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Wednesday, 13 June 2018

## Meeting of the Council

Dear Member

I am pleased to invite you to attend a meeting of Torbay Council which will be held in **Rosetor Room, Riviera International Conference Centre, Chestnut Avenue, Torquay, TQ2 5LZ** on **Thursday, 21 June 2018** commencing at **5.30 pm**

The items to be discussed at this meeting are attached.

Yours sincerely,

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

Steve Parrock  
Chief Executive

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

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**A prosperous and healthy Torbay**

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

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# Meeting of the Council Agenda

1. **Opening of meeting**

2. **Apologies for absence**

3. **Minutes**

To confirm as a correct record the minutes of the annual meeting and adjourned annual meeting of the Council held on 14 May 2018.

(Pages 5 - 18)

4. **Declarations of interests**

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

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

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

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

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

5. **Communications**

To receive any communications or announcements from the Chairman, the Elected Mayor, the Overview and Scrutiny Co-ordinator, the Council's representative on the Heart of the South West Joint Committee or the Chief Executive.

6. **Public question time**

To hear and respond to any written questions or statements from members of the public which have been submitted in accordance with Standing Order A24.

- (a) Licensing for Landlords

(Page 19)

7. **Petitions**

To receive petitions and any oral representations from the public in

accordance with Standing Order A12 as set out below

- (a) Oldway is not for sale (Page 20)
8. **Members' questions** (Pages 21 - 23)  
To respond to the submitted questions asked under Standing Order A13:
9. **Notice of motions**  
To consider the attached motions, notice of which has been given in accordance with Standing Order A14 by the members indicated:
- (a) Provision of Disabled Toilet Facilities at Goodrington (Pages 24 - 25)
- (b) Provision of Affordable Housing (Page 26)
- (c) Transformation Project - Town Centre Regeneration (Pages 27 - 29)
10. **Call-in of Elected Mayor's Decision on Future of Oldway Mansion**  
To consider any recommendations from the Overview and Scrutiny Board in connection with their call-in of the elected Mayor's decision taken on 11 June 2018 in respect of the Future of Oldway Mansion.
11. **Future of Oldway Mansion** (Pages 30 - 176)  
To consider the submitted report on the future of Oldway Mansion and receive the recommendations of the Oldway Mansion and Estate Working Party.
12. **Children and Young People's Plan** (Pages 177 - 206)  
To consider the submitted report on the revised Children and Young People's Plan Policy Framework document.
13. **Statutory Officer Appointment**  
To confirm the following statutory officer appointment:  
  
Director of Children's Services – Alison Botham
14. **Community Governance Review** (Pages 207 - 216)  
To consider the submitted report on the timing of a Community Governance Review.
15. **Establishment of a Standards Hearing Sub-Committee** (Page 217)  
To consider the submitted report on the above.
16. **Treasury Management Outturn 2017/2018** (Pages 218 - 231)  
To consider the submitted report on the above.
17. **Budget Monitoring 2017/2018 - Quarter Four (subject to Audit)** (Pages 232 - 241)  
To consider the outturn position of the Revenue Budget and Capital Plan Budget for 2017/2018 and any recommendations from the Overview and Scrutiny Board.

- 18. Composition and Constitution of Executive and Delegation of Executive Functions** (Pages 242 - 250)  
To receive details on the composition and constitution of the Elected Mayor's Executive for 2018/2019, together with the record of delegation of Executive Functions.
- 19. Exclusion of the Press and Public**  
To consider passing a resolution to exclude the press and public from the meeting prior to consideration of the following items on the agenda on the grounds that exempt information (as defined in Part 1 of Schedule 12A of the Local Government Act 1972 (as amended)) is likely to be disclosed.
- 20. Transformation Project - Future of TOR2 Services (Strategic Delivery Model)**  
To consider the submitted exempt report on the above.
- 21. Investment and Regeneration Committee Recommendation - Investment Opportunity**  
To consider any recommendations from the Investment and Regeneration Committee on investment opportunities.

**Note**

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



## **Minutes of the Annual Meeting of the Council (Council decisions shown in bold text)**

**14 May 2018**

**-: Present :-**

**Chairwoman of the Council (Councillor Brooks) (In the Chair)  
Vice-Chairman of the Council (Councillor Doggett)**

The Elected Mayor of Torbay (Mayor Oliver)

Councillors Amil, Barnby, Bent, Bye, Carter, Darling (M), Darling (S), Ellery, Excell, Haddock, Hill, King, Kingscote, Lewis (B), Lewis (C), Long, Morey, Parrott, Pentney, Robson, Stockman, Stocks, Stubbley, Sykes, Thomas (D), Thomas (J), Tolchard and Tyerman

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### **1 Opening of meeting**

The meeting was opened with a prayer.

### **2 Apologies for absence**

Apologies for absence were received from Councillors Manning, Mills, Morris, O'Dwyer, Sanders and Winfield.

### **3 Minutes**

The Minutes of the meeting of the Council held on 19 April 2018 were confirmed as a correct record and signed by the Chairwoman.

### **4 Election of Chairman**

Councillor Stocks proposed and Councillor Thomas (D) seconded a motion, which was agreed (unanimously) by the Council as set out below:

**that Councillor Ian Doggett be elected Chairman of the Council of the Borough of Torbay for the Municipal Year 2018/2019.**

**(The Chairman, Councillor Doggett, in the Chair)**

The Chairman of the Council took the Declaration of Acceptance of Office and Oath of Allegiance and thanked the Council for the honour bestowed upon him.

The Chairman also announced that Mrs Douglas–Dunbar would be his Escort during his term of office and his charities would be Teignbridge and Torbay CATS Protection, Torbay Shop Mobility and Torbay Hospital Staff Oncology Training Fund.

**5 Chairman's Chaplain and Civic Sunday**

The Chairman announced that he had appointed Reverend Dr John Haley to be his Chaplain and that the Annual Civic Church Service would be held at Palace Avenue Methodist Church, Paignton, on 30 September 2018 at 3.00 pm.

**6 Retiring Chairwoman and Chairwoman's Escort**

Councillor Tolchard proposed and Councillor Stocks seconded a motion, which was agreed (unanimously) by the Council as set out below:

**that the Council express its sincere thanks and appreciation to Councillor Anne Brooks and Mr William Taylor for the manner in which they had carried out their duties during their term of office.**

**7 Appointment of Vice-Chairwoman of the Council**

Councillor Darling (M) proposed and Councillor Bye seconded a motion, which was agreed (unanimously) by the Council as set out below:

**that Councillor Jane Barnby be appointed Vice-Chairwoman of the Council of the Borough of Torbay for the Municipal Year 2018/2019.**

The Vice-Chairwoman of the Council took the Declaration of Acceptance of Office and thanked the Council for the honour bestowed upon her.

The Vice-Chairwoman also announced that Mr Richard Barnby would be her Escort during her term of office.

**8 Adjournment**

At this juncture the meeting was adjourned until 5.30 p.m. on Monday 14 May 2018.

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Chairman

**Minutes of the Adjourned Annual Council**  
**(Council decisions shown in bold text)**

**14 May 2018**

**-: Present :-**

**Chairman of the Council (Councillor Doggett) (In the Chair)**  
**Vice-Chairwoman of the Council (Councillor Barnby)**

The Elected Mayor of Torbay (Mayor Oliver)

Councillors Amil, Bent, Brooks, Bye, Carter, Darling (M), Darling (S), Ellery, Excell, Haddock, Hill, King, Kingscote, Lewis (B), Lewis (C), Long, Manning, Mills, Morey, O'Dwyer, Parrott, Pentney, Sanders, Stockman, Stocks, Stubbley, Sykes, Thomas (D), Thomas (J), Tolchard, Tyerman and Winfield

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**9 Apologies for absence**

Apologies for absence were received from Councillors Morris and Robson.

**10 Declarations of interests**

No interests were declared.

**11 Communications**

The Chairman thanked those who were due to attend the Chairman's Civic Lunch at the Redcliffe Hotel, Paignton on Friday 18 May 2018 at 1.00 pm.

The Elected Mayor advised that the May Bank Holiday weekend was a success with a number of major events being hosted in Torbay. These included the Power Boat Festival in Torquay, the BMAD (Bikers Make a Difference) event in Paignton and the Brixham Pirate Festival. The Elected Mayor thanked all the volunteers, event organisers and Council staff who were involved in making the events successful. The Elected Mayor also thanked staff, volunteers and contractors for the recovery efforts since the storms in February/March 2018 for getting the Bay ready for the summer season.

**12 Order of Business**

In accordance with Standing Order A7.2 in relation to Council meetings, the order of business was varied to enable: agenda Item 14 (Procurement of a development partner – South Quay, Paignton Harbour) to be considered after Item 5 (Public

Question Time); and agenda item 16 (Torre Abbey Restoration Project – Phase 3 Heritage Lottery Fund Bid) to be considered after Item 14.

**13 Public question time**

The Chairman advised that there were no public questions for this meeting.

**14 Procurement of a development partner - South Quay, Paignton Harbour**

Further to the Council's decision on 19 October 2017 to establish a £25 million Town Centre Regeneration Fund as part of the delivery of the Transformation Strategy for Torbay's Town Centre, the Council considered the submitted report on terms for a development partnership for the redevelopment of South Quay, Paignton Harbour.

Councillor Bye proposed and Councillor Haddock seconded a motion as set out below:

- (i) that the Council supports the procurement of a development partner to identify a preferred and viable solution for the redevelopment of South Quay, Paignton Harbour; and
- (ii) that a further report is presented to the Harbour Committee and Council, within 6 months from the date of appointment of a development partner, when a preferred development solution has been identified, such that the Council can assess the outcomes of such a solution and make a decision at that time about whether to proceed with the redevelopment and, if so, on exactly what terms.

During the debate Councillor Carter proposed and Councillor King seconded an amendment to the motion as follows:

that this Council remains unconvinced that adequate public consultation and buy-in into the regeneration proposals for South Quay, Paignton, has taken place. Therefore, the Executive Head of Asset and Business Services, be instructed to undertake community engagement on the community's aspirations for the regeneration of Paignton Harbour and establish a liaison group that includes local residents. A further report on the outcome of the community engagement to be presented to the Harbour Committee and Council within 4 months of this decision.

A recorded vote was taken on the amendment. The voting was taken by roll call as follows: For: Elected Mayor Oliver, Councillors Amil, Carter, Darling (M), Darling (S), Ellery, Excell, King, Long, Mills, Pentney, Sanders and Stocks (13); Against: Councillors Barnby, Bent, Brooks, Bye, Haddock, Hill, Kingscote, Lewis (B), Lewis (C), Manning, Morey, O'Dwyer, Parrott, Stockman, Stubbley, Sykes, Thomas (D), Thomas (J), Tolchard, Tyerman and Winfield (21); Abstain: Councillor Doggett (1); and Absent: Councillors Morris and Robson (2). Therefore the amendment was declared lost.

Councillor Bye's and Councillor Haddock's original motion was then considered by the Council which was agreed (by recorded vote), as set out below:

- (i) that the Council supports the procurement of a development partner to identify a preferred and viable solution for the redevelopment of South Quay, Paignton Harbour; and**
- (ii) that a further report is presented to the Harbour Committee and Council, within 6 months from the date of appointment of a development partner, when a preferred development solution has been identified, such that the Council can assess the outcomes of such a solution and make a decision at that time about whether to proceed with the redevelopment and, if so, on exactly what terms.**

A recorded vote was taken on the motion. The voting was taken by roll call as follows: For: Councillors Barnby, Bent, Brooks, Bye, Haddock, Hill, Kingscote, Lewis (B), Lewis (C), Manning, Morey, O'Dwyer, Parrott, Stockman, Stubbley, Sykes, Thomas (D), Thomas (J), Tolchard, Tyerman and Winfield (21); Against: Elected Mayor Oliver, Councillors Amil, Carter, Darling (M), Darling (S), Ellery, King, Long, Mills, Pentney, Sanders and Stocks (12); Abstain: Councillors Doggett and Excell (2); and Absent: Councillors Morris and Robson (2).

(Note: Councillor Tolchard left the meeting after consideration of Minute 14.)

#### **15 Torre Abbey Restoration Project - Phase 3 Heritage Lottery Fund Bid**

Members considered proposals for the submission of the Phase 3 bid to the Heritage Lottery Fund (HLF) for the Torre Abbey Restoration Programme, as set out in the submitted report. It was noted, that if the HLF bid was successful, the Phase 3 project would help protect the Abbey for the benefit of the local community and visitors.

Elected Mayor Oliver proposed and Councillor Amil seconded the motion, as set out below:

- (i) that the Executive Head of Assets and Business Services be authorised to submit a Heritage Lottery Fund (Round 1) application for £4.5 million for Phase 3 of the Torre Abbey Restoration Programme as described in this report and appendices, to be submitted to the Heritage Lottery Fund by 14 June 2018; and**
- (ii) that the Council agrees in principle to borrow up to £1.15 million to provide the financial commitment outlined in the submitted report and required for submission of the Heritage Lottery Fund (Round 1) application for £4.5 million indicated in (i) above with the final decision to revert to Council once the final outcome of the Heritage Lottery Fund bid is known.**

Councillor Tyerman proposed and Councillor Brooks seconded an amendment, which was accepted by Elected Mayor Oliver and Councillor Amil and was then incorporated in the original motion as set out below:

- (i) that the Executive Head of Assets and Business Services be authorised to submit a Heritage Lottery Fund (Round 1) application for £4.5 million for Phase 3 of the Torre Abbey Restoration Programme as described in the submitted report and appendices, to be submitted to the Heritage Lottery Fund by 14 June 2018;
- (ii) that the Council agrees in principle to borrow up to £1.15 million to provide the financial commitment outlined in the submitted report and required for submission of the Heritage Lottery Fund (Round 1) application for £4.5 million indicated in (i) above with the final decision to revert to Council once the final outcome of the Heritage Lottery Fund bid is known; and
- (iii) that during the Torre Abbey round 2 development programme the Executive Head of Assets and Business Services be requested to further investigate the broader implications of constructing a new footpath from the seafront esplanade to Torre Abbey as currently proposed. This remit to also look at the feasibility of enhancing the existing path which leads from the seafront to Torre Abbey and the Riviera International Conference Centre thereby delivering multiple benefits.

During the debate Councillor Pentney proposed and Councillor Darling (M) seconded a further amendment to the motion as follows:

- (i) that the Executive Head of Assets and Business Services be authorised to submit a Heritage Lottery Fund (Round 1) application for £4.5m for Phase 3 of the Torre Abbey Restoration Programme as described in this report and appendices, subject to an alternative for the proposed pathway over the pitch and putt facility over Torre Abbey Meadows, to be submitted to the Heritage Lottery Fund by 14 June 2018;

The amendment was put to the vote and declared lost.

At this juncture, a procedural motion (in accordance with Standing Order A16.11(a)(iv)) to move to the vote was proposed by Councillor Haddock and seconded by Councillor Thomas (D). On being put to the vote, the procedural motion was declared carried.

Elected Mayor Oliver's and Councillor Amil's original motion (incorporating Councillors Tyerman's and Brooks' amendment) was then put to the vote and was agreed by the Council, as set out below:

- (i) that the Executive Head of Assets and Business Services be authorised to submit a Heritage Lottery Fund (Round 1)**

**application for £4.5 million for Phase 3 of the Torre Abbey Restoration Programme as described in the submitted report and appendices, to be submitted to the Heritage Lottery Fund by 14 June 2018;**

- (ii) that the Council agrees in principle to borrow up to £1.15 million to provide the financial commitment outlined in the submitted report and required for submission of the Heritage Lottery Fund (Round 1) application for £4.5 million indicated in (i) above with the final decision to revert to Council once the final outcome of the Heritage Lottery Fund bid is known; and**
- (iii) that during the Torre Abbey round 2 development programme the Executive Head of Assets and Business Services be requested to further investigate the broader implications of constructing a new footpath from the seafront esplanade to Torre Abbey as currently proposed. This remit to also look at the feasibility of enhancing the existing path which leads from the seafront to Torre Abbey and the Riviera International Conference Centre thereby delivering multiple benefits.**

(Note: Councillors Bent, Pentney and Sanders left the meeting after consideration of Minute 15.)

## **16 Order of Business and Chairman of the Meeting**

At this juncture, the Chairman left the meeting and the Vice-Chairwoman chaired the remainder of the meeting.

### **Vice-Chairwoman, Councillor Barnby, in the Chair**

In accordance with Standing Order A7.2 in relation to Council meetings, the order of business was varied to enable agenda Item 6 (Members' questions) and agenda item 7 (Notice of Motion – Member and Officer Protocol) to be considered after Item 17 (Children and Young People's Plan).

## **17 Appointment of Overview and Scrutiny Co-ordinator and Scrutiny Leads**

The Council was requested to consider the appointment of the Overview and Scrutiny Co-ordinator and the appointment of scrutiny lead members for 2018/2019.

Councillor Thomas (D) proposed and Councillor Morey seconded a motion which was agreed (unanimously) by the Council as set out below:

- (i) that Councillor Lewis (C) be appointed as the Overview and Scrutiny Co-ordinator for 2018/2019 municipal year; and**
- (ii) that the following Councillors be appointed as the Scrutiny Leads as indicated for the 2018/2019 municipal year:**

**Joint Commissioning – Children’s and Adults: Councillor Barnby;**

**Joint Commissioning – Health, Wellbeing and Public Health: Councillor Bent;**

**Joint Operations – Corporate and Business Services: Councillor Darling (S); and**

**Joint Operations – Community and Customer Services: Councillor Long.**

**18 Review of Political Balance and Appointments to Committees and Working Parties**

The Council considered the submitted report on the appointment of committees and other bodies in the light of the political balance of the Council. It was noted the political balance of the Council had been updated following notification that Councillor King wished to be known as a member of the Liberal Democrat Group and Councillor Stocks wished to be known as a member of the Independent Group.

Councillor Thomas (D) proposed and Councillor Darling (S) seconded a motion, which was agreed (unanimously) by the Council as set out below:

- (i) that the overall political balance of the committees and working parties, as set out in Appendices 1 and 2 to the submitted report, be approved;**
- (ii) that, subject to (i) above being approved, the committees and working parties be appointed with the terms of reference set out in Appendix 3 to the submitted report;**
- (iii) that, subject to (i) above being approved, nominations be received to fill the seats on the committees;**
- (iv) that, a sub-committee of the Licensing Committee be established to comprise three Members of the Licensing Committee;**
- (v) that the terms of reference of the Licensing Sub-Committee be to consider and determine all matters in connection with licensing applications (including those set out in the Statement of Licensing Policy and Gambling Act Policy/Statement of Principles);**
- (vi) that the Licensing Sub-Committee be exempted from the rules of committee proportionality as defined in the Local Government and Housing Act 1989 and supporting regulations;**

- (vii) that the Governance Support Manager be authorised to empanel Members from the Licensing Committee to serve on the Licensing Sub-Committee as and when required; and
- (viii) that the elected Mayor confirms the appointments to the Health and Wellbeing Board as set out in Appendix 3 to the submitted report.

Following the vote, the members to serve on each committee and other bodies were nominated by the Leader of the Liberal Democrat Group and Leader of the Independent Group as set out in Appendix 3 to the submitted report. The Conservative Group Leader advised that changes to Appendix 3 to the submitted report for the Conservative Group members would be provided to the Governance Support Manager on 16 May 2018.

## 19 Calendar of Meetings for 2018/2019

The Council considered the submitted report setting out the proposed calendar of meetings for 2018/2019.

Elected Mayor Oliver proposed and Councillor Mills seconded a motion as set out below:

- (i) that the calendar of meetings for 2018/2019, set out in Appendix 1 to the submitted report, be approved; and
- (ii) that meetings of the Employment Committee and Civic Committee be held on an ad-hoc basis, to be determined by the Governance Support Manager in consultation with the relevant Chairman/woman.

During the debate Councillor Darling (S) proposed and Councillor Carter seconded an amendment to the motion as follows:

- (i) that the calendar of meetings for 2018/2019, set out in Appendix 1 to the submitted report, be approved, subject to the start time for Development Management Committee to be changed from 2.00 pm to 5.30 pm.
- (ii) that meetings of the Employment Committee and Civic Committee be held on an ad-hoc basis, to be determined by the Governance Support Manager in consultation with the relevant Chairman/woman.
- (iii) the Development Management Committee be renamed Planning Committee with immediate effect.

The amendment was put to the vote and declared lost.

Elected Mayor Oliver's and Councillor Mills' original motion was then considered by the Council which was agreed, as set out below:

- (i) that the calendar of meetings for 2018/2019, set out in Appendix 1 to the submitted report, be approved; and
- (ii) that meetings of the Employment Committee and Civic Committee be held on an ad-hoc basis, to be determined by the Governance Support Manager in consultation with the relevant Chairman/woman.

**20 Composition and Constitution of the Executive and Delegation of Functions**

Members noted the submitted report on the above, which also provided details of changes by the Elected Mayor to his Executive.

**21 Scheme of Delegation for Council Functions**

Councillor Thomas (D) proposed and Councillor Darling (S) seconded a motion which was agreed by the Council as set out below:

**that the scheme of delegation of Council functions, as set out in Part 3 of the Constitution in so far as they relate to Council functions be approved.**

**22 Annual Report of the Overview and Scrutiny Board for 2017/2018**

The Council received and noted the Overview and Scrutiny Annual Report for 2017/2018.

**23 Brixham Breakwater Improvements**

The Council received the submitted report on a variation to the Capital Plan to enable improvements to be made to Brixham Breakwater and repairs undertaken following winter storm damage. It was noted the repairs and improvements were required to ensure Brixham Breakwater remained a fit for purpose sea defence structure in order to provide future flood protection for the Brixham town and Brixham Harbour and estate.

Elected Mayor Oliver proposed and Councillor Ellery seconded a motion, which was agreed (unanimously) by the Council as set out below:

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

**24 Children and Young People's Plan**

The Vice-Chairwoman reported that this item had been deferred to the Council meeting due to be held on 21 June 2018.

**25 Members' questions**

Members received a paper detailing questions, as set out at Appendix 1 to these minutes, notice of which had been given in accordance with Standing Order A13. The paper also contained the answers to the questions which had been prepared by Councillor Haddock.

Supplementary questions were put and answered by Councillor Haddock, arising from his responses to the questions in respect of questions 1, 2 and 3.

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

Members considered a motion in relation to amending the Local Protocol on Member and Officer Relations to ensure notes of significant informal meetings are kept, notice of which was given in accordance with Standing Order A14. In accordance with Standing Order A14.3(b), the motion was dealt with by this meeting.

Councillor Long proposed the motion, which was seconded by Councillor Darling (S), as set out below:

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

**13. Record of Informal Meetings**

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

During the debate, Councillor Tyerman and Councillor Thomas (D) seconded the following motion to exclude the press and public from the meeting, which was agreed by the Council:

**that the press and public be excluded from the meeting at this stage in the debate on this item on the grounds that exempt information (as defined in paragraph 3 of Part 1 of Schedule 12A of the Local Government Act 1972 (as amended) is likely to be disclosed.**

Following the exempt element of the debate, Councillor Morey proposed and Councillor Mills seconded the following motion, which was agreed by the Council:

**that the Council meeting reverts back to public session and the press and public be invited back to the meeting.**

The Vice-Chairwoman invited the press and public back to the meeting.

The notice of motion was then put to the vote and declared lost.

**27 Investment and Regeneration Committee Recommendation - Investment Opportunity**

The Vice-Chairwoman reported that there were no recommendations from the Investment and Regeneration Committee for consideration at this meeting of the Council.

