

Monday, 27 November 2023

CABINET

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

Tuesday, 5 December 2023

commencing at **5.30 pm**

The meeting will be held in the Burdett Room, Riviera International Conference Centre, Chestnut Avenue, Torquay TQ2 5LZ

Members of the Committee

Councillor David Thomas (Chairman)

Councillor Bye

Councillor Chris Lewis

Councillor Tranter

Councillor Tyerman

Councillor Billings

Together Torbay will thrive

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

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

CABINET AGENDA

1. **Apologies**
To receive apologies for absence.
2. **Minutes** (Pages 4 - 25)
To confirm as a correct record the Minutes of the meeting of the Cabinet held on 21 November 2023.
3. **Disclosure of Interests**
 - (a) To receive declarations of non pecuniary interests in respect of items on this agenda.

For reference: Having declared their non pecuniary interest members may remain in the meeting and speak and, vote on the matter in question. A completed disclosure of interests form should be returned to the Clerk before the conclusion of the meeting.
 - (b) To receive declarations of disclosable pecuniary interests in respect of items on this agenda.

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

(Please Note: If Members and Officers wish to seek advice on any potential interests they may have, they should contact Governance Support or Legal Services prior to the meeting.)
4. **Urgent Items**
To consider any other items the Chairman decides are urgent.
5. **Matters for Consideration**
6. **Future Structure and Operation of TorVista Homes** (Pages 26 - 39)
To consider a report on the above.
7. **Developing a Resilient Future for Oldway** (Pages 40 - 84)
To consider a report that sets out the outcome of the National Lottery Heritage Fund supported 'Developing resilient future for Oldway' project.
8. **Youth Provision - Report of the Children and Young People's Overview and Scrutiny Sub-Board** (Pages 85 - 88)
To consider the recommendation of the Children and Young People's Overview and Scrutiny Sub-Board on Youth Provision and

formally respond to the recommendations contained within the submitted report.

9. Framework agreement Temporary Accommodation and Housing Standards - General Repairs & Maintenance Award of Contracts (Pages 89 - 95)

To consider a report that seeks delegated approval to award contracts for general repairs and maintenance for temporary accommodation and housing standards.

10. Notice of Motions

To consider the following motions, notice of which has been given in accordance with Standing Order A14 by the members indicated.

(a) Inclusive Street Design (Page 96)

(b) Powers to Address Anti-Social Behaviour (Page 97)

Live Streaming and Hybrid Arrangements

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

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

Minutes of the Cabinet

21 November 2023

-: Present :-

Councillor David Thomas (Chairman)

Councillors Bye, Chris Lewis and Tyerman

(Also in attendance: Councillors Amil, Cowell, Mandy Darling (virtual), Steve Darling, Douglas-Dunbar (virtual), Fellows (virtual), Harvey, Joyce, Long, Maddison, Spacagna (virtual), Stevens (virtual), Jacqueline Thomas (virtual), Tolchard (virtual) and Twelves (virtual))

44. Opening of the Meeting and Apologies

The Leader of the Council, Councillor David Thomas advised that at the Cabinet meeting on 17 October 2023, Cabinet agreed to enter into arrangements to develop a Regeneration Partnership. Councillor Thomas confirmed that Torbay Council will be working with development partners Willmott Dixon and Milligan to help it drive forward ambitious plans for key sites within Torbay.

An apology for absence was received from Councillor Tranter.

45. Minutes

The Minutes of the meeting of the Cabinet held on 17 October 2023 were confirmed as a correct record and signed by the Chairman.

46. Matters for Consideration

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

47. Community and Corporate Plan 2023 - 2043

48. Housing Strategy 2023 - 2030

This item was withdrawn from the agenda.

49. Resource and Waste Management Strategy

50. Torbay Housing Assistance Policy 2023 - 2028

51. Licensing Act 2003 - Cumulative Impact Assessment 2024 - 2027

- 52. Coroners Service - Re-organisation**
- 53. Revenue and Capital Budget Monitoring Quarter 2**
- 54. Fuel and Electric Charging Cards**
- 55. Contract Award in respect of Cyber Insurance**
- 56. Contract Award in respect of Insurance for Investment Properties**
- 57. Local Government Association Coastal Special Interest Group - Pledge for the Coast**

Chairman/woman

Record of Decisions

Community and Corporate Plan 2023-2043

Decision Taker

Cabinet on 21 November 2023.

Decision

That the Council be recommended to approve the Community and Corporate Plan 2023-2043 subject to the following amendment, the sentence 'we will build strong working relationships with our community police' under the community and people theme, be moved to the bottom of the summary section of the community and people theme.

Reason for the Decision

The Community and Corporate Plan is the overarching document within the Council's Policy Framework setting out the Council's vision and priorities for the next twenty years. Having considered the feedback received during the consultation, the Cabinet recommended that the Council approves the Community and Corporate Plan 2023-2043.

Implementation

The recommendation of the Cabinet will be considered by Council in due course.

Information

Following the Local Elections in May 2023, a draft Community and Corporate Plan was prepared which set out the vision of a healthy, happy and prosperous Torbay. The Plan set out with the priorities of the Council for the next twenty years and the approach the Council would take in delivering against the vision.

The Plan had been prepared taking into account the results from the Residents Satisfaction Survey which was carried out during the summer of 2023 and updated following the feedback received during the consultation period.

At the meeting Councillor David Thomas proposed and Councillor Chris Lewis seconded a motion that was agreed unanimously by the Cabinet, as set out above.

Alternative Options considered and rejected at the time of the decision

The Community and Corporate Plan 2023-2043 has been developed based on the evidence in the Torbay Profile, the results of the Residents Satisfaction Survey and the feedback received during the consultation period.

Is this a Key Decision?

Yes

Does the call-in procedure apply?

No

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

None.

Published

24 November 2023

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

Record of Decisions

Resource and Waste Management Strategy

Decision Taker

Cabinet on 21 November 2023.

Decision

That the Council be recommended to:

1. Amend the sixth paragraph under Action 2 of the Resource and Waste Management Strategy to read:

“Whilst we will maintain fortnightly residual waste collections, Wwe will develop operational waste collection policies. **This will include ing** a robust side waste policy with associated reporting by collection crews, which will help to target support to the correct households. Controls over residual waste delivered to the Household Waste Recycling Centre will also be implemented.”

2. Extend the timeframe for the strategy to 2025 so that work can continue against the Actions within the Strategy.

Reason for the Decision

To provide clarity within the Council’s Policy Framework about the future plans for the collection of residual waste.

Implementation

The recommendation of the Cabinet will be considered by Council in due course.

Information

The Resource and Waste Management Strategy 2020 – 2023 was approved by Council in February 2021. Amendments were agreed to the Strategy in August 2022 to remove reference to undertake a trial of a reduction in the frequency of residual waste collections. The Members of the Cabinet expressed a wish to make a further amendment to the Strategy to include a positive statement that fortnightly residual waste collections would continue.

At the meeting Councillor Billings proposed and Councillor David Thomas seconded the motion that was agreed unanimously by the Cabinet, as set out above.

Alternative Options considered and rejected at the time of the decision

The alternative option would be to make no changes to the Resource and Waste Management Strategy. However, it was felt that the amendment in relation to the frequency of collection of residual waste provides clarity of the Council’s future plans in this regard.

Is this a Key Decision?

Yes

Does the call-in procedure apply?

No

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

None.

Published

24 November 2023

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

Record of Decisions

Housing Assistance Policy

Decision Taker

Cabinet on 21 November 2023.

Decision

1. That the Housing Assistance Policy 2023 - 2028 as set out in Appendix 1 to the submitted report be approved; and
2. That delegated authority be given to the Director of Adult and Community and Customer Services, in consultation with the Cabinet Member for Adult and Community Services, Public Health and Inequalities, to make any minor amendments to the Housing Assistance Policy 2023 - 2028.

Reason for the Decision

The Council was required by law to adopt and publish a Housing Assistance Policy detailing any assistance it wishes to offer which exceeds the mandatory disabled facilities grant that individuals can receive.

Implementation

This decision will come into force and may be implemented on 4 December 2023 unless the call-in procedure is triggered (as set out in the Standing Orders in relation to Overview and Scrutiny).

Information

Local Authorities administer the Disabled Facilities Grant (DFG). This funding was used to pay for housing adaptations to enable children and adults with care and support needs to stay in their own homes.

The Service has operated in accordance with the Housing Grants, Construction and Regeneration Act 1996, and the grants are paid in accordance with legislation. The increasing costs of materials and labour have created challenges for the service in providing more complex adaptations within the DFG maximum statutory threshold of £30,000.

In addition, the Council has a general power to assist households with the improvement of living conditions using the powers set out in the Regulatory Reform Order 2002 (RRO). This allows for more flexibility in the use of the DFG. In order to, take advantage of these flexibilities, the Council must publish a policy to exercise those powers which then allows the Council to designate grants and other services.

The Housing Assistance Policy set out the mandatory and discretionary assistance that the council will offer including the conditions and eligibility criteria.

At the meeting Councillor Tranter proposed and Councillor Tyerman seconded a motion that was agreed unanimously by the Cabinet, as set out above.

Alternative Options considered and rejected at the time of the decision

The options were:

- Approve the Housing Assistance Policy, thereby providing flexibility and support people to maintain their independence for longer and support better outcomes for safe, independent living.
- Do not approve the policy, if a new policy is not adopted the flexibilities within the Regulatory Reform Order 2002 would not possible and the authority would be at risk of not meeting the adaptation needs of disabled adults and children and older people in an efficient and effective way. Therefore this option was discounted.

Is this a Key Decision?

Yes

Does the call-in procedure apply?

Yes

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

None.

Published

24 November 2023

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

Record of Decisions

Licensing Act 2003 - Cumulative Impact Assessment 2024 - 2027

Decision Taker

Cabinet on 21 November 2023.

Decision

That Cabinet recommend to Council:

1. that the Cumulative Impact Assessment is maintained, and the revised assessment contained in Appendix 1 to the submitted report is adopted and published and will come into effect from 7 January 2024; and
2. that the Licensing Committee be authorised to approve future reviews and adoption of the Cumulative Impact Assessment. Since the introduction of section 5A of the Licensing Act 2003, all matters regarding Cumulative Impact Assessments are now the responsibility of the statutory Licensing Committee, by virtue of section 7(1), as it is no longer part of the Licensing Act 2003 Statement of Policy.

Reason for the Decision

After publishing a Cumulative Impact Assessment the Licensing Authority must, within three years, consider whether it remains of the opinion set out in the assessment as detailed in the section 182 guidance and republish the final version after consideration of the responses received as part of the consultation process.

Implementation

The recommendation of the Cabinet will be considered at the Council meeting on 7 December 2023.

Information

Cumulative Impact Assessments were introduced formally in the 2003 Act by the Policing and Crime Act 2017, with effect from 6 April 2018. After publishing a Cumulative Impact Assessment the licensing authority must, within three years, consider whether it remains of the opinion set out in the assessment as detailed in the section 182 guidance.

Cumulative impact means the potential impact that a significant number of licensed premises in one area can have based on the following four licensing objectives:

- Prevention of crime and disorder
- Prevention of public nuisance
- Public safety
- Protection of children from harm

There are currently two designated cumulative impact areas in Torquay, The Strand and Castle Circus. The recent Cumulative Impact Assessment 2024-2027 proposed that the Cumulative Impact Assessment continues to cover these two areas.

At the meeting, Councillor Tranter proposed and Councillor Chris Lewis seconded a motion that was agreed unanimously by the Cabinet, as set out above.

Alternative Options considered and rejected at the time of the decision

The review of a Cumulative Impact Assessment is a statutory requirement therefore no other options have been considered.

Is this a Key Decision?

No

Does the call-in procedure apply?

No

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

None.

Published

24 November 2023

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

Record of Decisions

Coroners Service - Re-organisation

Decision Taker

Cabinet on 21 November 2023.

Decision

1. That Cabinet approve in principle the merger proposals, to the extent that the proposed changes are cost efficient and will not result in any increase in costs to the authority by way of its recharges; and
2. That the Director of Corporate Services be given delegated authority to progress re-organisation of the new combined service subject to 1. above.

Reason for the Decision

There are opportunities for economies with the merger (in our capacity as a recharge authority for the cost of the service affecting Torbay). The arrangements as to coroner posts and remuneration would be simplified as well as the potential for simplified contractual arrangements with suppliers and Service Level Agreements between the authorities in the delivery of the function. Furthermore, the bereaved in Torbay would also have the option to travel to Exeter rather than Plymouth to attend inquests.

Implementation

This decision will come into force and may be implemented on 4 December 2023 unless the call-in procedure is triggered (as set out in the Standing Orders in relation to Overview and Scrutiny).

Information

Torbay Council, as a partner authority with Devon County Council and Plymouth City Council, intend to re-organise the Coroner's Service following the retirement of the Senior Coroner in March 2023, to the extent that the proposed changes are cost efficient and will not result in any increase in costs to the authority by way of its recharges. The re-organisation will also result in a new lead authority responsible for delivering the Coroners Service that affect Torbay and a new combined Coroner area for the County of Devon.

At the meeting Councillor Tyerman proposed and Councillor Billings seconded a motion that was agreed unanimously by the Cabinet, as set out above.

Alternative Options considered and rejected at the time of the decision

An alternative option would be to retain the current service arrangements. Whilst this option would result in no impact on or work required to alter the Coroner area, this would be contrary to the guidance of the Ministry of Justice to merge Coroner areas where this may be applicable. This option would not take advantage of potential efficiencies / economies that may also arise from a merger. Therefore, this option was discounted.

Is this a Key Decision?

No

Does the call-in procedure apply?

Yes

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

None.

Published

24 November 2023

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

Record of Decisions

Budget Monitoring 2023/24 - April to Sept 2023 Revenue and Capital Outturn Forecast

Decision Taker

Cabinet on 21 November 2023.

Decision

That the Cabinet notes the forecasted revenue outturn position and recommends that Council approves:

1. The addition of the following new projects (full details in para 8.4) to the current capital programme:
 - Paignton Academy STEPS Relocation – project totalling £1,250,000.
 - EPIC Centre X-Ray equipment –A new project totalling £150,000.
2. The provision of a £60,000 grant to the Shoalstone Seawater Pool Community Interest Company, subject to them being successful in their funding bid to the Community Ownership Fund (COF). This match funding (from reserves) will provide support towards the costs of major repairs required to the pool.

Reason for the Decision

To ensure the Council operates in a prudent manner and works to maintain a balanced budget.

Implementation

The recommendation of the Cabinet will be considered at the Council meeting on 7 December 2023.

Information

The Budget Monitoring 2023/24 report set out a high-level budget summary of the Council's revenue and capital position for the financial year 2023/24, comparing budgets with year-end forecasts.

At the meeting, Councillor Tyerman proposed and Councillor David Thomas seconded a motion that was agreed unanimously by the Cabinet, as set out above.

Alternative Options considered and rejected at the time of the decision

There were no alternative options considered.

Is this a Key Decision?

No

Does the call-in procedure apply?

No

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

None.

Published

24 November 2023

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

Record of Decisions

Fuel and Electric Charging Cards

Decision Taker

Cabinet on 21 November 2023.

Decision

That delegated authority be given to the Director of Finance to award the contract for fuel and electric vehicle charging cards following completion of the CCS RM6186 Framework process for a contract duration of two years and an extension of up to two years (four years in totality).

Reason for the Decision

The continuation of provision of fuel and electric vehicle charging cards required for Council and wholly owned companies staff travel needs provides:

- Savings on fuel reflected in a reduction (pence per litre) off pump price.
- Allocation of charging cards to vehicles and drivers means that employees will not need to make expense claims for fuel or electric charging.
- Managers are able to control costs.
- Carbon emissions reports are also available to help with the development of a carbon reduction plan.

Implementation

This decision will come into force and may be implemented on 4 December 2023 unless the call-in procedure is triggered (as set out in the Standing Orders in relation to Overview and Scrutiny).

Information

The provision of fuel cards and associated services contract with the current supplier, procured via CCS Framework RM6000, is due to expire on the 22 March 2024. Therefore, approval was sought for the direct award of contract utilising the CCS RM6186 framework which allows all public sector organisations to buy vehicle fuel/electric charging from service stations and fuel stations using a fuel/electric charging card.

At the meeting, Councillor Tyerman proposed and Councillor Bye seconded a motion that was agreed unanimously by the Cabinet, as set out above.

Alternative Options considered and rejected at the time of the decision

There were no alternative options considered.

Is this a Key Decision?

No

Does the call-in procedure apply?

Yes

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

None.

Published

24 November 2023

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

Record of Decisions

Contract Award in respect of Cyber Insurance

Decision Taker

Cabinet on 21 November 2023.

Decision

That the Director of Corporate Services be given delegated authority to enter into a contract with the preferred bidder that provides the most suitable terms and conditions of insurance in the event of a cyber attack.

Reason for the Decision

Insuring the Council against possible losses following a cyber attack ensures that the Council has adequate provision for incident response costs:- Legal and Regulatory Costs, IT Security and Forensic costs, Crisis Communication costs, Privacy Breach Management costs, System and Damage Rectification costs, Direct Loss of Profits and Increased Cost of Working, Network Security & Privacy Liability, Management Liability, Regulatory Fines, PCI Fines, Penalties and Assessments, Media Liability, Intellectual Property Rights Infringement and Court Attendance Costs.

Implementation

This decision will come into force and may be implemented on 4 December 2023 unless the call-in procedure is triggered (as set out in the Standing Orders in relation to Overview and Scrutiny).

Information

The Cabinet's approval was sought for delegated approval to award the contract for the purchase of suitable insurance cover that would cover Cyber attacks against the Council. The Council following competitive market testing via our Insurance Brokers needs to negotiate and agree terms and conditions to insure the Council for Incident Response Costs following a Cyber attack. The terms of possible insurance cover are still being negotiated hence the request for Cabinet to delegate authority.

At the meeting Councillor Tyerman proposed and Councillor Chris Lewis seconded a motion that was agreed unanimously by the Cabinet, as set out above.

Alternative Options considered and rejected at the time of the decision

An alternative option would have been to not award a contract to the preferred supplier. However this option was discounted as the Council would be uninsured in the event of a cyber attack which could leave the Council exposed to considerable financial and reputational risk.

Is this a Key Decision?

No

Does the call-in procedure apply?

Yes

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

None.

Published

24 November 2023

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

Record of Decisions

Contract Award in respect of Insurance for Investment Properties

Decision Taker

Cabinet on 21 November 2023.

Decision

That the Director of Pride in Place be given delegated authority to enter into a contract with the preferred bidder that provides the most suitable terms and conditions of insurance.

Reason for the Decision

Insuring the Council's Investment Properties ensures that the Council is protected from material damage to the properties, loss of rental income, Landlord's Legal Liability and to ensure the money borrowed to purchase such properties is not adversely affected by an insurable event should something happen that could result in loss of property/income to cover the borrowing.

Implementation

This decision will come into force and may be implemented on 4 December 2023 unless the call-in procedure is triggered (as set out in the Standing Orders in relation to Overview and Scrutiny).

Information

The Cabinet's approval was sought to delegate approval to award the contract for the purchase of insurance premiums to provide the most appropriate, cost effective sustainable insurance cover to protect the Council's financial risk exposure (material damage and legal liability) for the Investment Property Portfolio. The terms of the insurance premium were still being negotiated hence the request for Cabinet to delegate authority to the Director of Corporate Services to award the contract to the preferred insurance supplier.

At the meeting Councillor Chris Lewis proposed and Councillor Tyerman seconded a motion that was agreed unanimously by the Cabinet, as set out above.

Alternative Options considered and rejected at the time of the decision

An alternative option would be to not award to the preferred supplier. The Council would have a significant investment property portfolio uninsured which would fiscally be very damaging.

Is this a Key Decision?

No

Does the call-in procedure apply?

Yes

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

None.

Published

24 November 2023

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

Record of Decisions

Local Government Association Coastal Special Interest Group - Pledge for the Coast

Decision Taker

Cabinet on 21 November 2023.

Decision

1. That the Cabinet on behalf of the Council sign up to the Pledge for the Coast, and joins the call for a dedicated Minister for the Coast who can bring together governmental departments to focus on the needs of coastal communities;
2. That Cabinet encourages all Members to pledge one thing that they will do to support our coast and support the pathway to making them resilient into the future; and
3. That the Chief Executive be requested to explore with Human Resources the ways in which staff can undertake volunteering opportunities that support our coastline

Reason for the Decision

To recognise the vital contribution to the economy, leisure and enjoyment for residents and visitors that our coast offers and commit to pledging support for and making our coast more resilient into the future.

Implementation

This decision will come into force and may be implemented on 4 December 2023 unless the call-in procedure is triggered (as set out in the Standing Orders in relation to Overview and Scrutiny).

Information

The Chair of the All-Party Parliamentary Committee for Coastal Communities, Sally Ann Hart MP, on behalf of the LGA Coastal Special Interest Group, launched a campaign for a “Pledge for the Coast” – encouraging MPs, Businesses, Organisations, Communities, Partnerships and Local Authorities to make their Pledge to support our coasts and our coastal communities. Our coastline holds an emotional connection with many of our residents and visitors, however, like many other coastal areas, our residents are some of the most deprived.

The ‘Pledge for the Coast’ asks for organisations and communities to pledge one thing that they will do to support our coasts and support the pathway to making them resilient into the future.

At the meeting Councillor David Thomas proposed and Councillor Chris Lewis seconded a motion that was agreed unanimously by the Cabinet, as set out above.

Alternative Options considered and rejected at the time of the decision

An alternative option would have been to not sign up to the ‘Pledge for the Coast’ – this option was discounted as raising the challenges faced by coastal communities is important in order that we do not get overlooked in favour of bigger towns and cities.

Is this a Key Decision?

No

Does the call-in procedure apply?

Yes

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

None.

Published

24 November 2023

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

Meeting: Cabinet/Council

Date: 5 December/7 December 2023

Wards affected: All

Report Title: Future structure and operation of TorVista Homes

When does the decision need to be implemented? As soon as possible, to allow consultation to commence with tenants.

Cabinet Member Contact Details: Councillor Alan Tyerman, Cabinet Member for Finance and Corporate Services

Director Contact Details: Malcolm Coe, Director of Finance and Alan Denby, Director of Pride in Place

1. Purpose of Report

- 1.1 TorVista Homes (TVH) is a subsidiary of Torbay Economic Development Company (trading as “TDA”) which in turn, is a wholly owned company of Torbay Council which was established in 2019.
- 1.2 The original objective of the company, as stated to Council in September 2016, was ‘**to develop and own homes with the overarching aim of maximising income back to the Council**’. This was then superseded by a secondary objective to help the Council deliver against its Housing Strategy. This was updated in a Council report in December 2018, which included the recommendation ‘**that in principle there appear to be clear benefits in merging the Housing Rental Company (RentCo) into the TDA, or a subsidiary of the TDA to enable relevant affordable housing schemes to be delivered at pace**’. However, for a number of reasons, including changing market conditions, escalating construction costs and the Covid pandemic, these objectives have not been realised.
- 1.3 As part of the original set up, TVH was able to access a ‘working capital’ loan from the Council, in order to establish TorVista Homes and set up all the governance and operational functions and cover its operating costs until it achieved a critical mass of properties to fund a sustainable operating model. The intention was for the company to ultimately payback the loan to the Council, in its entirety, through its rental income. However, this has not materialised, and Council in September 2023 approved a write-off from reserves of £1.5m, being the full operational costs incurred by that point.
- 1.4 In September 2023, the Council also approved a revenue commitment of £115k to fund TVH for the remainder of the 2023/24 financial year. With a stated on-going cost of

£223,700 per annum, this report recommends how the Council can achieve its strategic objectives through a more cost effective, sustainable approach, that includes moving the current TVH units into the Council's direct ownership and management.

- 1.5 In making the recommendation to dissolve TVH, gratitude should be given to those on the Board who have demonstrated commitment and made significant contributions to the work of TVH to date.

2. Reason for Proposal and its benefits

- 2.1 The ability for Torbay Council to influence the local housing market, particularly in priority areas, directly links to the Council ambition for the Bay 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.

With further links to the corporate themes of:

- thriving people, thriving economy;
- a Council fit for the future; and,
- tackling poverty, deprivation and vulnerability

- 2.2 This report aligns with the "Future Options on the structure and operations of Torbay Economic Development Company" which was approved by Council in September 2023.

- 2.3 The assets and liabilities of TVH are underwritten by the Council. Having recently written-off £1.5m of operational costs, the Council needs to determine whether there is a more cost effective and financially sustainable model of delivering its strategic housing objectives.

3. Recommendation(s) / Proposed Decision

That Cabinet recommends to Council:

1. That TorVista Homes be dissolved with effect from 1 April 2024, (or immediately following transfer of all social housing units, if this is beyond this date), with mandatory de-registration to the Regulator of Social Housing by TorVista Homes in advance and:

The Director of Pride in Place be instructed to:

- a. Commence tenant consultation (in line with current requirements by the Regulator of Social Housing) in relation to the proposal to transfer the social housing units, income and liabilities into Torbay Council;
- b. Instruct TVH to maintain a continuous level of service to their tenants (in accordance with all requirements for Registered Providers of social housing,

to at least the same standard as they currently receive), including continuing to achieve mandatory compliance standards until transfer of the homes has been completed; and

- c. Develop detailed delivery plans setting out how the Council will accelerate;
 - i. the provision of new Affordable Housing, targeted to meet Torbay's local housing need,
 - ii. The provision of accommodation for strategic priority areas, including;
 - 1. Extra care
 - 2. Supported housing (for various client groups)
 - 3. Temporary accommodation; and
 - 4. Care experienced young people.

The Director of Finance, in consultation with the Monitoring Officer and Cabinet Member for Housing, Finance and Corporate Services, be given delegated authority to:

- a. Subject to satisfactory completion of all necessary due diligence, (and tenancy engagement), enter into the Capital funding grant agreements with Homes England and to transfer all social housing units, assets, liabilities and income from TVH into the ownership and management of Torbay Council; and
- b. Upon completion of all satisfactory due diligence, transfer any land or development assets owned by TDA or TVH into the ownership of Torbay Council, as required; and

The Head of Strategic Housing and Delivery, in consultation with Cabinet Member for Housing, Finance and Corporate Services, be given delegated authority to:

- a. Subject to completion of a satisfactory procurement, agree a suitable scope and extend the Council's existing Temporary Accommodation and property maintenance contract for a further 12 months, with additional provision to include the maintenance and compliance of any homes currently owned by TVH that transfer to the Council, should this be required; and
- b. Apply for Investment Partner status on behalf of the Council, and secure Homes England funding for any eligible future directly provided affordable housing scheme.

