal planning process.</p> <p>5.2 The proposals for this site will have an indirect and positive impact on property owners, tenants and investors in Paignton Town Centre. There has already been widespread engagement with residents, businesses and other organisations – resulting in significant support for town centre regeneration, as expressed through the previous masterplanning processes and now being expressed in emerging Neighbourhood Plans.</p>
<p><b>6.</b></p>	<p><b>How will you propose to consult?</b></p> <p>6.1 The proposal for this site is included within the Council's Strategy for Transformation of Town Centres. The Strategy flows from the adopted Town Centre Masterplans for Torquay and Paignton, and the concept plan produced by the community for Brixham Town Centre. There has been a huge amount of community and business engagement on all those plans.</p> <p>6.2 There will be informal engagement, with a range of council services and partners, on more detailed design work as it progresses over the next few months, subject to Council support.</p> <p>6.3 As firm proposals emerge for the site these will be subject to further engagement and consultation, specifically in the build up to and as part of the formal planning process.</p>

## Section 2: Implications and Impact Assessment

### 7. What are the financial and legal implications?

#### Financial Implications

##### Rent and Rates Income

- 7.1 Existing, Council owned buildings on the site generate just over £73,000 gross income in rents and rates. They provide accommodation for a range of clubs and businesses.

##### Car Park Income

- 7.2 Roundham Car Park provides 117 parking spaces at 1<sup>st</sup> and 2<sup>nd</sup> floor levels. The parking spaces generate £30,930 gross income per annum (according to 2014/15 data), which would be lost as a result of development. An ambitious 20% growth in car parking demand would result in income rising to £37,100. There is around £32,000 work outstanding to manage / maintain the car park, according to the March 2012 conditions survey. The car park is used, on an annual basis, to less than 15% of its capacity.

##### Mixed use development

- 7.3 The proposed redevelopment scheme has been estimated, by a local, experience agent, as being able to deliver an initial rental income £148,000 per annum in commercial rents. This is likely to deliver around £75,000 in rates income, depending on the nature of end users, some of which would be income to the Council. Rental income will increase every 5 years.
- 7.4 The assessment of various development options included the testing of a loss of 60 parking spaces in Roundham Car Park. This showed that, even with the a 20% increase in demand for parking spaces, there would be a negligible impact on income. The £37,100 forecast under a 'no loss of parking' scenario would reduce to £36,500 under the 'loss of 60 spaces' scenario. This suggests that the re-provision of around 60 car parking spaces elsewhere, but close to the Harbour, will not only meet the demand for car parking but also maintain / improve car parking income levels.

##### Legal Implications

- 7.5 The TDA, acting on the Council's behalf, will ensure all proper procurement and legal requirements are followed in appointing consultants and contractors, including local labour supply, apprenticeships etc.

<p><b>8.</b></p>	<p><b>What are the risks?</b></p> <p>8.1 A full risk register will be produced as part of the project management process, if the Council supports the recommendations in this report.</p> <p>8.2 There are risks associated with seeking planning permission. It is a reasonably sensitive site, adjacent to listed buildings and close to the water. An inclusive design process will be followed, to reduce risks.</p> <p>8.3 There are risks associated with residential sales values. The use of a development partner will significantly reduce those risks to the Council.</p> <p>8.4 There are risks in relation to the timing and cost of construction. Financial support for the project from the Council, alongside the Council's retention of commercial space, will help secure delivery and reduce construction cost risks.</p>
<p><b>9.</b></p>	<p><b>Public Services Value (Social Value) Act 2012</b></p> <p>Not applicable.</p>

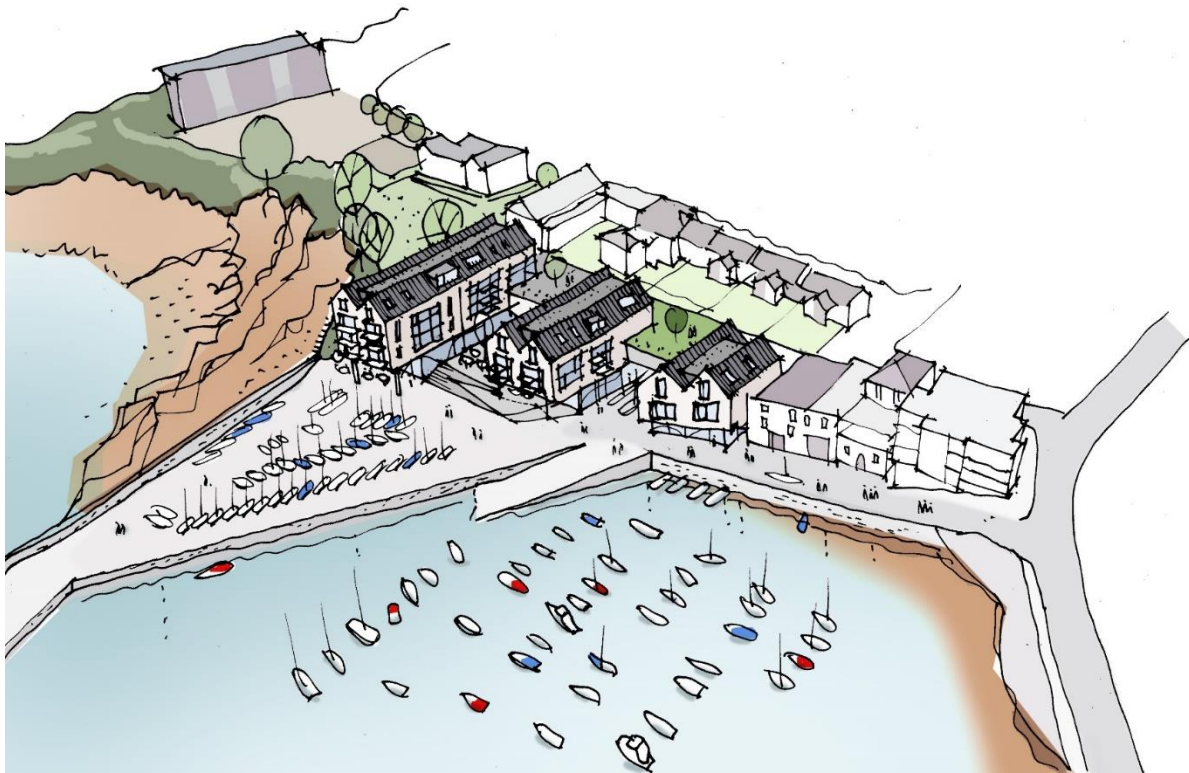


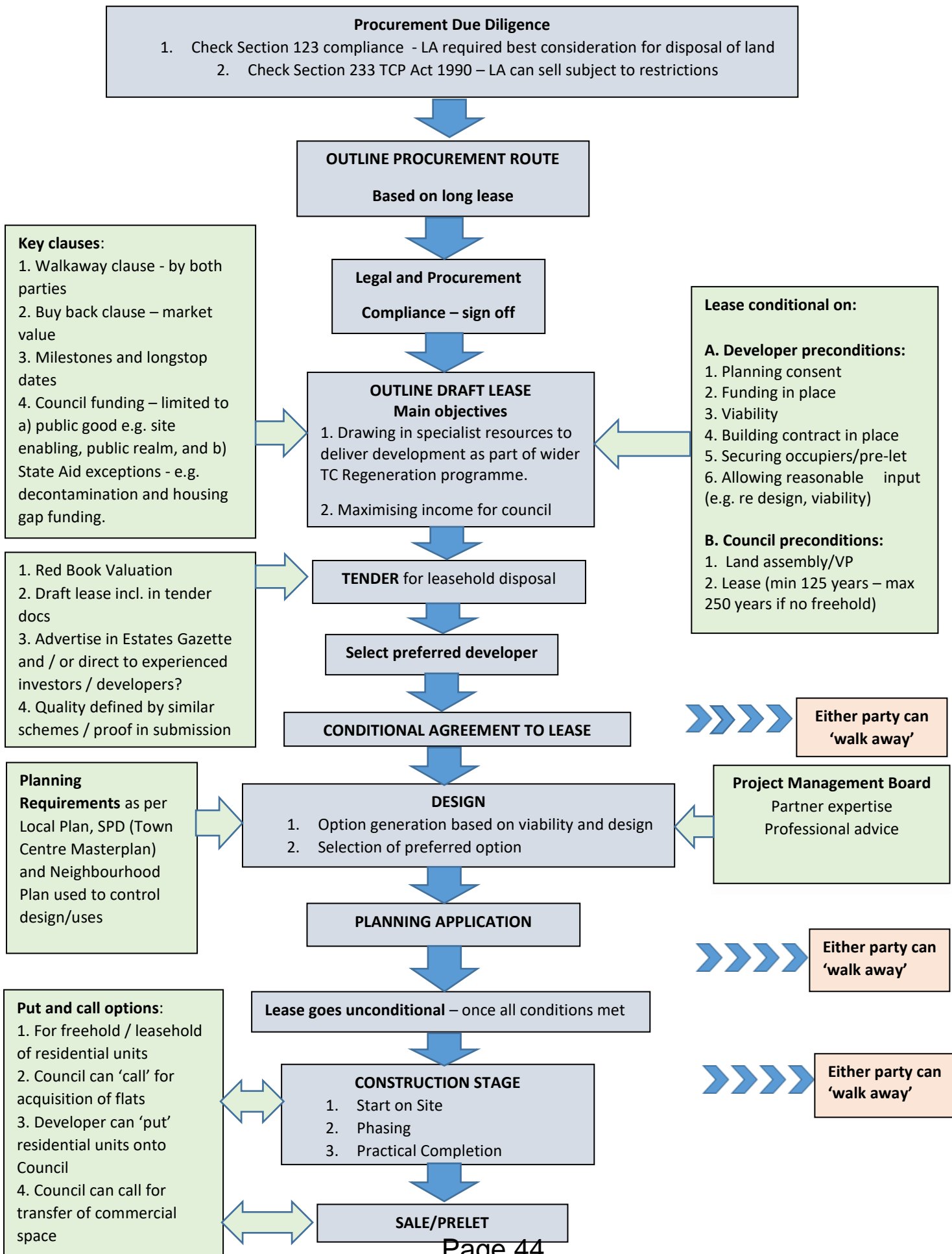
## Equality Impacts

10	Identify the potential positive and negative impacts on specific groups			
	Positive Impact	Negative Impact & Mitigating Actions	Neutral Impact	
Older or younger people	The economic and social benefits of town centre regeneration are significant and well evidenced such that it is envisaged that there will be a positive benefit for all residents and all those with protected characteristics.			
People with caring Responsibilities	As above			
People with a disability	As above			
Women or men	As above			
People who are black or from a minority ethnic background (BME) <i>(Please note Gypsies / Roma are within this community)</i>	As above			
Religion or belief (including lack of belief)	As above			
People who are lesbian, gay or bisexual	As above			
People who are transgendered	As above			

	People who are in a marriage or civil partnership	As above	
	Women who are pregnant / on maternity leave	As above	
	Socio-economic impacts (Including impact on child poverty issues and deprivation)	As above	
	Public Health impacts (How will your proposal impact on the general health of the population of Torbay)	Town centre regeneration will improve the economy of Torbay. Economic prosperity helps create healthier communities and by supporting regeneration projects we will be able to improve health inequalities which currently exist across Torbay.	
<b>14</b>	<b>Cumulative Impacts – Council wide</b> (proposed changes elsewhere which might worsen the impacts identified above)	Town centre regeneration will take account of proposals which are being put forward in relation to integrated transport and other regeneration projects and capital investments to ensure that a coherent approach is taken to creating a prosperous and healthy Torbay. This project will encourage and support investment in Torbay.	
<b>15</b>	<b>Cumulative Impacts – Other public services</b> (proposed changes elsewhere which might worsen the impacts identified above)	Town centre regeneration will take account of issues which positively impact of reducing the amount of crime and disorder therefore making our town centres safer and more attractive places for residents, workers and businesses.	

**Illustrative sketch drawings for the proposed redevelopment at South Quay, Paignton Harbour**







**Meeting:** Council

**Date:** 14 May 2018

**Wards Affected:** All

**Report Title:** Brixham Breakwater Improvements

**Is the decision a key decision?** Yes

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

**Executive Lead Contact Details:** The Elected Mayor, Gordon Oliver, Executive Lead for Assets and Finance, 01803 207001, [mayor@torbay.gov.uk](mailto:mayor@torbay.gov.uk)

**Supporting Officer Contact Details:** Kevin Mowat, Executive Head for Assets and Business Services, (01803) 208435, [kevin.mowat@torbay.gov.uk](mailto:kevin.mowat@torbay.gov.uk)

## 1. Proposal and Introduction

- 1.1 A number of previous engineering assessments of Brixham Breakwater have commented that its outer face is too smooth to dissipate wave energy, thereby increasing the risk of the breakwater being over-topped by large waves during severe weather. Compounding this, sea levels are expected to rise by 0.4m over the next 60 years as a result of climate change.
- 1.2 Council approval is sought to vary the Capital Plan in order to make the proposed improvements to Brixham Breakwater and to undertake repairs following winter storm damage.

## 2. Reason for Proposal

- 2.1 Improvement works are vital to ensure that Brixham Breakwater remains a fit for purpose sea defence structure in the longer term. Repairs to the extensive damage caused by storm 'Emma' are required to ensure that the breakwater provides protection in the immediate future. Brixham Breakwater acts as a sea defence and flood protection structure for the town, as well as the harbour and harbour estate.

## 3. Recommendation(s) / Proposed Decision

- 3.1 **That, the Head of Finance, in consultation with the elected Mayor, be asked to endorse and approve the application to the Marine Management Organisation (MMO) for a European Maritime and Fisheries Funding (EMFF) grant of up to £2m.**
- 3.2 **That, a variation to the Capital Plan of approximately £3.853m, to undertake capital works that will improve Brixham Breakwater, to be funded from EMFF external grant funding and Council funding from the capital major repairs and renewals budget, be approved.**

## Appendices

None

## Background Documents

None

<b>Section 1: Background Information</b>	
<b>1.</b>	<p><b>What is the proposal / issue?</b></p> <p>A number of previous engineering assessments of Brixham Breakwater have commented that its outer face is too smooth to dissipate wave energy, thereby increasing the risk of the breakwater being over-topped by large waves during severe weather. Compounding this, sea levels are expected to rise by 0.4m over the next 60 years as a result of climate change.</p> <p>Council approval is sought to vary the Capital Plan in order to make the proposed improvements to Brixham Breakwater and to undertake repairs following winter storm damage</p>
<b>2.</b>	<p><b>What is the current situation?</b></p> <p>The most efficient means of overcoming both these concerns is to emplace large boulders to the breakwater's outer face so as to form a 'rough' 3 dimensional surface area to dissipate wave energy, and to raise the overall height of the breakwater by 50cm. Initial estimates had calculated the likely cost for this project as being approximately £2.6m.</p> <p>An opportunity to fund this presented itself at the start of 2018 when the Marine Management Organisation (MMO) invited applications for EMFF grant funding up to £2m for projects which inter alia improved the fishing industry.</p> <p>With TDA assistance a bid was rapidly developed and submitted to the MMO. In parallel, a competitive tender process and procurement exercise was undertaken to identify a suitable contractor to carry out the works. The cheapest return was £3.853m, but this included approximately £400k contingency to de-risk potential cost escalation due to poor winter weather (based upon the assumption that the project would take place in autumn/winter) and an additional £450k for concrete spraying of the remainder of the breakwater's eastern face.</p> <p>The successful bid can be reduced by agreeing to commence the work in summer (obviating the £400k weather contingency money). Additionally the Environment Agency have indicated that they may provide £100k towards the project.</p> <p>The funding shortfall can be met from the capital major repairs and renewals budget using the delegated authority provided to the Executive Head of</p>

	Assets and Business Services to spend against this budget. (Council decision February 2016)
3.	<p><b>What options have been considered?</b></p> <p>To proceed with the proposed recommendations. This is the preferred option.</p> <p>The Council could decide not to recommend proceeding with the project and withdraw the EMFF application. This would not mitigate any of the identified risks and could easily lead to a reputational risk with the MMO such that it prejudices any future bids. This option is <b>not</b> recommended.</p> <p>The Council could decide to divert the anticipated insurance pay-out for the repairs to the inner face. This would almost certainly invalidate any future insurance claim on the basis that the asset had not been kept in an adequate material state but would fund the improvement project and allow approximately 1/3 of the repairs to be undertaken. This option is sub-optimal but could be considered.</p>
4.	<p><b>How does this proposal support the ambitions, principles and delivery of the Corporate Plan?</b></p> <p>By supporting the proposal Members are investing in a vital asset that would protect the natural beauty of Brixham, a key fishing port and tourist attraction, <i>“ensuring Torbay remains an attractive and safe place to live and visit”</i>.</p> <p>Brixham is the most significant fishing port in England &amp; Wales, based on the value of the catch landed. By supporting the improvement of key harbour infrastructure the Council will be <i>“Working towards a more prosperous Torbay”</i>.</p>
5.	<p><b>How does this proposal contribute towards the Council’s responsibilities as corporate parents?</b></p> <p>No obvious or direct contribution to the Council’s responsibilities as corporate parents.</p>
6.	<p><b>How does this proposal tackle deprivation?</b></p> <p>No obvious or direct link to tackling deprivation.</p>
7.	<p><b>Who will be affected by this proposal and who do you need to consult with?</b></p> <p>Whilst works are being undertaken there may be some disruption and restricted access to the breakwater area. The public and Harbour Users will be notified when such instances occur.</p>

8.	<b>How will you propose to consult?</b> Emails, social media and public notices.
----	---



## Section 2: Implications and Impact Assessment

<b>9.</b>	<b>What are the financial and legal implications?</b>  The marine insurance, covering the breakwater, could become invalid should the Council's insurer consider the works, or lack of works, to be inadequate to protect the breakwater structure.
<b>10.</b>	<b>What are the risks?</b>  There is a risk that the EMFF grant is not offered to the Council. This would make the project financially unviable.  There is a risk that the insurance cover for the breakwater will be invalidated if the underwriter decides that steps to protect the infrastructure have been inadequate i.e. these improvements/repair works are not undertaken.
<b>11.</b>	<b>Public Services Value (Social Value) Act 2012</b>  A procurement exercise has been undertaken and a competitive tendering process has identified a suitable contractor.
<b>12.</b>	<b>What evidence / data / research have you gathered in relation to this proposal?</b>  This work has been supported by a number of previous engineering assessments of the Brixham Breakwater structure.
<b>13.</b>	<b>What are key findings from the consultation you have carried out?</b>  No public consultation has been undertaken on these improvement/repair works as they are urgent, necessary and beneficial. Discussions have been held with the local Ward Councillors and the Brixham Council Town Clerk.  The Council as the Harbour Authority have a statutory duty to conserve, maintain and improve the harbour. As such the Council is a statutory undertaker and has the right to undertake these works.
<b>14.</b>	<b>Amendments to Proposal / Mitigating Actions</b>  None are proposed.

