

Tuesday, 29 August 2023

OVERVIEW AND SCRUTINY BOARD

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

Wednesday, 6 September 2023

commencing at **5.30 pm**

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

Members of the Committee

Councillor Billings (Chairman)

Councillor Bryant

Councillor Cowell (Vice-Chair)

Councillor Douglas-Dunbar

Councillor Harvey

Councillor Joyce

Councillor Law

Councillor Maddison

Councillor Twelves

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

OVERVIEW AND SCRUTINY BOARD AGENDA

1. Apologies

To receive apologies for absence, including notifications of any changes to the membership of the Board.

2. Minutes

To confirm as a correct record the minutes of the meetings of the Board held on 3 and 8 August 2023.

(Pages 4 - 7)

3. Declarations of Interest

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

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

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

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

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

4. Urgent Items

To consider any other items that the Chairman decides are urgent.

5. Levelling Up Bill and Regeneration Bill

1. To receive assurance on the preparedness of implementing the changes arising from the Levelling Up Bill and Regeneration Bills due to come into effect in the Autumn.

2. To receive an update on the progress of implementing the Government Funding for the Town Centres and the deadlines for the grants.

(Note: The Leader of the Council, Director of Pride in Place and representative from the Planning Department have been invited to attend for this item.)

6. **Review of Planning Services Fit for the Future** (Pages 8 - 15)
To review the progress of the Planning Service Fit for the Future project.

(Note: The Leader of the Council, Chief Executive and Director of Pride in Place have been invited to attend for this item.)
7. **Review of current climate change related work - including Torbay Climate Emergency Action Plan (consultation draft 2023-2025)** (Pages 16 - 51)
To make recommendations to the Cabinet on any revisions to current work including a new revised Torbay Climate Emergency Action Plan.

(Note: The Leader of the Council, Director of Pride in Place and Climate Emergency Officer have been invited for this item.)
8. **Budget Monitoring Q1 2023/2024** (Pages 52 - 61)
To consider the Budget Monitoring Report for Quarter 1 2023/2024 and make recommendations to the Cabinet.

(Note: The Cabinet Member for Finance and Corporate Services, Director of Finance and Deputy Director of Finance have been invited for this item.)

Minutes of the Overview and Scrutiny Board

3 August 2023

-: Present :-

Councillor Billings (Chairman)

Councillors Brook, Bryant, Cowell (Vice-Chair), Harvey, Johns, Joyce, Long and Twelves

(Also in attendance: Councillors Fox, Barbara Lewis, Chris Lewis, David Thomas and Jacqueline Thomas)

8. Apologies

It was reported that, in accordance with the wishes of the Liberal Democrat Group and the Conservative Group, the membership of the Board had been amended to include Councillors Johns, Long and Brook in place of Councillors Douglas-Dunbar, Law and Maddison respectively.

9. Minutes

Subject to the value of the two solar farms being amended to £600,000, the minutes of the meeting of the Board held on 5 July 2023 were confirmed as a correct record and signed by the Chairman.

10. Disposal of Assets Call-In

The Board had before it details of a call-in by five Members of the Council of the decision of the Cabinet to dispose of surplus assets. The Call-in Promoter, Councillor Long, explained his reasons for call-in to the Board and the Cabinet Member for Place Services and Economic Growth responded. Julie Brandon, representative from the Torquay Neighbourhood Forum spoke in support of development of the sites but raised concerns over the potential for the sites not being developed as intended.

Resolved:

That no further action be taken in respect of the call-in.

Chairman

Minutes of the Overview and Scrutiny Board

8 August 2023

-: Present :-

Councillor Billings (Chairman)

Councillors Amil, Bryant, Steve Darling, Harvey, Joyce, Long, Maddison and Twelves

(Also in attendance: Councillors Bye, Carter, Fox, Chris Lewis, Spacagna,
David Thomas, Jacqueline Thomas and Tranter)

11. Apologies

It was reported that, in accordance with the wishes of the Independent Group, the membership of the Board had been amended to include Councillor Amil in place of Councillor Cowell.

12. Spotlight Review on English Riviera Airshow

The Overview and Scrutiny Board undertook a spotlight review into the future of the English Riviera Airshow and examined the background report and supporting documents (full details of which can be found at <https://www.torbay.gov.uk/DemocraticServices/ieListDocuments.aspx?CId=218&MId=25482&Ver=4>):

- English Riviera Airshow Evaluation 2023 Final Report;
- English Riviera Airshow Evaluation Report;
- Riviera Airshow 2024: Learning points and suggestions for future Air Shows;
- Map of Airshow 2023 Event Space; and
- Overview and Scrutiny English Riviera Show Survey with Community Partnership Summary Results.

The Board heard evidence from the following:

- English Riviera Business Improvement District ERBID Company (Carolyn Custerson);
- the Business Forum (a statement was read out by Sally Cope on behalf of Steve Reynolds);
- Torquay Chamber of Trade and Commerce (Susie Colley);
- Paignton Chamber of Trade and Commerce (Sally Cope);
- Brixham Town Council (Brixham Town Councillor Michael Roseveare);
- Paignton Town and Preston Community Partnership (Alan Whytock); and
- Airshow Working Party Members (Councillors Carter and Jackie Thomas).

All representatives were fully in support of the continuance of the English Riviera Airshow and recognised the importance to the local economy as well as the social value and health and wellbeing benefits to local residents as well as visitors. They felt that there were merits in expanding the offer of the Airshow and considering catering and other arrangements on satellite sites across the Bay to maximise income and opportunities. There was a commitment from the English Riviera Business Improvement District (ERTBID) Company and Paignton Town and Preston Community Partnership to work together with the Council and any further provider to utilise their expertise and experience to help the Airshow grow and become financially sustainable.

However, the representative from the Torquay Chamber of Trade and Commerce had concerns over the future funding of the event, especially in light of the cost of living crisis and felt that more investment could be made on other smaller all year round local events to help attract people to Torbay.

The Board acknowledged that the English Riviera Airshow was a key flagship event for Torbay raising over £15 per £1 invested consultants commissioned by the Council and ERBID have assessed, but with rising costs alternative ways for delivering the Airshow was needed. They considered how other air shows were delivered as well as options for delivering the Airshow differently e.g. 1 day event rather than a 2 day event, expanding it to a 3 day event starting on the Friday evening with music or other attractions being delivered as part of a larger experience, live casting the broadcast so people could know what was happening at other locations across Torbay etc.

The Cabinet Member for Place Services and Economic Growth – Councillor Chris Lewis, the Leader of the Council – Councillor David Thomas and the Divisional Director of Economy, Environment and Infrastructure – Lisa Tuck attended the meeting to listen to the discussion and responded to questions. The recommendations from the Spotlight Review would be presented to the Cabinet meeting on 15 August 2023 for the Cabinet to make a final decision on the future of the Airshow.

The Board considered the following four options with their associated considerations as set out in the submitted report as well as the evidence and discussions heard at the meeting:

- Option 1: Torbay Council continues to own and deliver the English Riviera Airshow.
- Option 2: Facilitate the provision of the Air Show by another organisation (e.g. not for profit).
- Option 3: Removing the Airshow from the Council's delivery plans and redirecting financial support into other (new) events or attractions across the Torbay event calendar.
- Option 4: Remove the Airshow from the Council's delivery plans with no plans to redirect funding.

The Board recognised the value of the English Riviera Airshow as a key flagship event for Torbay and agreed that it should continue and be developed further to encourage people to stay at the event village longer, with more local stalls, attractions

and family friendly offers. They wanted to ensure that any future Airshow delivered value for money and was managed in an effective and business like way working with our partners, communities, business and voluntary sector to deliver a world class event which attracts visitors to stay in Torbay longer.

Resolved (unanimously):

That the Cabinet be recommended that:

1. Torbay Council should own and deliver the English Riviera Airshow in 2024 and a business case be developed to support this.
2. the organisation and promotion of the Airshow should start now, working closely with the English Riviera Business Improvement District (ERBID) Company and other groups, utilising professional expertise and experience;
3. the event should seek to include more of the community and voluntary sector, with private sector involvement and proactively seek sponsorship and commercialisation whilst keeping as much income within the Bay as possible;
4. the event to become more than just an Airshow, with the flying displays being part of a whole series of attractions from the Friday evening through to the Sunday evening;
5. the organisers to recognise the variability of the weather generates value in a 2 day event, but more needs to be done to ensure repeat attendance over both days and recognise the social benefits; and
6. a strong grip needs to be kept on the finances, with the external funding received determining the format of the event. Torbay Council to match fund the event subject to a maximum contribution and to look to substantially reduce its financial contribution year on year with a view to it becoming self-financing.

Chairman

Meeting: Overview and Scrutiny Board **Date:** 6 September 2023

Wards affected: All wards

Report Title: Update on Planning, Housing and Climate Emergency Service of the Future Project

When does the decision need to be implemented? Not applicable

Cabinet Member Contact Details: Cllr David Thomas, Leader of the Council and Cabinet Member. David.Thomas@torbay.gov.uk

Officer Contact Details: Anne-Marie Bond, Chief Executive. Anne-Marie.Bond@torbay.gov.uk

1. Background

- 1.1 This report provides members with an update on the delivery of the Planning, Housing & Climate Emergency – Service of The Future Project and its impact thus far. For background following increasing concerns about performance the Chief Executive decided that there was the need to establish a formal project to make improvements in the service.
- 1.2 It is recognised that for the Council to effectively deliver the placemaking ambitions that are shared by the Council, partners and the community a high performing planning service is an integral part of the approach.
- 1.3 The Project Initiation Document (PID) was created with the first Project Board meeting occurring on 28 April 2022. It was decided that due to the interdependencies, that the entire department encompassing: Development Management and its Planning Support Service; Strategy and Project Management; and Building Control would be included within the scope of the improvement work, albeit the concerns emanating from a Development Management perspective.
- 1.4 The project is supported by the Business Improvement and Change team, with key officers meeting monthly to review progress, assess performance and agree next steps.

2. Project Plan

2.1 The project has always recognised that in order to see a notable improvement in the performance indicators and improved customer feedback, a series of wider (enabling) activities needed to take place. An update on the key enabling strands is set out below.

2.2 Technology

The project recognised the need for software solutions to improve the processes used within Development Management and Planning Support, which has been focused on the following;

System / Supplier	Description
Total Land Charges / Idox	Land searches need to be dealt with quickly and efficiently by Land Charges and Planning departments. This land charges software delivers a reduced turnaround time and reduces the likelihood of errors.
Obligations Suite / Exacom	The powerful web-based back-office Planning Obligations Suite is made up of three modules: The S106 and CIL governance modules, and the Project Module. These modules are designed for planning and CIL charging authorities to monitor, enforce and deliver community infrastructure.
The Public Facing Module / Exacom	The Public Facing Module (PFM) is a daily feed from the back-office system to a public facing webserver that allows members of the public to interrogate all aspects of planning obligations in their varying states: pending, due, received, allocated and spent. Additionally, this system allows the public to view S106 deeds and the individual covenants in them thus significantly improving transparency.

2.3 Redesign of Staff Structures

A review of each service's staff structure has taken place which identified that changes were needed within the Development Management, Planning Support, and Strategy and Project Management services.

2.3.1 Strategy and Project Management

A restructure to incorporate the lead for Strategic Housing and delivery as well as changes in line management responsibilities.

2.3.2 Development Management

Changes have been made to the Principal Planning Officer(s) posts. On the recommendation of the Planning Advisory Service, these posts now have direct line management responsibilities for Planning Officers and Assistant Planning Officers. This

change will support shared understanding and experience on cases and support a path of future career progression.

Additional resources have been allocated to planning enforcement work, facilitated by transferring an existing Planning Officer position to become a new additional planning enforcement role.

A restructure has also seen the creation of a new Principal Historic Environment Officer position as it was recognised that the service needed focussed specialist skills particularly in the area of heritage and conservation and in order to ensure the delivery of the adopted Heritage Strategy. This post has been advertised and therefore we are anticipating that the post will be filled imminently.

A restructure has occurred to address line management challenges in Planning Support, thus ensuring that there is the appropriate management support and direction.

2.4 Staff Engagement

2.4.1 It has been essential that all staff within the department are engaged and kept up-to-date with the project's progress. A regular 'all staff' newsletter and staff briefings are led by the Divisional Director of Planning, Housing & Climate Emergency. These include the key messages, so officers are clear about the latest improvement activities that have occurred and the needed focus going forward.

2.4.2 The Chief Executive instigated a bespoke 'well-being questionnaire' for staff in the department. All staff had the opportunity to anonymously respond, however it was voluntary. The activity was overseen by the Human Resources department. The results of the questionnaire provided management with a greater insight in the well-being thoughts and feelings of the teams and as a result of this, a well-being action plan was created to oversee the improvements required, which included: better signposting to support services; more regular team meetings; implementation of peer support; and improved communications. This process will be repeated at appropriate intervals to gauge progress.

2.5 Business Processing

2.5.1 Process maps (a term used to describe the recording of work-flow activities) have been created. The initial maps are called 'As Is' maps and then a second set, that include the improvements are referred to as the 'To Be' maps. Staff from the services input into the creation of the maps and contributed thoughts on what changes could result in wider benefits, so as to standardise and simplify processes. Examples of this include;

- The registration and validation processes have been mapped and changes implemented.
- There is clearer communication on validation processes and a revised Local Validation Checklist currently being consulted upon.
- Improved details on the Council Website regarding planning processes.
- An amended plans protocol has been established to standardise the approach to revisions to schemes.

2.6 Customer Engagement

- 2.6.1 Effort has been made to ensure that the wider external stakeholders are updated as to the project. Updates on the improvements being made across the department are shared at the Agents and Neighbourhood Forums.
- 2.6.2 The department is also making every effort to gain feedback from the customers who use the planning services. When a letter is sent to a customer regarding their planning decision it includes a link for the customer to take part in a feedback survey.

3. Challenges the Project has faced

- 3.1 Like all change projects that run over a sustained period of time, recruitment and retention of staff is important, but staff leaving is also to be expected. In the case of this project, the Head of Development Management left her post in February 2023. The post is key to delivering the changes that are needed within the Development Management Service. This has resulted in some delays to project activities and slowed some progress. The transformation and continuous improvement focus forms an important part of the new post holder's job role with a commencement in post of 21 August 2023.
- 3.2 During this time, the department has also experienced a number of staff absent with significant ill-health, which inevitably has impacted upon performance of the KPIs.
- 3.3 When the project was first initiated, the Development Management Service had a vacant Enforcement Officer post. This was contributing to further delays in relation to the enforcement activities the council was able to respond to, however this has now been filled.

4. Performance and benefits of the Project

- 4.1 A significantly positive outcome of the project to date, is the sheer volume of shared learning that has taken place. Whilst there has been a focus on the KPIs within Development Management and Planning Support Services, the cohesiveness, shared management team responsibility and shared learning has been essential for the overall service now and into the future.