- 2. That Council approve an annual revenue budget of £150k for 2024/25 for the Council to fund and provide in house, the management and operation of activities previously undertaken by TVH.

Background Documents

Details of previous decisions:

- (a) Council September 2016: approved in principle, the creation of a Housing Company with the objective of income generation;
- (b) Council December 2018: approved in principle the benefits of TDA creating a Housing Company to enable relevant affordable housing schemes to be delivered at pace;
- (c) Cabinet July 2019: gave delegated authority to the Chief Finance Officer to approve financial aspects of detailed business cases submitted by the TDA to be funded from the Council approved £25 million of Prudential Borrowing, in principle, to facilitate the work of the Housing Company, in the form of a loan for a capital purpose.
- (d) Council July 2019: approved a loan of up to £1 million to TDA, if required, to allow access to the necessary working capital required to set up the Housing Company with the terms of the loan delegated to the Chief Finance Officer to agree, in consultation with the Cabinet Member for Finance;
- (e) Council October 2022: approved an extension to the 'working capital' loan facility from £1m to £1.5m;
- (f) Council September 2023: approved write off of £1.5m 'working capital' loan and reduce operating costs of TorVista Homes

1. Introduction and Context

- 1.1 TVH was set up in 2019 as a wholly owned company of Torbay Council, reporting into Torbay Economic Development Company. The initial objectives of the company, as reported in September 2016, was to ***develop and own homes with the overarching aim of maximising income back to the Council***.
- 1.2 A secondary objective superseded this and was to help the Council deliver against its Housing Strategy. This was reaffirmed in a Full Council report in December 2018 which included the recommendation ***‘that in principle there appear to be clear benefits in merging the Housing Rental Company (RentCo) into the TDA, or a subsidiary of the TDA to enable relevant affordable housing schemes to be delivered at pace’***.
- 1.3 In July 2017, Council approved an initial loan facility of up to £25m to develop and deliver specific housing schemes subject to individual business cases to be submitted and approved by the Council’s Section 151 Officer (in consultation with Cabinet member). However, whilst planning permissions have been achieved at Preston Down Road, Crossways, Torre Marine and St Kilda’s for circa 300 homes (as at November 2023), only £3.2m of loans have so far been drawn-down, to deliver 32 homes. These are as follows:
- Bishops Place Apartments, Paignton - 9 homes
 - Totnes Road, Paignton – 9 homes
 - Various individual properties to support the government’s ‘Next Steps Accommodation Programme’- 14 homes
- 1.4 The ability for TVH to increase the supply of affordable housing has been negatively impacted over recent years by the increases in construction costs and rising interest rates which, even factoring in the use of Homes England grant funding, can make the viability of some developments challenging.
- 1.5 Whilst viability has been an issue for some time, the Council needs to consider how it can continue to influence and drive priority housing developments, whilst considering the level of on-going revenue it is able to commit within its overall approved budget.
- 1.6 In September 2023, Council approved a write-off of £1.5m, being the accrued operational costs at that time. Although TVH’s on-going costs were reduced from circa £370k per annum to £223,700, the Council has subsequently explored whether these costs could be reduced further, whilst maintaining a focus on delivering required housing outcomes.
- 1.7 To this end, the Director of Finance convened appropriate officers to determine clarity as to the objectives that any proposed operating model needed to deliver, which were then tested

with the Cabinet Member for Finance, Corporate Services and Housing, and determined to be;

(a) Retaining the ability for the Council to influence the local housing market in strategic priority areas through the delivery of affordable housing products, including (but not limited to):

- (i) Extra Care Housing,
- (ii) care experienced young people
- (iii) supported living
- (iv) temporary accommodation

(b) Maintaining a quality, safe landlord service for Council owned and commissioned housing units, and

(c) A model that delivered at the minimum possible cost so as to ensure it is financially sustainable.

2. Progress made since September 2023 Council meeting

2.1 The Council has explored whether it is able to manage and maintain the existing units held by TVH, in line with the requirements of the Regulator for Social Housing, and the conditions as set out in Homes England grant agreements, without having to maintain a separate wholly-owned company model. Additionally, it has sought to establish whether it is able to deliver wider strategic housing projects such as the proposals for St Kilda and Torre Marine, alongside any further initiatives the Council may develop in the future.

2.2 In considering this, discussions have been held with:

- Existing Management within TorVista Homes;
- The Regulator of Social Housing;
- Homes England; and
- External Auditor (Grant Thornton);

2.3 The main points from stakeholder and wider engagement so far, are:

(a) Torbay Council is – by default – a Registered Provider (RP) of Social Housing in its own right. It is also the Local Housing Authority for Torbay.

(b) As Local Housing Authority, the Council has the power under section 17 of the Housing Act 1985 to purchase (and therefore own) houses (and homes more generally), and the surrounding land those homes occupy.

- (c) The Council is able to hold up to 199 houses without the need to create a separate Housing Revenue Account (HRA);
- (d) Homes England grant awarded to TVH to support delivery of the 32 homes it owns, can be transferred to Torbay Council as another RP of social housing, once the necessary approvals and consents have been secured. Discussion with senior Homes England colleagues has begun, and work will continue to enable the transfer of grant liability, in the coming weeks;
- (e) Torbay Council is not an active Homes England Investment Partner (IP). An IP is not required for the transfer-in of existing grant-funded homes. However, it will be necessary for the delivery of other priority projects in the future, such as St Kilda's, Torre Marine and Crossways. The Council will commence this process in the coming weeks. This will enable the Council to access the same grant funding, as is available to TVH;
- (f) Where there is a transfer of units from TVH to Torbay Council, it is good practice to undertake consultation with tenants, as set out in the 'Tenant Involvement and Empowerment standard';
- (g) The newly appointed 'Head of Strategic Housing and Delivery' is experienced in the direct delivery of all forms of social housing, securing and administering Homes England grant funding, and achieving relevant compliance standards for new social housing. This additional senior post provides the Council with additional capacity and expertise to consider the most appropriate long-term solution for the purchase and management of Council-owned homes.
- (h) Revenue costs would be reduced through dissolving TVH, by not having to maintain a designated Board, adopting simplified support requirements (e.g., not maintaining or auditing separate Group Accounts), and reducing recharging arrangements.

3. Management of housing stock and future housing developments

- 3.1 The Council has multiple pressures with regards to priority housing needs. These include: urgent provision of temporary accommodation and "move-on" housing; managing escalating homelessness demand and need on Devon Home Choice; demand for Extra Care Housing; and provision of supported living for adult and children's social care clients.
- 3.2 Officers consider that there may be synergies and benefits of joining up:
 - a) the identification of overall housing demand,
 - b) delivery of Council-led schemes,
 - c) supporting external partners to deliver homes to help solve the Torbay housing crisis, and

- d) creation of a housing 'client' to oversee the performance of Torbay Council-owned homes.

- 3.3 In the long-term, the Council will need to bring forward detailed proposals as to the management and maintenance of all homes that it owns, to ensure a consistent, good quality, fully compliant service is being provided to its secure and non-secure tenants. Options include self-management of homes (as is common for council-owned housing) or commissioning a third party organisation (another RP or private company), to provide this function on the Council's behalf. Detailed analysis of the options will need to be objectively considered and brought to Cabinet in due course.
- 3.4 In the short-term, there is a need to ensure suitable management and maintenance arrangements are in place for homes that come into the Council's ownership. The Council must provide an emergency/out-of-hours service to tenants, reactive, cyclical and programmed maintenance, and achieve mandatory compliance standards for gas safety, electrical testing, asbestos management, fire safety and legionella (for example). This provision must be in place at the point of transfer-in of the units, to protect tenants, and the Council.
- 3.5 Members will be aware of the need to comply with required compliance standards in social housing stock. The Council provides such services to the non-secure tenants of its Temporary Accommodation, via a third-party provider, which is a cost-effective route for the management of such homes. The contractual period for this service is approaching expiration and needs to be renewed; to ensure there are sufficient safeguards in place for both Temporary Accommodation and homes that transfer in, it is prudent to extend the contractual period of this arrangement, and add the ability to extend such arrangements to stock that is transferred in, should it be necessary.
- 3.6 Looking forward, there are a number of projects that TDA and TVH were leading on, which – as a direct result of the recommendations of this paper – will need to be led by Torbay Council. This includes the development of schemes at St. Kilda's, Crossways and Torre Marine, amongst others.
- 3.7 The Council has now recruited additional senior capacity in-house, with experience in the key areas below:
- Business planning, and management of large capital programmes;
 - Direct delivery of social housing and the acquisition of both land and new homes;
 - Delivering joint ventures with the private sector, and other RPs,
 - Direct delivery of specialist housing (modular, age-restricted, homeless and adapted housing)
 - Best practice in relation to social housing delivery, and supporting other public sector/third party organisations to deliver such growth;
 - Securing grant from Homes England & DLUHC to support delivery; and,

- Experience in creating and leading teams of development and other housing/enabling staff.

3.8 This will pull together the different strands of housing and create expertise under holistic leadership within the Council. This will support delivery of the Council’s ambitious Housing Strategy, and the various delivery projects that the Council intends to deliver itself and through others in the coming months. The Head of Strategic Housing and Delivery is also well-placed to support the transition of TVH and associated activity into the Council. There are also obvious synergies with wider ambitions such as provision of specialist housing for Adults and Children’s Services.

4. Financial efficiencies and resilience

- 4.1 The Council will be able to achieve efficiencies by bringing together the homes already owned with those that will be transferred into the Council from TVH; as well as the delivery of new housing projects to meet strategically important housing needs. Furthermore, it will ensure that a consistent, cost-effective approach is taken in regards to mandatory compliance and rent collection and delivery of Key (quality) Performance Indicators.
- 4.2 In the September 2023 Committee report the operational costs of running TVH had been reduced from £370k per annum to the stated minimum of £223,700, by removing the development activity of TVH, as detailed below:

Budget / Spend Area	(Income) / Cost £000	Comment
Income from Rent	(195.9)	Income received from 32x units
Housing Company Directors	18.1	Legislative requirement
Housing staff employed	93.0	2x FTE employees
Torbay Economic Development Company recharges	79.7	Influenced by TDA decision
Property Related Payments	81.0	Mainly service charge and maintenance
Administrative costs	31.0	Including audit, bank and ICT costs
Loans repayment and interest	116.8	Based on £3.2m loan drawdown
Revised on-going costs	223.7	

- 4.3 Whilst it is recognised that the core costs of maintaining housing stock and furnishing loans will continue, there will be some immediate savings from integrating within the Council

compared with maintaining the existing wholly owned company model. Initial indications are that the following savings can be realised from 2024/25:

	<u>£000s</u>
• Removal of the existing paid Board structure:	18.1
• 50% reduction in TDA recharges to TorVista:	39.9
• 50% reduction in administrative costs:	<u>15.5</u>
	<u>73.5</u>

4.4 Thereby, the Council would need to commit a revenue budget of circa £150k for 2024/25, compared with the stated cost of £223,700 under the existing TVH model. Further operational and management efficiencies, capitalisation and synergies will be explored, as the integrated service develops within the Council.

4.5 In addition to reduced operating costs, an integrated model will give the Council greater transparency and control over accrued and emerging costs, through the early stages of project feasibility and development. The current model requires the TVH development committee and main Board to sign off Business Cases, with delegated authority to the Council's Section 151 Officer to approve the corresponding funding model and loan drawdown. However, in a climate of escalating construction costs, the Council requires greater visibility and challenge of projects in a structured way, to ensure that financial liabilities and risks are adequately considered and addressed throughout development.

Landlord service functions

4.6 Social housing owned by the Council must be offered as secure tenancies and is subject to Housing Act legislation, the Regulator of Social Housing & the Housing Ombudsman (and the Capital Funding Guide, where funded by Homes England grant). The Council also owns properties for use as temporary accommodation. These properties are let on license and are exempt from Housing Act legislation on social tenancies. The management functions for Temporary Accommodation are subject to Homelessness Act legislation which is focused on assessing housing needs and supporting homeless households to find settled accommodation.

4.7 Due to different legislation and statutory duties for these two types of housing stock, it remains effective to retain specialist areas, but with the newly created capacity, there are opportunities to expand partnership-working to achieve better outcomes.

4.8 Integrating TVH units with Temporary Accommodation stock, will assist the Council to consider the most effective and efficient model for holding and managing units moving forwards. As an RP, the Council is able to maintain up to 199 housing units, without the need for maintaining a separate HRA. However, as early stakeholder engagement has highlighted, there may be some benefits associated with the re-opening of an HRA, which

could be explored in the future to maximise opportunities to address the outstanding strategic housing need in Torbay. A report will be brought back to Cabinet and Council in the future, that objectively considers such matters in greater detail. To be clear however, there is currently no need (nor pressure from DLUHC) to consider this at this point as Torbay Council is (and will be) below the 199-home threshold for the medium-term.

4.9 Whilst influencing and effecting local housing development is a key priority for the Council, further work needs to be completed to explore whether the Council is best placed to provide the 'day to day' landlord functions of stock-ownership which include:

- Maintenance and repairs of properties;
- Out of hours service;
- Income and debt collection, and tenancy management;
- Tenancy support;
- Leaseholder management;
- Mandatory property compliance

4.10 Long-term options for landlord functions (both in-house and externalised) will be considered and appraised in detail and reported to Cabinet and Council at a future date, with a recommendation as to how to proceed in the most cost effective, compliant and suitable model for the Authority.

5. Financial Implications

5.1 In September 2023, the Council approved the write off, (through reserves), of £1.5m accrued TVH spend against the previously approved 'working capital' loan arrangement. A further 'in year' revenue allocation of £115k was approved to fund TVH up to 31 March 2024.

5.2 Recommendations within this report will require the Council to commit a revenue budget of £150k for the 2024/25 financial year, with future operations to be reviewed subsequent to integrating the service under the newly created capacity.

6. Legal Implications

6.1 Legal advice has been sought in developing the recommendations and options within this report. Further advice (legal, and from other suitable industry experts) will be sought, with regards to issues such as:

- Establishing the practicalities and obligations of transferring TVH assets into Council ownership;
- Advice on transferring existing tenancies and drafting a Torbay Council tenancy; and

- Ensuring that a suitable 'all risks' system of mandatory compliance is put in place for new and transferring-in homes.
- Entering into Homes England Capital Grant agreements

7. Engagement and Consultation

- 7.1 Engagement has taken place with the Managing Director of the Torbay Economic Development Company / TVH, along with Senior Council Officers with responsibility of establishing housing needs for adult services, children's services and homelessness.
- 7.2 Consultation / engagement has also taken place with Homes England (regarding grant funding), the Regulator for Housing (with regards to process) and Grant Thornton (with regards to legality and accounting treatment).
- 7.3 Costing information has been shared and verified through this consultation.
- 7.4 Cabinet Members and Directors have been fully engaged throughout the development of the options and recommendations within the report.

8. Tackling Climate Change

- 8.1 Energy efficiency is considered within the business cases for all Council led housing developments with strategic direction outlined within the Local Planning Framework.
- 8.2 Scheme with the benefit of planning permission have been designed in a way to meet NDSS and also to have non fossil fuel heating.

9. Other options considered

- 9.1 Consideration was given to continuing to operate TVH as a subsidiary of Torbay Council and to transfer its housing stock within TVH, but it is not believed that this provides any advantage as compared to the proposed option and would result in a higher financial cost to the Council.

10. Associated Risks

- 10.1 The Council will need to bear in mind that holding stock of more than 199 units requires the opening and operation of a new Housing Revenue Account. Many Authorities have been down this route in recent years, and there are advantages in terms of protecting the General Fund, and ring-fencing debt/securing advantageous financial arrangements. However, it is not an immediate risk/concern as Torbay Council will be well-within this threshold for the foreseeable future.

- 10.2 The Right to Buy is often highlighted as a risk for Local Authorities. The reality, however, is that there is protection from Right to Buy in current legislation through what's known as the 'cost floor' which prevents the sale of any home within the first 15 years for less than the cost of provision (whilst generating income throughout this time). There are also strict eligibility requirements, and new council tenants are unlikely to have eligibility for some time. Furthermore, some homes are exempt, including sheltered and some designated older person's housing. Leaseholds properties – by their nature – are also inherently less attractive for someone to purchase, too. The risk is therefore considered small.
- 10.3 With the dissolving of TVH, there will be an immediate loss of expertise which is provided through the existing Board arrangement, which is mitigated by the establishment of new Governance arrangements that satisfy the Regulators requirements and in part by the appointment of the Council's Head of Strategic Housing and Delivery and bringing in house a range of skills and expertise from other staff.

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

	Positive Impact	Negative Impact & Mitigating Actions	Neutral Impact
Older or younger people	the Council will continue to focus on, and influence, specific housing developments such as extra care and care leaver accommodation.		
People with caring Responsibilities			X
People with a disability	the Council will articulate how best to influence housing under the new Head of Strategic Housing and Delivery.		
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)	Consideration will be given as to how the Council can influence the local housing market to increase the delivery of affordable housing (including increasing the volume of social rent housing)		
Public Health impacts (How will your proposal impact on the general health of the population of Torbay)	Consideration will be given as to how the Council can influence the local housing market to increase the delivery of affordable housing (including increasing the volume of social rent housing)		

Meeting: Cabinet **Date:** 5 December 2023

Wards affected: All

Report Title: Developing a resilient future for Oldway

When does the decision need to be implemented? Implementation to follow decision.

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

1. Purpose of Report

- 1.1 To present the outcome of the National Lottery Heritage Fund supported 'Developing resilient future for Oldway' project. The project was supported in 2022 and committed to the development of a masterplan for Oldway Mansion and its grounds.
- 1.2 Oldway Mansion continues to be a valued heritage site for Paignton and the wider area. The completed project provides a masterplan and supporting reports which identify and celebrate the local, regional, and international significance of aspects of the Mansion. The masterplan has been consulted on widely with extensive work by the project team to provide opportunities for the community to shape the recommendations. The submitted masterplan provides the Council with a robust platform to address the conservation challenges at the site and renew Oldway as an important asset.
- 1.3 This report provides an overview of the masterplan, some of the current repair and maintenance issues at the site and makes recommendations in respect of the potential solution for Oldway.

2. Reason for Proposal and its benefits

- 2.1 The reason for the proposal is to ensure that Oldway Mansion and the grounds (Oldway) support renewed pride in place in Paignton and across Torbay and the site contributes to

Torbay's economic growth. Oldway has a rich heritage and an equally rich potential to support heritage, culture and leisure opportunities for Torbay's residents and visitors.

- 2.2 Following Torbay Council's success, with the Oldway Trust and supported by the Friends of Oldway and the Oldway Gardens Group in securing National Lottery Heritage Funding (NLHF), the 'Developing a resilient future for Oldway' project ("the project") has allowed for longer term options to be explored with a Master Plan and conservation management strategy for the Mansion and estate. Over the past 18 months the Council has worked, through the project team, to deliver a range of outcomes resulting in a masterplan that helps to identify a resilient and sustainable future for Oldway. This position could not have been reached without the support of the NLHF nor without the work already undertaken by the community. The resilience project is an essential first step to restore Oldway and give it a new lease of life.
- 2.3 The recent consultation undertaken through the project has affirmed the importance of the site to those who use it along with the wider community of Paignton and Torbay. In addition, the designation of Torbay as a Heritage Place and the development by Torbay's Place Leadership Board of the Torbay Story has also elevated the importance of Torbay's heritage for the place's future. Conclusion of this project comes at a time when Torbay is increasingly focused on how its rich cultural and heritage opportunities can contribute to better outcomes for the community.
- 2.4 To that end the project has submitted a masterplan with an accompanying suite of appendices which set out the extent of the conservation deficit at the site, and the necessary actions to not only safeguard the Mansion and ground, but to help the site contribute to Torbay's renaissance.
- 2.5 The masterplan proposes a vision for "A community-focused health, wellbeing and creative hub within the historic setting of Oldway." Underneath this headline vision the masterplan sets out that Oldway will be a place;
 - To celebrate heritage
 - For communities to come together
 - For creativity and discovery
 - To connect with nature
 - To be active and relax.

The key features of the masterplan are;

- Restoration of the mansion, outbuildings and grounds dealing with the conservation deficit
- Restoration of the gardens with improved access for active engagement
- Sensitive retrofit of the buildings to reduce running costs
- Returning an enhanced registry service to Oldway

- Active family use of the Rotunda
 - Improved car parking and reduced traffic around the Mansion
 - An attractive forecourt to create new gathering and event space
 - High quality apartments on the top floors
- 2.6 The masterplan sets out a compelling case for the Council to begin the task of assembling the funding and progressing what will be a complex project. The masterplan sets out that the anticipated cost to deliver the recommendations it contains, is a forecast cost of £54 million.
- 2.7 The masterplan was not asked to provide a funding strategy to accompany its recommendations, therefore if the recommendations of this report are accepted, an early task will be to determine the funding strategy however it is likely that the Council will want to use its current designations i.e. as a Levelling Up Partnership location, and as a Heritage Place, to explore the potential for co funding from Government.
- 2.8 The consultation carried out for the project identifies a clear desire from the public for the existing gardens and outdoor areas to remain accessible to the public and for a better, deeper celebration of the sites rich heritage. Overall, there is an understanding that the site needs to generate enough income to ensure its future upkeep and to minimise costs to the Council. To do that, this report argues that there is a need for external funding and partnering opportunities to be fully pursued so that the site does not present future costs to the Council. This will require acceptance of some form of private or exclusive use of areas, for instance the upper floors of the Mansion and potentially parts of restored outbuildings, to provide income generating opportunities for the site.
- 2.9 The vision and options set out above were arrived at based on a review of the previous work carried out by DCA, an external consultancy, in 2018, alongside assessment of whether there are opportunities for the Council to take occupation as an office again, creative workspaces, other commercial functions, an exhibition or gallery space or for commercial offices. These options have been largely discounted, the Council's accommodation strategy does not provide for moving staff into other facilities away from the Town Hall and Torhill House. There is insufficient demand for creative workspace at the scale that makes this a viable proposition.
- 2.10 Over the summer there have been informal approaches to the Council from private sector partners, interested to understand the potential for the site and the Council's intentions. It would be sensible to more publicly and formally call for potentially interested parties to come forward to understand what opportunities exist for partnering which may help address some of the cost challenges.
- 2.11 The work set out above is currently assessed at a forecast cost of £54M. This includes allowances for contingencies, risk and inflation (based on BCIS indices). This cost has been developed by the project team through their cost consultants Ravenslade and Coreus who have assessed the conservation deficit, renovation and grounds costs to arrive at this

forecast. It has not been tested with contractors and should not be seen as a definitive figure. It also assumes that the work will be delivered in phases over a period of a decade. On that basis the estimated cost is broken down as follows;

- Phase 1 Restoration £13M
- Phase 2 Rotunda £4M
- Phase 3 Mansion & Garden restoration £35M
- Phase 4 Parking & landscaping £2M

- 2.12 There is also an urgent need for commitment of circa £1M, assessed by TDA's review of the works and aligned to the condition survey carried out through the resilience project to Oldway for works to put in place preventative measures to avoid further degradation of the structure over the coming two winters.
- 2.13 Overall, therefore these are hugely significant costs for any organisation to have to identify and fund. It will not be possible for the Council, acting alone, to resolve the conservation deficit at Oldway and provide a resilient future for the site. There will be a need to work with public and private sector partners to bring in co-investment alongside the Council. The Masterplan suggests that there is potential income of £400-600k per annum. This would support borrowing of around £7M based on a twenty-five year borrowing term on current Public Works Loan Board rates. This level of borrowing is not sufficient to be able to deliver the masterplan and makes clear the full extent of the challenge to deliver the aspirations of the masterplan.
- 2.14 Recognising the importance of the project, and that historically it has been delivered by an external consultant, this report also proposed an alternative way forward for delivery, with the Director of Pride in Place as the initial senior responsible officer (SRO) but with the Divisional Director for Economy, Environment and Infrastructure becoming the SRO and leading a project board which would include;
- Principal Heritage Officer
 - Project Manager
 - Divisional Director for Finance
 - Capital Programme Manager
- 2.15 The project board, following the acceptance of the master plan, will be responsible for the project initiation process. This will result in Oldway being an approved project on the Council's capital programme and will include development of a strategic outline case for the project to help the development of funding bids.
- 2.16 The project board will, in common with all project boards, report monthly to the Capital and Growth Board. It will also make reports to the Oldway Mansion & Grounds Working Party to maintain the connections with community partners and providing the opportunity to ask questions of the project and to Overview & Scrutiny Board, through their review of the capital programme.

3. Recommendation(s) / Proposed Decision

1. That the Cabinet receives the “Developing a resilient future for Oldway” masterplan and its supporting reports and expresses its thanks for the work of the Oldway Mansion and Grounds Working Party and the project team led by Katherine Findlay in the production of the masterplan.
2. That the Director of Pride in Place identifies and prepare bids for external grants, to address the conservation deficit at Oldway Mansion and its grounds.
3. That the Director of Pride Place seek expressions of interest from investors and occupiers, to work with the Council to ascertain the extent to which the vision of the “Developing a resilient future for Oldway” masterplan can be achieved.
4. That the Director of Pride in Place in consultation with the Director of Finance and Cabinet members for Place Development & Economic Growth and Cabinet member for Housing, Finance and Corporate Services identifies funding for an initial programme of repair and maintenance.

Appendices

Appendix 1 – Developing a resilient future for Oldway – masterplan.

