

Friday, 29 October 2021

## **OVERVIEW AND SCRUTINY BOARD**

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

**Wednesday, 10 November 2021**

commencing at **5.30 pm**

The meeting will be held in the Meadfoot Room, Town Hall, Castle Circus,  
Torquay, TQ1 3DR

### **Members of the Committee**

Councillor Douglas-Dunbar (Chairwoman)

Councillor Atiya-Alla

Councillor Mandy Darling

Councillor Barrand

Councillor Foster

Councillor Brown

Councillor Kennedy

Councillor Bye (Vice-Chair)

Councillor Loxton

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# OVERVIEW AND SCRUTINY BOARD AGENDA

1. **Apologies**  
To receive apologies for absence, including notifications of any changes to the membership of the Board.
2. **Minutes** (Pages 4 - 9)  
To confirm as a correct record the minutes of the meeting of the Board held on 13 October 2021.
3. **Declarations of Interest**
  - a) To receive declarations of non pecuniary interests in respect of items on this agenda  
  
**For reference:** Having declared their non pecuniary interest members may remain in the meeting and speak and, vote on the matter in question. A completed disclosure of interests form should be returned to the Clerk before the conclusion of the meeting.
  - b) To receive declarations of disclosable pecuniary interests in respect of items on this agenda  
  
**For reference:** Where a Member has a disclosable pecuniary interest he/she must leave the meeting during consideration of the item. However, the Member may remain in the meeting to make representations, answer questions or give evidence if the public have a right to do so, but having done so the Member must then immediately leave the meeting, may not vote and must not improperly seek to influence the outcome of the matter. A completed disclosure of interests form should be returned to the Clerk before the conclusion of the meeting.  
  
**(Please Note:** If Members and Officers wish to seek advice on any potential interests they may have, they should contact Governance Support or Legal Services prior to the meeting.)
4. **Urgent Items**  
To consider any other items that the Chairman decides are urgent.
5. **Police Update** (Pages 10 - 20)  
To receive an update on local policing matters in Torbay.  
  
(Note: Superintendent Neil Ralph, South Devon Commander, Devon and Cornwall Police will be present for this item.)
6. **Local Environmental Quality - Outline Plan** (Pages 21 - 27)  
To consider the submitted report on an outline Plan for Torbay's Local Environmental Quality Action Plan which aims to set out a broad range of actions by SWISCo and key partners and stakeholders to achieve the overall outcome of clean and attractive local environments and neighbourhoods across the Bay.

(Note: Mark Smith, Interim Chief Operating Officer from SWISCo, Neil Coish, Head of Parks and Green Infrastructure from SWISCo and Kevin Mowat, Director of Place will be present for this item.)

7. **Strategic Asset Management Plan** (Pages 28 - 74)  
To review the revised Strategic Asset Management Plan currently out to public consultation and make recommendations to the Cabinet.
8. **Budget Monitoring Quarter 2** (To Follow)  
To consider the submitted report which sets out the Quarter 2 budget monitoring for 2021/2022 and make any recommendations to the Cabinet.

### **Meeting Attendance**

Whilst national Covid-19 restrictions were lifted on 19 July 2021, Torbay Council has taken the decision to continue operating in a Covid-19 secure manner in order to protect staff and visitors entering Council buildings and to help reduce the spread of Covid-19 in Torbay. This includes social distancing and other protective measures (e.g. wearing a face covering (unless exempt), signing in and using hand sanitiser). Our public meetings will continue to operate with social distancing measures in place and as such there are limited numbers that can access our meeting rooms. Also, to help prevent the spread of the virus, anyone attending meetings is asked to take Covid lateral flow test the evening before - if you have a positive test result please follow the Government's guidelines and do not attend the meeting.

If you wish to attend a public meeting please contact us to confirm arrangements for your attendance.

## **Minutes of the Overview and Scrutiny Board**

**13 October 2021**

**-: Present :-**

Councillor Douglas-Dunbar (Chairwoman)

Councillors Atiya-Alla, Barrand, Brown, Bye (Vice-Chair), Mandy Darling, Hill, Kennedy  
and Loxton

(Also in attendance: Councillors Cowell and Stockman)

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### **20. Apologies**

It was reported that, in accordance with the wishes of the Conservative Group, the membership of the Board had been amended to include Councillor Hill in place of Councillor Foster.

### **21. Minutes**

The minutes of the meeting of the Board held on 15 September 2021 were confirmed as a correct record and signed by the Chairwoman.

### **22. Adult Social Care Improvement Plan**

Torbay Council Head of Adult Commissioning, Steve Honeywill, and the Torbay and South Devon NHS Foundation Trust Associate Director of Operations for Torbay, Steve Holman, outlined the submitted presentation in respect of the Adult Social Care Improvement Plan and responded to Members' questions in relation to the following points:

- concern about the shortage of domiciliary care workers and the amazing job they do which did not seem to be recognised, what could be done to raise the profile of the role, improve training and potential recognition from the Royal College of Nursing that the role was similar to that of a nurse – meetings have been held with domiciliary care providers to explore this issue further, it was not all about the money, although there were many jobs in hospitality and other trades that pay higher wages, it was also about how employees feel about the job and the status that it was given, looking with wider NHS Devon to see how we could market the job at a higher level and using Torbay News to promote it as a career, also looking at training and development opportunities;
- the number of readmissions following discharge and how discharges were being planned and managed when Torbay Hospital had 40 people in the

Emergency Department waiting for beds – they had to match people with the solution that provides the best outcome and due to shortages of some provision it could be necessary to accommodate people outside of Torbay. They were working with the NHS to try to recruit more staff but this was a national issue and some of our provision was taken by people from outside Torbay, there were also plans to increase capacity and make more use of community support;

- why Direct Payments was going out to procurement and if people had problems procuring services for themselves – it was being procured as this is normal practice;
- query on how the savings had been made over three years and if this had resulted in any care packages being compromised – savings had been made through a number of ways including those under 65 with no mental health issues being placed in supported living rather than residential homes, restructuring of staff and savings through Direct Payments as a result of some people not wanting to access services during the pandemic;
- how people would pay for their care if they needed to go into a nursing home etc. – there were a number of options depending on circumstances which included deferring payment until their property was sold once the person had passed away, day care being assessed based on available cash and income and what the person could afford to pay;
- how people could access befriending services and get help with gardening, collection of medication etc. through the voluntary sector – there were many organisations that could provide this with people being directed to contact the Community Helpline and they would be signposted to the most appropriate support;
- difficulty discharging patients with additional needs e.g. dementia – they try to ensure that people were placed with providers that could meet their needs, there was limited capacity for acute nursing care, support for people with dementia, learning difficulties and autism which could result in people being placed out of area to ensure that their needs were adequately met, the pathways for these people was closely monitored;
- suitability of key worker accommodation for nurses and domiciliary care workers to encourage them to come to work and live in Torbay – access to affordable housing was key to filling our local vacancies, some providers also offer accommodation on site;
- importance of place shaping to ensure Torbay can meet the needs of our workers – they were working with the Planning Department to explain what their needs were and building relationships with community partnerships and ward Councillors early on in the planning stages for new accommodation. Housing was a key issue and the Housing Team were helping people to move on from large social housing to free up capacity for larger families when occupation had reduced;
- impact of staff not receiving the Covid-19 vaccination – 10% of care workers had not received the vaccination and work was being done to support those individuals, including peer support to try to encourage them to get vaccinated. This was also happening across the whole system to reduce the number of people who would not be able to carry out their full role after the deadlines imposed by the Government;

- loss of residential beds – four providers had closed for a number of reasons and work was being done to help support the remaining providers as well as building more extra care housing to help people live at home with appropriate support; and
- how people with severe mental health conditions were supported – most people were able to live safely within the community and had regular intensive support to help them settle into the community, they were closely monitored, normally under the management of the Devon Partnership NHS Trust. Often they were relying on carers they live with which could be difficult for many family members.

The Board requested the following information be provided:

- a breakdown of how the £6m would be saved;
- data on how many people we support in nursing care, residential placements, domiciliary care, day care etc; and
- an estimate of the number of key worker's accommodation required to meet the needs and help fill our care worker vacancies.

Resolved (unanimously):

- 1 that the Board recognise the work being carried out in Torbay to deliver the Adult Social Care Improvement Plan and the hard and professional work of our care workers. The Board encourage the Council's Head of Adult Commissioning and the Torbay and South Devon NHS Foundation Trust's Associate Director of Operations for Torbay to continue to recognise our care workers, by raising their profile, exploring ways to enhance their career opportunities in care and investigate ways of providing sufficient additional key worker accommodation, to encourage more staff to come to work in Torbay and fill our vacancies in the care sector; and
2. that the Devon Partnership NHS Trust and Torbay and South Devon NHS Foundation Trust be invited to a future meeting of the Overview and Scrutiny Board to outline the Community Mental Health Framework on how people are supported with severe mental health needs.

(Note: Councillor Brooks arrived during discussion of this item and Councillor Stockman left the meeting during discussion of this item.)

### **23. Impact on the Council of the increase in the Higher Needs Block of the Dedicated Schools Grant**

The Cabinet Member for Children's Services, Councillor Law, and the Assistant Director of Education, Learning and Skills, Rachael Williams, outlined the submitted presentation on the impact of the Council of the increase in the higher needs block of the dedicated schools grant in order to support the number of children with an Education and Health Care Plan (EHCP). Members were advised that there was a long overdue national review of the Special Educational Needs Code due to be released in 2019 with the new Government Minister now wanting to start the review from scratch, it was anticipated that the review would result in a

positive decision around future funding but it was not known when this would be published for consultation.

The Board asked questions in respect of the following:

- where did the money come from – the Council cash funds the gap between the funding from the Government and the funding required for the higher needs block, whilst the Council was not responsible for this funding a Statutory Override allows a deficit to be built up and the Council was waiting for the Government to make a decision on who would pay for the deficit from 2023, once the Statutory Override ends;
- how much money was the Council losing from funding this from our cash holdings – the Council was not losing much income as the investment of its cash was on a rolling basis ensuring that sufficient cash was available each month to make payments such as wages;
- if we paid for EHCP for children out of Torbay or their transport costs – no this would be paid for by their local authority but we would pay the costs for any of our children placed outside of Torbay;
- why we have higher numbers of EHCPs than nationally – there was a link to poor historical children's social care performance, this was currently the subject of a review and part of the recovery plan was to explore how we use early help and other services to support children to avoid the need for an EHCP;
- was there a maximum cost for an EHCP – schools receive a notional £6,000 to help deliver support for special educational needs with additional funding per EHCP depending on the needs of the individual child; and
- exclusions and the impact on those with an EHCP – this links to the Council trying to understand what was driving demand and the Council was looking at Plymouth City Council who had completed positive work around exclusions and Lincolnshire Council who had taken action to reduce the number of EHCPs.

The Board requested the outcome of the Review of the EHCP Plan that would be submitted to the Education, Skills and Funding Agency to be reported to a future meeting of the Board prior to submission.

Resolved (unanimously):

That the Cabinet be recommended to lobby the Government:

1. to seek the national consultation on the Special Educational Needs (SEN) Code be released together with details on entitlement to funding for SEN provision to ensure best outcomes for children as soon as possible; and
2. to release information on the future of the statutory override to ensure clarity for local authorities to be able to know how they will be funded in the future.

(Note: Councillors Cowell and Law joined the meeting prior to consideration of this item.)

## 24. Update on Review of Planning Service Action Plan

The Assistant Director of Planning, Housing and Climate Emergency, David Edmondson, and the Director of Place, Kevin Mowat, provided an update on the review of the Planning Service Action Plan. Mr Edmondson responded to questions in respect of the following:

- relationship with the Neighbourhood Forums and working relationships between the Planning Committee Members and Officers – officers had productive meetings with the Neighbourhood Forums and explained the rationale for officers requiring more time to present their reports to ensure that all parties were adequately aware of the relevant issues. There was some merit in the Planning Officers and Members of the Committee meeting informally before the meeting;
- why the dedicated resource for TDA Planning applications had not been appointed – the delay was partly due to identifying how the post would be funded and it was accepted that this could have been progressed sooner. Assurance was given that this would be pursued as a matter of priority, having regard to the difficulty in recruiting and retaining Planning Officers, currently experienced by the Council;
- consultation and engagement with ward Councillors regarding applications in their ward which may be contentious to help them work with their communities – this point had been reiterated to the Planning Officers earlier that day;
- sustainability checklist – this had not been progressed due to other priorities but it was suggested that examples of good practice could be explored to enable this to be in place in the near future;
- confusion over who was representing the Council when providing advice on planning applications, sometimes SWISCo or TDA – departments such as highways have been transferred to SWISCo but were providing advice on behalf of the Council from those departments, this could be made clearer in future reports; and
- the length of time taken to validate some applications – it was acknowledged that sometimes the Planning Officers did not proactively chase outstanding responses to enable applications to be validated or progressed, assurance was given that this would be carried out in the future.