## Equality Impacts

15	Identify the potential positive and negative impacts on specific groups			
		Positive Impact	Negative Impact & Mitigating Actions	Neutral Impact
	Older or younger people			There is no differential impact
	People with caring Responsibilities			There is no differential impact
	People with a disability			There is no differential impact
	Women or men			There is no differential impact
	People who are black or from a minority ethnic background (BME) <i>(Please note Gypsies / Roma are within this community)</i>			There is no differential impact
	Religion or belief (including lack of belief)			There is no differential impact
	People who are lesbian, gay or bisexual			There is no differential impact
	People who are transgendered			There is no differential impact
	People who are in a marriage or civil partnership			There is no differential impact
	Women who are pregnant / on maternity leave			There is no differential impact

	Socio-economic impacts (Including impact on child poverty issues and deprivation)			There is no differential impact
	Public Health impacts (How will your proposal impact on the general health of the population of Torbay)			There is no differential impact
<b>16</b>	<b>Cumulative Impacts – Council wide</b> (proposed changes elsewhere which might worsen the impacts identified above)	There are no cumulative impacts identified.		
<b>17</b>	<b>Cumulative Impacts – Other public services</b> (proposed changes elsewhere which might worsen the impacts identified above)	There are no cumulative impacts identified.		



**Meeting:** Council

**Date:** 14 May 2018

**Wards Affected:** All Wards

**Report Title:** Torre Abbey Restoration Project – Phase 3 Heritage Lottery Fund Bid

**Is the decision a key decision?** Yes

**When does the decision need to be implemented?** 14 June 2018

**Executive Lead Contact Details:** Gordon Oliver, Mayor and Executive Lead Assets

**Supporting Officer Contact Details:** Kevin Mowat, Executive Head of Assets & Business Services, [kevin.mowat@torbay.gov.uk](mailto:kevin.mowat@torbay.gov.uk); Norma Paynton, Programme Manager, 01803 208697, [norma.paynton@tedcltd.com](mailto:norma.paynton@tedcltd.com)

---

## 1. Proposal and Introduction

- 1.1. This report seeks Council approval to submit a Phase 3 Bid to the Heritage Lottery Fund (HLF) on 14 June 2018 in respect of the Torre Abbey Restoration Programme.
- 1.2. In previous rounds the Council and the TDA have successfully obtained HLF funding in excess of £7m which has been matched with funding contributions from Torbay Council, the Friends of Torre Abbey (FOTA) and others to reach a total investment of £11m for the two earlier Phases of restoration and redevelopment (2006 ~ 2013).

## 2. Reason for Proposal

- 2.1 Having undertaken Torre Abbey Restoration Phases 1 and 2 it is clear, following liaison with Historic England and the HLF, that securing further Lottery funding is crucial if Torre Abbey is going to be in a position to benefit and contribute fully to Torbay's wider Great Places Scheme, a programme supported by the Arts Council and HLF, which develops culture and audience growth.
- 2.2 A successful Torre Abbey Restoration Phase 3 project will help to protect the Abbey, a scheduled monument, for the benefit of the local community and our visitors. The project would allow the Council to carry out urgent fabric repairs and improvement works to the Gatehouse, the west & east wings of the south range and the Spanish Barn. This HLF application also supports the Corporate Plan by helping to ensure that Torbay remains an attractive and safe place to live and visit, as well as being consistent with the Council's wider policy framework.

- 2.3 The Torre Abbey building complex was considered at risk when comprehensive repair scheme work commenced in 2005. Following the programme of work in 2006 and 2011 much of the fabric has been repaired and its condition secured for several decades to come. However, the poor state of the remaining elements of the building present a risk and ongoing liability and in these areas the assets continues to decline with rainwater leaking into the fabric.
- 2.4 Undertaking Phase 3 of the restoration/redevelopment programme at Torre Abbey will see the destination positioned as a premier heritage attraction in the South West and a vibrant cultural hub, encouraging wider audience participation and bringing new life into the historic venue. Improvements to the Abbey will also expand existing operations by upgrading and enhancing facilities, in turn augmenting opportunities for income generation and repeat visits to the venue. New and improved on site catering facilities will enable the Council to increase the number of events hosted on the site and the associated income. Proposals to enhance the landscape could remove physical barriers south of the main building, which could enable better access routes, provide for softer landscaping closer to the buildings and deliver greater interpretation of the wider Abbey complex through the landscape.
- 2.5 A Phase 3 restoration and investment project will protect at risk buildings and collections by completing urgent fabric repairs (circa £1.1m) and help protect the designated museum collections by preventing water entering the external fabric, which is exposed to the weather. Of particular concern are the elevations of the south-east and south-west wings, the north elevation of the west range, the gatehouse and the courtyard boundary walls. Also, comprehensive repair to the Spanish Barn roof structure is required. At the end of the restoration and redevelopment there will be a 15-year management and maintenance plan, which will help protect the fabric of Torre Abbey for the foreseeable future.

### **3. Recommendation(s) / Proposed Decision**

- 3.1 That the Executive Head of Assets and Business Services be authorised to submit a Heritage Lottery Fund (Round 1) application for £4.5m for Phase 3 of the Torre Abbey Restoration Programme as described in this report and appendices, to be submitted to the Heritage Lottery Fund by 14 June 2018
- 3.2 That the Council agrees to borrow up to £1.15m to provide the financial commitment outlined in the submitted report and required for submission of the Heritage Lottery Fund (Round 1) application for £4.5m indicated in 3.1 above.

#### **Appendices:**

Appendix 1 Torre Abbey Phase 3 - Draft Business Case (January 2018)

#### **Background Documents**

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

Torre Abbey Phase 3 - Draft Activity Plan

Torre Abbey Phase 3 - Project Risk & Issues Register

## Section 1: Background Information

1.

### What is the proposal / issue?

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

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

Exposure of this history, and its interpretation, will be a vital part of the landscape work in this 3rd phase of redevelopment, especially the proposal to reconnect the Abbey with its wider setting towards the seafront.

The Abbey re-opened to the public in July 2013 at the end of the 2nd phase of redevelopment. At the time of re-opening it was identified that further work to the fabric of the building (repairing the elevations of the south-east and south west wings; north elevation of the west range; gatehouse and courtyard boundary walls) would be required and ongoing deterioration was a concern. It was suggested by Torbay Council, that the underspend of £60k from Phase 2, be put towards funding a project team for a further HLF Round 1 bid in the anticipation of obtaining a successful pass onto the HLF Round 2 development phase. The TDA with its track record of success was given the go ahead to pull this work together with support from Torbay Council's client officers.

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

A recent meeting with HLF (15<sup>th</sup> March 2018) once again encouraged the Council to submit an application and they reiterated the importance of submitting that application by the 14<sup>th</sup> June 2018 before fundamental changes to the HLF funding process take place in 2019, which will reduce the availability of HLF funding in future years. Therefore, the timing of submitting a final HLF bid is now.

At the HLF meeting in March the project team were encouraged to re-visit an earlier draft HLF bid to make the links stronger with the Great Places

Scheme, which is 50% funded and monitored by HLF, so it intended to align the final bid application with this advice. It was also suggested by HLF that the Round 1 bid should also capture the 'Now is the Time' initiative. The proposals in this report present the Council with the perfect opportunity to implement the final phase of the Torre Abbey redevelopment set against the context of these wider initiatives in the Bay.

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

If successful with the HLF Round 1 bid application the Phase 3 HLF funding bid of £4.5m will complete the final phase of a 3 - Phased redevelopment programme and it will also improve commercial opportunities at the Abbey, which will help with the ongoing operating costs.

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

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

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

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

- Introduction of a new permanent café in Courtyard 3 and new seating area (incorporating the current temporary café kitchen area) – opening up the gate at the north end of the courtyard increasing visitor footfall as it becomes accessible beside the main visitor entrance.

	<ul style="list-style-type: none"> <li>• Introduction of a new service building to provide ‘back of house’ facilities for revenue generating events in the Spanish Barn.</li> <li>• Introduction of a new storage facility to support events held in the Spanish Barn.</li> <li>• Introduction of a new mobile serviced ‘pod’ within the Spanish Barn as servery/bar/reception/display.</li> <li>• Construction of various features within the gardens north of the Abbey, including a new access from the east, a viewing platform and new garden building on the site of the former peach house.</li> <li>• Clearer interpretation.</li> <li>• Introduction of a glazed internal lobby within the front room at ground floor, south elevation, to improve draft proofing when the south door is used for events.</li> <li>• Introduction of a new pathway from the seafront leading up to the Abbey, this new access path to the Abbey precinct will travel from a symmetrically placed path and viewing point to the slot running alongside the tithe barn, bringing visitors to the gatehouse and a logical route to the west entrance to the Abbey. This allows an experience of the Georgian landscape and the south façade. Small new groups of planting amplify the symmetry and Arcadian quality of the park area, and the good 19th century estate railings used around the pitch and putt area will be repaired to make the boundary to the west side.</li> </ul> <p>(See Appendix 1 for the Torre Abbey Phase 3 - Draft Business Case)</p>
<p><b>2.</b></p>	<p><b>What is the current situation?</b></p> <p>Within the Council’s Corporate Plan (page 28) and within the Council’s Economic Strategy 2013 ~ 18 (page 44) there are references to ‘<i>Where we aim to be by 2019</i>’ where it states that ‘<i>we will explore HLF bids for further restoration of Torre Abbey together with other methods of increasing visitor numbers and income</i>’. As a result of these references and previous approvals a project team was established to develop the stage 1 HLF bid.</p> <p>On the 11th June 2015 a decision was made by the Executive Director of Operations &amp; Finance, in consultation with the Mayor and Group Leaders, to instruct the TDA to manage the HLF bid process on behalf of the Council. This instruction was followed with a decision by the Mayor on 15th March 2016 and a confirmation email from the lead officer to the TDA dated 10th April 2017.</p> <p>Torre Abbey is suffering quite badly with water ingress on the two south wings as a result of cracked lime render and badly fitting windows. This causes a huge risk to the museum collections and the regionally important art collections being the third largest art collection in Devon (after those of Exeter &amp; Plymouth museums). Nationally important works, such as William Holman</p>



Hunt and Sir Edward Coley Burne-Jones along with beautiful sculptures, plaster casts and drawings by Frederick Thrupp (the largest collection of Victorian Thrupp works to have survived) are at risk.

Failure to make these essential improvements to the external fabric of the building to ensure the building remains weather resistant and protect the internal works of art, furnishings and archaeological finds will impact on the Abbey's re-accreditation for Museum status and ultimately have a knock on adverse effect on visitor numbers. Undertaking the Phase 3 works will protect at risk buildings and collections by completing urgent fabric repairs (circa£1.1m) and protect the designated museum collections.

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

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

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

Improving visibility of Torre Abbey from the seaward side by introducing a new access path, and careful tree management, will improve linkages with the main thoroughfare across the seafront area which will in turn improve footfall. Proposals to re-design, relocate or remove of the existing 20<sup>th</sup> century

pitch and putt facility would enhance the setting of the Abbey and Spanish Barn and re-establishing the external levels will open up the landscape down to the seafront. There will be different opinions regarding the impact of the pitch and putt facility on the surrounding area but the heritage view is that the course has scarred the outlook to and from the Abbey on the seaward side and that it hinders easy access. It would be possible to re-use of the existing estate fencing and re-establish the Abbey's connection with its southern grounds and provide greater opportunities for further interpretation within this newly created park area to reveal more about the site's complex history.

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

### **Programme**

Submit HLF Round 1 Bid for Phase 3	June 2018
HLF Board Decision on Round 1 Application	September 2018
Submit Planning Application	April 2019
Round 2 Application to HLF	September 2019
HLF Board Decision on Round 2 Application	December 2019
Tender process for main contractor	January 2020
Works start on site	February 2020
Handover to Abbey operations team	March 2021

### **Costs**

The costs for the scheme have been estimated at: £4,491,676 (excluding VAT but including all fees)

The costs will be funded by:

HLF bid	£ 3,368,757	(75%)
Torbay Council	£ 822,169	
Other funders – FOTA, etc.	£ 300,750	

To help secure the funding it is important to the funding body (HLF) that the Council is clearly willing and able to underwrite any shortfall in the matched funding element of the package, as well as its stand-alone contribution. Therefore, the Council need to approve a maximum contribution of £1,122,919 (£822,169 + £300,750). A concerted effort will be made to obtain funding from appropriate 3<sup>rd</sup> parties in order to reduce the Council's risk in this respect.

<p>3.</p>	<p><b>What options have been considered?</b></p> <p>The following options were considered in arriving at this proposal:</p> <ul style="list-style-type: none"> <li>• <b>To abort</b> the concept of obtaining further investment in Torre Abbey through significant HLF funding to complete the final phase of the redevelopment programme, which would conserve the asset and protect at risk buildings – <b>this was discounted</b> due to the huge risk to the fabric of the historic building exacerbated by water ingress that is ongoing.</li> <li>• <b>To proceed</b> in line with the original 3 Phased Programme of redevelopment that was outlined in the original HLF Phase 1 bid and further discussions held with the Council and during various Council/ MEG meetings – <b>this is the preferred option</b> to protect the investment made to-date on the Torre Abbey complex and to obtain further HLF support to complete the objectives postponed from previous phases. This will help greatly to conserve the historic fabric and halt further serious deterioration. Agreeing to proceed at this time will also lessen the risk to the Council because June 2018 represents the final opportunity to submit a bid for HLF funding before the expected changes to HLF funding in 2019, which is expected to result in an overall reduction to available HLF funding. Bidding at this time also provides the Council with the opportunity to have stronger links with the Great Places Scheme, which is 50% funded and monitored by HLF.</li> <li>• <b>To proceed with a recognised heritage partner.</b> This option is being pursued and will continue to be investigated. Obvious partners could include the National Trust, the Landmark Trust and the Heritage Trust. A successful HLF Round 1 bid will lead into a Round 2 submission and it is at this stage of the process that any future partner organisation will need to be identified and confirmed with the HLF but could then become pivotal to the ongoing development of the project and ultimately the success or otherwise of the final bid for funding.</li> </ul>
<p>4.</p>	<p><b>How does this proposal support the ambitions, principles and delivery of the Corporate Plan?</b></p> <p>The Council's Corporate Plan ambitions for ensuring Torbay remains an attractive and safe place to live and visit, states on page 28, it will explore HLF funding to further restore Torre Abbey to increase visitor numbers and income.</p> <p>Prosperous and Healthy Torbay with its core principles will provide attractive, safe spaces and this wonderful Torre Abbey asset helps to deliver those principles, we can encourage our communities to make the most of where they live.</p>

	<p>'Now is the time' is a locally led initiative with Leaders from across Torbay and includes Torbay Business Forum, the Community Development Trust, Torbay Culture Board, South Devon NHS Foundation Trust , the TDA and Torbay Council along with many others coming together to combine their forces to achieve greater success through partnership working, with Torbay speaking with a single voice. The partnership called 'Torbay Together' will help deliver the vision for Torbay creating opportunities for everyone who lives, works and enjoys being here.</p> <p>The timing of the project is critical if Torbay Council wants to benefit from HLF funding to protect at risk buildings and collections by completing urgent fabric repairs (circa £1.1m). This scheme also allows the Council to work closely with Torbay's wider Great Place Scheme and the aspiration of these Phase 3 works is to make the Abbey the 'Cultural Hub' for Torbay, which aligns with the strategic direction and thinking behind the Great Place Scheme.</p> <p>These proposals present the perfect opportunity to implement the final phase of the Abbey restoration set against these wider initiatives of the Bay.</p> <p>During Phase 3 and thereafter the Council's aim is to encourage more partnership working and to use more integrated approaches with those partners to deliver a broad cultural offer to both locals and tourists. For instance, working more closely with South Devon College and Plymouth &amp; Exeter Universities to promote the Abbey and its offer. It is important that the Council builds on the significant expertise and knowledge that is emerging from the Arts, Health &amp; Well-being agenda in Torbay by working closely with the appropriate council officers so that the Council can encourage more visitors to walk to the Abbey, to use public transport, including use of the land-train service.</p> <p>Another aim of this project is to strengthen Torre Abbey as a business unit in order to achieve long term sustainability.</p>
<p><b>5.</b></p>	<p><b>How does this proposal contribute towards the Council's responsibilities as corporate parents?</b></p> <p>This proposal has no direct link to the Council's responsibilities as corporate parents other than to improve the quality of life for residents and visitors to Torbay, a good percentage of those being children.</p> <p>Also, if the Council is successful in obtaining HLF funding it will help the Council to maintain its museum accreditation, protect at risk buildings and collections by completing urgent fabric repairs.</p>

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

**8.**

**How will you propose to consult?**

Consultation has already commenced with a briefing to invited local stakeholders followed by circulation of the associated briefing paper. Some concerns were raised regarding the proposal to remove the existing pitch and putt facility. It is important to note that this report and the associated recommendations will not commit the Council to every aspect of the proposals as currently drafted. It is therefore appropriate to explore all options that might mitigate against these concerns during the next round of the bidding process.