4.2 Performance - Building Control

- 4.2.1 The performance indicators used to monitor and measure the Building Control Service show that the service is performing very well and meeting its targets.
- As at June 2023, customer satisfaction was recorded at 100% (satisfied or very satisfied). An electronic survey is sent out to all customers who use the services.
 - Income for Quarter 1 2023/24 is on target.
 - Market share for the service as at June 2023 was reported as 82%.
- 4.2.2 The process mapping showed that the work processes were already efficient, and no additional changes were needed.

- 4.2.3 The service operates within the recognised BSI9001 standard and was externally inspected by the British Standards Institution in May 2023. Yearly inspections take place by the Local Authority Building Control Inspectors who check performance against the nationally recognised performance indicators, which demonstrates that this service is performing well.
- 4.2.4 The Building Control Services are going to be subject to changes in their legislation, specifically the Safety Act 2022. These changes include the requirement that: all Building Control Services will be monitored by the building safety regulator that sits within the Health and Safety Executive; Building Control Services will be required to meet a set of operational standard rules and monitoring arrangements; and finally, all Building Control Inspectors will have to take exams once every four years to evidence that they comply and meet the expected competency level.
- 4.2.5 The changes to the legislation will require all Building Control Inspectors to have passed new exams before April 2024. The officers within the Council's Building Control Services are currently preparing and plan to sit their exams before the end of December 2023.

4.3 Performance – Strategy and Project Management

- 4.3.1 The performance indicators used to monitor and measure the Strategy and Project Management Service are typically gathered on an annual basis and much of the data reported on is outside of the team's control.
- 4.3.2 The team consists of three distinct work areas and the measures for each are very different. There is no single output that would monitor performance of the whole team.
- 4.3.3 Measures of performance for the Strategic Planning area of work are more related to the status and validity of the Local Plan, evidence base, and support policy documents. This is recorded annually in the Authority Monitoring Report where progress against the key policies is noted as well as recording the development of any updates to the policy documents.
- 4.3.4 The Authority Monitoring Report will track housing numbers as a key driver, with teams in other areas of the Council tracking affordable housing outputs. The housing numbers are recorded annually and are a critical target when understanding the validity of the Local Plan.
- 4.3.5 The Climate section has required a considerable amount of work liaising with many different areas of the Council to assess and understand the current position the Council is in with regards to carbon emissions. With no environmental policy resource for a number of years the data records were not maintained either for the Council or wider Torbay area. Work continues on developing more clarity and confidence in the data and therefore the measure of carbon emissions.
- 4.3.6 In respect of the Strategic Transport work, the Local Transport Plan (LTP) includes objectives which give the best measure for performance of the team.

4.3.7 For public transport there is quarterly tracking of bus passenger numbers with monthly reporting of concessionary patronage.

4.4 Performance – Development Management and Planning Support

4.4.1 The performance indicators used by Government to monitor Development Management (last updated 2022) are measured by the proportion of applications that are dealt with within the statutory time, or an agreed extended period, with the quality of decisions made by local planning authorities measured by the proportion of decisions on applications that are subsequently overturned at appeal. Torbay continues to perform well within these government performance indicators.

4.4.2 Through the project however we monitor performance a wider set of KPIs, and we have set localised improvement targets. With the enabling works still in progress, we would not expect to see performance yet at the levels that we need to achieve, indeed given the need to focus on the enabling work it was always recognised that there could be a deterioration in performance in the short term so as to achieve sustainable improvements for the long term.

4.4.3 On an examination of the most significant KPIs it can be seen that for the most part there has been fluctuating performance within an overall positive trajectory. although not yet reaching the level of performance we are aiming for.

4.5 Number of major applications determined

With small numbers involved, these have all consistently been determined within statutory time limits when agreed extensions are taken into account. If we exclude the extensions then performance against the 13-week timeframe is variable, but this is to be expected given the complexity of the major applications that can come forward.

4.6 Number of minor applications determined

Our baseline performance for minor applications, including with extensions of time was at 42.11%. As at June 2023, performance was the highest yet at 89.29%. Whilst there has been variability over the period, since January 2023 this has never dipped below 65%. If we exclude extensions then performance against the 13-week timeframe is variable, with a baseline performance of 10.53% in May 2022. As at June 2023 the performance was at 53.57%. There was an unwelcome dip in February 2023 as a result of acute absences, but other than that month, performance has consistently been above 43%, again demonstrating an upward trajectory.

4.7 Number of other applications determined

This area has the highest volume of applications and where baseline performance was ahead that of the other types of applications. For applications including extensions of time

the baseline performance was 66.67%. Since January 2023 performance has ranged between 74.55% and 90.7%, with the latest position being 79.25%. If we exclude extensions the baseline performance in May 2022 was 39.58%. Performance in this area has remained stubbornly stuck, with the highest point reached in May 2023 of 53.85%, but there have been a number of occasions where performance dipped slightly below the baseline. Since the turn of the year, save in April 2023, there has been an improved consistency of performance above 45%.

4.8 Validations within 5 working days of required information being received

The target set for this is at 7 days. For minor and other applications, this target was achieved for the first time in June 2023, however for major applications in the same month there was a significant deviation from that target at 17 days. Improving the standards of applications received with a revised Local Validation List is expected to improve performance in this area.

4.9 Enforcement cases

The number of Enforcement cases received continues to be significantly high, adding to the number of cases already open. Despite a focus on resolving cases the latest performance shows 528 open cases, just slightly lower than the peak of 538. Anecdotal evidence is suggesting an increasing complexity of cases are being received, significantly with heritage assets. It is hoped that the recruitment to the new Principal Historic Environment Officer, alongside the vacant Head of Development Management post now being filled, this will assist significantly with the right focus and expertise in these matters. The Divisional Director is currently undertaking an assessment of resources focussing on enforcement to present to the Chief Executive, which will take into account concerns expressed recently by the Local Government Ombudsman as to the delay the occurred in a case referred to them.

5. Next Steps

5.1 Enabling work continues to be delivered, with the following work being delivered in the next period;

- complete the consultation on the Local Validation Checklist and finalise and publish the revised checklist,
- Complete the Householder Design Guide, consult and adopt.
- Review the approach to training and develop training plans for individual officers, with officer improvement targets to be set.
- Complete the implementation of new IT systems:
 - the Enterprise Dashboard module in IDOX Uniform for development Management.
 - Implementation of Idox Total Land Charges System

- Performance data to be automated using Power BI, including further reports needed to assist individual Planning Officers
- Updating of our website
- Review of resourcing for Enforcement.

5.2 Whilst this work is progressing it is essential that we continue to focus on driving up customer service standards that our customers experience in their interactions with these services. Specific training and support is being undertaken for staff in respect of 'Customer Care' and 'Tone of Voice.'

6. Recommendation(s) / Proposed Decision

6.1 That members note the report and make any recommendations they would wish Cabinet to consider in relation to the project.

Background Documents

Planning Service Fit for the Future project - Project Initiation Document

PAS (Planning Advisory Service) 2021 report

Planning Service Improvement Plan 2021

Meeting: Overview and Scrutiny Board **Date:** 6 September 2023

Wards affected: All

Report Title: Review of current climate change related work

When does the decision need to be implemented? N/a

Cabinet Member Contact Details: David Thomas, Leader of the Council

Director/Divisional Director Contact Details: David Edmondson, Divisional Director – Planning, Housing & Climate Emergency

1. Purpose of Report

- 1.1 This report provides a summary of the current work helping Torbay Council, and the wider Torbay area, play a part in tackling the causes and effects of climate change.
- 1.2 This report also gives the Board the opportunity to review and make recommendations on the next iterations of:
 - 1) Carbon Neutral Council Action Plan, and
 - 2) Torbay wide Framework and Action Plan to reduce carbon emissions and prepare for a changing climate.

2. Reason for Proposal and its benefits

- 2.1 This paper is an opportunity to review current work and feed into the development of new:
 - 1) Carbon Neutral Council Action Plan
 - 2) Torbay wide Framework and Action Plan to reduce carbon emissions and prepare for a changing climate.
- 2.2 It is also an opportunity to review recent work undertaken by University of Exeter and the results of the recent public consultation on Torbay Climate Emergency Action Plan (Draft version) and to endorse a series of next steps.
- 2.3 The existing and planned work, once delivered, will bring a range of economic and social benefits for Torbay. Taking action now is an opportunity to create a healthier, more resilient and thriving Torbay. It is about creating nice places to live and work now and in the future. A video [here](#) summarises some of the benefits. A few are outlined below:
 - Encouraging everyone to be more active and healthier by walking and cycling.

- Improving air quality through the electrification of vehicles (both actions are about given people more sustainable options for travel and not about reducing their freedom to travel).
- Insulating our homes to make them warmer will improve public health and reduce pressures on the NHS and help reduce fuel poverty and the impact of the current cost of living crisis and energy crisis. To date local schemes are estimated to have saved residents £387,000¹ off their fuel bills (see Appendix 1)
- There is considerable potential for the transition to clean technologies to create economic growth, new jobs and skills and improve energy security.
- Enhancing the ability of habitats to store carbon offers opportunities to reverse the decline of biodiversity and restore the benefits healthy ecosystems provide. These include reduced flood risk, improved water and air quality, nutritious food, timber and fuel, and accessible greenspace. It also will help protect our naturally inspiring area.
- Improved local resilience from storms/future changes in climate and avoided costs and reduced stress and other wellbeing issues.

2.4 However, we know that not everyone will be able to take some of the actions needed in the future. Some actions will be relatively easy for us all to make, including no cost actions such as turning off lights when you leave the room. Others may require us to invest in things like energy efficient light bulbs and loft insulation. These have the potential to save us money in the long term but require an upfront cost. Some support is currently available to help with the costs of improving the energy efficiency of homes and installing low carbon heating. However, more financial support from Government is likely to be needed for those most in need. It is vital that the transition is fair and just for all. This will be an important part of the work the Council and the Torbay Climate Partnership (and others) undertake going forward, especially in the run up to significant national changes such as the ban on new gas boilers from 2035 onwards.

3. Recommendation(s) / Proposed Decision

1. The Board are asked to note the work carried out to date
2. To provide comments on the plan to refresh and develop a new action plan to replace the Carbon Neutral Council Action Plan by early summer 2024
3. To review the current draft Torbay Climate Emergency Action Plan (TCEAP) and the proposed changes to it (see para 1.17– 1.25) in particular the recommendation to review the target date to 2050 as set out in para 1.23
4. To provide comments and suggestions for the Torbay Climate Partnership to review as part of the redrafting of the Torbay Climate Emergency Action Plan into the new Framework and Action Plan.

5. To endorse the timescales and actions for developing the new Framework and Action Plan as outlined in para 1.26.

Appendices

Appendix 1: Torbay-wide Council led work

Appendix 2: Summary of the Net Zero Torbay Report

Appendix 3: Consultation results Torbay Climate Emergency Action Plan

Appendix 4: Draft findings of the Torbay's greenhouse gas reporting and sector emissions monitoring and projections report (draft report) by University of Exeter (2023)

Background Documents

Torbay's Climate Emergency Declaration

<https://www.torbay.gov.uk/DemocraticServices/documents/d2795/Printed%20decision%20Notice%20of%20Motion%20-%20Climate%20Change.pdf?T=5>.

Cabinet report - Carbon Neutral Council Programme [ECNPolicy_CNCAP_APPROVED.pdf \(torbay.gov.uk\)](#)

Carbon Neutral Council Action Plan (approved) [Carbon Neutral Council Action Plan 2022 to 2024 - Torbay Council](#)

Torbay Climate Emergency Action Plan (draft for consultation) [Torbay Climate Emergency Action Plan - Torbay Council](#)

Net Zero Torbay [Net Zero Torbay Report – Devon Climate Emergency](#)

Torbay Climate Partnership [Torbay Climate Partnership - Torbay Council](#)

Supporting Information

1. Introduction

- 1.1 In June 2019 Torbay Council declared a Climate Emergency and agreed to work with others to make Torbay carbon neutral² by 2030. Full details are [here](#).
- 1.2 The Community and Corporate Plan 2019 – 2023 identified tackling climate change as one of four visions for Torbay. A number of strategies, policies, action plans have been developed to help meet this vision. This paper focuses on the major policies and some of

² This means taking as much carbon dioxide equivalent (CO₂e) gases out of the atmosphere as we put in. We will reduce emissions to as near to zero as possible. Where residual emissions exist, these will be balanced by removals from the atmosphere.

the action taken to date. It is divided into council related work and then the broader area-wide Torbay work.

Carbon Neutral Council

1.3 Local authorities have significant scope to influence carbon dioxide emission and other greenhouse gas emissions in buildings, surface transport, and waste, which together account for 40% of UK greenhouse gas emissions. Reducing local authority own emissions is also important and can account for up to 5% of their area's emissions. Torbay Council is currently working towards becoming carbon neutral by 2030. This demonstrates leadership to the local area and many actions can also help to save money and reduce operational costs for the Council i.e. reducing fuel, energy, and water use.

1.4 To create a coordinated approach across the Council's services and operations the following were developed:

[Environment and Carbon Neutral Policy](#)

[Carbon Neutral Council Action Plan 2022- 2024](#)

1.5 Both documents focus on principles and actions that will help the council to reduce its own carbon dioxide emissions across areas such as its estate, fleet, corporate functions. It also includes services delivered by TDA and SWISCo and actions to prepare for a changing climate.

1.6 In 2019 the Council was responsible for an estimated 5400 tonnes³ of carbon dioxide equivalents⁴, herein referenced as carbon emissions. If the Council cannot reduce carbon emissions to zero by 2030, and residual emissions remain, these will need to be offset locally/nationally, annually, through accredited carbon offset schemes at a financial cost to the Council.

1.7 The current Carbon Neutral Council Action Plan is a 2-year plan due to end in March 2024.

Here are some examples of the projects delivered so far.

- 13 heat decarbonisation plans⁵
- the installation of heat pumps and solar panels on Torbay Leisure Centre, and a heat pump installation in the Arid House, Torre Abbey
- integration of climate change considerations into the Council's social value policy
- environment and carbon neutral corporate policy
- carbon neutral impact proforma⁶
- completed a green travel plan on how the council travels for business purposes

³ Estimate only. Work is ongoing to improve the quality of data and excluding emissions associated with the things we buy, commission and build.

⁴ CO₂e is the abbreviation for 'carbon dioxide equivalent.' CO₂e is used to measure and compare emissions from greenhouse gases based on how severely they contribute to global warming. For ease the report will refer to these emissions as carbon emissions.

⁵ A plan that outlines how a building can be decarbonised through a range of things including energy efficiency measures, low carbon heating ie. heat pumps, renewable energy generation.

⁶ A tool to help officers consider how their plans may affect the 2030 carbon neutral target and identify areas to improve carbon savings/adapting to a changing climate

- launched a new pool car scheme with three electric vehicles available for staff to use
- In partnership with SWISCo a review has been completed to identify how to transition the fleet, over time, to as close to zero emission as possible (and other actions to effectively manage fuel use and consumption)
- £2.6 million pounds of external funding has also been secured to deliver a range of estate decarbonisation schemes and local transport schemes

Here are some ongoing projects:

- installing EV chargers at SWISCo's depot
- applying for Public Sector Decarbonisation Scheme funding (next round opens in Autumn 2023)
- decarbonisation of Paignton Harbour Offices
- development of 2 x large solar farms

The Action Plan also includes actions that the Council is taking to help influence carbon emission reductions across the wider Torbay area. Appendix 1 summarises these including energy saving advice and grants, active transport schemes and flood alleviation-work.