Chairman

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## Questions Under Standing Order A13

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

<b>Question (1) by Councillor Carter to the Chairman of the Town Centre Regeneration Programme Board (Councillor Haddock)</b>	<b>Can you please advise the council of what actions you have undertaken to facilitate the compulsory purchase of Crossways Paignton?</b>
Councillor Haddock	I am pleased to reassure Councillor Carter that the Council continues to look at a range of options for the Crossways site. At the most recent meeting of the Town Centre Regeneration Programme Board, held on the 4 <sup>th</sup> of May, there was a full and thorough cross-party debate about Crossways, where a range of options were considered and discussed. I am sure that Councillor Steve Darling will be able to provide his Group with a briefing regarding this matter. The Town Centre Regeneration Programme Board will of course make appropriate recommendations to the Council if and when it is necessary, regarding any aspect of Paignton Town Centre.
<b>Question (2) by Councillor Darling (M) to the Chairman of the Town Centre Regeneration Programme Board (Councillor Haddock)</b>	<b>Can you update the Council on the progress of developing the Town Hall Car Park on Lymington Road in Torquay?</b>
Councillor Haddock	<p>I am pleased to say that the Town Centre Regeneration Programme Board, made up of representatives of all political parties and business representatives, received a highlight report on this issue on the 4th of May and has had updates almost every month prior to that. It is inevitable that some of the work undertaken by the Town Centre Regeneration Programme Board involves the sharing of sensitive and confidential information in order to provide updates on progress. Board members can of course brief their Groups about these matters and the position in respect of any progress, in accordance with Member's Code of Conduct and the Council Constitution.</p> <p>The most recent highlight report to the Board states that:</p> <ul style="list-style-type: none"> <li>• A local education provider has been asked whether it wishes to purchase and lease back (to the Council) the whole of the town hall site. This is on the basis of previous discussions with the Town Centre Regeneration Programme Board and the education provider, with a view to establishing a new campus on the site.</li> <li>• Further discussions are taking place with prospective investors / developers.</li> </ul>

	<p>There is also demand from discount food retailers for good sized town centre sites. Consequently the TDA, acting on the Council's behalf, is working with three developers – who have discount food retailers as clients – to work up redevelopment proposals for the Town Hall Car Park. The developers have been asked to retain parking and promote a mixed use development.</p> <p>The Town Centre Regeneration Programme Board will of course make appropriate recommendations to the Council if and when it is necessary, regarding any options for developing the Town Hall Car Park in Torquay.</p>
<p><b>Question (3) by Pentney to the Chairman of the Town Centre Regeneration Programme Board (Councillor Haddock)</b></p>	<p><b>Do you agree with me that now is the time to include the Former B &amp; Q building in Torre as one of the projects for Town Centre regeneration</b></p>
<p>Councillor Haddock</p>	<p>This is an interesting question, as it is the Liberal Democrat Member of the Town Centre Regeneration Programme Board who is concerned that the Council is seeking to deliver too many projects in its town centres regeneration programme and that we ought to be reducing the number of projects, not increasing them.</p> <p>However, I am aware of the delays to the delivery of this project, but equally I am also aware of the work by the Planning Team, assisted by the TDA, to encourage the owner to start the work on site. In March 2018 the developer advised that he was reworking the cost and work schedules and he hoped to be making more practical progress in the near future.</p> <p>I am also aware that the Council's Housing Company has been asked to consider acquiring properties in the development, to help accelerate delivery.</p> <p>We have also brought this site to the attention of Homes England, in case Homes England could acquire and deliver the site.</p> <p>In summary I am pleased to report that the Council, with support from the TDA, are already doing as much as they reasonably can to achieve delivery on this site. I therefore don't believe it needs to be added to the already substantial town centres regeneration programme.</p>

# Agenda Item 6a

Meeting of the Council, Thursday, 21 June 2018

Question Under Standing Order A24

<b>Question from Mrs Waugh to the Executive Lead for Housing (Councillor Stocks)</b>	<b>We would like to know the councils stance on licensing for landlords.</b>
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## **Petition – Oldway is not for sale**

**Council Meeting – 21 June 2018**

**888 qualifying electronic signatures received in accordance with the Council's  
Petition Scheme out of a total of 1893 received by the deadline**

Oldway Mansion and Gardens is at a crossroads. The Mayor of Torbay and Officers wish every attempt to sell the Mansion and Estate to a third party to be pursued. At the same time the long-awaited report from DCA Consultants (available on the Friends of Oldway Facebook page) sets out a clear strategy through which Oldway can be restored over a period of time and become economically self-sufficient, all with the oversight of Torbay Council and at the heart of the community. Use this petition to send our message to the Mayor and Torbay Councillors - a firm NO to any sale of the Estate, and YES to a structured and considered long-term strategy, keeping Oldway at the heart of our community. Let's show them how much we care!

**Submitted by Paul Hawthorne, Friends of Oldway**

(Note: this petition has been submitted via Change.org and the website was showing 2501 signatures received as at 12 June 2018)

# Agenda Item 8

Meeting of the Council, Thursday, 21 June 2018

## Questions Under Standing Order A13

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

<b>Question (1) by Councillor Darling (M) to the Executive Lead for Adults and Children Services (Councillor Parrott)</b>	<b>How has the Local Education Authority promoted a zero tolerance approach to up-skirting in Torbay schools?</b>
<b>Question (2) by Councillor Lewis (B) to the Elected Mayor and Executive Lead for Assets, Finance, Governance and Corporate Services, Economic Regeneration and Transformation (Elected Mayor Oliver)</b>	<b>As you are aware The Paignton Community Partnership and I are desperate for the improvement to the Shelters on Paignton Sea Front to take place, sooner rather than later! This is even more important following the March Storm which caused even more damage, they now need a complete refurbishment rather than a simple coat of paint.</b>  <b>It is now time the Council, the Partnership and outside funders all came together to find a long term solution to the problem.</b>  <b>Will the Portfolio holder please give me a full update, with timescales, on when we might see some action on the Shelters and for them to be restored to their former glory.</b>
<b>Question (3) by Councillor Robson to the Elected Mayor and Executive Lead for Assets, Finance, Governance and Corporate Services, Economic Regeneration and Transformation (Elected Mayor Oliver)</b>	<b>The Torbay Air Show held earlier this month was highly successful in attracting visitors and was much appreciated by many residents in Torbay. Whilst final figures on its financial performance are I am sure not yet determined, revised budget figures presented to the Air Show Working Party on May 15th show that a significant deficit was expected beyond the level of financial commitment given by Council in July 2017. Do you consider that everything reasonably possible is being done to maximise income and minimise costs in order to keep the Council's financial commitment within budget.</b>
<b>Question (4) by Councillor Long to the Executive Lead for Planning and Waste (Councillor Mills)</b>	<b>In recent weeks residents have reported a number of missed collections by Tor 2, and one week where Tor 2 notified residents on social media of rearranged collections. What explanation is there for this ongoing issue?</b>

<p><b>Question (5) by Councillor Thomas (D) to the Executive Lead for Planning and Waste (Councillor Mills)</b></p>	<p>Residents in the Blatchcombe Ward have been reporting late collections of waste, both recycled waste and residual waste, over the past few weeks.</p> <p>I have also observed streets with recycled boxes filled with material outside of every house over periods of up to 3 days indicating a widespread absence of collections. Even on the run up to the Airshow weekend, I observed recycling boxes overflowing on Saturday and Sunday - not quite the right impression we are looking to set to visitors who may have been lured into the Bay for the first time to view the Airshow.</p> <p>The poor performance levels on waste collection have been observed for many months and residents across the Bay are unhappy that Torbay Council appears unable to make Tor2 deliver on its service commitments.</p> <p>Can you please tell me what the latest excuse is for this poor performance? Please supply a break down providing the number of missed collections alongside with the penalty charges we have imposed on a month by month basis for the past 12 months.</p>
<p><b>Question (6) by Councillor Darling (S) to the Executive Lead for Community Services (Councillor Excell)</b></p>	<p>Both Councillor Long and I have been in correspondence with the Torbay Council's Highways Team, following the recent fatality on the Great Hill Road /St Marychurch Road between Torquay and Newton Abbot. Can you please advise when the talks with Devon County Council will be concluded and when officers will be in a position to report back to members?</p>
<p><b>Question (7) by Councillor Mills to the Council's Representative on the Heart of the South West Joint Committee (Councillor Thomas (D))</b></p>	<p>I understand that Somerset County Council have applied to the Government to become a Unitary Council. How will this proposal impact on the Heart of the South West Joint Committee?</p>
<p><b>Question (8) by Councillor Pentney to the Executive Lead for Planning and Waste (Councillor Mills)</b></p>	<p>I understand that the Council can conduct post planning viability reviews of planning applications where applications have stated that they would need to reduce or forgo affordable housing contributions due to the unviability of the scheme. Please advise how many such reviews have been undertaken in the last four years, the schemes that were subject to these reviews and what changes to the affordable housing provision were made?</p>

**Second Round**

<p><b>Question (9) by Councillor Long to the Executive Lead</b></p>	<p>A member of the public has advised me that the contractor the Council uses for grass cutting in the Barton and Watcombe area only employ 3</p>
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<b>for Environment (Councillor Ellery)</b>	<b>staff. Is this the reason why grass cutting has been so delayed this year?</b>
<b>Question (10) by Councillor Darling (S) to the Executive Lead for Environment (Councillor Ellery)</b>	<b>The Field in Trust deed for King George V playing fields off Teignmouth Road, Torquay has now been formally signed. When does the local Authority plan to reinstate the commemorative plaque that was stolen?</b>
<b>Question (11) by Councillor Darling (M) to the Executive Lead for Community Services (Councillor Excell)</b>	<b>I understand the Council have conducted traffic counts before and after the completion of the South Devon Link Road, along Hele Road Torquay. Can you please provide me with a table that compares these counts?</b>

### Third Round

<b>Question (12) by Councillor Long to the Executive Lead for Community Services (Councillor Excell)</b>	<b>How many hours a week does Torbay's CCTV not have active supervision?</b>
<b>Question (13) by Councillor Darling (S) to the Chairman of the Overview and Scrutiny Board (Councillor Lewis (C))</b>	<b>Earlier this year the Overview and Scrutiny Board agreed to hold a meeting with the Police to consider the reductions in uniformed police officers in Torbay. This has now dragged on for months, with fear of crime mounting and a lack of policing in Torbay impacting on our communities. Why have you allowed this meeting to hold the Police to account to drag on for months?</b>

## Conservative Group Notice of Motion

### Council Meeting

21 June 2018

#### Provision of Disabled Toilet Facilities at Goodrington

On 9<sup>th</sup> August 2017 the Overview and Scrutiny Board considered a call in of the decision by the Elected Mayor in respect of the disposal of land adjacent to the Inn on the Quay, Tanners Road, Goodrington. The Board listened to representations from Councillors and from the Chairman of the Goodrington with Roselands and Hookhills Community Partnership and as a result referred the matter back to the Mayor for further consideration.

On 22<sup>nd</sup> August 2017 the following decision of the Elected Mayor was published;

- (i) that the Executive Head of Business Services and the Head of Asset Management and Housing be requested to continue negotiations with the Leaseholder of the Inn on the Quay and to raise the concerns raised by the Overview and Scrutiny Board regarding the general husbandry of the premises and the quality of service within the restaurant; and
- (ii) that the granting of a Lease to the Inn on the Quay Tenant for a term to be co-terminus to the existing Lease for Inn on the Quay (around 78 years) of the area edged red on the Plan number EM 2923 be approved, with the authority being delegated to the Assistant Director Corporate and Business Services in consultation with the Executive Head of Business Services and the Torbay Developments Agency to approve the detailed terms of the Lease;
- (iii) that prior to the closure and demolition of the existing public toilets, alternative toilets are provided, with suitable provision for disabled users, as close as possible to the existing location in the central area of Goodrington Beach;
- (iv) that the Executive Head of Business Services and the Head of Asset Management and Housing be instructed to provide replacement public toilets, on a permanent basis, as soon as possible and that full and detailed plans as to the location and the funding of replacement public toilets should be known and presented to the Mayor and to the Community Partnership before the lease is granted;
- (v) that the Chief Financial Officer be recommended to allocate part of the funding received as part of the revised Lease arrangement, towards the provision of alternative toilets in the area.

Councillors and the Community Partnership were informed by Officers that full facilities with greater capacity and disabled facilities would be made available before the start of the holiday season.

Contrary to the decision of the Elected Mayor and the information provided to Councillors and the community, limited temporary toilets without disabled facilities were installed prior to the demolition of the toilet block. Whilst it is recognised that those facilities were destroyed in the storms in March, their replacement delivered in mid May, remains without disabled access.

Contrary to the decision of the Elected Mayor, full and detailed plans for the location and the funding of the permanent replacement public toilets were not presented to him and to the Community Partnership before the lease was granted, although a presentation was given to the community setting out a range of possible options.

Accordingly, this Council now instructs the Executive Head of Business Services and the Head of Asset Management and Housing to urgently progress the commitments as included within the decision of the Elected Mayor of 22 August 2017, including the requirement for disabled access, and by no later than 21 September 2018 for the plans setting out the location and the funding of replacement public toilets to be presented to the Elected Mayor and to the Community Partnership.

Proposer Councillor Jane Barnby  
Secunder Councillor Alan Tyerman

## Conservative Group Notice of Motion

### Council Meeting

21 June 2018

### Provision of Affordable Housing

Over the past few years the number of affordable homes built in Torbay has failed to reach targets set by the Council and the availability of good quality homes available to rent at affordable prices has fallen short of meeting the level of demand in Torbay.

As an initial move to increase the supply of good quality affordable homes Council requests the Director of Adult Services and Housing to bring forward to Council, at the earliest opportunity and no later than 19 July 2018, proposals to deliver affordable housing schemes at locations which have no significant impairment to rapid delivery and which are assessed as being able to support financially viable schemes, or which together, are able to support a collective package which achieves overall financial viability.

Sites to be considered for inclusion in the report must include but should not be limited to;

- (i) Redwell Lane
- (ii) Totnes Road
- (iii) St Kilda's

Proposed     Cllr David Thomas  
Seconded    Cllr Alan Tyerman

## Conservative Group Notice of Motion

### Council Meeting

21 June 2018

### Transformation Project - Town Centre Regeneration

In June 2015 this Council established the Town Centre Regeneration Programme Board to deliver one of the Council's Transformation Projects.

The key objectives of Town Centre Regeneration Transformation Project are stated to be:

- (a) To deliver and enable significant and successful regeneration of Torbay's Town Centres as a key part of Torbay's overall growth and place making agenda; and
- (b) To generate income to support the Council's budget in order to deliver local services.

Further, in April 2017 Council approved as a policy framework document the "Transformation Strategy for Torbay's Town Centres" as an appendix to the "Torbay Economic Strategy."

Further still, in October 2017 Council agreed the following motion:

- (i) that prudential borrowing of £25 million be approved to create a Town Centre Regeneration Programme Fund that will support delivery of the projects identified within Phase 1 of the Town Centre Regeneration (TCR) Programme, as set out in the Council's Transformation Strategy for Town Centres, with any draw down against this sum being delegated to the Chief Executive in consultation with the Elected Mayor, Group Leaders and Chief Finance Officer, in accordance with the approved Business Case at (iii) below;
- (ii) that any income (revenue or capital) from the projects within Phase 1 of the TCR Programme, in excess of the amount required to cover the prudential borrowing costs for the £25 million and sustain service delivery (including any increased service costs/forecast income), be re-invested into the delivery of the Town Centre Regeneration Programme;
- (iii) that the Town Centres Regeneration Programme Board must submit for approval by the Chief Executive, in consultation with the Elected Mayor and Group Leaders, an initial 5 year Town Centres Regeneration Business Case including delivery timescales and interdependencies between the projects demonstrating how the

prudential borrowing will be used. The Business Plan needs to be regularly reviewed, with the Board submitting amendments for approval. The Overview and Scrutiny Board will periodically review progress against the business plan;

- (iv) that the Town Centres Regeneration Business Plan will include the delivery of at least two public realm projects, one for Paignton and one for Torquay, at a combined cost of approximately £3 million, and the delivery of a refurbished Lower Union Lane Multi Storey Car Park at a cost of approximately £3.5 million, subject to the completion of Heads of Terms and a signed Agreement to Lease for the development of student accommodation at Upton Place (or another project that can cover the prudential borrowing costs of the car park refurbishment and public realm projects), with detailed proposals to be included in the Business Plan as per (iii) above. Final approval of public realm schemes and car park refurbishment to be delegated to the Executive Head of Business Services in consultation with the Chief Finance Officer and the Chairman of the Town Centres Regeneration Board, with the drawdown of the Prudential Borrowing to be approved in accordance with (i) above;
- (v) that, if necessary, the £25 million Town Centre Regeneration Programme Fund can be used to make strategic acquisitions of property, with the revenue and/or capital income from such purchases being reinvested into the delivery of the TCR Programme. The authority to make such acquisitions is delegated to the Executive Head of Business Services, in consultation with the Chief Finance Officer and the Town Centres Regeneration Programme Board, following assessment of a clear business case. The drawdown of the Prudential Borrowing to be approved in accordance with (i) above. Any purchase of property in excess of £5 million will need full Council approval; and
- (vi) that the outline business cases included as part of the submitted report (Appendices 1 to 4) are approved in principle and that authority to proceed with each project is delegated to the Executive Head of Business Services, in consultation with the Chief Finance Officer and the Town Centres Regeneration Programme Board, following an assessment of more detailed and complete business cases.

The Council notes the following:

1. a viable business plan, in line with the original objectives of the Town Centre Regeneration Programme, has not received the approval from the Chief Executive, as required in the decision taken by the Council in April 2017; and
2. the decision taken by the Elected Mayor to withdraw Councillor Haddock as his representative on the Town Centres Regeneration Programme Board, despite Councillor Haddock as Chairman of the Board, has been instrumental in promoting the schemes by the Board.

In view of the above, the Council therefore resolves:

- (i) that all responsibility for progressing and overseeing the Town Centre Regeneration Programme be transferred to the Investment and Regeneration Committee, with the Committee's terms of reference to be amended accordingly by the Monitoring Officer. Accordingly the Town Centre Regeneration Programme Board be discontinued;
- (ii) decision making responsibility for committing any element of the £25 million previously approved by Council, be placed with the Investment and Regeneration Committee and operated within the existing criteria contained within their Policy Framework, with detailed business cases being presented for approval by the Investment and Regeneration Committee;
- (iii) the £25 million of prudential borrowing for Town Centre Regeneration be in addition to such other sum agreed from time to time by Council for funding schemes and purchases within the Investment and Regeneration Fund Strategy, but the £25 million shall be specifically ring fenced for town centre regeneration;
- (iv) the principle of permitting public realm projects and car park refurbishment, as specified in section (iv) of the Council decision taken on 19 October 2017, to be funded from surpluses generated by other projects, be retained within the Town Centre Regeneration Programme when transferred to the Investment and Regeneration Committee;
- (v) the Investment and Regeneration Committee may resolve from time to time to appoint working parties from amongst its members or any other member of Council to investigate individual projects and to monitor their progress; and
- (vi) that the Overview and Scrutiny Board be requested to regularly review progress of the Investment and Regeneration Committee in regard to its work in progressing Town Centre and other regeneration projects.

Proposer Cllr David Thomas  
Seconder Cllr Richard Haddock



**Meeting:** Council

**Date:** 21<sup>st</sup> June 2018

**Wards Affected:** All Wards

**Report Title:** Future of Oldway Mansion

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

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

**Executive Lead Contact Details:** Elected Mayor Gordon Oliver, Elected Mayor and Executive Lead for Assets, Finance, Governance and Corporate Services, Economic Regeneration and Transformation, mayor@torbay.gov.uk

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

## 1. Proposal and Introduction

1.1 On 22<sup>nd</sup> September 2016 the Council established the Oldway Mansion and Estate Working Party (Minute 72/9/16 refers). Council also agreed that the membership of the Working Party should include community representatives. The terms of reference for the Working Party are set out below:-

1. to review any condition surveys for buildings on the site;
2. to review proposals for use of buildings and grounds;
3. to ascertain community views in respect of these matters; and
4. to make recommendations about how future use of building should be taken forward.

1.2 Following a procurement exercise, DCA Consultants were appointed (funded from the Oldway Mansion Reserve). The brief given to DCA was to produce an options appraisal for the future use of Oldway Mansion and Estate, which could be given further consideration by the Working Party, with a view to making recommendations to Council.

1.3 A Working Party meeting was held on 19<sup>th</sup> April 2018 at which DCA Consultants presented their draft options appraisal report. The Working Party agreed to accept the draft proposals and indicated that they would be supportive of the final report.

- 1.3 An all Members briefing was then held on 8<sup>th</sup> May 2018 to present the draft options appraisal report (attended by 21 members and the Elected Mayor) and DCA Consultants explained that they had worked closely with a range of community stakeholders to develop options.
- 1.4 At the most recent meeting of the Oldway Mansion and Estate Working Party, held on 22<sup>nd</sup> May 2018, the final report from DCA Consultants was considered (attached as Appendix 2) and the Working Party broadly agreed to accept the recommendations set out in the DCA report. Consequently the Working Party determined to make recommendations, some of which by their nature are to the Elected Mayor and others to Council. Their recommendation to Council is set out in section 3 below.
- 1.5 On 4 June 2018 the Elected Mayor considered the Working Party and the officer recommendations at the Policy Development and Decision Group (Joint Operations). The Elected Mayor published his decision on 11 June 2018. Part of this decision was called in for scrutiny at the Overview and Scrutiny Board held on 13 June 2018. Any recommendations arising from that call-in will be included in a separate report to this meeting of the Council, if necessary.

## **2. Reason for Proposal**

- 2.1 To provide Council with the recommendation put forward by the Oldway Mansion and Estate Working Party.
- 2.2 To provide Council with the recommendation put forward by officers, which have the support of the Elected Mayor.

## **Recommendations**

### **3. Working Party Recommendation to the Council**

- 3.1 That the urgent repairs and limited improvement works identified in Phase 1 of the restoration project be immediately developed and commissioned, up to the amount of £2 million as shown in the DCA report and to seek further approval from Council if these costs are likely to be exceeded.

### **4. Officer Recommendations**

- 4.1 Due to the severe financial challenges facing the Council, the Council's Senior Leadership Team cannot recommend a significant financial commitment prior to the process of setting the 2019/20 budget. Officers therefore urge the Council to be realistic and transparent in what is likely, or is not likely, to be affordable, in respect of Oldway. It is therefore recommended:
  - (i) That a dual track and phased approach to the future of Oldway Mansion, Oldway is taken in the interim in line with the decision of the Elected Mayor dated 11 June 2018; and
  - (ii) That the Oldway Mansion and Estates Working Party be disbanded and the members of the Working Party be thanked for all their work in helping to develop options for the future of Oldway Mansion and Estate.