Resolved (unanimously):

1. that the Assistant Director of Planning, Housing and Climate Emergency be requested to progress the sustainability checklist, using good practice from other local authorities, as a matter of urgency, to ensure applicants are taking climate issues into consideration when designing their application;
2. that the Director of Place be requested to progress the appointment of a dedicated planning officer within the TDA; and



3. that the Council Leadership Group be recommended that Modular Planning training to be included as part of the mandatory training for planning committee members with an expectation that they attend at least 50% of these a year to help develop their planning knowledge.

(Note: Councillors Barrand and Law left the meeting prior to consideration of this item.)

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Chairwoman



# Devon & Cornwall **POLICE**

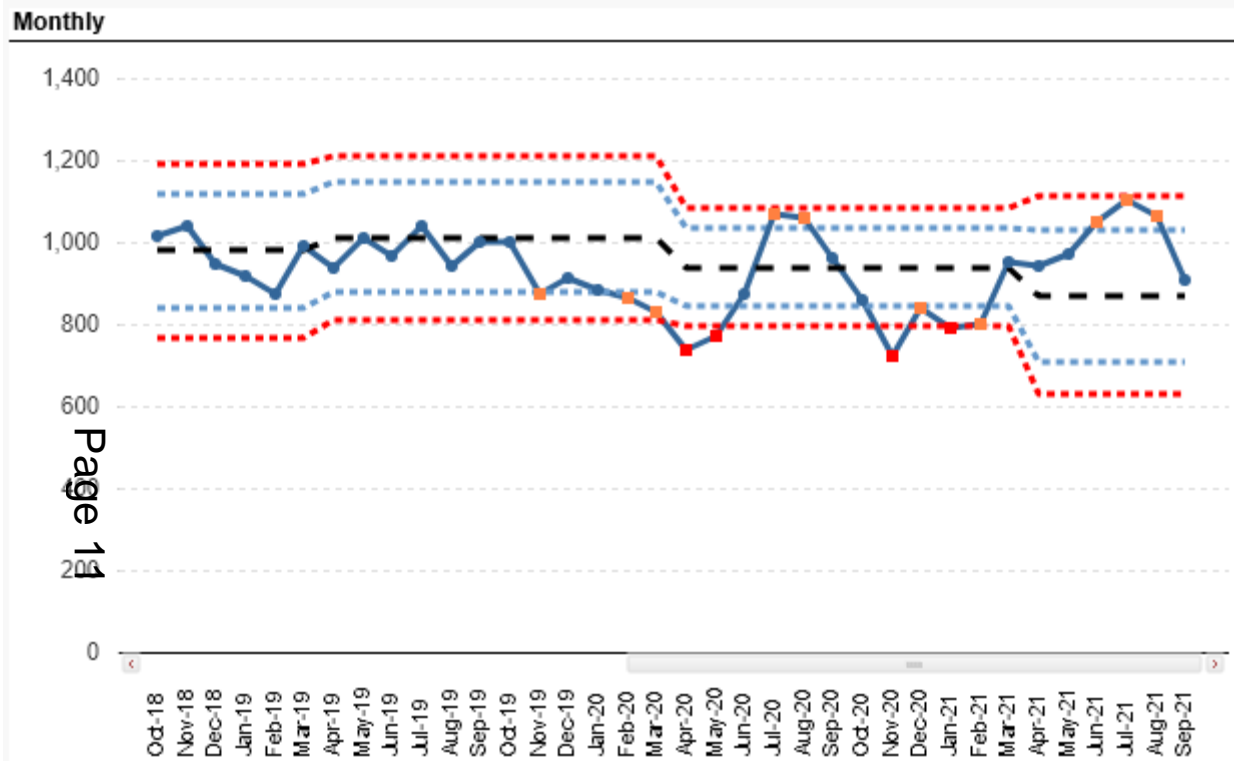
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## Performance

## Torbay Performance Update (October 2021)

All data 01.10.20 to 30.09.21 unless stated otherwise

# All Crime

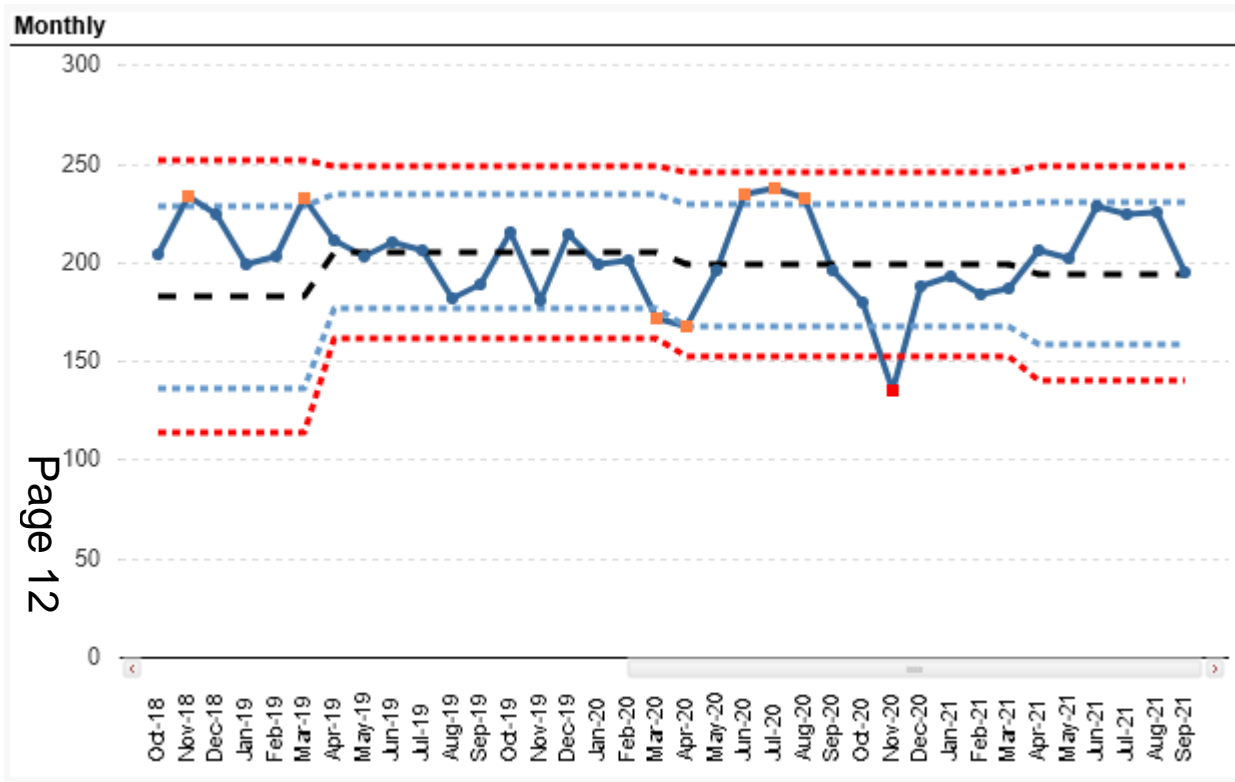


- Force change: +1.2% (01.10.19 to 30.09.20) and -7.7%(01.10.18 to 30.09.19)
- Significant increases in offending during summer 2020 and 2020, with reductions in line with lockdowns

## Crime Tables - 01/10/2020 - 30/09/2021 - - All Crime

↑ LOC_Sector	Recorded Crime	Recorded Crime (1 year back)	Recorded Crime % Difference	Recorded Crime (2 years back)	Recorded Crime % Difference
Paignton & Brixham Sector	4181	4147	0.8%	4537	-7.8%
Torquay Sector	6831	6687	2.2%	7143	-4.4%
<b>Total</b>	<b>11012</b>	<b>10834</b>	<b>1.6%</b>	<b>11680</b>	<b>-5.7%</b>

# Domestic Abuse Crime



- Force change: +0.2% (01.10.19 to 30.09.20) and +3.5% (01.10.18 to 30.09.19)
- Reduced reporting to police during Lockdown 1 and 2 in Torbay
- Significant 2020 and 2021 summer demand

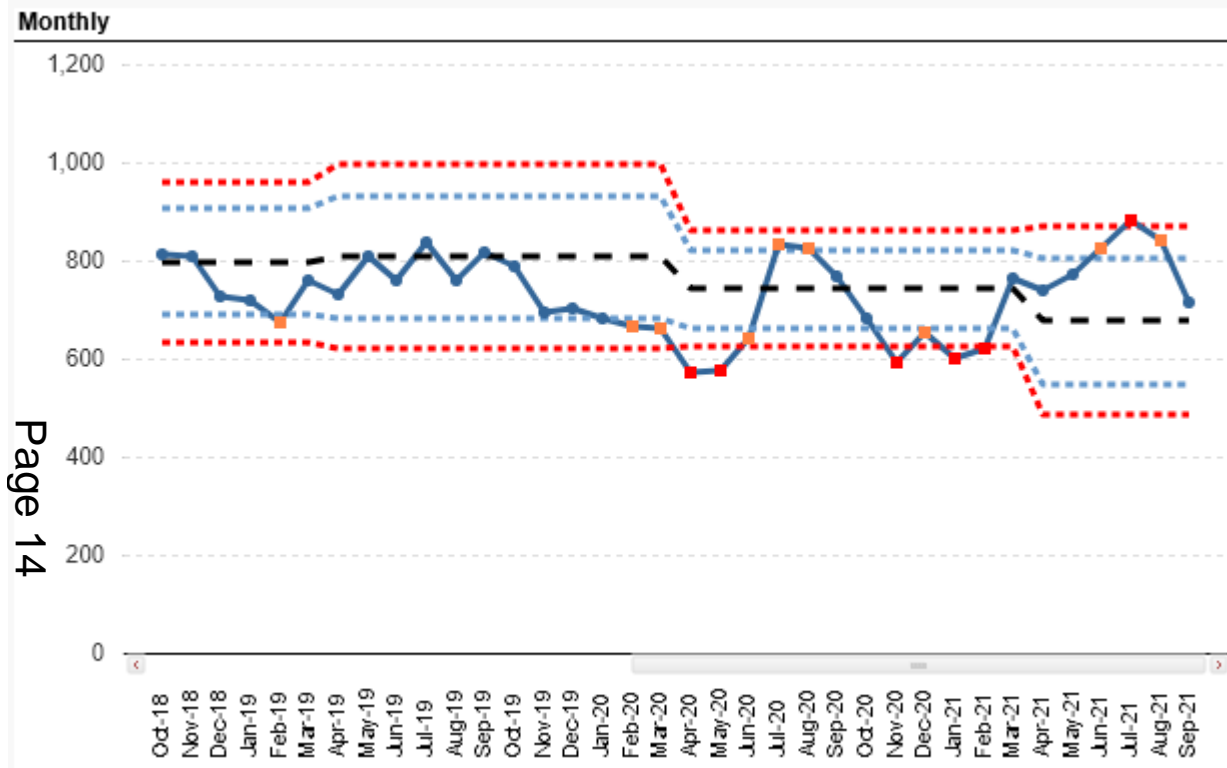
↑ LOC_Sector	Recorded Crime	Recorded Crime (1 year back)	Recorded Crime % Difference	Recorded Crime (2 years back)	Recorded Crime % Difference
Paignton & Brixham Sector	948	979	-3.2%	1002	-5.4%
Torquay Sector	1399	1464	-4.4%	1494	-6.4%
<b>Total</b>	<b>2347</b>	<b>2443</b>	<b>-3.9%</b>	<b>2496</b>	<b>-6.0%</b>

# Domestic Abuse Crime

↑ Offence Group	Recorded Crime	Recorded Crime (1 year back)	Recorded Crime % Difference	Recorded Crime (2 years back)	Recorded Crime % Difference
Violence with Injury	618	633	-2.4%	685	-9.8%
Violence without Injury	641	649	-1.2%	687	-6.7%
Stalking and Harassment	603	628	-4.0%	567	6.3%
Rape	55	56	-1.8%	57	-3.5%
Other Sexual Offences	27	32	-15.6%	39	-30.8%
Robbery	5	6	-16.7%	4	25.0%
Burglary Dwelling	15	26	-42.3%	25	-40.0%
Burglary Non-Dwelling	2	1	100.0%	0	-
Vehicle Offences	20	19	5.3%	24	-16.7%
Theft from the Person	8	1	700.0%	8	0.0%
Bicycle Theft	0	0	-	1	-100.0%
All Other Theft Offences	67	84	-20.2%	91	-26.4%
Arson	6	5	20.0%	5	20.0%
Criminal Damage	201	214	-6.1%	219	-8.2%
Public Order Offences	59	56	5.4%	60	-1.7%
Possession of Weapons	1	4	-75.0%	4	-75.0%
Trafficking of Drugs	0	0	-	1	-100.0%
Possession of Drugs	3	3	0.0%	0	-
Other Offences	16	26	-38.5%	19	-15.8%
<b>Total</b>	<b>2347</b>	<b>2443</b>	<b>-3.9%</b>	<b>2496</b>	<b>-6.0%</b>