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

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

## Section 2: Implications and Impact Assessment

### 9. What are the financial and legal implications?

The Council is being asked to provide £822,919 as a capital contribution to the proposed HLF bid and to underwrite the risk of a further contribution of £300,750 from other funding bodies. This represents a total financial commitment of circa £1.13m but would be at least £822,919.

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

In recommendation 3.2 above the Council is asked to borrow up to £1.15m to provide the financial commitment outlined in this report and required for submission of the Heritage Lottery Fund (Round 1) application for £4.5m indicated in recommendation 3.1. This financial commitment will be met through prudential borrowing and the estimated cost of borrowing is £67,000 per annum over the term of the loan. The £67,000 revenue costs will be funded by the Torre Abbey business unit service budget, which is forecast to reach an improved position following the restoration and improvement works, with additional income generated through increased visitor numbers and a greater ability to host events, weddings, etc.

The Torre Abbey buildings have a £1.1m repairs and maintenance liability that will be resolved if the HLF bid is successful and the Phase 3 restoration goes ahead.

### 10. What are the risks?

A Risk & Issues Register has been created as part of the project management process. This register gives an indicative overview of the risks and it highlights the appropriate mitigations. The high-level risks (Red) for the Financial & Programme sections are extracted below:

- There may be a lack of resource (funds, time or people) to complete the HLF bid process effectively.
- Council support may not be forthcoming for the HLF Phase 3 bid process or the associated financial commitment.
- Market failure to provide quotations causes time delays.
- The project may fail to establish financial parameters (capital, revenue) and the scheme may be subject to funding rejection if the programme is not outlined adequately.

	<ul style="list-style-type: none"> <li>• Increase in commodity prices will result in higher costs.</li> <li>• Uncertain ground conditions could delay the programme resulting in higher costs.</li> <li>• On site security could cause a delay to the programme and subsequently costs</li> <li>• The successful contractor's tender price is pitched too low and they seek claims to justify their financial position, leading to budget pressures and time delays.</li> <li>• Construction inflation calculations may be inadequate and the project costs go over budget.</li> </ul> <p>Upon successful support from Council for the HLF bidding submission and if subsequently the HLF approve the Round 1 pass the appointed Project Manager will manage the Risk &amp; Issues Register thereafter ensuring risks are mitigated, managed and closed off as necessary.</p>
11.	<p><b>Public Services Value (Social Value) Act 2012</b></p> <p>It will be necessary to procure the main contractor, professional team, (Architectural; Quality Assurance; Project Management; M&amp;E, Structural, etc.), as well as any other suppliers, in line with appropriate regulations. Torbay Council's financial regulations, contract &amp; standing orders and European procurement rules will apply.</p>
12.	<p><b>What evidence / data / research have you gathered in relation to this proposal?</b></p> <p>We have referred to the following documents:</p> <p>Torre Abbey 1<sup>st</sup> Phase HLF Business Plan  Previous Torre Abbey Phase 2 bid application  Torbay Corporate Plan  Torbay Economic Strategy  Torre Abbey Management Plan  Condition Survey for Torre Abbey &amp; Spanish Barn – structural surveys have been undertaken to assess the repair obligations at Torre Abbey.</p>
13.	<p><b>What are key findings from the consultation you have carried out?</b></p> <p>Following a recent stakeholder briefing there was general support for the main aims of the Phase 3 restoration project. Some concerns were raised regarding the proposal to remove the existing pitch and putt facility.</p> <p>Positive support for the plans has already been received from the Friends of Torre Abbey. Upon a successful HLF Round 1 application the Council will produce a Communication Plan outlining what further consultation will be undertaken during the development &amp; delivery stage, including the media that will be used and the timescales.</p>



<b>14.</b>	<b>Amendments to Proposal / Mitigating Actions</b>  No amendments to the proposals or mitigating actions have resulted from the consultation.  It is important to note that this report and the associated recommendations will not commit the Council to every aspect of the proposals as currently drafted. It is therefore appropriate to explore all options that might mitigate against the concerns regarding the pitch & putt facility during the next round of the bidding process.
------------	---

## Equality Impacts

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

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

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

## Draft Business Case

Torre Abbey, Phase 3: January 2018

---



---

<b>1</b>	<b>Summary</b>	<b>4</b>
1.1	<i>Introduction</i>	4
1.2	<i>Torre Abbey, Phase 3</i>	4
1.3	<i>Strategic Fit</i>	5
1.4	<i>The Market</i>	6
1.5	<i>Governance and staffing</i>	8
1.6	<i>Scope of the Project</i>	8
1.7	<i>Financial Appraisal</i>	9
<b>2</b>	<b>Vision, Scope and Strategic Fit</b>	<b>12</b>
2.1	<i>Background</i>	12
2.2	<i>Vision</i>	12
2.3	<i>Scope of the project</i>	13
2.4	<i>The policy and operating environments</i>	14
2.5	<i>Implications: what does this mean for the project?</i>	18
<b>3</b>	<b>Existing Services</b>	<b>19</b>
3.1	<i>Introduction</i>	19
3.2	<i>The Current Offer</i>	21
<b>4</b>	<b>Market Assessment</b>	<b>31</b>
4.1	<i>Current Visitors and Users</i>	31
4.2	<i>The National Picture</i>	34
4.3	<i>The Torbay Market</i>	35
4.4	<i>The Visitor Market</i>	39
4.5	<i>Education Market</i>	40
4.6	<i>Review of the weddings market</i>	40
4.7	<i>Review of conference / hires market</i>	41
4.8	<i>Implications: what does this mean for the project</i>	45
<b>5</b>	<b>Governance and Staffing</b>	<b>47</b>
<b>6</b>	<b>Scope of the Project</b>	<b>48</b>
6.1	<i>The Capital Scheme</i>	48
6.2	<i>Activities</i>	54

---

<b>7</b>	<b>Financial Appraisal</b>	<b>55</b>
7.1	<i>Overall Assumptions</i>	55
<b>8</b>	<b>Sensitivity and Scenarios analyses</b>	<b>59</b>
8.1	<i>Sensitivity Analysis</i>	59

draft

# 1 Summary

## 1.1 Introduction

This chapter summarises the findings and conclusions from the Business Case report.

## 1.2 Torre Abbey, Phase 3

### 1.2.1 Vision

On completion, this project will see Torre Abbey positioned as a premier heritage attraction and a vibrant cultural hub, encouraging wider audience participation and bringing new life into the historic venue. The project will improve the landscaping, visibility in terms of the vista to the seafront and enhance current entrances, and improve access.

Of direct relevance to this business case is a programme of work to improve the commercialisation opportunities of the abbey by building a facilities annex adjacent to the Spanish Barn; improving the current kitchen facilities for Torre Abbey café; increasing the number of covers serviced as well as introducing heating to the Spanish Barn itself, to help with accommodating larger numbers at events and weddings.

### 1.2.2 Scope

The project will:

- Protect at-risk buildings and collections
- Contribute to the financial sustainability of the operation through greater commercialisation of the abbey
- Contribute to the regeneration of the local area through improved public access from the seafront
- Position the abbey as the cultural hub of the bay

The capital scheme includes 97m<sup>2</sup> of new space in the form of a new service building (to service the Tithe Barn), designed to maximise income generating opportunities. Central to the scheme is the restoration of the Gatehouse, south-west and south-east wings, north end of West Range and Spanish Barn; remaining access improvements: new paths, & landscape restoration.

A programme of activities will enable Torre Abbey to satisfy the interests of a wide range of audiences. A Marketing Plan will support the Round 2 Business Plan and demonstrate the action required to reach



the project's core audiences (reference Section 4.7), namely:

- ABC1 families
- ABC1 older / retired adult couples
- ABC1 younger adults, social groupings
- Local C2DE families with primary school age children (*Trips and Treats* segment)
- Local C2DE adults (*Home & Heritage* segment)

Within this, the visitor market focus should be on the 'day trips' and short breaks sectors, predominately targeting ABC1 families and ABC1 older / retired adult couples.

The home market approach will focus hard on selling membership across all audiences.

In terms of audiences who are not currently engaged with Torre Abbey, or heritage in general, activities, to be tested at the Development Phase, will ensure that the Activity Plan target audiences have learned about the heritage that is specific to Torre Abbey and developed relevant skills.

Proposed target audiences for Activity Planning:

- Lower income families from target Torbay neighbourhoods
- Pupils with special needs; Primary and Secondary
- Children in Care and Young Leavers
- Young people 16+ in full time study: focus on creative industries study
- Young people 16+ out of full time study: focus on wider employability skills
- Older people: with a focus on those with additional health needs

The outline and context of the approach is detailed in Activity Plan Outline, Torre Abbey.

The intention is to work in close partnership with Torbay Culture Board, through the delivery of the Great Place Scheme. New partnerships will be fostered with organisations that support the target audiences such as South Devon College, Princes Trust and Torbay Community Development Trust. Volunteer development will underpin the Activity Plan.

### 1.3 Strategic Fit

Torbay Council is an ambitious local authority that recognises the value of culture as a driver for change. Continued investment in Torre Abbey supports this aspiration and is central to Torbay's cultural development plans. This project demonstrates excellent strategic fit with prevailing local plans such as the Council's Corporate Plan and Torbay Economic Strategy, regional and national plans.

Key findings include:

- Investment in high quality visitor destination product and services, to match the needs of the growing visitor market, is a direct match to national, regional and local strategic visitor market development plans.
- Investment in quality programming and creative practice that fosters real engagement with, and benefits to local communities, aligns well with Torbay's Council's Corporate Plan ambitions for ensuring Torbay remains an attractive and safe place to live and its desire to see Torbay's many natural assets, such as Torre Abbey, brought to life throughout the year. This is delivered via the Cultural Strategy, overseen by Torbay Culture Board.
- As an endorsement of the strategic value of the Cultural Strategy, Torbay has recently been successful in its bid to the Great Place Scheme (HLF and ACE funding).
- Placing Torre Abbey at the heart of Great Place Scheme delivery demonstrates very strong strategic and marketing 'fit' and maximises the instrumental value of cultural engagement for community well-being.
- Investment in a sustainable volunteer infrastructure through ACE's Resilience funding provides a robust platform for volunteer development.

## 1.4 The Market

Section 4 concludes with a set of implications from the market assessment findings. They include:

- The strategic context and direction is set out very clearly within Torre Abbey's Forward Plan 2014 -2019, and is supported by the Audience Development Plan and subsequent work delivered by Wonder Associates.
- The current Torre Abbey 'offer' is comprehensive and well received, with a strong programme of events which animates the venue and grounds. An implication of these findings is the need for clear senior management responsibility for cultural programming balance and demand for hire space; to ensure both commercial hire and public programme development targets are met.
- The formal learning and informal learning offer is underdeveloped, with real market opportunity for growth and reach to the widest range of communities. Investment through the Activity Plan that supports this project will enable Torre Abbey to progress further in this area.
- Volunteer development has been the focus of recent investment via the Resilience-funded Growing Museums initiative. The implication is the strategic need for the work to be sustained and developed to suit the exact needs of Torre Abbey, through the delivery of the Activity Plan.

- Overall, the national market for heritage and museums is buoyant and although the demography of Torbay's home market catchment is less 'heritage friendly' when compared to the national profile of heritage attenders, the catchment area population is high. Thus, setting a target to balance home market and visitor market creates real opportunity for market penetration.
- Findings demonstrate an increase in the short break market which brings the opportunity to target older more affluent couples who have a higher level of engagement with museums, heritage and arts. In addition, the very high volume of day trips made to Torbay is a valuable market sector with professional families, older couples and intergenerational groups resident or visiting within the catchment area beyond the immediate Torbay area.
- Building a core audience from the local market creates a strong foundation of support for events and activity programming, widens engagement with heritage and the visual arts, and encourages regular visits with potential income generation from secondary spend. The 1196 Club (annual membership club) is a key marketing tool for this market development.
- Reflecting on the segmentation research findings, core communication and programming must appeal to the local market, as such reaching lower income families and older people, who currently have limited engagement with heritage and the arts.
- The brief analysis of the weddings and conference booking market demonstrates that Torre Abbey is a popular venue for hires, and that the market for both sectors is growing. Enhanced and better equipped space within Torre Abbey will be beneficial to achieving this aim.



The Spanish Barn set up for weddings.

## 1.5 Governance and staffing

Section 5 considers the current staffing and governance arrangements. Future staffing and governance needs will be considered in detail in the Development Phase

## 1.6 Scope of the Project

Section 6 details the capital scheme under the following headings:



The frontage of Torre Abbey.

**Enhancing arrival:** creating a greater sense of arrival from the seafront, re-establishing the abbey's connection with its southern grounds, revealing more of its complex history thus creating improved opportunities for site specific interpretation.

**Gatehouse:** repairs to the gatehouse and new paths created whereby the sense of arrival will be enhanced through careful uncovering of original cobbled surfacing around the entrance gates.

**Chapel, North Wall:** removal and repair work

**Ruins:** Comprehensive repair of much of the abbey's ruins was undertaken in the previous capital phase, with the focus on the cloister walk and chapterhouse wall. The sense of the ruined abbey however is somewhat elusive, and this phase of work seeks to address further expression of the lost form.

**Tithe barn:** Current facilities within the barn are inadequate for the required purpose and impede the presentation of the barn as an historic asset. The tithe barn is Grade 1 listed and is a scheduled ancient monument making upgrade of facilities within the barn difficult. Given the many restrictions relating to the ancient building, the provision of cooking facilities within the tithe barn has been discounted. This is due to the various complexities of the service requirements of accommodating such a use in this sensitive space (power, ventilation, water supplies and drainage). On this basis, it has generally been

agreed that new facilities should be located outside of the tithe barn, in a dedicated new building that can be more readily serviced (see below). Removing existing facilities from the barn and locating them in a new adjacent building, will open up more of the existing building for use in functions and vastly improve its appearance internally, increasing its appeal, flexibility and its capacity as a lettable venue.

**Support facilities:** Key to the success of the barn as a function space is the improvement of its supporting facilities. Catering facilities within the new building are, at this stage, proposed for flexibility and sized to accommodate generous 'white space' for external caterers for use as a finishing kitchen (without cooking facilities), or a new 'base' kitchen to serve satellite 'pop-up' facilities across the site. This will formalise the current arrangement for outside caterers. In addition to kitchen facilities, office and staff space including a WC are to be provided. Additionally, new ample WC facilities are to be provided to serve the barn permanently. These are of a scale to generously serve a wedding, and also cope with potential large numbers at conferences or theatrical events.

**Landscape work – formal gardens:** Within the formal gardens, various elements are proposed to augment existing provision and provide flexibility to accommodate other cultural events. This includes new access, pathways and a platform providing a versatile space which could allow temporary cover for outdoor civil ceremonies, a platform for viewing events and the abbey complex, and for photography within the ruins.

## 1.7 Financial Appraisal

The financial analysis for the delivery of the Torre Abbey operation during and after the Phase 3 project is outlined at this stage and gives broad indicators for income and expenditure. It is based primarily on the outturn of 2016/17 and projections based on available market assessment evidence.

If the HLF bid is successful, a business planner will be appointed to consider the figures in detail, and plan ahead from the start of the project period for five years.