Background Documents

None

1. Introduction

- 1.1 The masterplan sets out the scale of the project and recommends key actions to be taken to restore and refurbish Oldway's buildings and gardens and provide a mix of new uses. It draws on a series of key reports that have been undertaken by the project team and are included in the appendices.
- 1.2 The work was carried out as part of 'Developing a Resilient Future for Oldway'. A project funded by the National Lottery Heritage fund (NLHF) and Torbay Council to explore long term options for the whole Oldway estate. Between July 2022 – October 2023, a project team made up of specialist contractors worked with stakeholders and the public to understand the heritage and community value of Oldway, assess the site's condition, and develop a deliverable plan for its restoration and sustainable future use.
- 1.3 The project has given us a much better understanding of the condition of the buildings and gardens, their historical significance and their meaning to local people. The work has identified elements of the site that are of international importance.
- 1.4 The Mansion and other buildings are deteriorating rapidly, because of various factors over the time the Council has vacated the site. Access to the house and other buildings is currently restricted for safety reasons and they need significant investment to repair and reinstate their historic features.
- 1.5 A recent survey of the buildings identified urgent problems, including substantial decay to the roofs, cracking to the Mansion colonnade and rainwater getting into the internal structures. The gardens also need investment to restore their historic detail and planting. As well as the need to repair damage, there are complex challenges to ensure sustainable future uses, including where to locate parking and what interventions are needed to make the Mansion and other buildings energy efficient.
- 1.6 There are both physical and financial challenges, notwithstanding there is a compelling case for investing in Oldway. It has the potential to be a jewel in Torbay's crown, offering a unique heritage destination to tourists and contributing positively to the town's economy. Renewing the asset would be in line with the objectives of the destination management plan, cultural and heritage strategies. Key features of the scheme set out in this masterplan are:
 - *Restored gardens with improved access for active enjoyment*
 - *Enhanced Registry service offering weddings in the restored grand function rooms and garden*
 - *New catering offer and space for heritage and culture on the Mansion ground floor*
 - *High quality apartments on the top floors supporting the long-term upkeep of the site*

- *Active family use for the Rotunda*
- *Improved car parking and reduced traffic around the Mansion*
- *Attractive forecourt to create new gathering and event space*
- *Sensitive retrofit of the buildings to reduce running costs and carbon footprint*

- 1.7 During this project hundreds of local people engaged and gave their views about Oldway and the majority told us that it is important to them. The findings of the stakeholder engagement and public consultation programme, show that there overwhelming support for restoring Oldway, preserving its history and heritage, and giving it new life for future generations.
- 1.8 If Torbay Council adopts the recommendations of this report, the restoration will need to be carried out in phases and could take around 10 years to complete. Early estimates indicate that the total cost to repair, restore and fit out the buildings for new use and restore the gardens, will be in the order of a forecast cost of £54 million. If this is not prioritised, further deterioration is likely to mean that the financial cost of saving Oldway cannot be met.

2. Options under consideration

Option A – Do nothing

- 2.1 A do-nothing option will see the status quo persist with progress towards the vision and objectives set out in 2.4 above limited. There is a cost of doing nothing financially and reputationally. Doing nothing will see pressure on the repair and maintenance budget continue to grow as the site degrades, this is likely to have a short-term financial impact. It is also likely that do nothing would have an impact on the NLHF's willingness to support the Council at other sites. The recent designation of Oldway by Historic England as an at-risk site emphasises the challenges of the site and the importance of the site beyond Torbay.

Option B – Accept the masterplan

- 2.2 The following section "Financial Opportunities and Implications" and paragraphs 2.10 and 2.11 of the main report highlight the financial constraints that successful implementation of the masterplan must overcome. It is likely that the Council will need to phase works over the medium to long term to assemble the required funding to be able to deliver the repairs and renovation of the Mansion and grounds. However, this is only acceptable option if the benefits are to be realised.

3. Financial Opportunities and Implications

- 3.1 The estimated cost of restoration and conversion of the Mansion and grounds is a forecast cost of £54M. Delivery of the masterplan will be a long-term endeavour and will require

investment from the Council and partners in the public and private sectors. The Council will be required to co-invest alongside other funders and will need to identify appropriate sources of funding accordingly.

- 3.2 There is a cost of doing nothing financially and reputationally. Doing nothing will see pressure on the repair and maintenance budget continue to grow as the site degrades, this is likely to have a short-term financial impact. It is also likely that do nothing would have an impact on the NLHF's willingness to support the Council at other sites.
- 3.3 Opportunities will come from the potential funding that will be open to the Council to deliver the vision and from activities that will be enabled by the works.

4. Legal Implications

- 4.1 Should a private partner be identified there will be a requirement for a lease to be drafted and agreed. Indicative terms that the Council will consider will need to be developed linked to the call for proposals referenced in 6.1 below.
- 4.2 The Council will need to consult its insurers throughout the process to ensure that its insurance cover reflects the changing risks as the project develops.

5. Engagement and Consultation

- 5.1 Engagement with stakeholders and the community has been an essential part of the development of the masterplan. Previous engagement included consultation during the development of the Torbay Heritage Strategy; in which Oldway was identified as the top priority for action to protect and reuse, scoring almost double the points of the second highest scoring heritage asset, the Pavilion in Torquay.
- 5.2 In 2018 DCA consultants undertook a series of discussions with local groups and the community to inform the development of a recommendation for the site to be a mixed portfolio of uses with continued public access to the grounds and significant spaces (summarised in more detail in the options appraisal below).
- 5.3 To inform the vision and masterplan the project team engaged with stakeholders to inform understanding of the site and the community's priorities, and to shape the development of the draft vision and masterplan options.
- 5.4 In addition to a public consultation which included events, a project website and online questionnaire stakeholders including Friends of Oldway, Oldway Gardens Group, the bowling clubs, Torbay Civic Society and other groups were engaged.

- 5.5 The consultation resulted in over 1800 responses to the final survey demonstrating the deep connection with the site for people in Torbay. There was overwhelming support for restoring Oldway Mansion and gardens and preserving its history and heritage. There was also strong support for the emerging vision and proposals presented for Oldway's future, and many people voiced their concern that the building should not be allowed to deteriorate further.

6. Purchasing or Hiring of Goods and/or Services

- 6.1 To take forward the recommendations of this report, it is likely that a call for proposals will be issued seeking responses from potential private sector partners to work with the Council. Officers will follow the Council's Financial Regulations and Contracts Procedures in respect to ensure that the Council is compliant with the Public Services Value (Social Value) Act 2012 in consultation with the Director of Finance and the Procurement Team.

7. Tackling Climate Change

- 7.1 No direct implications from the recommendations, the Council will seek to support the objectives of the Climate Emergency Action Plan in delivering the recommendations set out in this report.

8. Associated Risks

- 8.1 The key risk in the short term if the recommendations are not taken forward is reputational harm to the Council. This would be a risk from the community based on the historic deterioration in the condition of the site and the lack of progress hitherto in identifying a clear way forward for the site. The identification of the site as on the Historic England Heritage at Risk Register is a further indication of this risk.
- 8.2 In taking forward the recommendations securing the finances to allow this project to progress will be a challenge and as such presents a risk to delivery. The masterplan itself is part of the mitigation to this risk.
- 8.3 There are ongoing management risks that are associated with the site with its condition requiring ongoing oversight to manage it within available resources. The condition of the interior and exterior of the building requires regular intervention particularly to prevent unauthorised access to the site which creates health and safety and security risks. Bringing the site back into sustainable use will address this. These repair and maintenance costs are also a risk given the overall budget currently available for repair and maintenance across the Council's property estate.

8.4 In line with the Council's programme and project management approach a full risk register will be compiled for this project.

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

	Positive Impact	Negative Impact & Mitigating Actions	Neutral Impact
Older or younger people			No discernible impact anticipated.
People with caring Responsibilities			No discernible impact anticipated.
People with a disability			No discernible impact anticipated.
Women or men			No discernible impact anticipated.
People who are black or from a minority ethnic background (BME) (Please note Gypsies / Roma are within this community)			No discernible impact anticipated.
Religion or belief (including lack of belief)			No discernible impact anticipated.
People who are lesbian, gay or bisexual			No discernible impact anticipated.
People who are transgendered			No discernible impact anticipated.
People who are in a marriage or civil partnership			No discernible impact anticipated.
Women who are pregnant / on maternity leave			No discernible impact anticipated.
Socio-economic impacts (Including impact on child poverty issues and deprivation)			No discernible impact anticipated.
Public Health impacts (How will your proposal impact on the general			No discernible impact anticipated.

health of the population of Torbay)			
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10. Cumulative Council Impact

10.1 None

11. Cumulative Community Impacts

11.1 None

Developing a Resilient Future for Oldway

Masterplan



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Agenda Item 7
Appendix 1

Contents

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2. Introduction
3. Background
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5. Challenges and Opportunities
6. Stakeholder & Community Engagement
7. Concept Options & Options Appraisal
8. Preferred Option
9. Sustainability and Carbon Reduction
10. Delivery strategy/phasing
11. Recommendations/Next Steps

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Technical Reports

- Buildings CMP
- Gardens CMP
- Cost scheme
- Business viability report
- Consultation report
- Policy framework summary
- Governance review
- Retrofit assessment
- Energy modelling report

1. Executive Summary

This masterplan sets out a vision for the restoration and contemporary re-use of Oldway, the magnificent 19th century estate built for sewing machine inventor and entrepreneur Isaac Singer in Paignton. The vision reimagines Oldway as a community-focused health, wellbeing and creative hub within a historic setting. It shows how Oldway can provide a place for local people and visitors to connect with each other, a place for creativity and discovery, a place to connect with nature and a place to be active and relax, all while celebrating the elegance and romance of the Mansion and gardens.

The masterplan clearly sets out the scale of the project and recommends key actions to be taken to restore and refurbish Oldway's buildings and gardens and provide a mix of new uses. It draws on a series of key reports that have been undertaken by the project team and are included in the appendices.

The work was carried out as part of 'Developing a Resilient Future for Oldway', a project funded by the National Lottery Heritage fund (NLHF) and Torbay Council to explore long term options for the whole Oldway estate. Between July 2022 - October 2023, a project team made up of specialist contractors worked with stakeholders and the public to understand the heritage and community value of Oldway, assess the site's condition, and develop a deliverable plan for its restoration and sustainable future use.

The project has given us a much better understanding of the condition of the buildings and gardens, their historical significance and their meaning to local people. Our work has identified elements of the site that are of international importance. We are also grateful to local people who have told us about Oldway's strong and meaningful connection with the community. People got married, and registered births and deaths at Oldway for over 70 years, and several generations of Council staff worked there. The gardens are still well used for informal recreation and leisure activities, including bowling and tennis. Today two volunteer groups, the Friends of Oldway and Oldway Gardens Group, are active on the site, helping to maintain the gardens and running a tearoom.

Despite their historical, architectural and community importance, the Mansion and other buildings are now deteriorating rapidly. Access to the house and other buildings is very restricted for safety reasons and they need very significant investment to repair and reinstate their historic features. A recent survey of the buildings identified urgent problems including substantial decay to the roofs, cracking to the Mansion colonnade and rainwater getting into the internal structures. The gardens also need investment to restore their historic detail and planting. As well as the need to repair damage, there are complex challenges to ensure sustainable future uses, including where to locate parking and what interventions are needed to make the Mansion and other buildings energy efficient.

There is a compelling case for investing in Oldway, despite the challenges. It has the potential to be a jewel in Torbay's crown, recapturing the romance of Torbay's golden age, providing cultural and leisure spaces for local people, offering a unique heritage destination and contributing positively to the town's economy. Key features of the scheme set out in this masterplan are:

- Restored gardens with improved access for active enjoyment
- Enhanced Registry service offering weddings in the restored grand function rooms and garden
- New catering offer and space for heritage and culture on the Mansion ground floor
- High quality apartments on the top floors supporting the long-term upkeep of the site
- Active family use for the Rotunda
- Improved car parking and reduced traffic around the Mansion
- Attractive forecourt to create new gathering and event space
- Sensitive retrofit of the buildings to reduce running costs and carbon footprint

In the course of this project, we spoke to hundreds of local people about Oldway and the majority told us that it is important to them. The findings of our stakeholder engagement and public consultation programme show that there is overwhelming support for restoring Oldway, preserving its history and heritage, and giving it new life for future generations.

If Torbay Council adopts the recommendations of this report, the restoration will need to be carried out in phases and could take around 10 years to complete. Early estimates indicate that the total cost to repair, restore and fit out the buildings for new use and restore the gardens will be in the order of £54 million. If this is not prioritised, further deterioration will mean that the financial cost of saving Oldway increases further.

Summary of key recommendations:

- Oldway is prioritised for a major programme of restoration and reuse.
- The vision and programme set out in this masterplan is adopted by Torbay Council.
- Urgent works are carried out in line with the appended action plan.
- Funding is secured to carry out development and delivery phases over a 10-year period.
- Once restored and reactivated, the site remains in the ownership of Torbay Council with discrete operations run by commercial partners.
- The income generated by the site is used to support its ongoing maintenance and development.

2. Introduction

This masterplan sets out proposals for a self-sustaining future for Oldway Mansion and Gardens. It presents work carried out as part of 'Developing a Resilient Future for Oldway' - a project funded by the National Lottery Heritage fund (NLHF) and Torbay Council to explore long term options for the whole Oldway estate.

The masterplan sets out a vision for Oldway. It pulls together the work of a broad consultant team who have worked with stakeholders and the public to understand the heritage and community value of Oldway, assess the site's condition, and develop a deliverable plan for its restoration and sustainable future use.

The masterplan builds upon previous work undertaken by Torbay Council, including the Torbay Heritage Strategy 2021-2026 and a feasibility study by DCA Consultants (2018).

The report summarises the processes and specialist studies that the consultant team have undertaken and our analysis of the site and its context. It sets out a vision for the future of Oldway Mansion and gardens and makes recommendations for how these proposals can be delivered in phases.

The proposal that is presented enables Oldway to generate sufficient income to be self-sustaining once the site is restored. The masterplan includes costings for the necessary conservation and conversion works but it does not consider in detail how these costs could be funded as this was excluded from the project brief.

The masterplan is informed by a framework of Torbay Council policies that are summarised in the appendices. It draws on and will help to deliver:

- Torbay Local Plan 2012-2030
- Torbay Heritage Strategy 2021-2026
- Paignton Neighbourhood Plan 2019-2030
- Torbay Greenspace Strategy 2005-2026
- Enjoy, Talk, Be, Do Cultural Strategy for Torbay 2014-2024
- English Riviera Destination Management Plan 2022-2030

Consultant Team

The consultant team comprised:

- Katherine Findlay - Project Director
- LHC Design - Masterplanner
- Avalon Planning & Heritage - Oldway Mansion Conservation Management Plan, Rotunda & Banqueting Hall Statement of Significance
- Nicholas Pearson Partnership - Oldway Gardens Conservation Management Plan
- Caroline Taylor Consulting Ltd & Carrie Blogg Heritage Business Consulting - Business Viability & Income Generation Appraisal
- Melinda Humphrey - Evaluation and Consultation Specialist
- Ravenslade - Cost Consultancy
- Coreus - Oldway Mansion Condition Survey
- NDM Heath Ltd - Oldway Mansion Retrofit Assessment
- JS Lewis Ltd - Energy Modelling Report
- Hilary McGowan - Governance Review

Copies of the specialist reports can be found in the appendices to this masterplan.

3. Background & History of Oldway

Oldway Mansion was built for Isaac Singer, inventor of the Singer sewing machine, who came to live in Torbay in 1872. He commissioned the well-known local architect George Soudon Bridgman to design an imposing Victorian mansion on a prominent spot above Paignton which was completed in 1875. Isaac's son Paris Singer set about a radical transformation of his father's house and grounds from 1897 to 1910, which was heavily influenced by the architecture and style of the Palace of Versailles in France, including a reproduction of the Ambassadors' Staircase in place of his father's theatre. Many of the interiors were inspired by French design and it is believed that many of the ornate decorative features were salvaged from French chateaux.

At the outbreak of the First World War Oldway was requisitioned as a war hospital and it was never again to be a family home. After the war the property was transferred to the Paignton and District Land Development Company and by 1923 was used as a country club. Following the end of the Second World War the country club closed and Oldway was purchased by Paignton Urban District Council for use as their offices. The building began its life as an important civic building, playing a more direct role in the lives of successive generations of the community.

The exterior of the house that we see today has been little changed since Paris Singer's time and the pomp and splendour of the flamboyant facades and formal grounds continue to delight onlookers while evoking the past glory of Victorian Torbay. The interiors retain a sense of faded grandeur and some, such as the marble staircase, ballroom and first floor drawing rooms, still convey the impressive luxury and wealth enjoyed by the Singer family. Despite the buildings having lain vacant for a number of years, the gardens and grounds are well used and enjoyed by the local community, and the future of this striking building is a continuing concern for a large number of people.

The Mansion was listed at Grade II* in 1951 (Listing NGR: SX8878461532). The Rotunda and Banqueting House and a number of features within the gardens were also listed at the same time at Grade II.

The gardens are of high historic importance as early twentieth century pleasure grounds for which the design was supplied by the French landscape designer Achille Duchêne. The gardens around Oldway Mansion were entered by Historic England on the Register of Historic Parks and Gardens of Special Historic Interest at Grade II (list entry 1001368) in 1997.

Since Torbay Council moved out of Oldway in 2012 a number of proposals have come forward for the future of the Mansion and its grounds, but these have not progressed. The condition of both the buildings and gardens have deteriorated and they are currently on Historic England's Heritage at Risk register due to their condition and lack of a long-term scheme for their future conservation.



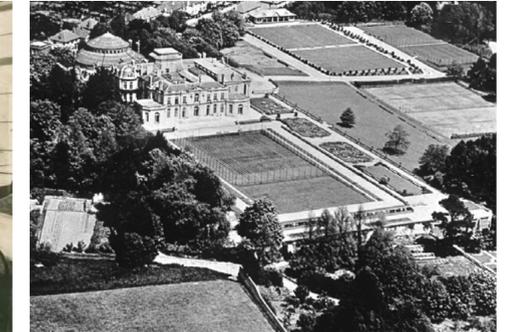
1873 - 1875
Isaac Singer - 'The Wigwam'



1897 - 1914
Paris Singer - Paignton's Versailles



1914 - 1919
The American Women's War Hospital



1919 - 1945
Torbay Country Club



2022 - Ongoing
'Developing a Resilient Future for Oldway'.
Project jointly funded by Torbay Council and NHLF.



2019 - Ongoing
Oldway Gardens Group and the Friends
of Oldway help to care for the site.



2012 - 2018
Options explored for future of
Oldway (including DCA report)



1945 - 2012
Council Offices

4. Context & Site Appraisal

Context Appraisal

Oldway Mansion sits in a central location within Paignton, 850m to the west of Preston Sands and Paignton beach, and 10 minutes' walk north of Paignton town centre.

The town centre is home to a range of shops, businesses and community facilities, including Paignton railway station which provides regular links to nearby towns and the cities of Plymouth and Exeter and other mainline destinations. A number of bus routes providing local connections pass to the immediate north and south of the site.

Paignton sits centrally within the Torbay local authority area, which incorporates the three towns of Torquay, Paignton and Brixham. Referred to as the English Riviera, Torbay has been a holiday destination for generations, with tourists supporting local attractions, businesses and accommodation.

Oldway has potential to be a key heritage destination for the local community and tourists. The site is already visited by small numbers of tourists, many of whom are interested in the Singer family or Oldway's use as a film location. If restored and open to the public Oldway could one of a number of heritage tourism destinations in Torbay. These currently include Torre Abbey, Kents Cavern, Cockington Court, Berry Head, Greenway and a number of other National Trust properties; local heritage attractions such as Paignton Railway, Palace Theatre and Paignton Picture House, and natural attractions such as nearby beaches, the SW Coastal Footpath and the Jurassic Coast.



4. Context & Site Appraisal

Local Context

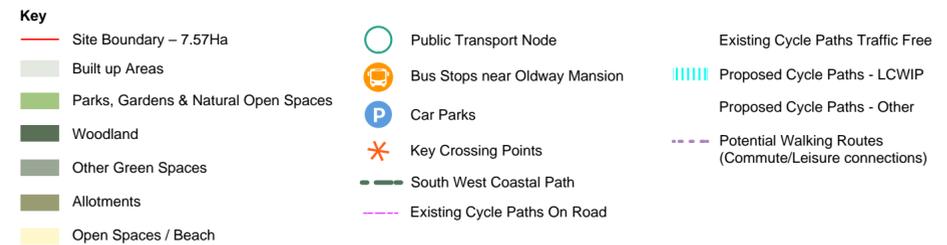
Oldway is located within a predominantly residential area, providing an easily accessible green space for the 30,000 people who live within 20 minutes' walk of the site, as well as the rest of the 140,000 residents in Torbay.

There are a range of more affluent and deprived areas across Torbay, and overall it is within the top 20% most deprived local authority areas nationally. Oldway sits within Preston ward, and is immediately adjacent to neighbouring Clifton with Maidenway and Roundham with Hyde wards. A significant percentage of residents, especially within Roundham and Hyde (which includes Paignton Town Centre), are ranked amongst the 20% most deprived in England in relation to quality of housing, types of accommodation and access to private amenity space. These differences in turn affect quality of life and life expectancy.

Green spaces in Paignton, including Victoria Park, Preston Green and Esplanade, Geo Play Park, Parkfield Torbay and Paignton and Preston Sands, are generally located closer to the sea front, whilst Oldway is located within the heart of a primarily residential area with limited other green spaces.

Oldway therefore provides an important green space for the local community, close to where people live. It offers significant potential to improve the quality of this important function to offer health and wellbeing benefits from community access to a local high quality green space, contact with nature and sport/leisure facilities, all set within a beautiful heritage context.

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4. Context & Site Appraisal

Site Appraisal

Oldway is already an attractive, if down at heel, green space that provides leisure, sporting and community facilities for the local community, and groups from a wider area of south Devon. Existing uses on the site were identified through site visits and our engagement sessions with key stakeholders.

The Oldway Gardens Group and Friends of Oldway generate activity on the site, through volunteers helping to maintain the gardens and operate the tearoom in the ground floor of the Mansion.

Active leisure and sporting uses on the site include the indoor and outdoor bowling clubs and recently improved tennis courts. The tennis courts are hired on an hourly basis for a small fee, and are used by local clubs and schools.

The bowling clubs lease their sites from Torbay Council and provide important community facilities which serve Torbay and the wider area, providing a place for people to meet and socialise. Together the clubs have over 500 members, and host regional and national teams for league games. As there are a limited number of comparable indoor bowling facilities the indoor bowling club serves a wide area, with members travelling to Paignton from the South Hams and Teignbridge.

The wider gardens are well used for informal leisure including family visits, informal play, and dog walking. Popular seasonal trails (Easter, Halloween) are organised by the Gardens Group. The lower terrace and Rockery/Grotto to the south are separated from the main part of the gardens by a level change and are less overlooked – but provide a connection to Oldway Primary School and Torquay Road. The edges of the gardens are more heavily treed and quieter, and allow for connection with nature.

The gardens are also occasionally visited by tour groups (such as German tourists on the Rosalind Pilcher tourist trips) and for wedding photos. Other uses in the gardens include the use of parts of the garden by a number of community groups, i.e. the fenced-in tennis courts for dog training/exercise.

The forecourt between the Mansion and Rotunda, and access roads adjacent to the bowling clubs, are frequently busy with parked cars, both from site users and others taking advantage of the free parking on site. The parking has a negative impact on the historic character of the site and setting of the listed buildings. The site is currently utilised by parents and carers of students at Oldway Primary School at drop off/pick up times which creates busier periods on the site. (Removal of this parking is not considered to be an issue by the school leadership, as the majority of their students live within walking distance of the school.)

At present there is no access to the Mansion or other buildings other than the small tearoom on the ground floor accessed from the east terrace. This is run by existing Friends of Oldway volunteer group, and is regularly used for events such as birthday parties and community group meetings and activities.

There is some antisocial behaviour on the site (notably vandalism of the Mansion and other listed buildings and structures). This is exacerbated by a lack of activity and presence of people on site in the evenings, but the activity of the volunteer groups and bowling clubs help to reduce these issues.

Little Oldway Care Home, located to the west of the Mansion, is in private ownership and is accessed through forecourt and Porte St Antoine Arch.



4. Context & Site Appraisal

Access & Circulation

The primary site access for vehicles and pedestrians is from Torquay Road on the eastern boundary. A secondary vehicular access is located off Oldway Road on the northern edge of the site. There is an historic vehicular access in the NW corner of the site serving Little Oldway which is no longer accessible to vehicles due to limited visibility at the connection with Oldway Road. There are a number of pedestrian access points around the site perimeter which can be seen on the plan opposite. Some of these paths are steeply ramped and unsurfaced.

Within the site there are many circulation routes, with a variety of opportunities to take different paths, including an informal perimeter route. A number of the routes within the site have stepped access points as highlighted on the plan opposite.

Currently the forecourt to the Mansion is utilised as an unpaid parking area, by users of the Oldway site, and the nearby Oldway Primary School at drop off/pick up times. The forecourt area currently accommodates 98 parking spaces including 4 disabled spaces. There are 44 additional spaces within the vehicular routes off the main access drive which are currently utilised by the general public along with serving the indoor and outdoor bowling clubs.



4. Context & Site Appraisal

Heritage Conservation Management Plans

Oldway Mansion is an important Grade II* building, and the Rotunda and Banqueting House and a number of features within the gardens are also listed at Grade II. The gardens around Oldway Mansion are recorded on the Register of Historic Parks and Gardens of Special Historic Interest at Grade II.

Although the collection of buildings and the gardens have fallen into a state of disrepair it is essential that the masterplan retains and enhances Oldway's heritage assets and unlocks the value of these to enable the sustainable future management and use.

Heritage consultants, Avalon Heritage and Planning and Nicholas Pearson Partnership, have worked closely with the project team to develop the masterplan. Their Conservation Management Plans (CMPs) have been used to inform the development of masterplan proposals, and the key findings of the CMPs are summarised over the following pages.



Site Appraisal - Heritage Assets



Mansion and parterres



Rotunda



Aerial image of the Banqueting Hall and Towers, Rotunda and Mansion



Marble Staircase



Western elevation of the Mansion



Triumphal Arch

4. Context & Site Appraisal

Oldway Gardens (Registered Park and Garden)

Nicholas Pearson Partnership's CMP ensures that the masterplan is built upon an understanding of the value and significance of the gardens, prioritises the retention and restoration of their important heritage features, and that future uses are consistent with the historic character of the gardens. The CMP sets out the history, significance and condition of the gardens and grounds at Oldway, and advises on their future management and conservation.

Statement of Significance

Oldway gardens are recognised as having significant value as:

- The setting of the outstanding Grade II* listed building, Oldway Mansion, and the Grade II listed Rotunda and Banqueting House, the core feature of which is considered here to be of outstanding interest; together with a group of associated grade II listed structures, including garden terrace walls, statuary and a grotto.
- A Grade II Registered Park and Garden, the grounds are of national importance, primarily significant as a largely intact, distinctive and well-documented early twentieth century landscape, principally designed by the internationally important landscape architect Achille Duchêne, and by Frederick Meyer of Robert Veitch and Son, Exeter.
- A busy public park which also has significant communal value and is highly appreciated by local communities. It is partly maintained by an active voluntary gardens group, and includes two bowls club (outdoor and indoor), tennis courts for hire, and provide an attractive and welcoming open space for socialising, dog walking, fresh air, informal exercise and use by local schools.