1.8 The current Action Plan will not enable the Council to meet the 2030 target. It was designed to be a two-year steppingstone towards the target, followed up every 2 years by a new action plan.

1.9 There remains many essential actions needed to reduce the amount of carbon emissions that arise across the Council and to prepare all services for a changing climate. Some priority actions for 2024 – 2026 action plan are likely to be:

- Proactively managing and reducing energy and water consumption and associated carbon emissions (and costs (electricity bills are 72% higher this April compared to last April and gas bills are 244% higher compared to April last year)).
- Pipeline of projects that will save carbon emissions and energy i.e. insulation, heat pumps and onsite renewable energy generation i.e. solar panels.
- As vehicles come to their end of life, replacement of the Council and SWISCo fleets with low/zero emission alternatives where feasible and viable.
- Reduction in the use of staff's own vehicles and the scaling up of a corporate electric hire car and E-bike schemes (complemented with a refreshed travel policy that incentivise zero emission travel and public transport and hire car schemes).
- All procurement, commissions and capital projects will need to strengthen net zero emission requirements.
- Staff training and behaviour change.
- The work in Appendix 1 also needs to continue, be prioritised and more needs to be achieved to sufficiently reduce Torbay-wide emissions. See below more details.
- Review the 2030 target in line with paragraph 1.23 below.

Next Steps

- 1.10 It is proposed that the existing plan be refreshed between Autumn 2023 – Spring 2024 by the Carbon Neutral Council Officers Group. A final draft will then go to Cabinet for approval in early summer 2024. The Board are asked to provide comments on the plan to refresh and develop a new action plan to replace the Carbon Neutral Council Action Plan by early summer 2024.

Carbon Neutral Torbay

- 1.11 Torbay is currently working towards becoming carbon neutral⁷ by 2030. Torbay Council cannot deliver this on its own. It will require extraordinary changes and require our partners, businesses, communities, and residents to all act to meet this goal.
- 1.12 Torbay was responsible for 453,000 tCO_{2e} (tonnes of carbon dioxide equivalents⁸), in 2020 (University of Exeter 2023). These carbon emissions fell by 38% between 2008 to 2020. Carbon emissions will need to be reduced to zero, or as near as possible, by 2030. Any residual emissions will need to be offset, annually after 2030. The annual change required to achieve zero by 2030 is a reduction of 5% each year (between 2008 – 2030 the average annually achieved between 2008 and 2020 was just a 3% reduction).
- 1.13 A partnership, with representatives from Torbay's key organisations, businesses and communities is essential to help work towards the current target. Therefore, The Torbay Climate Partnership was established in 2021. Details of the partnership are [here](#).
- 1.14 Their vision is to bring together key communities, organisations, and businesses from across Torbay to support, guide and bring about action to tackle the climate emergency, build climate resilience and ensure Torbay thrives now and in the future.
- 1.15 The Partnership have also committed to co-develop a coordinated Torbay-wide Action Plan/similar.
- 1.16 In 2022 a Torbay Climate Emergency Action Plan (TCEAP) was co-developed by the Partnership. It was informed by:
- 1) Net Zero Torbay Report 2020. This was a report by the University of Exeter to help identify the scale of the challenge and key priority actions to deliver by 2030. The full report is [here](#). It shows that the challenge is significant by 2050 (central government target), but even more challenging by 2030. Appendix 2 summarises this report.
 - 2) Community Conference November 2021. Torbay's annual community conference in 2021 focussed on tackling climate change. Around a 100 people attended and

⁷ This means taking as much carbon dioxide equivalent (CO_{2e}) gases out of the atmosphere as we put in. We will reduce emissions to as near to zero as possible. Where residual emissions exist, these will be balanced by removals from the atmosphere.

⁸ CO_{2e} is the abbreviation for 'carbon dioxide equivalent.' CO_{2e} is used to measure and compare emissions from greenhouse gases based on how severely they contribute to global warming. For ease the report will refer to these emissions as carbon emissions.

focused on identifying the priority actions needed to be taken in Torbay. A summary of the event is available [here](#).

3) Business Questionnaire 2022. The businesses were asked a series of questions about the barriers to delivering net zero. Just under 40 responded.

4) Climate Conversation Series, May – July 2022. Five public events were held to build on the findings from 1 - 3 above. The series of half day sessions were held to further determine what was important to tackle in Torbay. Around 100 people attended the events. All conversations are available [here](#).

1.17 A draft TCEAP went out to public consultation from December – February 2023. The draft is [here](#). An online in-depth survey and quick poll were used to capture the public's views. Local events publicising the consultation were held in local libraries and leisure centres and across the Council's and TCP networks. Social media and local media campaigns also promoted the consultation.

1.18 200 people responded to the survey and quick poll, and the Action Plan received very polarised reviews.

1.19 The in-depth survey contained over 30 questions. Appendix 3 is a summary of the results. When asked '*Overall, do you support the Torbay Climate Emergency Action Plan?*' *The results showed that:*

44.7% strongly supported, supported or yes

44.7% strongly do not support, do not support or no

10.6 % Not sure

1.20 The results showed as many people supported it, as did not and that just under 11% were not sure. Those that did not support it expressed a range of views in their responses to the 30 questions asked, including there is no climate emergency, that climate change is a hoax and that it is a globalist agenda designed by World Economic Forum/others to restrict peoples' freedoms (more details are provided below) and no restrictions on people's movement. There were also concern that some of the proposed actions by 2030 will negatively impact Torbay and some confusion over the terms and the meaning of an action relating to carrying out a 20- minute neighbourhood audit. The Council immediately issued some clarity on this. See [here](#). More respondents did support the objectives and actions of the Action Plan, than did not (see questions 6 – 15 of Appendix 3). This suggests that it is not the actual content of TCEAP some respondents had an issue with but instead a more in principle concern at the underlying assumption that human-induced climate change is happening and it's an emergency and requires actions in the short term. More work will be undertaken to understand this as the plan develops.

1.21 To really understand how to achieve a carbon neutral Torbay by 2030, a recent study by the University of Exeter was commissioned. This aimed to build on the Net Zero Torbay report and to 1) provide the most up to date and robust emissions data for Torbay 2)

develop a series of annual trajectories⁹ for key actions that will need to be met to 2030. These were to inform the final draft TCEAP. A summary of the current draft finding is provided in Appendix 4. The original Net Zero Torbay report illustrates the sheer scale of the challenge by 2030 and costs. This new report's proposed trajectories further demonstrate this with many actions to meet them requiring Torbay to go ahead of the national legislation and plans and/or are beyond the control of local partners, TCP, and the Council. Many need to overcome significant behavioural, funding, and other barriers such as lack of a skilled local workforce to deliver the work at pace.

- 1.22 The new report shows that even if Torbay, and the government's plans were implemented as planned, Torbay will achieve a 64% reduction in carbon emissions by 2030.
- 1.23 Given the scale of meeting the required trajectories and the barriers above in para 1.21 and as per the Net Zero Torbay Report, it is proposed to revise the target for the Torbay area in line with national government's net zero¹⁰ target of 2050, with 78% reduction by 2035. As part of the refresh of the Carbon Neutral Council Action Plan (as above), the Council's carbon neutral 2030 target will also be reviewed as some actions are also reliant on achieving external funding and on other technological developments.
- 1.24 Setting a 2050 target with an interim target in 2035 is still extremely challenging and will still require work to be accelerated and scaled up rapidly in 2020s. The Net Zero Torbay Report highlights this. The University of Exeter are being commissioned to review and revise the study in Appendix 4 and the trajectories in line with this new proposal for achieving a 78% reduction by 2035 and 100% reduction by 2050. These will feed into the next iteration of the TCEAP and be used to track progress towards 2050. The Committee on Climate Change has found that the direct costs of decarbonisation throughout the next 30 years will be less than 1% of UK Gross Domestic Product¹¹, and could potentially be lower. Evidence also suggests that without action nationally, the physical impacts of climate change are expected to create costs for households, businesses, and government. They could cost England's economy between 1% and 1.5% of Gross Domestic Product (GDP) per year by 2045, rising to between 2% and 4% per year by the late century¹².
- 1.25 The latest Synthesis Report from the Intergovernmental Panel on Climate Change (IPCC) states that it is unequivocal that human activities, principally through emissions of greenhouse gases, have warmed the atmosphere, ocean and land, and that widespread and rapid changes to the climate have occurred. Given the scientific evidence on human-induced climate change¹³ the TCP will continue to try and help Torbay play its part in tackling the causes and effects of climate change. Given the low response rate to the

⁹ These are trajectories or a route we can use to guide and make sure we are progressing towards the 2030 target

¹⁰ 'Net zero' refers to a government commitment to ensure the UK reduces its greenhouse gas emissions by 100% from 1990 levels by 2050. If met, this would mean the amount of greenhouse gas emissions produced by the UK would be equal to or less than the emissions removed by the UK from the environment.

¹¹ Gross Domestic Product [What is GDP? | Bank of England](#)

¹² Source: [The Third National Adaptation Programme \(NAP3\)](#) and the [Fourth Strategy for Climate Adaptation Reporting \(publishing.service.gov.uk\)](#)

¹³ An overarching summary is available here [Climate change explained - GOV.UK \(www.gov.uk\)](#) and [Climate change explained \(with references\) \(publishing.service.gov.uk\)](#)

consultation on the TCEAP, the TCP have decided to amend the draft TCEAP in line with some of the responses received to date and to go out for another round of public engagement and consultation. Below are some proposed changes to the TCEAP (please note this is a summary and further changes will be made based on the consultation and research received):

- Align the target with the national target as a response to the concerns about the speed and impact of meeting the 2030 target for Torbay.
- Further clarity on all transport related actions will be given in the new plan and to avoid confusion with 15/20 minute cities/similar concepts that are not in any plans for Torbay.
- Some concern was also raised as to who will fund the required works and that residents will be stuck footing expensive bills to improve their homes or buy electric vehicles by 2030. To the best of the TCP control, they will try and explore and secure funding to help ensure a fair and just transition, particularly as central government legislation comes into effect i.e. the ban¹⁴ on new petrol and diesel cars in 2030 or the ban on new gas boilers from 2035¹⁵. Please note that the current draft TCEAP does not force any actions onto residents and business. Most actions are about encouraging change via local advice and projects or about accessing and promoting central government grants to support action for those that need it.
- To try and alleviate some concerns raised about impacts on delivering actions in Torbay, a high-level economic, social, equalities and environmental impact assessment on the Top 25 actions in the draft TCEAP has been carried out and actions removed/strengthened to minimise impacts and/or maximise economic and social benefits. All subsequent action plans priority actions will also undergo such an assessment/similar.
- A new framework (title to be confirmed but avoiding the use of climate emergency as feedback suggests this causes alarm and anxiety in some residents), accompanied by a series of short and medium term plans will replace the TCEAP. The Framework will set out the long term ambitions and the pathway to 2050. It will be delivered by a series of short term action plans (2024 -2027). Some high-level actions likely to be needed between 2027 – 2035 will also be highlighted. These will be accompanied by a series of interim trajectories (routes) to keep Torbay on track towards 2050. Whilst there is huge uncertainty regarding national policy, especially beyond 2037 and up to 2050, the TCP want to show actions and the direction of travel from now up to 2035 and to 2050. A simple, easy to use version will also be available. The following Fig 1 illustrates what Torbay's pathway for 2050 might look like and includes proposed actions from the existing TCEAP (draft) and Government plans. Click the image to view a pdf version of this diagram.

¹⁴ You can still use your petrol/diesel car after this date. You can also buy a second hand car after this date. It is just banning new petrol and diesel cars and vans from 2030.

¹⁵ You can still use your gas boiler after this date. You just won't be able to buy a new one when it breaks after 2035.

Pathway to net zero

Items in bold are from Torbay's Action Plan, others are national plans.



1 Focus on fuel poor homes.
 2 Including making sure those that need additional support can get it when the gas boiler ban comes into force from 2035.
 3 A range of low/zero carbon alternatives travel options will also be available by 2030 to support other ways to travel across Torbay.
 4 New target to be developed in New Waste Strategy for Torbay.

Next Steps

1.26 The following next steps are proposed:

- Now - TCP make changes to the TCEAP (as above and in line with the comments received from the consultation)
- Autumn 2023 – Spring 2024 - TCP delivers an engagement and public consultation programme on the new Framework and Action Plan (2024-2027)
- Spring 2024 - This Board to receive the results of the engagement and consultation programme and make recommendations to the TCP and Cabinet on the final draft Framework and Action Plan
- Spring 2024- TCP amend the Framework and Action Plan (subject to the public consultation)
- Early summer 2024 - Cabinet to endorse the Framework and Action Plan and formally endorse the net zero 2050 target

1.27 The Board are asked to review the draft TCEAP and the proposed changes to the TCEAP (para 1.17 – 1.25) and provide comments and suggestions for the TCP to review as part of the drafting of the new Framework and Action Plan. The Council's is a partner of the TCP and it is the Council's role to advise and help steer the development of the TCP's work and forthcoming Framework and Action Plan only.

1.28 The Board is also asked to endorse the timescales and actions for developing the new Framework and Action Plan in paragraph 1.26 above.

2. Options under consideration

2.1 Paragraph 1.10 proposes the existing Carbon Neutral Council Action Plan be refreshed between Autumn – Spring 2024 by the Carbon Neutral Council Officers' Group. A final draft will then go to Cabinet for approval in early summer 2024. This is deemed deliverable given the current capacity of key staff to deliver this. There is the option to not refresh the plan at all, and instead deliver actions in a non-coordinated, ad-hoc way. This would not be a preferred option as it is very unlikely to lead to actions capable of meeting the council's carbon reduction targets and doesn't have any accountability. It may also be a less cost effective way to deliver and could lead to duplication of efforts and missed opportunities to add value to a range of planned projects.

2.2 Paragraphs 1.27 and 1.28 ask the Board to review the draft TCEAP and the proposed changes to the TCEAP (para 1.17 – 1.25) and provide comments and suggestions for the TCP to review as part of the drafting of the new Framework and Action Plan. The next steps in para 1.26 are deemed deliverable given the current capacity of key staff and partners to deliver this. There is no option to accelerate this work as this time is needed to ensure there is meaningful engagement with residents and businesses. Given the need to deliver significant carbon savings in the 2020's to meet the new proposed national 2035 and 2050 net zero target, delaying development of a Torbay-wide framework and action plan is not preferred.