## 1.7.1 Summary Income and Expenditure Table

	Last complete financial year 2016/17	Current financial year 2017/18	Next financial year 2018/19	CLOSED 2019/20	PHASED Re-Opening 2020/21	RE-OPEN 2021/22
	Year 1 £	Year 2 £	Year 3 £	Year 4 £	Year 5 £	Year 6 £
<b>Income</b>						
<b>Earned income</b>						
Admission	74197	100000	90000	CLOSED	45000	130000
Catering	12735	12200	12000		6000	35000
Retailing	26695	30600	33000		18000	48000
Room Hire Conference and Other	12825	15000	15000		7500	25000
Weddings	48901	45000	45000		10000	54700
Car parking revenue	11715	12600	12600		6300	14000
Misc income	936	0	0		0	0
<b>Unearned income</b>						
Grants	3500	0	7500		3500	10000
Donations	613	500	500		500	500
Sponsorship	0	0	2000		0	3000
<b>Other unearned income</b>						
Service charge internal transfer	3480	3500	3500		1750	3500
Tenancy	13600	13600	13600		13600	13600
<b>Other income</b>						
<b>Total income (A)</b>	<b>209197</b>	<b>233000</b>	<b>234700</b>		<b>112150</b>	<b>337300</b>

<b>Spending</b>						
<b>Direct operating costs</b>						
Staffing	208213	236700	250000		187500	260000
Professional Fees	28331	14500	14500		7000	15000
Equipment	7784	4900	5000		2500	7500
Utilities and Premises	30986	18200	36500		19000	39000
Marketing*	33695	23800	25000		15000	30000
Retail cost of sales	17932	10800	10000		5000	20000
Administration costs	13930	7900	10000		5000	12000
<b>Total spending (B)</b>	<b>340871</b>	<b>316800</b>	<b>351000</b>	<b>CLOSED</b>	<b>241000</b>	<b>383500</b>
<b>Operating surplus or deficit C) (A – B = C)</b>	<b>-131674</b>	<b>-83800</b>	<b>-116300</b>		<b>-128850</b>	<b>-46200</b>

\*Upon reopening of the abbey after works have been undertaken the marketing budget may need uplifting.

## 2 Vision, Scope and Strategic Fit

### 2.1 Background

Torre Abbey is located, most unusually for a medieval monastery, on the seafront and is part of the Belgravia Conservation Area in Torquay. An outline of Torre Abbey's heritage significance is given in more detail in Section Two of the HLF application document. In summary, it comprises two Grade I listed buildings, four Grade II listed structures and ancillary buildings, and an undesignated formal walled garden. All set in a Scheduled Ancient Monument 8.8ha in extent (NHLE No. 1009302). The surrounding parkland contains earthworks and the remains of the abbey's precinct buildings, including a mill, stables, two watercourses (still flowing), and evidence of 18<sup>th</sup> / 19<sup>th</sup> century landscaping.

Founded in 1196 and built using stone from the surrounding headland, the abbey's medieval origins are of the richest abbey of Premonstratensian Canons in England. The medieval barn is testament to the workings of an abbey estate, and is highlighted as one of the country's five most complete medieval barns. Additionally, the Abbey barn is the only surviving prison for sailors of the Spanish Armada, hence its name 'The Spanish Barn'.

Torre Abbey is an Accredited Museum that has been owned and operated by Torbay Council and its predecessors since it was purchased in 1930. The museum cares for and provides public access, with interpretation, to the nationally important historic buildings that comprise Torre Abbey and the regionally important art and social history collections that have been committed into its care.

In 2008 Torbay Council completed Phase I of a 3 phase programme to conserve Torre Abbey, and to transform it into a high-quality heritage attraction. This project is Phase 3 of a capital scheme that has successfully restored key structural aspects of the abbey and has introduced interpretation and activities that better explain the significance of the abbey and its collections.

### 2.2 Vision

On completion, this project will see Torre Abbey positioned as a premier heritage attraction and a vibrant cultural hub, encouraging wider audience participation and bringing new life into the historic venue. The project will improve landscaping and therefore visibility in terms of the vista to and from the seafront, and improve current entrances and access.



---

*Our aim is for the Torre Abbey brand to become a household name across the region, a cultural leader, the preferred choice of local audiences<sup>1</sup>.*

---

## 2.3 Scope of the project

### 2.3.1 Context

Torbay Council established the Torre Abbey Project in response to the deteriorating condition of the building and also a general recognition that it was failing to achieve its potential as a visitor attraction and as an educational heritage asset. The house had never been appropriately adapted for museum use. The buildings needed serious structural repairs, there was no disabled access, electrical and mechanical services were outdated, the building was vulnerable to spread of flame, visitor services were undeveloped, and interpretation was minimal. Since the project commenced, the components of the three phases evolved as follows:

- **Phase I (2004-2008):** Restoration of major part of West Range and South-West Wing; compartmentalisation of building to prevent spread of flame; main access improvements: new car park; wheelchair access: to house; new ticketing arrangements; new building services; new locations for café and shop: incorporation within attraction of a walled garden.
- **Phase 2 (2009-2013):** Restoration of South Range and abbey ruins; completion of cloister. Completion of new building services; provision of high quality education suite in SE wing, with associated repair of roof; provision of appropriate museum storage; further access improvements; high quality museum interpretation throughout; completion and publication of archaeology reports.
- **Phase 3 (-2019):** Restoration of the Gatehouse, south-west and south-east wings, north end of west range and Spanish Barn; remaining access improvements: new paths & landscape restoration. Working with the community and outreach, social and health agenda.

Thanks to the support of the Heritage Lottery Fund, Torbay Council and work undertaken by an experienced project team, the successful completion of Phases 1 and 2 ensures that Torre Abbey is open to the public and beautifully restored as a proud landmark ready for another 800 years in Torbay.

Improvements to be undertaken during Phase 3 are grouped under the following headings:

- Urgent repairs

---

<sup>1</sup> A Strategic Plan to reawaken Torre Abbey, Wonder Associates, 2016

- Commercialisation of the abbey
- Improved access from the seafront
- Positioning the abbey as the cultural hub of the bay

This building work will enable Torbay Council to:

- Increase visitor numbers to 40,000
- Generate additional earned income from events, festivals, wedding and conference hire
- Generate increased profit from an enhanced tea-room catering operation
- Engage with a wider range of audiences and participants
- Continue to build a strong base of volunteers
- Working with the community and outreach, social and health agenda.

Of direct relevance to this business case is a programme of work to improve the commercialisation opportunities of the abbey by building a facilities annex adjacent to the Spanish Barn; improving the current kitchen facilities for the Torre Abbey café thus accommodating larger numbers at events, and weddings, increasing the number of café covers serviced.

Delivery of the project will position the abbey as a cultural hub, focus on programming and exhibition facilities, inside and outside, and access improvements to enable visitors to better locate and visit the Abbey.

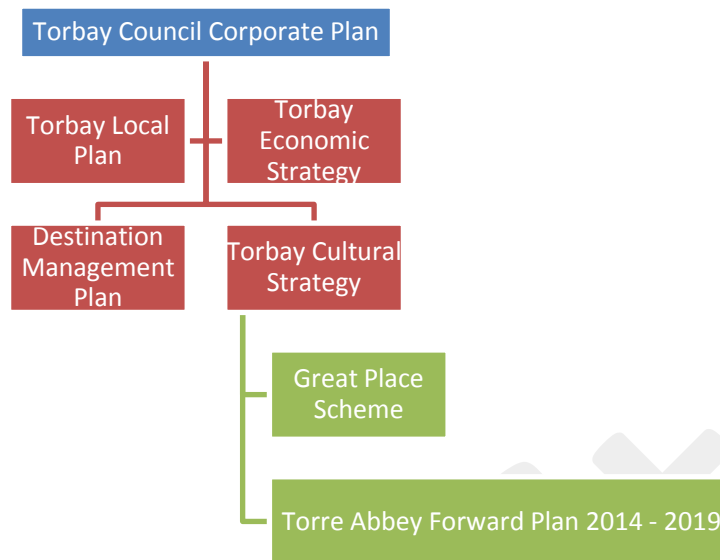
The scope of the project is detailed in Section 6.

## 2.4 The policy and operating environments

Torbay Council is an ambitious local authority that recognises the value of culture as a driver for change. Continued investment in Torre Abbey supports this aspiration and is central to Torbay's cultural development plans.

### 2.4.1 Torbay: Core Strategies

The links between the relevant Torbay strategies and initiatives are illustrated in the hierarchy chart below:



Torbay Council's approach to achieving a prosperous and healthy Torbay is captured in its Corporate Plan<sup>2</sup>. The need to ensure Torbay remains an attractive and safe place to live, visit and work is one of the key areas of focus within this plan.

The Council's Local Plan<sup>3</sup> sets out the need to create more employment in Torbay and the need to continue to secure investment in support of the right infrastructure for economic growth. The Local Plan recognises that the English Riviera brand offer is a strong 'unique selling point' and the Local Plan action creates opportunity to invest in this world-class tourism offer. Under policy heading TO1 it recognises events and culture as key areas for tourism development.

Torbay's Economic Strategy<sup>4</sup> provides a three-year plan for growing the area's economy. Led by TDA (Torbay Economic Development Company Ltd), of relevance, the strategy gives focus to the value of 'place making' factors around town centre regeneration. Overall it shapes Torbay's engagement with the Heart of the South West Local Enterprise Partnership (LEP), a platform for joint funding bids and delivery on the economic issues which affect Torbay businesses and communities.

The English Riviera BID Company is the official Destination Marketing Organisation (DMO) for Torbay, overseeing the delivery of the English Riviera Destination Management Plan 2017 - 2021. (DMP)

There are six priorities which together deliver a set of strategic outcomes. The six priorities are:

- Working in partnership to deliver the DMP

<sup>2</sup> <http://www.torbay.gov.uk/council/policies/corporate/corporate-plan/>

<sup>3</sup> <http://www.torbay.gov.uk/council/policies/planning-policies/local-plan/new-local-plan/>

<sup>4</sup> <http://www.torbaydevelopmentagency.co.uk/dbimngs/Torbay%20Economic%20Strategy%202013-2018.pdf>

- Product development: quality products and services to meet the needs of new and existing visitors
- Market development and communication: focus on new emerging marketing and targeted communications
- Developing the destination: improvements to the physical destination and natural environment
- Visitor experience: action to ensure a high-quality welcome and experience
- Skills and business development: action to ensure the right skills are in place to meet customer needs and expectations

Delivery of the Torbay Cultural Strategy is overseen by Torbay Culture Board. The Cultural Strategy is the overarching framework for cultural sector delivery, with a focus on programming, audiences and engagement. Three central themes are delivered via the following aims and objectives:

- **To increase engagement and participation in cultural opportunities in Torbay:** build from the community as well as bringing in new and diverse experiences; support creative and cultural learning; harness the health and wellbeing benefits of culture.
- **To maximise the distinctive natural and built assets of Torbay:** protect, enhance and utilise cultural places and spaces for culture; develop a year-round programme of cultural events; contribute to safe and sustainable living, working and visiting
- **To ensure cultural development is a key contributor to economic, social and environmental development in Torbay:** strengthen support for the creative and cultural economy and the advantages it brings; share knowledge, skills and resources to diversify and grow the income base; make links to and culture-proof other policies, strategies and plans.

As an endorsement of the strategic value of the Torbay Culture Board and the delivery of the Cultural Strategy, Torbay has recently been successful in its bid to the Great Place Scheme.

Funded by HLF and Arts Council England in partnership with Historic England, the Great Place Scheme is designed to pilot new approaches that enable cultural and community groups to work more closely together and to place heritage at the heart of communities, increasing culture's social and economic impact.

Torbay was awarded £1.2 million from the Great Place Scheme towards a £1.6m programme of cultural transformation in Spring 2017. As a transformative project, the programme of work is centred on three themes, namely:

**Creative Consultation:** an approach that puts communities first, ensuring that future development is 'done with', not 'done to' Torbay communities

**Creative Coast:** focuses on connecting residents with their coastline and driving new tourist visits through culture. With this, an acknowledgement that Torbay's spectacular cultural and heritage assets will only change lives if brought to life themselves.

**Creative Commissioning:** uses arts and heritage to deliver social and economic outcomes, maximising the instrumental value of cultural engagement to increase community well-being.

### 2.4.2 Growing Museums

Growing Museums is an ACE funded project under its Museums Resilience Fund programme. The project partners are the three accredited museums in Torbay, namely Torbay Museum, Torre Abbey Museum and Brixham Heritage Museum. This is a 12-month piece of work that will be completed in April 2018.

The primary purpose of Growing Museums is to develop and implement a sustainable volunteer infrastructure, in conjunction with relationship-development, fundraising and enhanced joint programming and marketing. This project builds directly on previous ACE investment which formed the basis of a sustainable museum sector in the sub-region.

### 2.4.3 National: Visitor Marketing

**VisitBritain** (VB) is the national tourism agency, responsible for marketing Britain worldwide and developing Britain's visitor economy. **VisitEngland** (VE) is the national tourist board for England, responsible for marketing England to domestic and established overseas markets and for improving England's tourism product.

Strategic aims for growth are:

**Developing world-class England tourism product:** Promoted jointly by VB & VE, the *Discover England Fund* aims to drive inbound visits and spend, and support the domestic market through the development of world class tourism products. As a recognition of Torbay's world class potential, the English Riviera Tourism Company successfully secured funding from the *Discover England Fund* to establish Torbay as an international seafood destination. Thus capitalising on the growing interest in high quality food and drink, with a regional dimension.

**Collaborating globally:** The target markets representing the highest growth potential for the South West are Germany, Netherlands, Belgium, USA, Scandinavia and Republic of Ireland. Collaborative campaigns will target these markets.

**Inspiring the world to visit Britain:** focusing on content creation, curation and display, a cross government (and its agents) approach is planned to build world class content. Britain's heritage and culture are highly rated by overseas visitors.

## 2.5 Implications: what does this mean for the project?

This project demonstrates excellent 'strategic fit' with prevailing local, regional and national plans. The success of developing Torre Abbey's profile as a premier heritage attraction and cultural destination is supported by the pivotal ambition to ensure culture is a key contributor to economic, social and environmental development in Torbay.

Key findings:

- Investment in high quality visitor destination product and services, to meet the needs of the growing visitor market, is a direct match to national, regional and local strategic development plans.
- Investment in quality programming and creative practice that fosters real engagement with, and benefits to, local communities, aligns well with the desire to see Torbay's many natural assets, such as Torre Abbey, brought to life throughout the year.
- Investment in a sustainable volunteer infrastructure through ACE's Resilience funding provides a robust platform for volunteer development.

From an activity planning perspective, the opportunity exists to align closely with Torbay Council's action to challenge the poor indicators of social and economic development. This corporate aim is captured within the Creative Commissioning strand of the Great Place Scheme programme. Placing Torre Abbey as the venue at the heart of this delivery would offer very strong strategic and marketing 'fit' and maximise the instrumental value of cultural engagement for community well-being.

## 3 Existing Services

### 3.1 Introduction

Torre Abbey's Mission Statement is:

---

*To develop Torre Abbey as a popular and educational heritage attraction, in order to raise revenue which may be used to help preserve, to nationally recognised standards, Torbay's most historic building and its important art collections, and to enhance them as a cultural resource for the benefit of visitors and the local community*

---

This chapter reviews the existing activities and operations currently offered by Torre Abbey. Existing audiences are reviewed in Section 4.

As context to the current operation, Torre Abbey's Phase 2 reopening (2013) occurred during a highly turbulent period for Torbay Council. Significant cuts in public sector funding and a lack of cultural sector leadership resulted in unmet visitor and engagement targets. Through the development of the Torbay Cultural Board and appointment of an Executive Director (2016, HLF & Arts Council England funded post) and an experienced Culture and Events Service Manager (2016), Torbay Council has made a commitment to leadership in the cultural sector and experienced visitor services management at Torre Abbey.

The Torre Abbey Forward Plan (2014 – 2019) was approved by the Torre Abbey Steering Group (2014) and is the guiding strategic document for management to deliver against. It is due for review no later than February 2019.

#### 3.1.1 Vision

The Forward Plan states the vision for Torre Abbey, namely it should offer high-quality experiences that will make visitors want to return again and again and to become actively involved. Achieved by:

- offering unusual and memorable interpretative displays that communicate Torre Abbey's story in an effective and exciting manner;
- making Torre Abbey a welcoming place that provides a rich mix of educational activities for people of all ages and backgrounds and;

- reaching out to the whole community in order to make Torre Abbey, its gardens and its collections, relevant to many lives and aspirations, and to encourage active participation and a sense of pride in our common heritage.

### 3.1.2 Goals

Five goals inform the policies, plans and work objectives and are the focus of the Forward Plan, which states:

- Heritage: As custodians of Torre Abbey, we share and celebrate its buildings, history and collections with visitors of all ages.
- Learning: Inspired by our common heritage, Torre Abbey is a centre of Lifelong Learning for all.
- Community Engagement: Torre Abbey reaches out to the whole community, encouraging participation and a sense of pride.
- Organisational health: Robust governance and working practices secure a sustainable future for Torre Abbey and improved services for all.
- Environment: Torre Abbey is an exemplar of good practice within the English Riviera Global Geopark.