The CMP also identifies a number of issues which need to be addressed:

- The registered gardens are on Historic England's Heritage at risk register due to a generally unsatisfactory condition with major localised problems and no long-term plan.
- All the major buildings on the property, for which the gardens provide the core essential setting, are in very poor condition and disused. All are fenced off, to protect visitors, and impact on the aesthetic significance and character of the gardens as a whole.
- Designated and curtilage listed structures within the gardens appear to need minor repairs, maintenance and care to bring these up to a standard which reflects the significance, status and high levels of use of the gardens. The grotto is at particular risk, with structural issues, fenced off and overgrown, and the associated rockery pond is partly drawn down, or leaking, or lacking an adequate water supply.
- Uncontrolled car parking and poor quality surfacing impacts on the setting of the major listed structures and also on the aesthetic significance of the gardens as a whole. There is no space or capacity on site to create a car park suitable for existing and proposed new uses without impact on one or other feature of significance.
- Three fenced off areas of former lawn tennis courts impact on the openness and visual quality of the parkland areas. Former tennis courts on the south lawn were removed after 1946, but the historic layout of the lawn has yet to be fully restored.
- Little Oldway appears to be in good structural condition, but has been sold off and recent works impact on the visual quality of the adjacent pathways. Little Oldway retains vehicular rights of way to both the north and east drives, across the centre of the park and Mansion forecourt.

- Visually intrusive CCTV signage and street-style lighting impacts on several of the key designed views of the gardens and listed structures. There is no effective interpretation or welcome to garden visitors beyond the garden volunteers' tea kiosk.
- Although several key pieces of statuary were removed from Oldway by the previous owners, leaving three major blank plinths, those that remain are especially distinctive but vulnerable to damage.
- The east terrace parterres are overdue for restoration and reinvigoration, last replanted in the 1960s.
- There are no public lavatories for visitors outside the part time café in the Mansion basement.
- The effects of climate change on the gardens are unlikely to be entirely predictable other than increasing droughts. Windblown trees can cause a significant loss of historic structures. Indirect effects are likely to be at least as significant, especially increased potential for plant diseases and pests.
- The gardens are particularly vulnerable to changes in views and setting through adjacent development and tree and shrub growth impacting upon the designed views.
- The gardens do not have any source of regular income to support their upkeep, other than through the efforts of the gardens group. Increases in the level of income and expenditure are needed to ensure that the gardens have the resources needed to reverse the decadelong decline in its long-term sustainability.
- The formal garden wide steps and the occasional slopes and rough surfacing of some gravel paths will discourage some visitors with disabilities in some parts of the gardens.



Site Appraisal - Sensitivity

- Key**
- Site Boundary (7.57ha)
 - A. Highest sensitivity, capacity only for repair and restoration.
 - B. Medium sensitivity, capacity for restoration and enhancement, excluding development.
 - C. Capacity for change in design at ground/shrub level and restoration, including subsidiary functional uses.
 - D. Capacity for change including built development subject to retention of significant fabric and designed views.

4. Context & Site Appraisal

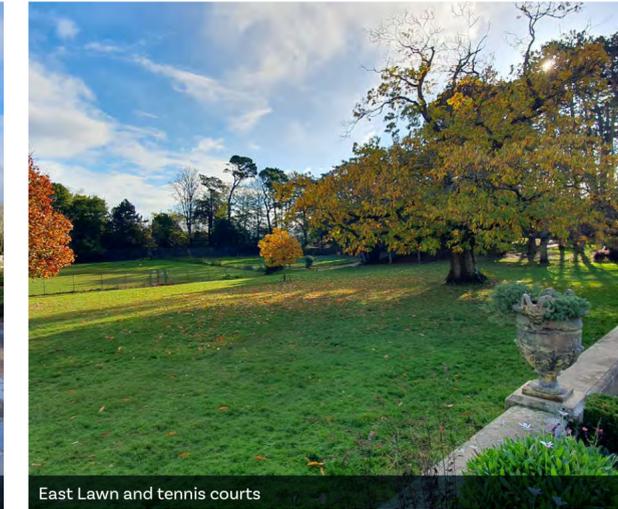
To address these issues, the Conservation Management Plan sets out a number of proposals which are incorporated into the Masterplan:

- Consult on the masterplan and Conservation Management Plans for the Mansion and gardens prior to their adoption by Torbay Council as a long-term plan.
- Establish a restoration and maintenance regime for built garden structures which includes an annual programme of decoration and cleaning works, supported by a quinquennial inspection regime.
- Restoration and improvements to the gardens to repair the historic fabric and support existing and new community uses and income generation.
- Restore and then maintain key garden areas including the south lawn, parterres and rockery, coordinated by a professional head gardener and skills training to support the Gardens Volunteer Group.
- Continue to carry out annual tree safety inspections and monitoring.
- Oldway's tree belts and clumps need thinning, accompanied by a programme of pruning and replanting, in response to the preceding decade when garden maintenance has been reduced. It is proposed that about 20% of the gardens are addressed each year, with phasing prioritised by urgency, and avoiding work in an adjoining area the following year. Plans would need to be put in place for access diversions, protected species checks, carbon sequestration including replanting, and public engagement.

- Thinning will aim to remove dead, dying and diseased trees of low or no significance; improve growing conditions for retained trees and understorey shrubs; develop a more open and uneven canopy better suited to a woodland garden, and more resistance to storm damage; improve the age and structural diversity of the garden; and reveal the next generation of specimen trees. Adopt Forestry Commission and APHA advice on sanitation and biosecurity as a precautionary measure.
- Seek to manage land and buildings in ownership so as to protect and restore the garden's setting and views. Seek funding to prepare a setting study for the Registered Park and Garden. This plan identifies the capacity for change within the garden, including the very limited scope for essential visitor and park user facilities.
- Car parking should be rationalised to reduce the impact of vehicles. A number of car park options have been considered, but only the proposed temporary car park (south of the tennis courts) and longer term permanent option (the Indoor Bowls Club site) have any substantial capacity for visitor parking.
- Accessibility within the gardens could be improved by a series of measures including shrub pruning; repair and annual maintenance of bound gravel pathways; restoration, resurfacing and re-creation of gravel paths at six locations around the garden which would increase the choice of circulation routes for all from one major and two minor circuits to four major circuits, with multiple optional routes.
- Provision of interpretation for new generations of garden visitors, focussing, for example, on the striking historic photographic evidence for the garden design, and its use in the First World War as a hospital.
- A review of existing and potential activities should be prepared, linked to policies for volunteering, events, learning, training, interpretation and engagement in the gardens.
- Seek to support the integration of informal play along the outer circuit paths, but also to seek an all-weather indoor leisure/play use for the Rotunda.
- Develop a viable costed plan to justify the additional maintenance and management costs needed to bring the gardens into a sustainable condition, by reference to benchmarking with other gardens; the benefits to new users of the core buildings, car parking and other receipts; and the essential works needed to maintain the garden.
- Adopt clear policies for sustainability, biodiversity and climate change; and also for new art and memorials.



Parterres on the East Terrace



East Lawn and tennis courts



East Terrace



Rotunda and Mansion



Perimeter Woodland



Pond, grotto and rockery

4. Context & Site Appraisal

Oldway Mansion (Grade II*)

Avalon Heritage and Planning prepared the Conservation Management Plan and Condition Survey for Oldway Mansion. They worked closely with the rest of the project team to inform the development the concept options and ensure proposals for restoration and future uses were consistent with the heritage importance of Oldway Mansion, and the other historic buildings on the site.

The CMP also sets out clear management objectives and policies to guide the restoration and ongoing management of the site.

Significance Diagrams

A series of floorplans and elevations identify the relative significance of the Mansion and have been used to inform the proposals for the Mansion. These are split into Interiors and Building Fabric, to help identify which interior spaces are of most significance, and which are less sensitive and have capacity for change.

Statement of Significance

Oldway Mansion is an extravagant late Victorian villa, built by American entrepreneur Isaac Singer and remodelled on a monumental scale by his son Paris. Set within the suburb of Paignton the building remains a surprising and prominent reminder of the town's former status as an internationally fashionable resort. The pomp and splendour of the flamboyant facades continue to delight onlookers, and within, there is a sense of faded grandeur, the interiors, such as the marble staircase, ballroom and first floor drawing rooms, continuing to invoke the luxury and wealth enjoyed by the Singer family.

Architecturally, the building presents an ensemble of international precedents rather than a coherent whole; the elevations, those to the south and east modelled on the Trianon Estate and Versailles and Hotel de Crillon in Paris, provide a series of theatrical backdrops to the surrounding formal gardens by renowned French landscape designer Achille Duchêne. Internally the main stage-set is the massive stair hall, modelled on the Ambassador's stair at Versailles, complemented by the adjoining entertaining spaces, the ballroom and hall of mirrors. Although of impressive scale and ambition, the building's facadism is visible in its superficial construction quality, with decorative elements laid over concrete construction. It represents an unaccomplished and unfinished plan, the west range having never been completed to Paris' vision. The surviving elevation now provides an important sense of Isaac Singer's 'Wigwam' and contributes to group value with the Rotunda and banquetting hall complex. Notwithstanding the architectural elements of international significance and its international connections, the building is primarily of high regional significance which is reflected in its Grade II* status.

The principal spaces, and the architecture more generally, reveal the Singer family's love of theatre and dance, and Paris' interests as a trained architect. It shows their tastes and wealth as members of an international elite, including deep connections with French society and fashion via Isaac Singer's extended family. Isadora Duncan's presence at Oldway is an important connection to the history of modern dance; her pioneering spirit is deserving of celebration and recognition as part of the significance of the site.

Oldway has very strong communal value, a direct result of its history but also is position in a designed landscape which is now in use as a public park. Through entertainment, the Singers used their home to embed themselves in the local community from the outset, the now lost private theatre, the ballroom,

Rotunda and Banqueting House having been designed to be enjoyed by the people of Paignton and beyond. Elements of permanent public use began from 1929 when the Mansion was converted to use as Torbay Country Club, but the building's longest-standing use over the 20th and 21st centuries has been civic. Many residents and visitors remember working in the building, or getting married in what was, for a number of years, the second most popular wedding venue in the country.

The use of Oldway as an American War Hospital adds another layer of international interest to Oldway. The donation of Oldway by Paris Singer to the war effort was associated with his interest in hospital design. The involvement of important women with the American Women's War Relief Fund, such as Lady Randolph Churchill, Dame Louise Margaret Leila Wemyss, Lady Paget and future First Lady, Lou Hoover, is particularly significant and worthy of recognition.

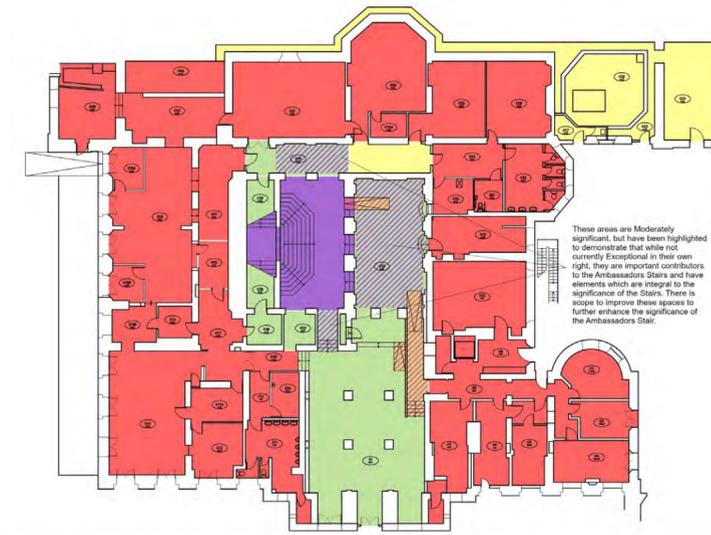
Loss is a re-occurring theme at Oldway, the loss of knowledge and information over time means we know almost nothing about the interiors of Isaac's "Wigwam" and what Paris retained, remodelled or completely redesigned. The multiple uses of Oldway since the First World War have led to the loss of many of Paris Singer's decorative schemes and the current condition obscures our understanding of the history of the site and its significance. However, the building is rich in evidential value and has the potential to reveal much more about its development. Further high-quality research and physical investigations of the building will only add to our knowledge of Oldway.

Significance Diagrams - See Mansion Conservation Management Plan Report for full information >

KEY

- Exceptional
- Considerable
- Moderate
- Some
- Neutral/Negligible
- Detrimental

Not to scale



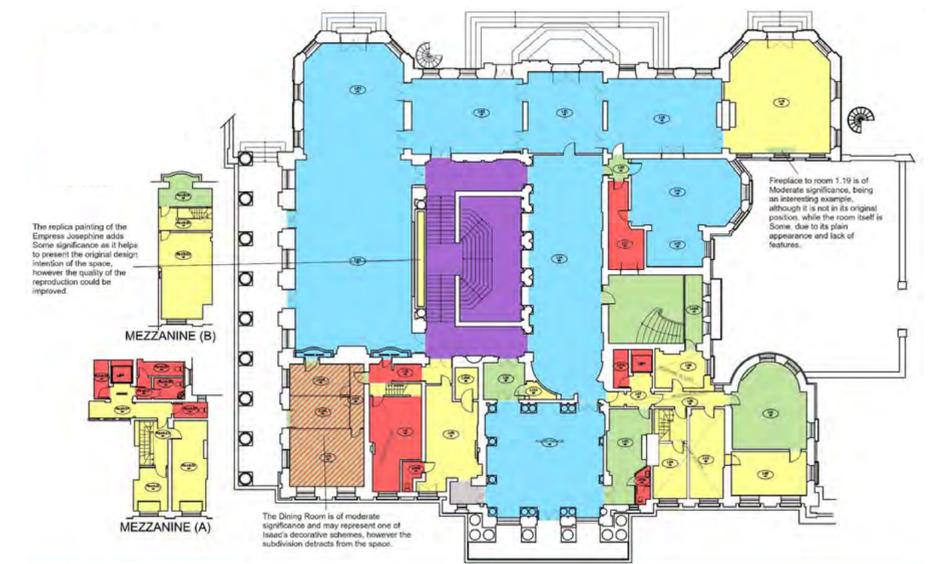
Oldway Mansion

Significance Diagram - Ground Floor (Interiors)



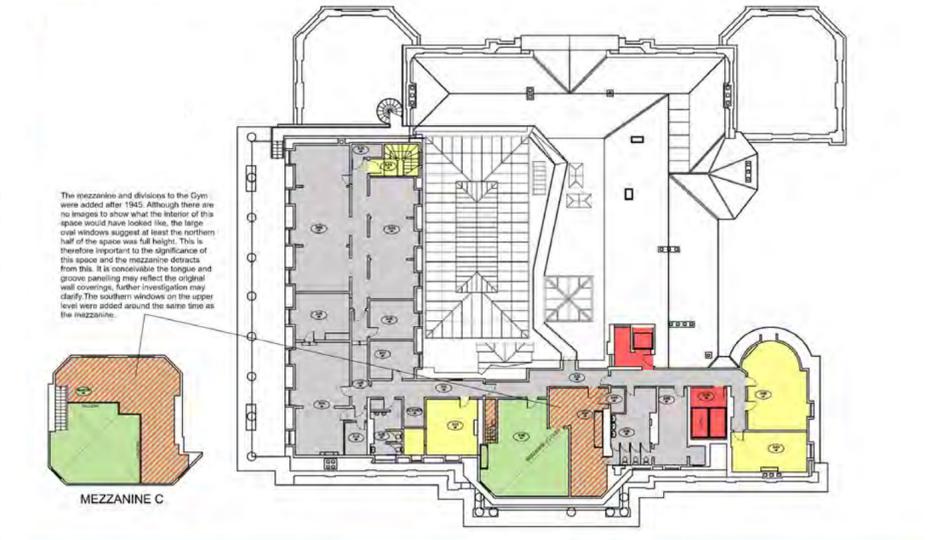
Oldway Mansion

Significance Diagram - Second Floor (Interiors)



Oldway Mansion

Significance Diagram - First Floor (Interiors)



Oldway Mansion

Significance Diagram - Third Floor (Interiors)

4. Context & Site Appraisal

Rotunda, Banqueting House, and East & West Towers (Grade II)

A separate Statement of Significance has been prepared to enable the Project Team to understand the special interest of the Grade II listed Banqueting Hall, Towers and Rotunda. Along with the full condition survey of the Mansion, an external condition assessment of the Rotunda and Banqueting Hall was also carried out, to understand the state of the buildings and likely cost of repair.

The Rotunda and Banqueting Hall lie on the opposite side of the current car park to the north of the Mansion. They were originally joined to the main house via a very large and elaborate glasshouse which was demolished around 1904. They are now linked to the Mansion by a triumphal arch which was built by Paris to provide an impressive arrival into the front courtyard.

They have historic interest as survivals of Isaac's original concept for Oldway which tangibly illustrate his character - his tastes, wealth, social ambition and vision. The group has townscape value, but also demonstrate Bridgman's ingenuity and imagination.

Architecturally they are interesting examples of work by local architect George Soudon Bridgman, and the Rotunda, an English 'cirque', is a particularly unusual typology in a national context, a likely imported design inspired by the Parisian, and possibly American precedents with which Singer was familiar.

The Rotunda was the first of Isaac's new buildings to be completed (in December 1873) and was originally connected to the Mansion by a large glass pavilion. The Rotunda was designed to house his collection of carriages and horses as well as to work as an entertainment space for large parties, two of Isaac's great passions.

The Rotunda, as the name suggests, is a large circular red brick building with a conical slate roof topped with an oversized lantern forming the roof of the main internal hall. Tiled details similar to that on the original Mansion façades (which can still be seen on the west elevation) can be seen between the ground and first floor windows and detailing is in a contrasting grey/buff brick and stone.

The Banqueting Hall spurs off to the west of the Rotunda, positioned parallel to Oldway Road. It is a two-storey linear range, with two taller square towers at each end, all constructed of red brick. The roof of the western tower is a curved conical roof, while the eastern tower is finished with a simpler and much shallower pyramidal structure. The remains of the magnificent glass pavilion and conservatories sit behind the triumphal arch wall against the south side of the Banqueting Hall and consists of a small section of cast ironwork columns and arches.

To the rear (north) side of the Rotunda is a small single storey building, known as the Kennels, but which were originally noted as a washing shed, shoeing shed and forging shed. A detailed description of each of these buildings is provided in the accompanying gazetteer.

The buildings are in a dilapidated state following years of vacant use, lead theft and vandalism and structural issues caused by the construction of the squash courts which were added to the rear of the Rotunda in the 1930s and removed in 2020.

Significance Diagrams

Floorplans have been used to identify the relative significance of these buildings and have been used to inform the emerging proposals for site. The diagrams are split into interiors and building fabric, to help identify which interior spaces are of most significance, and which are less sensitive and have capacity for change.

Statement of Significance

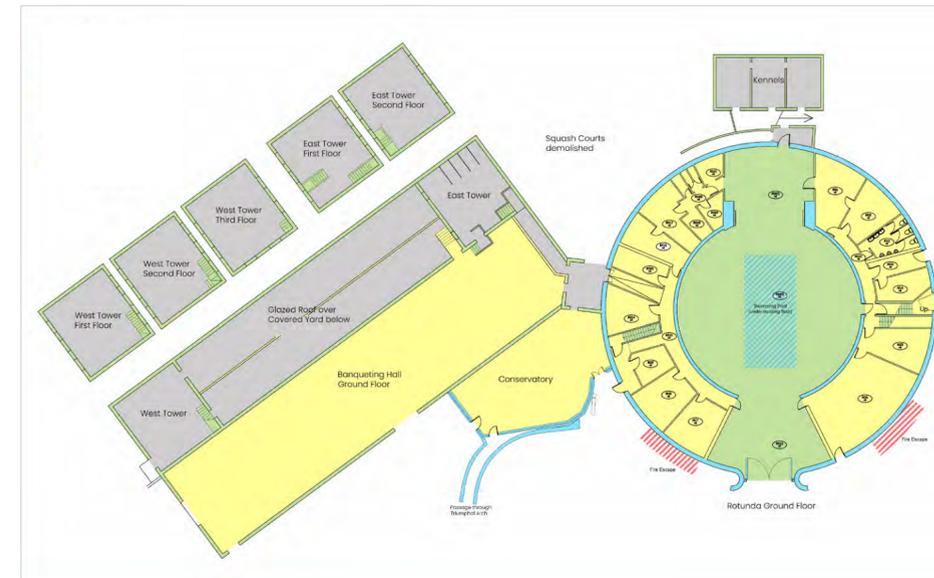
The Rotunda and Banqueting Hall form part of the spectacle of the estate as a whole. They are representative of Isaac Singer's flamboyant and singular vision for Oldway. The faded glamour of the Rotunda and Banqueting Hall continue to intrigue onlookers and the interiors retain a sense of their original grand scale and function, continuing to invoke the luxury and wealth enjoyed by the Singer family.

Architecturally, the buildings are representative of international influences as diverse as the Cirque D'Hiver in Paris and Round Barns of the United States. The Banqueting Hall, while on first glance, is of less architectural interest than the Rotunda, its significance has been partially obscured by the loss of the Conservatories. It is now difficult to appreciate how the whole complex was experienced both functionally and aesthetically, with its whimsical silhouette and theatrical elevations. The Rotunda and Banqueting Hall, along with the surviving west elevation of the Mansion now provides an important sense of Isaac Singer's 'Wigwam' as a whole and are of considerable importance. The Rotunda and Banqueting House represent an integral part of the overall complex of the estate, forming an ancillary function intrinsically linked to the Mansion in form, function, location and appearance.

The principal spaces are relatively intact and notwithstanding their current condition, their significance could be easily enhanced through removal of modern interventions such as the acoustic material in the Rotunda hall. The historic function of the spaces and the architecture more generally, reveal the Singer family's love of horses, carriages and entertainment. It is also representative of their international connections and former lives in Paris and the United States.

The Banqueting Hall and Rotunda contribute to the historic and communal values associated with the site as a whole. Through entertainment, the Singers used their home to embed themselves in the local community from the outset, the now lost private theatre, the ballroom, Rotunda and Banqueting House having been designed to be enjoyed by the people of Paignton and beyond. Elements of permanent public use began from 1929 when the Mansion was converted to use as Torbay Country Club, but the building's longest-standing use over the 20th and 21st centuries has been civic.

The multiple uses of the Banqueting Hall and Rotunda since the First World War have led to the loss of decorative and functional features as well as obscuring our understanding of the development of the buildings. However, the buildings are rich in evidential value and have the potential to reveal much more about their development



Oldway -Rotunda & Banqueting House

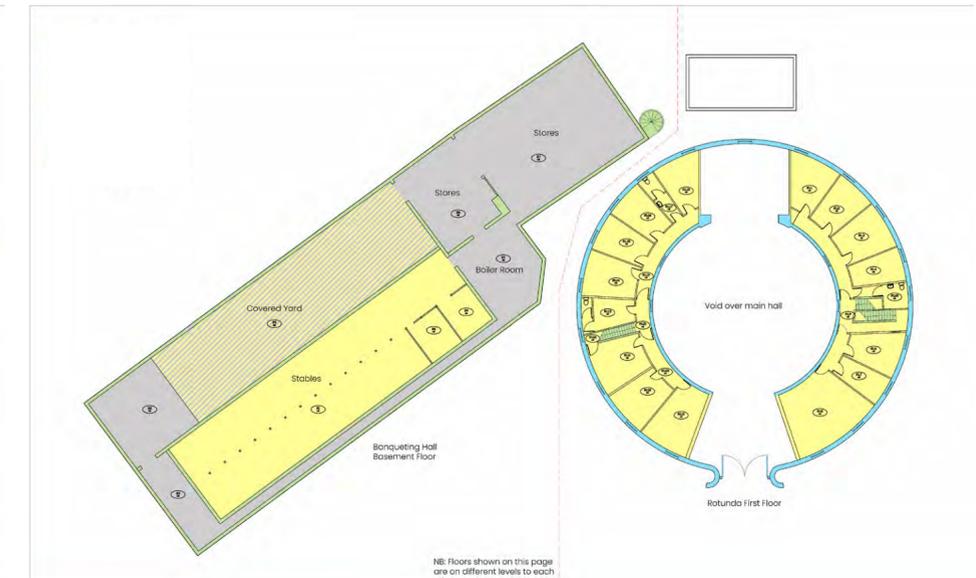
Significance Diagram - Ground Floor Plan

Significance Diagrams

KEY

- Exceptional
- Some
- Considerable
- Neutral/Negligible
- Moderate
- Detrimental

Not to scale



Oldway -Rotunda & Banqueting House

Significance Diagram - Rotunda First Floor Plan & Banqueting Hall Basement Plan

5. Challenges and Opportunities - The Case for Oldway

Bringing Oldway back to life will require substantial effort and financial investment. The delivery of a financially viable masterplan for Oldway must address a number of significant challenges:

- Oldway's buildings and gardens are historically important and protected
- The buildings are very large, complex and in poor condition and immediate action is needed to stabilise the buildings if they are to be saved
- The buildings must be modernised to be more energy efficient and sustainable, and to reduce their long term running costs
- The gardens need significant investment to repair and reinstate historic features and refurbish the planting, and a long term management to ensure their future survival and enable climate change adaptation and mitigation
- The cost of the project will require significant investment and funding and Torbay Council cannot fund the project on its own. Suitable support through grant funding and other investment is required to fund restoration and conversion of the buildings and gardens.
- Funding applications take a long time to prepare and will require up front investment to develop.
- This is a long term project - any plan for Oldway could take around 10 years to deliver
- Future uses and activities at Oldway need to generate income to pay to maintain it in the future

Despite these challenges there is a strong case for putting this level of investment into a single site. In recent years, research around the UK and in Torbay has shown that the potential benefits fall into three main categories: the local economy, health and wellbeing and pride in place.

Local economy

The area surrounding Oldway includes some of the most deprived communities in South West England. There is clear evidence that the reuse of heritage assets can be a source of regional regeneration and competitive advantage, acting as a compelling pull factor for firms relocating to an area.

The restoration and reuse of Oldway has the potential to create jobs through employment on the site itself, through boosting demand in the tourism and wedding sectors and through generally improving the attractiveness of Paignton as a place for business.

Heritage Works, a 2017 toolkit researched by Deloitte concludes: 'There is a strong economic case for regenerating historic buildings. The benefits relate not only to the individual building, but also to the wider area and community... The impact of successful schemes is felt beyond the boundaries of the heritage asset itself and can boost the economy of the whole area.'