- Reductions in Violence with Injury and Violence Without Injury
- Increase in Stalking and Harassment reporting compared with two years ago

# Non-Domestic Abuse Crime



Page 14

- Force change: +1.5% (01.10.19 to 30.09.20) and -10.4% (01.10.18 to 30.09.19)
- Reduced offending during COVID-19 lockdowns
- Peak in offending in summer 202 and 2021

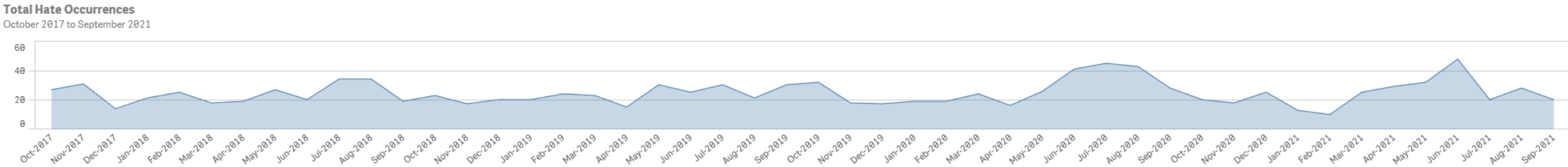
↑ LOC_Sector	Recorded Crime	Recorded Crime (1 year back)	Recorded Crime % Difference	Recorded Crime (2 years back)	Recorded Crime % Difference
Paignton & Brixham Sector	3233	3168	2.1%	3535	-8.5%
Torquay Sector	5432	5223	4.0%	5649	-3.8%
<b>Total</b>	<b>8665</b>	<b>8391</b>	<b>3.3%</b>	<b>9184</b>	<b>-5.7%</b>

# Non-Domestic Abuse Crime

↑ Offence Group	Recorded Crime	Recorded Crime (1 year back)	Recorded Crime % Difference	Recorded Crime (2 years back)	Recorded Crime % Difference
Homicide	2	0	-	1	100.0%
Violence with Injury	1016	1014	0.2%	1278	-20.5%
Violence without Injury	1176	1066	10.3%	1240	-5.2%
Stalking and Harassment	710	617	15.1%	577	23.1%
Death or Serious Injury cau...	4	4	0.0%	4	0.0%
Rape	94	92	2.2%	84	11.9%
Other Sexual Offences	209	221	-5.4%	255	-18.0%
Robbery	65	82	-20.7%	109	-40.4%
Burglary Dwelling	175	210	-16.7%	238	-26.5%
Burglary Non-Dwelling	259	194	33.5%	254	2.0%
Vehicle Offences	489	679	-28.0%	594	-17.7%
Theft from the Person	63	65	-3.1%	119	-47.1%
Bicycle Theft	42	48	-12.5%	48	-12.5%
Shoplifting	826	587	40.7%	644	28.3%
All Other Theft Offences	626	646	-3.1%	790	-20.8%
Arson	65	37	75.7%	53	22.6%
Criminal Damage	1191	1222	-2.5%	1282	-7.1%
Public Order Offences	792	786	0.8%	766	3.4%
Possession of Weapons	144	131	9.9%	156	-7.7%
Trafficking of Drugs	136	127	7.1%	120	13.3%
Possession of Drugs	394	379	4.0%	389	1.3%
Other Offences	187	184	1.6%	183	2.2%
<b>Total</b>	<b>8665</b>	<b>8391</b>	<b>3.3%</b>	<b>9184</b>	<b>-5.7%</b>

- **Increases in Stalking & Harassment following increased focus**
- **Reductions in Burglary Dwelling and Vehicle Offences, but increase in Burglary Non-Dwelling**
- **Increase in Shoplifting**

# Hate Crime Occurrences (Crimes and Incidents)



## Total Hate Occurrences - Last Rolling 12 Months

Table is not filterable by date

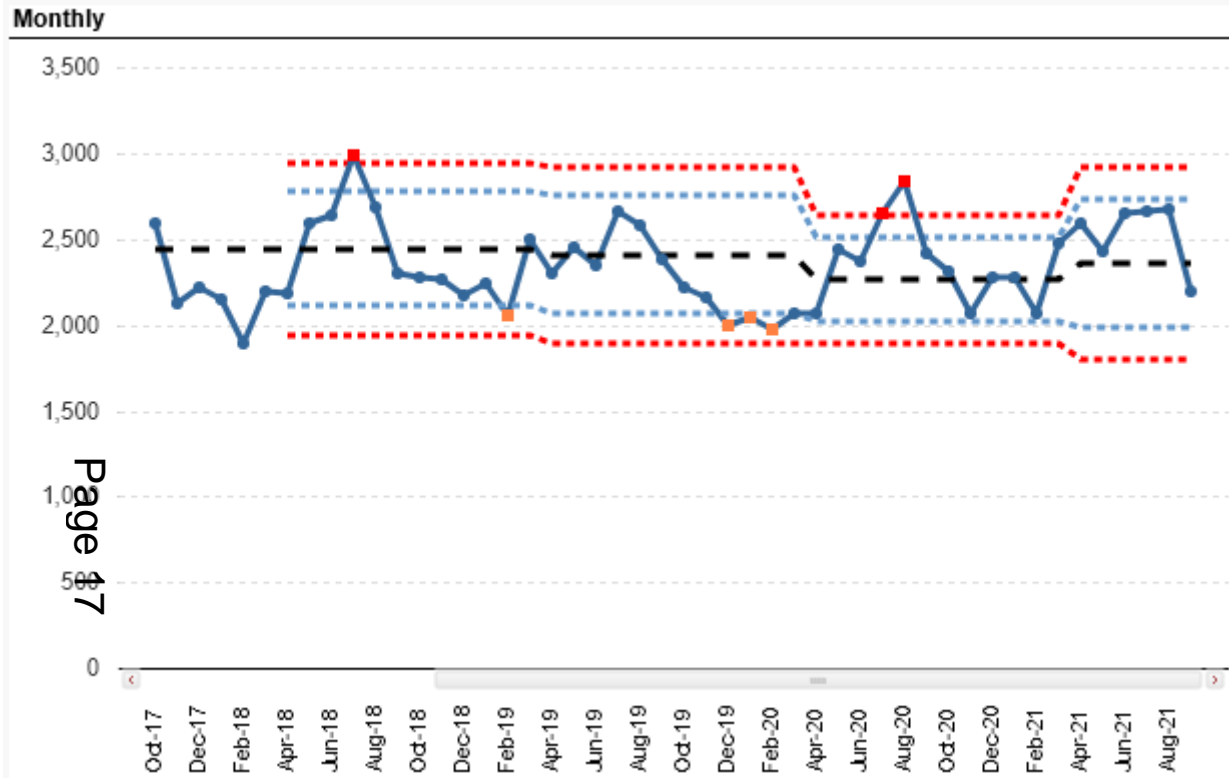
Type	Oct-2020 to Sep-2021	Oct-2019 to Sep-2020	% Change
<b>Totals</b>	<b>288</b>	<b>328</b>	<b>-12.2%</b>
Racial	173	202	-14.4%
Sexual Orientation	54	70	-22.9%
Disability	42	42	0.0%
Religion	13	14	-7.1%
Transgender	12	10	20.0%
Sex or Gender	15	8	87.5%
Other	6	4	50.0%
Not Stated	0	0	-

- Force change: +9.1%
- Significant reductions in Racial and Sexual Orientation occurrences
- Increased reporting during summer 2020 and 2021

*If an occurrence has more than 1 hate type it will be shown against each type*



# Incident Demand

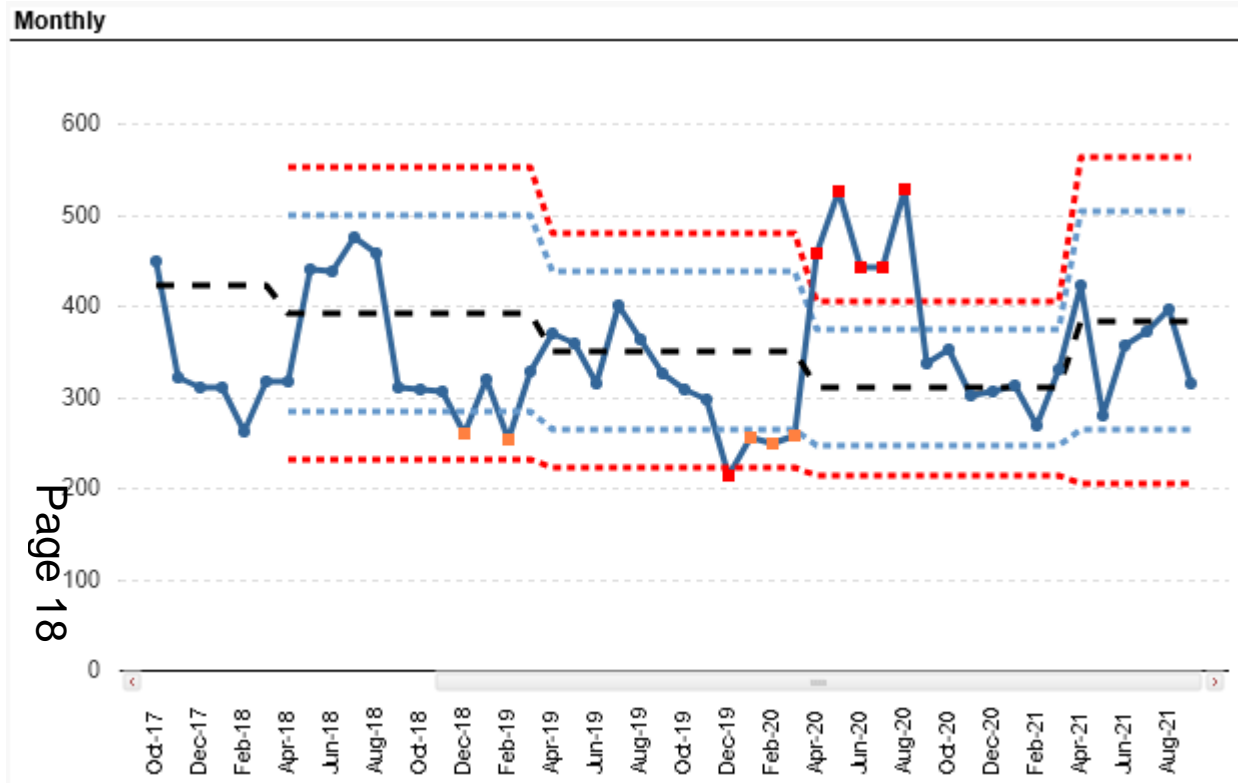


- Force change: +7.9% (01.10.19 to 30.09.20) and +4.0%(01.10.18 to 30.09.19)
- Significant increase in Administration related incidents, largely due to increased COVID-19 related reporting
- Significant summer demand in 2020 and 2021

## Incidents by Closing Class - 01/10/2020 to 30/09/2021

Closing Class	Incidents - 01/10/2020 to 30/09/2021	Incidents - 01/10/2019 to 30/09/2020	% Change	Incidents - 01/10/2018 to 30/09/2019	% Change
Administration	3946	2970	32.9%	2929	34.7%
Anti Social Behaviour	4009	4314	-7.1%	3904	2.7%
Crime Not Recorded	274	282	-2.8%	360	-23.9%
Crime Recorded	5079	4731	7.4%	4770	6.5%
Public Safety	12445	12250	1.6%	12998	-4.3%
Transport	2943	2706	8.8%	3290	-10.5%
<b>Total</b>	<b>28696</b>	<b>27253</b>	<b>5.3%</b>	<b>28251</b>	<b>1.6%</b>