3. Financial Opportunities and Implications.

- 3.1 This paper proposes the refresh of the Carbon Neutral Council Action Plan (CNCAP) and TCEAP only.
- 3.2 The cost to develop such documents are mainly existing staff and partners' time only.
- 3.2 To date there is one officer leading the coordination of the CNCAP and supporting the TCP to develop the TCEAP. Additional staff have been recruited to support this work through existing council budgets.
- 3.4 An existing budget is allocated to support engagement with residents and businesses on the new draft Framework and Action Plan.
- 3.5 Once developed, both action plans will require funding. The funding required will be outlined where possible in these plans. The previous TCEAP contained only actions where there was either funding in place from existing funds or included within the action was the need to explore and secure new funding before the action could proceed. A range of government funding is available to support the Council and partners to deliver projects including funding to decarbonise the public estate, social and private housing, promote active travel¹⁶, increase electric vehicle infrastructure, support bus services, provide nature based solutions¹⁷ and reduce the risk of flooding. There is also the Council's own £1m climate fund that was established to deliver carbon savings across the Council. A pipeline of projects is in development but requires more work. Some actions will also save money through reducing energy and water consumption or transitioning the fleet to electric vehicles which are cheaper to fuel and maintain.
- 3.6 Funding to deliver the new Framework and Action Plan will come from a range of local and national partners, businesses and in some cases residents. It is not down to the Council to fund all the actions required.

4. Legal Implications

- 4.1 N/a at this stage

5. Engagement and Consultation

- 5.1 Paragraph 1.16 and 1.17 outlines the engagement and consultation that has been undertaken so far to develop a Torbay- wide coordinated approach to tackling climate change.

¹⁶ Walking and cycling

¹⁷ Actions like tree planting or restoring sea grass

- 5.2 Para 1.25 outlines a range of actions to be taken to amend plans based on the consultation results.

6. Purchasing or Hiring of Goods and/or Services

- 6.1 N/a

7. Tackling Climate Change

- 7.1 This paper and the proposed action plans are vital to ensure a coordinated approach is taken that can work towards the proposed 2035 and 2050 net zero targets for Torbay. The Council Action Plan is also vital as it will enable the Council to lead by example and encourage others to also take action.

8. Associated Risks

- 8.1 Failure to develop council and Torbay-wide action plans will lead to ad-hoc or limited delivery towards the net zero targets, both locally and nationally. This will also pose reputational risks for the Council and TCP. Coordinated plans will deliver the best carbon and wider outcomes. Without such plans there is a risk of directing currently limited resources to less beneficial actions/actions that actively increase greenhouse gases.
- 8.2 Failing to not reduce the Council's energy, water, waste, and transport fuel consumption is a missed opportunity to save the Council money which it can use to support other priority services or invest in more projects to save even more money. This also applies to residents and businesses. Failure to promote and encourage efficient use of resources will cost Torbay money.
- 8.3 Without clear plans that outline low carbon investment opportunities, this may prevent the Council and partners from maximising additional external funding opportunities in the future.

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

- 9.1 This paper proposes the development of action plans yet to be draft. It is not possible at this stage to assess them until they are fully drafted.
- 9.2 As para 1.25 an impact assessment has been carried out on the draft TCEAP's top 25 priority actions and will be carried out for all Torbay-wide action plans going forward. These assessments include the impact on the following specific groups:
- Older or younger people
 - People with caring responsibilities
 - People with disability
 - Women or men

- People who are black or from a minority ethnic background (BME)
- Religion or belief (including a lack of belief)
- People who are lesbian, gay or bisexual
- People who are transgendered
- People who are in a marriage or civil partnership
- Women who are pregnant/on maternity leave
- Socio-economic impacts (including impact on child poverty issues and deprivation)
- Public health impacts (impact on the general health of the population of Torbay)

In addition estimated impacts on economic, social and environmental objectives from the Council's Economic Growth Strategy and Community and Corporate Plan have also been assessed including:

- Supporting innovation
- Building on economic specialisms
- Helping our community reach their economic potential
- Impact on local businesses and resident's pockets (this was added given some responses received to the consultation above)
- Reduce waste
- Reduce Torbay's carbon footprint
- Encourage a sustainably developed built environment
- Implement re-wooding and re-wilding
- Address flood risk
- Improve transport connectivity and sustainability

10. Cumulative Council Impact

- 10.1 This paper proposes the development of action plans yet to be drafted. It is not possible at this stage to assess them until they are fully drafted.
- 10.2 A range of officers will need to support the development of the refreshed Carbon Neutral Council Action Plan and the Torbay- wide Framework and Action Plan, including housing, planning, procurement, Torbay Harbour Authority, TDA, SWISCo colleagues. They will need to review existing actions and co-develop new ones that they can deliver within their own services. This may for example require a change of practices or the introduction of new low/zero carbon technology.

11. Cumulative Community Impact

- 11.1 This paper proposes the development of action plans yet to be drafted. It is not possible at this stage to assess them until they are fully drafted.

11.2 A range of partners will need to support the development of the Torbay- wide Framework and Action Plan, including the TCP. They will need to review existing actions and co-develop new ones that they can deliver through their organisations across Torbay.

Appendix 1 Torbay-wide climate related work

1.0 Torbay Council can influence and help reduce Torbay's carbon emissions and help it prepare for a changing climate. Below is a list of actions carried out by the council or its partners to support Torbay-wide action to tackle climate change.

1.1 Powering and heating homes and buildings accounts for 60% of Torbay's carbon emissions. A further 30% arise from travel across Torbay. The following is a summary of some of the specific work currently being led by Torbay Council to reduce Torbay-wide carbon emissions and deliver a range of co-benefits for Torbay.

Decarbonising homes and businesses

1.2 Given the cost of living crisis, Torbay Council has worked with Exeter Community Exeter to help residents save energy (and carbon). Since August 2020, 547 homes have been supported, 180 homes visited and issued practical advice and 63 events and clinics attended. With Devon County Council, and through the Local Authority Delivery Grant scheme we have helped 119 homes to save energy through installing a range of measures such as insulation and replaced old gas boilers with new low carbon heat pumps. Through the Shared Prosperity Fund, we will support carbon and energy saving advice for residents and launch the new Make it Net Zero businesses support programme, these schemes will be available from 2023 – 2025. The Make it Net Zero Programme aims to support over 230 businesses.

Sustainable transport

1.3 The Council has secured £7.8m from the Government's New Stations Fund to deliver Edginswell Station, providing a new rail connection for residents and those working in Shiphay, The Willows, at Torbay Hospital, Edginswell Business Park and in surrounding areas. In 2021 we adopted the Local Cycling and Walking Infrastructure Plan, identifying Torbay wide key routes for walking and cycling and setting out some priorities to make those routes safer and more attractive to walk and cycle. In 2022 the footpath on Marine Drive, between Preston and Paignton beaches, was widened, with both a new and upgraded crossing to improve access and safety for pedestrians in that area. We have produced a Bus Service Improvement Plan, demonstrating our ambition for bus services in Torbay and forming the basis of a new partnership with bus operators starting this year. We have financially supported local bus services, ensuring the community retained access to public transport and did not need to rely on private vehicles. These need to continue, be prioritised and more needs to be achieved to sufficiently reduce emissions either by 2030 or other date i.e. 2050.

1.4 The actions above also deliver a range of wider economic, social, and environmental benefits to Torbay. For example through helping the homes above in para 1.2 to save energy and carbon it is estimated to have saved £387k pounds off residents' fuel bills. It will also keep people warmer reducing winter and respiratory illness and reduce fuel poverty (currently 12% for Torbay). Doing more around retrofit may create other employment and skills opportunities alongside addressing residents cost of living and/or health issues.

1.5 Emissions from Waste, Industry, Fluorinated Gases and Agriculture and Land use make up the remaining 10% of Torbay's carbon emissions and are not covered in the report. Priority going forward should be decarbonising homes, buildings, businesses, and Torbay's transport sector.

1.6 In addition to actions to reduce carbon emissions, we also need to make sure Torbay adapts and is resilient to a changing climate. There are a range of predicted impacts that Torbay will face as our climate continues to change. To date, with partners, we have invested in a range of flood alleviation projects helping to protect more homes and businesses from flooding, and recently approved Paignton and Preston Masterplan which

includes the sea defences that are needed on both Paignton and Preston seafronts to protect these areas from rising sea levels.

- 1.7 Torbay Council also currently works closely with the Devon Climate Emergency Partnership. They adopted the Devon Carbon Plan in 2022. The full plan is available [here](#). Some priority actions from this plan were included in the draft TCEAP. Very recently a new Devon, Cornwall, and Isles of Scilly (DCIoS) Climate Adaptation Strategy has also been developed. A public consultation on this draft has just closed. The draft is available [here](#).
- 1.8 This strategy will help communities and organisations across the Southwest better understand the risks their area might face in the future, as climate change increasingly affects the UK. It will also help them to adapt to these changes, thereby improving their preparedness and resilience and ensuring community safety. Led by Torbay Council, Torbay will need to assess the highlighted risk locally and add actions into future iterations of our corporate risk management framework, TCEAP, flood, emergency planning (where relevant) and other strategic plans. This will also help reduce future costs of recovering after weather related events, because inaction/lack of preparedness may cost more than if we prepare now and avoid a range of detrimental impacts on our economy and society.

Appendix 2 - Summary of the Net Zero Torbay Report 2020

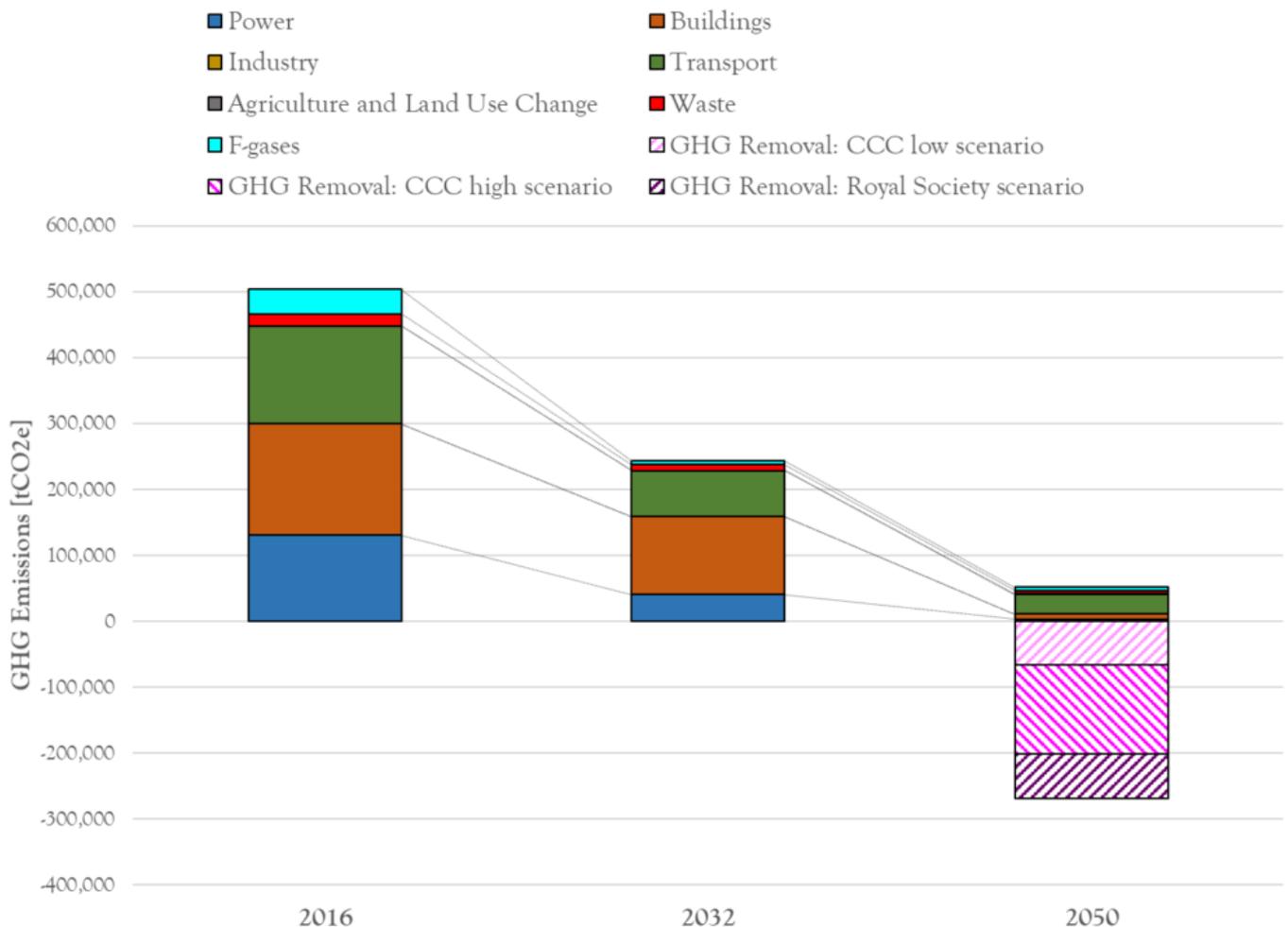
This appendix is a brief summary of the Net Zero Torbay report commissioned by Torbay Council and Devon County Council and carried out by University of Exeter’s Centre for Energy and the Environment.

Executive summary

University of Exeter have used planned current¹ government policies (some of which require significant development) to project how Torbay may be able to meet a carbon neutral² target by 2050, and earlier by 2030.

Achieving the target by 2050

The research shows that even if all planned and future governmental actions take place locally, a 90% reduction in carbon dioxide equivalent emissions could be possible by 2050. The inclusion of GHG removal technologies or offsetting³ would be required to achieve carbon neutrality.



¹ Please note this research was carried out in 2020 and government policy has developed since the report was carried out.

² This means taking as much carbon dioxide gases out of the atmosphere as we put in. We will reduce Torbay’s carbon emissions to as near to zero as possible. Where residual emissions exist, these will be balanced by removals from the atmosphere

³ Technology or schemes that capture and store carbon, preventing it entering the atmosphere. Offsetting involves paying someone else to save or capture and store carbon emissions on your behalf.

Achieving the target by 2030

Achieving the same amount of carbon reduction by 2030 would in effect require compressing the same measures into a timeframe that is only about one-third as long. For some of the proposed measures this might be possible. In other cases, faster deployment may be possible but would increase cost and other barriers would have to be overcome.

These issues are significant when considered at a national level but would be exacerbated if Torbay were to pursue an accelerated timeline independently of the planned rate of change nationally. This would mean that many of these measures needed would need to be deployed without the support of national policy (e.g. regulation or financial rewards) and in many cases would rely on utilising technology that may not be sufficiently developed (or that is very expensive) to achieve the requisite amount of GHG emission reduction.

Immediate actions

The research suggests that to make immediate progress towards net zero locally a range of priority actions are needed. These are summarised below.