Health and wellbeing

Oldway provides a freely accessible historic park that has the potential to bring a range of health and wellbeing benefits to local residents.

Torbay has significant health vulnerabilities, with wards bordering Oldway particularly affected. In Roundham with Hyde, women live on average for 3.4 years less than in England as a whole, while the figure for men is 5.5 years. Issues of particular concern include obesity, mental ill health, suicide and self-harm. 1 in 3 Torbay residents is expected to be over 65 by the middle of the next decade.

Research by the UK government and universities has found that access to green space has a profoundly positive impact on health and wellbeing and reduces demand on health services. Heritage sites have also been shown to provide healing spaces

and activities for people living with particular conditions, such as dementia and post-traumatic stress disorder (PTSD).

The population of the four wards that surround Oldway is approximately 35,200, with the vast majority living within a 20-minute walk (1600m) of the site. Largely thanks to the garden and tearoom volunteers, residents already enjoy use of the grounds for contact with nature, play, socialising and exercise. There is potential to extend Oldway's health and wellbeing benefits to many more people by creating a high quality, welcoming environment and expanding the range of activities available.

Pride in Place

Oldway is very important to many local people. In 2020, residents were asked which heritage site in the Bay should be prioritised for action. Oldway was by far the most highly rated. In 2023, the public survey for this masterplan received the largest response to a Torbay Council consultation in recent years.

Heritage sites are known to support social cohesion, provide opportunities for collective activity and enhance quality of life. Research consistently demonstrates that people have deep emotional connections to historic places and that restoring them increases pride in local areas.

The relationship between Oldway and local primary schools presents a valuable opportunity to extend this pride to younger generations. In 2018, Historic England found that learning about local heritage significantly improved pupils' sense of place and belonging.

The consultation report appended to this masterplan concludes that there is overwhelming support for the restoration of Oldway as both a historic site and a community asset. The responses underline its centrality to local people's ideas of what makes the area special.



Images showing current condition of buildings



6. Stakeholder and Community Engagement

Engagement with stakeholders and the community has been an essential part of the development of the masterplan, building upon previous work undertaken by Torbay Council.

Previous engagement included consultation during the development of the Torbay Heritage Strategy; in which Oldway was identified as the top priority for action to protect and reuse, scoring almost double the points of the second highest scoring heritage asset, the Pavilion in Torquay.

In 2018 DCA consultants undertook a series of discussions with local groups and the community to inform the development of a recommendation for the site to be a mixed portfolio of uses with continued public access to the grounds and significant spaces (summarised in more detail in the options appraisal below).

To inform the vision and masterplan we engaged with stakeholders to inform our understanding of the site and the community's priorities, and to shape the development of the draft vision and masterplan options.

Full details of the consultation and engagement process are set out in the Consultation and Engagement Report, July 2023, and a summary of the key workshops, meeting and events and how they informed the development of the proposals and selection of preferred options is set out below.

Stakeholder Engagement

Key stakeholders, including the Friends of Oldway, Oldway Gardens Group, the Country and Indoor Bowling Clubs, Torbay Civic Society and other local heritage, business and arts groups, were invited to 3 sessions to inform the Project Team's understanding of the site and help to shape the vision and development of concept options. The sessions focused on the following areas:

- *Understanding of the site (including current activities and uses, key issues, potential future uses)*

- *Opportunities & constraints and development of vision*
- *Vision and options workshop*

Options Development

Alongside stakeholder workshops the project team worked with council officers (including heads of service and senior officers in HR, Culture & Events, Sports, Public Health, Planning, Registry, Corporate Services and Governance Support) and local experts and specific stakeholders (such as estate agents and Oldway Primary School) to inform our understanding of the potential uses for the site and specific constraints and opportunities.

The project team also investigated similar heritage led regeneration projects across the UK. We visited sites and spoke with staff to inform our consideration of options and approach to uses and management of Oldway. These included:

- *Haigh Hall, Wigan*
- *Arbuthnott House, Aberdeenshire*
- *Grand Pavilion, Porthcawl*
- *Birnbeck Pier and Tropicana, Weston-Super-Mare*
- *Shrewsbury Flax Mill Maltings*
- *Newton's Place, Newton Abbot*
- *Durlston Country Park, Dorset*
- *Delapré Abbey, Northamptonshire*
- *Ordsall Hall, Manchester*
- *Insole Court, Cardiff*

Public Consultation

The draft vision and concept options were presented to the public through a series of events and a project website and online questionnaire in June 2023. The consultation included opportunities to meet with the Project Team on site and at the Torbay Airshow (on Paignton Green).

The public consultation was successful in reaching a high number of people, with over 1,800 responding to the final survey. Through this survey, as well as face-to-face discussions during the consultation process, the public clearly demonstrated their connection with Oldway - with many people having direct relationships with Oldway through its former function as a Registry Office, working in the building, attending dances or events, or simply enjoying the gardens.

There was overwhelming support for restoring Oldway Mansion and gardens and preserving its history and heritage. There was also strong support for the emerging vision and proposals presented for Oldway's future, and many people voiced their concern that the building should not be allowed to deteriorate further.

The most favoured proposals were the ones that provide community access and public events/activities in the Mansion and grounds. This includes weddings, cultural events, festivals, outdoor cinema, theatre, sports, and spaces for local groups. Providing green and open spaces for recreation, relaxation, dog walking, and nature/wildlife is highly valued. The public want the existing gardens and outdoor areas to remain freely accessible to the public, and for the site's rich heritage to be celebrated.

Overall there was an understanding that the site had to generate enough income to ensure its future upkeep and minimise future costs to Torbay Council. Some options that generate revenue to maintain the site have been supported, such as, a cafe, and private functions like weddings and renting spaces to local businesses. However, some people were against any or too much private

or exclusive use. There is mixed opinion on using the upper floors of the Mansion for residential spaces, or holiday accommodation and council offices. Some saw these uses as beneficial for income and security, others wanted the site to remain fully accessible to the public.

In summary, the community favoured the proposals for a mixed-use site that balances public and community access with commercial elements to provide funding and upkeep. There is support for the Mansion and grounds to engage both locals and visitors. Restoring Oldway's heritage and providing public community spaces are priorities, along with carefully selected commercial uses to sustain it.



Stakeholder Workshop 1



Onsite Consultation Day



Onsite Consultation Day



Torbay Air Show

7. Vision

A community-focused health, wellbeing and creative hub within the historic setting of Oldway.

A place to celebrate Oldway’s heritage

The distinctive heritage of the Mansion and gardens will be celebrated and made accessible to both the local community and visitors to Torbay. Oldway Mansion and its associated buildings will be restored and brought into sustainable and resilient uses that celebrate the elegance and romance of Oldway and secure the long-term viable future of the site.

A place for communities to come together

Oldway will continue to be valued for both its historic significance and its connections to individuals and families across Torbay. It will provide a range of inclusive and accessible activities and will be reinstated as a beautiful venue for weddings and other events. There will be opportunities for volunteers to work in partnership with Torbay Council to care for the buildings and gardens and maximise the benefits of the site to the local community.

A place for creativity and discovery

Oldway will be a hub for creative events and activities. The Mansion will provide creative spaces and space for exhibition and events. The gardens will be a venue for formal and informal activities.

A place to connect with nature

Oldway’s historic gardens, trees, wildlife and views will be celebrated and conserved for the benefit of the community. Oldway will provide opportunities for everyone to enjoy and connect with nature.

A place to be active and relax

Oldway will provide a diverse range of formal and informal leisure and recreation activities that enhance health and wellbeing and facilitate community connections. Bowls and tennis courts will be supplemented with additional sport, leisure and play facilities.



8. Concept Options Appraisal

Following initial stakeholder and public consultation on the vision and potential uses for Oldway Mansion, a 'long list' of concept options were developed. Initial focusing on the Mansion, the other buildings and synchronicity with the wider use and activities in the gardens were also considered. The optioneering and appraisal took into account the outcomes of previous strategies and research, including the Torbay Heritage Strategy (2021-26) and DCA Consultants report (2018), which are summarised in the box below.

The concept options were developed with consideration of both potential funding and long-term revenue generation, along with how appropriate uses are with the immediate site context, along with the wider offer of heritage and tourism facilities within Torbay.

These options included:

- Leave as current
- Council use (office and meeting spaces)
- Residential (leasehold)
- Residential (rental)
- Short stay visitor accommodation
- Creative studios/workspace
- Void space – 2nd and/or 3rd floor
- Registry service
- Commercial functions/events (including weddings)
- Catering
- Gallery/exhibition
- Commercial/office space
- Filming location

The capacity of the Mansion to accommodate these potential uses were tested through a series of sketch designs which are illustrated below.

These options were tested and assessed against a number of criteria (based on the principles of HM Treasury Green Book methodology). The full evaluation took into account both immediate and longer term priorities, given the anticipated timescales for the redevelopment works, and is set out in the Business Viability & Income Generation Appraisal.

This appraisal was used to assist in identifying and recommending concept options for the future uses of Oldway Mansion.

Torbay Heritage Strategy (2021-2026)

The Torbay Heritage Strategy (2021-2026) identifies Oldway as a key priority for the community, and that 'Oldway is greatly loved by residents and consultation for this strategy showed clearly that its future is a matter of great concern to local people.'

Policy RST01 of the Strategy states that the key objective for Oldway is that the Mansion, including its outbuildings and grounds, are conserved and enhanced, and its future is secure. Local people and visitors experience and enjoy it as a key heritage site and accessible open space.

DCA Consultants 2018

In 2017, DCA, together with Purcell Architects and Mace Quantity Surveyors, was commissioned by Torbay Council to undertake an options appraisal and feasibility study for the repair and restoration and development of proposals to bring back into use Oldway Mansion and its Estate. The report noted the significant constraints on options for the future of the site, including the Grade II* listing along with the condition of the buildings, the use-specific nature of the spaces and the position of the Mansion itself within the grounds which are well used by local people.

The report concluded that a 'portfolio' development with a mix of different end uses would be most appropriate, including community, cultural, learning and trading activities.

- Events and hires
- Visitor attraction
- Arts and cultural uses
- Catering and other ancillary trading
- Apartments

Other uses for the Mansion and site were rejected, including the following:

- **Hotel and hospitality** – dismissed due to unmet demand locally/nationally. Bringing the site into private hotel use would see the loss of the existing open space to the public which was felt to be too controversial.
- **Events venue** – issues with a lack of potential commercial partner coming forward.
- **Residential accommodation** – The building's layout was felt to be unsuitable for residential living given the relatively small number of apartments that it was expected could be created (6 to 8). It was also felt this use would combine poorly with other more public or commercial uses.
- **Sale/transfer of whole site** – No evidence of demand or market to another Government agency or education use was established.
- **Whole site lettable office accommodation** – The conversion of Oldway as a whole site to lettable office accommodation for smaller SME's, creative businesses, studio space, etc. was dismissed due to lack of modular spaces that modern office-based businesses require, presence of decorative features, and lack of demand.

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8. Concept Options Appraisal

Oldway Gardens

The proposals for the gardens recognise both their historic importance and the location of the gardens within a largely residential area where they provide an important green space in the heart of Paignton. A key part of the proposed masterplan is the restoration of the gardens and enhancements to encourage more people to visit this beautiful park for a range of activities.

Drawing on the gardens Conservation Management Plan the proposals for the gardens can be summarised as follows:

Heritage Zone

The core of the gardens, focusing on the Mansion, Rotunda, formal gardens and grotto, with priority given to appreciation of the historic environment and complementary formal activities. This area will capture the elegance and opulence of the Singer family's time at Oldway. There is potential for this area to be used for events (e.g. outdoor cinema/theatre, markets), weddings and a range of community uses – as well as informal use by the community and visitors to the site.

Activity Zone

This area includes the tennis courts and indoor and country bowling clubs to the east of the Mansion and formal gardens, and provides a focus for programmed leisure and sporting uses that reflect the 'country club' phase of the development of Oldway. There is an opportunity for parking to be relocated into this area from the core of the gardens.

Nature Zone

The edges of the gardens provide a buffer to the surrounding housing and other land uses, enclosing the core of the gardens. This area offers an opportunity for informal walks, trails and play, as well as providing space for nature, sheltering the house and gardens and providing climate mitigation (including cooling, shelter, rainfall capture and biodiversity refuge). An area on the northern edge of the site within this natural zone provides space for the Oldway Gardens Group and maintenance requirements.

Within these zones the proposals for gardens will achieve the Vision for Oldway through the following measures:

A place to celebrate Oldway's heritage

- Restored historic gardens and buildings
- Interpretation and signage
- Cultural events
- Heritage volunteering

A place for communities to come together

- Access for everyone
- Places to meet
- Community activities
- Café with outdoor seating
- Garden weddings

A place for creativity and discovery

- Open-air cinema, theatre and festivals
- Workshops and creative activities
- Education and training providers
- Links to local schools
- Public art

A place to connect with nature

- Garden volunteering
- Green space for all
- Biodiversity and wildlife habitats
- Nature trails

A place to be active and relax

- Signed and well-lit footpaths
- Places to sit and meet friends
- Outdoor fitness groups and classes
- Enhanced sport facilities
- Places to play



8. Concept Options Appraisal

Mansion Intro

A number of concept options for the Mansion were tested to establish their potential viability and whether they could be physically delivered within the constraints of the listed building.

The ground and first floor of the Mansion comprise the main function rooms and circulation spaces, including the Marble Staircase and Ballroom, and their uses are constrained by the important historic fabric of these rooms. It was therefore considered that the proposals for these floors should be consistent with the ground floor redeveloped to provide mixed use, including registry services, a new entrance via the east elevation, permanent exhibition space directly linked to the Singer family, café, retail units, and office space. The first floor will provide restored rooms for event hire, flexible gallery/exhibition spaces, a wedding venue, and access to the grand staircase.

The upper floors have historically had much more limited public access, and have significant less historic fabric remaining, so offer more flexibility for future uses. Drawing on previous work by DCA three initial options were considered; council offices, residential use (private, leasehold ownership or holiday rental) or spaces for creative industries.

The option for creative studios was explored, but was discounted at an early stage, prior to public engagement, as early market research indicated a lack of demand for this volume of creative workshops in the Bay. It was also clear that whilst artist accommodation might be provided, and whilst this use would be a good strategic fit with the vision for the site, the financial returns would be poor and operationally difficult to manage. The experience of Cockington Court as an incubator unit has shown that maintaining occupancy, managing voids, ensuring rental income is secured, and moving tenants on once they are more established etc., can prove challenging, demanding, and time-consuming. The out-of-hours lifestyle of many creatives was also seen as not being compatible with some of the other primary uses or user groups or management of this complicated

building. It could put Oldway in competition with Cockington Court, which already has vacant creative workspace to fill.

The two remaining feasible options for the Mansion were explored further to ensure they were deliverable and in relation to viability and public appeal. Option 1 considers the potential for Oldway to provide office space for Torbay Council, with a mix of open-plan and discrete office accommodation and meeting spaces on the second and third floors, whilst option 2 provided self-contained residential accommodation (for private rent or holiday accommodation) on these floors. Key features of both options are set out below:

Rotunda & the Banqueting Hall/Towers

During the viability appraisal process the future uses of the Rotunda, Banqueting Hall and East and West Towers were not considered in detail.

Concept ideas include the use of these spaces for complementary uses such as use of the Rotunda for council meeting space or leisure uses, and potential for the Banqueting Hall and Towers to be converted to complementary residential or commercial uses – subject to more detailed review of their condition and the viability of restoring and converting these buildings.

Options Appraisal

There is great potential for Oldway to fulfil the aspirations and vision set out in the masterplan for the site; to make a contribution to cultural development in Torbay and in so doing to support the local economy.

The costs for restoration and conversion of the Mansion and gardens are similar for each option, and the potential income from the Mansion is approximately £260,000 - £400,000 per annum. Other income streams from the Rotunda, Banqueting Hall and gardens should also be explored and progressed to provide a sustainable income stream for the entire site.

We have considered which options for use have the best overall fit with the Green Book criteria. We have also taken into account the specific need for uses to have a good balance of deliverability, ease of ongoing management and lead time to achieving a financial return.

On this basis, our favoured option for use of the Mansion would be:

1. *To convert the upper floors to some form of residential use. All three options – leasehold, rental or short-stay holiday let – have their relative strengths and weaknesses. While the 2023 viability appraisal concluded that the leasehold option would result in an upfront financial return and would be easiest in terms of management and maintenance, our recommendation is that private rental would secure the greatest benefit in providing a long term income to support the site.*
2. *To prioritise an enhanced Registry Office weddings offer, i.e. on a more commercial basis with a venue charge and basic catering package, with space also to be made available for other commercial hire on the ground and first floors. We feel that this version of the wedding offer is the optimum fit against the criteria as a whole and will be the simplest and easiest to deliver and operate.*
3. *A café on the ground floor providing catering for both general site visitors and events catering to service the weddings and commercial hire offer.*

This to be complemented with a free-admission and permanent interpretation space telling the Singer story and the Mansion’s link to the Golden Era of the English Riviera in the 1920s and 1930s (with possibly a section on the UNESCO Global Geopark).

We also recognise that it may be necessary or indeed preferable to prioritise other parts of the site – notably the Rotunda - for potential quicker wins which could start to show a return on what will need to be a significant long-term investment in the overall site’s regeneration.

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8. Concept Options Appraisal

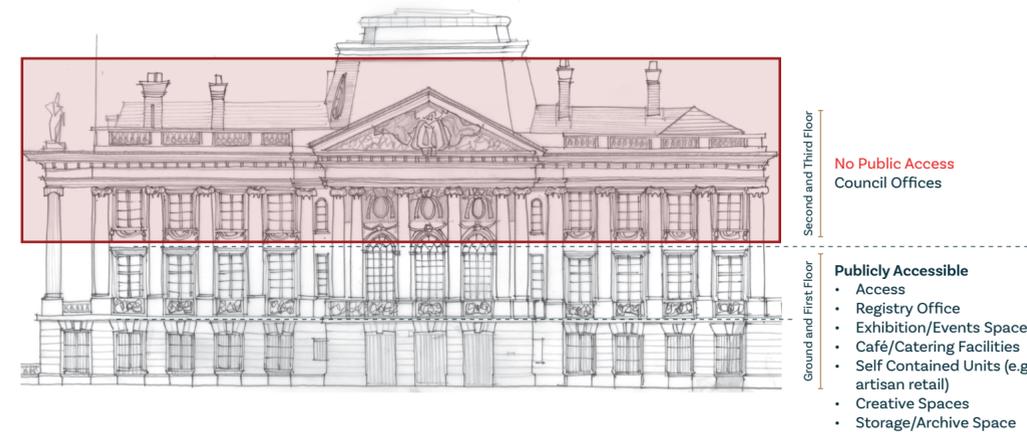
Option 1 Mix Public Use and Torbay Council Offices

Pros:

- Potential for 145 office desks.
- Footfall from council offices could support other businesses.
- Research by Ramidus (2018) on behalf of Historic England indicates that working within places with history fosters community and aids wellbeing. (Sources can be found on page 64)
- Could provide long-term security to the building's use.
- Could enable the rationalisation of Torbay Council's estate onto fewer sites

Cons:

- The Isadora Duncan room is not available to the public.
- The plan is deep creating difficulty in drawing sufficient daylight into some office spaces.
- Due to new hybrid working the Council may not require as much space in Oldway as they previously had.
- The house is not compliant with DDA, considerable interventions will be needed to ensure compliance.
- The move might impact on the local economy surrounding the present offices, as staff will not use these facilities.
- Possible limitation on appropriate services that could be moved here due to heavy public footfall.
- Not favoured by many at Public Consultation.



- No Public Access**
Council Offices
- Publicly Accessible**
- Access
 - Registry Office
 - Exhibition/Events Space
 - Café/Catering Facilities
 - Self Contained Units (e.g. artisan retail)
 - Creative Spaces
 - Storage/Archive Space

Option 1 - Ground Floor



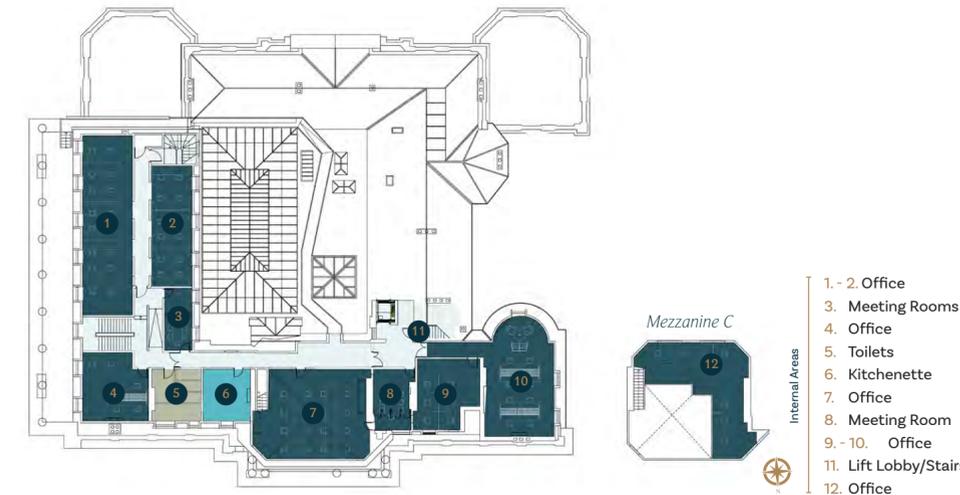
- Entrance Areas**
1. Exhibition Entrance
 2. Office Public Entrance
 3. Staff Entrance
 4. Registry Entrance
 5. Delivery Entrance
 6. Cycle Store Entry
- Internal Areas**
7. Public Exhibition
 8. Office
 9. Office Reception
 10. - 11. Office
 12. Unisex Toilets
 13. Retail Unit
 14. Lift Lobby/Stairs
 15. Ambassadors Stairs
 16. Registry Reception
 17. Registry 1:1 Meeting
 18. Colonnade Cafe
 19. Retail Unit
 20. Commercial Kitchen
 21. Showers
 22. Registry Archive
 23. Cycle Store
 24. Public Toilets

Option 1 - First Floor



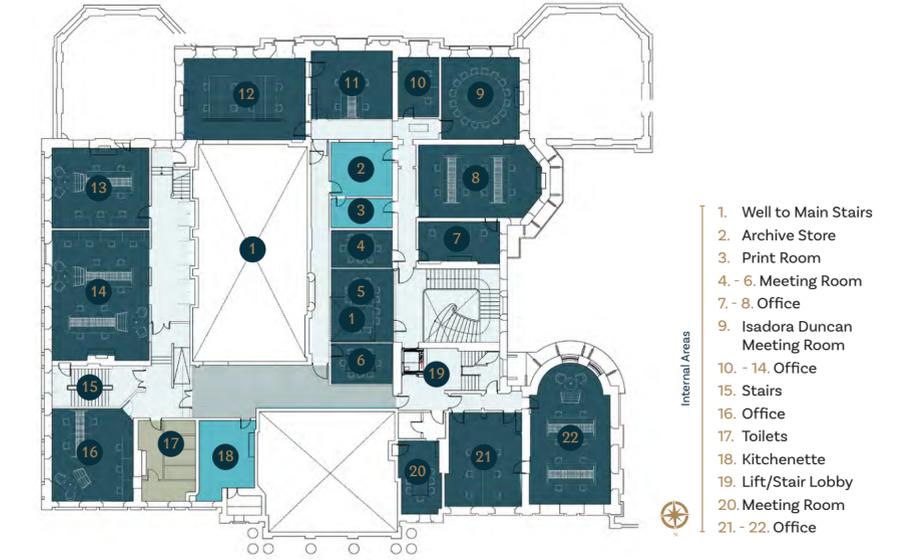
- Internal Areas**
1. Gallery
 2. Ambassadors Stairs
 3. Singer Stairs
 4. Winnaretta Registry/Meeting Room
 5. Paris Room Garden Cafe/Retail
 6. Paris Garden Cafe/Retail
 7. Herbert Room - Temp. Green Room
 8. Cecil Room Temp. Green Room
 9. Prep Kitchen
 10. Toilets
 11. Ballroom
 12. Office
 13. Mayor's Parlour - Meeting/Registry
 14. Meeting incl. Toilet
 15. - 16. Office
 17. Lift/Stair Lobby
 18. Balcony Space
 19. Unisex Toilets
 20. Office

Option 1 - Third Floor



- Internal Areas**
1. - 2. Office
 3. Meeting Rooms
 4. Office
 5. Toilets
 6. Kitchenette
 7. Office
 8. Meeting Room
 9. - 10. Office
 11. Lift Lobby/Stairs
 12. Office

Option 1 - Second Floor



- Internal Areas**
1. Well to Main Stairs
 2. Archive Store
 3. Print Room
 4. - 6. Meeting Room
 7. - 8. Office
 9. Isadora Duncan Meeting Room
 10. - 14. Office
 15. Stairs
 16. Office
 17. Toilets
 18. Kitchenette
 19. Lift/Stair Lobby
 20. Meeting Room
 21. - 22. Office

Key:

Uses:	Ancillary:	Total Areas
U1 Office	Main Circulation	Office: 1497m ² (191 people)
U2 Registry	Fire Protected Corridor	Exhibition: 115m ²
U3 Public Exhibition	Registry Circulation	Registry/Events: 393m ²
U4 Public/Private Hire	Welfare (Toilets/Showers)	Gallery/Events: 437m ²
U5 Commercial Retail	Office Support Space	Self Contained Units: 384m ²
U6 Commercial Cafe	Kitchenette	Circulation: 496m ²
	Cycle Storage	Existing Tea Rooms: 127m ²
	Commercial Catering	
Areas:		
Entrance Areas		
Internal Areas		

8. Concept Options Appraisal

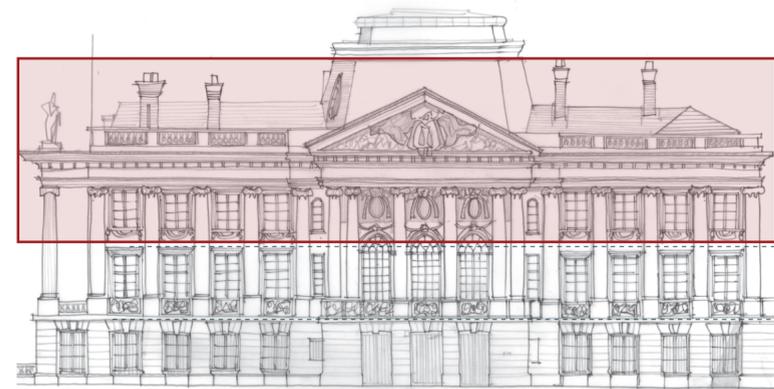
Option 2 Mix Public Use and Residential Accommodation

Pros:

- Eighteen Flats - a mix of 1 and 2 beds.
- Offers the chance to live permanently, or for a week or two, with a sense of grandeur not otherwise achievable.
- Short-term residential lets can provide a steady revenue stream.
- The residents are likely to use the other facilities within Oldway.
- Holiday apartments could be hired by an entire Wedding Party as part of an inclusive wedding package.
- Creates a community for like-minded people.
- A more affordable way to live within a beautiful environment.
- Potential to provide substantial long term income to support the site

Cons:

- Isadora Duncan room is not available to the public.
- The plan is deep creating difficulty in drawing sufficient daylight into some rooms.
- Torbay Council would need to facilitate a management company for maintaining and supporting the apartments if a short-term let approach was taken for the apartments.
- During the day other activities might not be conducive to those within the residential zones.
- As a listed building there could be restrictions on what the tenant would be allowed to do to personalise the apartments.
- Situated above ground level could create access issues as people age.