# Antisocial Behaviour Incident Demand

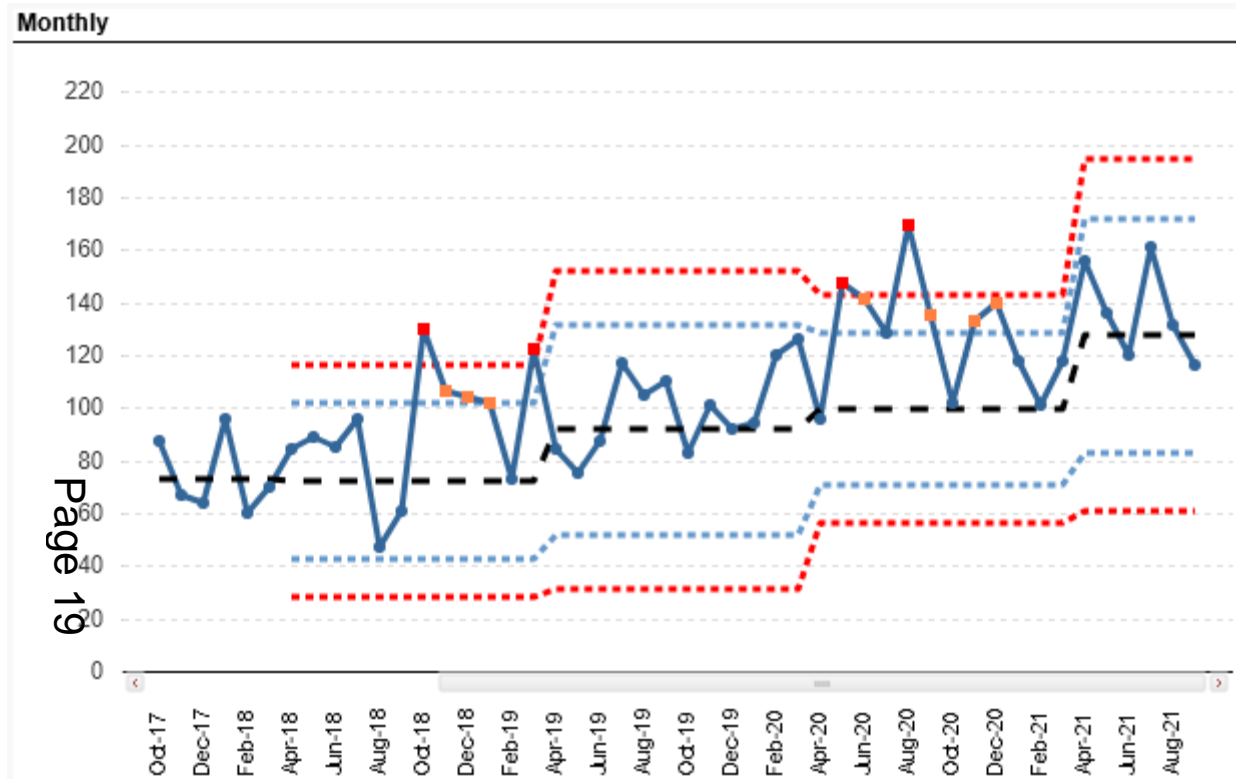


- Force change: -6.3% (01.10.19 to 30.09.20) and +0.1%(01.10.18 to 30.09.19)
- Significant increase in Antisocial Behaviour related incidents in summer 2020, largely due to increased COVID-19 related reporting

## ASB by Closing Class- - 01/10/2020 to 30/09/2021

ASB Closing Categories	Incidents - 01/10/2020 to 30/09/2021	Incidents - 01/10/2019 to 30/09/2020	% Change	Incidents - 01/10/2018 to 30/09/2019	% Change
Environmental Asb	301	242	24.4%	213	41.3%
Nuisance Asb	2292	2781	-17.6%	2306	-0.6%
Personal Asb	1416	1291	9.7%	1385	2.2%
<b>Total</b>	<b>4009</b>	<b>4314</b>	<b>-7.1%</b>	<b>3904</b>	<b>2.7%</b>

# Mental Health Incident Demand



- Force change: +5.3% (01.10.19 to 30.09.20) and +27.3% (01.10.18 to 30.09.19)
- Sustained increase in demand over last three years, but now appears to be stabilising
- Vast majority of incidents are Public Safety related

## Incidents by Closing Class - 01/10/2020 to 30/09/2021

Closing Class	Incidents - 01/10/2020 to 30/09/2021	Incidents - 01/10/2019 to 30/09/2020	% Change	Incidents - 01/10/2018 to 30/09/2019	% Change
Administration	69	53	30.2%	63	9.5%
Anti Social Behaviour	53	50	6.0%	46	15.2%
Crime Not Recorded	4	7	-42.9%	10	-60.0%
Crime Recorded	97	106	-8.5%	77	26.0%
Public Safety	1307	1216	7.5%	1016	28.6%
Transport	2	0	-	3	-33.3%
<b>Total</b>	<b>1532</b>	<b>1432</b>	<b>7.0%</b>	<b>1215</b>	<b>26.1%</b>

## Summary

- 2020 and 2021 are unusual years (care needs to be taken when comparing figures, now and in the future)
- Reduced domestic abuse reporting to police in Torbay during Lockdowns 1 and 2
- Reductions in Burglary Dwelling and Vehicle Offences, but increase in Burglary Non-Dwelling
- Increase in Shoplifting
- Reduction in hate occurrences
- Significant incident demand in summer 2020 and 2021
- Mental Health demand continues to increased, but may now be stabilising



**Meeting:** Overview & Scrutiny Board    **Date:** 10<sup>th</sup> November 2021

**Wards affected:** All Wards

**Report Title:** Local Environmental Quality – Outline Plan

**When does the decision need to be implemented?** Not applicable

**Cabinet Member Contact Details:** Councillor Mike Morey, Cabinet Member for Infrastructure, [mike.morey@torbay.gov.uk](mailto:mike.morey@torbay.gov.uk) Tel. 01803 853316

**Director/Assistant Director Contact Details:** Mark Smith, Interim Chief Operating Officer, SWISCo Limited [mark.smith@swisco.co.uk](mailto:mark.smith@swisco.co.uk) 01803 208778

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## 1. Purpose of Report

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- 1.1 SWISCo (South West Integrated Services Company) Limited is the Council's wholly-owned arms-length company responsible for the delivery of all functions and services associated with domestic waste collection and recycling, highway maintenance, street cleansing and parks and open space grounds maintenance.
- 1.2 At its meeting in July 2021, the Council's Cabinet approved the SWISCo Business Plan 2021-23. The Plan includes a number of key strategic objectives to be achieved by March 2023, one of which is to 'Deliver Torbay's Local Environmental Quality (LEQ) Action Plan'. The LEQ Action Plan aims to set out a broad range of actions by SWISCo and key partners and stakeholders to achieve the overall outcome of clean and attractive local environments and neighbourhoods across the Bay.
- 1.3 The purpose of this report is to set out and seek Members' views on the key principles and outline of the proposed LEQ Action Plan (LEQP) to be developed and implemented by March 2023.

## 2. Reason for Proposal and its benefits

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We want Torbay and its residents to thrive.

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

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

Clean and attractive local environments and neighbourhoods play a crucial role in achieving these aspirations and the LEQP will be the key vehicle that sets out the proposed actions by SWISCo and key partners and stakeholders in achieving these outcomes.

## 3. Recommendation(s) / Proposed Decision

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The Board are requested to note and endorse the Outline Local Environmental Quality Plan (LEQP) set out in this report.

### **Appendices**

None.

### **Background Documents**

Cabinet 13 July 2021: SWISCo Business Plan 2021-23

## 1. Introduction

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- 1.1 Torbay Council via SWISCo Limited are the key statutory agency and commissioning arrangement for the delivery of clean and attractive local environments and neighbourhoods across the Bay. The Council pays for a number of routine/ cyclical Commissioned Services via a Commissioning Fee/ Agreement and as part of this the allocation for operational street cleansing for the current year 2021/22 is approximately £2.2M.
- 1.2 Even though many parts of the Bay especially key Visitor Economy locations are usually kept to a very high standard of cleanliness with the resources available, it is recognised that there are many locations where the key outcome of clean and attractive local environments is not being achieved to the extent that we would aspire to.
- 1.3 Recognising that the level of funding and resources for the street cleansing service is finite and limited, this Outline LEQP aims to set out a broader commissioning strategy based on partnership working and collaboration, and the 'Doing Things Differently' principles set out in the Council's Corporate Plan, to achieve a 'step change' in approach to achieving clean and attractive local environments.
- 1.4 A number of 'guiding principles' have been identified on which it is proposed that the activity in the LEQP is based upon:
- We will empower local residents and communities and help them to create neighbourhoods and local places they are proud of
  - We will build on our strengths, especially as the world-class English Riviera coastline, and unlock the potential in all our partners and stakeholders, including local businesses and other statutory agencies
  - We will embrace a 'one landscape' philosophy and work effectively with other landowners/ stakeholders to achieve improvements in local environmental quality, regardless of land ownership
  - We will use insight and engagement to form a clear understanding of the issues that residents have concerns about and what makes a good place for them
  - We will work with communities to develop locations, taking advantage of local assets and characteristics, to create a 'sense of identity' people can relate to and want to uphold
- 1.5 It is then proposed that activity is managed and monitored against the following workstreams:

### Community Engagement ('Love Where You Live')

SWISCo will work with Council colleagues to engage with residents and communities, to understand their perceptions and local priorities. Activity will emphasise that the local

environment is not owned by the Council or other agency and that the people of Torbay are its ultimate custodians. We will develop the 'Love Where You Live' campaign to promote positive behaviour and further support and develop the role of community volunteers/ 'champions'. We will also support Councillors as key 'place leaders' in their community engagement and development activity.

### Driving Behaviour Change

SWISCo will work with Council colleagues and other statutory agencies to effectively use available legislative powers to challenge the anti-social behaviour of the few. A 'zero tolerance' approach will be promoted in relation to serious environmental crime and residents and visitors to the Bay will be encouraged to do more and take responsibility for their actions. Setting out clear expectations, service standards and providing appropriate support will be key aspects of any enforcement or regulatory activity.

### Making Best Use of our Resources

SWISCo will look to target and prioritise its limited operational resources as effectively as possible using an 'intelligence led' approach. We will review our use of LEQ condition surveys and audits and how we collaborate with other partners/ stakeholders to collect and make best use of available data and intelligence. We will take action to address residents' priorities through the effective targeting of resources and a collaborative 'local problem solving' approach. We will provide resource to support community activity and volunteering, and will engage with other landowners/ stakeholders to promote responsible ownership and management of areas outside of the Company's direct control.

## 2. Options under consideration

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- 2.1 The development of an 'Outline' LEQP provides the opportunity to review and discuss the emphasis and relative priority of the company's proposed activity to support the achievement of local environmental quality outcomes across the Bay.
- 2.2 An alternative option would be to not develop and implement an LEQP and rely predominantly on operational street cleansing activity to achieve clean and attractive local environments and neighbourhoods. Based on the anticipated financial resources available from the Council (Shareholder) both now and in the future, it is suggested that this traditional approach will not be sufficient to achieve the necessary 'step change' in actual and perceived local environmental quality standards across the Bay.

## 3. Financial Opportunities and Implications

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- 3.1 The approximate cost of the SWISCo street cleansing service for 2021/22 as part of the Commissioned Services Fee/ Agreement is £2.2M.



- 3.2 There are no direct financial implications associated with the development of this 'Outline' LEQP and the commissioning strategy being adopted should enable environmental quality outcomes to be achieved but with reduced or more effective use of available resources.

## 4. Legal Implications

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- 4.1 The Council has a variety of available powers to take action on environmental protection issues and it will be essential that SWISCo and Council colleagues continue to collaborate effectively and work in close partnership to deliver the activity in the LEQP, especially under the 'Driving Behaviour Change' workstream.
- 4.2 There are no direct legal implications associated with the development of this 'Outline' LEQP.

## 5. Engagement and Consultation

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- 5.1 SWISCo and Council Community Engagement colleagues will need to continue to work together effectively if the LEQP is to be successfully delivered, especially the activity under the proposed 'Community Engagement (Love Where You Live)' workstream.
- 5.2 There are no specific engagement and consultation implications in the development of this 'Outline' LEQP.

## 6. Purchasing or Hiring of Goods and/or Services

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- 6.1 It is anticipated that the broader commissioning approach to achieve local environmental quality outcomes as set out in the LEQP will present increased Social Value opportunities.
- 6.2 There are no direct Social Value Act implications associated with the development of this 'Outline' LEQP.

## 7. Tackling Climate Change

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- 7.1 SWISCo is committed to supporting the Council (Shareholder) in the achievement of its climate change objectives and will look to reduce Green House Gas (GHG) emissions in all activity associated with the implementation of the LEQP.
- 7.2 There are no direct Climate Change implications associated with the development of this 'Outline' LEQP.

## 8. Associated Risks

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- 8.1 Clean and attractive local environments and neighbourhoods play a key role in facilitating a wide variety of outcomes relating to improving health and well-being, reducing anti-social behaviour and improving community safety and promoting economic growth and regeneration. Failure to develop and implement an effective plan for ensuring local environmental quality across the Bay presents a risk to the achievement of the Council's strategic objectives in these areas.