Sector	Immediate Priority
Power	Use the review of the potential for renewable energy in Torbay to identify potential renewable energy sites and make provision for these in the local plan.
Buildings	Investigate opportunities to require zero carbon from all new planned development.
Buildings	Undertake a bottom-up assessment of opportunities for insulation in existing dwellings by tenure, and seek to make use of existing Energy Company Obligation (ECO) funding whilst lobbying for more ambitious national insulation programmes.
Buildings	Pro-actively enforce the Minimum Energy Efficiency Standards (MEES) which apply to all privately rented dwellings and non-domestic buildings.
Buildings	Seek to engage the non-domestic sector by working with landlords and institutions like the Chamber of Commerce to identify the potential for retrofitting existing non-domestic buildings.
Buildings	Create a renewable heat strategy for Torbay by appraising the potential for low carbon heat networks, heat pumps, and hybrid boilers, including identifying current potential funding models and barriers to uptake.
Buildings	Work in partnership with large energy users in the non-domestic sectors such as Torbay hospital and share best practice in energy reduction.
Transport	Explore ways to promote the uptake of electric vehicles in Torbay e.g. via reduced or free parking.
Transport	Work with partners to plan and develop charging infrastructure across Torbay in key public locations and workplaces with a particular focus on enabling visitors to charge electric vehicles.

Transport	Seek to shift trips from private car to lower carbon alternatives such as walking, cycling, car clubs and public transport with solutions that are suitable for the hilly topography of Torbay.
Transport	Work with Stagecoach and other bus providers to consider the business case for replacing the existing bus fleet with zero carbon variants, e.g. by following London's example.
Waste	Ensure food/biodegradable waste collected is directed to efficient local Anaerobic Digestion facilities.
Waste	Develop local promotion campaigns with the aim of reducing waste generation (especially food waste) with a 25% reduction by 2025 and to increase Torbay's household/municipal recycling rates from the current 42.6% (South West 49.7%) to 65% to reduce disposal emissions.

The full report and list of priority actions is available [here](#).

Appendix 3

Torbay Climate Emergency Action Plan Consultation Results

This report outlines the results of the public consultation on the Draft Torbay Climate Emergency Action Plan (TCEAP).

1. Executive Summary

- 141 responses were received via an in-depth survey
- Mainly individuals responded
- 48.9% of respondents strongly disagreed/disagreed with the main objectives of the TCEAP and 46.8% strongly agreed/agreed. Those disagreeing stated a range of reasons. The most popular were:
 - Climate change is not caused by humans, it is only a natural process/it's not a climate emergency/it's all a hoax/science is flawed
 - Climate Change is really about controlling peoples' freedoms and pushing globalist agendas like the World Economic Forum's Agenda 2030
 - Concerned that it will lead to restrictions in people's ability to travel freely and that there was no support for 15 minute cities/20 minute neighbourhoods.

- More respondents seriously agreed/agreed with the proposed actions to achieve the TCEAP's 10 objectives than seriously disagreed/disagreed (See question 6 -15 below).
- Question 16 asked for additional actions that should be included in the Torbay Climate Emergency Action Plan to meet any of the 10 objectives. A range of comments and actions were stated. The most popular were:
 - We do not need an Action Plan as climate change is a natural process only and that we are not in a climate emergency/crisis and that mainstream climate change science is flawed/Hoax
 - Concern about how to fund the transition including concerns over who will pay for it and the cost to Torbay's residents, businesses and the wider economy
 - Concern that the Action Plan will lead to restrictions in people's ability to travel freely in Torbay/wider. There were references to not supporting the introduction of a 15-minute city and 20-minute neighbourhoods
 - Better engagement with communities (and existing groups).

- Question 23 asked '*Overall, do you support the Torbay Climate Emergency Action Plan?*'. *The results showed that:*
 - 44.7% strongly supported, supported or yes
 - 44.7% strongly do not support, do not support or no
 - 10.6 % Not sure

- A quick poll asked '*Do you support the Torbay Climate Emergency Action Plan?*' *The results showed that 74.6% (44 people) did not support the Action Plan. 25.4% (15 people) did support the Action Plan.*

2. Background

- 2.1 In 2022 the Torbay Climate Partnership (TCP) agreed to develop a draft Torbay Climate Emergency Action Plan (TCEAP) and to consult on it with the general public. More details on the Partnership can be found [here](#). The Action Plan was developed through a series of climate conversations with young people, residents, businesses and stakeholders and included half day workshops on a range of climate related topics in May and June 2022. Around 240 residents and businesses were involved. The results of these events have been fed into shaping the draft Action Plan. More details on the Climate Conversations can be found [here](#).
- 2.2 In December 2022 a draft Action Plan was approved by the Partnership and also the Council, through a record of officer decision by the Divisional Director - Planning, Housing & Climate Emergency Place Directorate. The draft is available [here](#).
- 2.3 A public consultation was held between 14 December 2022 and 22 January 2023. This was then extended up to 3 February 2023.
- 2.4 The Consultation sought the public's views on the draft TCEAP. It was hosted on the Council's website through their Engagement HQ platform. However, this was a consultation on behalf of the Torbay Climate Partnership, of which the Torbay Council is a partner.
- 2.5 Between December 2022– February 2023 a number of public drop-in sessions were held to promote the live consultation, including local events at libraries and local leisure centres. The Consultation was also heavily promoted across Torbay Council and the wider TCP's local networks and through social media and other formats such as local newsletters.
- 2.6 The actual consultation included a detailed, in-depth survey and a quick poll.

3.0 Results

- 3.1 This section summaries the results of both the in-depth survey and quick poll.
- 3.2 The in-depth survey and quick poll in total received 200 responses:
 - 141 responses from the in-depth consultation survey
 - 59 responses from the quick poll
- 3.3 The website where the consultation was hosted received a total of 1.2k visitors with a maximum of 107 visits per day.

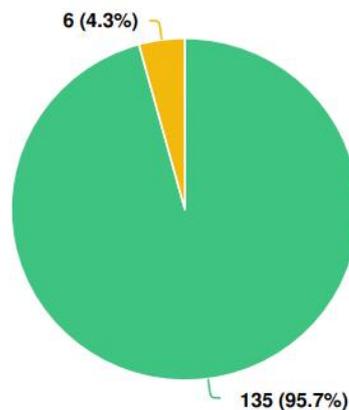
In-depth Survey

- 3.4 Just under 30 questions made up the detailed in-depth survey.

This section of the report focuses on the responses to each question asked in the detailed survey.
- 3.5 Question 1 asked *'Are you sharing your views as an individual or on behalf of an*

Organisation?'. The results showed that the vast majority of responses (95.7%) were made by individuals and not by organisations, see figure 1.

Q1 | Are you sharing your views as an individual or on behalf of an organisation?



Question options

● Individual ● Organisation

Figure 1. Are you sharing your views as an individual or on behalf of an organisation?

- 3.6 Question 2 led on from question 1 and asked for the name of the organisation they were responding on behalf of. The 6 organisations that responded included local charities, business, educational organisations and national bodies.
- 3.6 Question 3 encountered an error that was not picked up until after the survey closed. Question 3 asked '*How concerned are you about the climate emergency and the impacts of climate change in Torbay*'. The results showed that 71.4% (5 people) were either very concerned or fairly concerned. Please note only 7 people answered this question due to the error with the survey. This error resulted in only people answering this question on behalf of their organisation being able to respond. Therefore, the results of this question will not be used to inform any future amendments to the Action Plan.
- 3.7 Question 4 asked '*Do you agree with the main objectives of the Torbay Climate Emergency Action Plan*? The results showed that 48.9% of responses either strongly disagreed or disagreed and 46.8% strongly agreed or agreed. 4.3% did not know. See figure 2 for the full results.

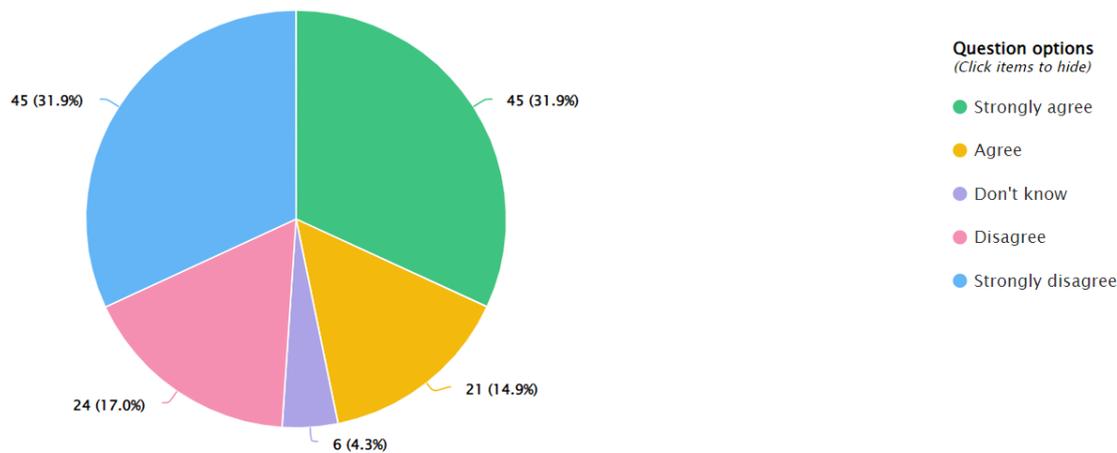


Figure 2. Do you agree with the main objectives of the Torbay Climate Emergency Action Plan?

- 3.8 Questions 5 asked that if you did not agree with the objectives of the TCEAP, to specify which key objective had been missed from the plan. A range of responses were received, many of which were more general about the whole action plan than specific to the objectives missed. Analysis¹ of the responses showed the most common concerns with TCEAP's objectives (and wider Action Plan) were:
- We do not need an Action Plan as climate change is a natural process only and that we are not in a climate emergency/crisis and that mainstream climate change science is flawed/it is all a hoax. For example "climate change is due to variations in Earth's orbit and suns power not carbon" and "There is no climate emergency"
 - That the climate change agenda is really about controlling and removing peoples' freedoms. This included some concerns raised that tackling climate change locally is actually the World Economic Forum pushing its globalist agendas across the UK, especially Agenda 2030. For example "This question details a globalist agenda pushed by the World Economic Forum which is being steadily implemented across the UK under the mendacious pretence of climate change. Climate change is a pseudoscientific fraud and these measures have nothing to do with saving the planet, or health, its about loss of freedom and intended totalitarian control"
 - Concern that the Action Plan will lead to restrictions in peoples' ability to travel freely in Torbay and wider. There were references to not supporting the introduction of a 15-minute city (which is not referenced in the Action Plan) and 20-minute neighbourhoods (which is referenced as 'Carry out a 20-minute neighbourhoods Audit' and is not about restricting movement but increasing personal choice to travel and auditing availability of local facilities. See [here](#) for the Council's statement on this. For example, "I dont want to be restricted by where I can travel" and "15 min cities will not be tolerated especially the way you're trying to dress it up!"

¹ Thematic analysis of the responses was carried out. A series of general themes to categorise responses were developed. Each response(s) was then recorded against the most appropriate category. This allowed common themes of responses to be easily identified.

- Concern about how to fund the transition including concerns over who will pay for it and the cost to Torbay's residents, businesses and the wider economy. For example, "*You claim you will support residents and businesses. But in reality, you can/will do little to help the everyday person, and they will be stuck footing the expensive bill to make alterations to buildings and lifestyle that you will be forcing upon them*"

3.9 Question 6 – 15 asked responders to state if they agree/disagree/unsure with the proposed actions to achieve the 10 objectives in the TCEAP. Each set of actions to meet a specific objective were asked separately.

3.10 The results are shown below in Table 1. It shows that more respondents strongly agreed/agreed with the actions to meet the TCEAP's 10 objectives than strongly disagreed/disagreed. This could be read as contrary to the results in 3.8 suggesting the overall objective is not supported but individual elements and actions are more supported. The three most supported actions to achieve the objectives were *Avoiding waste (73.1%)*, *Maximising carbon storage in the natural environment (70.2%)* and *build a climate resilient Torbay (58.2%)*. There were also quite a few respondents that stated that they did not know about the actions to achieve the objectives:

- 1) Transition our power sector to renewables
- 2) Maximise carbon storage in the environment
- 3) Support businesses to transition to carbon neutral

Objective	Don't agree with the actions to meet the objective (strongly disagree and disagree combined)	Agree with the actions to meet the objective (strongly agree and agree combined)	Unsure responders (don't know)
1. High take-up of energy-efficiency measures, renewable energy and low-carbon heating technologies in all homes and business premises	43.3%	52.4%	4.3%
2. Carbon neutral new buildings	42.6%	54.6%	2.8%
3. Reduce the need to travel and shift to sustainable transport options	46.8%	48.2%	5.0%
4. Use technology to reduce emissions from vehicles	46.1%	51.1%	2.8%
5. Avoid waste	19.9%	73.1%	7.1%
6. Maximise carbon storage in the environment	15.6%	70.2%	14.2%
7. Transition our power sector to renewables	27.7%	53.2%	19.1%

8.Support businesses to transition to carbon neutral	38.3%	48.2%	13.5%
9.Build a climate resilient Torbay	29.8%	58.2%	12.1%
10. Communicate action to tackle climate change locally	42.6%	48.2%	9.2%

Table 1. Summary of results for Q6 -15

3.11 Question 16 asked where respondents disagree and/or have other or additional suggestions for any proposed actions to meet the TCEAP’s 10 objectives to provide the details. Analysis² of the responses showed there was a great variety of responses. Like with Q5, general comments on the overall TCEAP were given. The most popular responses included:

- We do not need an action plan as climate change is a natural process only and that we are not in a climate emergency/crisis and that mainstream climate change science is flawed/it is a hoax. For example, *“I would need proof of what these carbon emissions actually are... scientific studies have shown it to be minimal - to me this seems like a lot of expense. Climate change is normal, but again no evidence to suggest any immediate emergency. There is in fact plenty of fossil fuel with no evidence to suggest it has impact “.*
- Concern about how to fund the transition including concerns over who will pay for it and the cost to Torbay’s residents, businesses and the wider economy. For example, *“Suggested actions around energy efficient measures are not sufficient to achieve the required reduction. Significant investment is required to facilitate as government projects through ECO4 will not be sufficient. Additional action or scale should be increased” and “My concerns with all the others are the council will waste vast amounts for money for very little saving. You are already putting up council tax etc, and that’s without any of these new ideas being budgeted in. Concentrate spending existing funds efficiently so local’s can see an ongoing improvement in the areas we live”.*
- Concern that the Action Plan will lead to restrictions in people’s ability to travel freely in Torbay/wider. There were references to not supporting the introduction of a 15-minute city and 20-minute neighbourhoods. For example, *“No action should be taken to restrict movement of cars or people” and “I’m very, very concerned that you are trying to limit my life by limiting my ability to travel. I don’t think the council has the right to tell me how much I can travel. Walking and cycling are not appropriate for people who are less mobile. Nor are they appropriate for anyone in winter. I’m concerned less mobile people will become very isolated which is very dangerous for their health and well*

² Thematic analysis of the responses was carried out. A series of general themes to categorise responses were developed. Each response(s) was then recorded against the most appropriate category. This allowed common themes of responses to be easily identified.

being. I'm concerned younger people will increasingly not leave their house which is incredibly bad for their social development and mental well being. I'm concerned I won't be able to visit my friends across Torbay which is not acceptable."