- Second and Third Floor**
- No Public Access
 - Residential
 - Short Term Holiday Lets
 - Private Rental Accommodation
- Ground and First Floor**
- Publicly Accessible
 - Access
 - Registry Office
 - Exhibition/Events Space
 - Café/Catering Facilities
 - Self Contained Units (e.g. artisan retail)
 - Creative Spaces
 - Storage/Archive Space

Option 2 - Ground Floor



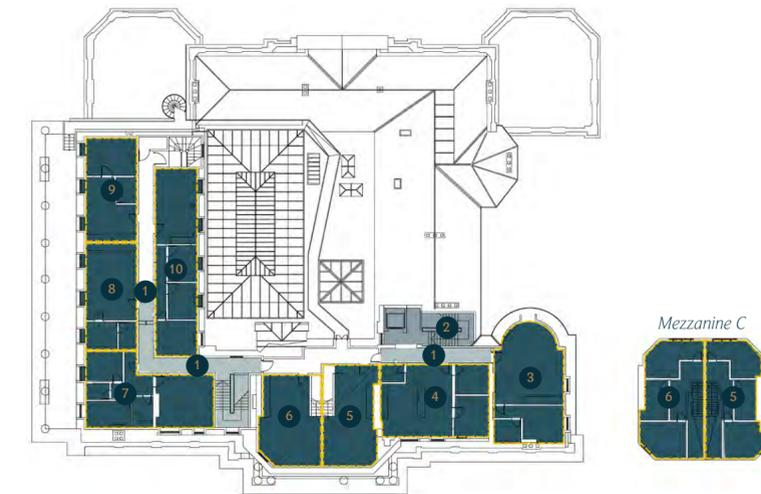
- Entrance Areas**
1. Exhibition Entrance
 2. Residential Entrance
 3. Registry Entrance
- Internal Areas**
4. Free Public Permanent Exhibition Space on Oldway Area
 5. Fire Protected Corridor
 6. New Fire-rated Stairwell/Lift from the 3rd Floor
 - 7.-10. Units to Let
 11. Free Public Permanent Exhibition Room on Oldway and Local Area/People
 12. Main Staircase Foyer
 13. New Entrance Hallway for Registry, Wedding Parties, & VIPs
 14. 1:1 Meeting Rooms
 15. Registry Office
 - 16.-18. Registry Archives
 19. Ambassadors Staircase
 20. Estate Office
 21. New Fire Rated Stairwell from the 3rd Floor
 22. Cafe Kitchen
 23. Cafe incl. Servery
 - 24.-25. Units to Let
 26. Unisex WCs, Shower Pods and Bike Storage
 27. 18 x Electric Bike Storage
 28. Unisex Public Toilets
 29. Storage for Event Furniture and Equipment
 30. Storage for External Furniture and Equipment

Option 2 - First Floor



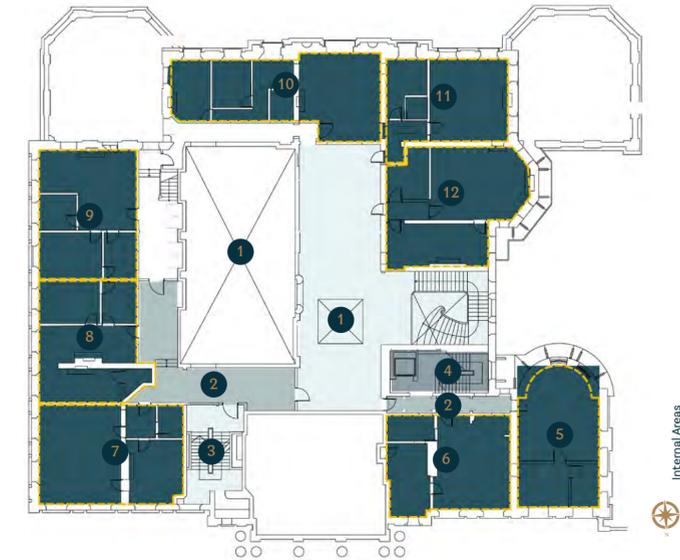
- Internal Areas**
1. Ambassadors Staircase Area
 2. Herbert Room
 3. Paris Room
 4. Cecil Room
 5. The Ballroom
 6. Paris Room: Green Room/Flexible Meeting Room
 7. Pre-Wedding Chat Room
 8. Winnaretta Room: Wedding Ceremonies Room
 9. New Fire-rated Stairwell from 3rd Floor
 10. Fire Protected Corridor
 11. Pre-Wedding Chat Room/Mayor's Parlour's Waiting Room incl. Toilet
 12. Flat
 13. Flat
 14. The Mayor's Parlour Event Hire/ Wedding Ceremonies Room
 15. Fire-rated Stairwell to External Exit
 16. Back of House Services for Events
 17. Event Hire/Supporting Let Room for Event in Ballroom

Option 2 - Third Floor



- Internal Areas**
1. New Fire Protected Corridor
 2. New Fire-rated Stairwell from 3rd Floor
 - 3.-10. Apartments

Option 2 - Second Floor



- Internal Areas**
1. Well to Main Stairs
 2. Fire Protected Corridor
 3. New Fire-rated Stairwell from 3rd Floor to External Exit on Ground Area
 4. New Fire-rated Stairwell from 3rd Floor
 - 5.-12. Apartments

Key:

Uses:

- U1 Office
- U2 Registry
- U3 Public Exhibition
- U4 Public/Private Hire
- U5 Commercial Retail
- U6 Commercial Cafe

Areas:

- Entrance Areas
- Internal Areas
- Flat Site Boundaries

Ancillary:

- Main Circulation
- Fire Protected Corridor
- Residential Private Circulation
- Controlled Registry Circulation
- Public Toilets/Cycle Storage
- Management Space
- External Storage
- Commercial Catering

Total Areas

- Let Rooms: 112m² (8 people)
- Residential Rooms: 24m² (8 apartments)
- Short Term Let: 431m² (8 apartments)
- Exhibition: 120m²
- Registry/Events: 784m²
- Creative Hub: 283m²
- Artist Studios: 80m² (4 people)
- Events Hire: 222m²
- Self Contained Units: 384m²
- Circulation: 901m²

9. Preferred Options

Oldway is a product of the rag to riches story of one man with a colourful life, determination, and resourcefulness and his son's privilege and interest in the lavish and dramatic architecture of Versailles. Through changing inhabitants, the house also tells the story of Paignton and how society has changed in the last 100 years, and it is the combination of this rich heritage, which is specific to Oldway, that the vision for the refurbishment of the Mansion will draw on with the aim that locals and visitors can enjoy and be inspired by those that have previously occupied the house.

Everything about Oldway is romantic, from the theatricality of Isaac Singer's Victorian Mansion and the opulence of Paris Singer's homage to Versailles, to the recent history of Oldway as a wedding venue for local people and visitors to Torbay.

To ensure that Oldway Mansion has a future it will need to offer facilities that are attractive and inclusive to all, as well as be viable financially, and provide the opportunity for visitors to experience the excitement and romance of Oldway today.

The preferred option for Oldway, developed from concept option 2, has been informed by the inputs of the project team, stakeholder engagement, business and viability appraisal and public consultation. It ensures that the romantic character of the Mansion and gardens is retained and enhanced, that the historic fabric of the site is refurbished and reinstated, and provides space for new uses and activities that will generate a revenue stream to enable the site to be sustainably managed in the future.

Free access to the gardens and the lower floors of the Mansion will enable local people to regularly enjoy the gardens and buildings and ensure that Oldway it is an attractive tourist destination. Existing facilities such as the country and indoor bowling clubs and tennis courts are retained, and opportunities to expand the café and provide new complementary facilities and uses explored.

The improved gardens will encourage more people to enjoy the mix of formal and informal spaces, benefitting from fresh air, contact with nature and exercise in a green, heritage setting.

Within the Mansion a café, gallery and flexible event/exhibition spaces, with ancillary supporting spaces, will be located on these floors, alongside artisan shops, and a reinstated registry office, allowing the elegance, luxury, and splendour of Oldway to be appreciated, experienced, and new memories made.

By providing multiple facilities and uses at Oldway, the site can also potentially aid the wider community by:

- *Reigniting a sense of pride and sense of place for the local community.*
- *Promoting physical activities and social engagement to aid wellbeing.*
- *Encouraging and fostering economic regeneration of the local area.*
- *Encouraging protection and respect for the environment.*
- *Advancing education and greater awareness of the local culture, environment, and history.*
- *Providing focus and aiding the development of the skills within the community.*
- *Creating training and employment opportunities.*
- *Reducing anti-social behaviour and promoting public safety.*

The preferred proposals for Oldway Mansion and gardens are described in more detail below.

Plans for the Rotunda which fit with the Vision for the site, including testing its potential as a family activity centre, are at an earlier stage and will be developed as a priority in the next phase of work.



9. Preferred Options

The proposals for the gardens are proposed to be delivered in three phases, as described below:

Phase 1 - Enabling Works, Short Term

During Phase 1 stabilisation works to the Mansion, including roof repairs and internal and envelope repairs, will be urgently undertaken. The Banqueting Hall and East/West Towers will also be stabilised and weatherproofed to ensure no further damage occurs. This work will be undertaken in line with the Conservation Management Plan.

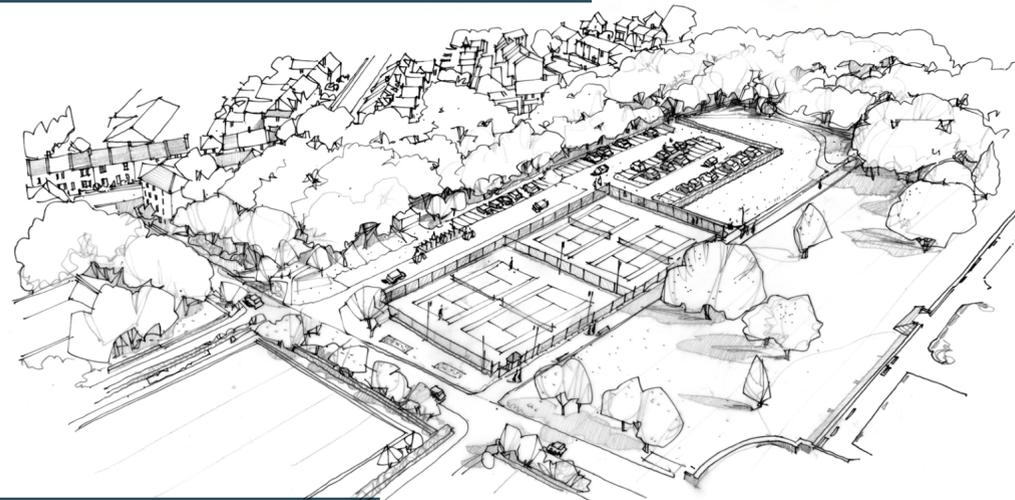
Parking will be removed from the forecourt to the Mansion to improve its setting and provide space for construction works. A temporary parking area will be created south of the existing tennis courts, with careful planting to reduce its visual impact on the core of the historic garden. This area will include disabled parking and cycle parking. Parking charges will be introduced to provide an income stream and deter parking that is unrelated to uses on the site. A 'Friends of Oldway' scheme with reduced parking rates for regular visitors will be investigated. An additional parking area is to be provided north of the access road on the former tennis courts area to serve additional parking requirements and provide construction parking. The Mansion and Rotunda areas will be inaccessible to the public during restoration, however access to Little Oldway shall remain at all times.

Whilst the Mansion remains inaccessible, a temporary community/interpretation hub is to be provided to explain the heritage importance of Oldway and the restoration process. Café facilities will ensure that income from the existing café/tea hut can be maintained through the construction process, and also provide space for support of the Friends of Oldway and Oldway Gardens Group and a destination for visitors

Enhancements will be made to the existing Gardeners area to ensure it is appropriate and safe for use by volunteers and to improve the gardening facilities.



Sketch impression of the East Lawn and proposed community / cafe building



Sketch impression of proposed temporary parking



Masterplan - Phase 1 Enabling Works (short term)

9. Preferred Options

Phase 2 – Restoration & Use, Medium Term

This phase will include the restoration of key garden areas and restoration and conversion of the Mansion in accordance with Conservation Management Plan. Further details on the proposed uses for the Mansion are detailed below.

Within the gardens the forecourt/courtyard will be resurfaced, topped with a pale buff resin-bonded grit or self-binding gravel, to link the Mansion and Rotunda and provide an accessible and historically accurate setting for the buildings. The space will be flexible and provide free and safe circulation by visitors, the option for prearranged drop off at the Mansion for weddings, a small and discreet area for disabled parking and cycle stands (in the shady south-west corner), use for events, controlled access for staff and to Little Oldway, and emergency access.

The forecourt restoration will include for the removal of visually intrusive signage, lighting and CCTV, which is to be replaced by more discreet CCTV fittings attached to buildings, provision of flush uplighters, low level wall or bollard lighting where essential, improved surface water drainage ideally with rainwater storage below ground for garden or grey water use, and reinstatement of a high quality lawn area adjacent to the Rotunda (as recorded circa 1920) and one of the historic stone, cast iron and glass globe lights. The damaged balustrade will be repaired to match the original high quality cast stone/concrete.

The East Terrace will to be restored to its historic design including repaired drainage and surfaces, reinstatement of the northern parterre at the north end of the terrace, the adjacent plat bandes design on the east-west cross axis, and replacement of the overgrown yew cones on the southern bed - reinstating the historic layout prior to circa 1930. The space will be decluttered through the removal of modern additions such as plastic bins, concrete and modern planters, urns and cast iron Tazza.

Historic paths, levels and path gravels across the South Lawn will be restored, along with the restoration of the marble paving of the terrace. The yew cones will be removed, and replaced by recreation of the Versailles tubs using clipped Portugal laurel in place of seasonal citrus trees, as a more sustainable option. The temporary timber shed will be removed along with above ground flood lights, which will be replaced with flush, in-ground uplighters where needed.

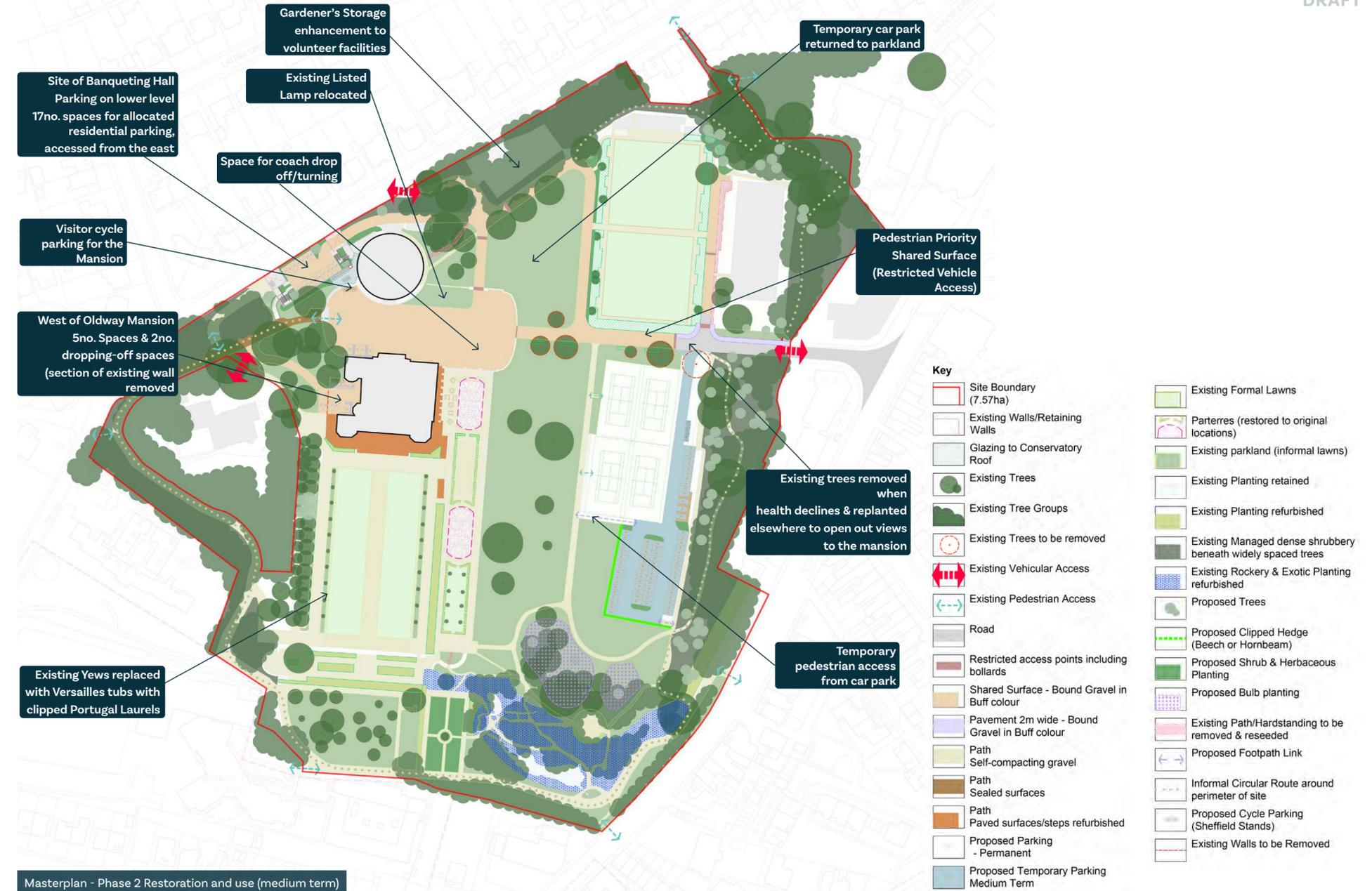
The Grotto and Rockery area will be repaired and restored with works including felling and removing invasive trees and plants growing on and around the rockery and grotto. Repairs will be carried out to the concrete lined pond and water supplies to reinstate a functioning system. Unnecessary signage and clutter in the pond will be removed. Damaged and blocked surface water drains along path routes will be repaired or removed, and paths restored with roadstone and fine bitumen macadam, where needed to create an accessible rockery circuit; elsewhere, paths will be restored with self-binding gravel or grit. Any timber steps to be removed wherever feasible.

Oldway's tree belts and clumps will be thinned to remove dead, dying and diseased trees of low or no significance; improving the growing conditions for retained trees and understorey shrubs and allowing the development of a more open and uneven canopy better suited to a woodland garden. The resulting tree groups more resistance to storm damage, have improved age and structural diversity and support the next generation of specimen trees.

Accessibility within the gardens will be improved by a series of measures including shrub pruning, repair and annual maintenance of bound gravel pathways, restoration, resurfacing and re-creation of gravel paths at six locations around the garden which would increase the choice of circulation routes. Informal play, interpretation and artworks could be incorporated into the outer circuit paths.

Following the restoration and conversion of the Mansion, which will house a new café area on the ground floor adjacent to the East Terrace, the temporary community/ interpretation hub and café and parking south of the Rotunda will be removed and the lawn restored.

During this phase the Rotunda, which is a robust and relatively intact structure, could be brought forward in advance of the completion of the Mansion. There is interest in this space providing part of an improved leisure offer for the site, such as a clip and climb with family activity, and this will be investigated as a priority as proposals for the site are progressed.



Masterplan - Phase 2 Restoration and use (medium term)

9. Preferred Options

Phase 2 - Restoration & Use, Medium Term

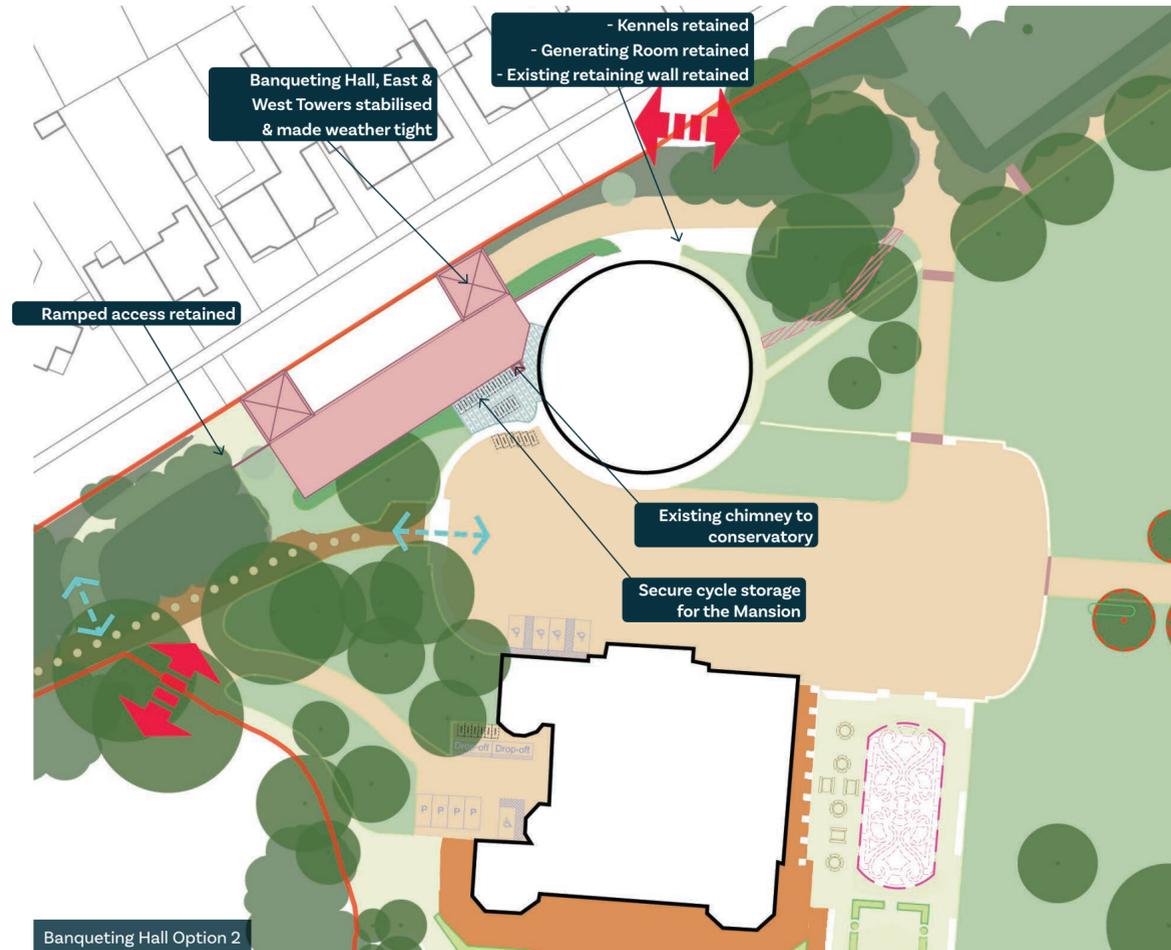
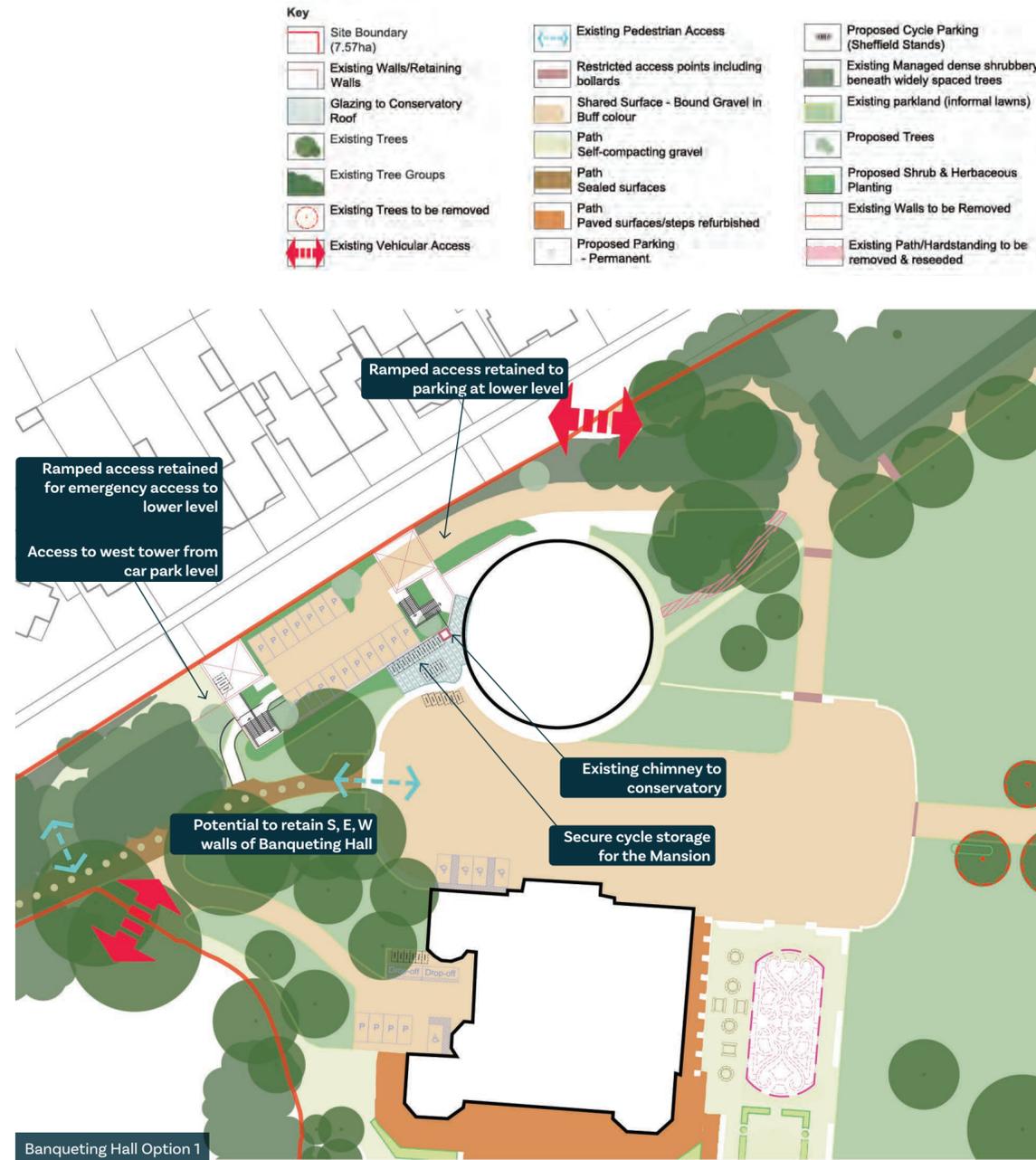
Opportunities to provide parking for the residential uses in the Mansion have been investigated. The preferred option is for the Banqueting Hall to be demolished, whilst retaining the East and West Towers (subject to further investigation and structural appraisal), allowing space to create car and cycle parking and storage space for residents within the retaining walls in this area.