## 9. Equality Impacts - Identify the potential positive and negative impacts on specific groups

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	Positive Impact	Negative Impact & Mitigating Actions	Neutral Impact
Older or younger people			x
People with caring Responsibilities			x
People with a disability			x
Women or men			x
People who are black or from a minority ethnic background (BME) (Please note Gypsies / Roma are within this community)			x
Religion or belief (including lack of belief)			x
People who are lesbian, gay or bisexual			x
People who are transgendered			x
People who are in a marriage or civil partnership			x
Women who are pregnant / on maternity leave			x
Socio-economic impacts (Including impact on child poverty issues and deprivation)			x

Public Health impacts (How will your proposal impact on the general health of the population of Torbay)			x
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## 10. Cumulative Council Impact

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10.1 A detailed EIA will be undertaken as part of the development of the 'full' LEQP. No Cumulative Impact has been identified.

## 11. Cumulative Community Impacts

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11.1 No Cumulative Impact has been identified.

# Strategic Asset Management Plan 2021 – 2026

Page 28

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Agenda Item 7

# Torbay Council Strategic Asset Management Plan 2021 – 2026

## Introduction

The Torbay Council Strategic Asset Management Plan sets out the Council's approach to the strategic management of its assets, how it will support service delivery, provide the Council with income and how it will fulfil its mission to support, enable and empower its residents, our communities and our partnerships, promote growth and place shaping within Torbay and deliver Torbay Community and Corporate Plan 2019- 2023 One Torbay: Working for all.

To support this Torbay Council will adopt a new Asset Management Framework which comprises of two separate elements as follows:

- An Asset Management Policy
- An Asset Management Strategy

The Asset Management Framework will be a live document divided into the two strands. Neither strand will need to be updated at the same time. The advantage of adopting such a framework is that many areas relating to the Council's approach to its land and property assets is likely to remain constant for a number of years, such as the Asset Management Policy. The Asset Management Strategy is unlikely to change frequently but is likely to have elements that will require refreshing at regular intervals.

Sitting outside of the main framework will be the Asset Management Working Action Plan which further describes the specific activities to achieve the objectives of the Strategic Asset Management Plan 2021 ~ 2026. The Action Plan will be categorised under two thematic headings of Strategic and Operational Actions.

The Action Plan is a live document and will be reviewed and monitored regularly by Cabinet. It will continually change to reflect achievements of actions and capture new priorities and initiatives as they are identified. Consequently, the Asset Management Action Plan will not be a policy document.

It is intended that Torbay Council's Strategic Asset Management Plan will define the principles, criteria and processes through which decisions will be made regarding the use of Council assets. The adoption of the Strategic Asset Management Plan will supersede the Corporate Asset Management Plan (2015-2019).

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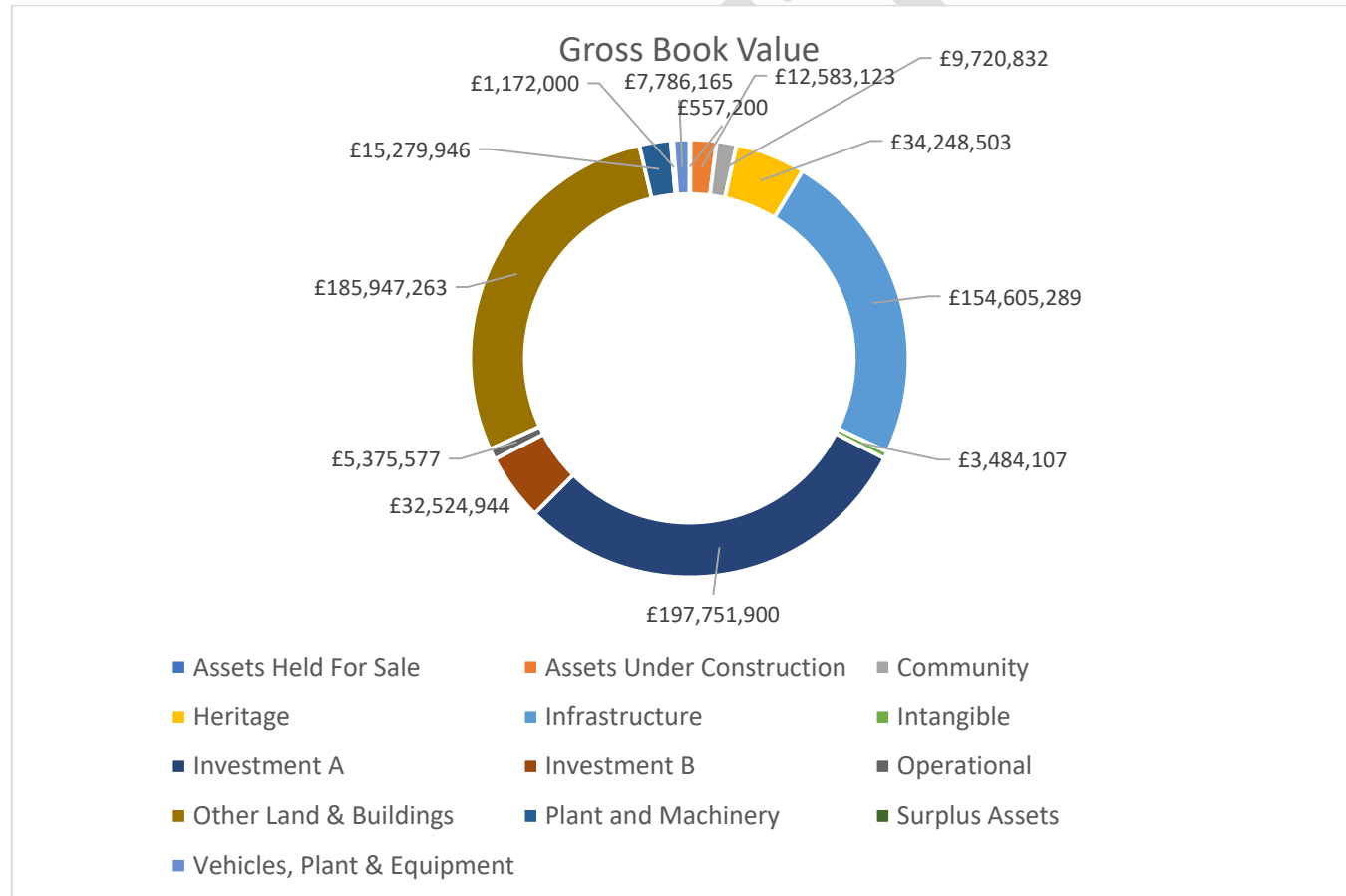






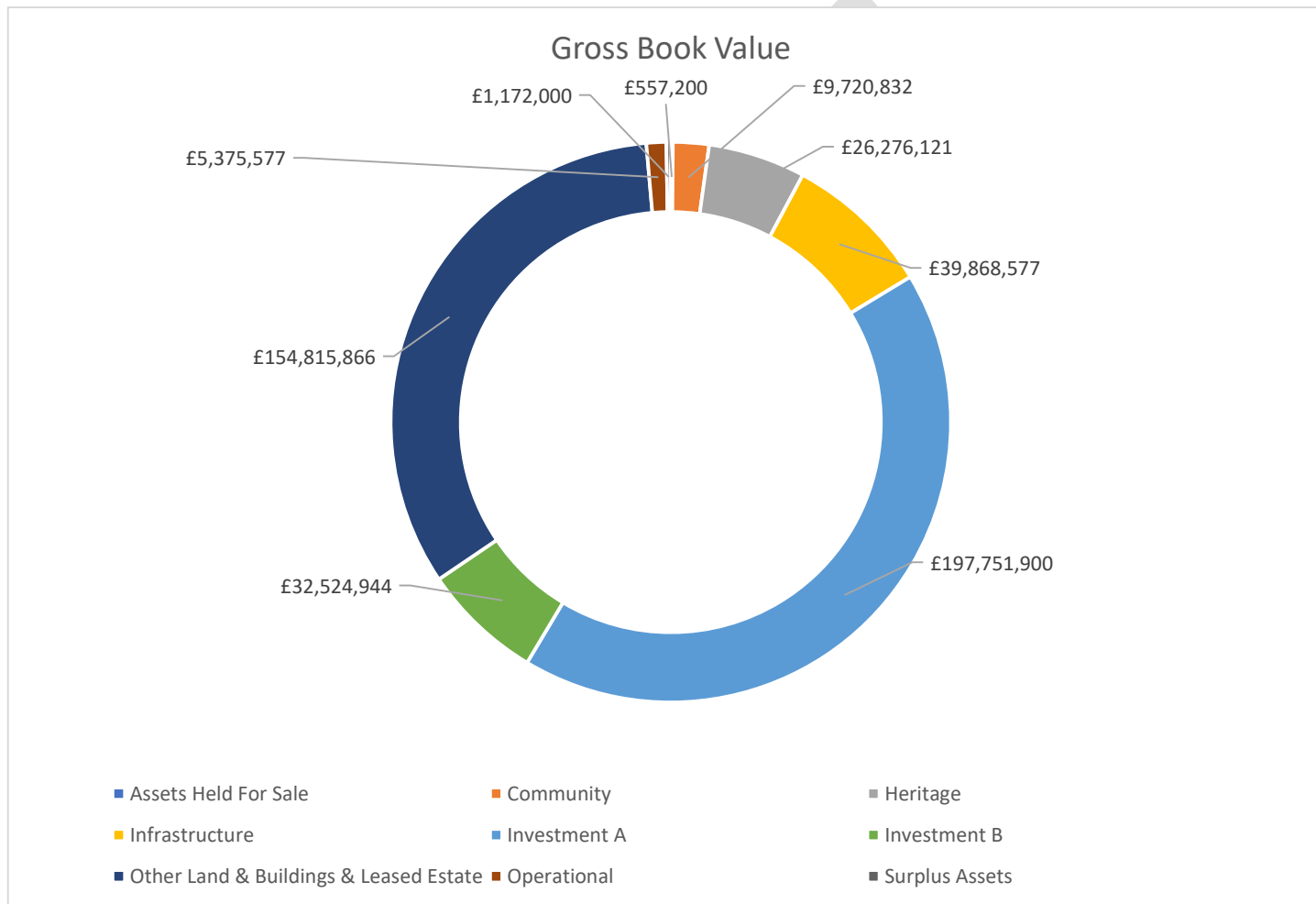
## Context

As of April 2021, the Council owns assets with a Gross Book Value of c.£661m. The assets comprise of a range of schedules, including land and buildings, investment assets, operational properties, those held for sale or under construction, intangible assets, infrastructure, plant and machinery, heritage and community assets. These assets are located both inside and outside of Torbay.



- Asset Category descriptions see p.19.

The Council's land and buildings equate to over 70% of the Gross Book Value, totalling £468m. The asset base comprises a total of 1,803 assets and is divided across different schedules as seen below:



The operational estate comprises of 20 assets and the remaining non-operational assets include the let estate, community and heritage assets, the investment portfolio, assets under construction, surplus assets or assets managed externally (such as land and buildings managed by the Torbay Coast & Countryside Trust (TCCT)) and education assets under the control of school academies. The majority of the assets are owned freehold.

## Key Drivers for Change

The stated ambition in the Torbay Community and Corporate Plan 2019 ~ 2023 One Torbay: Working for all, is for Torbay and its residents to thrive. A place where we have enabled the tide on poverty to be turned and tackled inequalities, where our children and older people will have high aspirations with a university in the Bay and where there are quality jobs, good pay and quality housing for our residents and a place where we address the climate change emergency. We want Torbay to be a premier resort in the UK, with a vibrant arts and cultural offer for our residents and visitors to enjoy. Importantly we want to be a Council that supports and enables its residents, we want to be recognised as an enabling council, a council that our residents can be proud of.