- Better engagement with communities (and existing groups). For example, *"To progress an agenda of cultural change, develop ongoing and strategic engagement with communities and statutory partners to embed climate change awareness and strategies in all future policies. Full engagement with social media should be undertaken to inform and involve all communities, both themed and place based."* And *"Visit schools the next generation to get their ideas. They're the ones that are trying to do something about it"*
- Various general Issues including, not needed, no need to transition away from fossil fuels and the need for transparent open public discussions. For example, *"Ensure that choice and a bottom-up approach are genuinely implemented and not some dictatorial governance that has not got the best interests of the people at heart "* and *"Realism and transparency of objectives"*
- The need for cheaper, cleaner and accessible for all public transport. For example, *"I agree in principle with what you are trying to achieve however stopping people driving to where they need to go will cause so many issues and so much stress. With reduced fares and better infrastructure people will naturally travel using public transport, they should not be forced to do so!!!"*
- Better business support (including in older building, covering single use plastic) For example *"It will be important to help businesses understand the benefits to them of taking these actions - in terms of reducing their costs in the longer term, enhancing their reputations with their customers, future proofing their business against both direct climate change impacts and the inevitable, but unknown, economic and societal challenges"*
- Concern with how deliverable some of the actions. For example, *"I mentioned in my previous comment the effect it would have on our economy. We simply can't afford the proposed changes"* and *"Totally carbon neutral new buildings may be difficult to achieve"*
- Better and stronger planning system is required. For example, *"If you want energy efficient homes and to reduce flooding, stop building on floodplains and assess the environment before building a box home. Have south facing houses with glass fronts/porches to help heat the home. Use natural insulating materials and circular heating systems so not heat is wasted and is cycled back into the home rather than out the side of the house"* and *"Permit solar panels on all roofs throughout Torbay including conservation areas. Listed buildings, excepted, where discretion would be required".*

3.12 Question 17 asked that if you represented a local organisation, can you help the Torbay Climate Partnership to deliver any of the actions specifically. 19 responders (13.5%) stated they could help and 122 (86.5%) stated that they could not help.

3.13 Question 18 asked that if in the previous question you could deliver one

of the actions in the Torbay Climate Emergency Action Plan, to please identify which of the action(s) you can deliver. The results showed that of the 19 responses, the top three themes of support offered were in:

- 1) communicating action across Torbay, including to young people
- 2) expertise to increase the uptake of energy efficiency and low carbon heat in homes and buildings
- 3) avoiding waste, including setting up a repair café.

3.14 Questions 19 asked if respondents would take the time to find out more about what they can do. The results showed that 36% of responders did not intend to find out more about what they can do. However, 28.7% already felt that they knew what to do and 24.6% would find out more. See figure 3 below.

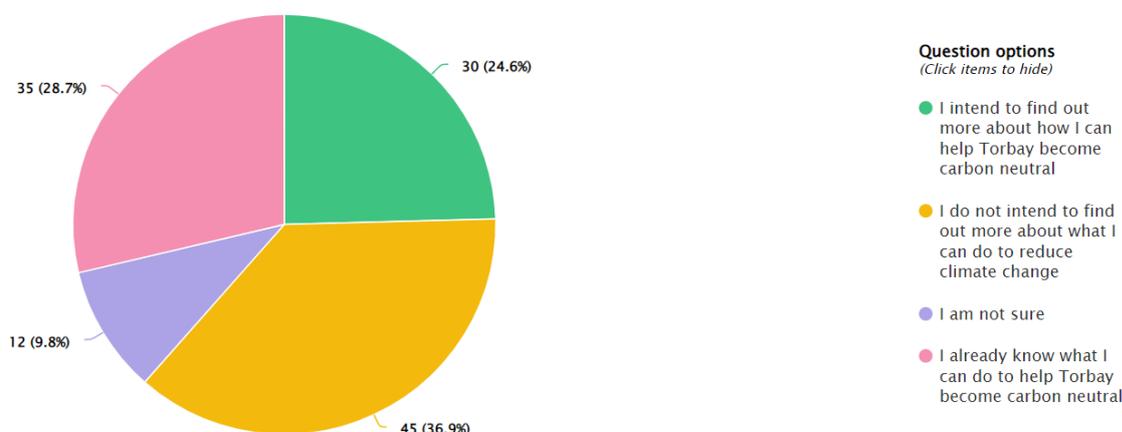


Figure 3. Will you take the time to find out how to help Torbay become carbon neutral

3.15 Question 20 asked if there were any additional partners that could assist in the delivery of the TCEAP. A summary of the results is below:

- MET Office
- Various – nature-based charities/orgs i.e., Devon Wildlife Trust, Surfers Against Sewage
- Time to Wake Up Devon (others opposed to climate change)
- Western Power/ Wales and West Utilities
- Local interest groups – WI (Womens Institute), Faith Groups
- Libraires Unlimited
- Schools
- Play Torbay
- Neighbourhood Planning Forums
- Rotary Club
- Torbay Furniture Shop
- Climate experts including universities and researchers
- Other responses stated that no partners are needed as it is not a climate emergency, and this Action Plan is not needed.

3.16 Question 21 asked for any additional suggestions for encouraging more residents and businesses to take action on climate change. The results showed that over half of responders did not have any further suggestions, however, 46% did.

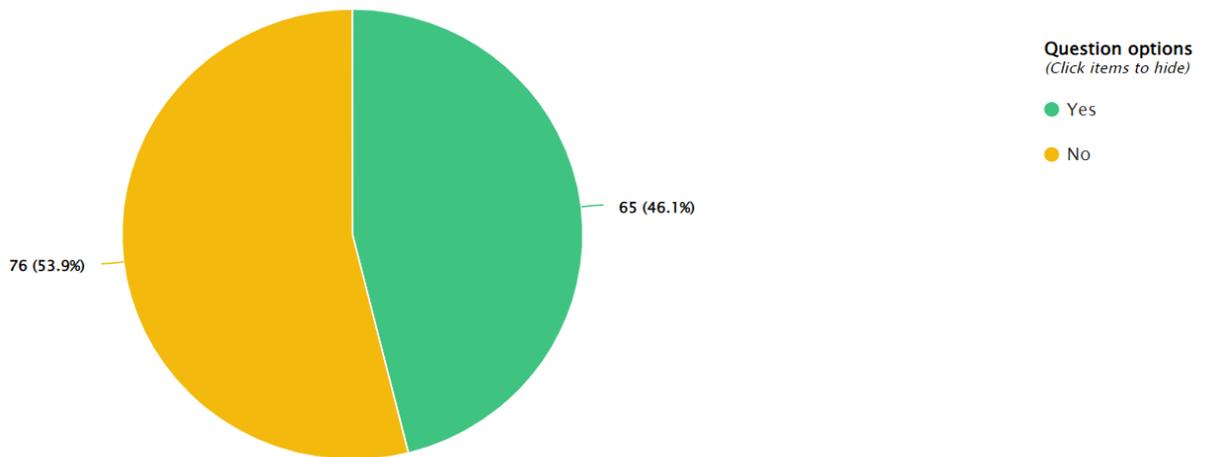


Figure 4. Do you have any additional suggestions for how we can encourage more Torbay residents and businesses to take action on climate change?

3.17 Question 22 asked for suggestion on how to encourage more Torbay residents and businesses to take action on climate change. Analysis of the results showed a wide range of responses. The most common responses included:

- Greater targeted communication campaigns (suggestions included specific groups such as young people, schools and colleges, families, streets, Torbay’s Community Partnerships, lectures / training and businesses). For Example, *“More involvement with Community Partnerships”* and *“Create a fun way for children to think more environmentally friendly, ‘Beat the street’ worked well a few years back, encouraging family’s to walk to school instead of taking cars. More projects like this are needed”*
- Wide array of both positive and negative general suggestions including creating a centre for excellence, using shock imagery, removing fuel grants, start running the area properly. For example, *“Set up a centre of excellence to demonstrate the renewable technology available to help educate the public on energy, clean air and inspire children or young professionals”* and *“start running the area properly before you start down this ridiculous path”*
- Stop this work we do not need an Action Plan as climate change is a natural process only and that we are not in a climate emergency/crisis and that mainstream climate change science is flawed/Hoax. For example *“Continue with discussions to show scientifically that “climate change” is a hoax perpetrated by the WEF and is NOT HAPPENING”*.
- Need for greater transparency in communication and send information on this (TCEAP survey) to all residents for example *“Yes you need to get more public opinion. And leaflet all residents”*.
- Better public transport system. For example, *“Make public transport cheaper! Force the big companies to lower there prices for train and bus tickets, else people will just use there cars”*
- Support to reduce waste
For Example, *“involve supermarkets. Packaging, food waste, community cafes, using leftovers - and bringing some of the artisan and modern life Torbay style ethos of the cities to Torbay could be welcome.”*

3.18 Question 23 asked ‘Overall, do you support the Torbay Climate Emergency Action Plan?’. The results showed that:

- 44.7% strongly supported, supported or yes

- 44.7% strongly do not support, do not support or no
- 10.6 % Not sure

Therefore, as many respondents supported the TCEAP as did not support the TCEAP.

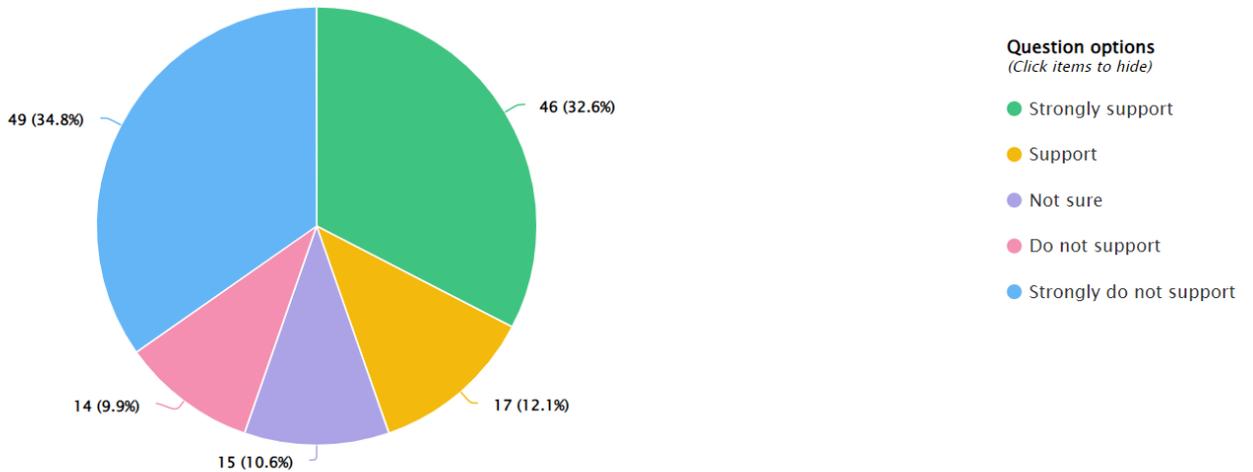


Fig 5 Overall, do you support the Torbay Climate Emergency Action Plan?

3.19 Question 24 asked how you would like to be kept up to date on the TCEAP. 77 responders would like to be kept informed by the One Torbay Newsletter, 65 by the website/webpage, 60 by social media and 32 by other means.

The following section provides information on the people that responded to this consultation.

3.20 Question 25 asked how you best describe yourself. 61 of respondents stated Female, 58 Male, 11 preferred not to say and 3 stated Other.

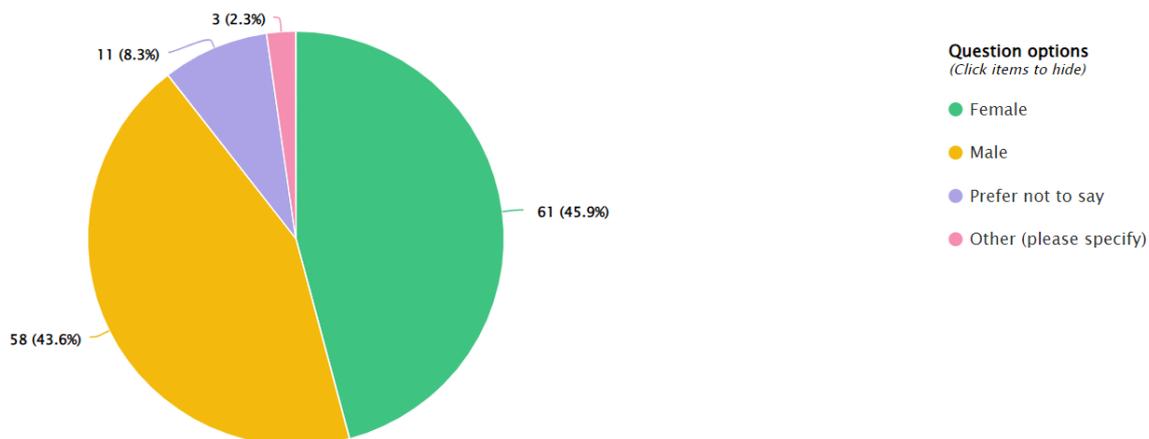


Figure 6. How do you best describe yourself?

3.21 Question 26 asked the age of all responders. Over half (54.7%) of all respondents were between 45 – 64. 17.2% were between 65-74 and 14.8% between 34- 44. The full results are below in Figure 7.

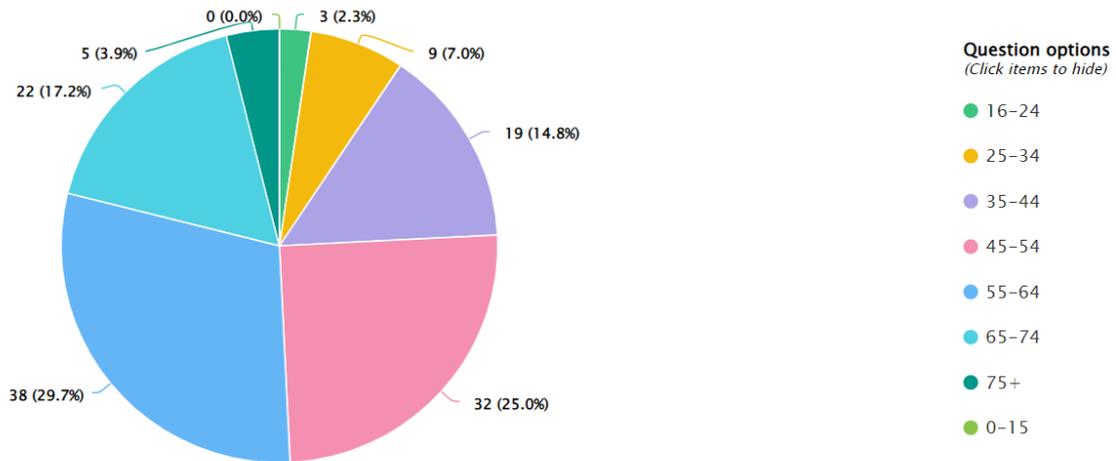


Figure 7. Which age grouping applies to you?