## **Appendices**

Appendix 1 - Supporting Information

Appendix 2: DCA Consultants Report – Oldway Mansion – Options Appraisal

## **Background Documents**

<http://www.torbay.gov.uk/DemocraticServices/ieListDocuments.aspx?CId=163&MID=6615>

## Appendix 1 - Supporting Information

<b>Section 1: Background Information</b>	
<b>1.</b>	<p><b>What is the proposal / issue?</b></p> <p>Following the Council's decision to move out of Oldway Mansion in 2013, the building and grounds have suffered from a lack of maintenance and investment. The Council therefore needs to decide what it wishes to do with the site and this report sets out options for Members' consideration.</p>
<b>2.</b>	<p><b>What is the current situation?</b></p> <p>Oldway Mansion, a large house, is listed Grade II* and there are a further 11 listed buildings and structures on the site including the Rotunda (a two storey plus lantern circular stables and exercise building). The concentration of listed buildings and artefacts is unique in Torbay. The gardens which extend to the south and east of Oldway are individually registered Grade II and are included on the Historic England Heritage at Risk Register. The site is surrounded by residential development, largely concealed from view, and, on the south side, is abutted by Oldway Primary School.</p> <p>The Council had previously disposed of the site to a developer to create a boutique hotel with some enabling residential development but this was not realised.</p> <p>The Council is now left with dilapidated buildings in urgent need of repair and therefore a decision needs to be taken about what to do with the site.</p> <p>In the wider context, the Council is committed to creating a prosperous and healthy Torbay and is working on delivering its priorities as outlined in its Corporate Plan. Despite making large amounts of savings in recent years, the significant financial challenges facing the Council remain. In particular, the Government has not yet made any funding announcements for 2020/21 or 2021/22. The year 2020/21 will be the first year after the current four year settlement for councils and the first year after the central government Spending Review of 2019. It is assumed that central government will still aim to reduce total spending in local government.</p> <p>Recently Council has approved borrowing for both Torre Abbey and a Paignton Public Realm scheme where the costs are likely to be a future revenue budget pressure. Any commitment to fund capital expenditure should be directly linked to future year budget proposals and their affordability, especially given the cumulative impact of any additional unsupported long term borrowing costs.</p> <p>Therefore, the Council must continue to ensure that it uses its reducing resources to best effect. In terms of its Capital Plan, any capital resource that would be required to carry out works to Oldway Mansion and Estate would need to be met from external bids (which are likely to need match funding) or from prudential borrowing (which would either need an associated income</p>

	<p>stream or funding from the existing revenue budget, to meet the costs of borrowing).</p>
<p><b>3.</b></p>	<p><b>What options have been considered?</b></p> <p>The DCA report outlines capital expenditure of up to £15m. At this stage the funding options are considered by officers to be speculative. If the project advances as outlined in the report, the Council's commitment is at least £3m of unfunded borrowing with an ongoing revenue cost to the Council and is subject to other funding of £12m being identified. This is a very challenging assumption.</p> <p>The report outlines future potential income streams from admissions, merchandise and events, which again are challenging, in particular if compared to say the current levels of admission income and rent being achieved at Torre Abbey. The options for the funding of any future maintenance liabilities and future management of the asset, possibly by, a community interest entity will also require careful consideration.</p> <p>The Working Party made a set of recommendations which were considered by the Elected Mayor together with the officer recommendations at the meeting of the Policy Development and Decision Group on 4 June 2018. The Elected Mayor published his decision on 11 June 2018, in respect of the matters that were Executive matters.</p> <p>There remains one recommendation from the Working Party, which is a Council function, as set out below:</p> <ul style="list-style-type: none"> <li>• That the repairs and limited improvement works identified in Phase 1 of the restoration project be immediately developed and commissioned, up to the amount of £2 million as shown in the DCA report and to seek further approval from Council if these costs are likely to be exceeded. The £2m will need to be funded from prudential borrowing and/or external grants or donations. Interest and repayment costs of up to £120k per annum would need to be met by the revenue budget if the full £2m were to be borrowed. This presents a future year budget pressure that will need to be funded by reductions in other council services and/or additional income.</li> </ul> <p>Further details of this option are set out in Appendix 2 to this report (DCA Consultants report "Oldway Mansion – Options Appraisal").</p> <p><b>Officer Recommendation</b></p> <p>The Council's Senior Leadership Team cannot recommend a significant financial commitment prior to the process of setting the 2019/20 budget. This is due to the severe financial challenges facing the authority and officers therefore urge the Council to be realistic and transparent in what is likely, or is not likely, to be affordable, in respect of Oldway. A dual track and phased approach in the interim is therefore recommended in line with the decision of the Elected Mayor dated 11 June 2018</p>

	<p>The Senior Leadership Team also recommend that the Oldway Mansion and Estates Working Party be disbanded and the members of the Working Party be thanked for all their work in helping to develop options for the future of Oldway Mansion and Estate.</p> <p><b>Alternative Options</b></p> <p>An immediate freehold or long leasehold disposal could be considered as the asset is no longer required for service delivery. Over recent months a number of suitable agents have visited the site and have provided the Executive Head of Assets and Business Services with an indication of the range of values that it is felt could be achieved, either by sale on the open market or via auction. However, the option of immediate disposal was not considered appropriate at this time, given the need for some immediate management of the dry rot outbreak.</p> <p>Further alternative options such as discussions with the National Trust or similar organisation have not been pursued due to the current condition of the buildings. Previous discussions with the National Trust in relation to other Council assets have indicated that the property would need to be in a good state of repair, have a credible business plan in place and that a sizeable dowry would also need to be provided by the Council. The investment needed to pursue this option is not believed to be best use of the Council's resources. In addition, this highlights that it is also not likely to be best use of resources for the Council to invest in the Oldway Mansion and Estate without a credible business plan to meet the costs of the borrowing required.</p>
4.	<p><b>How does this proposal support the ambitions, principles and delivery of the Corporate Plan?</b></p> <p>Due to the severe financial challenges facing the Council, the Council's Senior Leadership Team cannot recommend a significant financial commitment prior to the process of setting the 2019/20 budget, to do otherwise is arguably not making best use of our limited and reducing resources – a principle of the Corporate Plan.</p>
5.	<p><b>How does this proposal contribute towards the Council's responsibilities as corporate parents?</b></p> <p>Not applicable</p>
6.	<p><b>How does this proposal tackle deprivation?</b></p> <p>At this stage, it is unknown whether any of the proposals would tackle deprivation.</p>
7.	<p><b>How does this proposal tackle inequalities?</b></p> <p>At this stage, it is unknown whether any of the proposals would tackle inequalities.</p>

8.	<p><b>How does the proposal impact on people with learning disabilities?</b></p> <p>At this stage, it is unknown whether any of the proposals would impact on people with learning disabilities.</p>
9.	<p><b>Who will be affected by this proposal and who do you need to consult with?</b></p> <p>Any Council decision regarding Oldway Mansion and the Oldway Estate will affect the 'Friends of Oldway', the Oldway Mansion and Estates Working Party, local Ward Councillors, other local groups and stakeholders, as well as Torbay residents and visitors.</p>
10.	<p><b>How will you propose to consult?</b></p> <p>Meetings have been held with the 'Friends of Oldway' and other local stakeholders. Membership of the Oldway Mansion and Estate Working Party included community representatives and working party meetings were attended by a number of Councillors. A number of local groups, stakeholders and members of the public were able to contribute towards discussion on future options and the outcome of the DCA Consultant's report. DCA Consultants provided a briefing to all Members (attended by 21 Councillors and the Elected Mayor) with the findings of their report.</p>

## Section 2: Implications and Impact Assessment

11.	<p><b>What are the financial and legal implications?</b></p> <p>Any proposals for capital expenditure using prudential borrowing, without a compensating income stream, has an ongoing financial commitment. For a scheme such as the proposed restoration of Oldway the borrowing costs will be a future budget pressure. Members are reminded that the Council's Medium Term Resources Plan (MTRP) is forecasting a requirement for £15m of budget reductions over the next three years. After a decade of "austerity" options for either reducing expenditure or increasing income are increasingly limited. The Section151 officer is increasingly concerned that the number of capital schemes requiring ongoing support for the borrowing costs is having a cumulative impact on affordability. Recently Council has approved borrowing for both Torre Abbey and a Paignton Public Realm scheme where the costs are likely to be a future revenue budget pressure. Any commitment to fund capital expenditure should be directly linked to future year budget proposals and their affordability.</p> <p><u>Oldway Mansion – Options Appraisal - DCA Consultants Report</u></p> <p>The DCA report outlines capital expenditure of up to £15m. At this stage the funding options are considered by officers to be speculative. If the project advances as outlined in the report, the Council's commitment is at least £3m</p>
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	<p>of unfunded borrowing with an ongoing revenue cost to the Council and is subject to other funding of £12m being identified. This is a very challenging assumption. The report outlines future potential income streams from admissions, merchandise and events, which again are challenging, in particular if compared to, say, the current levels of admission income, sales and rent being achieved at Torre Abbey. The options for the funding of any future maintenance liabilities and future management of the asset, possibly by, a community interest entity will also require careful consideration.</p> <p><b>The Working Party Recommendation</b></p> <p>This option will require funding of up to £2m to enable the Phase 1 repairs. This would need to be funded from prudential borrowing but it could be partially offset by income generated from a pop up café. These costings are set out at section 6.4 and section 7 of Appendix 2.</p> <p>Recently Council has approved borrowing for both Torre Abbey and a Paignton Public Realm scheme where the costs are likely to be a future revenue budget pressure. Any commitment to fund capital expenditure should be directly linked to future year budget proposals and their affordability, especially given the cumulative impact of any additional unsupported long term borrowing costs.</p> <p><b>The Officer Recommendation</b></p> <p>The officer recommendation does not commit the Council to any further revenue spend and it is the view of the Senior Leadership Team that a decision to commit the Council to significant ongoing revenue costs should be taken when the future financial position of the Council is more certain.</p>
<p>12.</p>	<p><b>What are the risks?</b></p> <p><b>The Working Party Recommendation</b></p> <p>There is a risk that any future income generated from a renovated Oldway site does not match the associated cost of running the asset and therefore it will require an ongoing subsidy. Any ongoing subsidy (which would need to be met from the Council's revenue budget) would be at the cost of other services and the Council would need to determine its priorities accordingly.</p> <p>A decision to undertake repair works now will mean that that investment (circa £2m) will not be considered as eligible match funding in future bids. It would be more appropriate to undertake such expenditure in line with an associated bid for external grant funding such as the HLF.</p> <p>Any commitment to fund capital expenditure should be directly linked to future year budget proposals and their affordability, especially given the cumulative impact of any additional unsupported long term borrowing costs.</p> <p><b>The Officer Recommendation</b></p> <p>There is a risk that the Council continues to spend money on the running costs of Oldway Mansion and Estate (currently circa £140k per year) and that</p>

	<p>the eventual decision is to dispose of the asset in any event. Further abortive costs will be incurred if the Council determines not to implement the repair and improvement works, having undertaken further surveys and investigations.</p>
13.	<p><b>Public Services Value (Social Value) Act 2012</b></p> <p>Officers will follow the Council's Financial Regulations and Contracts Procedures in respect of any contracts entered into to ensure that the Council is compliant with the Public Services Value (Social Value) Act 2012 in consultation with the Head of Finance and Procurement Team.</p>
14.	<p><b>What evidence / data / research have you gathered in relation to this proposal?</b></p> <p>The Council commissioned DCA Consultants to carry out a full options appraisal of the site and their report is set out at Appendix 2 to this report.</p>
15.	<p><b>What are key findings from the consultation you have carried out?</b></p> <p>The consultations carried out have demonstrated that there is clear and enthusiastic support for the renovation and re-opening of the Mansion to the public and for holding events on the site and within the building. Further details of the outcome of the consultation can be found in section 3.1 of Appendix 2.</p>
16.	<p><b>Amendments to Proposal / Mitigating Actions</b></p> <p>The DCA Consultants report has been developed following discussion with various groups.</p>

## Equality Impacts

17.	Identify the potential positive and negative impacts on specific groups		
	Positive Impact	Negative Impact & Mitigating Actions	Neutral Impact
Older or younger people	Bringing Oldway Mansion back into use will have a positive impact on both younger and older people as both will be able to use the site for events and recreational activities.		
People with caring Responsibilities			There is no differential impact.
People with a disability	The Council/Community Interest Group will ensure that the site is DDA Compliant and enables access to all who wish to use it.		
Women or men			There is no differential impact.
People who are black or from a minority ethnic background (BME) <i>(Please note Gypsies / Roma are within this community)</i>			There is no differential impact.
Religion or belief (including lack of belief)			There is no differential impact.
People who are lesbian, gay or bisexual			There is no differential impact.
People who are transgendered			There is no differential impact.
People who are in a marriage or civil partnership			There is no differential impact.
Women who are pregnant / on maternity leave			There is no differential impact.
Socio-economic impacts (Including impact on child			There is no differential impact.

	poverty issues and deprivation)			
	Public Health impacts (How will your proposal impact on the general health of the population of Torbay)			There is no differential impact.
16	<b>Cumulative Impacts – Council wide</b> (proposed changes elsewhere which might worsen the impacts identified above)	None		
17	<b>Cumulative Impacts – Other public services</b> (proposed changes elsewhere which might worsen the impacts identified above)	None		



Torbay Council

Oldway Mansion - Options Appraisal



Final Report

May 2018

Torbay Council

Oldway Mansion - Options appraisal

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## Torbay Council

### Oldway Mansion - Options appraisal

#### 1 Introduction

##### 1.1 The brief

Oldway Mansion is located in the centre of the coastal town of Paington in South Devon. The area, which is known as the ‘English Riviera’ has been a holiday resort since the 19<sup>th</sup> Century. The building lies approximately 850 metres west from the coast and the total area of the Oldway site is approximately 8.7 hectares comprising formal gardens around the Mansion, with informal pleasure grounds to the east and south and around Little Oldway to the west.

The Mansion, a large house, is listed Grade II\* and there are a further 11 listed buildings and structures on the site including the Rotunda, a two storey plus lantern circular stables and exercise building. The concentration of listed buildings and artefacts is unique in Torbay. The gardens which extend to the south and east of Oldway are individually registered Grade II and included on the Historic England Heritage at Risk Register. The site is surrounded by residential development, largely concealed from view, and, on the south side, is abutted by Oldway Primary School.

DCA, together with Purcell Architects and Mace Quantity Surveyors was commissioned to undertake an options appraisal and feasibility study for the repair and restoration and to suggest proposals to bring back into use Oldway Mansion and its Estate.

The aim of the study was to identify a viable use/mixed use sustainable self-funding future use for Oldway Mansion that is sympathetic with the heritage significance and historic character of the building and to consider the opportunities the heritage site could present.

In summary the brief required us to:

- Develop and review the future use options that might be possible for Oldway Mansion and assess these in terms of a viable business model that accords with the heritage significance of the site and which can exist without ongoing revenue support from the Authority.
- Work with the Authority to develop a clear vision for the site.
- Appraise the capital costs for restoration and reuse.
- Consider the ways in which the preferred option/s could be funded.
- Undertake market and audience research to ensure the business case is evidence based.
- Assess the potential revenue and operational revenue costs.
- Consider the wider economic, cultural and educational benefits including gain in new employment and additional visitor spend.
- Suggest a project route map.

The brief also confirmed the Authority's desirable aspirations as follows:

- Retention of public access to most or all areas of the grounds currently accessible.
- Retention of the bowls club.
- Public access to all or a majority of the main ornate rooms on the upper ground floors.
- Development likely to meet the criteria for enabling development set by Historic England and have a realistic chance of securing listed building consent.
- Public access to the stables and Rotunda is desirable but not essential.

As part of this work members of our team have visited the Mansion and Estate to assess the current building and refurbishment requirements, and met with key stakeholders, individually and through attendance at wider meetings, such as the The Friends of Oldway AGM. Our catering consultant, Kendrick Hobbs, our Valuer, Keppie Massie, and our Landscape Architects, Liz Lake Associates, have also visited the site and familiarised themselves with the current situation and future potential of the Mansion and Estate. Market and audience research has also been undertaken, including visits to local comparator sites.

Our work has been undertaken over a period of seven months from October 2017 to April 2018 and consultations have been on going throughout this period.

## Torbay Council

### Oldway Mansion - Options appraisal

#### 2 Oldway Mansion

##### 2.1 History

Oldway Mansion, a Grade II\* building was built in 1873 for Isaac Singer, founder of the sewing machine company. Issac had made his fortune in America and moved to England following a period in Paris. Singer purchased the 8 acre site of Oldway Villa in 1872 and over the following 18 months bought up the surrounding land. The Estate originally comprised two villas, Fernham and Oldway, with parkland and orchards, some cottages and an inn. Some of these structures were demolished in preparation for the building of the house.

The house was designed by local architect George Souden Bridgman, with architectural input from Singer. The stables and riding school were completed in 1873, the year in which the foundation stone for the house, then known as 'The Wigwam', was laid. The house was completed in 1875. 'The Wigwam' had little by way of gardens and grounds other than a walled garden immediately to its west. Its surrounding landscape, later to become the grounds of the new Mansion, was a mixture of fields and, particularly to the south, extensive orchards.

In 1883 Issac's son, Paris Singer, purchased 'The Wigwam' from his father's Trustees and, in 1900 began comprehensively remodeling the house based on French architectural precedents including Versailles. Paris was assisted by his surveyor, J.H. Cooper. The house was remodeled externally on the north, south and west fronts and the basement of 'The Wigwam' converted into the ground floor with a new principal staircase, based on the Ambassador's Staircase at Versailles. The south facade was rebuilt, probably by Achille Duchene, to accord with his new formal garden. The principal works were completed by 1907.

The French landscape architect, Achille Duchene, designed the garden with J.H. Cooper being responsible for the supervision of the construction work. The Parisian firms of Frevre and Cle, and S Rousselet carried out the stone and stucco work. Achille Duchene was the son of the leading French garden and landscape designer Henri Duchene. From the age of 12 he began taking part in his father's business and over the course of his long life worked on many of the greatest French sites, restoring, recreating and even developing new gardens. These included great châteaux such as Vaux le Vicomte, Champs sur Marne and Courances, but also other smaller but grand private residences such as the Matignon Palace in Paris, the official residence of the French Prime Minister. Duchène always respected the spirit of historic design, particularly following the principles of Le Notre. Oldway was possibly Duchene's largest project in Britain but he also designed parts of the landscape at Blenheim Palace including the water gardens and grand parterre.

During WW1 the Mansion was used as the American Women's War Hospital and by 1916 Paris Singer had transferred ownership to the Paignton and District Land Development Company and moved to America.

In 1929 the Mansion became the Torbay Country Club and, in 1932, in accordance with Paris' will, the Country Club relinquished its lease and the Mansion was offered to the Local Authority. During WWII the building was requisitioned by the

RAF as an initial Air Training Wing and in 1946 was purchased by Paignton Urban District Council from the Trustees of the Singer Estate for use as offices. Many of the contents of the house and gardens, including David's painting for the stairwell, were sold to the French government and placed at Versailles.

The Mansion remained as Council offices and the Registry office for Torbay, until 2013.

The Rotunda, which has been vacant since 2010, was built in 1873 and originally used as a riding pavilion and exercise area.

The boundaries of the pleasure gardens have altered little since the original purchase by Singer in the 1870s although significant post war changes were made to the grounds, including the building of Oldway Primary School on the south east corner over a remnant of orchards, the building of Richmond Court on the site of a villa and the modification of the southern boundary. However, the remaining grounds continue to be available to the public and are used as a public park containing a popular bowling club and (currently unused) tennis courts.

## 2.2 The current situation and condition

The site slopes gently from west to east, with high artificial banks on the eastern boundary allowing views across Paignton to the sea. There are also views south from the gardens across Paignton. The Mansion is located on a terrace in the north western part of the grounds. The west elevation is unchanged from the original design of 1873-5 whilst the other elevations have been remodeled, with the entrance on the north elevation and a colonnade of columns on the east elevation facing towards the coast. The entrance to the Rotunda, a two storey circular building, is on the south side facing the Mansion.

The Mansion and Rotunda are separated by a car park with the courtyard arch at its western end. This area is also used as bus dropping off/picking up point. A straight access road connects the Mansion car park to the main A379 Torquay Road.

The gardens of Oldway Mansion are remarkable not only for their French landscape inspired formal design but also for their prominent location commanding elevated views over Paignton towards the sea and the gardens represent an incredible opportunity for restoration in such a way that respects their heritage, but which revitalises them as both a community asset and a tourist destination. The warm coastal climate also allows for the establishment of sub-tropical plants helping to create lush and exotic gardens. The compartmented arrangement of the gardens has allowed for the creation of a series of gardens of different character which in turn are suitable for a range of different uses. The formal gardens are a series of terraces, bounded by walls and steps, formal lawns and an elaborate parterre. Less formal parts contain paths between rockeries, ponds and a grotto. The bowling greens are situated to the north east of the Mansion.

The overall site contains twelve listed structures including the Mansion (Grade II\*) and the Grade II listed Rotunda and Little Oldway, which is leased on a long lease for use as a care home. The gardens are registered under the Historic Buildings and Ancient Monuments Act 1953 within the Register of Historic Parks and Gardens by English Heritage for their special historic interest.

Within the gardens there are a number of listed structures:

- Walls and sphinxes to the east terrace (listed grade II);
- The terrace wall (listed grade II);
- Fourteen metal urns with goat-mask handles to the terrace wall (listed grade II);
- Balustraded retaining wall to the east of the main lawn (listed grade II);
- Steps from the lower south terrace descending through the terrace wall (listed grade II);
- Grotto (listed grade II).

A significance and character area plan is shown on the following page.

The gardens today provide an important resource for the local and wider community. The original design is largely intact although there are significant issues regarding the condition of the planting, structures, features and surfacing that form the gardens. The gardens are maintained to a reasonable albeit minimal standard but not to the elevated standard typical of other gardens of this quality. A programme of conservation, replacement and improvement needs to be in place.

In summary the gardens are currently suffering:

- The historic fabric has been lost or is in decline - the original Orangery has been lost; the Grotto is in poor and declining condition; the condition of the water features in the water gardens is deteriorating; the paving slabs to the terraces around the Mansion are cracking; the stone paving slabs to the southern terrace have been partially replaced with concrete slabs reducing the quality and creating an inconsistent appearance; the statuary and other features are in need of cleaning and repair work; there are artefacts and remnants of historic features hidden within the grounds.
- The tennis courts have poor quality surfacing and fencing and currently detract from the setting of the Mansion.
- The car parking detracts from the setting of the house and its outlook and car parking along the entrance road detracts from the quality of the approach, compromises the setting and outlook from the Mansion and creates conflict between pedestrians and cars.
- Accessibility is reduced by poor quality footpath surfacing and changes in levels may cause issues. The lack of a continuous, all weather circuit around the grounds reduces access to much of the gardens.
- The gardens lack horticultural variety and richness and, as such, the potential of the site is not fulfilled. The box hedging to the parterre also appears to be struggling and should receive restorative treatment
- Park furniture is inconsistent in style and many park benches are in poor condition.
- There is a general lack of facilities such as a café, interpretation and shop which reduce the attractiveness to visitors and is likely to reduce the amount of time visitors spend in the gardens.
- Incorporating interpretation within the gardens would broaden their appeal and raise awareness of the history, ecology and design of the gardens.

The gardens have the potential to support a wide range of activities and events and these would help attract more visitors and increase the amount of revenue generated by them.

- Character Areas
1. Carpark
  2. Main Approach Road
  3. House and Terraces
  4. Main Lawn
  5. East Terrace and Parterre
  6. South Terrace
  7. South Lawn
  8. Orangery Gardens
  9. Water Gardens and Grotto
  10. Woodlands
  11. Tennis Courts
  12. East Lawn
  13. Care Home and Site
  14. Bowling Greens
  15. Rotunda Grounds
  16. Depot
  17. Little Oldway



Within the Mansion itself a number of defects were created as a result of the adaptation of the house from Bridgman's original structure; there are tight junctions, unresolved levels, and inconsistent movement between structural elements.

Following Torbay Council's decision to move out of Oldway in 2013, the building has suffered from a lack of maintenance, a lack of oversight with regard to developing condition issues, and a poorly managed climatic regime. As such, whilst the building as a whole is in little immediate danger, the extant defects have the potential to develop into serious issues if not arrested as soon as possible; naturally, costs will only increase the longer issues are ignored.

Should the defects mentioned below be addressed as part of a preliminary or major phase of works, it is anticipated that the building's general condition and viability would remain stable for a considerable time, subject to ongoing maintenance works and security being properly maintained. The defects are summarised as follows:

### Exterior

- The walls appear to be in acceptable condition, however there has been significant movement with repairs required in a number of areas.
- The cornices and string courses to the base of the first floor to the south elevation comprise a significant defect. It is proposed to introduce a correct flashing by shortening windows to allow 1:60 falls away from the window.
- The roof is formed of 14 constituent elements including a number of lead-topped slated mansard, pitched and hipped slated, leaded, felt, and glazed lantern roofs along with myriad lead cloaked items throughout. Under Paris Singer's conversion and the auspices of Torbay Council, a range of modern materials have been introduced to the roof. Whilst this has ensured that the building has remained largely watertight on a modest budget, the materials are unlikely to conform with relevant building regulations and are not commensurate with the historical integrity and character of the building as defined under its listing status. An allowance must be made for work required to the structure of the roof.
- Self-set vegetation has taken hold in a number of areas of the rainwater goods and cast iron guttering and downpipes need to be repaired and, in some areas, completely replaced. Plastic guttering should be replaced with cast iron.
- Resin based repairs to timber external windows and doors are required.

### Interior

- There is considerable evidence of significant and worsening dry-rot damage to ornamental plasterwork - items inherent to the building's character and value as a heritage asset. These areas are: south west corner of the ballroom; first floor south elevation; and west extent of north elevation. It is imperative that works to arrest this damage are carried out as soon as possible.
- Aside from the immediate risk posed by the dry-rot, the finishes to the principal elements - entrance, grand staircase, ballroom etc. - are in reasonable, if tired, condition. The building's upper floors have received

more consistent use and insensitive modifications and, as such, more substantial work is needed to bring these areas into use.

- Should historically significant elements of the building be restored to their original grandeur, specialist advice should be sought with regard to the ornamental plasterwork, scagliola, and fine stone and metalwork throughout the entrance halls, grand staircase, and *Piano Nobile*.
- The heating and lighting appear to be functioning.
- The building is likely to contain asbestos containing materials (ACMs) in potentially myriad locations. Of particular concern would be any 20<sup>th</sup> century renovations and plant installations and protections. A report should be made available or commissioned by a competent specialist on the management and maintenance of asbestos within in the building. This report, and the location of any encapsulated asbestos noted on the asbestos register, should be made available to any contractor working on site. Furthermore, this should be used to inform a demolition survey with a view to removing or robustly encapsulating any ACMs.
- The building appears to be largely compliant with the Equality Act 2010 with the provision of a lift to the north west corner.

In summary, the Mansion and gardens are an important and well known landmark in the area and there is great affection for them amongst the local community. However, the building has now been empty for several years and is suffering from deterioration and vandalism. The Council cannot provide substantial investment and on-going revenue support to prevent further deterioration of the historic fabric and a Working Party/Steering Group has been established to consider the opportunities for the site.

## Torbay Council

### Oldway Mansion - Options appraisal

## 3 Needs and aspirations for the project

### 3.1 Consultations

Discussions on the possible future uses and restoration of Oldway Mansion have been supported and informed by continued and detailed consultation. We have focused on dialogue with local groups, the community and other stakeholders.

The consultations carried out have demonstrated that there is strong and enthusiastic support for the renovation and re-opening of the Mansion to the public and for holding events on the site and within the building.