The Strategic Asset Management Plan will form part of a suite of key strategic documents for the Council's vision for the built environment which have been developed in consultation with the community. These include:

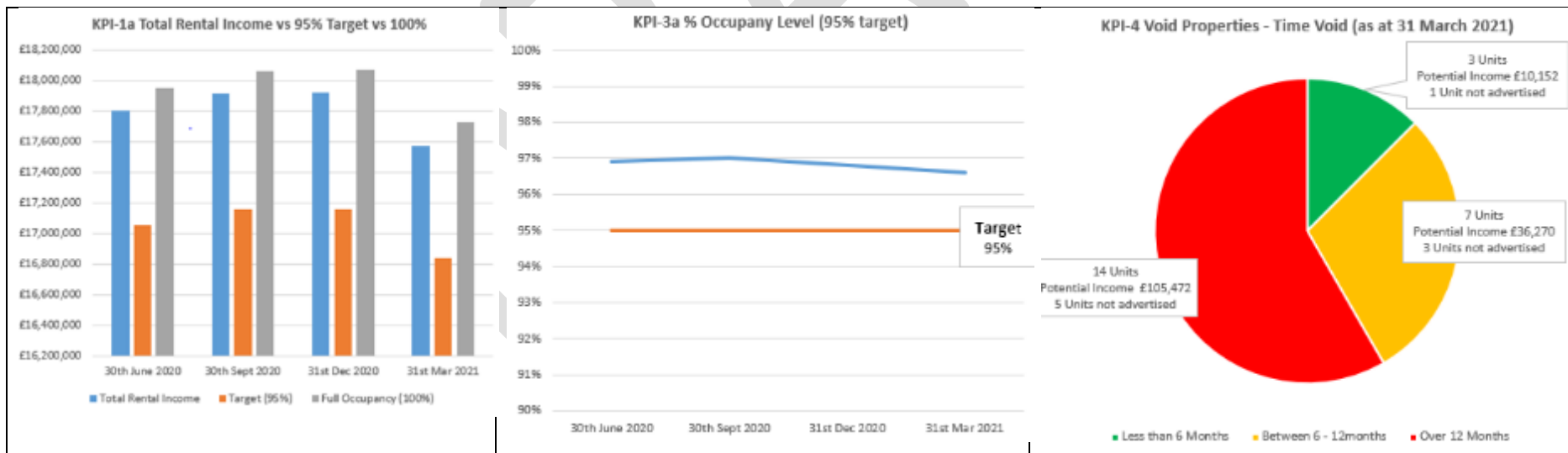
- [Torbay Community and Corporate Plan 2019- 2023 One Torbay: Working for all](#)
- [Economic Recovery Plan – Respond, Recover, Reposition](#)
- [Torbay Local Plan 2012 – 2030](#)
- [Torbay Heritage Strategy 2021 to 2026 Part 1](#)
- [Torbay Housing Strategy 2020 - 2025](#)
- [Tor Bay Harbour - Port Masterplan](#)
- [Energy and Climate Change Strategy](#)
- [Torbay Local Development Scheme 2017](#)
- Torbay Council Highway Asset Management Strategy (Emerging)
- [Paignton Neighbourhood Plan](#)
- [Torquay Neighbourhood Plan](#)

- [Brixham Peninsula Neighbourhood Plan](#)

It will focus on the places where people live and work, maximising opportunities for inward investment and infrastructure that delivers high quality design in our buildings and public realm that increases resilience. It will allow for flexibility and growth in the local economy, ensuring any new development contributes positively to community amenities and infrastructure. The Highway network is one of the Council’s biggest asset responsibilities outside of the land and property portfolio. The Council’s emerging Highway Asset Management Strategy should be embedded with this document and contribute to the overall strategic approach to the management of the Council’s assets.

The Council’s land & property portfolio generates a significant revenue for the authority. As of 31<sup>st</sup> March 2021, it was producing an annual rental income of c.£17.5m and achieving a 96.5% occupancy level. The performance and management of the Council’s asset portfolio is a commissioned service undertaken by TDA; a company wholly owned by Torbay Council.

### Land & Property Headlines – 31<sup>st</sup> March 2021



# Asset Management Policy

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## Asset Management Policy

The aim of the Asset Management Policy is to establish clear principles by which the Council will manage its land and buildings. It will remain in place for the next 5 years but will be reviewed annually to ensure it is still relevant to what it is trying to achieve. This policy identifies seven principles that set out the Council's approach to asset management and guide future decision making through processes that will enable delivery at pace.

### Principle 1

- Embed a Corporate Landlord model, to drive the rationalisation and consolidation of the asset estate, and corporate asset decision making based on 3-5 year service requirement strategies.

### Principle 2

- Consolidate operational assets to decrease the number of single-use assets, reduce revenue costs and create multi-functional property, which is fit for purpose, in the right place and supporting service improvement.

### Principle 3

- Work towards creating a carbon neutral estate by 2030.

#### Principle 4

- Rationalise the asset base by reviewing all non-operational and surplus assets to identify opportunities to create or increase revenue income, provide investment opportunities or deliver capital receipts to stimulate development and growth.

#### Principle 5

- Use our land and buildings to encourage development and growth, supporting local business needs and encouraging new business to Torbay.

#### Principle 6

- Develop a robust asset management plan to invest properly in all retained assets, to ensure they are fit for the future in supporting excellent service delivery.

#### Principle 7

- To work collaboratively and promote joint working between Torbay Council, Brixham Town Council, Health and blue light authorities and other Voluntary, Community and Faith Sector organisations to identify wider opportunities to benefit the community.





## Our Objective

Our objective is to be one of the leading public sector organisations for property asset management and development. To achieve this, we will adopt the seven principles set out above. The principles describe the Council's commitment to property asset management and will ensure we deliver an effective and efficient service that will allow us to manage, maintain and develop our property and land portfolio.

## Applying the Principles

Embed a Corporate Landlord model, to drive the rationalisation and consolidation of the asset estate, and corporate asset decision making based on 3–5-year service property requirement strategies.

- Provide clear corporate decision making and challenge on all property matters
- Property is integrated with other resources in a clear decision-making framework
- Costs are minimised through the delivery of economies of scale and use or return from assets is maximised
- Ensure service areas are adequately accommodated with an appropriate operational estate if so required
- Assets are maintained and managed in accordance with corporate strategic priorities and relevant property and health & safety legislation

Consolidate operational assets to decrease the number of single-use assets, reduce revenue costs and create multi-functional property, which is fit for purpose, in the right place and supporting service improvement.

- Ensure retained property is suitable and sufficient for service delivery
- Ensure retained property is flexible, agile and able to respond to future need, whether cultural and all behavioural
- Work with service areas and partners to understand longer term requirements
- Engage with community groups and external stakeholders to identify improved service delivery options
- Ensure retained assets are secure, safe, and meet all statutory requirements

## Work towards creating a carbon neutral estate by 2030.

- Develop actions through the Carbon Neutral Council Action Plan (ready for delivery in 2022) to understand how our operational operation estate will transition towards carbon neutral for 2030.
- Ensure that asset management remains high on the agenda for the Council's Carbon Neutral Officers' Group chaired by Assistant Director of Planning, Housing and Climate Emergency.
- Aim to reduce energy and water consumption and CO<sub>2</sub> emissions, through the active management of the estate and by minimising energy and water use, using low carbon heat and renewable power where appropriate and in line with the ever-tightening net zero national policy.
- Develop oven ready projects so the Council can lever in funding to support the decarbonisation of our estate.
- Review Council assets in relation to climate change and environmental implications, improving EPC ratings across the leased estate in line with government and our own carbon neutral targets.
- As soon as possible, establish robust energy and water consumption data for the Council's operational estate to contribute to the Council's carbon footprint.
- Adopt Green lease provisions

## Rationalise the asset base by reviewing all non-operational and surplus assets to identify opportunities to create or increase revenue income, provide investment opportunities or deliver capital receipts to stimulate development and growth.

- We will challenge the current use of assets and identify underutilised space to maximise commercial activities
- Look to allocate funds to projects that will achieve the maximum positive impact
- We will seek efficiencies in occupation and utilisation
- Identify opportunities for direct investment in existing assets to enhance income
- Identify and create a disposal programme of under-performing assets i.e., low return, non-strategic assets which do not enhance the Council's ability to provide outstanding services or meet wider strategic objectives

Use our land and buildings to encourage development and growth, supporting local business needs and encouraging new business to Torbay.

- Work with TDA to use key assets to stimulate and support regeneration and inward investment
- Continue to utilise the Growth Fund for investment to create local employment and training opportunities
- Manage the Council's Investment Portfolio and Let Estate effectively, balancing regeneration needs, job creation and income generation
- Continue to access funding opportunities to promote and encourage the improvement in the physical environment of our three town centres

Develop a robust asset management plan to invest properly in all corporate assets, to ensure they are fit for the future in supporting excellent service delivery.

- Challenge cost of property activities to drive performance
- Work with Climate Emergency Officers to ensure that properties are as sustainable as possible in their design, construction, operation and maintenance and aligned to meeting the carbon neutral 20230 target.
- Reduce energy and water consumption and reduce carbon emissions wherever possible.
- Undertake a whole life cycle costing exercise for each corporate asset to understand the maintenance of a property over its lifetime to understand the long-term costs of projects not just the initial capital costs.
- Review asset related feasibility and options appraisals across all service departments once their business models/plans are finalised

To work collaboratively and promote joint working between Torbay Council, Brixham Town Council, Health and blue light authorities and other Voluntary, Community and Faith Sector organisations to identify wider opportunities to benefit the community within the context of asset strategy and planning.

- Work with other agencies to promote co-location and joint service delivery.
- Work to support the ongoing integration of health and social care.

- Continue partnership working through the government's One Public Estate programme, to explore options for improved service delivery for public sector bodies in Torbay and across South Devon.
- Encourage the use of assets by the Voluntary, Community and Faith Sectors through Community Asset Transfer opportunities.

Where appropriate the Council will adopt and embed the Corporate Landlord model to drive asset related decision making. Based on prepared service property strategies for the coming 3-5 years, decisions will be made on the viability and feasibility of sites guided by the above principles, and using the process and criteria set out below.



# Asset Management Strategy

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## Asset Management Strategy

The Asset Management Strategy provides an overview of the Council's Land and property estate, together with the main priorities for managing and developing that estate over the next five years.

The Strategy will be reviewed and amended within three years to ensure the estate fully supports the Torbay Council Community and Corporate Plan 2019- 2023, by contributing to the key objectives for property asset management.



## Land & Buildings

Torbay Council's property portfolio comprises of over 1,800 land and building assets, with a total gross book value of £468million, as of 31<sup>st</sup> March 2021. The total annual rental income generated from the estate is c. £17.3m. There are a wide range of assets within the corporate estate, which includes the Council's investment portfolio, offices, car parks, depots, schools and assets leased to community organisations. The book value is not necessarily the exact amount that could be realised if all the assets were sold, but it does demonstrate the extent of the Council's land and buildings and why they need to be carefully managed.

The assets deliver a mixture of front-line services and indirect service provision. Many of the assets are legacies from donations, local government reorganisations and previous acquisitions. The Council has undertaken a significant rationalisation exercise of its estate over the last 10 years resulting in the size of the operational estate particularly being reduced. However, the ongoing careful management and continuous review of assets is imperative to avoid the possibility of money being wasted by retaining assets that are past their useful life. Equally, an asset beyond its useful life will still retain a value, whether this is financial or social. Consequently, if these assets are surplus, the Council should look to dispose and release the value so the capital can be re-invested elsewhere.

Following the COVID-19 pandemic, there will be changes to the way the Council works and some services will be delivered differently. As a result, some assets will need to change as we move forward over the next 3 to 5 years. We may need to invest further in our existing assets or provide some new assets to deliver services that are fit for a new way of working. The Council equally needs to consider measures to be taken in relation to minimising energy and water use to meet its carbon neutral 2030 targets.

To assist in this process the Council will, where appropriate, fully embed the Corporate Landlord model. This will maximise value for money and make the most efficient use of our property assets, ensuring capital works, both reactive and planned are prioritised appropriately. We will obtain up to date condition data and align this information with



operational priorities. We will also adopt an Asset Challenge process which ensures a robust approach is undertaken providing confidence that any decision regarding future use of a property provides the best and most appropriate output. This Asset Management Strategy will ensure that each asset is categorised, by property type, into one of seven asset groups. The reasons for holding these assets will vary and as a result, we may need to measure performance in different ways. Nevertheless, the performance of each asset and each group must therefore be linked to the strategic purpose for holding it.

Set out below is the definition for each of the asset groups:

### **Community Assets**

Community assets are those assets that the Council intends to hold in perpetuity which can promote social inclusion and improve the health and well-being of citizens. This includes public open spaces, memorials, parks, shelters, sports pitches and public toilets. The assets which are often legacies from donations, will have no determinable useful life and which may, in addition, have restrictions on their disposal. This asset schedule is nevertheless a significant proportion of the asset base with 670 assets and a gross book value of £9.7m. There is a significant ongoing maintenance liability with community assets.

### **Heritage Assets**

Heritage assets are those assets that are intended to be preserved in trust for future generations because of their cultural, environmental, or historical associations/significance. The Council has 43 heritage assets, including for example Torre Abbey and Torquay Pavilion which are held by the Council in pursuit of its overall objectives in relation to the maintenance of our heritage and culture.