### 3.1.3 Audience Development Plan

The Forward Plan is supported by an Audience Development Plan 2014 – 2019. Delivered via a detailed Action Plan, the following bullet points list the primary Audience Development plan objectives, which are to:

- extend reach of Torre Abbey's current offer to increase visitor figures locally and increase more tourists
- develop Torre Abbey's profile to achieve increased reach to new audiences across dominant population segments
- galvanise Torre Abbey's position as a premier cultural heritage and events destination for local and visiting audiences
- diversify audiences through engaging local communities in learning, participation and co-creation

### 3.1.4 Growing Museums Work Plan

As referenced in the Policy and Environment section above, Torre Abbey is a partner in the Growing Museums Project. Key to the delivery of current and future audience development activities is the



development of a volunteer programme. The primary activity within the Growing Museums plan that addresses the ACE Leadership and Workforce Development Goal, is detailed as follows:

- Review, develop and implement effective, collaborative and site-specific volunteer programmes and systems across the three museums to include volunteer recruitment, management and succession planning.
- Recruit and grow volunteer teams across the three museums, implementing training and support for volunteer line-managers/ support staff.
- Develop/implement shared training for volunteers supported by SWFed, across core museum and more general training areas: customer care training, object-handling, preventative conservation. Support high quality training through economies of scale.
- Monitor and report progress milestones and outcomes relevant to volunteer programmes of activity.

The successful delivery of this action is beginning to have an impact on the organisation, and volunteer development continues to be a priority action with this project's Activity Plan

### 3.1.5 Strategic Focus 2016

To support the commercial focus of the operation an external agent<sup>5</sup> was commissioned to review the strategic operational context for Torre Abbey (2016) their findings helped to pin-point issues. Recommendations from that work inform the current approach to operations delivery, within the framework of the Torre Abbey Forward Plan 2016 - 2019. These recommendations include guidance to develop a new visual identity, which has been rolled out across all public-facing media (2017).

As action plans are delivered, there is a real 'step change' in the operation. The impact is beginning to be evidenced through increased visitor numbers, plus community and school engagement.

## 3.2 The Current Offer

Torre Abbey is open twelve months of the year, six days per week. The current entry tariff is much simplified when compared to the previous tariff structure (pre 2016). The introduction of the *1196 Club* creates a membership base of local audiences who return across the year for a wide range of programming and destination reasons.

---

<sup>5</sup> Wonder Associates: A Strategic Plan to Reawaken Torre Abbey 2016 & Visual Identity Concepts for Torre Abbey 2016

There are two paying car parks close to the Abbey and parking bays for disabled visitors in the grounds. In addition, Torre Abbey is a 10 minute walk from Torre and Torquay rail stations, and a short bus journey from the town centre. Nevertheless, the majority of visitors to the abbey (68% in 2010) arrive by private car. Access into the abbey complex is through the main entrance which is level, whilst access to the upper floors is by stairs. There is a lift for people with disabilities and for young families with buggies. Crucially, pedestrian links to the nearby seafront are poor, with visibility similarly difficult despite being right on the doorstep of Torquay's largest footfall generator.

### Torre Abbey Tariff

Entry to museum, monument and gardens	Tariff (including VAT)
<b>Single Entry</b>	
Adults	£8.00
Concessions	£7.00
Children and teens (19 and under)	free
Gardens only	£2.50
Gardens (Concessions)	£2.00
Annual Garden Pass	£9.00
<b>Annual Membership (The 1196 Club)</b>	
Adults	£16.00
Concessions	£15.00
Double membership	£30.00

#### 3.2.1 The Historic Monument and Collections

Torre Abbey provides the following interpretation:

16 public gallery / exhibition spaces over four floors, which include both permanent and temporary exhibitions. The following text is taken from Torre Abbey's website<sup>6</sup> by way of an introduction to the history and collections:

The story of Torre Abbey began on 25 March 1196 with the arrival of an abbot and six canons at Torre (the area from which the later names of Torquay and Torbay are

<sup>6</sup> <http://www.torre-abbey.org.uk>

derived). They had been sent from Welbeck Abbey in Nottinghamshire, following a gift of land from the lord of the manor of Torre, William Brewer.

Rich fertile land, proximity to the sea and stone from a nearby headland provided the founding medieval Premonstratensian monks with all the resources they needed to establish Torre Abbey.

Today established as a museum you can learn about these early years and also about the interesting Georgian Cary Family who resided in the abbey for hundreds of years. This fascinating family invited Horatio Nelson for a dinner party and this is recreated in the Dining Room through digital talking dinner plates.

This Ancient Scheduled Monument has beautifully presented heritage rooms, galleries, art exhibitions, interactive displays, talking portraits and videos which bring the abbey's colour, history and art to life.

With over 600 incredible works of art from the 18<sup>th</sup> century to the present day, the abbey's collection includes Pre-Raphaelite works including Holman Hunt's 'The Children's Holiday' and Burne-Jones' drawings for 'The Planets'.

Highlights are the watercolours by Thomas Luny and FJ Wiggery and a rare proof set of William Blake's 'The Book of Job'.

A summary of Abbey and exhibition spaces plus their collection content is given below:

Gallery name	Collection area / interpretation
Medieval Undercroft	The Lay Brothers' Refectory & Cellarer's Undercroft. Vaulted rooms either side of the passageway in the main visitor entrance are undercrofts, built around 1230. They are among the most complete examples of their kind to have survived in England.
The Abbey Ruins	<ul style="list-style-type: none"> <li>The Cloister</li> <li>The Choir and Nave</li> <li>The North Transept, Lady Chapel and Chancel</li> <li>The South Transept</li> <li>The Chapter House</li> <li>The Medieval Gatehouse</li> </ul>

Art Galleries:	
Torbay and the Sea	A selection of paintings which capture the essences of seaside holidays, from Victorian times to the present day
Call of the Sea Gallery	Torre Abbey has a large collection of British maritime art which include some scenes local to Torbay.
Dartmoor Gallery	This gallery is home to a selection of landscape paintings of Dartmoor, a place that has captured people's imaginations and helped turn the wild and lonely moor into a tourist destination.
The Burne-Jones Gallery	The set of seven pencil sketches (cartoons) known as 'The Planets' are preparatory designs for a stained glass window commissioned by Angus Holden. Torre Abbey possesses seven of the nine studies for the window, Birmingham City Art Gallery has the study for 'Mars' and 'Morning Star' is at Lady Margaret Hall, Oxford.
Behind the Scenes Gallery	Not all Torre Abbey's collections can be displayed in its galleries. The Behind the Scenes Gallery on the first floor houses a number of paintings on a racking system. This allows visitors access to some great paintings which cannot be accommodated in the main galleries.
Green and Pleasant Land Gallery	This gallery showcases paintings which give a last glimpse of the 'green and pleasant land' of William Blake's poem. Paintings that depict rural Britain pre-industrialisation as a land of picturesque cottages, sunlit fields, hand-tied haystacks and horse-drawn ploughs.
800 Years Exhibition	Located on the top floor of the main house, originally servants' bedrooms. This large room presents a mix of interactive displays, historic objects, portraits, and art work and information panels all chosen to tell the history of the Abbey since 1196.

Frederick Thrupp Gallery	Frederick Thrupp had a successful career as a sculptor creating portrait busts for members of wealthy families, marble and bronze reliefs (raised pictures) of religious and high profile people such as William Wordsworth in Westminster Abbey. The Abbey's Thrupp Gallery has a large collection of Thrupp's work, donated by his wife after his death, including 'The Road to Zion' and 'The Good Shepherd'.
Spanish Barn	One of the finest surviving examples of an early medieval English barn.
Gardens	<p>The gardens behind the main house were first created on what had been the canons' cemetery in monastic times. The gardens are maintained by a Head Gardener and a team of volunteers.</p> <p>The gardens contain:</p> <ul style="list-style-type: none"> <li>• The Palm House</li> <li>• The Rockery and Arid House</li> <li>• The Knot Garden and the Apple Orchard</li> <li>• Agatha Christie's Potent Plants</li> </ul>



800 years Exhibition

### 3.2.2 Activities

Torre Abbey provides a range of programmes and activities.

**Exhibitions.** Examples of the current (2017) exhibition programme include the following:

- **Thread**, celebrating historic and contemporary quilts from The Quilters' Guild Collection (Spring 2017)
- **Face 2 Face exhibition**, an exhibition of portraiture curated from the National Arts Council Collection of contemporary art collection and displayed 'face to face' with Torre Abbey's permanent collection. (Summer 2017)
- **Birds**, Devon Birds photographic exhibition (Autumn 2017).

To illustrate the high level of programming ambition for Torre Abbey, the following 2018 exhibition programme is proposed [subject to confirmation and funding]:

- **Tattoo, British Tattoo Art Revealed:** This is the largest gathering of real objects and original tattoo artwork ever assembled in the UK. The exhibition tells the history of British Tattooing. On loan from the National Maritime Museum, Cornwall. (March to May 2018)
- **Kinetic Sculptures, featuring the Last Supper, Giles Walker:** featuring the work of artists of national standing who work in the field of kinetic sculptures and technology. Opportunities to link with South Devon College.
- **St. Ives & Devon Open Studios Exhibition.** A new style exhibition to display works from St. Ives artists from the Arts Council Collection. Running alongside, we propose one large exhibition of local art societies, within the period Devon of Open Studios. Opportunity to develop an associated workshop programme with Devon artists, located in the Learning Lab. (September – October 2018).
- **Museum at Night collaboration with Aowen Jin.** Interactive UV art by British Chinese artist, Aowen Jin. Opportunity for local community engagement.

**Events and Activities.** The Torre Abbey events programme is delivered in collaboration with a range of cultural sector partners, as well as independently promoted activities.

2017 has seen the launch of two key programming strands. **Family Sundays** promote free and bookable (with entry fee) workshops aimed at the local family market. **Lates** promote music and comedy entertainment to a younger, urban market. The Lates concept builds on the success of the Grinagog Festival<sup>7</sup> and is promoted under the Grinaggles, Grinagig brands.

---

<sup>7</sup> <https://www.grinagogfestival.com>

Examples of the current (2017) Events and Activities programme include the following:

- Agatha Christie Festival<sup>8</sup>, main point of contact & box office for the festival
- Geopark Festival<sup>9</sup> Activities
- Open Air Theatre, in partnership with Exeter Northcott Theatre
- Open Air Cinema, in association with the Barn Cinema, Dartington
- Grinaggles, Grinagig, stand-up comedy, live music, entertainment
- Creation Station Art Club, family activity
- Doorstep @ Torre Abbey, pre-school drama sessions
- Forest School Club, monthly Forest School activities
- Mystery Quest, A half term activity. Play Torbay & University of Gloucestershire

### Learning Programme

Torre Abbey offers formal and informal learning programmes. The development and delivery of the service is managed by the Exhibition and Programme Manager, and delivered by the Learning Officer. These are both part time posts, appointed in 2017. Additional hours for workshop delivery are via sessional workers.

The core offer to primary schools is a strong cross-curricular offer, designed to be flexible and adaptive to curriculum needs. Subjects with good levels of interest are Tudors and Victorians, with opportunity to include Art, Drama, and Science. The combination of the abbey ruins, the home of the Cary family through the ages, the Art collection and the abbey gardens make for a good base for cross curricular enquiry-led learning.

The visiting exhibition programme creates the opportunity to develop the schools offer, both on and off site. The Face2Face exhibition (2017) is a successful example of this programming. Summer 2018 will see a 'Young Open' at Torre Abbey, Spanish Barn. This is organised in partnership with Young Art Devon<sup>10</sup> and is open to all schools in Devon for children from Reception up to Year 9.

There are six primary schools within a 15 minute walk of Torre Abbey. This presents a real opportunity to develop a close relationship with individual schools. As an example, Year 6 pupils from Cockington

---

<sup>8</sup> agatha christie festival

<sup>9</sup> <https://www.englishriviera.co.uk/whats-on/geopark-festival-2018-p1692563>

<sup>10</sup> <http://www.youngartdevon.co.uk/about/>

Primary school, which is within 5 minutes' walk of Torre Abbey, were part of a young people's 'Take Over Day' (October 2017). Year 6 pupils will be involved with all aspects of the operation for a full day.

Mayfield School, Torquay is a large special school for pupils aged 2-19 years old and it is designated to provide an education for pupils with Severe and Profound learning disabilities. The school has visited Torre Abbey on several occasions with differing age groups, demonstrating that the mix of learning opportunities can be successfully differentiated to suit age and learning ability.

The learning programme includes non-formal learning events listed in the section above. This represents a mix of in-house and out-of-house delivery:

- Family Sundays
- Creation Station Art Club, family activity
- Doorstep @ Torre Abbey, pre-school drama sessions
- Forest School Club, monthly Forest School activities



As part of the Arts Council's Major Partner Museum funded programme, Plymouth City Museum and Art Gallery is working in partnership with Torre Abbey to deliver a workshop programme targeted at young people. The programme, designed to build employability skills is in partnership with the Princes Trust, and is delivered by Plymouth Museum staff at Torre Abbey. The aim is to build on this first workshop and build a partnership with the Princes Trust to work with young people in Torbay.

### 3.2.3 Commercial Activity

**The Tea Room** (the café located within the building, South Front) is leased to an external operator, and nets £10,000 annum, plus a 7% on net profit. The café space accommodates 20 covers and operates during Torre Abbey opening hours only.



**Parking:** Revenue is received from the pay and display car park to the south of the Riviera International Conference Centre. A proportion of parking income is allocated to Torre Abbey to account for Torre Abbey visitors who park in this adjoining car park. Income for 2016/17 was £11714.

**Weddings.** Torre Abbey has become a popular venue for weddings since reopening in 2013. The following spaces are for hire within Torre Abbey environs:

- Spanish Barn (up to 200 capacity), peak hire £4,000 (three-day hire)
- Undercroft (up to 70 capacity), peak hire £400 (half day)
- Both these spaces are licensed for civil ceremonies
- Chapel (up to 100 capacity), suitable for blessings and renewal of vows

The Palm House, gathering space (reception area), formal gardens and abbey ruins are available when booked in conjunction with another space for a wedding booking.

Bookings are made for civil ceremonies and receptions together, or either function singly.

In 2016 Torre Abbey took 47 bookings and this year (2017) the figure is 42. Wedding room hire income is reported as £48,901 for 2016/17, and budgeted at £45,000 for 2017/18. Torre Abbey has recently reviewed its pricing, and peak rates within the new pricing structure are shown above. This is much more in line with competitor venues. The majority of past bookings were made with lower rental figures, thus the impact of the revised pricing structure on bookings and income is not yet known. However, the aim is to take a lower number of higher value wedding bookings. Torre Abbey is currently taking bookings for 2019.

### 3.2.4 Users and Visitors

The number of users and visitors is as follows:

Purpose	2014/15	2015/16	2016/17	2017/18 FORECAST
Entrance to Torre Abbey	21,035	19,940	22,655	45,000 (Actual figure will be lower circa 30,000)

### 3.2.5 Breakdown of visitors

The breakdown of footfall into Torre Abbey, via the pay barrier for the last full year available is 2016/17:

<b>From Daily Transaction Analysis</b>		
<b>1 April 2016 - 31 March 2017</b>		<b>FOOTFALL</b>
<b>TOTAL</b>		<b>22655</b>
Full price admissions	9262	41%
Senior admission (conc.)	5735	25%
Complimentary	3327	15%
FOTA member	565	2%
Adult group	556	2%
Season ticket	394	2%
Season ticket senior	204	1%
Student / student group	967	4%
Garden & garden tours (only)	678	3%
Other groupings	967	4%

The majority (66%) of visitors pay for a single visit ticket (either full price, or senior concession). It is assumed this reflects the current visitor split profile, whereby 75% of visitors to Torre Abbey are visitors to Torbay. This is considered in Section 4.

Schools visits in 2106 were very low, however with the renewed focus on the Learning Service, in 2017 there have been 19 school visits (or outreach sessions) so far. This is made up of Primary School visits / sessions (x 14); Secondary school (x 2) and Special School (x 3).

### 3.2.6 Friends of Torre Abbey (FOTA)

The Association of the Friends of Torre Abbey is a registered charity<sup>11</sup>. The object of the Charity is to advance the education of the public by promotion, support, assistance and improvement to Torre Abbey. The group has a membership of approximately 580 members of whom roughly 115 have compounded their subscriptions to become life members. FOTA raises money through membership fees, donations, coffee mornings, trips out and special events. FOTA members are offered free access to Torre Abbey, a regular newsletter and priority booking for events. Membership is £12 & £10 (concession for members age 60 years plus).

<sup>11</sup> Charity number 1025393

### 3.2.7 Marketing

Marketing action is delivered using a number of different on and off line channels, including leaflets, banners and adverts, coverage within the local press, plus a dedicated website and social media campaigns.

Individual campaigns and projects are supported by a targeted marketing action plan. Key target audiences are identified and bespoke campaigns are designed to reach them, each campaign and associated intervention is assessed for success or otherwise so the staff team are constantly learning.