Our findings from consultations follow.

#### 3.1.1 Previous consultations

Prior to our appointment possible alternative uses for the Mansion and Estate had been the subject of limited stakeholder consultation. Ideas resulting from these consultations included:

- Hotel (private sector operated by 3<sup>rd</sup> party)
- Training Hotel
- Hotel/Wedding venue
- Function rooms
- Museum/visitor attraction
- Centre for Visual and Performing Arts
- Business Hub
- Residential
- Offices
- Educational use
- Café/restaurant

The following were also suggested as part of a mixed use development:

- Holiday lets
- Housing
- Café
- Restaurant
- Function rooms
- Registry/marriage rooms
- Relocate Registry Office back to Oldway
- Enterprise for adults and children with learning disabilities
- Art exhibition rooms

The following uses were suggested for the Stables and Rotunda:

- Housing
- Banqueting Suite
- Council Chamber/public auditorium/meeting room
- Spa/gym
- Offices

- Café/restaurant
- Theatre
- Museum
- Recording/film studio

Uses for the grounds included:

- Farmers market
- Christmas market
- Summer outdoor concerts and film shows including Son et Lumiere presentations telling the story of the building and Singer family.

The use of limited zones of land for housing was also suggested.

### 3.1.2 Community consultations

The Friends of Oldway AGM was held on 9 January with an attendance of almost 100. Attendees were invited to contact DCA with suggestions for possible uses and activities at Oldway Mansion and a number of those present emailed with suggestions. These suggestions are summarised as follows:

- The majority of the respondents felt that wedding banquets and receptions should be held at the Mansion using the main rooms. Some suggested that the Mansion should offer a full package including accommodation.
- Conferences, public meetings, AGMs and general functions such as tea dances.
- Use of the building and grounds as a training venue for companies/team building days/sports clubs.
- Various classes within the rooms including yoga, pilates, dance, crafts.
- Fairs using both inside and the grounds, e.g. craft, antique, wedding fairs.
- Family fun days including treasure hunts, quizzes, etc.
- Spa days or a health and wellness retreat with overnight accommodation.
- Workshops and craft sessions/shows were also suggested using Singer sewing machines.
- History Group events.
- Guided tours of the building and grounds.
- Open air theatre evenings and movie nights and use of the ballroom by local amateur dramatic societies for performances.
- Talks by local historians and gardeners on the history of the building and grounds.
- Educational uses were also suggested, e.g. local language school using some rooms and offering evening classes.
- Sub letting of some rooms to local businesses (local radio).
- Some suggested a fashion/textile museum.
- Annual Singer Sewing event along the lines of the Agatha Christie week.
- A café/tea room for visitors was mentioned by many respondents, one suggested a stylish café with evening restaurant and another an outdoor bar for weekends/summer months.
- Preston Picnic could be reinstated at Oldway.
- Gift shop selling related gifts and plant cuttings.
- Encourage coach visits.
- Uses for the Rotunda included an arts/performance building and, possibly, a swimming pool.

The following suggestions were made for uses within the gardens:

- Temporary kiosk.
- Paved area in front of the Mansion with tables and chairs.
- Croquet on the lawn.
- Putting green on the lawn.
- Reopening of the tennis courts with a tennis club offering lessons. The Lawn Tennis Association has a scheme encouraging tennis in the community.
- Play area for children, perhaps football or cricket coaching.
- Play parks along the lines of Geopark.
- Bike racks.
- Interpretation boards and area.

Generally, there was a strong feeling that events should be held in the Mansion and gardens and that activities should take place at the site.

### Quotations

*It's a crying shame that the main uses made of the wonderful grounds at the moment are as a car park for parents of pupils at the adjacent Oldway Primary School and for people to walk their dogs.*

*The way to breathe life into the building is to get people using the grounds. It would spark people's interest in the project and galvanise support.*

*Our boys went to the School in Oldway's grounds and my 11 year old has never been in the house. He always asks me when he can go inside.*

*We walk through the amazing grounds each day along with many other parents going to the school and always look at the building and hope some day it will be reused.*

*At the moment the parents park, pick up their kids and drive off. Why not provide something for them to hang around for? ... why not a play area for the kids while the parents enjoy a coffee?*

*Volunteers can help with tours, etc.*

### 3.1.3 Stakeholder consultations

Following the feedback from the AGM the respondents were invited to discuss their views in greater detail and a summary of these meetings follows together with a summary of consultations with wider stakeholders including:

- Oldway Primary School
- Torbay Great Place Scheme
- Torbay Culture Board
- South Devon College
- Torre Abbey
- Paignton Neighbourhood Forum
- Local businesses and hotels.

Suggestions and findings from these consultations are:

- The Mansion and gardens are highly valued by the local community; dog walkers and parents use the gardens on a regular basis and the gardens have been well maintained.
- People who live locally are supportive of any use as long as the building is restored and open.
- Suggestions included links to Agatha Christie as these events attract a high proportion of international visitors. Links with international cruise ships who come into Torbay could also be formed.
- Apartments at the top of the building would be supported and provide 24 hour use; offices would also be of interest particularly with SMEs.
- Links could be established with the English Riviera Centre to offer evening events/activities and dinners.
- The heritage of sewing/crafting should be celebrated and links to Singer would be of interest. One respondent mentioned that American Express has a Cultural and Heritage fund and may be interested as a result of the Singer link. Oldway should generally build on the American tourism market.
- There is the potential to form links with tour companies to book tours of the building once open and a local bus company may divert to drop off at Oldway. Coachloads of visitors still visit Oldway and look around the grounds.
- There is substantial community interest in the local heritage: the Heritage Society held a heritage day which attracted 1,000 visitors.
- Accommodation would add to Oldway's sustainability and appeal and offer educational opportunities - school group visits, group activities, etc.
- Projecting images onto the building as part of a digital art project to develop and project images across Torbay.

### Quotations

*There is not a single use I wouldn't support, as long as it is in use.*

*There is scope to use the Rotunda as an arts building.*

Our consultation with South Devon College was also very positive and the College is keen to be involved wherever possible and would be interested in contributing to a training/mixed use model. They can support delivery by providing apprentices and work experience participants and the potential areas that students (from entry level to level 5) could be involved in include:

- Restoration and repair of the building - heritage building skills - the College was involved in the restoration of Lupton House which was a former private school;
- Plumbing and electrical work;
- Events and marketing - marketing and media students could help with organisation and marketing of events and facilitation (meet and greet and security) at events;
- Restaurant - students could support front of house and kitchen work;
- Art and creative students could be involved in filming promotional footage etc.;
- Design/coding students could be involved in developing a website/apps;

- Horticultural and land management students could be involved in grounds maintenance;
- Construction and carpentry students could be involved in building benches, seats and sensory gardens etc.

The College has previously been involved in similar schemes that have delivered a positive community impact around work experience, training, skills development and progression and they have considerable experience of working with multiple partners.

The Great Place Scheme runs from April 2018 - March 2020 and focuses on local artists and venues and developing a cultural programme for the Bay which may involve temporary animations to the public realm including animating the exterior of buildings - this could include Oldway. A winter based illumination programme, artistic interventions and performance interventions will also be part of the cultural programme.

Our discussions with the Great Place Scheme highlighted the need for Oldway to be integrated within the overall cultural provision within Torbay; both the Cultural Strategy and the Great Place Scheme call for the use and maximisation of cultural assets and the strategic case supports the development of Oldway. It is recognised that Oldway could contribute to the cultural future of the Bay and there is general interest in engaging and animating Oldway amongst local creatives.

There was a suggestion that Oldway could support small artists residencies and introduce storytelling into layers of the building to enable navigation and interpretation and this could be facilitated by contemporary artists. Hospitalfield in Arbroath is a good example of this where, as well as a collection of art, the centre offers study groups, summer schools, courses, a schools programme and artist residencies. Rooms are also available to hire.

In summary, our findings show that Oldway is valued by the people of Torbay and visitors alike and they are extremely enthusiastic about seeing it reopened to the public.

### 3.2 Limitations and threats

Oldway Mansion is well situated to attract a range of visitors and users, both from the local population and tourists, but the building has suffered from a lack of maintenance and an insensitive climatic regime. Whilst the building as a whole is in limited immediate danger the defects have the potential to develop into serious issues if not arrested as soon as possible.

Intermediate works to the roofs are unlikely to conform with relevant building regulations and are unsympathetic and not commensurate with the historical integrity and character of the building.

Internally the presence of dry rot within several areas of the building requires attention along with the damp ingress where further dry rot outbreaks are likely to result. A substantial outbreak of dry rot with extensive fruiting bodies is evident in the south west corner of the Ballroom bay window ceilings and cornice against the main south elevation and above the raised stage and the cause of this requires repair in the near future.

The south elevation, which faces the prevailing weather, has water penetration both through the timber window cills and into the fabric and through the ceilings. This is causing damage to internal plasterwork and joinery details and dry rot outbreaks. A long term solution and detailed inspection to this area is required.

Other areas of the building require repair and, should historically significant elements of the building be restored to their original grandeur, specialist advice will need to be sought with regard to the ornamental plasterwork, scagliola and fine stone and metalwork throughout the entrance halls, grand staircase and Piano Nobile.

There are a number of other projects in the area seeking funding and, as a result, this may limit the funding opportunities for Oldway. If funding is to be secured, it is important to prioritise Oldway Mansion within the overall picture in Torbay.

Lack of experience and skills may have an impact on the delivery and operation of the project.

Oldway is a sensitive issue in the local community and effective communication is essential to harness energy and avoid controversy. There is a considerable opportunity but there may also be some scepticism.

### 3.3 Strengths and opportunities

There is huge affection, ambition and enthusiasm for the Mansion and grounds within the local and wider community but at there is also frustration at the deteriorating condition of the Mansion.

There are many ideas for the re-use and many of them will have a beneficial impact on the community of Torbay and allow day and evening use for local clubs and organisations.

The Mansion could be a huge cultural asset for the town. It is in a prominent position within Paignton and has architectural and cultural importance not only through the achievements of the Singer family and the personal history of the Singers, but also through the involvement of a pre-eminent French landscape architect, and the use of the building as a War Hospital during WWI.

Cultural tourism is becoming increasingly popular and Oldway Mansion could build on the existing assets of Agatha Christie, the UNESCO Geopark and Torre Abbey.

The restoration and repair of the original features of the Mansion will ensure that the building is stunning both inside and out and the provision of a café will give locals and tourists the opportunity to enjoy the building and its gardens.

The refurbishment and reopening of the Rotunda would add to the attractions on the site and presents an exciting opportunity.

Oldway Mansion has a long and interesting history, which is embedded in the local community and it is felt by many that much could be made of this history.

## Torbay Council

### Oldway Mansion - Options appraisal

#### 4. Market appraisal

##### 4.1 Demographic data

###### 4.1.1 Local residents

In 2015 there were around 50,300 people living in Paignton (38% of the total Torbay population) of which 52% were female and 48% male. Those aged 18 - 64 form 54% of the population and those aged over 65 years 26.5%; this represents an older population profile than Great Britain as a whole. The population is predominately white (97.7%) and 95% were born in the UK.

In Torbay as a whole the population was around 134,500 people of which 52% were female and 48% male. 26.5% of the population are aged over 65 years, a higher than average population compared to 19.5% in the South West and the GB average overall. Further details of this population are:

- Torbay has a lower than average number of young people at 21% against the South West average of 22.6%.
- The average age of those in Torbay is 44.
- 90.8% of those living in Torbay were born in England.
- In terms of social grade there is a much higher than average percentage of the population within grades C2 and DE (62.8% against the GB average of 47%), a lower than average percentage within C1 (26.6% against 31%) and a much lower percentage within AB (10.5% against 22%).
- Torbay has pockets of severe deprivation but also areas of relative affluence. As a local authority area, Torbay is amongst the most deprived in England and is the most deprived local authority area in the South West. Around one third of the population live in areas in the top 20% of the most deprived in England.
- 3.6% provide over 50 hours of unpaid care a week compared to 2.4% for the South West and this is ranked 15<sup>th</sup> highest nationally.
- The main occupations of those in Torbay are skilled trades (14.2%), Caring, leisure and other services (12.8%) and Professional (12.3%).
- Torbay has a resident ethnic minority population of 2.5%.
- 29% of those living in Torbay are single, 46.9% married or in a civil partnership and 12% divorced.

###### 4.1.2 The visitor market in Torbay

The English Riviera as a leading UK seaside destination and covers 24 square miles comprising the towns of Torquay, Paignton and Brixham. It includes part of the South West Coast Path, has 18 sandy beaches and is in close proximity to Dartmoor National Park.

The area has seen consistent recent growth in tourism from both day and overnight stay visitors as well as an increase in visitor spend. Since 2010 there has been a 12% increase in UK visitors with an 8% increase in spend and a 1% increase in overseas visitors.

The 2015 accommodation survey shows a total of 20,595 bed spaces across a wide mix of accommodation types in Torbay; most of these bed spaces are within hotels (9,404). Highest occupancy rates are during the peak summer months reaching 90% in August 2014 and lowest occupancy rates are during January.

In 2016 the English Riviera attracted 4,683,600 visitor trips, spending £427,859,000 in the resorts and employing 19% of the local population. The estimated GVA was £313,327,000 and the total tourism supported business turnover £569,790,000.

In summary, in 2015, there were:

- 1.084 m domestic trips spending £274,410 m
- 95,600 overseas trips spending £36,307 m
- 3.389 m day trips spending £125,323 m
- 97% of visitors are UK visitors
- 87% are repeat visitors illustrating a strong and loyal market
- 54% of those visiting are from social grades AB and C1 and 60% are aged over 55
- 50% of all visitors are in full time employment
- 74% of visitors are formed of adult groups without children
- 75% of visitors are from outside the South West, with 3% from overseas and 22% within the South West
- 62% cited looking for a 'traditional seaside experience' as the main reason for visiting whilst others cited rest and relaxation and quality food and drink
- Business trips accounted for 13% of visitors
- There is a strong family market predominately during the summer months and main school holiday periods
- There is a high visitor satisfaction for 'resort enjoyment'; 4.72 out of 5
- The majority, 19.7%, of all domestic tourism in the UK was to the South West.

### Day visitors

The data shows that:

- There were 3,568,000 day visits to Torbay in 2016
- These visitors generated £133,802,000, up 7% on the previous year
- The average spend per trip for day visitors was £37.50
- The whole of the South West attracted 275 m day visits in 2016 and total expenditure was £7,572,000
- The average spend per visit was £29
- Of these visitors 16% visiting for more than 3 hours went to the seaside/coast and 31% of these stayed for 3 - 4 hours, 24% 4 - 5 hours, 14% 5 - 6 hours and 31% 6 hours or more
- 10% of all England day visits were made to the South West area with 9% of the expenditure
- The main activity of those visiting was Visiting Friends and Relatives, followed by a day out and for a meal
- The majority of day visitors were local, travelling between 5 and 20 miles by car.

## Overnight visitors

- Domestic overnight visits
  - In 2016 there were 3,750,000 domestic overnight tourist visits to Torbay and 1,012,000 trips.
  - These visitors spent £244,137,000
  - The average spend per trip was £249.89 and the average spend per night £68.04
  - The majority, 21%, of all domestic overnight visitors went to the South West region, with 26% of nights spent in this area and 23% of spending.
  
- Overseas visits - spending at least one night
  - The number of overseas visitors spending at least one night in the Torbay area in 2016 was 94,600 and the total number of nights spent was 579,800.
  - The average length of stay was 6.13 nights
  - Overseas spend was £36,920,000
  - The average spend per trip was £411.42 and the average spend per night £67.13
  - In Devon as a whole there were 436,432 visits in 2016 with a total expenditure of £200.09 m (an increase of 22% from 2015)
  - The total nights spent were 3.16 m with an average length of stay of 7.24 nights and an average spend per visit of £458
  - 45.37% of overseas visitors in 2016 were on holiday, 38.72% were visiting friends and relatives and 12.56% were on business.
  - The majority (42.68%) visited in July - September and a further 27.35% visited in April - June.
  - 32.94% of overseas visitors to Devon as a whole stayed for 8-14 nights, 31.35% for 4 - 7 nights, 23.33% over 15 nights and 13.38% stayed for 1-3 nights.

Source: International Passenger Survey, ONS, published by VisitBritain.

Generally the market for UK short breaks is growing with 1-3 nights becoming more popular and April, May, September and October becoming the key months for short breaks. This type of trip appeals to young people with no children, families with pre-school aged children and for older people. Staycations are also growing in popularity, particularly with the UK exiting Europe and the weaker pound making the UK a cheaper destination.

### 4.1.3 The wider population and demographics

To assess the scale, demographic profile and propensity to engage in heritage and culture of the local and wider population we have obtained 2018 Arts Council Area Profile reports for two drivetime catchments: 30 minutes and 90 minutes.

Arts Council Area Profile reports are derived from the Target Group Index (TGI), the 2011 census, and Audience Spectrum and Mosaic population profiling tools:

- TGI is a widely used source of survey based information about what people buy and how they live, including their attendance at cultural destinations and events.

- Audience Spectrum is a population profiling tool which identifies the differences between attendance, participation and engagement as well as behaviours, attitudes and preferences at arts, museums and heritage organisations. It uses new and expanded data sets to target and profile audiences effectively at postcode level. It provides a detailed analysis of the broader arts and heritage market by using the geo location aspects of Experian’s Mosaic classification system.
- Mosaic is a classification system for households, which enables businesses to understand more about their target audiences, or audiences within catchment area. It contains no specifically cultural profiling.

The data is mapped against the AA’s digital map of the UK road network to provide audience profiles within drivetimes of destinations, enabling venues and cultural planners to better understand their potential audiences.

In summary, the Audience Agency’s drivetime data indicates populations of:

Drivetime	Total Population	Number of children (aged under 15)	Number of Adults
30 minutes	260,726	39,755	220,971
90 minutes	1,477,467	231,069	1,246,398

### 30 minute drivetime

Below is a map of the 30 minute drivetime:



The 30 minute drive time extends almost to Kenford in the north, Blackawton in the south, to the Devon Expressway in the west and to the coast in the east.

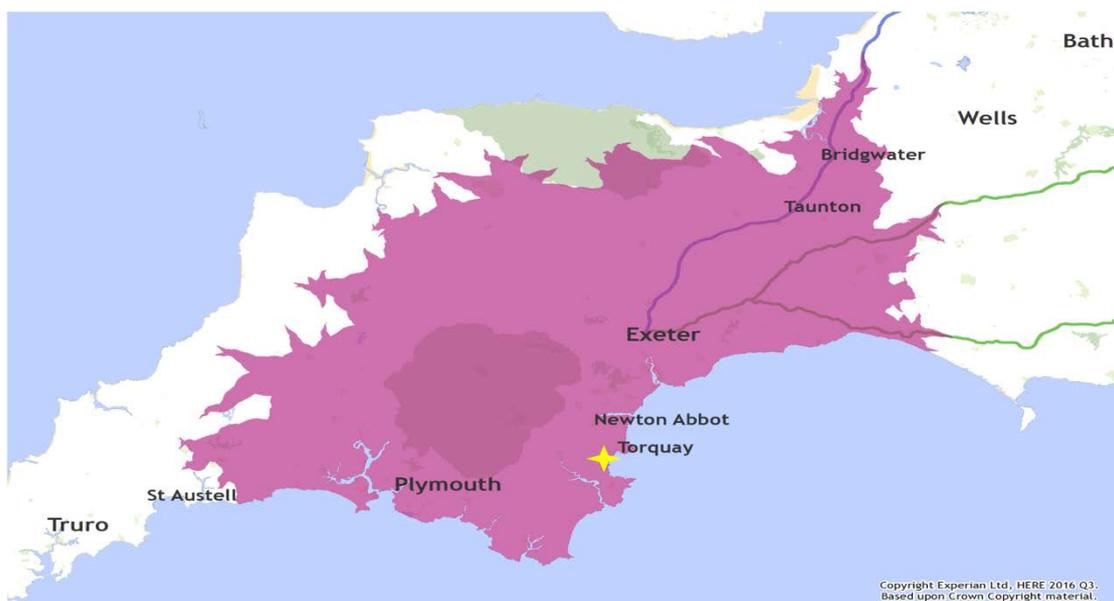
Within this drive time, people aged 0 - 24 make up 26% of the population, those aged 25 - 59 43%, and 31% of the population are aged 60 - 85+. The dominant adult age group is 60 - 64.

This population is overwhelmingly white and a larger than average percentage are within social grades C2 and DE. At the time of the 2011 census:

- 98% of the population was white (the GB is average 87%), 0.8% was Asian/Asian British (GB average 7%) and 0.1% was Black/Black British, the GB average is 3%.
- A much higher percentage of the total population as compared to the GB average is over the age of 60; 31% as compared to 22%. In contrast the proportion of those under the age of 18 is lower than the GB average (19% as compared to 21%) and there is a lower than average percentage of this population in age ranges 18 to 24; 7% of the total population as compared to the GB average of 10%. The proportion of this population in age ranges of 25 - 59, at 43%, is also lower than the GB average of 47%.
- A higher than average proportion of the population are in approximated social grades C2 and DE (51% as compared to the GB average of 47%). Conversely there is a lower than average proportion within social grade AB (19% against the GB average of 22%) and a lower proportion within C1 (30% against the GB average of 31%).
- Amongst those who are economically active overall levels of employment and self-employment are higher than the GB average (91% compared to the GB average of 89%) and unemployment is lower than the GB average at 5%, as compared to 6%.
- A lower proportion of the population is in a professional occupation (14% against the GB average of 17%) and there is also a lower than average proportion of those educated to Level 4 and above (Higher Education); 25% against the GB average of 27%. The proportion of those with no qualifications is the same as the GB average of 23%.
- Amongst those who are economically inactive the number of retired people is much higher than the GB average (59% compared to 46%) and there is a lower than average percentage of full-time students (10% compared to 19%).

### 90 minute drivetime

Below is a map of the 90 minute drivetime:



The 90 minute drive time extends to the Exmore National Park in the north, to the coast in the south, to St Austell in the west and beyond Bridgewater in the east.

Within this drive time, people aged 0 - 24 make up 27% of the population, those aged 25 - 59 44%, and 29% of the population are aged 60 - 85+. The dominant adult age group is 60 - 64.

This population is again overwhelming white and contains a larger than average percentage within social grades C2 and DE. At the time of the 2011 census:

- 97% of the population was white (the GB is average 87%), 1% was Asian/Asian British (GB average 7%) and 0.2% was Black/Black British (the GB average is 3%).
- The proportion of the population aged over 60, at 29%, is higher than the GB average of 22%. The proportion of those under the age of 18 is lower than the GB average (18% compared to 21%) and the proportion of this population in age ranges 18 to 24 is also lower than the GB average (9% as compared to the GB average of 10%). Again, the proportion of this population in age ranges of 25 - 59, at 44%, is lower than the GB average of 47%.
- Lower than average proportions are in approximated social grade AB (20% as compared to 22%) and there is a lower proportion of those within C1 (30% against the GB average of 31%). There is also a lower than average proportion in approximated social grade DE (25% as compared to the GB average of 26%) but a higher proportion of those in social grade C2 (25% as compared to the GB average of 21%).
- Amongst those who are economically active overall levels of employment and self-employment are just above the GB average (91% compared to the GB average of 89%) and unemployment, at 5%, is just below the GB average of 6%.
- A lower than average proportion of the population is in a professional occupation (15% against the GB average of 17%) and there is also a lower than average proportion of those educated to Level 4 and above (Higher Education); 26% against the GB average of 27%. The proportion of those with no qualifications is also lower than the GB average (22% as compared to 23%).
- Amongst those who are economically inactive the number of retired people is again much higher than the GB average (55% compared to 46%) and there is a lower than average percentage of full-time students (16% compared to 19%).

#### 4.1.3.1 The overall profile of the population

From the Mosaic data, we can understand the profile of those within the catchment areas.

#### 30 minute drivetime

In this catchment area the most prominent groups are Senior Security (17%), Aspiring Homemakers (10%) and Transient Renters (10%). 37% of the population belong to one of these groups compared to 23% of the GB average.

The definition of Senior Security is:

*Elderly singles and couples who are still living independently in comfortable homes that they own. Property equity gives them a reassuring level of financial security. This group includes people who have remained in family homes after their children have left, and those who have chosen to downsize to live among others of similar ages and lifestyles.*

that of Aspiring Homemakers:

*Younger households who have, often, only recently set up home. They usually own their homes in private suburbs, which they have chosen to fit their budget.*

and that of Transient Renters:

*Single people who pay modest rents for low cost homes. Mainly younger people, they are highly transient, often living in a property for only a short length of time before moving on.*

#### 90 minute drivetime

Within this drivetime the most prominent groups are Country Living (17%), Rural Reality (14%) and Senior Security (11%). 42% of the population belong to these three groups compared to 21% of the GB average.