Heritage assets can include historical buildings, archaeological sites, military and scientific equipment of historical importance, historic motor vehicles, civic regalia, orders, and decorations (medals), museum and gallery collections and works of art. This asset schedule has a gross book value of £26.2m.

## Infrastructure Assets

Infrastructure assets are long lasting tangible assets that add value and are an integral part of land and buildings. These assets tend to be part of a larger component or system for example linked to transport, communication, water, sewage, bridges, and sea defences and need to be maintained to ensure functionality in the delivery of effective and efficient delivery of services. A significant proportion of the 102 infrastructure assets relate to the harbour estate. The gross book value of this schedule is £39.8m.

## Investment Assets

Investment assets are those assets held by the Council solely for the purpose to earn rental income or for capital appreciation or both. The Council's investment portfolio is divided into two groups of assets.

**Portfolio A** – is the schedule of 20 investment assets that have been purchased via the Investment Fund since 2018. These assets have been purchased through borrowing from the Public Works Loan Board. Any future disposal of Portfolio A assets will be subject to the criteria as defined within the borrowing agreements.

Portfolio A	Total Gross Book Value 31/3/2021 = £197.8m	Rental Income PA
Hotel	1	£313,000
Industrial	5	£5,213,000
Leisure	1	£591,000
Office	4	£3,638,000
Retail	9	£2,628,000
<b>TOTAL</b>	<b>20</b>	<b>£12,383,000</b>

**Portfolio B** – is a schedule of assets where the rental income for each asset exceeds £20,000 pa and formed part of the Council’s original let estate, prior to 2018. This schedule comprises of 24 assets with a gross book value of £32.5m. The assets comprise a range of property types including for example a golf course, caravan site, leisure facilities, restaurants, and cafes. They produce an annual rental income of £2,322,000.

### **Leased Estate, other Land & Buildings**

The Leased Estate includes those remaining assets that generate an income but are not captured in the Investment portfolios and totals c.890 assets with a gross book value of £154m. These assets have in the past been used to perform functions / services done directly by the Authority but are now let to third parties to perform for example, beach / park cafes. Other land and buildings include a plethora of other leases and licences, such as small pieces of fringe and highway verge land, substation sites and other low value assets. The rental income is nevertheless substantial equating to £4.6m pa.

### **Operational Assets**

Operational assets are those assets used to deliver front line services and the daily operation of the business for Torbay Council. This comprises of 20 assets with a gross book value of £5.3m and includes corporate office accommodation and service buildings. (Operational assets used to deliver the Council’s harbour authority function are included in the Infrastructure Assets group)

### **Surplus Assets**

Surplus assets are those assets that have been declared surplus to the Council’s operational requirements. Often the assets are close to or beyond useful economic life. These assets should be open for disposal or consideration for a community asset transfer.

TDA will produce an annual Estate Dashboard recording the overall performance of the property portfolio:

[Torbay Council Estates Dashboard – 31<sup>st</sup> March 2021](#)



## Council Finances

Torbay Council like many other Councils has experienced significant funding reductions over the last 5 years. Torbay Council has seen a reduction in its Revenue Support Grant from £27m in 2015/16 to £6m by 2019/20. It is still uncertain what the Council's funding will be in future years. Despite these financial challenges Torbay Council is committed to supporting growth and investment through its Capital Programme and will look to intervene where the market is failing. The Council continues to deliver its Investment and Regeneration Strategy, which is generating revenue income, as well as enhancing, and supporting the economic performance of Torbay. The Council's assets must also be worked harder to be able to contribute to the overall corporate and service objectives for example, the proposal to redevelop the old toilet blocks at Preston and Corbyn Head, the Old Toll House, Torquay and the Terrace/Harbour Car Park, Torquay.

Current and recently completed Capital Projects include:

- **Fleet Walk Shopping Centre, Torquay** – Using its Economic Growth Fund, Torbay Council purchased this asset in November 2019, as part of its plans to regenerate Torbay's town centres.



- **EPIC White Rock, Paignton** – An £8m Electronics and Photonics Innovation Centre (EPIC) opened in summer 2019 supporting tech innovation and promoting collaborative activities in an excellence cluster between businesses and research institutions. This building has now been leased on a long leasehold basis to TDA. The asset is currently 65% let and ahead of TDA business plan for the centre.



- **Harbour Light Redevelopment, Paignton Harbour** – A new bar and dining venue overlooking Paignton Harbour, opened in February 2020 after St Austell Brewery's investment. The project was a product of the Council's Port Masterplan and promoted by the Tor Bay Harbour Committee.



- **Oxen Cove Jetty, Brixham** - A £2.5m project jointly funded by Torbay Council and the European Maritime Fisheries Fund to provide additional landing capacity to support the fishing industry by easing demand at peak time and streamlining the logistics of distribution at Brixham Fish Market.



## Asset Challenge

Due to the ongoing financial challenges facing the Authority and the further future reductions in Revenue Support Grants (RSG), unless there is specific approval at Full Council to the contrary, the Council will always seek to maximise revenue streams and the full market receipt whether by way of freehold disposal or leasehold interest from assets classified as Investments, Leased Estate, other Land & Buildings. Disposal of other asset groups whether by way of freehold disposal or leasehold interest will be considered alongside community aspirations and due regard to the purpose of ownership, including the operation of Council services.

It is intended that all assets that are assessed as surplus and / or not required for operational purposes should be reviewed through the Asset Challenge process. This provides confidence that any decision regarding future use of a property provides the best and most appropriate output. It should be noted that best value in terms of a capital receipt is not always the right outcome, and the Council needs a mix of revenue, capital and place shaping outputs.

The process of decision making on future asset usage, project delivery and the disposal of sites shall be determined in two parts:

### Part 1 – the Corporate Assessment:

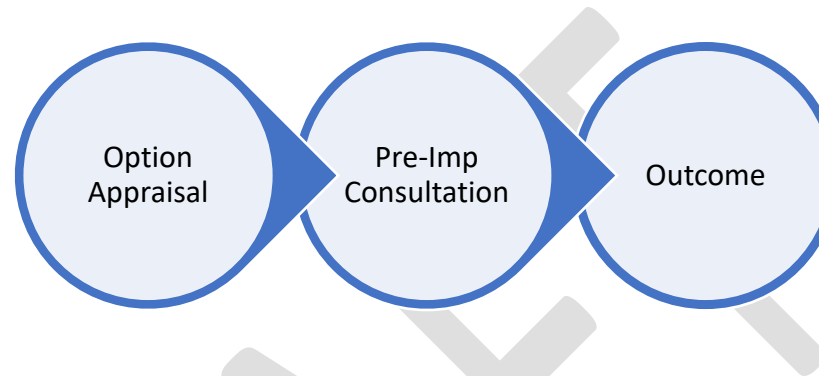




- 1. Strategic Purpose** - This part of the process determines whether an asset has an identified use and purpose which enables service delivery in line with corporate and service strategies. For example, where there is an identified need within a specified location by multiple services, these are co-located within a multi-functional hub therefore enabling asset consolidation and reduction in running costs. Additionally, this could be identifying assets which could support service delivery, for example, extra-care sheltered housing that reduces expenditure on high-cost care, but also delivers important outcomes to residents.
- 2. Opportunities and Risk** – The second part of this assessment is understanding if there are any opportunities that could be exploited. Do we fully understand the cost and condition of a building or asset; is this a low performing/high-cost asset in poor condition that is not fit for purpose, and requires significant investment? If so, it may not be an asset to retain.
- 3. Performance Appraisal** - The Council also needs to understand what financial and non-financial outcomes are being delivered and can they be quantified. Understanding the management costs are equally important. Assets may be retained where there is a clearly defined, future strategic purpose, which has a value and can be delivered within an agreed timeframe. Cost/benefit analysis of investment, to make the asset fit for purpose, with an appropriate payback period, relevant to length of future use.

The Asset Challenge process sets out the stages of this assessment, and what happens in each case. If the asset is not suitable or not needed for either purpose, it moves to Part 2.

## Part 2 – the Option Appraisal:



4. **Option Appraisal** - This part of the process focusses on the use of the asset beyond service or operational requirements. This is a balance of performance, opportunities and risks. This might include a site that could be disposed of for a capital receipt; redeveloped for revenue income generation or held for future strategic use to maximise output or benefit. The primary process is a formal options appraisal which considers potential future uses of the site. The options appraisal will identify the preferred option and how this best aligns with the Council's Community and Corporate Plan.
5. **Pre – Implementation Consultation** - Partnership working and shared development where opportunities will deliver quantifiable benefits. There will be a need to engage with both internal and external stakeholders and partners. A key factor is whether an asset supports economic growth and improves on the 'place'.
6. **Outcome** - The outcome of the assessment will decide whether an asset is retained, remodelled & re-used or disposed through the open market or by way of a community asset transfer.

## Future Ways of Working

Future Ways of Working is the Council's forward-looking programme, forming part of the overarching transformation programme, building on the work of the previous Office Rationalisation Programme. Fundamental to the success of the programme is not making snap decisions about individual assets, without a holistic view being taken. An example of this would be the future of Paignton Library, the Council's only forward-facing asset in Paignton.

The outbreak of the Coronavirus - COVID 19 demonstrated the resilience introduced throughout the Council's workforce with the transition of hundreds of employees to home working for a sustained period. Enabled by a conscious shift to align roles to workstyles that allow a high degree of agility, supported by ICT equipment and infrastructure and relevant policies and procedures to support a new way of working.

The key drivers for the new programme will be developed in greater detail over the next 12 months. The programme will enable more efficient home and team-working, working more flexibly within our buildings and homes, through promotion of agile working, and providing modern fit-for-purpose workplaces, supplemented with the correct tools for greater home-based working, where appropriate. Closing or repurposing buildings and space within those buildings will naturally follow as we build up intelligence of our future needs.

- Addressing the essential maintenance needs of our remaining buildings - maintaining the portfolio mechanical and electrical (M&E) systems and prolonging their operational lifespan; addressing critical structural issues.
- Complying with regulations - ensuring that actions are taken to ensure that buildings are compliant with statutory obligations for example in respect of Fire, Legionella and Asbestos.
- Optimising income - protecting existing income streams from assets and investing in buildings where additional income can be generated.
- Using less energy - improving energy efficiency in our offices and other buildings and reducing running costs.

- One Public Estate - county wide collaboration on asset management to enable Public Sector providers to collaborate on strategic planning and management of their land and buildings as a collective resource.
- Serving our customers more efficiently - focusing on what our customers want and need, using better accessible and inclusive facilities to serve them.



## Climate Change: De-carbonisation

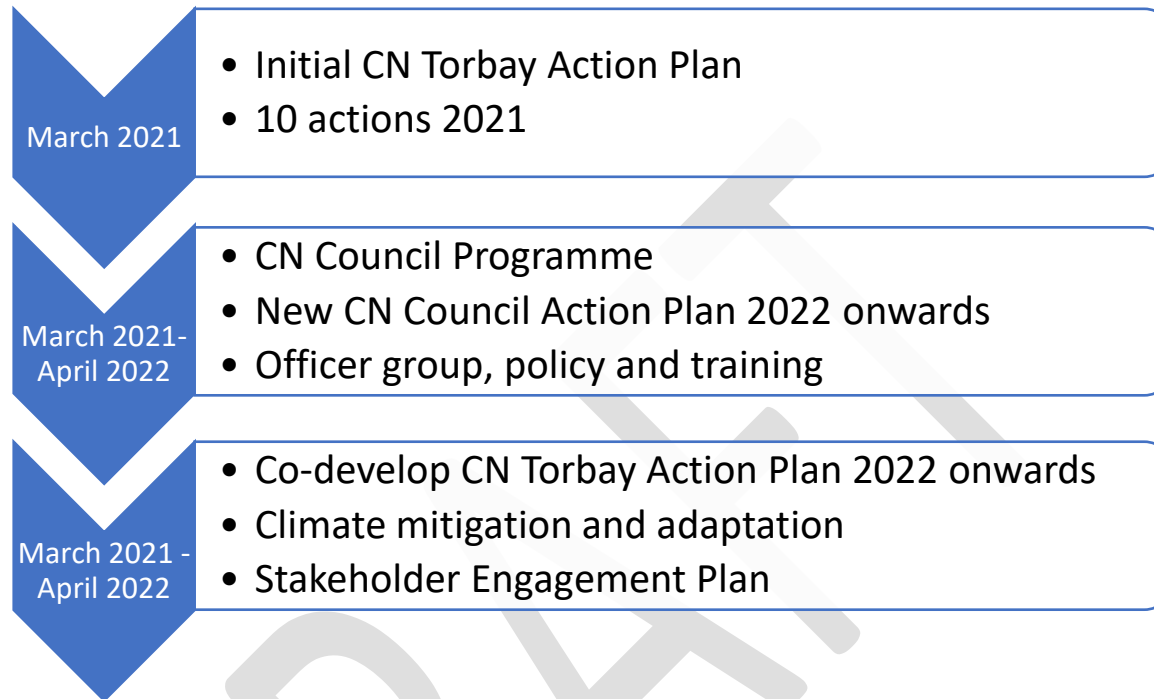
In May 2019, the UK Parliament declared an Environment and Climate Emergency, and the government amended the 2008 Climate Change Act to strengthen its climate ambition, legislating for a target to reduce the UK's emissions to Net Zero by 2050. Like many local authorities, Torbay Council recognised the scale and urgency of the situation by declaring a Climate Emergency of its own, in June 2019, and by joining the Devon Climate Emergency Response Group. This group is made up of Devon's councils, emergency services and leading business groups. Working towards the Devon Carbon Plan, Torbay Council set out its clear objective to become a Carbon Neutral Council by 2030 and work with others to create a carbon neutral community. Other measures adopted by the Council to address climate change include:

- Increase recycling rates.
- Reduce Torbay's carbon footprint.
- Encourage a sustainably developed built environment.
- Implement re-wooding and rewilding.
- Address flooding risks.
- Improve communications and transport connectivity and sustainability.
- Granting of 'green' leases.