Marketing activity is currently lead by the Torre Abbey Manager, supported by the staff team. The annual marketing budget is supplemented by successful grant applications which include spend lines for audience development.

Currently, the Torbay Council in-house design team designs and prints posters, flyers/social media assets for and about forthcoming events. Campaign materials follow the new brand guidelines developed in 2017, as referenced in section 3.1 above.



## 4 Market Assessment

This chapter examines the market for Torre Abbey. It looks at the immediate catchment area (30 minutes), reviews the visitor market and offers an overview of the weddings and conference market, as an indication of the potential for commercial hire.

### 4.1 Current Visitors and Users

As detailed in Section 3, the latest complete year of visitor figures shows that Torre Abbey is building on a base of 22,239 paying visitors (2016/17).

### 4.1.1 Visitor Profile

Visitor research<sup>12</sup> was undertaken in 2013 post opening (Phase 2) and again in summer 2017. The following table shows key findings (the survey design does not allow for direct comparisons of all responses).

2013	2017
10.5% of visitors were children (under 15) 53% were between the ages of 55 and 74 8% were over 75 96% reported their ethnicity as White British 9% identified as being disabled For 53.3% it was their first visit to Torre Abbey 53% of visitors visited by car, 40% walked The majority (93%) said that they would recommend visiting Torre Abbey to a friend	42% were aged between 55 and 74 9% identified as being disabled 84% reported their ethnicity as White 43% of visitors visited by car, 40% walked, 9% by coach or bus 71% were first time visitors 84% primarily visited to explore the building and its history 87% said that they would recommend Torre Abbey to a friend.

The 2017 study suggests a visitor break down as follows:

- Local visitor, 15%; Day visitor to Torquay 12%; UK resident on holiday 43%; overseas visitor on holiday 6%

An earlier visitor study (2009<sup>13</sup>) gives a visitor profile break down in terms of visitors to the area, or residents:

- Local resident, 24%; Day visitor to Torbay, 15%; UK resident on holiday, 54%; Overseas visitor on holiday, 7%.

Taking these two research studies, it is concluded that the current profile of visitors to Torre Abbey is 15% - 25% home market and 85% - 75% visitor market. Of the visitor market, around 1/5 of audiences are day visitors, assumed to be from around a one hour drive time.

That said, insufficient information is available with regard survey data collection design, sampling methods, day of the week and weeks of the year etc. It is essential to gather at least postcode

<sup>12</sup> Torre Abbey Visitor Satisfaction, Consultation Report, September 2013, Torbay Council

<sup>13</sup> Summer 2009, Anthony Gormley exhibiton

information at the point of entry from all visitors so as to be able to draw an accurate picture of the visitor profile.

### Mystery Shopping 2016

Qualitative research was undertaken by Wonder Associates to inform strategic planning and to test visual identity concepts prior to recommendations (reference section 3.1).

As a brief overview, the table below summarises the qualitative findings and subsequent marketing actions.

Target market	Findings / Perceptions	Action
Older adults	<ul style="list-style-type: none"> <li>• Impressive building and grounds</li> <li>• Staff welcome good</li> <li>• Signage &amp; navigation poor – layout accessible yet confusing (even with a map)</li> <li>• Top 2 experiences: Dining Room &amp; Gardens / ruins</li> <li>• Lack of gallery staff throughout the route</li> <li>• More to do than expected</li> </ul>	External signage revised
Families	<ul style="list-style-type: none"> <li>• Surprised by scale and size</li> <li>• Staff welcome good</li> <li>• Entrance and welcome signs poor</li> <li>• Poor navigation within building</li> <li>• Good access with prams etc.</li> <li>• Interactives and dressing up well received</li> <li>• Good mix of art, history, amazing building with plenty for families to do. Works well for 7 – 12 year olds</li> </ul>	<p>External signage revised</p> <p>1196 Club aimed at family market, but not exclusively for families</p> <p>Children and Teens go free</p> <p>Family Sundays: regular targeting programming</p> <p>Host other organisations with activities aimed at families e.g. Doorstep Arts</p>
Young adults	<ul style="list-style-type: none"> <li>• Invisible from the surrounding area</li> <li>• Staff welcome good</li> <li>• No wifi in building was a disappointment, especially for social media engagement</li> <li>• Events programme aimed at young adults popular</li> <li>• Lots to see and learn, relaxing to visit</li> </ul>	<p>External signage revised</p> <p>Programming changes – comedy, music etc</p>

## 4.2 The National Picture

The following overview uses data from the Taking Part Survey and is a useful benchmark for Torre Abbey. Taking Part is a household survey in England and measures engagement with the cultural sectors. The statistical release for 2016/17<sup>14</sup> is used here:

### Attendance and participation

- In 2016/17, 77.4% of adults had engaged with the arts at least once in the last 12 months. Arts engagement has remained fairly stable since the data were first collected in 2005/06 (76.3%), and arts engagement in 2016/17 was similar to 2015/16 (76.1%).
- In 2016/17, 74.2% of adults had visited a heritage site in the last 12 months. This is a significant increase compared with 2005/06 (69.9%) but a similar rate to 2015/16 (73.2%).
- In 2016/17, 52.3% of adults had visited a museum or gallery in 12 months prior to interview. This is significantly higher than in 2005/06 (42.3%) but is similar to the engagement rates that have been seen since 2012/13.

### Volunteering

In 2016/17, 32.9% of adults had done voluntary work at least once in the last 12 months, and 10.9% of adults had volunteered in at least one of the DCMS sectors. Of those that had done any type of voluntary work:

- 7.2% volunteered in the arts sector
- 1.6% volunteered in museums or galleries
- 4.9% volunteered in the heritage sector

This snap shot of national engagement data demonstrates that the market for arts, museums and heritage is buoyant, having grown at a healthy rate over the past ten years and is stable in respect to engagement figures for most recent years. Volunteering within the arts sector is more popular than volunteering within museums or galleries.

---

14

[https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/648017/Taking\\_Part\\_adult\\_statistical\\_release.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/648017/Taking_Part_adult_statistical_release.pdf)

### 4.3 The Torbay Market

Current visitor research suggests that 75% of visitors to Torre Abbey are visitors to Torbay. This Business Plan aims to redress that balance and aim for a 50/50 split, developing programming and marketing focus on the home market. This section examines the needs and interests of the Torbay market.

By all measures of economic wealth Torbay is under achieving as characterised by low levels of wealth, productivity and poor health. These challenges are addressed within Torbay's key strategic documents, as outlined in section 2. This section uses data from the ONS, Joint Strategic Needs Assessment and Better Family Life Index.

With a population of 133,337<sup>15</sup>, Torbay is the third largest urban centre in the South West, however population growth<sup>16</sup> (1%) is significantly slower than regional population growth (7.1%).

The Torbay population is significantly older when compared to the rest of England, less wealthy and less healthy. Within Torbay there are serious levels of deprivation and inequality, the local authority area ranking lowest in the South West and 46<sup>th</sup> out of 325 local authorities in England.

The economy is defined as low skilled, reflected in salaries that are lower than regional and national averages; the GVA per head is the lowest in the South West.

Torbay has an ethnic population of 2.5% within which no single ethnic group is dominant. This is significantly lower than levels of ethnicity within the national (England) data (15%).

#### 4.3.1 Catchment Area Market

An Arts Council England Area Profile Report for 30 minutes' drive time was commissioned for Torre Abbey. Area profile reports provide a profile of the population, and particularly of adults, who live within a defined area and their likelihood to visit a facility such as Torre Abbey. They are formed using data from 2001 Census, BMRB International's Target Group Index survey of adults<sup>17</sup> and ACORN geo-demographic segmentation system.<sup>18</sup>

The total population of the catchment area is 266,752 living within 119,232 households.

The map below shows the reach of a 30 minute drive time from Torre Abbey.

---

<sup>15</sup> Census 2015 (mid term estimates)

<sup>16</sup> 2001 - 2011

<sup>17</sup> BMRB 2015

<sup>18</sup> [www.caci.uk](http://www.caci.uk)



Characteristics of the population within the 30 minute drive time are:

- the number of households with children is lower than the national average (37% v 43%)
- the number of people aged between 15 and 24 years is below average (10% v 13%)
- people aged 25 – 34 years is below average (10% v 14%)
- people aged 65 + years is higher than average (23% v 18%)
- the number of retired people is above the national average (59% v 45%)
- social classes C2 and DE are over-represented (combined, 51% v 46%)
- social classes AB are under-represented (19% v 23%)
- those with a higher educational or vocational qualification are under-represented (25% v 27%)
- very small numbers of ethnic minority groups (2% v 15%)

#### 4.3.2 The market for museums and heritage in the catchment area

When starting to look at the number of people that Torre Abbey might aim to attract, the Arts Council Area Profile gives an indication of the numbers of adults with a propensity to attend key art forms, or visit museums, galleries or heritage sites within the 30 minute catchment.



### Propensity to attend heritage and cultural venues and events

Attenders	30 minute drive time (adults)	30 minute drive time (%)	England %
Art Galleries / Art Exhibitions	58,051	26%	28%
Museum visit in the past 12 months	53,803	24%	29%
Stately Home or Castle visit in past 12 months	44,078	19%	22%
Archaeological site visit in past 12 months	19,545	9%	7%

This table shows that within the 30 minute drive time, 24% of the adult population have visited a museum in the past 12 months. This equates to 53,803 adults, and as a percentage, is lower than the national (England) figure of 29%. It would be unrealistic to expect all 53,803 who had visited a museum last year to visit Torre Abbey in one year, however a figure of 20% of this potential, i.e. around 10,000 adults from the home market annually could be achievable, and become the basis for membership sales to encourage repeat visits.

Overall, residents within the catchment area are less likely than the average to attend heritage and cultural venues, or cultural events. The exception to this is the propensity to attend an archaeological site. It is explained that numbers in the base are relatively small, so local numbers can spike, usually this is explicable in terms of higher local access i.e. there are archaeological sites in the local area to visit and prompt interest. As is the case with Torre Abbey.

#### 4.3.3 Market Segmentation

Segmentation is a market research method whereby a given market is broken down into distinct groups that behave in similar ways or have similar needs, which helps plan for a focused or target approach to marketing.

The Area Profile Report uses data from the Arts Council's annual Arts Audiences Insight including data from their annual Taking Part survey<sup>19</sup>. Where a segment is over-represented when compared to the national figure it is shown in **red**, where under-represented it is shown in **green**. This segmentation

<sup>19</sup> This tracks cultural participation in England as a basis for audience segmentation. Unlike other segmentation methods the Arts Council segments are based on both demographic characterisations and arts and cultural behaviours and attitudes.

data has also been analysed within the Torre Abbey Audience Development Plan and is the basis of the Action Plan for audience development.

A pen portrait of key segments is given in the table below:

Level of engagement with the arts	Segment	% within 30 mins	% within England
Highly engaged	Metroculturals	0%	5%
	Commuter land Culture buffs	11%	11%
	Experience Seekers	5%	8%
Some level of engagement	Dormitory Dependables	16%	16%
	Trips and Treats	23%	17%
	Home and Heritage	22%	10%
Not currently engaged	Up Our Street	13%	8%
	Facebook Families	6%	12%
	Kaleidoscope Creativity	1%	9%
	Heydays	3%	5%

#### 4.3.4 Largest and over-represented segments

Trips and Treats is the largest segment of the population (23%) within a 30-minute drive time, followed by Home and Heritage (22%). These segments are over-represented. This means there is a greater concentration of the population with the characteristics of these segments in the 30-minute drive time catchment when compared to England as a whole. In total these segments make up 45% of the catchment, compared to a total of 27% nationally. They are described as having ‘some level of engagement’ with the cultural sector.

By contrast the ‘highly engaged’ segment is under-represented, with 16% of the catchment falling into this segment, compared to 24% nationally.

The characteristics for the majority segments are:

##### Trips and Treats (23%)

While this group may not view arts and culture as a passion, they are reasonably culturally active, despite being particularly busy with a wide range of leisure interests. Children range in ages, and include young people still living at home. They

have a strong preference for mainstream arts and popular culture, like musicals and familiar drama, mixed in with days out to museums and heritage sites. This group are led by their children's interests and strongly influenced by friends and family<sup>20</sup>.

### **Home and Heritage (22%)**

A more mature group that is generally conservative in their tastes. A large proportion are National Trust members. Classical music and amateur dramatics are comparatively popular. While this is not a highly engaged group – partly because they are largely to be found in rural areas and small towns – they do engage with local cultural activity. Likely to look for activities to match their needs and interests, such as accessible day-time activities or content that explores historical events<sup>21</sup>.

## **4.4 The Visitor Market**

This section uses data from the English Riviera Destination Management Plan 2017 – 2021. All data sources are referenced within that plan.

The English Riviera is a popular South West seaside destination attracting a high volume of visitors. In 2015 the English Riviera received the following:

- 1,084,000 Domestic trips
- 95,600 Overseas trips
- 3,389,000 Day trips
- 4,033,000 Domestic visitors
- 562,800 Overseas visitors

The market data demonstrates that market trends are changing and visitors are now staying for a shorter number of nights.

The impact of investment in marketing the English Riviera as a premier UK seaside resort is evidenced by a 12% increase in UK visitors and 8% in UK spend. A visitor survey (2016) offers the following results:

- The resort has a strong and loyal market attracting 97% of visitors from the UK and has an 87% repeat rate
- 70% of visitors would recommend the English Riviera, this is a significant increase from 49% in 2012/13

---

<sup>20</sup> <https://www.theaudienceagency.org/audience-spectrum/trips-and-treats>

<sup>21</sup> <https://www.theaudienceagency.org/audience-spectrum/home-and-heritage>

- The English Riviera attracts higher income visitors; 54% of visitors are classified as ABC1 compared to 49% in 2012/13
- 62% of visitors look for a 'traditional seaside experience' and this is the main reason for visiting
- The majority (74%) of staying visitors are in adult groups without children
- The resort has an older visitor profile with 60% of visitors aged 55 or older

These results are extremely positive for Torre Abbey, demonstrating that the visitor market is becoming better aligned to the core heritage market, and that there is a very high level of loyalty and repeat visits.

#### 4.5 Education Market

Within the local authority area there are:

- 30 primary schools; of which 6 are within a 15 minute walk of Torre Abbey
- 6 secondary (non-selective); 4 secondary (selective); of which 1 is within a 15 minute walk of Torre Abbey
- 3 special schools
- 1 Further / Higher Education College (South Devon College)

#### 4.6 Review of the weddings market

Marriages in England and Wales: 2014<sup>22</sup> is the most up to date data set available from the Office of National Statistics. Overall there was a 2.7% increase in marriages from 2013 to 2014; this results from a 4.1% rise in civil marriages coupled with a 0.8% decline in religious marriages. Following the introduction of marriages of same sex couples in March 2014, 1 in 46 marriages that year were between same sex couples.

Civil ceremonies currently account for 72% of all marriages. Nationally, most civil marriages take place in approved premises (buildings such as hotels, historic buildings and stately homes licensed for civil marriages); in 2014, of all civil marriages, 88% of opposite sex couples and 87% of same sex couples married in approved premises. Civil marriages not held in approved premises are conducted in a register office.

---

<sup>22</sup><https://www.ons.gov.uk/peoplepopulationandcommunity/birthsdeathsandmarriages/marriagecohabitationandcivilpartnerships/bulletins/marriagesinenglandandwalesprovisional/2014>

The data for civil marriages in Torbay does not follow this trend (see table below). Data made available by Torbay Register office demonstrates a fairly even split between civil marriages held in approved premises and those held in a register office. However, through interview with the Superintendent Registrar for the Torbay Register Office, it is established that this trend is set to change. By reducing availability, in line with other registration districts, the office will be open for fewer days and will therefore undertake fewer civil ceremonies. The comment made was that there will be a shift towards more bookings in approved premises starting in 2018.

The Spanish Barn and Undercroft are licensed spaces for civil ceremonies. There are 21 Torquay locations listed on the 'approved venues' section of the Torbay Council website.

Year	Total civil marriages	Approved premises	Register office
2014/15	536	271	265
2015/16	592	324	268
2016/17	609	290	319

The Registrar confirmed that Cockington Court, managed by TDA, is the most popular approved premises in Torbay.

Wedding bookings data from Cockington Court is as follows:

- 2015/16: 64
- 2016/17: 75
- 2017/18 (April to August): 41

#### 4.7 Review of conference / hires market

Nationally, VisitEngland and VisitBritain see business visits as a priority area of growth for development and investment is made through targeted campaigns aimed at developing business tourism in England. Research undertaken by the National Coastal Tourism Academy<sup>23</sup> (NCTA) demonstrate that business travellers on average spend 72% more than leisure visitors. Alignment to smaller regional business events as well as national conferences is a potential area of growth.

In 2015 UK business trips accounted for 13% of visitors to the English Riviera. Although this represents a decline from 2010 (16%), the volume of business is significant. In 2015, 162,900 business trips were undertaken.