The definition of Country Living is:

*High-earning families who live affluent lifestyles in upmarket homes situated in sought after residential neighbourhoods. Their busy lives revolve around their children and successful careers in higher managerial and professional roles.*

and that of Rural Reality:

*People who live in rural communities and generally own their relatively low cost homes. Their moderate incomes come mostly from employment with local firms or from running their own small business.*

#### 4.1.3.2 Propensity to engage in heritage and culture

From the Arts Council's Audience Spectrum Analysis data, we can also understand the likelihood that the populations in these drivetimes will engage with heritage.

#### 30 minute drivetime

In the 30 minute drivetime, Audience Spectrum data places 62% of the population within three segments. The highest percentage is within Home & Heritage (23% against the GB average of 11%), followed by Trips & Treats (12% compared with the GB average of 16%) and Dormitory Dependables (16% compared to the GB average of 15%).

The definition of Home & Heritage is:

*Conservative in their tastes, this more mature group appreciates all things traditional: a large proportion are National Trust members, while classical music and amateur dramatics are comparatively popular. While this is not a highly engaged group - partly because they are largely to be found in rural areas and*

*small towns - they do engage with the cultural activity available to them in their locality. They look for activities to match their needs and interests, such as accessible day-time activities or content exploring historical events.*

that of Trips & Treats:

*While this group may not view arts and culture as a passion, they are reasonably active despite being particularly busy with a wide range of leisure interests. Comfortably off and living in the heart of suburbia their children range in ages, and include young people still living at home. With a strong preference for mainstream arts and popular culture like musicals and familiar drama, mixed in with days out to museums and heritage sites, this group are led by their children's interests and strongly influenced by friends and family.*

and that Dormitory Dependables:

*A significant proportion of audiences are made up of this dependably regular if not frequently engaging group. Most live in suburban or small towns and show a preference for heritage activities, alongside popular and more traditional, mainstream arts. Many are thriving well off mature couples or busy older families; lifestage coupled with more limited access to an extensive cultural offer mean that culture is more an occasional treat or family outing than an integral part of their lifestyle.*

#### 90 minute drivetime

Again, within this drivetime the most prominent Audience Spectrum segments are Trips & Treats (22%), Home & Heritage (20%) and Dormitory Dependables (15%). 58% of the population belong to one of these three segments, compared to 42% of the base population.

#### 4.1.4 The potential market overall

These drivetime analyses illustrate that within both drivetimes there is a propensity to engage with heritage within the resident population; many of the Home & Heritage segment of the population are members of the National Trust and enjoy historical events and buildings. This group forms 23% of the population within the 30 minute drivetime.

Trips & Treats also have a high propensity to have days out to heritage sites and this group forms 12% of the population within the 30 minute drivetime and 22% within the 90 minute drivetime. Dormitory Dependables also have a preference for heritage activities.

As well as the resident population Torbay also has a high number of visitors and the heritage and history of Oldway would appeal to tourists visiting the area, both to those staying in the area and those on day trips.

#### 4.2 Comparators and competitors

As well as looking at the profile of local residents and visitors we have researched information on comparator venues.

## Torre Abbey

Torre Abbey, established in 1196, is a museum of history and art housed in an Ancient Scheduled Monument with award winning gardens. It is an arts hub for the local community and has a seasonal programme of exhibitions, events and activities across visual arts, history and live performance. Events include open air cinema, outdoor theatre, festivals, including the International Agatha Christie Festival and the annual Grinagog Festival of the Arts, concerts and ghost tours.

The museum has a permanent collection including regionally important art and some nationally important works by William Holman Hunt, William Blake and Sir Edward Coley Burne-Jones. The collection also houses finds from the Abbey site discovered during restoration projects. Schools are encouraged at the Abbey and guided group tours and workshops are available.

The Abbey is open 7 days a week from 10.00 am to 5.00 pm and costs £8.00 for an adult and £7.00 for concessions, children up to 19 have free entry. Gardens only tickets are also available for £2.50/£2.00 concessions/£9.00 annual. The Tea Room is also open daily.

Visitor numbers for 2017/18 are on course for 30,000, an increase of a third from 2016/17 due to a wider programme and better marketing. The visitor numbers exclude visitors to the Spanish barn, café and outdoor events.

The Friends of Torre Abbey is a registered charity founded for the specific purpose of supporting and promoting the Abbey, its collections and gardens. It was founded in 1992 and, since that date, has raised and donated over £541,000 of support.

Weddings and events are also held at the Abbey and there are three rooms available:

- The Spanish Barn, an 800 year old barn, which caters for up to 200 seated. The cost for a three day hire (set up/event from 9.00 am - 11.30 pm/take down) is £4,000 from April - September and £2,500 on other dates. A two day hire from 9.00 am - 6.00 pm costs £1,000 with additional hours booked at £150 per hour. The Barn is currently unheated.
- The Undercroft, catering for 80 people and for wedding ceremonies costs £400 for a half day peak hire and £300 for a half day off peak hire.
- The Victorian Palm House, catering for 20 people costs £100 per hour.

There is also a Gathering Space which can only be booked with another space and is used as a reception/hospitality area at a cost of £300. The Chapel, which is not licensed for civil ceremonies, but used for blessings, christenings and the renewal of vows, seats 100 and costs £150 per hour. Marquees can also be used in the grounds at a cost of £500 per day (excluding marquee hire).

Torre Abbey currently holds around 40 weddings per year and they are looking to develop wedding packages rather than just ceremonies and to develop conference and creative/participative use. The Abbey has a list of preferred suppliers for catering, etc. which includes the Tea Shop at Torre Abbey.

Torre Abbey is currently developing a HLF project to refurbish the Spanish Barn and install toilets, catering facilities and a bar together with additional interpretation.

### Cockington Court

Cockington Court is a Grade II listed Manor House set in 460 acres of parkland, gardens and water meadows managed by the Torbay Development Association. The Registry Office is situated at the Manor House.

Cockington Court is open daily from 10.00 am and is a craft and visitor attraction and creative business centre. It houses craft studios, craft gallery, kitchen gallery and tea rooms as well as the main Manor House. Entry to the Manor House is free. The gardens are part of the Global Geopark and contain wild woodland and formal landscaped areas together with a walled art garden, an arboretum and ornamental ponds.

A wide range of events are held at the attraction including outdoor theatre performances, summer fayre and festivals at Easter, Halloween, Apple Day and Christmas. Arts and crafts workshops are also offered.

Rooms are available for weddings and events:

- The main ceremony room, The Cary Room, within the Manor holds up to 55 guests. The cost of the one hour ceremony is £300 Monday - Friday and £350 Friday - Sunday.
- The Hayloft, a private two storey space with a ceremony room on the first floor and catering available on the ground floor. The Hayloft caters for up to 25 guests. The Hayloft costs £850 for all day hire (8.45 am - 6.30 pm) including some drinks.
- The Space, for up to 20 people costs £100 for all day hire.

Wedding breakfasts are available from the Tea Rooms although the menu is limited. 90 receptions were held during 2016; 18 in one month and 16 in another.

### Devonport Guildhall, Plymouth

Devonport Guildhall is a Grade I listed historic building built in 1822 and run as a social enterprise centre. It was originally the hub for local politics in the Borough with the main hall being used as a courtroom with removable fixtures to host events. Below the hall was a police station and cells. In 1914 the three towns within the area amalgamated into the city of Plymouth and, as new city council buildings developed, the Guildhall's role became redundant and the building gradually fell into neglect. Various restorations were attempted before, in 2007, the Council passed the building to the Real Ideas Organisation, an organisation which sets up and runs creative, innovative and award winning social enterprises.

With a £1.75 m grant from the Government's Community Assets Fund and support from Plymouth City Council and the former DRCP the Guildhall was refurbished and opened to the public in 2010 as a social enterprise hub and community venue.

The Guildhall is now home to six successful enterprises and is the head office for RIO. It also serves the community as a venue for conferences, weddings, events and entertainment. In 2013 an artisan bakery, Column Bakehouse, Plymouth's first and only social enterprise artisan bakery, was opened in the former mortuary.

The Devonport Column, one of the few commemorative columns in the country, has also been refurbished and is now a visitor attraction. The Column, offering

panoramic views of the landscape, stretching towards Dartmoor and across the sea, was closed to the public from the 1950s. It is now open and offers a rare heritage site with a 137 step spiral staircase. The Column is open every day except Sundays from 9.00 am to 3.00 pm and costs £2.50 adult, £1.50 concessions and £1.00 children. Tours of the Guildhall are available at no cost via an interactive audio tour. The Guildhall sustains six jobs and attracts 35,000 visitors per year.

The main building has two rooms licensed for wedding ceremonies:

- the Main Hall, an open space seating up to 200 people
- the Mayor's Parlour, which seats up to 70 and offers glimpses of the River Tamar through large sash windows.

Both of these rooms are available for hire for meetings and other events and there are two further, smaller, meeting rooms available: The Meeting room which seats 12 delegates and the Cells, seating up to 8. There are also two additional smaller cells which can be used as break out spaces. Catering for events is provided by the Bakehouse and buffet lunches start from £5.00 a head.

The Devonport Guildhall also hosts events such as a community cinema, exhibitions, breadmaking courses and a Christmas market.

#### Northwood House, Cowes

Northwood House, a Grade II\* listed Georgian Mansion is looked after by the Northwood Charitable Trust. It was used as Council offices for many years and then remained unoccupied. The Trust and Friends have restored the house and it is now open for weddings, conferences and events. The upper floors are used as starter business units.

The House was originally built, owned and inhabited by five generations of the Ward family until 1929 when it was gifted to Cowes Urban District Council to be used as municipal offices and pleasure gardens for the people of Cowes. The Charitable Scheme was drawn up in 2002 involving local people as Management Trustees with the Isle of Wight Council as Custodian Trustee. However, in 2010 the Council withdrew from the custodianship and management of the Estate and in 2012 the Northwood House Charitable Trust Company Ltd, 'A charity working to preserve Northwood House and Park into the future' was created as sole Trustee.

The contribution of volunteers is invaluable to the running of the House and they assist in the events and activities to enable the renovation and maintenance work. Membership of the Charity is welcomed from individuals and organisations and costs £17.50 for adults, £25.00 for two adults, £30.00 for organisations and £25.00 for not for profit organisations. These costs are £5.00 less if membership communication is electronic only.

There are several rooms available for weddings and functions:

- The Ballroom which is licensed for weddings for up to 120 and can cater for 200 for a drinks reception. It has French doors leading to a private lawn where marquees can be erected for larger parties.
- The Dining room, also licensed for weddings, caters for 60 seated and 80 standing. The room can be linked to the Ballroom.

- The Drawing Room caters for 60 seated and 80 standing and has access to the south facing lawns.
- The Morning Room, a small intimate room catering for 12 seated and 20 standing is ideal for smaller weddings.
- The Library, caters for 40 seated and 60 standing and is popular for ceremonies.
- The Rotunda acts as a reception point or meeting place and caters for 50 seated and 75 standing.
- The House Bar, managed by ESQ Events, is available for private hire and can cater for 80 people.
- The Stables, situated in the grounds, hold up to 60 theatre style and can be hired by the hour. The Stables are also often hired by local clubs and classes.

It is also possible to hire the whole House with a capacity of 240 seating or 400 standing.

Smaller rooms are available for meetings and as training rooms. Room hire rates for meetings start at 10.00 per hour for the smaller rooms, £12.00 for the Stables, £15.00 for the Drawing and Dining Rooms and £25.00 for the Ballroom. Tea and coffee is charged at £3.00 per person.

Northwood House also hosts events such as car boot sales, wedding open days, the Big Lunch and the Wight Proms.

The 17 acres of parkland surrounding the House are looked after by volunteers and can be hired for outdoor events. Within the park are free tennis courts and a bowls club. There are also two car parks and proceeds go to the maintenance of the buildings and grounds.

## Torbay Council

### Oldway Mansion - Options appraisal

#### 5. Options for future use

##### 5.1 Strategic options for the site

The previous sections set out a context for the Council's key decisions in respect of Oldway Mansion.

This context might be summarised as follows:

- The Mansion, associated buildings and landscape are all (and in their own separate right) significant heritage assets, listed and scheduled to protect and preserve them. This does not prevent change (and possibly even quite significant change), but it does impose a duty of care on the Council to respect this significance in its decision making.
- The buildings (House and Rotunda) are of real character and value - both with distinct architectural merit and interest and with the space, room sizes and overall facilities to support future activity and income.
- They are also clearly of great significance to local people. It is a long time since we worked on a heritage building project where public consultations were so well attended and where so many people wanted to talk to us directly about their interest in and commitment to the future of the site. This is a very important and substantial asset for any project, and particularly in support of campaigns for major public grants such as those from Heritage Lottery Fund.
- Notwithstanding the potential of both House and Rotunda to support future activity, there are significant constraints on options for the future - in the listed status of the site, the condition of the buildings and ensuing conservation deficit, the very use-specific nature of many of the spaces and the position of the Mansion in what is, clearly, a well-used and loved local park.

In this context, the Council's brief for this study sets out that the Council "*is seeking to develop a project to repair, restore and bring back into use Oldway Mansion and its estate*", and tasks us to understand whether it is likely to be possible to "*identify a sustainable self-funding future use for Oldway Mansion that is sympathetic with its heritage significance and historic character.*"

As the brief makes clear, long term revenue sustainability is a key aspect of this analysis: "*Any preferred option/s will need to demonstrate how the future revenue costs of the buildings will be met once it is restored.*"

This option, to seek a solution that the Council could plan and initiate, albeit potentially with partners, can be called a 'Managed' solution. This is an alternative to other approaches in which the Council might decide instead simply to seek to divest itself of responsibility through sale of the building(s) to a third party.

We do not seek, in this report, to evaluate any emerging 'Managed' solution against the relative merits and demerits of sale. It is very difficult to gain by consultation and research an understanding of:

- Whether there would be any interest in purchase of the site, were it to be offered for sale.
- How the property market would respond to the scale of conservation deficit and restricted options for change, the public park location.
- Whether the Council would benefit financially from any such sale deal, relative to the requirement for investment, prospects for sustainability and potential return from a ‘Managed’ solution.

The Council will no doubt take advice from its agents as to the answers to these questions. However, from our experience, as a team, of many similar situations, we would advise the Council that:

- A great deal of time and fee costs can be wasted pursuing theoretically possible sale prospects. Although ‘Managed’ solutions take time to assemble, fund and realise; we have seen many examples where these have in fact completed more quickly than parallel developments based on disposal or private developer partnerships.
- With very significant and protected buildings such as Oldway, that are clearly seen as public assets and responsibilities, even sale to third parties does not necessarily protect the local authority from becoming responsible once again for the rescue of such buildings, sometimes years later and with much greater and more expensive challenges, when private sector plans fail. If the Council disposes of Oldway now, we believe that it is likely to continue to be seen as responsible should the building fall back into risk and crisis.

We go on, in the remainder of this report, to explore the options for a ‘Managed’ solution in which the Council seeks to meet its objectives through a planned programme of works and transition to new uses and governance arrangements.

Whilst there remain, of course, significant challenges and risks in any programme to restore Oldway to satisfactory condition and to use, we suggest that these risks and challenges should be seen in the context of the ability, in a ‘Managed’ solution, of the Council to proceed step by step, evaluating risk and considering investment carefully - and that this level of control means that a ‘Managed’ solution, if one can be identified, offers lower and better managed risk than a disposal and its subsequent risks, were one to be on offer from the property market.

## 5.2 The objectives of a ‘Managed’ solution

As we have discussed in section 5.1, the brief for this study was clear as to the outcomes that the Council prioritises for Oldway. From our study, it is possible to develop somewhat these outcomes so as to be able to assess any emerging option against the key priorities for the Council:

We suggest that any proposed ‘Managed’ solution should:

- Be operable on a sustainable basis without long term Council subsidy, through the generation of incomes from activities consistent with the remainder of these objectives.
- Retain, in any future use, at minimum public access from time to time to the principal public space.

- Recognise the gardens as both a precious historic asset and a popular public place of recreation, maintaining access and developing use sympathetic to the original and remaining design and features.
- Respond to community interest and ideas for the future of Oldway, so as to maximise community support and engagement, the resources of community partners and of volunteers.
- Enable the repair, conservation and restoration of the site in a manner that recognises, respects and celebrates the architectural and social value of its heritage.
- Make physical change, development and new facilities as necessary to secure these objectives, including securing a financially sustainable future, in ways that are sensitive to architectural and social value and conservation principles.
- Accept the potential need to proceed in stages of work, from potential urgent repair to longer term reuse of spaces, as demand and funds permit.
- Identify a plan for future governance and management that best equips the site to thrive and to achieve these objectives over time, whether by public, commercial and/or community structures, making best use of partnerships to share and advance the task of renewal.
- Prioritise works and future uses which offer the potential for financial contribution from a wide range of funders, investors and fundraising campaigns so as to advance the project and reduce reliance on Council resources.

Taken together, these criteria represent a fair test of potential approaches to future use and project planning.

### 5.3 Broad options for use

Even within this ‘Managed’ solution framework, there are a range of options and of approaches to future use.

All discussions of use options include an element of discussion of whether a single end-use is likely to be viable for the whole site, and to meet the above objectives, or whether a mix of uses is more likely. This is a very common dilemma for heritage properties, where different kinds of space, different stakeholder and community needs and interests, different levels of demand and, in the case of Oldway, the sheer amount of space to be put to use, often call for ‘portfolio’ developments that mix different end uses.

During our work on this project we have considered potential end uses and their viability, in terms of both full and potential part use of the buildings and site.

We have assumed, as above, continued use of the grounds as public park, and further considered the use not only of the main house but also the Rotunda together with the other existing buildings/structures associated with it, in the context of this continued public access.

At the same time, and notwithstanding the enthusiasm of the community and of potential public and third sector partners evidenced by our consultations in section 3, it is essential that the first criteria above is met - and that the future use of the building maximises commercial or other income generating uses to underpin long term financial viability.

The following table summarises our review of options for these commercial and income generating uses before we proceed, later in the section, to discuss in more detail the contribution that might be made by community, education and other broadly public uses to sustainability. identify those which seem to us to have the best fit to the project objectives and the best potential feasibility:

End use option	Viability of single use of all buildings	Potential contribution to sustainability
<p>Hotel and other hospitality accommodation</p>	<p>As discussed in the previous sections, our research indicates that there is unlikely to be sufficient unmet demand to make it reliably likely that a major, full site, hotel offer will be delivered at this time. The sector in the town seems to be bearing up well, but there is already competition between providers at each grade for business. This is confirmed by our informal discussions with hotel operators we work with nationally.</p> <p>The site also presents challenges in our view in terms of full hotel provision. We do not see how this could be achieved without closing the gardens to the public and this would be very problematic for both the public and the bowls clubs.</p>	<p>The experience of the sector is that it is difficult to insert hotel offers into major heritage buildings that retain other functions, because of the general expectation of exclusivity of hotels and their guests, though there are a few exceptions (Malmaison Oxford Jail). Our research has not identified a boutique or other specialist operator who is keen to pursue this.</p> <p>However, recent years have seen increasing popularity of holiday accommodation in heritage properties. This is commonly by way of a small number of self-catering apartments of quality and heritage distinctiveness.</p> <p>Since the demise of Vivat Trust, and with limitations on what Landmark Trust will take on, these are often marketed through airbnb and sites such as quirkyaccom.com and its competitors.</p> <p>Examples include six very successful apartments in Harlech Castle which show how such provision can command premium prices.</p> <p>We are beginning to see this kind of provision associated with specialist wedding venues as accommodation for wedding couple and family guests.</p> <p>The quality and distinctiveness of Oldway Mansion and the existence of bedrooms for conversion makes this potentially highly suitable.</p>

<p>Catering and hospitality - restaurant and café uses</p>	<p>Whilst many heritage projects include catering provision of all types, the prospect of single catering-led use of the whole of the Oldway building(s) is not really credible. Generally in heritage properties of this sort, catering provision thrives as part of a mix of uses which bring footfall to the site.</p>	<p>Oldway presents a good prospect for catering provision as part of the mix of uses of the site.</p> <p>Our specialist catering consultancy would not recommend destination restaurant provision given the location. Destination restaurants have rarely worked in portfolio heritage schemes, but cafes with a reasonable simple food range can do very well.</p> <p>The park is an obvious and immediate source of trade for a café at Oldway, as would be other visitor attracting uses in heritage, events and accommodation terms.</p> <p>Our assessment of the market points to good potential for Oldway given footfall to and through the park and to other activities in the house, and business associated with the neighbouring school.</p>
<p>Weddings, celebrations, events and conference/meeting hire</p>	<p>Oldway has obvious potential in these markets due to its historical role as a place of wedding ceremonies and registrations, its superb and large spaces, general air of luxury and celebration in its architecture and history.</p> <p>To dedicate Oldway to this one use to the exclusion of others, however, would be to limit its potential and no one commercial partner has presented themselves who would wish to take on the whole building as an event centre.</p>	<p>It has become increasingly commonplace for weddings (both ceremony and celebrations) to take place in public buildings and heritage sites have been at the fore of this movement.</p> <p>Wedding bookers appreciate that these sites were not built, and are generally not operated, solely for weddings and though there are sometimes challenges of friction between uses, this is much less likely in a site such as Oldway where hires use is likely to be a significant priority and where there is considerable space.</p> <p>Heritage sites also now regularly do good business in a wide variety of other social celebrations and in meetings and small conferences - particularly in large and small group training, and find these activities compatible with other uses as part of portfolio developments.</p> <p>Consultations suggest that there remains considerable scope for</p>

		<p>wedding business given the limitations of the offer at Cockington Court, from which Torre Abbey provides one alternative but cannot cater for the numbers for which Oldway has potential. This is a growth market and we take the view that, built up over time, there should be no detrimental impact on the mainly smaller room businesses of local hotels and private venues.</p>
<p>Residential accommodation</p>	<p>Where the rescue of the heritage building alone is the priority (rather than public access and community benefit) schemes have from time to time been successful in developing complete reuse of heritage buildings for the provision of private housing. Generally, this has been limited to sites where accommodation could be in discrete buildings in historic grounds (e.g. Compton Verney) but in the work of Urban Splash and others, whole buildings (often former industrial in nature) have been converted for use as apartments.</p> <p>Oldway does not seem to us ideal for such purposes, having several large showcase spaces unsuitable for residential living and intact heritage interiors which will make conversion more complex. In all, the number of apartments that could be delivered is too limited to be likely to prove viable in a challenging market suffering over-supply of apartments in many areas. Urban Splash have previously been linked with Oldway and the failure of this approach to progress previously confirms our doubts that it could be resurrected now.</p> <p>Furthermore, residential accommodation in whole would certainly close off several of the key objectives of the exercise - strictly limiting any public access and preventing community use.</p>	<p>Industry experience is that residential accommodation combines very poorly with other more public or commercial uses. As with Compton Verney mentioned opposite, there are very regular tensions and on occasion recourse to solicitors over residents' objections to public events, noise, access issues, security and many other sources of friction.</p> <p>In addition, disposing of part of the Mansion for residential occupation would in most cases necessitate long leasehold, and effective surrender of control over let areas, which can frustrate long term plans as the business and public use of the site develops and new opportunities are identified.</p>

<p>Lettable space</p>	<p>A common commercial purpose for part or all of restored buildings is for let for a range of purposes. These purposes range from office uses and workshops and studios for creative, design and other similar, to fitness centres and self-storage.</p> <p>As a whole building use, this is most often seen in industrial buildings capable of cellular division to make a larger number of smaller lettable units with minimal shared space (so as to keep landlords' costs down).</p> <p>At Oldway, the Mansion is relatively unsuited to complete cellular conversion in this way, due to the large state rooms and public areas. Many other rooms other than at second floor are also highly decorated and this would limit the range of uses for which they would be suitable. So, for instance, conversion to a complete lettable creative industries/studios use would not be advised.</p> <p>In market terms, these large scale lettable conversions generally prove viable only in cities where demand for lettable space for particular purposes reaches a threshold level. Our research does not suggest that there is sufficient unmet demand for let space to viably support the conversion of the whole Mansion.</p> <p>One alternative that we have considered is the sale/transfer of the whole of the buildings to another public sector agency or other education or similar institution. No college, school, training or other institution has expressed interest in the site to our knowledge and, again, the building, does not really offer the flexibility and space types that modern education practice generally demands. Unless at some point, an institutional potential use emerges, this is unlikely to be a way forward.</p>	<p>Whilst dedication of the whole site to lettable uses is not likely to be a viable or suitable end use for the whole Mansion, the variety of spaces available, and the overall scale of the site does point to the potential for some element of letting.</p> <p>This might be for offices - either as part of a strategy in which the Council itself consolidates its office requirements and houses some suitable functions in the Mansion to save letting costs of space elsewhere in the Borough, or for third party occupiers as office and, potentially, workspace.</p> <p>The most likely spaces for let are in the west section of the Mansion, at first and second floors. In parts, these spaces are already converted to office use.</p> <p>Market appraisal of lettable space in heritage properties of this nature is somewhat challenging, and the occupancy rates and prevailing rents in ordinary property in the town will not be a clear guide. For certain tenants, most likely the Council, creative or social enterprises and community focused organisations, occupying distinctive public buildings such as this can be an attractive alternative to rack commercial renting and, provided the amount of let space offered is not too great, we would expect from our consultations, that there would be demand to take up some accommodation at reasonable rates per square foot and service charges.</p> <p>In terms of educational, learning and training uses, again there is potential for many uses of parts of the building, and in particular perhaps the Rotunda, as part of a portfolio of uses. This is discussed further later in this section of the report.</p>
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## 5.4 Toward a plan

At the conclusion of this exercise, we therefore advise that:

- In our view, given the complexity, condition and nature of the buildings, the Council is unlikely, in the current market, to secure partnership to bring the entire site back into use in one consolidated single commercially viable use.
- During our consultations, we have not identified any one public sector partner who has an interest in taking over the whole of the property. Whilst this might happen in the future, it seems to us unlikely, and in any case the urgent challenges of repair will remain.
- There is very good potential, from our market appraisal and consultations, for a whole range of both use of part of the building and uses that do not require full time dedication of space to one operator.
- These potential uses span primarily commercial/income generating activity as in the above table, but also a wide variety of community, cultural and educational uses that themselves have the potential to generate income and contribute to sustainability.