To achieve carbon neutrality within Torbay Council's own estate requires significant resource and effort.

The Council has committed to developing its own carbon neutral action plan by April 2022. As part of this we will work with TDA to ensure a roadmap with actions on how we intend to work towards a carbon neutral estate by 2030.

The Council will also develop with partners a Torbay wide carbon neutral plan and refresh the Energy and Climate Change Strategy (2014 – 2019) by April 2022.



Torbay Council will work in reducing our environment impacts and become carbon neutral by 2030 by adhering to the following principles:

- Reduce energy & carbon emissions by the adoption of energy efficient measures, renewable energy tariffs and staff behavioural initiatives.
- Minimise waste and water consumption through waste reduction, reuse, and recycling.
- Use sustainable resources through the things we purchase and the services we commission.
- Enhance our natural environment by protecting the Council's own estate through a range of conservation practices.
- Climate resilience and the better understanding of the near-term and future risks on climate change for the Council's operations and services.
- Improve communications and transport connectivity and sustainability.
- Granting of 'green' leases.



## Maintaining Our Assets & Corporate Landlord Approach

The way Torbay Council manages its assets is important. We need to ensure that, where appropriate, our land and buildings are managed as a centralised corporate resource, the right stakeholders are involved, and decisions are made in the context of the Council's priorities and objectives.

The concept of a Corporate Landlord Approach is that the ownership of an asset and the responsibility for its management and maintenance is transferred from service areas into a corporate centre. The service area then becomes a corporate tenant and their priority is to plan and deliver their service to the best of their ability. The Corporate Landlord's function is to ensure all services are adequately accommodated and to maintain and manage the associated land and property assets.

Although a Corporate Landlord 'lite' approach has been adopted this has only been completed in part. The Corporate Landlord's responsibility should extend further than the acquisition, development and disposal of land and buildings. Over the life of the strategy the Corporate Landlord will be delivered further to assume more responsibility for asset planning, review, feasibility and options appraisal accounting for the needs of most service areas, but more importantly, making decisions based on overall corporate priorities.

The overall asset maintenance strategy should be to ensure that our finite and reducing resources are prioritised to appropriate buildings, where the money is needed most. To identify these priorities a programme of condition surveys will be undertaken to understand maintenance requirements over a rolling period of 5 years. The aspiration should be to complete lifecycle condition surveys on selected assets to cover a period of 25 to 30 years. This will enable a better-informed decision-making approach and maximise efficiencies by planning over a longer time horizon, instead of reacting to maintenance emergencies as they happen.

Moving forward, the four key aims for both Corporate and Schools Building Maintenance should be:



- To ensure our buildings are safe and secure for the people who use them.
- To allocate funding to projects that will achieve the maximum positive impact for those who use them including our customers.
- To achieve an efficient balance between planned and reactive maintenance work.
- Achieving maximum efficiencies in the way we procure building maintenance work.

TDA will deliver the Corporate Landlord Model, as directed by the Council, through the use of the following activities:

- Design and Project Management
- Statutory Compliance of Buildings – H&S
- Energy Management
- Management of Repairs and Maintenance
- Facilities Management
- Estates and Valuations
- Strategic Asset Management Planning
- Management of Investment Portfolio
- Building Maintenance

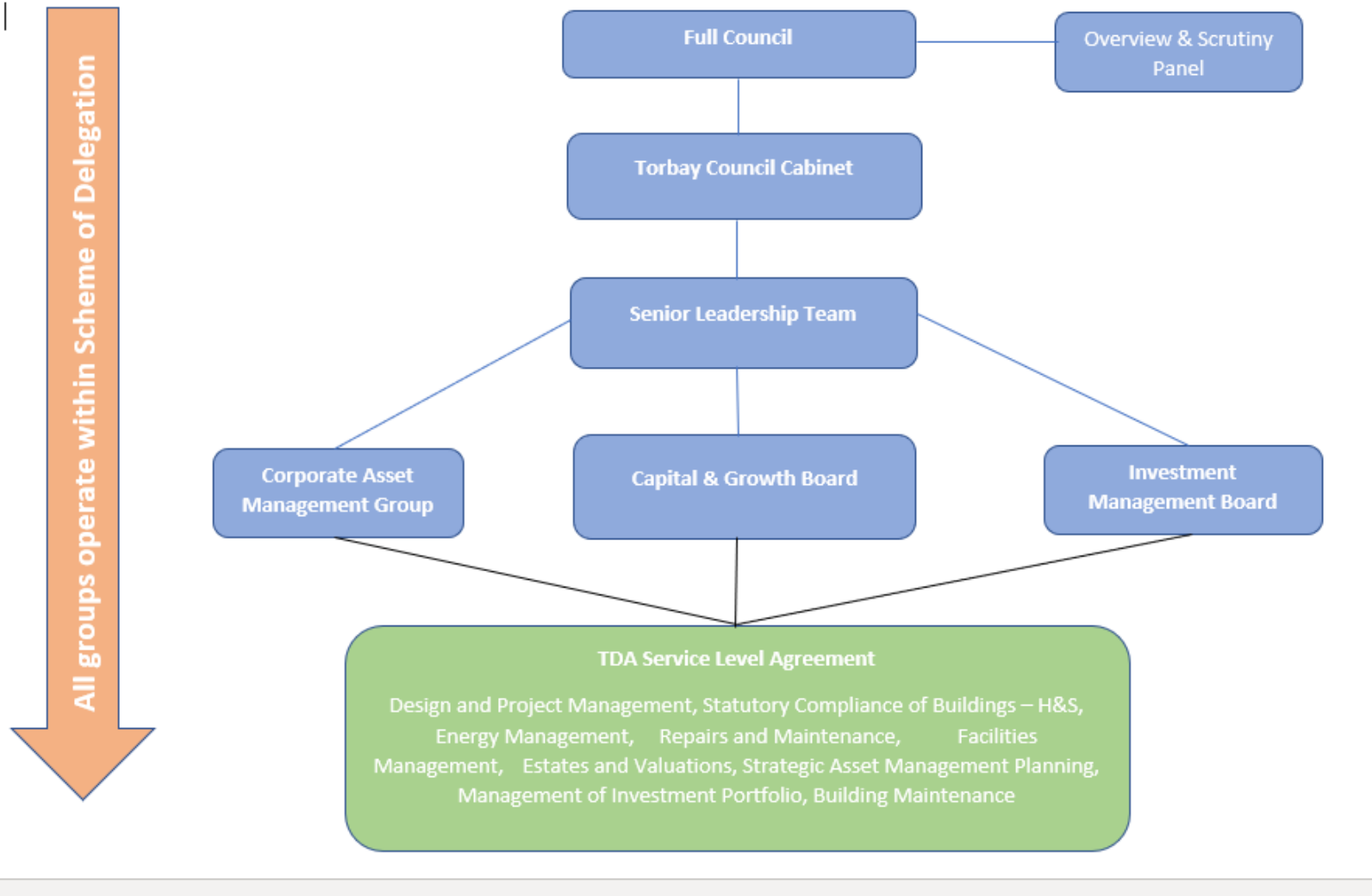
Day to day performance and management of the Council's asset portfolio is a commissioned service undertaken by TDA.

The Council shall ensure there is a robust governance structure in place providing direction and transparency of the management of the Council's estate.

The diagram below outlines the organisational structure for the governance of the Council's land and building assets.

# Governance Structure

Page 66



## Working with Partners

Torbay Council are active members of the One Public Estate (OPE) programme, working closely with other public sector organisations across the sub-region (Devon OPE Board), exploring opportunities to reduce premises costs and make assets work better for our communities and customers. This includes working with Torbay & South Devon NHS Trust through the Integrated Care Organisation delivering community health and adult social care services for Torbay. Other partners for example include Devon and Cornwall Police, South Devon College and Libraries Unlimited.

The key aim being to work with a range of key stakeholders, exploring opportunities for shared services and how our combined assets can support this. We will also continue to be an active member of the Heart of the South West LEP Joint Committee and the Emerging Greater South West proposals.

There are many more opportunities across Torbay to explore asset-based arrangements including shared space and community / public service points which will encompass the needs of our communities.



The strategic objectives of the One Public Estate programme are set out below:





## Engaging with Communities

Torbay Council lease over 44 land and property assets to voluntary, community and sports organisations, often at reduced or minimal rents. Many of these leases have been in place for a number of years. Other leases have been transferred to local organisations who run them successfully for the benefit of our local communities. These arrangements range from short term licences, sports leases for up to 40 years or granted by way of a more formal process under a 'Community Asset Transfer' (CAT).

Local people are often best placed to manage community facilities in their area. They already make excellent use of these assets with local knowledge and hands on management, often resulting in lower overheads and better value for money outcomes. Community organisations can lever in significant funding and are also able to use volunteers to run facilities.

Fundamentally, community groups can take ownership of assets and have great pride in their local area. Managing these facilities can help empower local communities and can bring opportunities for greater independence and financial sustainability. The Council are fully committed to using appropriate assets to form long term partnerships with suitable voluntary, community and sports organisations.

A number of operational Policies are in place that will be followed in relation to applications for Community Asset Transfers and Sports Leases.

[Community Asset Transfer Policy \(Link\)](#)

[Sports Lease Policy \(Link\)](#)

[Grant in Lieu of Market Rent Application \(Link\)](#)



## Conclusion and Our Forward Plan

This document covers the two elements of the new Asset Management Framework - (1) the Asset Management Policy and (2) the Asset Management Strategy and together they make up the Strategic Asset Management Plan. The Strategic Asset Management Plan outlines the key strategic objectives for Torbay Council's land and buildings over the next five years and it will form part of the Council's overall Policy Framework.

Sitting outside of the Asset Management Framework is the Asset Management Action Plan, which further describes the specific activities to achieve these objectives, categorised under two thematic headings of Strategic and Operational Actions. The Action Plan is a live document and will be reviewed and monitored regularly by Cabinet. It will continually change to reflect achievements of actions and capture new priorities and initiatives as they are identified. Consequently, the Asset Management Action Plan will not be a policy document.





### Strategic Asset Management Plan - Public Consultation

Q1. Do you agree that the objective of Torbay Council's Strategic Asset Management Plan should be:

"To be one of the leading public sector organisations for property management and development."

Yes

No

If no, what do you think the objective should be?

Q2. How much do you agree that the following principles will help us to be one of the leading public sector organisations for property management and development?

Embed a Corporate Landlord model, to drive the rationalisation and consolidation of the asset estate, and corporate asset decision making based on 3-5 year service requirement strategies.

Strongly agree

Agree

Neutral

Disagree

Strongly disagree

Consolidate operational assets to decrease the number of single-use assets, reduce revenue costs and create multi-functional property, which is fit for purpose, in the right place and supporting service improvement.

Work towards creating a carbon neutral estate by 2030.

Rationalise the asset base by reviewing all non-operational and surplus assets to identify opportunities to create or increase revenue income, provide investment opportunities or deliver capital receipts to stimulate development and growth.

Use our land and buildings to encourage development and growth, supporting local business needs and encouraging new business to Torbay.

Develop a robust asset management plan to invest properly in all retained assets, to ensure they are fit for the future in supporting excellent service delivery.

To work collaboratively and promote joint working between Torbay Council, Brixham Town Council, Health and blue light authorities and other Voluntary, Community and Faith Sector organisations to identify wider opportunities to benefit the community.

Q3. Please provide any further feedback you wish to share about our draft Asset Management Policy.

Q4. Please provide any further feedback you wish to share about our draft Asset Management Strategy.