3.22 Question 27 asked ‘Do you consider yourself disabled in any way?’ 86.8% of respondents did not consider themselves disabled in any way. 13.2% did consider themselves disabled in some way.

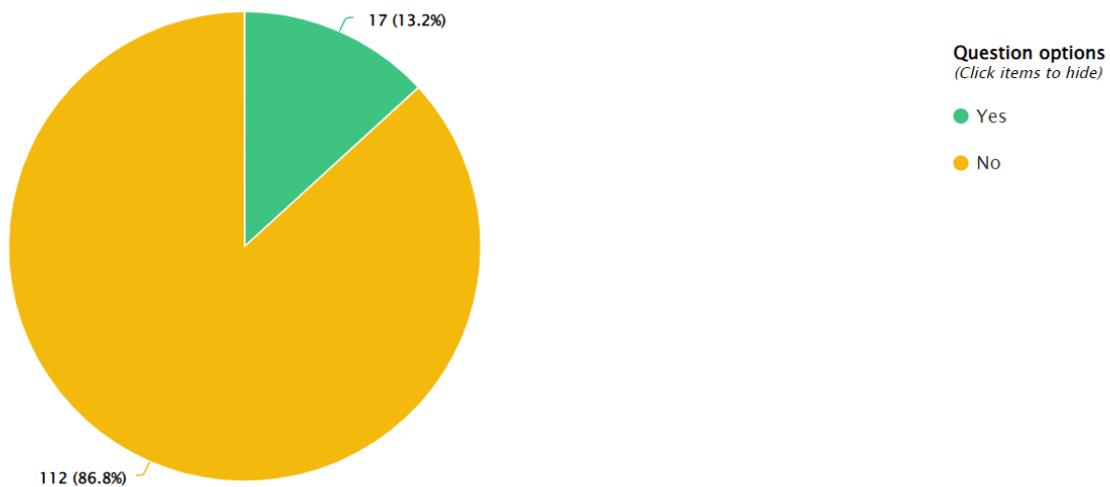


Figure 8. Do you consider yourself disabled in any way?

3.23 Question 28 ask ‘If you considered yourself to be disabled, please tell us how it affects you?’ 90% of responders stated it affected their mobility (55%) or in another way (35%). 10% stated it affects my hearing.

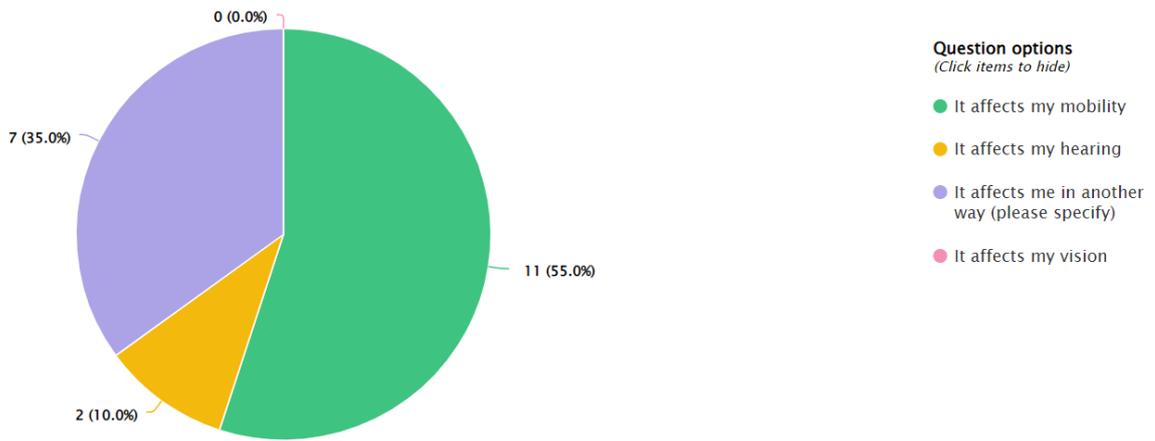


Figure 9. *If you considered yourself to be disabled, please tell us how it affects you?*

3.24 Question 29 asked ‘*How would you describe your ethnic origin?*’ the results showed that over 90% of responders stated white. See figure 10 below for the full results.

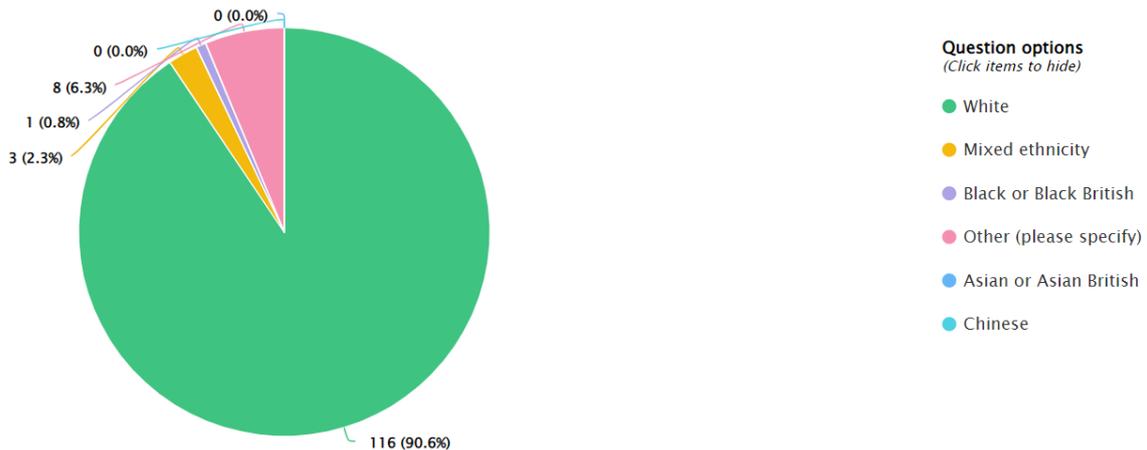


Figure 10. *How would you describe your ethnic origin?*

Quick Poll

3.25 In addition to the detailed survey above, a quick poll was made available on the same website. In total 59 people filled out this quick poll. The poll asked ‘*Do you support the Torbay Climate Emergency Action Plan?*’. The results showed that 74.6% (44 people) who responded did not support the Action Plan. 25.4% (15 people) did support the Action Plan.

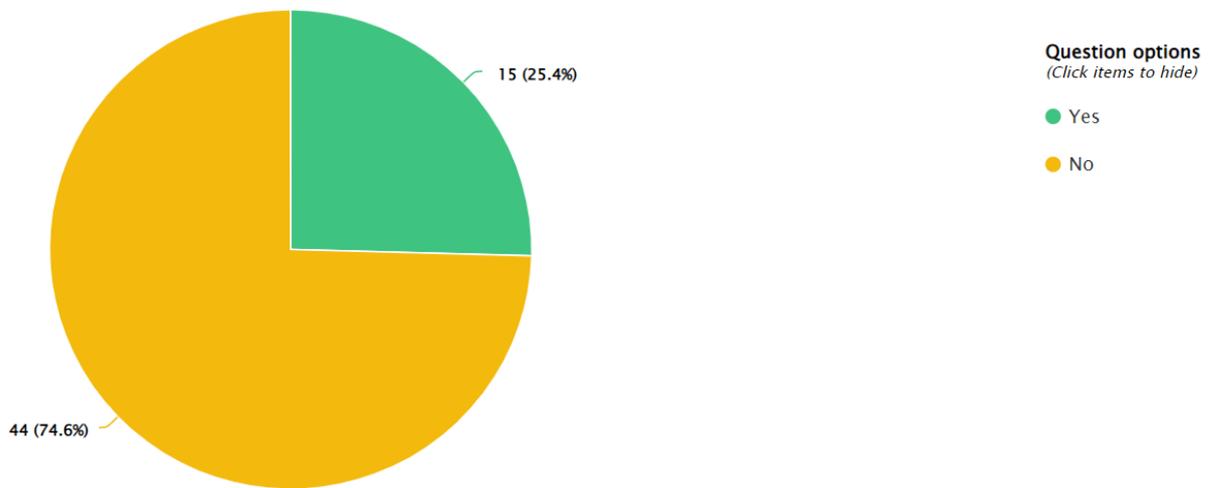


Figure 11. Do you support the Torbay Climate Emergency Action Plan? (Quick Poll only)

Appendix 4

Torbay's greenhouse gas reporting and sector emissions monitoring and projections report (draft report) by University of Exeter (2023) – summary of draft findings

Torbay Council, on behalf of the Torbay Climate Partnership, commissioned the University of Exeter's Centre for Energy and the Environment to:

- update Torbay's greenhouse gas (GHG) data for 2020
- quantify the GHG reductions required to achieve net zeroⁱ in 2030
- identify a series measurable trajectories that can be used to monitor progress annually towards 2030.

The results are still in draft format, and subject to further changes.

Management Summary of the report

Torbay Council (TC) declared a Climate Emergency in 2019 and pledged to work towards creating a carbon neutral Torbay by 2030. The target year is 20 years in advance of the 2050 national net zero target.

Torbay's 2020 territorial greenhouse gasⁱⁱ (GHG) emissions totaled 453,000 tonnes of carbon dioxide equivalent (tCO_{2e})ⁱⁱⁱ in 2020. Carbon emissions since 2008 have generally been on a downward trajectory declining 38% by 2020. Changes to date are due largely to the reduction in the carbon intensity of the national electricity grid, which over the period reduced the power sector's GHG emission by 72%. As a result, the sector has been responsible for 70% of the emission reduction in Torbay from 2008.

Currently there is a two-year lag in the publication of carbon emissions statistics together with a difficulty to relate the reduction in quantities of carbon emissions to everyday actions. This presents challenges for setting and achieving easily understood interim CO₂ targets.

Therefore, to help Torbay establish what it needs to do, towards 2030, this report identifies a series of proposed trajectories (or routes) that could be used in the draft Torbay Climate Emergency Action Plan/other to track progress.

These trajectories (routes) show the scale of the changes needed to meet the national 2050 targets set out in the Climate Change Committee's Sixth Carbon Budget by 2030 in Torbay. The annual figures below are accepted to be an average of the trajectory. These include:

- Over 1,850 PV installations each year every year to 2030, compared to 89 in 2021, a ten-fold increase in the long-run average installation rate.
- Installing loft insulation in 32,200 homes by 2030 or over 4,000 homes each year every year to 2030.
- Insulating the walls of 19,000 homes by 2030 at the rate of 2,400 every year.
- Putting 6,300 heat pumps in homes every year to 2030, there are currently 307 heat pumps in Torbay's homes.
- Connecting an extra 13,400 homes to heat networks by 2030; 1,700 each year.

ⁱ This means taking as much carbon dioxide gases out of the atmosphere as we put in. We will reduce Torbay's carbon emissions to as near to zero as possible locally. Where residual emissions exist, these will be balanced by removals from the atmosphere

ⁱⁱ Greenhouse gases are gases in the earth's atmosphere that trap heat and include carbon dioxide and methane

ⁱⁱⁱ This report refers to carbon emissions equivalents. A CO₂ equivalent (CO_{2e}) is a unit of measurement that is used to standardise the climate effects of various greenhouse gases. This report abbreviates this to carbon emissions.

- Improving the energy efficiency of 340 non-domestic buildings every year to 2030 and switching 390 every year to low carbon heating.
- Reducing driving in Torbay by 8 million kilometres each year, every year to 2030.
- Continuing the exponential growth in electric vehicle ownership (aiming for 200 more in 2023) and putting in an additional 100 charging points in every year to 2030.
- Increasing cycling rates 6.1 million kilometres annually (quadruple the current total level) with matching increases in walking.
- Achieving a 2,500 tonne annual reduction in household waste generation each year, every year and a 4.1% annual increase in recycling rates each year, every year to 2030.

All of the trajectories identified are extremely challenging with the majority needing to overcome significant behavioural, funding and other barriers.

More generally, despite the ambition, projections show that measures identified for each sector do not give full coverage for all the reduction measures required to deliver zero carbon emissions in 2030. The report suggests a 64% reduction in carbon emission by 2030.

Total residual emissions are projected at 162 kt CO₂e.

The projections suggest that achieving net zero in Torbay requires GHG removal or offsetting. The development of GHG removal technologies such as direct air capture with carbon capture and storage in Torbay on the scale needed to remove 162 kt CO₂e annually in 2030 would seem unlikely. Fully offsetting 162 kt CO₂e with measures such as tree planting requires land equivalent to 1.9 times the area of Torbay planted with conifers.

The findings above show that achieving a carbon neutral Torbay in 2030, 20 years in advance of the national programme, is a significant challenge and will require GHG removal to achieve net zero.

Please note these results are different to the results of the Net Zero Torbay Report (2020) due to more recent data availability and the development and refinement of national policy over the past few years since the Net Zero Report was written.

Meeting: Overview & Scrutiny Board/Cabinet/Council
2023

Date: 6 Sept /19 Sept/20 Sept

Wards affected: All Wards

Report Title: Budget Monitoring 2023/24 – April to June 2023 Revenue and Capital Outturn Forecast.

When does the decision need to be implemented? N/A

Cabinet Member Contact Details: Councillor Alan Tyerman, Cabinet Member for Finance
alan.tyerman@torbay.gov.uk

Supporting Officer Contact Details: Ian Rowswell, Deputy Director of Finance,
ian.rowswell@torbay.gov.uk,

1. Purpose and Introduction

- 1.1. This report provides 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.
- 1.2. The Council is facing significant external pressure due to the wide-reaching implications of the current economic situation. The levels of cost inflation are impacting the Council across almost every single service. We are also seeing an impact on the levels of income received, with projections being below those budgeted. This pressure is resulting in an initial year end forecast for 2023/24 of **£1.5m overspend**.
- 1.3. The Capital Plan is currently under review and the profile of spend will be updated accordingly and presented within the Q2 report.

2. Recommendations

Recommendations for Overview and Scrutiny Board

- 2.1. That the Overview & Scrutiny Board notes the Council's forecasted revenue outturn position and mitigating action identified and make any comments and/or recommendations to the Cabinet.
- 2.2. That the Overview & Scrutiny Board notes the Council's Capital budgeted position, including the addition of new schemes, and make any comments and/or recommendations to the Cabinet.

Recommendations for Cabinet/Council

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

2.3.1. The underwriting arrangements for Combe Pafford School as detailed in paragraphs 4.17-19; and

2.3.2. The addition of the following projects (as set out in paragraphs 8.4) to the current capital programme:

- Refurbishment of the changing rooms at Armada Park sports facilities at Torquay.
- Scaling up the delivery of local charge points for electric vehicles.
- Shiphay Lane Active Travel works.
- Renovation of tennis courts at St Marys, Oldway and Abbey Park.

3. 2023/24 Budget Summary Position

3.1. The table below contains the forecast spend for the financial year 2023/24. Budget monitoring has identified a number of spending pressures and is initially forecasting a total overspend at year end of £1.5m, broken down between Council Directorates as follows.