<sup>23</sup> NCTA, Coastal Tourism, 2016

By way of a measure of demand, based on booking data supplied by the Riviera International Conference Centre (RICC), the bookings diary shows 100 conference and event bookings between 2014 and 2020. A small number of the clients booking the RICC also booked space at Torre Abbey. Out of a total of eight RICC initiated bookings from 2014 – 2018, six bookings were generated as a result of conference organisers booking the RICC. It should be noted that conference bookings are generated for venues other than RICC, but the centre is seen as the main venue in Torbay.

Through interview with Conference English Riviera the following points were raised:

- Conference English Riviera is a conference bureau responsible for conference business development across all venues in Torbay
- The main market for development is Professional Associations. By way of example, past clients include the British Medical Association, National Union of Teachers and British Deaf Association
- Torre Abbey, including the Spanish Barn is considered to be a ‘wow’ factor within the resort’s offer; an historic building on the doorstep of a well-equipped conference venue is a significant offer to clients who wish to host receptions and social gatherings
- There is real opportunity to develop income and increase the number of bookings from conference and events trade
- The current barriers to using Torre Abbey are both physical e.g. quality of catering servery areas and operational e.g. the venue is not seen as being ‘business ready’ at the present; diary checking, pricing and operations could be improved.

#### 4.7.1 Comparator and competitor analysis

##### Admission

In considering both overall paid attendances and ticketing, a comparison with regional and local attractions has been undertaken. In the following table, overall paid attendances for the Abbey (current and post-redevelopment) are considered alongside a set of local or comparable (in the case of Buckland Abbey) historic attractions.

	Torre Abbey	Torquay Museum	Kent’s Cavern	Buckland Abbey	Coleton Fishacre House and Garden	RAMM (Exeter)	Torre Abbey (post-reopening)
<b>Footfall Visitors PA</b>	22700	28300	67500	97489	118685	231,428	40000

<b>Adult ticket</b>	£8.00	£6.45	£10	£10+	£10+	Free entry	
<b>Admissions income &amp; notes</b>	£74197 (Ave £3.27)	£106,968	Income unknown	High % of NT members	High % of NT members		£130000

- Figures are for 2016, apart from Kent's Cavern (2010)
- Source of figures: (Visit England, Torquay Museum annual accounts and direct from Museum Director)
- Footfall, it is not stated explicitly that they are paying visitors (or not)
- Torre Abbey post opening target figure of 40,000 visitors generating £130,000 is based on an average admissions spend of £3.27 (2016 figure). This can be checked and revised when 2017/18 figures are available.

As the foregoing demonstrates, the abbey is punching well below her weight at present, suggesting opportunity exists to lift paid attendances. However, given the experience of the past two years of operations, it is clearly a challenge to reach high visitor targets within a short term period, thus it would seem more realistic to propose a relatively modest footfall increase from around 23,000 (2016/17) to 40,000 (post Phase 3 reopening).

As a simple benchmark, it should be possible to achieve higher admissions figures than Torquay Museum, but not pitch the target as high as Kent's Cavern. Comparable National Trust visitor figures are a poor benchmark for heritage organisations as the National Trust membership model creates significant marketing advantage for individual property teams.

RAMM is frequently suggested as a comparator museum, however in marketing terms it is entirely different. Namely, admission to the museum is free, the collections are rich and diverse, attracting a wide range of interests, it is located in central Exeter within a catchment of highly 'culturally engaged' audiences, with the addition of a profile of 'heritage interested' visitors to the city and the area.

### Membership Scheme

With respect to building repeat visitors to a heritage attraction via a membership scheme, two heritage attractions have been considered:

Bishop's Palace, Well Somerset <https://bishoppalace.org.uk>

Headline figures for 2016:

- 265,000 visitors welcomed onto the site, of which 94,000 went into the Palace and gardens

- Around 54,000 people purchased a ticket to enjoy the site while 40,000 members and non-payers enjoyed a visit (under 5s and Primary school parties go free)
- 2000 memberships were sold, an increase of 880 on the previous period.
- The Bishop's Palace installed play equipment (the Dragon's Lair), which it is felt has impacted positively on the membership sales and repeat attendance.

Through interview with the Chief Executive, Bishop's Palace the following comment was made:

We were hoping for a 20% uplift in visitors and we have achieved around 21%. This won't all be due to the Dragon's Lair. There are external factors such as the weak pound that is driving visits from international destinations and a trend for staycations as the Euro zone becomes expensive. We have compared our data to that on the Visit England website and where most places have had an uplift in visitors in 2017, they have not grown as fast as we have. We also know that we have grown faster than other comparable Somerset attractions.

The greatest difference is in membership sales where about 30% of visits by members are now with children, not so much on day tickets. We combine the Dragon's Lair with quality children's activities and various family days so it could be the combination that drives the uptake - difficult to separate out the different factors.

Hestercombe Gardens, Somerset <https://www.hestercombe.com>

Key points observed following a site visit (2015):

- Hestercombe operate a membership model. Their visitor numbers are high; they receive around 80,000 paying visits per year, of which 30,000 are unique visitors. The membership is currently around 4,000 people.
- Of the 80,000 visits, the data suggests that 40% are families, 40% are couples and 20% are single. Programming onsite reflects this mix with a strong events and activities mix for both the family and non-family market.
- A high proportion (72%) of visits are made by local people (less than an hour drive's time away) and 82% have a South West postcode; local knowledge, recommendation and repeat visits are the main sources of information about Hestercombe Gardens.
- There are around 80 volunteers working across the operation.



### 4.7.2 Market Segments

Core audiences for this business plan are:

- ABC1 families
- ABC1 older / retired adult couples
- ABC1 younger adults, social groupings
- Local C2DE families with primary school age children (*Trips and Treats* segment)
- Local C2DE adults (*Home & Heritage* segment)

Within this, the visitor market focus should be on the 'day trips' and short breaks sectors, predominately targeting ABC1 families and ABC1 older / retired adult couples.

The home market approach should focus hard on selling membership across all audiences.

Targeted audiences that ensure a breadth and depth of audience development are listed in the Outline Activity Plan document and in Section 6.2 below.

### 4.8 Implications: what does this mean for the project

- The strategic context and direction is set out very clearly within Torre Abbey's Forward Plan, and is supported by the Audience Development Plan and subsequent work delivered by Wonder Associates. Changes in the management and staff team has resulted in a period of 'firefighting' throughout which the clarity of the strategic focus was mislaid. The implication of this finding for the Phase 3 is to ensure the Forward Plan 2014 - 19, and the Phase 3 Project Business Plan is owned and delivered by the staff team with exacting governance in place via the Torre Abbey Steering Group, or similar governance board set up for project delivery.
- The current Torre Abbey 'offer' is comprehensive and well received, with a strong programme of events which animates the venue and grounds. The implications of sustaining this strong offer impacts on income and expenditure budgets in terms of programme funding. The second implication is the need for senior management responsibility for overall programming balance and demand for hire space; to ensure both commercial hire and public programme development targets are met.
- The formal learning and informal learning offer is underdeveloped, with real market opportunity for growth and reach to the widest range of communities. Investment through the Activity Plan that supports this project will enable Torre Abbey to stride further in this area.

- Volunteer development has been the focus of recent investment via the Growing Museums initiative. The implication is the strategic need for the work to be sustained and developed to suit the exact needs of Torre Abbey, through the delivery of the Activity Plan.
- Overall, the national market for heritage and museums is buoyant and although the demography of Torbay's home market catchment is less 'heritage friendly' when compared to the national profile of heritage attenders, the catchment area population is high. Thus setting a target to balance the home market and visitor market creates real opportunity for market penetration.
- An implication of the visitor market assessment is the market intelligence that demonstrates an increase in the short break market which brings the opportunity to target older more affluent couples who have a higher level of engagement with museums, heritage and arts. In addition, the very high volume of day trips made to Torbay is a valuable market sector with professional families, older couples and intergenerational groups resident or visiting within the catchment area beyond the immediate Torbay area.
- Building a core audience from the local market creates a strong foundation of support for events and activity programming, widens engagement with heritage and the visual arts, and encourages regular visits with potential income generation from secondary spend.
- The 1196 Club is an annual membership club and is a key marketing tool for this market development. Evidence from the two case study heritage attractions offer useful market intelligence and guidance.
- Reflecting on the segmentation research findings, core communication and programming must appeal to the Trips and Treats and Home and Heritage market segments for Torre Abbey to build its audiences from the local market, as such reaching lower income families and older people, who currently have limited engagement with heritage and the arts.
- The brief analysis of the weddings and conference booking market demonstrates that Torre Abbey is a popular venue for hires, and that the market for both sectors is growing. Enhanced and better equipped space within Torre Abbey will be beneficial to achieving this aim.

## 5 Governance and Staffing

Oversight of the operations of Torre Abbey is assigned to the Torre Abbey Steering Group, comprising senior officers responsible for Torre Abbey and three Councillors.

Governance of the Phase 3 project will follow Prince2 methodology with a Project Board appointed to oversee the delivery of the project.

Meetings are an effective tool for ensuring that the team understand and are performing in line with the project objectives. The purpose, frequency, attendance, management and output of each meeting must be clearly and effectively defined and managed.

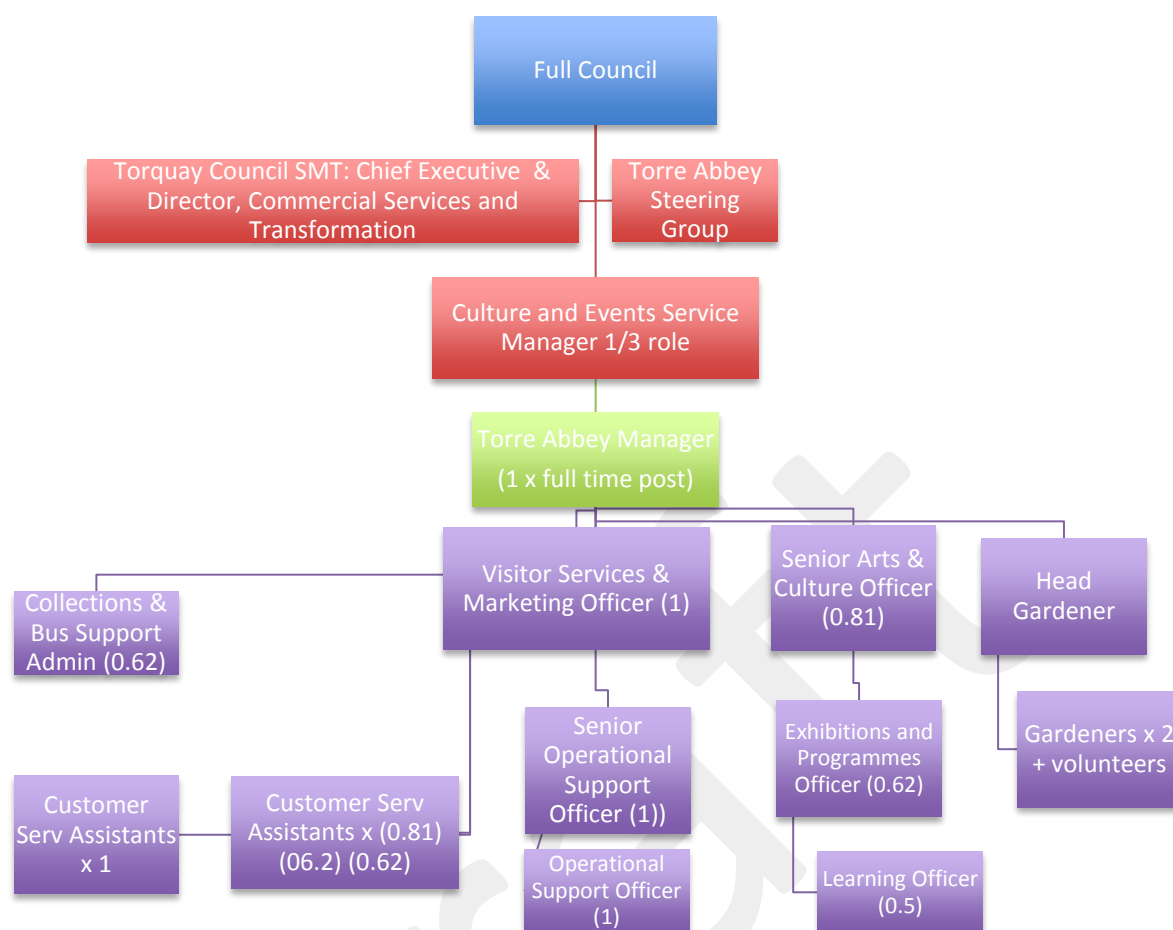
The following meetings will be held regularly:

- Project Board meetings – bi-monthly
- Project Team meetings – monthly
- Design Team meetings – monthly
- Contractor's Progress meetings – monthly
- Move Coordination meetings – as required

A monthly meeting to consider a report from the project director on progress including an update on the design, cost, programme and site progress will be tabled to the Project Team meetings. This meeting is chaired by and minuted by Torbay Council. The project director will provide a progress report (highlight report) for the Board.

The Torre Abbey operation currently employs 11.98 staff members. Staff are employed both part-time and full-time. The permanent staff structure is augmented by casual staff during busy periods plus volunteers that help within the abbey and gardens.

The current staff and governance structure is as follows:



## 6 Scope of the Project

### 6.1 The Capital Scheme

#### 6.1.1 Description of Work

##### Enhancing arrival

Enticing more people from the town to the abbey is one of the key aims of the scheme. The south elevation is the main view from the seafront. The main range was repaired in Phase 2; the elevations of the south west and south east wings are now due for repair. The damaging cement renders from the 1930s are to be removed and masonry repaired behind, together with lintol repairs, before re-rendering with thrown lime, to complete the scheme which denotes the building phases.

Comprehensive joinery repairs to the sash windows are also required. On the south west wing, repairs include the parapet masonry. Repairs to the south east wing include renewal of the 1930s tying

scheme. To the central south range, a new glazed lobby is to be installed internally, beyond the porch, to provide draught proofing between indoor and outdoor spaces during events.

Immediately to the south of the building, the ground level lowered and regraded, to expose again the bottom step, central to the elevation. The shape of this renewed area is to be enhanced to give a greater sense of arrival from the C18th carriageway once here. It is necessary to maintain access here as it is a public right of way, however, the extent of the tarmac outside the south front will be reduced and the finish altered, to soften its appearance against the building.

Further to the south, the existing pitch and putt facility is to be removed. Consequently the existing estate fencing can be removed, and the ground re-levelled, enhancing the setting of the abbey barn by re-establishing its external levels, and opening up the landscape down to the seafront. This will re-establish the abbey's connection with its southern grounds (where geophysical surveys have revealed archaeological remains of various structures, presumed to be contemporary with the barn and of an agricultural / industrial nature), and the wider landscape. Removal of physical barriers across this landscape will be crucial to this connectivity between town and abbey. New routes are to be introduced into the parkland south of the abbey, developed from the existing topography of the Site (there is a natural causeway running broadly east-west which divides the higher ground to the north and the marshy area to the south) and pre-established paths. By continuing the causeway path from where it intersects the existing path to the adjoining bowls ground, a new direct pedestrian connection can be made to Torbay Road across the southeast corner of the park. This path will lead to a focal point on the raised causeway, on axis with the abbey building, from which a key view will be framed, heralding the presence of the abbey. There are great opportunities for further interpretation within this newly created park area, to reveal more about the site's complex history, and with added potential for explorative play along the way. From here, a new path will lead pedestrians up through the site, through the former farm complex, bringing them past the barn and along a tree lined path, to arrive outside the gatehouse.

### **Gatehouse**

New paths will lead up to the Gatehouse, where the sense of arrival will be enhanced through the careful uncovering of original cobbled surfacing, around the entrance gates; the extent of surviving path to the barn is also to be explored for exposure. Repairs to the gatehouse are now required. These include repair and consolidation of the masonry generally, with render repair/renewal (conserving and incorporating surviving areas of old render). Parapets and cornice require masonry repair, and rainwater goods are to be renewed in cast iron. The roof structure is to be repaired, insulated and re-

slated, incorporating new access hatches, and the stone turret roof is also to be repaired, and lightning protection added.

Parapet lead gutters are also to be renewed. Window openings are to have new leaded windows and stainless steel stanchions. To the south of the building, the large lime tree (and its roots) is to be removed. Some underpinning of the gatehouse wall may be required.

### **Chapel, North Wall**

To complete the removal of damaging cementitious render and replacement with thrown lime to the whole building, the north elevation of the chapel remains as the outstanding area of work. Again, masonry will require repair following the removal of the render, together with repairs to the window masonry and hood moulding. The redundant chimney is to be taken down in conjunction with the work to the lean-to structure at the foot of the wall. Here the roof requires replacement, including structure and coverings, fascia and also renewal of rainwater goods. The adjacent courtyard wall requires patch pointing and new copings to consolidate the wall.