A second option, if this is not achievable, is to retain the Banqueting Hall and East & West Towers and undertake works to stabilise and weather proof to prevent further deterioration. A review of future uses will then be undertaken once other works are complete and future funding opportunities are identified. Parking for residents would then need to be provided within the wooded area between the Mansion and Little Oldway, with access via the forecourt and Porte St Antoine Arch.

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Sketch illustration showing parking arrangement with restored Towers



9. Preferred Options

Phase 3 - Potential Future relocation of Indoor Bowling Club

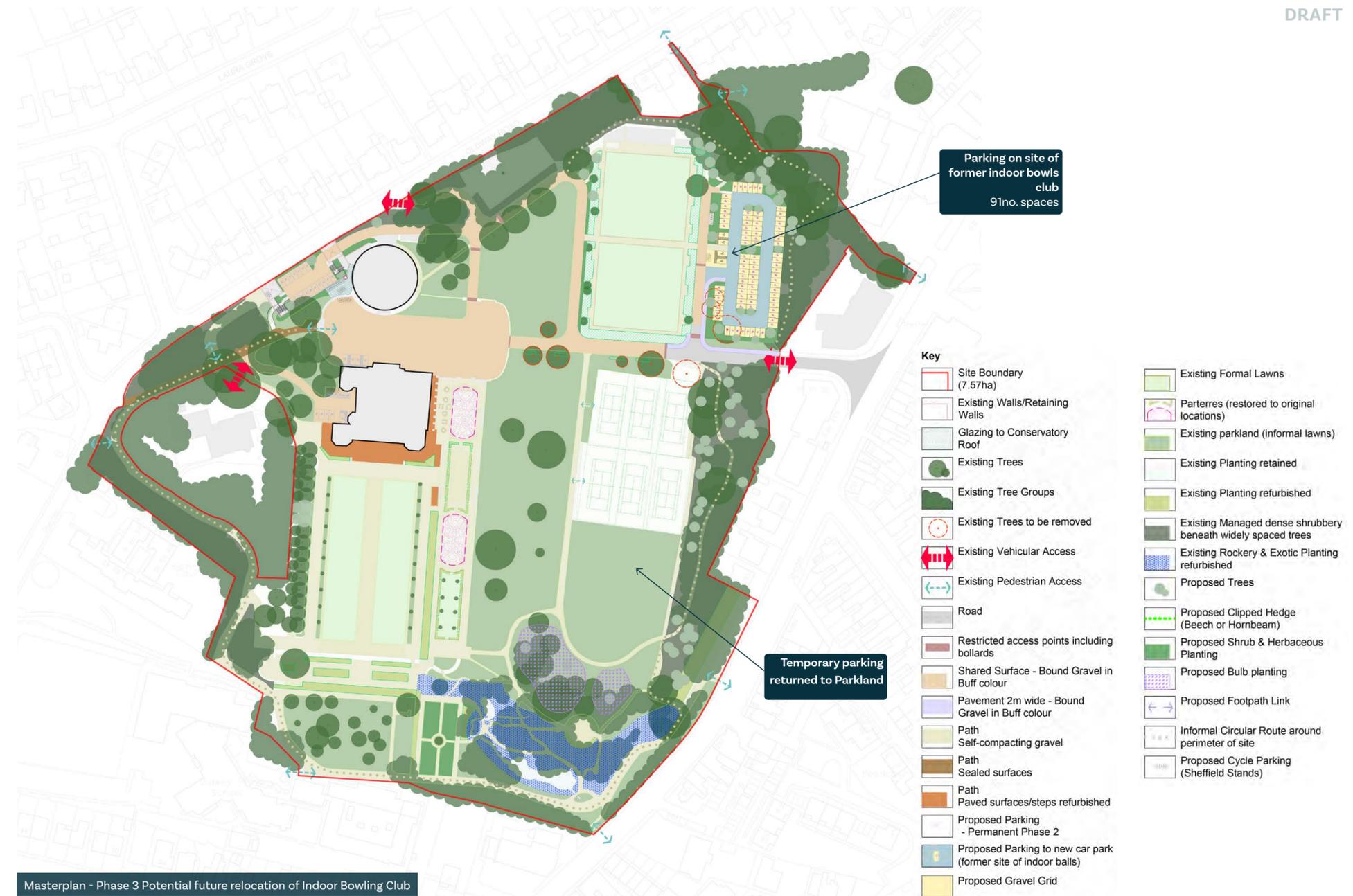
Following the completion of Phase 2 it is anticipated that Oldway Mansion and gardens will be restored and open to the public, with a sustainable income stream and focused site management team.

It is envisaged that the parking provided adjacent to the Tennis Courts is a temporary measure. In the longer term it is proposed to relocate the parking to an alternative location within the site.

The gardens Conservation Management Plan considered options for relocation of this parking and recommends that the indoor bowling club, a modern building which is out of character with the historic nature of the site and negatively impacts upon landscape views of the Mansion building, is relocated off-site and replaced with parking; reopening historic views to/from the Mansion.

This longer-term aspiration to relocate the indoor bowling club within the wider locality, should be progressed in close discussions with the bowling club and will be dependent on the lifespan for the existing building and identification of a site and funding to relocate the facility elsewhere in Paignton or the wider Torbay area. This will need to be undertaken in close collaboration with the bowling club and other stakeholders.

When a suitable site has been acquired, the temporary parking area to the south of the tennis courts can be removed, and the tennis courts reinstated and parkland landscape reinstated.



9. Preferred Options

Oldway Mansion

The preferred option for the Mansion supports the Vision for Oldway by providing multiple facilities that potentially generate revenue through hospitality, recreation, retail, public services, real estate, and tenancy. The key facilities are:

- **Café** - a gathering place where people can socialise, work, or relax and take a break. Promotes fresh, locally made produce, and connects the house and garden activities together.
- **Gallery** - creates opportunities for, and supports, local talent, as well as providing local schools a facility to support the topics they are covering. It could also show additional items presently held by Torquay Museum in storage.
- **Exhibition spaces** - bringing national exhibitions to the people of Torbay as well as immersive exhibitions that tell the story of the Singer family, Isadora Duncan, and the English Riviera as a Geopark.
- **Event Spaces** - for hire by local clubs and societies; wedding receptions; school proms; tea dances; chess championships; business conferences; trade shows, etc.
- **Artisan shops** - support and promote local businesses and reduces the need to travel for unique products resulting in carbon footprint reduction.
- **Registry** - Oldway was the second most popular registry wedding destination, after Gretna Green. The Ambassador's Staircase and setting of Oldway would be an attractive wedding venue choice that is loaded with historical and sentimental ties.
- **A range of 1, 2 and 3 bed apartments** - a more affordable way to live permanently, or for a week or two, with a sense of grandeur and within a beautiful environment with the use of the gardens.

The integration and layering of multiple facilities within the Mansion will balance public and community access creating a place that is dynamic and energetic. Plus, when combined, these facilities not only have the potential to bring large footfall to the site but also encourage increased dwell times and visitor spending - supporting the Mansion's funding and upkeep.

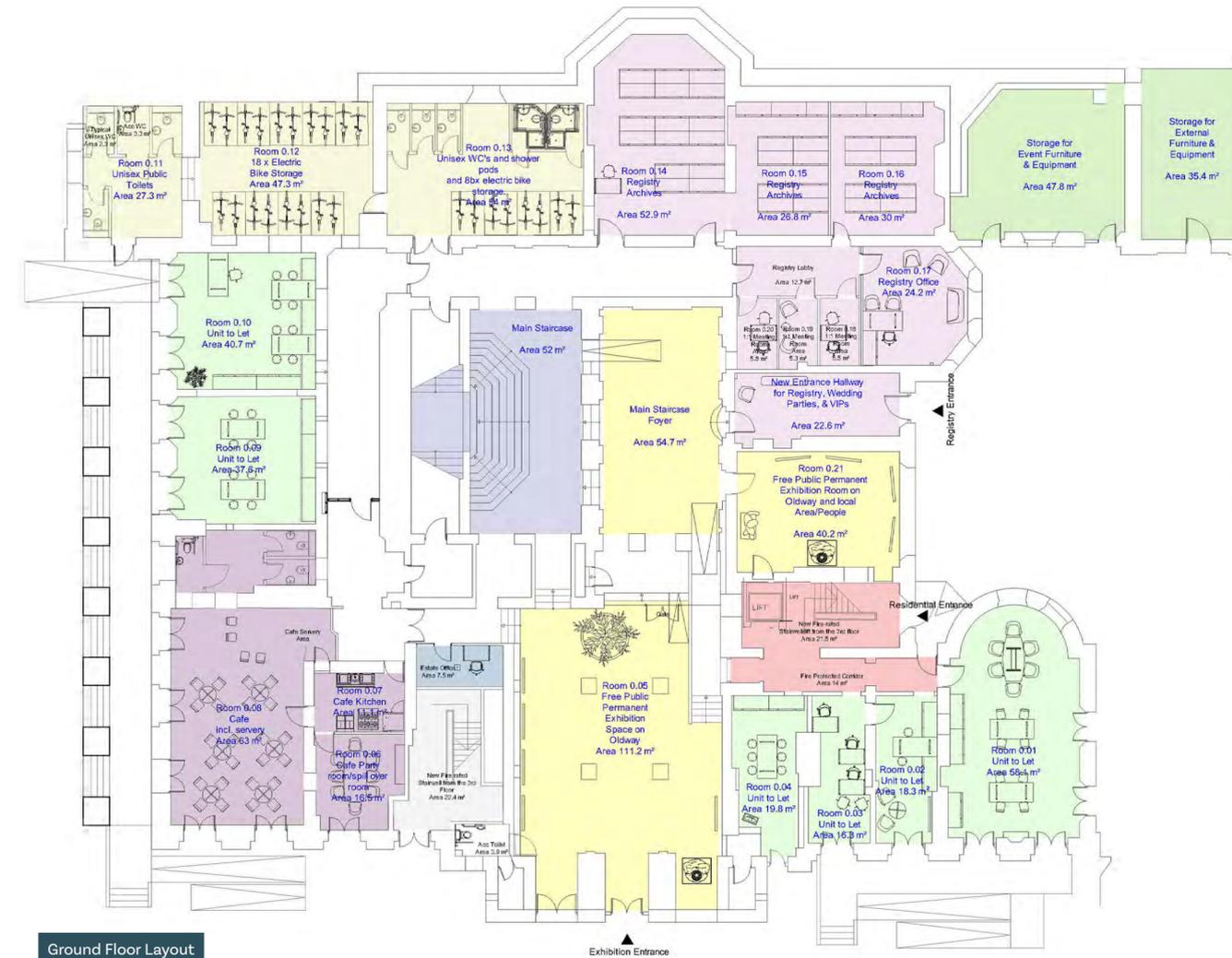
Following the outputs from the Business Plan and Viability Appraisal, Stakeholder Engagement and Public Consultation, the preferred proposal for the mansion is for 14 residential apartments on the upper floors alongside two further flats in the north-western side of the first floor. This option strengthens the Mansion's potential ability to generate income, as the flats will also generate revenue, alongside uses in the ground and first floor facilities.

Following feedback the apartments have been reconfigured to increase the number of bedrooms to make them more attractive to tenants and raise their value. There are now 6 one bedroom flats; 9 two bedroom flats and 1 three bedroom flat.

These apartments would be rented to retain ownership of the Mansion within a single entity, and could be a mix of longer term residential accommodation and short-term holiday accommodation. Short-term holiday accommodation could support the wedding offer at Oldway, subject to consideration of subdivision of the building to prevent conflicts between long-term and short-term lets. A benefit of short-term accommodation would be that it does not limit the upper two floors to a small group of people, making it possible for a wider range of people to spend some time living and experiencing Oldway, and would also potentially reduce conflicts with other uses in the Mansion (particularly for apartments above the main event spaces such as the Ballroom). Residential apartments (short or long term) would create a 24/7 presence on the site, potentially reducing anti-social behaviour and promoting public safety.

Zone	Use	GF	
		m ²	Capacity
Room 0.1	Unit to Let	58	14
Room 0.2	Unit to Let	18	4
Room 0.3	Unit to Let	16	5
Room 0.4	Unit to Let	20	6
Room 0.5	Oldway Permanent Exhibition	111	
Room 0.6	Cafe Hire Room	16	8
Room 0.7	Cafe Kitchen	11	
Room 0.8	Cafe	63	28
Room 0.9	Unit to Let	38	8
Room 0.10	Unit to Let	40	10
Room 0.11	Unisex Public Toilets	27	4
Room 0.12	Electric Bike Storage	47	18 Bikes
Room 0.13	Electric Bike Storage with Showers/Toilets	54	5+8 Bikes
Room 0.14	Registry Archives	53	
Room 0.15	Registry Archives	27	
Room 0.16	Registry Archives	30	
Room 0.17	Registry Office	24	7
Room 0.18	Registry Meeting Room	6	2
Room 0.19	Registry Meeting Room	5	2
Room 0.20	Registry Meeting Room	6	2
Room 0.21	Oldway Permanent Exhibition	40	
	Storage For Equipment	48	
	Storage For Equipment	35	
GIA Sub Total		793	100

Note: Maximum capacity of Residential spaces are calculated to National Space Standard (NSS) compliance.



KEY

Uses

- U1 Accommodation
- U2 Registry
- U3 Public Exhibition
- U4 Public/Private Hire
- U5 Commercial Retail
- U6 Commercial Cafe

Ancillary

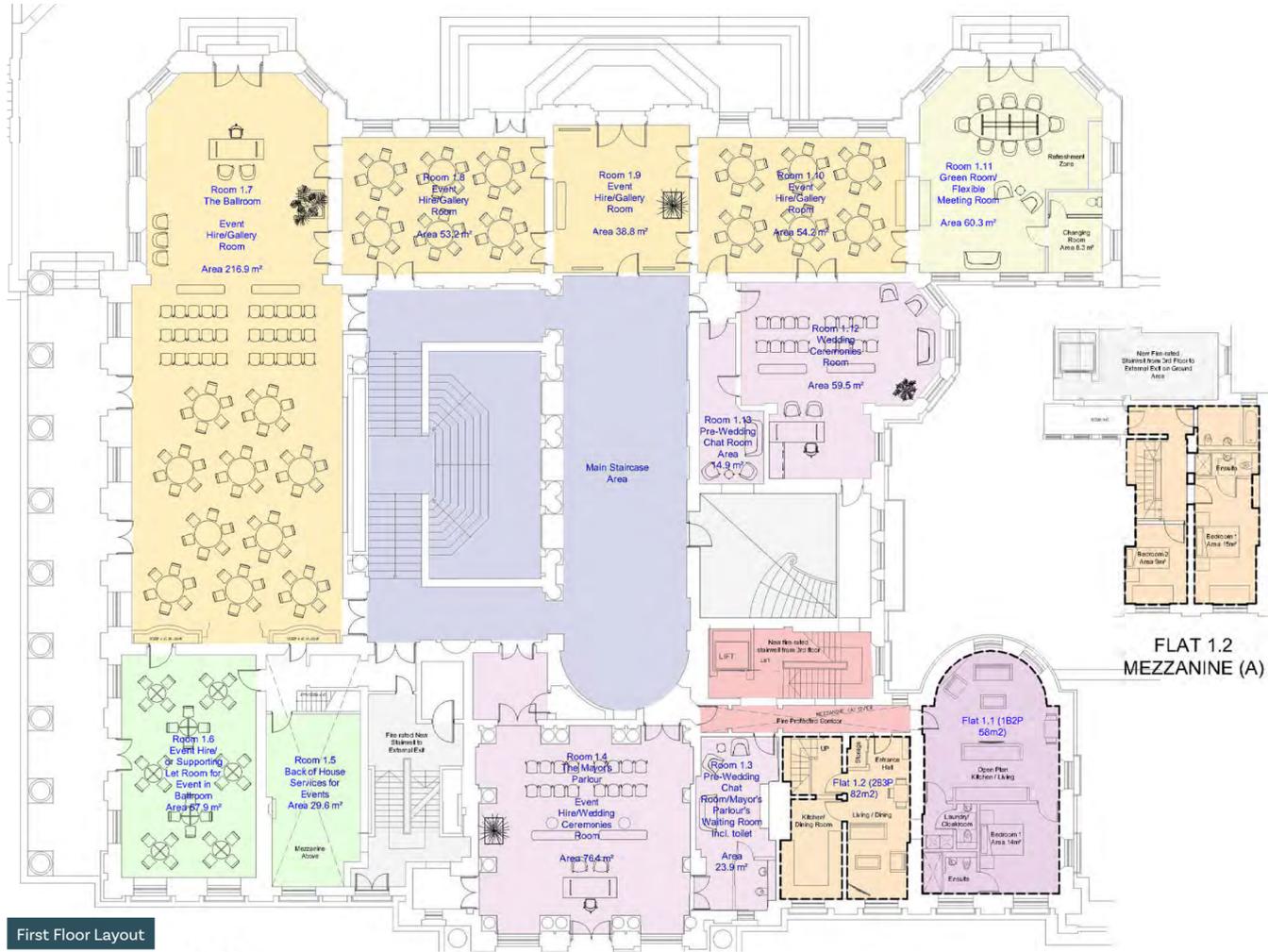
- Main Circulation
- Residential Private Circulation
- Controlled/Registry Circulation
- Public Toilets / Cycle Storage
- Management Space
- External Storage
- Commercial Catering (to support U2 & U4)

Note: Both main stair cores new and Lift shown as diagrams. Final layout to be developed.

Ground Floor Layout

9. Preferred Options

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First Floor Layout

KEY

Uses

- U1 Accomodation - 1 Bed
- U1 Accomodation - 2 Bed
- U2 Registry
- U3 Public Exhibition
- U4 Public/Private Hire
- U5 Commercial Retail
- U6 Commercial Cafe

Ancillary

- Main Circulation
- Residential Private Circulation
- Controlled/Registry Circulation
- Public Toilets / Cycle Storage
- Management Space
- External Storage
- Commercial Catering (to support U2 & U4)

Note: Both main stair cores new and Lift shown as diagrams. Final layout to be developed.

Zone	Use	FF	
		m ²	Capacity
Flat 1.1	1 Bed (2p)	58	2
Flat 1.2	2 Bed (3p)	82	3
Room 1.3	Registry pre-chat room	24	4
Room 1.4 Mayor's Parlour	Registry weddings / Event hire	76	26
Room 1.5	Back of house	30	
Room 1.6	Event Hire	58	32
Room 1.7 Ballroom	Event Hire / Gallery	217	96
Room 1.8	Event Hire / Gallery	53	36
Room 1.9	Event Hire / Gallery	39	
Room 1.10	Event Hire / Gallery	54	36
Room 1.11	Green Room / Flexible Meeting Room	60	12
Room 1.12	Registry Wedding Ceremonies	60	24
Room 1.13	Registry pre-wedding chat room	15	4
GIA Sub Total		826	275

Note: Maximum capacity of Residential spaces are calculated to National Space Standard (NSS) compliance.



Second Floor Layout

KEY

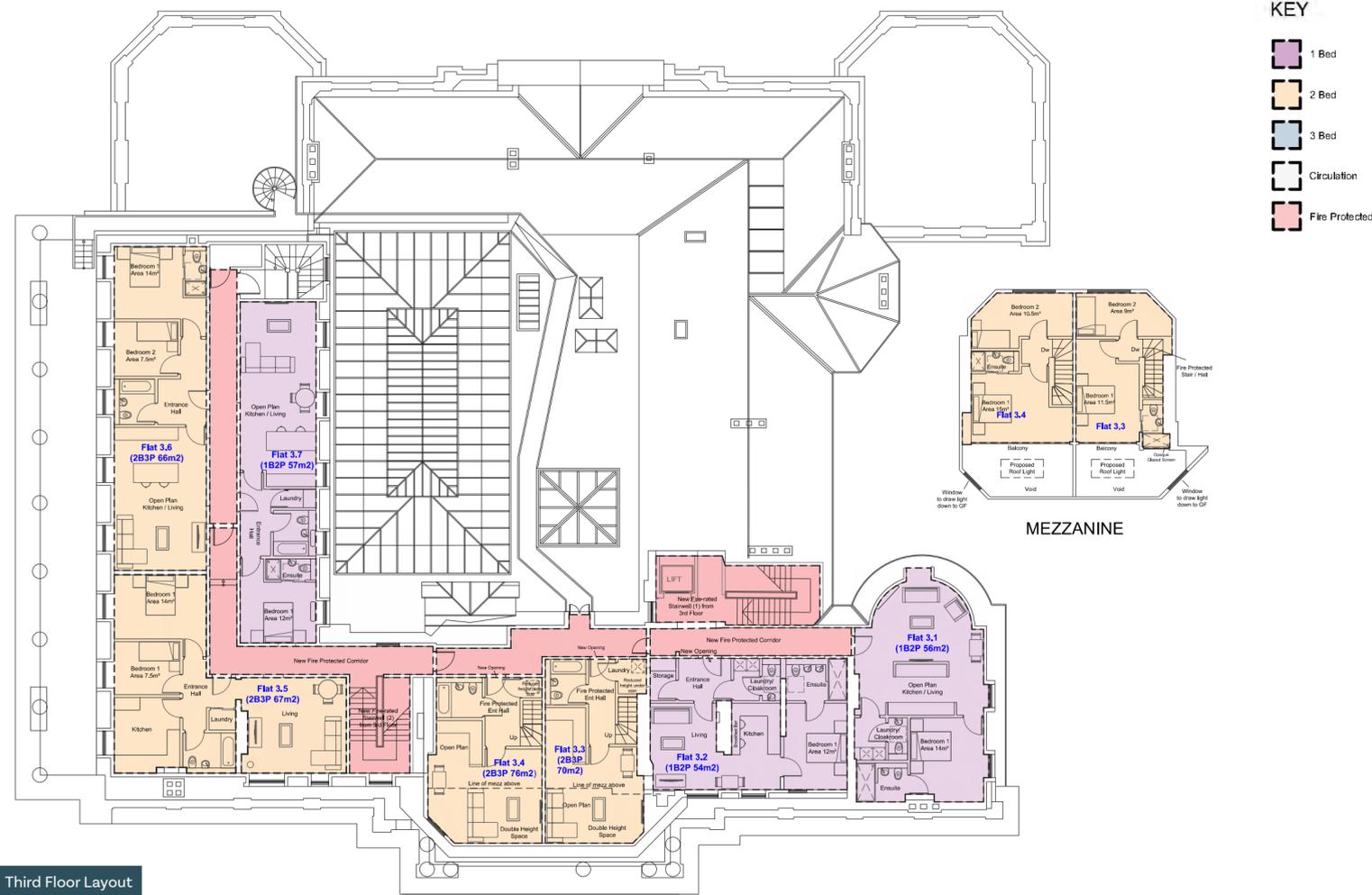
- 1 Bed
- 2 Bed
- 3 Bed
- Circulation
- Fire Protected

Zone	Use	SF	
		m ²	Capacity
Flat 2.1	1 Bed (2p)	56	2
Flat 2.2	2 Bed (3p)	62	3
Flat 2.3	2 Bed (4p)	75	4
Flat 2.4	1 Bed (2p)	57	2
Flat 2.5	2 Bed (4p)	66	3
Flat 2.6	3 bed (4p)	75	4
Flat 2.7 Isadora Duncan Room	1 bed (2p)	65	2
Flat 2.8	2 Bed (3p)	65	3
GIA Sub Total		521	23

Note: Maximum capacity of Residential spaces are calculated to National Space Standard (NSS) compliance.

9. Preferred Options

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Third Floor Layout

KEY

- 1 Bed
- 2 Bed
- 3 Bed
- Circulation
- Fire Protected

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Zone	Use	TF	
		m ²	Capacity
Flat 3.1	3 Bed (5p)	120	5
Flat 3.2	2 Bed (3p)	70	3
Flat 3.3	2 Bed (3p)	76	3
Flat 3.4	2 Bed (3p)	67	3
Flat 3.5	2 Bed (3p)	66	3
Flat 3.6	1 bed (2p)	57	2
GIA Sub Total		456	19

Note:
Maximum capacity of Residential spaces are calculated to National Space Standard (NSS) compliance.

10. Sustainability & Carbon Reduction

As part of the planned refurbishment of Oldway Mansion, there is a fundamental need to maximise the energy performance and sustainability of the site, improving comfort levels, internal conditions, environmental impact and long-term sustainability, but in a sensitive and appropriate manner that looks after the building fabric and futureproofs the site for future generations.

Running costs in particular are likely to place building performance firmly in the spotlight and impact the ongoing viability of Oldway. The history of high running costs at Oldway and dramatic recent fuel cost increases, in conjunction with the bigger picture of the changing climate, means that a 'do nothing' approach is clearly not viable. Significant improvements are possible in buildings such as Oldway Mansion, but this requires a careful approach based on a sound understanding of the principles and details of upgrading traditional and historic buildings.