The constituent uses of sustainable long term plan for the site will be likely to include, therefore, community, cultural, learning, and trading activities, with five principal strands:

### Events and hires

A substantial events business, supported by Oldway's historic position as a popular wedding venue, but capitalising on the capacious and distinctive entertainment spaces on the first floor to host both ceremonies and the more lucrative celebration events associated with weddings in particular.

With the infrastructure in place to support this, a wide variety of other event, conference and training and meeting business will be viable and can be a major contributor to long term use and sustainability.

This use would logically focus a good deal of the time on the Mansion, but there is also significant potential for event hires for the Rotunda, for celebrations and more unusual events such as product launches, fashion shoots, etc.

As described in the last section, there is significant interest from larger partners such as South Devon College in using the site and developing projects to bring it to life, as well as evident enthusiasm for community use for a wide variety of civic, learning and other activities.

### Public admission and interpretation of the heritage

Public access to, and enjoyment of, the grounds and the significant spaces, architecture and stories of the Mansion will be key to meeting the Council's objectives, in terms of the access of local people to a site they see as a key part of their heritage, but also to drive income and economic benefit from the tourist economy.

The grounds will remain necessarily free to enter, and their continued popularity as a public park will be important to the success of the Mansion through café operations accessible from the park, and through continued community involvement and support.

Admission to the Mansion, however, can be charged and has the potential to generate significant income toward overall viability, even where opening times for public admission must be set with regard to days/sessions when spaces will be closed for hire.

This is a common issue with heritage sites and can be managed through care over the targets set for public admission in particular, and through a carefully structured and pre-planned management of the diary for use.

We do not advise the creation of a museum in the traditional sense of the word. There are relatively few artefacts connected to the original use and history of the house available and to seek to acquire a collection worthy of the spaces of the Mansion would be a very substantial and expensive undertaking. Museums also incur significant costs of the care of collections and in connection with their formal accreditation.

Rather, the visitor offer should rest on the grandeur and interest of the building itself, its spaces and the telling of its stories. In the heritage industry, this story-telling is achieved by an interpretation scheme, which can use a wide variety of techniques to bring the journey of visitors through the Mansion to life - through guided and self-guided tours (supported by audio or digital guides); the use of light, sound and projection; graphic and image display; selected objects and artefacts where they do exist; dressing of rooms to echo the lives of the Singers, or subsequent use as a hospital; personal interpretation by room stewards or performers as characters.

#### Arts and cultural uses

One of the striking things to come out of our consultations is the importance of cultural and creative activity in the Borough at present, and the existence and interest of a wide range of cultural organisations and initiatives in all disciplines.

Historically, this is a use that fits very well the original uses of the Mansion, and therefore its spaces. In the Paris Singer redevelopment of the site in the early twentieth century, a major theme was the Mansion as place of performance. In particular, the ballroom was clearly intended, and used, as a space for dance and music, but many of the other state rooms on this first floor, and indeed the hall and main stair, were designed and remain spaces for people to see and be seen. Bringing these spaces back into this use will suit both wedding and events business but also performances of a wide range of types.

Theatrical, music and dance events, but possibly also other artforms, offer the opportunity for a most distinctive aspect of a renewed Oldway. Working with the constituent organisations of the Culture Board, and potentially with organisations across the region (as discussed in section 3), will extend their work and benefit to the area and its economy, and in turn animate the site, attract audiences and generate income.

Although the Rotunda was not, originally, a performance space, it became one in the middle of the twentieth century when it was refitted as a studio, and it retains exciting potential for cultural activity, as well as for another distinctive event space. The Rotunda offers a distinctive potential performance space and may of our consultees could envisage cultural uses for the space.

Whereas the grand spaces of the Mansion are likely to host public performances as discrete, usually one-night, events; the Rotunda has the potential to be used for artistic production and rehearsal; student and college project use; music and digital recording and filming; for live events and potentially for 'found space' theatrical events running over longer periods.

#### Catering and other ancillary trading

Given the popularity of the park and the public and event uses of the house described above, there is clearly significant potential for café and catering uses as described in the table in 5.3, accessible to the public but also meeting the requirements of heritage visitors and participants and audience for events.

In addition to this café function, and bar facilities for evening events and for some hire events, there will be a requirement to develop facilities for incoming caterers to service events such as weddings. The servicing of these events is a completely different prospect to café catering and most venues at this scale do not provide catering themselves at this scale, but provide hirers with a list of approved caterers who use relatively simple facilities on site to serve pre-prepared food and drink, and who pay the venue commission on an event by event basis. This aspect of the potential future use has been explored by our catering and events consultant, Kendrick Hobbs and their report is attached at appendix 1.

#### Apartments and lettable space

Finally, the scale and range of spaces in the Mansion go beyond that which would be needed to accommodate the public functions in the above classes of use. At second floor level and in the west section of the Mansion there is a range of smaller spaces which could be put to a variety of uses.

As discussed in the table in section 5.3, we think that there is likely to be a market for a number of quality, self-catering apartments. These will be a distinctive offer both to event hirers (wedding couples and guests) and in the wider short stay tourism market. It would be possible to develop remaining space in the Mansion wholly for this use, but our current view, based on successful examples elsewhere, is that 6, and possibly 8 at maximum would be the practical limit on this use, both in terms of market and in terms of management of the building. Once the office, event support and storage space needs of a building operation of this scale are resolved, this leaves further space open to a range of uses, and we think that, with the above profile of the site, there would be potential to let a modest amount of space to creative, community and social enterprise tenants as office space.

#### 5.5 Combining and developing portfolio use

The challenge which we go on to address in the following section is how to combine these different end-uses effectively in the building and grounds and how to develop through phases both a repair and conversion project to enable space to return to use, and a governance model to operate as a sustainable long term proposition.

## Torbay Council

### Oldway Mansion - Options appraisal

#### 6. A plan for development

##### 6.1 Accommodating a portfolio of uses

The options for future use identified in section 5 present a picture of diverse but compatible uses across the site, but also beg questions about the organisation of use across the grounds and building and the sequence of potential development across time.

In the plans set out in the following pages we suggest both a pattern of use of space and a phased approach to renewal.

This phased approach is a response to both the immediacy of the threat from rot and water ingress in the Mansion, but also to the probable timescales for the assembly of funds from external sources which we anticipate will be required to realise a programme of works across the entire site.

We return to the issue of funding in section 8, but, in summary, the major funders have two stage processes for large grant approval which take significant time to negotiate, even if applications are successful at the first time of asking. In light of Heritage Lottery Fund's timetables in particular, it is not possible to foresee a start on site for major works with their involvement until 2022 at the earliest.

Should the Council determine to pursue a 'Managed' solution strategy as we set out in this report, with a view to bringing Oldway back into diverse and sustainable use, we do not believe that doing no works on site until 2022 will be a sustainable position in terms of condition or the need to start to meet community expectation and develop the future business model.

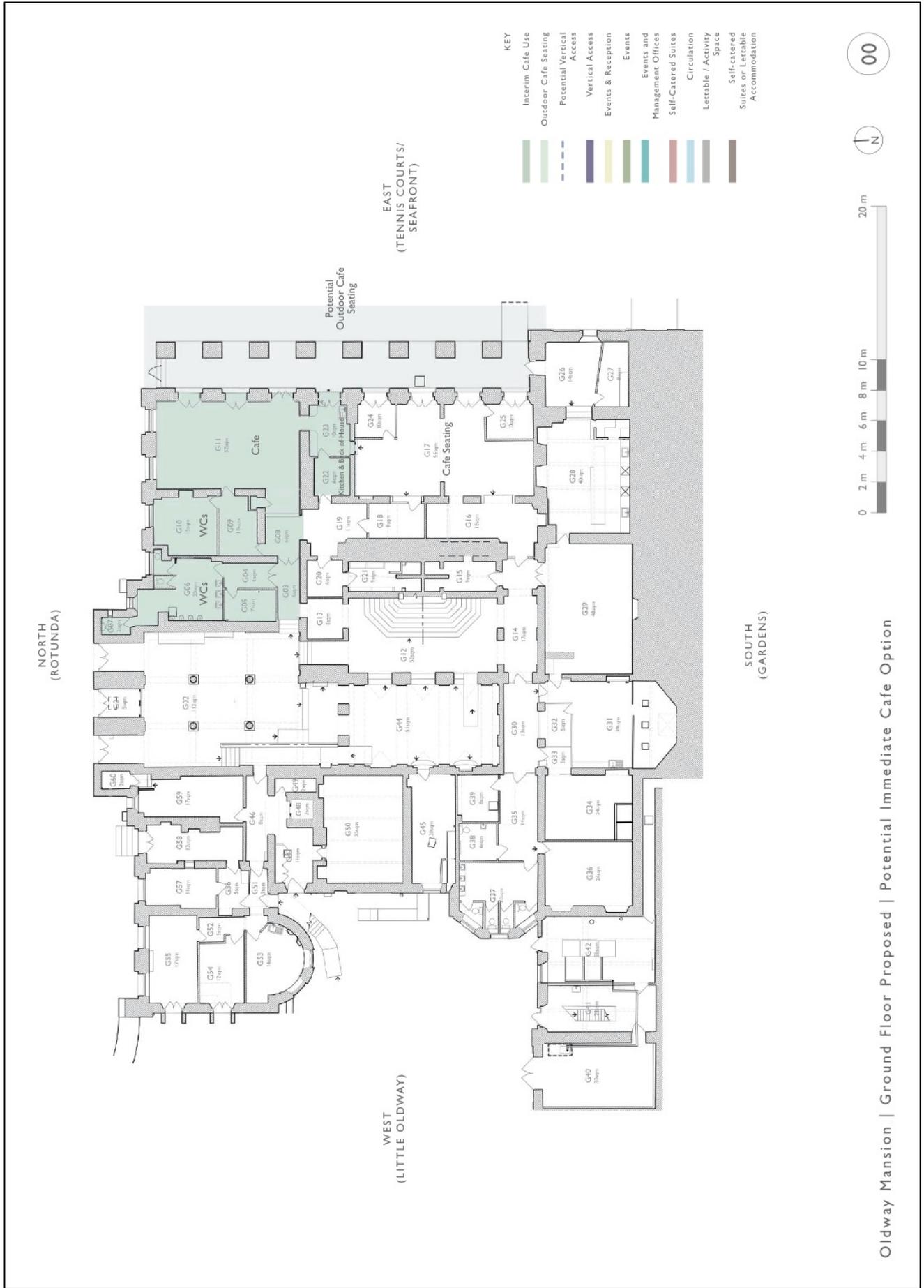
Accordingly, we have specified, costed and sought to understand the financial implications of a programme in four phases.

##### 6.1.1 Immediate potential action - Phase 00

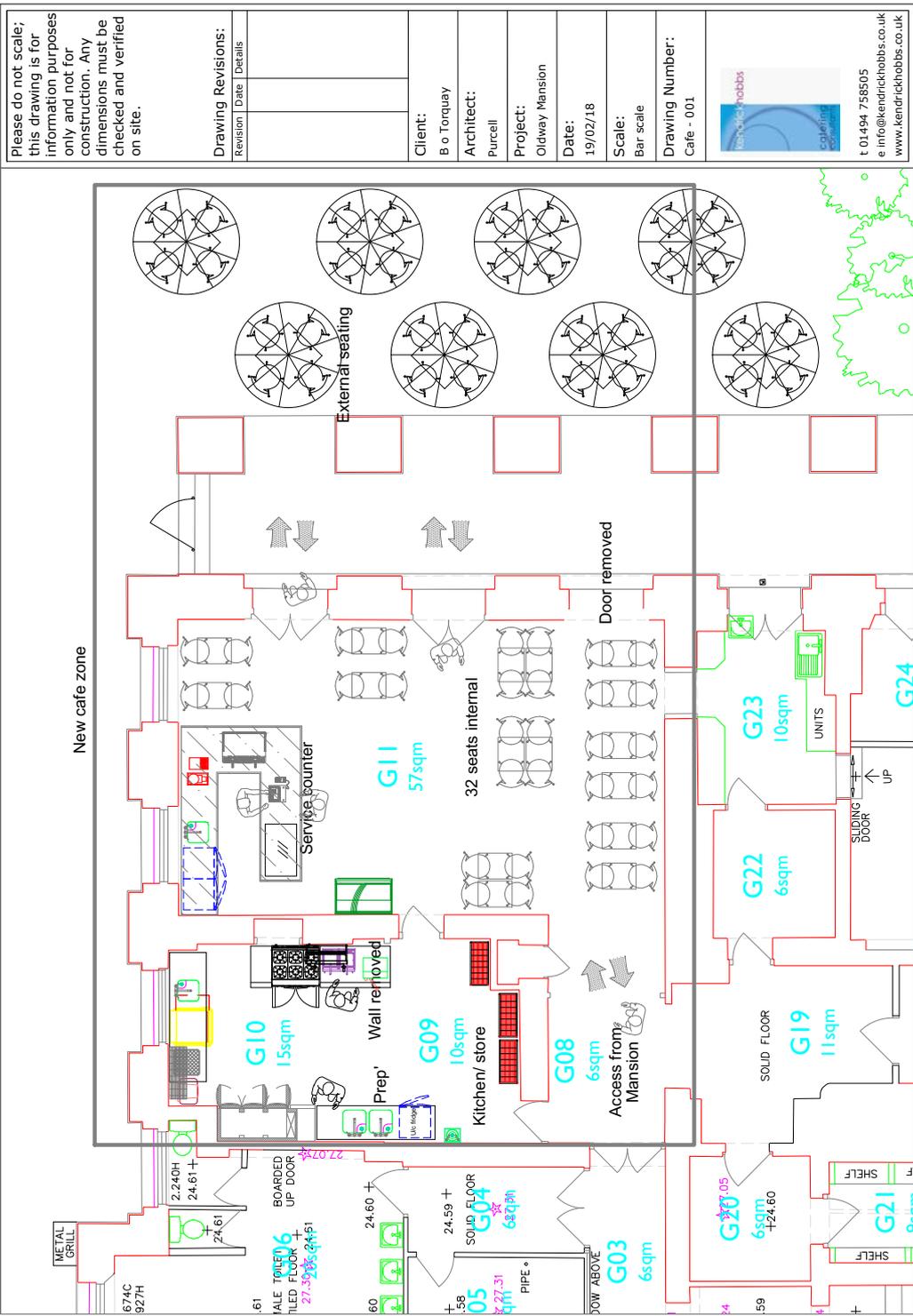
In the very short term, we think that there would be much to be gained from enabling some activity, however modest, and some access for the interested public to the Mansion.

The most likely basis for this will be to:

- Carry out a simple conversion of the northern end of the former benefits office at ground floor to serve as a pop up style café offer serving park users, parents dropping off/picking up children at Oldway Primary and visitors to the site generally. This would initially open off the park only, so as not to involve extensive works to the Mansion entrance sequence, but would require access to the existing WCs adjacent to the proposed café space. The following page shows the schematic use of space in this phase and following it is an indicative detailed layout prepared by our catering consultant to show how the space can be purposed readily to provide what



Oldway Mansion | Ground Floor Proposed | Potential Immediate Cafe Option



is needed. We suggest that this could be achieved quickly and would make a very tangible and welcome response to public desire to ‘see something happening’. Ideally the café would be let on short terms to a local social enterprise with similar experience and operations, but it could possibly be operated, or at least supported, by volunteers given the extensive willingness to volunteer that was evident that the AGM/Public Meeting of the Friends of Oldway earlier this year.

- We see no reason why, with a café in use as above, there could not be periodic guided tours to the main staircase and principal rooms on the north and east façade at first floor at least, so as to satisfy public interest in gaining access to the Mansion.

### 6.1.2 Urgent repair

As identified in section 2 and during the study, there are significant and immediate repair challenges in respect of the Mansion which, if not addressed immediately, will lead to further deterioration, likely loss of internal detail and significantly rising costs over time as rot and general deterioration take hold and accelerate.

Purcell have made recommendations to the Council for short term measures to arrest decline so far as is possible without works and their letter of advice is appended to this report as appendix 2. They have now gone on to prepare a repair specification that:

- Encompasses the minimum level of immediate and urgent intervention to prevent further deterioration.
- Includes such works (for instance to the roof) that make best use of the costs of preliminaries, access and scaffolding needed in the stage and minimise the cost of repeating major scaffolding in later phases.

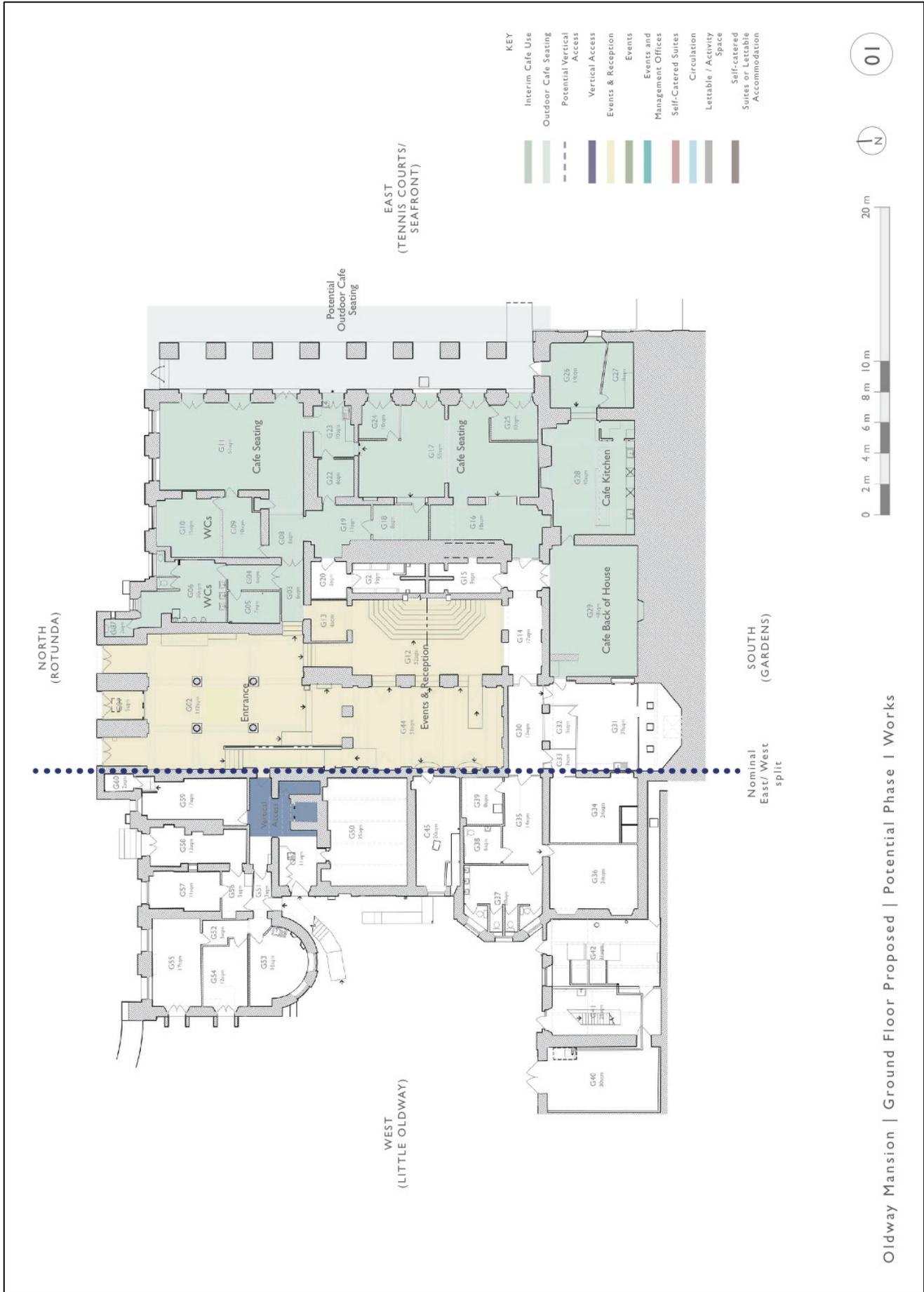
This specification is set out in appendix 3.

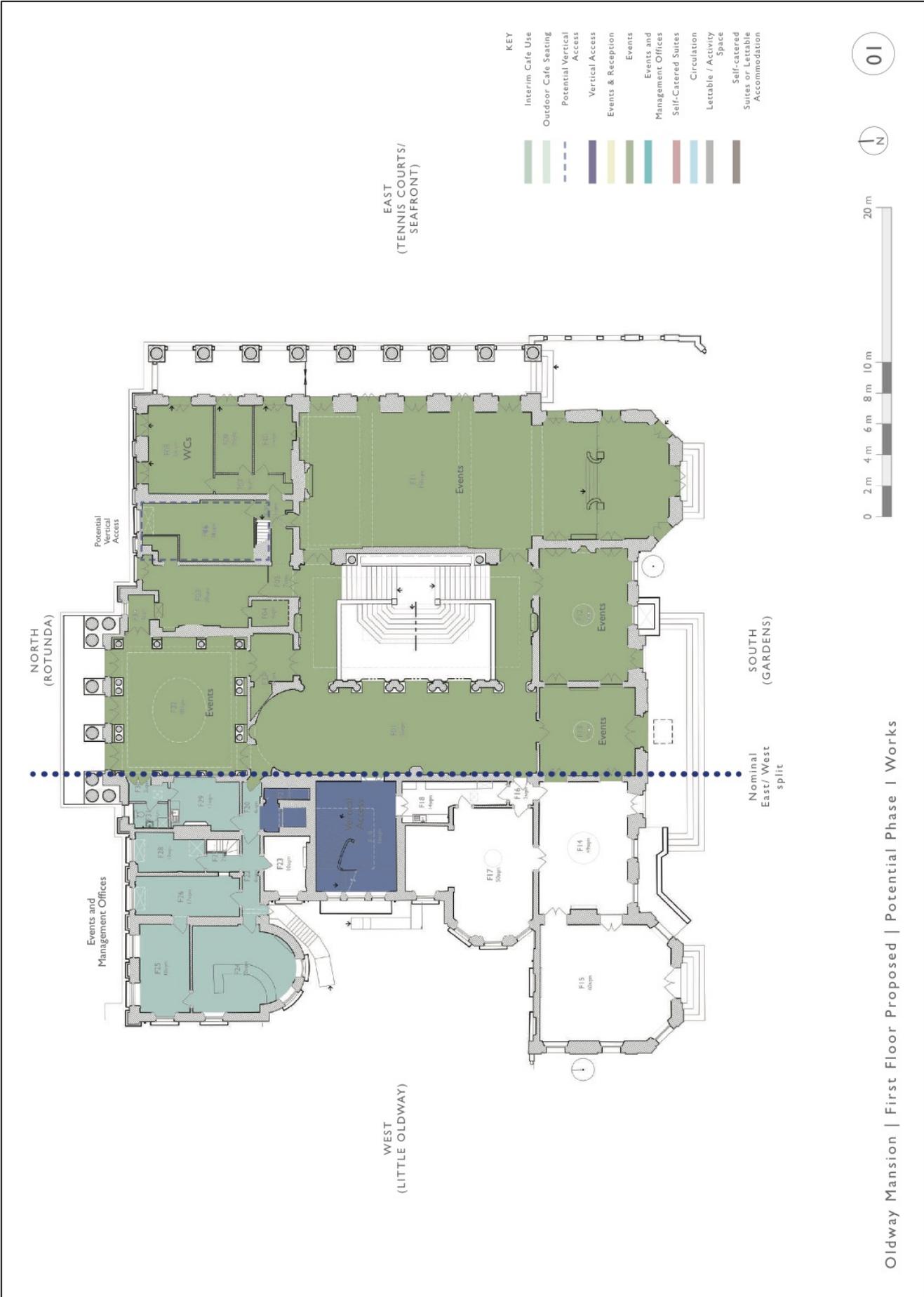
### 6.1.3 Phase 1 - achieving use

In addition to the repair specification, relatively limited works to improve decorative finishes and carry out minor additional repairs has the potential, if carried out alongside the urgent repair programme, to bring the ground floor entrance, hall, main stair, landing, ballroom, mayor’s parlour and the two impressive rooms on the south façade nearest the ballroom, back into fuller access and use for some events - both hired and staged. Offices on the first floor north that are already in suitable form and reasonable condition would be made available as site operations offices. This Phase 1, as shown on pages 41 and 42, therefore has the potential to unlock access use and value at a modest additional cost to the urgent repair programme.