### **Ruins**

Comprehensive repair of much of the abbey's ruins was undertaken in the previous phase, with the focus of work on the cloister walk and chapterhouse wall. The sense of the ruined abbey, however, is still somewhat elusive, and this phase of work seeks to address further expression of the lost form. Improved engagement with some of these spaces can be achieved relatively simply, through reinstatement repair of steps through to the south transept, leading to the Lady Chapel and side chapel, reintroduction of steps down into the adjacent Sacristy (and releveling of the ground to reinstate original floor levels, known at the door thresholds from the cloister walk). It is proposed that the lost walls could be better marked on the ground to indicate the former space. The means of articulating this are yet to be explored, but it could be through thick lavender beds to replicate wall thickness; this would tie into other themes across the garden with medieval inspired planting, and augment sensory qualities of the garden, to be enjoyed in explorative play by children and also enhance working with special needs groups.

### **Tithe barn**

The tithe barn (also known as the Spanish Barn) is currently used for income generating functions, but the facilities to support this activity are poor. Current facilities within the barn are inadequate for the required purpose and impede the presentation of the barn as an historic asset. The tithe barn is Grade 1 listed and is a scheduled ancient monument making upgrade of facilities within the barn difficult. Given the many restrictions relating to the ancient building, the provision of cooking facilities within

the tithe barn has been discounted. This is due to the various complexities of the service requirements of accommodating such a use in this sensitive space (power, ventilation, water supplies and drainage). On this basis, it has generally been agreed that new facilities should be located outside of the tithe barn, in a dedicated new building that can be more readily serviced. The area identified as suitable for this is the enclosed yard area to the west of the tithe barn. Within the barn, a new multifunction 'servery' pod is proposed, as a formalised version of the existing service arrangement there, which could accommodate functions such as a bar and/or serving point during catered events, welcome desk/cloak room for other functions and could be a free-standing sculptural element within the barn when not in use. Extensive work was carried out to the barn in the 1930s, which has left the masonry generally in sound condition. The roof structure is of late 15th or early 16th century construction and the trusses are now in need of conservative repair.

Some repairs to the roof coverings are also required. Removing existing facilities from the barn and locating them in a new adjacent building, will open up more of the existing building for use in functions. This, coupled with comprehensive repair of the barn, will enable removal of the existing temporary scaffold support internally. This will open up the full barn interior for use as a function space, and vastly improve its appearance internally, increasing its appeal, flexibility and its capacity as a lettable venue.

### **Support facilities**

Key to the success of the barn as a function space is the improvement of its supporting facilities. Catering facilities within the new building are, at this stage, proposed for flexibility and sized to accommodate generous 'white space' for external caterers for use as a finishing kitchen (without cooking facilities), or a new 'base' kitchen to serve satellite 'pop-up' facilities across the site. This will formalise the current arrangement for outside caterers. A covered link between a proposed new building and the tithe barn has not been included because of the negative impact on the historic barn; it is assumed that covered food can be transferred to the barn by external caterers without issue, and served from there. In addition to kitchen facilities, office and staff space including a WC are to be provided, to give a dedicated space for function related activities and enable easy out of hours use. Additionally, new ample WC facilities are to be provided to serve the barn permanently. These are of a scale to generously serve a wedding, and also cope with potential large numbers at conferences or theatrical events. The new building housing all these facilities is proposed to sit discretely against the west wall of the site, set apart from the barn, and screened from the abbey by the existing beech hedge.

Disabled parking will be relocated from against the barn, to remove conflict of movement between guests and caterers and to improve the setting of the barn. This will be achieved by locating cars on the north side of the access way.

Storage space is also required, to accommodate the kit that is required to serve the various types of functions. To keep the main service building of a size subservient to the scale and form of the barn, it is proposed that storage is provided within a separate structure alongside.

### Landscape work – formal gardens

Within the formal gardens, various elements are proposed to augment existing provision and provide flexibility to accommodate other cultural events. A new access is proposed, leading from the existing blocked carriageway opening on the east of the site. This expands the existing pedestrian path at the south of the formal quadrant garden. The former entrance in the east wall is to be unblocked and potentially modified to allow vehicular access into the site, making easier the setting up for theatrical events and other activities within the cloister. A platform is proposed off this new path, providing a versatile space which could allow temporary cover for outdoor civil ceremonies, a platform for viewing the abbey complex and for photography within the ruins etc.

The peach house at the north end of the garden was lost to disrepair in recent history. There are proposals to reinstate a structure on this site to provide additional satellite function and activity space to serve events across the site.

### 6.1.2 Space Schedule

Space	Use	Area	Capacity
Courtyard 3 (including existing cafe kitchen)	New kitchen and cafe seating	Overall 131.42m <sup>2</sup> New build kitchen – 19.23m <sup>2</sup> Modified existing kitchen – 17.13m <sup>2</sup> Remainder – Cafe seating	87 additional cafe covers (assuming bench seating) (20 covers in existing cafe also retained).
Courtyard 2	Bin Store	23.8m <sup>2</sup>	
Abbey Ruins	Interpretation	702m <sup>2</sup> approx.	
Former abbey grounds, east of abbey ruins	Potential explorative play (low impact in landscape)	400m <sup>2</sup> around existing ancient structures	
Peach House	Vehicular access into garden	214.68m <sup>2</sup>	40 people



Space	Use	Area	Capacity
Access Road	Vehicular access into garden	214.68m <sup>2</sup>	Single track access with turning head
South end of formal gardens	New platform for functions (weddings) and viewing platform	8m <sup>2</sup>	Small group (8-10 people)
Former Stable	Outdoor seating	186.5m <sup>2</sup>	96 people approx.
Tithe Barn (New Serving pod)	Lettable function space (Display/ bar/servery/ storage/ reception desk)	333m <sup>2</sup> (14m <sup>2</sup> )	Weddings: 120-150 people. Other formally seated catered functions: 175-200 people. Theatre type: 350 people Standing: 400 approx. Max. capacity (allowed by fire strategy subject to no. of doors available): 600 people
Yard by the Tithe Barn	Storage	19.5m <sup>2</sup>	Storage for 15 tables (seating 10 each) and 150 chairs and other related function items
New Service Building Yard adjoining the Tithe Barn	Supporting facilities to functions held in the barn including: Kitchen / Office Lobby/Staff area Staff WC / Female WC / Male WC / Disabled WC / Lobby/Waiting area	Total internal area: 97m <sup>2</sup>  27.8m <sup>2</sup> 8.65m <sup>2</sup> 8.64m <sup>2</sup> 11.5m <sup>2</sup> 24.3m <sup>2</sup> 8.22m <sup>2</sup> 3.5m <sup>2</sup> 9.43m <sup>2</sup>	(Finishing kitchen/ white space) Staff: 1WC and 1whb F- 4 WC's and 4whb, cleaners cupboard and baby change area M -1WC, 3u, 3whb 1WC, 1 whb
Area of hard standing immediately south of the abbey	Public Right of Way Access Road/ amenity	747.72m <sup>2</sup> approx.	
Abbey Park (former pitch and putt) and park south of the abbey	Public Amenity/ interpretation of wider abbey landscape and buildings/archaeology	43863.77m <sup>2</sup> approx.	
<b>Repairs only</b>			
Courtyard 1	Wall repairs only		

Space	Use	Area	Capacity
North elevation of Chapel	Repair only (external)		
Gatehouse	Repairs only		
South West Range and South East Wing elevations	Repairs only external)		
Courtyard 4	North and east walls, repair only		

## 6.2 Activities

A programme of activities will enable Torre Abbey to satisfy the interests of a wide range of audiences. A Marketing Plan will support the Round 2 Business Plan and demonstrate the action required to reach the project's core audiences (reference Section 4.7), namely:

- ABC1 families
- ABC1 older / retired adult couples
- ABC1 younger adults, social groupings
- Local C2DE families with primary school age children (*Trips and Treats* segment)
- Local C2DE adults (*Home & Heritage* segment)

Within this, the visitor market focus should be on the 'day trips' and short breaks sectors, predominately targeting ABC1 families and ABC1 older / retired adult couples.

The home market approach will focus hard on selling membership across all audiences.

In terms of audiences who are not currently engaged with Torre Abbey, or heritage in general, activities, to be tested at the Development Phase, will ensure that the Activity Plan target audiences have learned about the heritage that is specific to Torre Abbey and developed relevant skills.

Proposed target audiences for Activity Planning:

- Lower income families from target Torbay neighbourhoods
- Pupils with special needs; Primary and Secondary
- Children in Care and Young Leavers
- Young people 16+ in full time study: focus on creative industries study
- Young people 16+ out of full time study: focus on wider employability skills
- Older people: with a focus on those with additional health needs

The outline and context of the approach is detailed in Activity Plan Outline, Torre Abbey.

The intention is to work in close partnership with Torbay Culture Board, through the delivery of the Great Place Scheme. New partnerships will be fostered with organisations that support the target audiences such as South Devon College, Princes Trust and Torbay Community Development Trust. Volunteer development will underpin the Activity Plan.

## 7 Financial Appraisal

This financial analysis for the delivery of the Torre Abbey operation during and after the Phase 3 project as outlined at this stage of the project gives broad indicators for income and expenditure, based primarily on the outturn of 2016/17 and projections made based on available market assessment evidence.

If the HLF bid is successful, a business planner will be appointed to consider the figures in detail, and plan ahead from the start of the project period for five years.

### 7.1 Overall Assumptions

Torre Abbey will be open for six days a week 10.00am – 5.00pm.

#### 7.1.1 Visitor Numbers

Based on the research in section 4, in the first full year (post-completion of the capital scheme), the visitor numbers will reach 40,000. Current visitor numbers are c23,000. It is not anticipated that the visitor numbers will grow substantially beyond that figure, or conversely dip. The major renovation and interpretation scheme work was delivered in Phase 2, thus it is anticipated that the impact of Phase 3 on the heritage site visitor offer is limited. The growth will be achieved by focused marketing to all markets, including increased sale of membership.

#### 7.1.2 Other earned income

As result of this project, income generation from private hire, namely weddings and conference trade will show a steady increase, in line with market expectations as set out in section 4. Weddings are targeted to generate income of £54,700 compared to £48,901 in 2016/17. Conference and other room hire is targeted to generate £25,000 compared to £12,825.

The project will also enable Torre Abbey to generate additional income from tea-room catering. Based on a market tested business model that proposed running the tea-room as an in-house function, with the benefit of a new kitchen and increased covers, income is projected to be £35,000. In 2016/7 the lease income and percentage of profit agreement was £12,735.

### 7.1.3 Expenditure

No consideration has been given to the structure and cost effectiveness of the current staff team. A simple percentage increase has been applied to the 2016/17 figures. Staffing structure and costs is a priority for review during the Development Phase, ensuring that the size and experience of the staff team in place is commensurate with the income generation targets of this outline business plan. Leadership with a proven record of successful museum and collection management, alongside commercial income generation is a critical success factor for the delivery of the project Business Plan and Activity Plan.

### 7.1.4 Programming and Activities

The current programming budget is modest and is not highlighted separately within the income and expenditure headings. From the start of the Delivery Phase the Activity Plan budget, and additional events and programming budgets will be detailed separately. It is not shown in this forward budget.

## 7.1.5 Summary Income and Expenditure Table

	Last complete financial year 2016/17	Current financial year 2017/18	Next financial year 2018/19	CLOSED 2019/20	PHASED Re-Opening 2020/21	RE-OPEN 2021/22
	Year 1 £	Year 2 £	Year 3 £	Year 4 £	Year 5 £	Year 6 £
<b>Income</b>						
<b>Earned income</b>						
Admission	74197	100000	90000	CLOSED	45000	130000
Catering	12735	12200	12000		6000	35000
Retailing	26695	30600	33000		18000	48000
Room Hire Conference and Other	12825	15000	15000		7500	25000
Weddings	48901	45000	45000		10000	54700
Car parking revenue	11715	12600	12600		6300	14000
Misc income	936	0	0		0	0
<b>Unearned income</b>						
Grants	3500	0	7500		3500	10000
Donations	613	500	500		500	500
Sponsorship	0	0	2000		0	3000
<b>Other unearned income</b>						
Service charge internal transfer	3480	3500	3500		1750	3500
Tenancy	13600	13600	13600		13600	13600
<b>Other income</b>						
	0	0				
<b>Total income (A)</b>	<b>209197</b>	<b>233000</b>	<b>234700</b>		<b>112150</b>	<b>337300</b>
<b>Spending</b>						
<b>Direct operating costs</b>						
Staffing	208213	236700	250000		187500	260000

Professional Fees	28331	14500	14500		7000	15000
Equipment	7784	4900	5000		2500	7500
Utilities and Premises	30986	18200	36500		19000	39000
Marketing*	33695	23800	25000		15000	30000
Retail cost of sales	17932	10800	10000		5000	20000
Administration costs	13930	7900	10000		5000	12000
<b>Total spending (B)</b>	<b>340871</b>	<b>316800</b>	<b>351000</b>	<b>CLOSED</b>	<b>241000</b>	<b>383500</b>
<b>Operating surplus or deficit C) (A – B = C)</b>	<b>-131674</b>	<b>-83800</b>	<b>-116300</b>		<b>-128850</b>	<b>-46200</b>

\*Upon reopening of the abbey after works have been undertaken the marketing budget may need uplifting.

## 8 Sensitivity and Scenarios analyses

### 8.1 Sensitivity Analysis

#### Sensitivity Analysis

Although Torbay Council maintains its commitment to the abbey by underwriting any deficit at the attraction, two sensitivity analyses have been prepared on the basis of the abbey exceeding/failing to meet admissions, room hire, catering, wedding and retail expenditure by 10%.

	2021/22 As proposed	2021/22 +10%	2021/22 -10%
<b>INCOME</b>			
Admission, private hire and user	155000	170500	139500
Catering	35000	38500	31500
Retail	48000	52800	43200
Wedding	54700	60170	49230
Other earned	14000	14000	14000
Other income	30600	30600	30600
<b>Total Income</b>	<b>337300</b>	<b>366570</b>	<b>308030</b>
<b>SPENDING</b>			
Cost of Sales	20000	22000	18000
Staff	275000	275000	275000
Utilities and Premises	39000	39000	39000
Equipment	7500	7500	7500
Marketing	30000	30000	30000
Administration Costs	12000	12000	12000
<b>Total Spending</b>	<b>383500</b>	<b>385500</b>	<b>381500</b>
<b>Operating surplus/deficit</b>	<b>-46200</b>	<b>-18930</b>	<b>-73470</b>

The Risk Register below details the risks to the business plan. None are high risk, but the highest medium risks are:

- Lower than anticipated visitor figures
- Tea room catering income targets not attained
- Staffing structure costs are too high
- Running costs soar beyond predictions

Outline action to mitigate these risks are highlighted within the table below:

draft



Risk score 7+ = High, 6 – 3 = Med, 2 or less = Low		Probability			Impact						
Risk Description		H 3	M 2	L 1	H 3	M 2	L 3	Score	Potential consequence	Mitigation	Comment
1	Lower than anticipated visitor figures		2		3			5	Lower income through ticket sales Lower income from all spend per head income streams Staff reductions	Project visitor numbers are cautious as are spend per head calculations	Previously set high visitor numbers not attained Numbers bench marked against two Torquay attractions
2	Lower than targeted membership sales		2			2		4	Lower income through sales Lower repeat visits from home market, leading to lower spend per head income streams Staff reductions	Clearly targeted marketing campaign to drive sales Package of added value benefits established and communicated Staff trained to 'up sell' at point of admission	Membership 'added value' is central to the success of this offer, primarily aimed at family market
3	Wedding hire income not attained			1		2		3	Lower income from hires Staff reductions	Improve customer service and delivery for wedding bookings Earn reputation as a customer focused venue Ensure diary space is available for wedding bookings Increase market awareness on and off line Comms action	Targets based current wedding hire figures Market set to grow as Registry Officer reduces hours

Risk score 7+ = High, 6 – 3 = Med, 2 or less = Low		Probability		Impact					
4	Corporate and conference hire income not attained	2		2		4	Lower income from hires Staff reductions	<p>Improve working relationship with Conference English Riviera (CER)</p> <p>Proactive sales partnering with CER to target prospective organisations</p>	<p>Market set to grow based on national and local intelligence</p> <p>Potential to put the conference trade on a more professional footing</p>
5	Tea room catering income targets not attained	2		3		5	Lower visitor numbers will directly affect secondary spend Inexperienced /poor quality leadership will affect operational success	<p>Invest in consultancy support during Development Phase to develop and test in-house catering model</p> <p>Ensure close scrutiny of operation on a monthly basis</p>	<p>Evidence of in-house tea room catering operations used to shape proposed business model</p> <p>Cautious target setting</p>
6	Staffing structure costs are too high	2		3		5	Staff reductions will result in a reduction of service, quality of service and capacity to develop new business. A downward spiral	<p>Careful review of staffing structures during Development Phase.</p> <p>Review potential for annualised hours for frontline museum staff</p> <p>Review potential for frontline volunteers to support museum staff team</p>	<p>No investigation undertaken, staff costs are simply rolled forward from current budget</p>
7	Running costs soar beyond predictions	2		3		5	High costs will result in staff reductions – see above for impact	<p>Cost value analysis of premises costs required</p>	<p>No investigation undertaken, premises costs are simply rolled forward from current budget</p>