A range of options to improve the energy efficiency, comfort, running costs and environmental sustainability at Oldway have been considered - while maintaining the character and building fabric of this historic building. The site has considerable potential to be made far more sustainable in the long term, following best-practice principles for the low-energy retrofit of traditional and historic buildings and demonstrating what is achievable with an informed, sympathetic approach. As detailed proposals for the restoration of the buildings at Oldway are progressed, an integrated approach to building fabric and heating/energy supply will need to be considered to ensure the best outcomes.

The Mansion has been significantly altered over time, providing a precedent for continuing evolution in a sensitive manner. Despite the site's prominence and its cultural and historic significance, it is acknowledged that unless the building is substantially improved both in terms of fabric and services, the long-term viability of the site is threatened. The combination of significant fabric condition issues, ageing, inefficient services and poor thermal performance throughout the building will result in massive fuel inefficiency if left unimproved, with wasted energy contributing not only to

environmental impacts but also to running costs. The changing climate and rapidly-rising fuel costs will exacerbate these impacts if left untreated. However, these threats also provide opportunities, presenting a stronger financial and environmental case for implementing significant improvements to help safeguard the long-term sustainability of the Mansion for the local community and visitors.

While the exact mix of improvement options will be subject to client preference, financial viability and approval from the local authority, based on the assessment in this report a wide range of measures are considered viable. Many of these options should be tied in with the required maintenance works - thorough implementation of which is a prerequisite for an effective, low-risk retrofit. Significant improvements to roofs, rooflights, windows, airtightness and services are all important and achievable priorities, with major redesign of the roof and rainwater management being a key consideration; wall and floor upgrades also potentially applicable depending on budget and aspiration. As well as heat loss through the fabric and gaps in the building envelopes, it is essential to address the considerable overheating issues and the associated indoor air quality and ventilation needs. Renewable energy has also been shown to have considerable potential across the site, primarily heat pumps and solar. A bold approach to design, conservation and sustainability will be critical, in line with local authority guidance.

Initial energy modelling has been undertaken to inform the proportional benefits of different retrofit approaches. Options considered (and potential energy cost savings) include:

Option	Description	Estimated Energy Cost (per annum)	Potential Saving
Baseline	Existing Energy Use	£170,000	£0
Option 1	New Windows, Improved Air Tightness	£116,000	£54,000
Option 2	New Windows, Improved Air Tightness, Internal Floor, Wall, Roof Insulation	£100,000	£70,000
Option 3	New Windows, Improved Air Tightness, Internal Floor, Wall, Roof Insulation, Solar PVs	£80,000	£90,000
Option 4	Option 3 plus Biomass Boiler, Air Source Heat Pumps for apartments	£104,000	£66,000

Other investigations likely to be beneficial include early engagement with Torbay Council's planning team and Historic England, discussions with system providers and installers; opening-up works to assess moisture ingress issues in more detail where required; on-site radon measurement; potential thermal imaging to help identify extent of insulation, air leakage and underlying structure; 2D thermal bridge assessment of any unavoidable gaps in the insulation layer or other vulnerable junctions; and moisture risk assessment for any wall insulation proposals.

While a range of upgrade options have been considered, adopting a fabric-first approach is always recommended in the first instance, and is particularly important where heat pump technology is proposed. All fabric upgrades should follow good-practice guidance for traditional and historic buildings, and consider year-round comfort. Any retrofit measures should be preceded by all necessary works to address maintenance issues and ensure the building is dry, sound, free from inappropriate materials and Retrofit Ready.

Overall savings and specific performance values of upgraded building elements are dependent on final specification, although some indicative values have been provided. In this context it is important to stress the need to balance thermal performance with moisture management to safeguard building fabric. While measures may be adopted according to client preferences to a degree, for the fabric elements this should not be a simple 'pick-and-choose' process with some areas treated and others omitted - it is important to adopt a coherent, whole-building approach regardless of the depth of retrofit targeted in order to create a robust, healthy, comfortable building in the long term and minimise the chance of unintended consequences. The overriding principle is to treat a building as a whole even if scaling back on fabric targets. In order to assign particular measures to particular areas, more detailed audits of roofs, windows, wall finishes and

services will be required. All planned renovation projects will also require more detailed assessment in order to integrate efficiency and sustainability measures at an early stage.

In addition to consideration of energy use within the buildings at Oldway, a strategic approach to access and site wide management should be considered to minimise energy use and carbon emissions, both during operation and the restoration of the site. Opportunities to reduce carbon emissions include:

- *Work with stakeholders and the community to model and understand the current carbon footprint of Oldway and develop a future carbon strategy with the aim of Oldway being a net-zero heritage destination.*
- *Ensure that sustainably sourced, low carbon and locally sourced materials are used for repair and refurbishment of built structures and new elements wherever possible.*
- *Consider the life-cycle of all materials. How long will they last, how much will they cost to maintain, and how can they be reused or recycled.*
- *Ensure that all plant material is sustainably sourced from local peat-free nurseries, and that material is bio-secure to avoid introducing pests to Oldway's gardens.*
- *Ensure that management processes, repair/replacement strategies and costs are considered throughout the design and construction process to ensure that energy use and costs are minimised at all stages in the future management of the site.*
- *Develop a sustainable access strategy that prioritises low-carbon transport modes and provides information for visitors on public and active transport options.*

11. Delivery Strategy / Phasing

The delivery of a masterplan of this scale is a significant challenge and will require commitment from Torbay Council, funders, stakeholders and partners.

The draft project programme and summary of the cost estimate below set out a proposed ten year timescale and key actions to be undertaken to secure the future.

Summary Cost Estimate

- PHASE 1** - £13M* & ** First Stage stabilization works
- ROTUNDA** - £4M (Subject to funding from other source)
- PHASE 2** - £35M* Residential
- PHASE 3** - £2M
- TOTAL** - £54M

* Energy Improvement 50/50% across Phase 1 & 2 - £2M

** Phase 1 costs based on repairs to existing roof form not the remodelled roof profile which would support energy improvement options 3 & 4

The base date of this Order of Cost is set at 2Q 2023. Due to the long term nature of the masterplan delivered across several phases, it has been necessary to forecast inflation based on current BCIS Tender Price Indices up to the end of 2028 (current forecast limit), and beyond at an estimated rate of 3.5% per year. The total allowance for construction cost inflation within phases 1-3 inclusive, are in the order of £6m.

Description	2023	2024				2025				2026				2027	2028	2029	2030	2031
	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4					
Masterplan Report to Torbay Council	█																	
Torbay Council Decision to Proceed	█																	
Appoint Project Manager		█																
Rotunda (Heritage Enterprise Fund)																		
Initial Application		█	█															
Development Phase (inc. planning application)			█	█	█	█	█											
Construction Design, Tender and Set Up						█	█											
Banqueting Hall/Towers Demolitions/Stabilisation			█	█	█	█	█	█	█	█	█	█	█					
Rotunda restoration/conversion - 1 to 2 years								█	█	█	█	█	█	█				
Rotunda fitout - Q2 2027														█				
Rotunda opening/operation - 2027/2028														█	█			
Funding Bids & Initial Works																		
LUF Funding Application		█	█	█	█													
Heritage Fund		█	█															
Heritage Fund				█	█	█	█											
Further investigations whilst funding bids progress (e.g. dry-rot)																		
Fund and Appoint Head Gardener ASAP		█	█															
Work with volunteers to enhance garden management (ongoing)				█	█	█	█	█	█	█	█	█	█	█	█	█	█	
Phase 1A - Enabling																		
Detailed/Construction Design (Phase 1-2)					█	█	█	█	█	█								
Planning Application/Listed Building Consent							█	█										
Tender Process									█									
Stabilisation Works to Mansion (Roof, urgent internal/envelope repairs)						█	█	█	█									
Install temporary car parks										█	█							
Maintain access to Little Oldway											█	█						
Temporary Tearoom & Community/Interpretation Hub (in front of mansion)											█	█						
Construction Compound											█							
Phase 2 - Restoration																		
Mansion Restoration												█	█	█	█	█	█	
Garden Restoration												█	█	█	█			
West/East Towers conversion (if retained) and parking (Temporary tearoom/visitor centre removed)																█	█	
Phase 2 - Opening / Operational																		
Opening of Mansion, Gardens Restored etc.																	█	
Operational Activities/Management - using temporary car parks																	█	
Phase 3 - relocation of parking (indoor bowls) - dates TBC																		
Funding for new indoor bowling club and site acquisition																		
Relocation of Indoor bowling club																		
Reinstatement of temporary car park areas																		

12. Recommendations / Next Steps

The condition of the listed buildings at Oldway is not static. All the buildings and the garden are in a state of disrepair and ongoing structural issues, water ingress and vandalism mean that work to halt their decline must commence quickly. If this is not prioritised, further deterioration is likely to mean that the financial cost of saving Oldway will spiral. However, the site has enormous potential and is much loved. We have shown that a restored estate would bring wide ranging benefits to local communities and the project can benefit from Torbay's status as a Tier 1 Levelling Up area. We therefore recommend that Torbay Council prioritises Oldway among its historic assets for a programme of restoration and reuse.

This Masterplan, the Conservation Management Plans, Cost Estimate and other supporting studies clearly set out the scale of the project. We recommend the following key actions to set its delivery in motion:

- Adopt this Masterplan and supporting reports, and commit to the actions set out in the Delivery/Actions Plans.
- Undertake immediate action to stabilise the existing buildings and prevent further deterioration, as set out in the appended Action Plan.
- Set up an Oldway steering group including senior Torbay Council officers and community representatives to steer and support the next phase of the project.
- Regularise the operating basis for the Friends of Oldway and Oldway Gardens Group as recommended through the Developing a Resilient Future for Oldway project.
- Appoint a project director to lead the preparation and submission of first round funding bids, as set out in the bridging proposal for the period January-August 2024 submitted separately to Torbay Council via the existing project board.

- Explore potential funding sources for major funding including Grants for Heritage and Heritage Enterprise from NLHF and central government funds available through the Levelling Up agenda.
- Appoint supporting contractors as set out in the bridging proposals, including a conservation architect to develop and oversee detailed schedules for restoration work and a fundraising specialist to develop a funding strategy.
- Undertake further investigation to the existing buildings as set out in the Conservation Management Plans.
- Work with facilities management staff to develop and implement conservation-sensitive monitoring and maintenance protocols for short and medium term.
- Appoint a Head Gardener at Swisco to work with the Oldway Gardens Group to enhance the existing garden management in advance of restoration works.
- Create a meaningful and engaging brand identity for Oldway that gives form to the project for funders, partners and the public.
- As funding is secured proceed with the development phase, including urgent conservation work, production of detailed plans up to RIBA stage 3, a programme of public engagement with the plans, further development work with the Friends of Oldway and Oldway Gardens Group, engagement with potential commercial partners and delivery phase funding applications.
- As funding is secured, proceed with the final delivery phase, bring parts of the site into use in phases as set out in the masterplan, starting with the Rotunda.

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Youth Provision – Report of the Children and Young People’s Overview and Scrutiny Sub-Board

Report to Cabinet on 5 December 2023

Background

1. The Children and Young People’s Overview and Scrutiny Sub-Board met on 23 October 2023 to consider an update on youth provision.
2. The Cabinet Member for Children’s Services, Councillor Bye, the Head of Learning Academy, Rachel Setter, and the Team Leader Education, TDA, Samantha Poston, provided an update on youth provision in Torbay and the improvements to the Acorn Centre funded through the Youth Improvement Fund and responded to the following questions:
 - Were the Acorn Centre improvements likely to end up with an overspend on the approved budget as a result of increased costs.
 - What was the youth provision in Brixham.
 - When were the Council funded youth clubs going to start running.
 - Does the Council work with the Police and Youth Justice Service to identify young people who were in need of youth support.
 - Would schools be contributing towards the costs of the Youth Worker post.
 - Does Sound Communities follow up work with the Boom Box etc.
 - How many young carers were there in Torquay and does the Council help to get them over to Paignton.
 - How many children were reached through the Holiday Activities and Food (HAF) Programme and what was the reason for a decrease in numbers from last Summer. Action: it was agreed that a written response would be provided to this and that the Board would be kept updated on the HAF Programme.
 - What was the ‘no logos, no ego’s’ approach.
 - Were all schools on board with the Youth Parliament.
 - Where was the Youth Hub website.
 - What had been scaled back for the Youth Improvement Fund.
 - What consideration had been given to apprentices to offer suitable employment and training opportunities within the Council for young people.
3. Members supported the proposed increase of the Parkfield/Medical Tuition Service site from next year to help provide increase youth provision in Paignton.

4. Councillor Nicolaou outlined the work that he was doing with the Boom Box mobile DJ unit and the work of Sound Communities in engaging with young people and helping them to identify other activities to put their time to in order to reduce their involvement in crime and disorder.
5. Tanny Stobart provided a brief overview of work Play Torbay was engaged with in the Kings Ash Ward and agreed to provide a written update to all Members to keep them informed of this work.
6. The Sub-Board reflected and debated the information provided to them, both in writing and orally and formed the following recommendation to the Cabinet. On being put to the vote, the motion was declared carried unanimously.
7. That the Cabinet be recommended:
 1. that priority be given to setting up a mentoring group or safe space for young men in Torbay;
 2. that priority be given in the Kings Ash Ward to work with the community and voluntary sector and other agencies to help families and young people to reduce anti-social behaviour; and
 3. that Ward Councillors be kept informed of the activities taking place within their Wards to support young people and to reduce anti-social behaviour so that they can help communicate this.

Cabinet Response to the recommendations of the Children and Young People’s Overview and Scrutiny Sub-Board – Youth Provision

No.	Recommendation:	Cabinet Response:
1.	That priority be given to setting up a mentoring group or safe space for young men in Torbay.	<p>Via our Family Hubs we can confirm that the following actions are in progress:</p> <ul style="list-style-type: none"> • Voluntary, community and faith sector providers are able to use family hubs buildings for delivering parenting support and targeted outreach activities such as dads/male carers and toddler groups, family film nights or drop-in play and stay sessions. • 2 health visitors being trained in institute Health Visiting PNMH and supporting dads – this training has also been cascaded to multi professional workforce. • Maternity Support Workers in community teams do 1:1s with vulnerable families and Dads <p>We also run a weekly young mens football group as part of the youth service and run male only activities/camping trips over the holiday periods as part of the youth service offer.</p> <p>We will take this forward via our youth participation workers and</p>

No.	Recommendation:	Cabinet Response:
		request that they support us in identifying what services will be most beneficial for young males in this area.
2.	That priority be given in the Kings Ash Ward to work with the community and voluntary sector and other agencies to help families and young people to reduce anti-social behaviour.	<p>We are aware of the increased incidents of anti-social behaviour in the TQ3 area and have been working with the local community, police and voluntary sector partners to increase provision available in the area. This includes an Assertive Outreach programme of street-based youth work and looking to commission a youth club in the area. The Youth Justice Service is also working with more children from the TQ3 area many of whom have been referred because of anti-social or offending behaviour and is providing Prevention or Diversionary activities and interventions.</p> <p>Our Family Hub project also targets underserved communities, for example in baby week we are hosting 3 baby showers in the most deprived areas including Kings Ash to encourage those communities to access Family Hubs. We are also exploring spikes in data so we can deliver services to any underserved areas.</p>
3.	That Ward Councillors be kept informed of the activities taking place within their Wards to support young people and to reduce anti-social behaviour so that they can help communicate this.	The internal communications team provides regular briefings to councillor's and have offered to be the central point of contact moving forwards to ensure that these updates are provided. A briefing on the baby shower info will be included in the next update.

Meeting: Cabinet

Date: 5 December 2023

Wards affected: All

Report Title: Framework agreement Temporary Accommodation and Housing Standards - General Repairs & Maintenance Award of Contracts

When does the decision need to be implemented? As soon as the call-in period has expired

Cabinet Member Contact Details: Cllr Alan Tyerman Cabinet Member for Housing, Finance and Corporate Services, alan.tyerman@torbay.gov.uk

Director Contact Details: Joanne Williams, Director of Adult and Community Services, alan.tyerman@torbay.gov.uk

1. Purpose of Report

- 1.1 The purpose of this report is to seek delegated approval to award contracts for general repairs and maintenance for temporary accommodation and housing standards using the Lot 2 (Maintenance and Repairs element only) of the Framework of Contractors for Disabled Facility Grant (DFG) Works and Maintenance and Repairs. This will thereby appoint up to 10 successful suppliers, following a procurement exercise.
- 1.2 The current list of approved DFG contracts does not include works associated with wider delivery across the Directorate or organisation. It is the intention that the Framework be used to undertake works in default (under legal notice) by the Community and Customer Department, and in the maintenance and repairs of temporary accommodation, if required.
- 1.3 The current procurement process continues until February 2024, when the preferred suppliers will be informed of their success to be on the Framework.

2. Reason for Proposal and its benefits

- 2.1 The proposal in this report helps us to deliver improved quality of accommodation and prevent homelessness. This will ensure we have a Framework of suitable qualified and vetted contractors, which can undertake works in a timely manner to meet statutory and safety requirements.
- 2.2 Works included, relate to maintenance and repairs of properties owned or leased by Torbay Council. This includes properties used in the provision of temporary accommodation and includes works under legal notice on other private properties. For example, repairs under

housing legislation, enforced by the Housing Standards team. Further explanation of the type of works in scope and need are included below.

- 2.3 Rapid and easy access to approved contractors via a Framework, following further competitive tender for works, enables an expedient response to address housing quality and safety issues in properties, to protect life and prevent homelessness.

3. Recommendation(s) / Proposed Decision

1. That the Director of Adult and Community Services, in consultation with the Cabinet Member for Housing, Finance and Corporate Services, be given delegated authority until February 2028, to award contracts for general repairs and maintenance for temporary accommodation and housing standards, using the successful bidders identified through the Procurement process for Lot 2 of the Framework of Contractors for Disabled Facility Grant (DFG) Works and Maintenance and Repairs.

Supporting Information

1. Introduction

- 1.1 A tender process is being concluded to establish a framework agreement to provide a list of contractors to undertake DFG work. In addition, it is proposed to the above a separate Lot has been added, so that this Framework of contractors can be used across Community and Customer Services and wider Directorates to undertaken maintenance and repairs as required on residential properties owned or leased by the Council.
- 1.2 It is the intention that the Framework be accessed to undertake works in default (under legal notice) by Community and Customer services and in the maintenance and repairs of temporary accommodation if required.
- 1.3 Access to the Framework will be available to any Council wholly owned subsidiary company who may request access to this Framework.
- 1.4 Lot 2, General Repairs and Maintenance includes the following works, but not limited to:
- General domestic maintenance.
 - Major repairs.
 - General minor repairs, to include, but not limited to:
 - Domestic hot and cold-water repairs.
 - Rehanging and replacing of doors; and
 - Electrical works, including replacement of sockets.
 - Gas Safe works and electrical safety works.
 - Electricity Supply Acts
- 1.5 It is anticipated that the Framework will commence in February 2024 for a period of 4 years.
- 1.6 Call-off contracts through this Framework will be awarded following further competition. No contracts will therefore be directly awarded without obtaining competitive quotes.
- 1.7 It is anticipated that the type of work provided through this Framework, are matters pertaining to the work undertaken by the Housing Standards team. For example, completing emergency remedial works to protect life or prevent homelessness. Such activities include securing front door, emergency electrical works, heating repairs etc.
- 1.8 The Framework also aims to provide a mechanism by which Housing Options can access suitable qualified contractors to undertake works to ensure the safety of accommodation within its provision of temporary accommodation. For example, emergency heating repairs, repairs to fire doors etc.

2. Options under consideration

- 2.1 Works in default – No other options have been considered. If the contract is not awarded, existing procedures will remain by obtaining quotes from contractors. The Framework aims to ensure that the Council is legally compliant through the total value of any contract awarded to any one provider. It also aids expediency in accessing contractors and ensuring that all appropriate British Safety Standards, Codes of Practice and DBS requirements are in place.
- 2.2 Temporary Accommodation – Works have been included in the Framework to provide a mechanism by which to access contractors as required that are cost effective to the Council, whilst a longer term strategy is developed over the management and maintenance of temporary accommodation.
- 2.3 Due to current market difficulties in accessing contractors to undertake works, it also aims to ensure sufficiency of supply to undertake the works required in a timely way.

3. Financial Opportunities and Implications

- 3.1 There is no operational budget associated with works in default undertaken by Community and Customer Service. This is a long standing arrangement, by which monies are repaid to the budget once received from the liable party. Works are only undertaken when the level of risk is such, that immediate remedial action is required to protect life and therefore prevent homelessness. The approximate spend each year within Housing Standards is between £17K - £20K.
- 3.2 All works in default, under housing legislation, are done so under legal notice in line with existing procedures. These are standard operating practices and as appropriate, invoices issued and or land charges placed on the legally responsible person (e.g., owner) to reclaim costs. An additional charge for undertaking the work is also added (30%) to assist in facilitating compliance by landlords and cost recovery for additional activities undertaken by the Council.
- 3.3 Works associated with the provision of temporary accommodation, which is the responsibility of the Council, are done so within the Housing Options budget. Torbay Council has owned a number of properties for approximately 6 months, with minimal additional expenditure. Works are still within warranty and any damage has been minimal. If intentional damage is caused, the Council strives to reclaim this through the liable individuals. This Framework would facilitate swift responsive repairs if required, to mitigate void and therefore additional cost. Estimated expenditure is £40K p.a.
- 3.4 The provision of this Framework does not commit the Council to additional expenditure and are works that are already being undertaken.

4. Legal Implications

- 4.1 The Framework is being procured in line with the Council's procurement policies and procedures.
- 4.2 The Local Authority has a legal responsibility under Section 5 of the Housing Act to take appropriate enforcement action in relation to category 1 hazards in accommodation. Schedule 3 states that emergency remedial action can also be undertaken to fulfil this duty.

5. Engagement and Consultation

- 5.1 Engagement has taken place with service users namely Community and Customer Services to seek views and opinions on what services would be of benefit in accessing a framework and the type of services required.
- 5.2 Wider discussions have taken place as part of the procurement exercise within the procurement teams to ensure that this does not fetter any other tenders taking place or are planned.

6. Purchasing or Hiring of Goods and/or Services

- 6.1 The procurement has been undertaken with full support and advice from the Procurement Team.
- 6.2 Regard has been given to wider procurement exercises that are in the process of being undertaken.

7. Tackling Climate Change

- 7.1 Works undertaken as part of the contract related to the quality of accommodation will also address excess cold and therefore include improving the thermal efficiency of properties.

8. Associated Risks

- 8.1 The risk of not awarding the contract is that there are delays in accessing suitably qualified contractors to undertake the works required to protect life and prevent homelessness.
- 8.2 The Framework aims to provide efficiencies in accessing suitable qualified contractors and therefore reducing costs.

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

	Positive Impact	Negative Impact & Mitigating Actions	Neutral Impact
Older or younger people	Improved quality of accommodation for at risk group.		
People with caring Responsibilities			No detrimental impact.
People with a disability	Improved quality of accommodation for at risk group.		
Women or men			No detrimental impact.
People who are black or from a minority ethnic background (BME) (Please note Gypsies / Roma are within this community)			No detrimental impact.
Religion or belief (including lack of belief)			No detrimental impact.
People who are lesbian, gay or bisexual			No detrimental impact.
People who are transgendered			No detrimental impact.
People who are in a marriage or civil partnership			No detrimental impact.
Women who are pregnant / on maternity leave	Improved quality of accommodation for at risk group.		
Socio-economic impacts (Including impact on child poverty issues and deprivation)	Ensuring safety for those that maybe living in substandard accommodation due to economic vulnerabilities.		
Public Health impacts (How will your proposal impact on the general	Improvement in quality of accommodation and		

health of the population of Torbay)	linkages between health and housing.		
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10. Cumulative Council Impact

10.1 The awarding of this Framework does not impact on wider strategy decisions related to the landlord function of temporary accommodation.

11. Cumulative Community Impacts

11.1 None

Notice of Motion

Cabinet

5 December 2023

Inclusive Street Design

Blind and partially sighted people are struggling to walk safely on the streets of the UK. Recent figures from the RNIB show:

- 99 per cent of blind and partially sighted people said that pedestrian crossings are important to them for making walking journeys
- 95 per cent of blind and partially sighted people have collided with an obstacle in their local neighbourhood over a three month period
- 78 per cent said they would avoid a shared route with bikes
- 78 per cent said walking journeys were their only, or main, form of outdoor physical exercise.

We believe that action must be taken to reverse this trend; and that it is Torbay Council's responsibility to take this action as part of their responsibility for highways and public spaces.

We further note that consultation processes generally make it difficult or impossible for blind and partially sighted people and organisations representing them to respond sufficiently each time, particularly in respect of place based changes.

Rather than attempting to address the inaccessibility of place-based design through repetitive consultations which likely fail to capture all the knowledge and experience desired, the Key Principles of Inclusive Street Design should be adopted to ensure smooth delivery of street designs that work for all residents.

The Cabinet are requested to instruct the Director of Pride in Place to:

Determine where Torbay Councils planning and transport policy conflicts with the principles of Inclusive Street Design and associated Government Guidance and where instructions to Town Planners may be improved as a result.

Proposer: Councillor Mandy Darling
Seconder: Councillor Johns

Notice of Motion

Cabinet

5 December 2023

Powers to address Anti-Social Behaviour

Over this last summer, there has been an up tick on levels of anti-social behaviour experienced by residents and visitors alike particularly in our town centres across the bay. In light of this, the local authority should commence gathering evidence to assist in the development of Public Spaces Protection Orders (PSPO) that could cover the whole of Torbay as has been undertaken in North Somerset Council. The potential PSPO orders should include:

- Dog fouling
- Alcohol restrictions
- Littering
- Urinating in public
- Trading goods on public property
- Consuming or inhaling psychoactive substances
- Aggressive begging
- Use or drive a vehicle in a manner likely to cause alarm, harassment, distress or public nuisance
- Causing obstruction on a public highway or publicly accessible place (whether moving or stationary)
- Parking or driving on parks, open space, public realm or highway verge
- Pedlar's code of conduct

We also ask for Cabinet to consider how Torbay Council can more proactively use Community Protection Warnings (CPW), Community Protection Notices (PCN) and Criminal Behaviour Orders (CBO) to help tackle anti-social behaviour in our town centres and residential areas. Therefore, Cabinet is requested to instruct officers to undertake an analysis of available evidence so as to inform approaches in this respect.

Proposer: Councillor Steve Darling
Seconder: Councillor Carter