Taken together, the urgent repair works and these modest additional works would not fully conserve and repair Oldway, as we have sought to control costs and restrict works to those which are really urgent, so that the main bulk or costs for repair can be subject of applications for external funds, to HLF and others.

It will be key to getting control of the condition of the site, and minimising escalating costs of deterioration, to move forward with this stage soonest. However, this does not prevent parallel work to define, develop and apply for the major, externally funded stages that will necessarily follow later.





#### 6.1.4 Phase 2 - main restoration and reuse

The next stage of development, shown in the plans on pages 44 to 46, constitutes the main repair and return to use of the Mansion, together with restoration works to the Rotunda, to other buildings and structures in the grounds and to the restoration and care of the landscape.

As the plans show, this programme of work would complete much, or all, of the remaining works to the Mansion and would be the subject of major external grant applications. In summary, the stage would:

- Complete renovations in the hall and stair, and generally complete the main series of further repairs reserved from the urgent repairs in Phase 1.
- Extend café uses potentially to the entire park facing west façade, taking in once again the previous café spaces to the south end of this run of rooms, including within this zone make up/plating/reheat and clearing space for incoming caterers serving to the state rooms above.
- Repurpose the west side ground floor rooms to be the operating base for the management and operation of the site, including offices (moved from their temporary location above), storage, technical and ‘back of house’ spaces to support both hired/celebration and arts events.
- At first floor, free the offices at the north west corner for letting and complete the repair and redecoration of the further state rooms at the south west corner to extend the events offer.
- At second floor, repair, refurbish and convert spaces around the stair core and particularly the excellent spaces to the east façade, as six self-catered apartments.
- Restore and purpose the Rotunda as a flexible and atmospheric ‘found’ space for hires, events, performances and rehearsals.
- Complete a programme of landscape restoration to reflect the historic significance and value of the gardens and to manage parking and access.

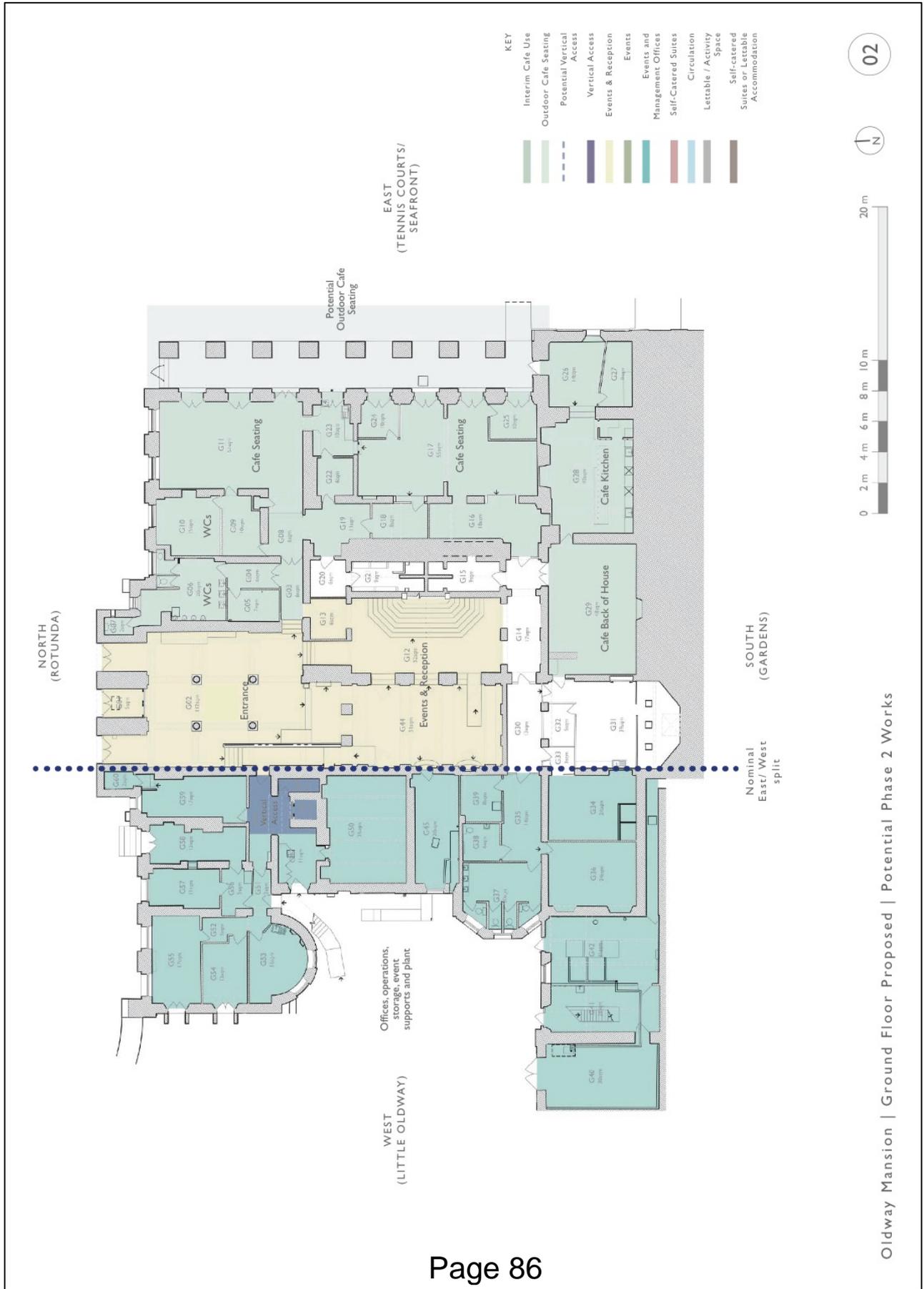
The drawings for this phase also show an option which we have explored for introducing new and additional vertical circulation on the east side of the dotted north/south dividing line, in the north west corner. The current vertical access is limited and dated and, whilst it will serve through Phase 1, it may be that in time plans must be made to update and replace it. In such a situation there would be merit in achieving larger and better vertical circulation, and separate provision on the east and west sides of the dividing line.

This would in turn enable separate security zones in the east and west sides, so as to better and more fluently deal with 24-hour access requirements on the west side and at second floor, when the main state rooms of the Mansion below on the east side could be closed. This is however, an option and could be further considered in light of emerging costs and funding options.

#### 6.1.5 Phase 3 works

The final drawing, on page 47, shows the final optional redevelopment of the remaining spaces at second floor, on the west of the north/south divide, to provide either further self-catered apartments and/or additional lettable space in combinations.

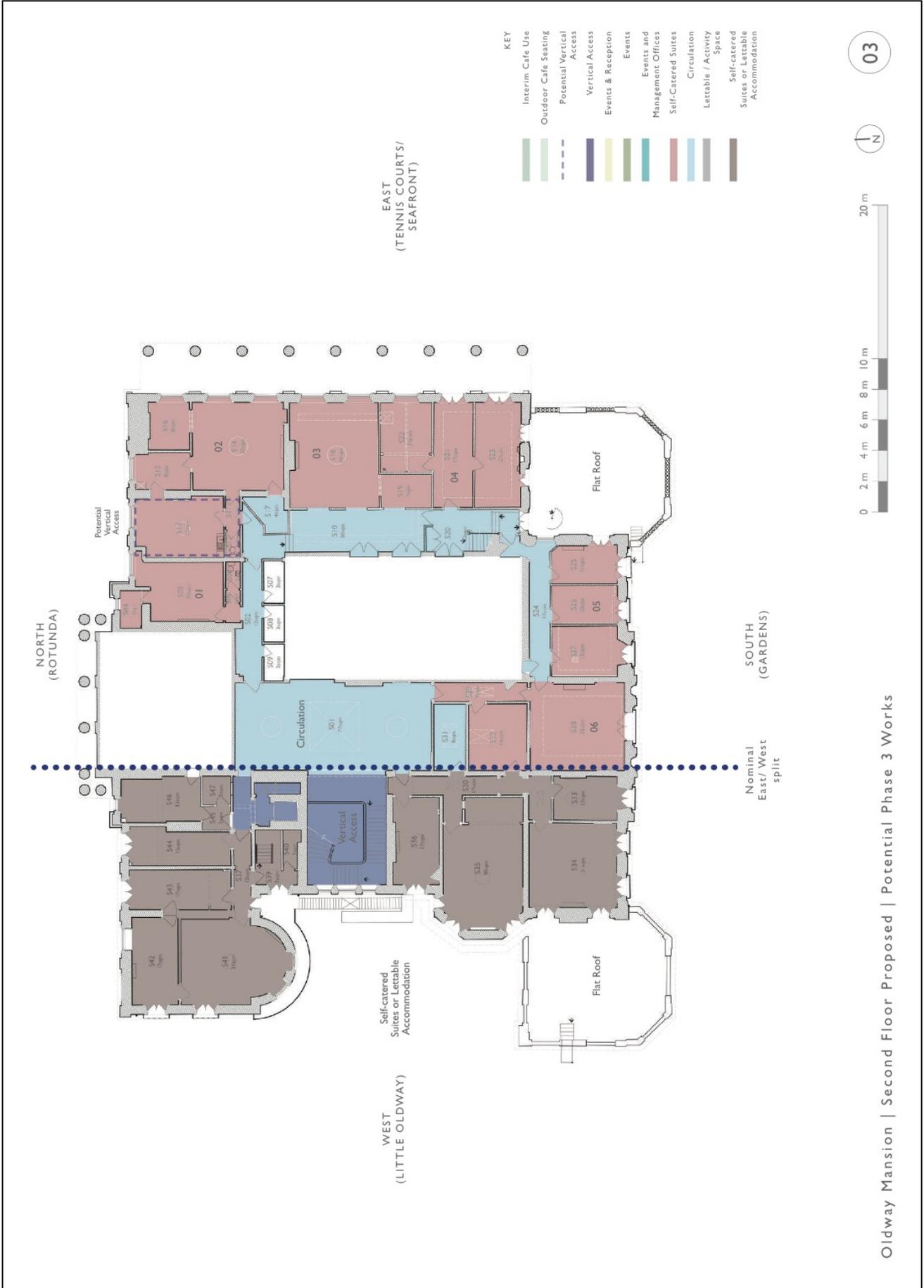
These works could be combined with Phase 2, if there is sufficient external grant available, or they could be delayed and realised as a separate works package. As the main works and repairs are in either the Urgent Repairs in Phase 1, or in the main Phase 2 works, this Phase 3 would be limited to conversion and fit out costs.



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## 6.2 The Rotunda and associated buildings

These plans of use and phasing diagrams limit themselves to the Mansion, as this is the most complex and challenging element of any potential scheme.

The Rotunda is, for us, a most exciting space with a wide variety of potential uses, all compatible with a full repair and renovation of the historic structure. Unfortunately, none of the uses our consultations suggested involve restoring to use the swimming pool, and we fear, therefore, that the floor over it will need to be renovated and possibly recovered, preserving the bath below for posterity, but not for public access.

A full specification for the repair of the Rotunda will need to be developed in due course, but our recommendations would be that:

- A light touch is applied to the Rotunda itself so that elements of its various stages of life are retained rather than purged (including for instance the studio sound-proofing). This approach to it as a 'found space' preserving traces of its variety of uses seems to us best suited, creating an atmospheric and distinctive space.
- In use as a performance, rehearsal and production studio, and with hired events including weddings, parties and the full range of small meetings and presentations, the space will require ancillary and backstage space at ground floor in the stabling spaces and in the adjacent and currently unsafe accommodation.
- The north apse offers some possibility to create an informal arrangement as a stage house for performances and to provide some wing and storage space to service events.
- We would probably recommend the reintroduction of the balcony around the space as originally - many consultees said to us on site that this would add character and utility to the space. Spaces off the balcony at first floor could be let to cultural/creative or other organisations as office and working accommodation.

At this stage, allowance has been made for the potential costs of restoration within the main works under Phase 2.

## 6.3 Landscape, access and car parking

### 6.3.1 General approach

The grounds of Oldway Mansion should be one of the country's great gardens, and despite the challenges to their condition discussed in section 2, this status could be achieved at relatively modest cost and with a managed programme of works over time.

With a well-considered programme of restoration and improvement which respects the heritage, is inspired by the original design rationale, and takes advantage of the elevated aspect and mild climate, the gardens could become a visitor attraction in their own right as well as complementing the building restoration and providing a useful community facility. Any restoration and improvement works should be accompanied with the introduction of a broad and wide ranging programme of activities and events.

Revitalisation of the gardens is also an opportunity for the further introduction of community involvement, building on current interest and on the potential for community reuse of the Mansion and focusing on training and use of the gardens as an educational resource.

As with the Mansion, interpretation should be incorporated into the designs as a means of reinforcing the distinct and unique character of the gardens and helping visitors to understand the story of the gardens and the people associated with them.

Restoration and improvement works would improve accessibility and be designed to create a facility which is inclusive and relevant to the local community. Local planning strategies, such as those regarding biodiversity, green infrastructure and health and wellbeing can be advanced by sensitive landscape schemes for public gardens of this kind and we would expect there to be both widespread interest in their renewal and potentially additional and separate sources of funding accordingly.

The cost plans for the scheme make allowance for both works to structures and statuary in the gardens and to planting and design within the main works under Phase 2.

#### 6.3.2 Car parking and the contribution to the business model

A specific area of both need and opportunity in the grounds lies in the current unsatisfactory car parking arrangements.

The car park is degraded and unattractive and prejudices the setting of both the Mansion and the gardens generally. Access roads to the car park are similarly in need of improvement.

Car parking on the site is currently over-intensive and reflects parking by both park users but also a general public taking advantage of the fact this provides some of the relatively small amount of free, unlimited, parking in the centre of the town.

To control intensity of parking and provide an income stream to support the long term maintenance of the gardens, the car park should be improved and landscaped and transitioned to a pay-and-display model. Branded correctly as a means of generating dedicated money for the upkeep and development of parks, pay-and-display parking has been introduced at many British heritage and park sites in recent years with relatively little resistance from users.

Allowance is made in the cost estimates for the scheme for these works within the main works under Phase 2.

#### 6.3.3 Enabling development

As the discussion of the significance of the gardens in section 2 makes clear, the gardens are of great importance and this strengthens the potential business model of the site in a range of ways:

- Attracting heritage and environmental funding to direct to the restoration of the gardens/landscape and its structures.

- Supporting and strengthening the case for heritage and other funding for the works to the Mansion and Rotunda, within the setting of the gardens.
- Generating a great deal of community engagement and support for the renewal of Oldway generally.
- Potentially contributing significantly to the attraction of visitors to the site who, whilst the gardens remain free, will generate incomes from admissions to the Mansion and from catering and other trading.
- Potentially contributing significantly to hires and major events incomes on the site through festival activities, fairs, events, outdoor screenings and possibly through hire of marquee based events on a carefully controlled basis.

This added value from the gardens emphasises the importance of respecting the remaining extent and pattern of the land. The significance and character area plan in section 2 shows how the remaining site all has historical value and something interesting to contribute to the future telling of the stories of the site.

However, the Council will also be faced with pressure to secure the finances needed to finance repair and restoration. In this context, limited further enabling development may be considered, particularly to the North Eastern periphery of the site, behind and potentially including parts of, the stable and ancillary buildings in the Rotunda range that have suffered potentially irreversible decline already. This focused enabling development would require a developed plan for the potential development and further research into the planning context and status of previous permissions.

In considering any further enabling development, the Council will need to guard against the possibility that sale of part of the site may antagonise heritage stakeholders from whom significant support and funding will be sought, and so the merits and risks of such a move will need to be carefully considered.

#### 6.3.4 Schedule of potential landscape/garden works

As with the building specifications, our intention at this stage has not been to present a design scheme in detail, but the following is a guide to the approach we would recommend to the gardens through the period of renewal and principally in the Phase 2 works stage of the outline scheme:

<b>1. Carpark</b>	<ul style="list-style-type: none"> <li>• Reduce amount of parking and introduce terraces, lawns, planting and footpaths to create a more sympathetic setting to the northern façade and arch.</li> <li>• Improve surfacing of remaining car parking.</li> <li>• Control parking intensity and generate garden care funds through pay and display regime.</li> </ul>
<b>2. Main approach road</b>	<ul style="list-style-type: none"> <li>• Control parking on the approach road.</li> <li>• Widen footpaths or create a shared surface to create a fitting approach to the Mansion.</li> <li>• Improve surfacing.</li> <li>• Introduce more tree and shrub planting.</li> </ul>
<b>3. House and terraces.</b>	<ul style="list-style-type: none"> <li>• Repave terraces with stone paving flags.</li> <li>• Clean and repair statuary and other features.</li> <li>• Clean and repair stone to eastern terrace.</li> </ul>

4. Main lawn	<ul style="list-style-type: none"> <li>• Clean, repair and conserve terrace wall to east including replacing missing balusters with matching stone items.</li> <li>• Introduce central, axial, stone paved path.</li> <li>• Surface existing footpaths with resin bound gravel over tarmac.</li> <li>• Restore lawn.</li> <li>• Replace seating</li> </ul>
5. East Terrace and parterre	<ul style="list-style-type: none"> <li>• Surface existing footpaths with resin bound gravel over tarmac.</li> <li>• Restore urns.</li> <li>• Replace seating.</li> <li>• Clean, repair and conserve retaining wall to east.</li> <li>• Restore box hedging and planting.</li> <li>• Introduce large scale topiary, lawn and planting at northern end to restore symmetry.</li> </ul>
6. South terrace	<ul style="list-style-type: none"> <li>• Surface existing footpaths with reinforced gravel.</li> <li>• Improve drainage.</li> <li>• Clean and repair retaining wall to south.</li> <li>• Replace handrail</li> </ul>
7. South Lawn	<ul style="list-style-type: none"> <li>• Clean, repair and conserve terrace wall to northern edge.</li> <li>• Surface existing footpaths with reinforced gravel.</li> <li>• Improve drainage.</li> <li>• Introduce more planting.</li> </ul>
8. Orangery Gardens	<ul style="list-style-type: none"> <li>• Resurface footpaths with self binding gravel.</li> <li>• Conservation work to retaining walls and rockery</li> <li>• Introduce a shelter to the northern end built against the wall.</li> <li>• Manage existing planting.</li> <li>• Introduce more planting.</li> </ul>
9. Water Gardens and Grotto	<ul style="list-style-type: none"> <li>• Resurface footpaths with self binding gravel.</li> <li>• Restore the Grotto.</li> <li>• Repair and improve the streams and pools.</li> <li>• Repair stone and cobble footpaths.</li> <li>• Repair and conserve the rockery.</li> <li>• Introduce more planting.</li> </ul>
10. Woodlands	<ul style="list-style-type: none"> <li>• Carry out tree and woodland management.</li> <li>• Introduce more woodland planting.</li> </ul>
11. Tennis Courts	<ul style="list-style-type: none"> <li>• Relocate tennis courts to southern end of this area.</li> <li>• Existing tennis courts - remove tarmac and introduce formal lawns and formal gardens.</li> </ul>
12. East lawn	<ul style="list-style-type: none"> <li>• Allow for drainage improvements.</li> </ul>
13. Care Home Site	<ul style="list-style-type: none"> <li>• No works.</li> </ul>
14. Bowling Greens	<ul style="list-style-type: none"> <li>• No works.</li> </ul>
15. Rotunda Grounds	<ul style="list-style-type: none"> <li>• Tree and woodland management.</li> <li>• Remove fenced dog walking area.</li> <li>• Introduce tree (orchard?) planting.</li> </ul>
16. Depot	<ul style="list-style-type: none"> <li>• Allow for improvements.</li> </ul>
17. Little Oldway landscape	<ul style="list-style-type: none"> <li>• Resurface footpaths with self binding gravel.</li> <li>• Tree and woodland management.</li> </ul>

#### 6.4 Costs of works and phases

As discussed earlier in the report, all the repair, improvement and landscape proposals outlined in this report are subject to a great deal of further investigation and development, including surveys to understand better the current condition and the more detailed development of design and works schemes for all aspects of the potential project.

Nonetheless, to enable the Council to consider the challenges and opportunities of a 'Managed' solution, we have commissioned Mace to produce cost estimates for all works discussed in this report. These cost estimates are contained in two separate estimate documents:

- For the Urgent Repair/Phase 1 stage of works to the Mansion
- For the Phase 2 and 3 phases of works to the Mansion, Rotunda and landscape.

These are attached in appendices 3 and 4.

In summary, the overall cost implication can be presented as follows:

Torbay Council		
Oldway Mansion		Conservation and renewal
Consolidated analysis fo potential works and project costs		
Phase	Scope	Estimated gross cost £
Phase 00	Pop up café operation	60,000
Stage subtotal		60,000
Urgent repair Phase 1	Priority repair package Additional works to achieve temporary uses	1,871,000 96,000
Stage subtotal		1,967,000
Phase 2	Principal repair and renewal works (Mansion and landscape) Repair and return to use of Rotunda Activities and client costs associated with funding	9,808,000 1,640,000 500,000
Stage subtotal		11,948,000
Phase 3	Additional income generating space at 2nd floor	985,500
Stage subtotal		985,500
Total		14,960,500
All costs include professional fees, contingency and inflation to projected works date All costs exclude VAT - see QS cost estimates for full list of inclusions and exclusions		

Overall, therefore, the full repair, renewal and return to use of the site is likely to be a substantial undertaking, estimated here at c£15m. However, in the following section we go on to consider a lengthy timetable constructed, in part, around a strategy that seeks to maximise the extent to which these costs can be met through external funding, fundraising and investment.

## Torbay Council

### Oldway Mansion - Options appraisal

#### 7. Realisation and sustainability

##### 7.1 The funding context and implications for programme

At the end of section 6, we identified a potential cost of c£15m across four potential phases of work - from immediate potential to open a pop-up café to final completion of the reuse of the second floor.

This phasing has been driven, in part, by our analysis of the funding situation, the imperative to secure the highest proportion of costs from external funding and the probable effects on the programme for project of the resulting funding campaign.

Funding for heritage projects in the UK has had something of a golden period over the last twenty years, as lottery funds routed through Heritage Lottery Fund (HLF) have funded many thousands of project across the UK. As recently as 2017/18, HLF alone invested something in the order of £300m in grants to fund the repair and reuse of heritage buildings and landscapes.

Where, as with Oldway Mansion, there is a very significant conservation deficit of repair cost over resulting commercial value, this public, or quasi-public, investment has been key to making schemes work where no commercial solution was ever going to be viable.

As we discussed in section 5, and highlighted by the repair costs identified at the end of section 6, we think it highly unlikely that the Council could secure the future of Oldway by a simple sale or commercial deal at this point in the decline of the condition of the site.

The priority is likely to be, therefore, to identify a strategy which proposes end uses capable of commanding public, lottery and philanthropic funds, and maximises the chances and extent of securing those funds so as to minimise a repair cost burden on the Council.

In this respect, there are some significant starting advantages to the Oldway project:

- Both buildings and landscape are of heritage significance as discussed in section 2 and have great stories to tell.
- The extensive and enthusiastic public concern for, and willingness to engage in, securing a future for Oldway will be a major selling point to funders and a basis for potentially successful fundraising.
- The condition of both buildings and gardens is sufficiently challenging to support campaigns to secure funding, but the worst decline has not yet happened, so there is a window in which the cost per square metre of the potential project is by no means as high as on other projects.
- Whilst the large overall areas of building and landscape mean that costs are nonetheless high, this also means that there is significant opportunity for future uses to generate income to support a sustainable long term use.