Service	Current Budget £m	Projected Outturn £m	Outturn Variance £m
Adult Services	51.444	52.464	1.020
Children's Services	50.179	51.912	1.733
Corporate and Executive Services	12.245	12.446	0.201
Finance	-11.941	-13.541	-1.600
Investment Portfolio	-4.134	-4.134	0
Place	22.728	22.851	0.124
Public Health	10.430	10.430	0
TOTAL	130.950	132.428	1.478

3.2. Delivering a mitigated and reduced overspend by the end of the year will require robust financial management and control from all services across the Council. Overspend recovery plans have been completed by each Director and will continue to be reviewed by the Senior Leadership Team.

3.3. The following areas will require particular focus over the rest of the financial year due to the level of overspends being forecast.

- Increasing costs associated with homelessness prevention activity and the provision of Temporary Accommodation.
- The increasing costs of Childrens Services Placements, including Unaccompanied Asylum-Seeking Children (UASC).
- The Dedicated Schools Grant and in particular the Higher Needs Block, which is not currently shown within the table above. Spend continues to be monitored as part of the safety valve agreement and this continues to be a priority in order to facilitate the future write off of accumulated deficits of over £12m.

4. Service Budgets

4.1. The table below summarises the most material variances (over £100k) currently being forecast at the end of June 2023.

Service	Current Budget £m	Projected Outturn £m	Outturn Variance £m
Adults Service - Housing (Temporary Accommodation)	1.565	2.585	1.020
Corporate and Exec Service - Legal services	1.327	1.645	0.318
Children's Services – Care placements incl. UASC	20.400	22.462	2.062
Childrens – Net staffing underspend across various CS teams/services.	19.200	18.779	-0.421
Finance – Investments and borrowing	-1.927	-3.527	-1.600
Place - Income below target across services (<i>N.b figures relate to income only</i>)	-2.096	-1.722	0.374
Place - Waste disposal	4.453	4.203	-0.250
			-1.503

Adult Services (incl. Community and Customer Services)

4.2. Within Adult Social Care the majority of spend is against a fixed price financial arrangement (contract) for the delivery of services provided by the Integrated Care Organisation (ICO). This agreement was uplifted by £5m in 2023/24, with a further £1.1m agreed for the following year. A new arrangement will need to be negotiated for 2025/26 onwards and activity is well underway with partners to identify actions that can reduce spend and enhance financial sustainability for the future.

4.3. The **£1.020m** overspend currently forecast at Q1 is within our Housing Service and predominantly relates to increasing costs for both homelessness prevention activity and the provision of Temporary Accommodation. There continues to be considerable demand in this service, fuelled by the cost of living, which is impacting significantly on clients both financially and emotionally. The main reasons for homelessness is the loss of private rented accommodation and breakdown in family relations.

4.4. Since 2020, there has been a 64% increase in people presenting to the local authority as homeless and a 66% increase in those being provided temporary accommodation.

Compared to this point in time in 2022 there has been a 40% increase in presentations. Increasingly, families are approaching the service, and overall complexity is increasing.

- 4.5. This is combined with low availability of temporary options for individuals and family groups in need of temporary accommodation. As at the end of July 2023 there were 143 households living in Temporary Accommodation, with a significant amount of prevention activity underway to mitigate the risk of numbers significantly increasing.
- 4.6. Work is well underway to directly purchase and lease property to reduce costs and increase the stability of accommodation options available to the Housing Options team. This will help to stabilise costs and allow more work to be done to prevent homelessness and support households to find more permanent housing.

Corporate Services & Executive

- 4.7. An overspend of **£0.318m** is currently being forecast within Legal Services. This is a result of the difficulties the service faces in recruiting permanent staff to meet levels of demand. This has meant the service have had to use more expensive agency staff to continue delivering legal support to services across the Council.
- 4.8. The council have struggled to compete with the salaries paid by other organisations – both within the private and public sector. The service has recently had approval to apply additional market factors and hope this will make a difference to their ability to recruit and replace agency workers. Further recruitment activity is underway to achieve this.
- 4.9. Within Corporate and Executive Services, there are some underspends forecast across other teams and service areas, which are partially offsetting the overspend within Legal Services.

Children's Services

- 4.10. Overall Children's Services is experiencing significant financial pressures due to extreme external forces outside of the control of the Council. An overspend of **£2.062m** is currently being forecast across care placements, despite the overall numbers of cared for children being lower than previous years. Significant shortages of suitable available placements are driving up costs within the market, with price increases since 21/22 of over 30% in residential and unregulated/unregistered placements. The legislation on unregulated placements changed in September 2022 and is resulting in further pressure on this budget into 2023/24.
- 4.11. This is exacerbated by the demand arising from the increasing volume of cases allocated to Torbay through the National and Regional allocation of Unaccompanied Asylum Seeking Children (UASC). Costs of placement and support are in excess of the Home Office Funding, with current financial pressures arising from UASCs estimated at over £0.718m.
- 4.12. All of this means that despite the continued oversight, challenge and support from colleagues, external factors are now significantly influencing spend.

- 4.13. Offsetting some of these pressures are underspends in staffing budgets totalling **£0.421m**. Agency costs have been a significant financial pressure in recent years, but following successful recruitment and retention within the service, the total agency costs are forecast to be £2.3m this year compared with spend in 2021/22 of £4.9m. This demonstrates that Torbay Council has achieved significant improvements to influence spend where it can. We are now seeing significantly increased salary expectations within the agency market and stiff competition from other Councils that are offering increased hourly rates to stabilise their own workforces.
- 4.14. Outside of Local Authority funded activities, the schools' higher needs block in the Dedicated Schools Grant (DSG) remains under financial pressure from continual referrals for higher needs support for children.
- 4.15. The Council is part of the Education and Skills Funding Agency (ESFA) and Department for Education (DfE) Safety Valve programme, which supports councils in achieving future financial sustainability in this area. If the council can deliver on its recovery plan and achieve a balanced higher needs budget, all of the historic DSG deficit will be written off, through additional funding by ESFA.
- 4.16. Torbay Council has already received £5.160m from the ESFA in response to its recovery plan, without which the DSG cumulative deficit was forecast to be £12.8m by the end of the financial year. For 2023/24 the DSG is forecasting an overspend of £1.060m at quarter 1, an improved position compared with the forecast deficit within the agreed safety valve plan of £1.263m. It is of importance to the Council's future budget position that the Council delivers its recovery plan.
- 4.17. Discussions have been taking place with Combe Pafford School about the possibility of underwriting part of the cost of their forthcoming capital investment project to extend the school. Any underwriting will be up to a maximum of £300k, which would be drawn down on, or after, 1 April 2024, and recovered from through a deduction from the School's future funding allocation over three consecutive financial years to commence in 2024/25.
- 4.18. Governors have provided a formal letter to Torbay Council confirming the affordability, and acceptance, of the three year funding and any draw down will be subject to a formal, signed, legal agreement which will detail specific terms, repayments and any interest applicable on the drawdown.
- 4.19. The school are seeking alternative sources of top up funding and support from the Department for Education, which might mitigate the need to enact any under-writing from the Council. However, agreement is being sought for the underwriting arrangements, should they be required.

Finance

- 4.20. A **£1.6m** positive variance is being forecast, mainly as a result of increased interest rates, being applied on council investments. This means the Council is forecast to earn higher levels of interest on its current cash balances than was budgeted. Given the current low levels of spend on Capital projects, there is also a saving on interest payable

by the Council as lower levels of spend activity means lower amounts borrowed, therefore reduced interest paid by the Council.

4.21. As part of setting the 2023/24 budget a few centrally held contingencies, mainly linked to pay and inflation risks, were held under finance and will be released to contribute toward the known cost pressures. A total of £0.165m has been released to address specific issues identified early within 2023/24.

4.22. The 2023/24 budget was based on a 4% pay award. Independent pay review bodies have recommended pay increase of up to 6.5%, recognising the high levels of inflation. The final pay award, once agreed, could have a significant impact on the contingencies currently being held.

Investment Portfolio

4.23. The Council's Investment Portfolio is forecast to contribute £4.134m towards Council activity – in line with budget. The investment property reserve is in place to cover lost rent and holding costs arising from empty units.

4.24. Any tenants with arrears are all actively engaging with colleagues in Torbay Development Agency.

Place

4.25. Within the Place directorate an overspend of **£0.124m** is currently forecast, mainly due to levels of income being lower than budgeted.

4.26. Planning have highlighted that projected application fee income is £0.150m below target and building regulation applications are projecting a £0.050m shortfall. In addition, a shortfall of £0.060m is forecast on income from local land searches. All three of these elements reflect the challenging economic position of the country and the region.

4.27. An overspend of £0.075m is forecast for Torre Abbey despite admission numbers being higher than this time last year. The Paddington Exhibition and planned events and activities have had a positive impact on admissions, but income from the Café is below budget.

4.28. The reduced Directorate levels of income are expected to be offset by an underspend within the waste budget, due to disposal levels and associated costs being lower than forecast.

4.29. Currently Parking Services is forecast to break even, however there are risks around this forecast. Whilst May/June income levels were good, there remains significant uncertainty as to how the summer weather and the cost-of-living crisis will impact on residents and visitor behaviour over the coming months.

Public Health

4.30. Overall Public Health is reporting a balanced position within its ring-fenced grant. A significant amount of spend relates to the provision of 0-19 services, which is expected to see increased spending pressures in future years, because of inflation.

5. Collection Fund

5.1. Collection rates for 2023/24 are currently slightly below forecast levels. The impact of the rising cost of living appears to be having an impact, which could worsen as we move into Autumn/Winter given the pressures facing households across the UK. We continue to explore opportunities to increase our overall collection rates, whilst supporting residents and businesses.

6. Wholly owned companies

6.1. SWISCo. faces financial pressures in terms of operational delivery due to rising costs, particularly fuel and materials. However, they are managing these pressures and are currently forecasting a breakeven position for 2023/24.

6.2. To the end of May 2023 TDA group draft consolidated year to date surplus was £0.047m against a budget of £0.064m. Within the TDA Group, TorVista continues to operate with a higher level of deficit compared to their business plan – with a loss at the end of May 2023 of £0.076m against a budgeted loss of £0.049m.

7. Statement of Accounts – 2020/21 and 2021/22

7.1. The Council's Statement of Accounts for 2020/21 were only signed off by Grant Thornton in April 2023, despite their findings being presented to Audit Committee in December 2021.

7.2. The Council's Statement of Accounts for 2021/22 remain unaudited by Grant Thornton and have not been signed off by the Government's Statutory deadline. This is a national audit issue, partly due to lack of capacity in the market. At the time of writing this report, Grant Thornton was planning on auditing the 2021/22 and 2022/23 accounts jointly, later this year.

7.3. The protracted statement of accounts process has continued to put significant pressure on the finance team, for whom the majority of the last year have been working concurrently on multiple financial years.

8. Capital

8.1. Council is seeing extreme cost inflation in respect of its Capital projects. As a result, several schemes that are in progress are facing rising costs, which are at variance to initial business cases and forecasts. The viability of schemes supported by prudential borrowing are further impacted from the recent rises in borrowing rates.

8.2. The revenue outturn position for 2022/23 enabled £0.4m surplus to be transferred to a specific earmarked Capital Reserve, which will assist the Council in the re-prioritisation, and ultimate delivery, of the Capital Investment Programme. Revenue costs will be

required to continue with design and feasibility work for specific schemes alongside bolstering capacity, and skills, in project delivery.

8.3. The programme is currently under review and the plan and profile of spend will be updated accordingly.

8.4. Following discussion and support at the Capital and Growth Board it's proposed that the following projects are added to the capital programme.

8.4.1. Refurbishment of the changing rooms at Armada Park sports facilities at Torquay. The total project cost is £91k, of which £25,000 is funded by the Football Foundation, £25,000 by the Torquay Neighbourhood Forum, £22,500 from the UK Shared Prosperity Fund and £18,500 from S106 funding.

8.4.2. Scaling up the delivery of local charge points for electric vehicles. Grant funding of £958,000 provided by the DfT, Local Electric Vehicle Infrastructure - currently split 50/50 over 23/24 and 24/25.

8.4.3. Shiphay Lane – installation of safe crossing for cyclists and pedestrians - funded by £226,634 of funding from the DfT Active Travel Fund.

8.4.4. Renovation of tennis courts at St Marys, Oldway and Abbey Park. Funding of £337,399 from the Lawn Tennis Association and match funding of £167,075 from S106 funding.

8.5. The following new, or improved capital grant allocations have been announced since the Capital plan for 23/24 was approved:

8.5.1. Ministry of Housing Communities and Local Government – Disabled Facilities grants 2023/24 of £2,128,689. This grant allocation is used to support our DFG expenditure but also includes the former Adult Social Care capital grant.

8.5.2. Department for Education – School Condition Allocation 2023/24 – additional £344,106 provided to authorities for major repairs and maintenance of school estates.

8.5.3. Department for Education– Devolved Formula Capital Grant 2023/24 - £76,895. This is a ring-fenced grant and will be paid to appropriate schools as required.

8.5.4. Department for Transport – additional Potholes Fund allocation of £323,600 for 2023/24.

8.5.5. Department for Transport – Active Travel Fund - £226,634 capital grant awarded.

8.5.6. Department for Transport – grant funding of £958,000 awarded by the DfT, Local Electric Vehicle Infrastructure for the scaling up of the delivery of local charge points for electric vehicles.

9. Risks & Sensitivity

9.1. There are a number of financial risks facing the Council as shown below:

Risk	Impact	Mitigation
Financial sustainability and write off of the DSG Deficit	High	The Council has a recovery plan approved with the Department for Education's Safety Valve programme.
Adult Social Care funding is not sufficient to meet forecast costs.	High	The Director of Adult Social Care is developing a range of intervention activity and savings plans, in collaboration with Health Trust colleagues
High inflation rates have a major impact on both revenue and capital costs.	High	The 23/24 budget includes a higher than usual allowance for inflationary pressures, with contingencies also held for revenue and capital. A strategic review of the capital programme has commenced.
The "cost of living" economic impact on the Council's residents from higher mortgage, rent, fuel and utility costs is likely to impact on both demand for council services and may result in reduced income from council tax.	High	The Council will continue to mitigate where possible the impact on council services and support/signpost residents to appropriate support.
Collection Fund shortfall	High	Additional resources allocated to support the Revenues & Benefits team and a review of debt recovery will be undertaken. End to end processes are being reviewed.
Unable to recruit staff and need to use agency staff.	High	Work continues to identify solutions to these challenges which seem to be on a national scale.
Delivery of Children's Services cost reduction plan	High	Meetings continue to monitor the current rate of delivery against the identified actions from the Sufficiency Strategy.
Investment Property Income changes	High	The Investment Board will continue to review future leases and manage any potential break clause implications – maintaining appropriate balances within the Investment Reserve
Temporary Accommodation – increasing demand and cost pressures within the local housing market.	High	Work is underway on directly procuring and leasing property to increase the stability of accommodation options available to the Housing Options team. The Council has also

		increased its focus and resources on preventive work.
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