- As we identified in section 5, there is a portfolio of uses for the buildings, and continued use of the landscape, that will strongly support campaigns for funding and fundraising.

However, the Council faces a dilemma in timing and urgency.

After several years of unprecedented funding, HLF has now moved into a phase where falling lottery receipts and other factors have compelled it to take stock. Through 2018, whilst it consults on and plans a new funding framework, HLF has reduced and will imminently suspend, its main schemes.

We do not know yet what the new funding framework from 2019 will look like, but we do know that applications are unlikely to be accepted until the spring of 2019.

There is no reason at this stage to suppose that properties such as Oldway are likely to be disadvantaged in the new scheme, but indications suggest that:

- Schemes will be increasingly competitive as smaller overall funds remain heavily over-bid.
- The top end grants in the order of £10m which have been a feature of annual rounds in recent years may well be reduced.
- HLF is likely to look for greater commitment by funding partners, and this may well include looking to local authorities proposing schemes to contribute greater proportions.
- There will be fewer new-build heritage experiences and museums and a greater focus on significant heritage buildings and landscapes at risk - an advantage for Oldway.
- Community support, volunteering and the generation through scheme end uses of community and social benefit will be, if anything, even more important than has already been the case - again a strength in the Oldway case as long as a portfolio of uses can be identified which are widely supported and directly address community aspirations and needs.

For the moment, from our discussions with HLF and our conservation of the first consultation exercises in respect of the new funding frameworks, we would propose that Oldway - buildings and landscapes - should be in strong position to apply for significant funds under the new programmes from 2019, but this will necessarily need to be kept under review as the year progresses and funding details become clearer.

At the same time, Oldway has other potential fundraising strengths given suitable end-uses:

- The Singer heritage is an asset and the excellent work that the Friends of Oldway, and particularly Paul Hawthorne, have done in fostering the relationship, may have direct and indirect benefits and open channels to international as well as national philanthropic giving.
- The energy and enthusiasm shown the local community for a sustainable, sympathetic and public reuse for Oldway has been quite striking in our consultations. We anticipate that with the right scheme, these communities will be willing to mount their own campaign to raise and secure funds for the project. The importance of this cannot be overestimated in these projects - as a source of cash, but also as an influence on other funders.

- There is significant evidence from the last rounds of growth fund and other regeneration funding that both central Government and LEPs are warming up to cultural projects as effective ways of investing to generate tangible economic benefits in challenged communities with good rates of project realisation. DCA heritage and cultural projects alone have secured some £15m in the last twelve months with a further three projects in the pipeline and likely to be funded in the year to come. The characteristics of Paignton - representative of the challenges facing British seaside town generally - encourage confidence that funding can be secured from the LEP successor to Growth Fund, Coastal Communities Fund and other regeneration funds.
- The project has a strong potential skills and training profile and the enthusiasm of South Devon College for partnership can be the basis of leverage of funds targeted at these public policy priorities.

## 7.2 Toward a project plan

The challenge here is one of money, but also significantly one of timing.

An application to HLF seems likely and, because of the very specific process involved, is likely to set the timetable for realisation of any part of the project which is included in the HLF funded element of the works.

An application in spring/summer 2019 to HLF's new programmes would entail a programme something like this:

- Round 1 Application - June 2019
- Round 1 approval - October 2019
- Round 2 application - April 2021
- Round 2 approval - July 2021
- Final design (RIBA 4) complete and works tendered - April 2022
- Start on site - Summer 2022.

In other circumstances this might be acceptable, but the condition of the Mansion, in particular as set out in the earlier sections of the report, is such that we do not think that the Council could avoid significant works until 2022 without very significant risk of substantial deterioration and loss. This would both increase costs significantly and decrease the likelihood of subsequently securing a grant.

The informal reaction of the heritage stakeholders to the potential Oldway project has been to seek to place responsibility for the current state and deterioration of the Mansion in particular, on the Council, as a result of its withdrawal from use of the building, the time lost to the abortive hotel project, and possibly to subsequent deficiencies in maintenance.

The combination of these factors leads us to the view that urgent repairs must be undertaken before the commencement of a major HLF project and that the package identified in sections 5 and 6 and costed at c£1.9m would both secure the building from further deterioration and make a strong case to HLF and other funders for their majority investment in a subsequent and larger package of works.

This would then lead to a project timeline over a longer period of years, but enable the proper development of each scheme stage and the build-up of use, business and income over a sensible time frame:

Oldway Mansion - potential project strategy/timeline													
	Year 2019/20	Year 2020/21	Year 2021/22	Year 2022/23	Year 2023/24	Year 2024/25	Year 2025/26	Year 2026/27	Year 2027/28	Year 2028/29	Year 2029/30	Year 2030/31	Year 2031/32
<b>Facilities in use</b>	café open	Phase 1 open	Phase 1 open	Phase 1 open with some limitation		Phase 2 open	Phase 2 open	Phase 2 open	Phase 2 open	Phase 2 open	Phase 2 open	Fully open	Fully open
<b>Funding processes</b>	HLF R1 application	HLF R2 application	HLF approval	HLF yr 2	HLF yr 3	HLF yr 4	HLF yr 5	Phase 3 funding	Phase 3 funding	Phase 3 approval			
<b>Works</b>	repair works	scheme devt.	works tenders	Phase 2 on site	Phase 2 on site	Complete	Phase 3 planning			Phase 3 on site	Phase 3 on site	Complete	

This would remain a challenging timetable, as the urgent repair works would go to site no later than 2019, and the development and submissions process for the larger phase 2 would commence in parallel, with HLF Round 1 application in 2019 as set out in the indicative HLF timetable on the previous page.

It does, though, offer a phased and strategic approach to redevelopment and mitigates the risk that no start will be made to reuse and repair, with a vicious circle of deterioration and ever more challenging funding conditions precipitating an unmanageable crisis.

### 7.3 Overall potential partnership funding and financial realisation

At this stage, it is difficult to be completely precise about the degree and source of external funding for each phase of work but, from experience of other similar projects and in line with the outcomes the Oldway project offers, we suggest that the following funding pattern should be achievable:

Phase	Scope	Potential funding mix		Notes
Phase 0	Café fit out	Torbay Council	£60,000	Caterer to coffee machines, furniture, provide loose equipment, etc.
Phase 1	Urgent repair and access	Torbay Council	£1.5m	Although the Council is likely to have to make the primary investment at this stage, it should be possible to secure some support both from grant giving agencies, trusts and foundations and from the first steps in a community and local campaign.
		Repair Funds	£0.2m	
		Fundraising	£0.2m	
		<b>Total</b>	<b>£1.9m</b>	
Phase 2	Main repair works and return to use	HLF	£5.0m	This campaign structure is common to major heritage campaigns in recent years, but will need to be confirmed in light of new HLF schemes which should be known in later 2018.
		Regen/culture funds	£2.5m	
		Torbay Council	£1.5m	
		Trusts and Foundations	£1.5m	
		High net wealth	£0.5m	
		Community Fundraising	£0.15m	
		Operator investments	£0.25m	
		Activity/revenue grant	£0.5m	
		<b>Total</b>	<b>£11.9m</b>	
Phase 3	Additional lettable units	Social enterprise funds/borrowing	£1m	This final investment could be deferred or made on repayable loan finance/prudential borrowing.
		<b>Total</b>	<b>£1m</b>	

This campaign structure illustrates how a phased and structured campaign with a mix of targets in both the public funding and private wealth sectors can spread the burden of financing provided that the campaign is popularly supported, underpinned by a committed local authority and enjoys some of the benefits that Oldway Mansion presents in terms of family history and significance.

It does, however, emphasise the challenges to Torbay Council (and its citizens) of:

- Prioritising Oldway over other potential heritage and cultural projects over the next five to ten years, once the prospective Torre Abbey application to HLF is determined.
- Taking a leadership role in expressing the vision for, and importance of, a restored Oldway, in particular in fostering support from regional economic and cultural partners and national heritage and social enterprise agencies.
- Committing to a potentially long programme of support and facilitation for the project - up to ten to twelve years.
- Resolving to support the first stages of urgent and essential repair, swiftly and potentially fully if other funds cannot immediately be secured, to prevent further damage, loss and escalation of costs.
- Developing a strategy from enabling development, reserves, disposals, S106/CIL, prudential borrowing and other capital funds that enables the Council to match major stages of work to lever in the major strategic commitments by others.

Councils involved in similar substantial heritage regeneration schemes have made significant investments as described above, partly in recognition of obligation and responsibility for these important heritage assets, but primarily as a means of bringing about desired social, cultural and economic outcomes - from jobs to skills, quality of life improvement and contributions to the perception of towns and areas as ambitious, succeeding and desirable destinations for the visitor economy and for inward investment.

Through the careful construction of a project with the right content, development structure and governance, Councils can potentially see their own investment as excellent value, leveraging in majority funding from out-of-borough (on the suggested funding pattern above Torbay Council would be funding something in the order of 20%-25% of the cost of the scheme) and acquitting potentially onerous repair obligations for listed and protected buildings at a reduced cost to the Council.

#### 7.4 Governance

Whilst there are primary responsibilities on Torbay Council to lead and enable the project throughout its duration, and particularly in the early stages, it will require broad community and partnership subscription to the vision for Oldway, and a project delivery and management structure that carries out and coordinates the considerable work of project development and organisation of new uses on the site.

For reasons of capacity, expertise, community subscription and financing, this is often carried out in these projects through third party not for profit governance vehicles:

- Not for profit management enables and demands community involvement and energy in realising these projects, and introduces elements of

community influence or accountability over projects. Community subscription in this way is key to making the case for funding from most public and charitable sources and to developing successful local fundraising campaigns.

- Not for profits are the best structure for the mobilisation of volunteer effort in the realisation of these projects - and volunteer time is key to both economic operation of heritage sites and to the case for, in particular, HLF funds.
- Charitable registration of elements of the fundraising campaign (often through a development trust) and, separately, of the operating vehicle for the project as it comes into use, are fiscally effective - enabling the recovery of Gift Aid on donation and potentially on future admissions and broadening the range of approaches available to manage liability to taxation. Some donors will only contribute where there is a not for profit vehicle involved.
- With the rise of social enterprises expert in regeneration, culture and heritage projects; for instance that of RIO, the developers and operators of Devonshire Guildhall for Plymouth City Council described in section 4, these structures now offer access to capacity and expertise that local authorities struggle to provide as staff and resources are reduced.
- As with RIO locally, and a wide range of both social enterprise developers and building preservation trusts around the country, these not for profit vehicles can make their mark at national and international level in a way that is, perhaps, more challenging for an individual local authority, helping to elevate projects such as Oldway to national importance and supporting national and international fundraising campaigns.

Accordingly, we recommend that the now conventional heritage sector approach to the governance of these major projects is considered for the delivery of any Oldway project, as follows:

- Torbay Council commissions further development work to define and detail the project fully. This may include further and invasive surveys, further project content, business planning and feasibility studies preparatory to adoption of a detailed plan for project delivery.
- Torbay Council determines whether an immediate café operation can be secured, probably with a local operator in the small business or social enterprise sectors.
- The Council proceeds to commission detailed work to define, specify and cost the urgent repair package in line with the analyses provided by Purcell and Mace and attached. The Council would let this work and oversee its completion. Generally, throughout the phases of the project, the Council would commission all professional services and capital works, recovering VAT within its standard arrangements with HMRC.
- Through these initial stages of work, the Council is likely to remain responsible as now (and potentially with services carried out by TDA) for security and care for the site.
- In preparation for the development of plans for the second phase of major works and renewal, the Council identifies, with community partners, a governance form and solution for the putting in place of a special purpose non-profit vehicle. We suggest that this might be either a bespoke new Charitable Incorporated Organisation, registered on the CIO Foundation model, or an agreement with an existing and experienced organisation to undertake the Oldway project on contract.

- The new vehicle and the Council, in close consultation and cooperation with the Friends of Oldway and the community more widely, plan and commence the funding strategy for the major works of Phase 2. This might be quite a rapid process if the timetable earlier in this section is adopted - with a substantial application to HLF, and to other funders, as soon as mid 2019.
- Through all subsequent stages, a carefully structured governance arrangement would see:
  - The Council apply for main finances and grants, tender and contract professional services and all construction works.
  - During the development stages, the Council and the special purpose vehicle would develop a set of agreement documents between them with an agreement to lease ready for activation as works complete.
  - Throughout these development stages, some funds would likely have to be raised by an independent charitable organisation (for fiscal reasons it is not advised that this is done through the main special purpose vehicle), and accordingly, this fundraising may require either a step up in the formal organisation of the Friends of Oldway, or the creation of a bespoke 'development trust'.
  - The special purpose vehicle would partner the Council in planning and specifying the future business and operational model, and ensuring that the commissioned capital works are closely aligned with this future plan for sustainability.
  - In time, likely at the completion of Phase 2, the special purpose vehicle would take on the lease and operate under a service level agreement to provide the management and operation of the site, moving over time as we discuss in the next section, to do so without financial support from the Council.
  - Throughout the project, the Friends of Oldway should continue as an association as currently, acting as the public 'conscience' of the project, key forum for consultation and community involvement, advocate for the project, community fundraiser and provider of volunteer input to the project.

This outline structure sounds quite complicated, but it reflects a developed best practice in the sector which has been refined to reflect the inalienable responsibility and project management capacity of local authorities, the sharing of the burden of development and management with special purpose vehicles through which resources and expertise can be directed to the project, the importance of community engagement and the complexities of fundraising and fiscal regimes as external funds and fiscal efficiency are maximised.

#### 7.5 The future revenue implications of such a model

In the section 5 we moved toward a specification for potential future uses of Oldway that reflects market opportunities as well as community need and aspirations, and is mindful of the importance of the first priority in the Council's objectives as we restate them in section 5.2 - that the site should, when complete, be operable at no annual revenue cost to the Council.

In section 6 we identified a phased approach to this development and in this section we have identified a timetable reflective of funding and other exigencies. We have also shown how partnership with a special purpose vehicle operator in the charitable and social enterprise sector can be an effective and efficient model for long term operation, even if initial works are better completed by the authority.

All these considerations come together as we seek to understand the operational and revenue implications of the plan, not only on completion but at all stages of the development process.

In the tables on the following pages, we set out the summary level of an analysis of how we foresee the operation of the site developing and ending up at completion.

This is planned across thirteen years from 2019/20, with analysis on the next page for all income sources and their build up, together with the overall result, and on the page following, for all revenue costs.

This analysis is ‘revenue only’ so it excludes all professional and consultancy fees in the development of the project and all capital works and fit out costs, together with the fundraising and funding secured to meet those capital project costs.

These are set out in section 6.8 and are separate from the following revenue analysis, except in the overlap of what are called activity costs during the potential five years of an HLF project. HLF are unusual among funders in that they will (and prefer to) combine capital and revenue funding, principally so as to enable projects to invest significantly in engagement activities, learning, training and volunteering. Planned carefully, these funds can bear what otherwise might be revenue costs of operation and build-up of the business during a five-year period when income will be lower, first due to works on site and then as caution dictates lower targets for most incomes in the first year or two of trading.

These activity funds and the associated costs are therefore shown both in the ‘project cost’ table in section 6.8, and in the following revenue forecasts.

Generally, the tables follow the pattern of project development and timeline set out in section 7.2:

- Modest levels of operation and income in 2019/20 as the Phase 1 Urgent Repair works are on site, albeit potentially the park-oriented café in operation.
- The costs of operation and income generated increasingly modestly in 2020/21 and 2021/22 as use grows consequent upon the Phase 1 works having opened access to the Hall, Main Stair, Ballroom, Mayor’s Parlour and, potentially, to the first of the state rooms on the south façade.
- Reduction in activity and consequent income in 2022/23 and 2023/24 as the site is largely taken over for the major construction works to both Mansion and Rotunda and the main landscape restoration and improvement.
- Operations and marketing build up during 2023/24 in advance of reopening, so as to ensure that the reopened Oldway secures its market position and targets immediately on reopening.
- From 2024/25 through to possibly 2027/28, the site grows its operations and market share.
- Potentially, if not included in Phase 2 and if it is decided to go ahead with it, Phase 3 completing the commercial capacity of the second floor might go on site in, say, 2028/29, during which there should not really be major disruption to what by the would be an established business below, and with the potential to generate new and additional incomes from 2030.

Torbay Council		Conservation and renewal													
		Oldway Mansion Version 2 March 2018													
Potential financial structure		Year	Year	Year	Year	Year	Year	Year	Year	Year	Year	Year	Year	Year	Year
Facilities in use		2019/20	2020/21	2021/22	2022/23	2023/24	2024/25	2025/26	2026/27	2027/28	2028/29	2029/30	2030/31	2031/32	
Funding processes		café open	Phase 1 open	Phase 1 open	Phase 1 open with some limitation	HLF yr 3	HLF yr 4	HLF yr 5	Phase 2 open	Phase 2 open	Phase 2 open	Phase 2 open	Phase 2 open	Phase 2 open	Phase 2 open
Works		HLF R1 application	HLF R2 application	HLF approval	HLF yr 2	HLF yr 3	HLF yr 4	HLF yr 5	Phase 2 on site	Phase 2 on site	Phase 2 on site	Phase 2 on site	Phase 2 on site	Phase 2 on site	Phase 2 on site
		repair works	scheme devt.	works tenders	Phase 2 on site	Phase 2 on site	complete	Phase 3 planning	Phase 3 funding	Phase 3 funding	Phase 3 approval	Phase 3 on site	Phase 3 on site	Phase 3 on site	Complete
INCOME															
Donations, members subscriptions, community fundraising		12,500	18,750	19,313	21,103	21,736	22,388	23,060	23,752	24,464	25,198	25,954	26,733	27,535	
Grants and project support		0	12,000	12,360	13,506	13,911	14,926	15,373	15,835	16,310	16,799	17,303	17,822	18,357	
Fundraising events, dinners, etc		1,200	1,800	1,854	2,026	2,087	2,985	3,075	3,167	3,262	3,360	3,461	5,703	5,874	
Arts programme incomes (net - by hires and splits)		2,500	19,200	19,776	10,805	11,129	34,389	35,420	36,483	37,577	38,705	39,866	41,062	42,294	
Major events income		0	12,500	12,875	5,628	5,796	22,388	23,060	23,752	24,464	25,198	25,954	26,733	27,535	
Café (net income)		5,000	12,500	12,875	8,441	8,695	33,583	34,590	35,628	36,697	37,798	38,932	46,114	47,498	
Merchandise/retail (net income)		500	6,815	7,019	3,835	3,950	27,583	28,410	29,262	30,140	31,044	31,976	37,875	39,012	
Residential/office incomes/service charges		0	0	0	0	0	77,375	79,696	82,087	84,549	87,086	89,698	143,730	148,042	
Event, celebration and conference hires		4,100	56,350	58,041	7,147	7,361	198,093	204,036	210,157	216,462	222,956	229,644	236,534	243,630	
Other incomes (booking fees, commissions, interest, etc)		0	1,000	1,030	1,126	1,159	8,955	9,224	9,501	9,786	10,079	10,382	16,040	16,521	
Admissions and season tickets		2,600	54,516	56,151	15,340	15,800	260,380	268,191	276,237	284,524	293,060	301,852	310,907	320,234	
Car parking charges		0	36,000	37,080	30,389	31,300	85,972	88,551	91,207	93,944	96,762	99,665	123,186	126,881	
Schools visits, activity, learning incomes		0	1,800	1,854	0	0	6,448	6,641	6,841	7,046	7,257	7,475	7,699	7,930	
Funding from HLF Project		0	0	60,000	140,000	185,000	100,000	100,000	0	0	0	0	0	0	
Total Income		28,400	233,231	300,227	259,345	307,925	895,465	919,328	843,908	869,226	895,302	922,161	1,040,139	1,071,343	
Expenditure		90,900	223,090	225,684	254,087	359,424	797,193	757,388	723,918	736,244	748,939	771,408	880,452	906,865	
<b>Balance</b>		<b>-62,500</b>	<b>10,141</b>	<b>74,544</b>	<b>5,258</b>	<b>-51,499</b>	<b>98,271</b>	<b>161,941</b>	<b>119,991</b>	<b>132,982</b>	<b>146,363</b>	<b>150,754</b>	<b>159,687</b>	<b>164,477</b>	
Costs of Borrowing		0	61,700	61,700	61,700	61,700	92,550	92,550	92,550	92,550	92,550	92,550	92,550	92,550	
Balance after financing costs		-62,500	-51,559	12,844	-56,442	-113,199	5,721	69,391	27,441	40,432	53,813	58,204	67,137	71,927	
<b>Cumulative Balance</b>		<b>-62,500</b>	<b>-114,059</b>	<b>-101,216</b>	<b>-157,658</b>	<b>-270,857</b>	<b>-265,136</b>	<b>-195,745</b>	<b>-168,305</b>	<b>-127,873</b>	<b>-74,060</b>	<b>-15,856</b>	<b>51,281</b>	<b>123,209</b>	

		Conservation and renewal													
Torbay Council		Oldway Mansion													
Potential financial structure		Version 2													
		March 2018													
		Year	Year	Year	Year	Year	Year	Year	Year	Year	Year	Year	Year	Year	Year
		2019/20	2020/21	2021/22	2022/23	2023/24	2024/25	2025/26	2026/27	2027/28	2028/29	2029/30	2030/31	Year	Year
			Phase 1 open	Phase 1 open	Phase 1 open with some limitation	Phase 2 open	HLF yr 4	HLF yr 5	Phase 2 open	Phase 2 open	Phase 2 open	Phase 2 open	Phase 2 open	Phase 2 open	Phase 2 open
			HLF R1 application	HLF R2 application	HLF approval	HLF yr 2	HLF yr 3	HLF yr 4	HLF yr 5	Phase 3 funding	Phase 3 funding	Phase 3 funding	Phase 3 approval	Phase 3 on site	Phase 3 on site
			repair works	scheme devt.	works tenders	Phase 2 on site	Phase 2 on site	complete	Phase 3 planning					Phase 3 on site	Complete
EXPENDITURE															
Employees (from staffing schedule)		54,900	136,640	136,640	116,510	170,800	313,052	313,052	313,052	313,052	313,052	322,444	332,117	342,080	347,955
Recruitment (during HLF period included in Activities)		0	1,500	1,545	0	0	1,791	1,845	1,900	1,957	2,016	2,076	2,139	2,203	2,203
Training (during HLF period included in Activities)		0	2,500	2,575	2,814	2,898	2,985	3,075	3,167	3,262	3,360	3,461	3,564	3,671	3,671
Staffing total		54,900	140,640	140,760	119,324	173,698	317,828	317,971	318,119	318,271	318,428	327,980	337,820	347,955	347,955
Premises related expenditure															
Maintenance & Service Contracts		0	5,000	5,150	5,628	5,796	71,643	73,792	76,006	78,286	80,635	83,054	99,803	102,797	102,797
Landscape Maintenance		0	0	0	0	0	95,524	98,390	101,342	104,382	107,513	110,739	142,576	146,853	146,853
Utilities, water & rates		7,500	25,000	25,750	28,138	28,982	59,703	61,494	63,339	65,239	67,196	69,212	85,546	88,112	88,112
Cleaning/refuse		6,250	11,250	11,588	12,662	13,042	40,001	41,201	42,437	43,710	45,021	46,372	59,882	61,678	61,678
Insurance		6,500	10,000	10,300	11,255	11,593	20,896	21,523	22,168	22,834	23,519	24,224	32,080	33,042	33,042
Equipment		1,250	2,500	2,575	2,814	2,898	8,955	9,224	9,501	9,786	10,079	10,382	14,258	14,685	14,685
Premises Total		21,500	53,750	55,363	60,496	62,311	296,722	305,624	314,792	324,236	333,963	343,982	434,144	447,169	447,169
Transport															
Hires of vehicles		0	0	0	0	0	0	0	0	0	0	0	0	0	0
Travel & Subsistence		500	1,250	1,288	1,407	1,449	3,582	3,690	3,800	3,914	4,032	4,153	4,277	4,406	4,406
Transport Total		500	1,250	1,288	1,407	1,449	3,582	3,690	3,800	3,914	4,032	4,153	4,277	4,406	4,406
Supplies and services															
Sanitation/consumables/H&S		750	1,000	1,030	1,407	1,449	4,179	4,305	4,434	4,567	4,704	4,845	5,703	5,874	5,874
Printing, stationery, office expenses		750	1,200	1,236	1,407	1,449	4,179	4,305	4,434	4,567	4,704	4,845	5,703	5,874	5,874
Telephones, data lines		500	1,500	1,545	1,688	1,739	3,582	3,690	3,800	3,914	4,032	4,153	4,634	4,773	4,773
Legal and professional fees		2,000	3,000	3,090	3,377	3,478	4,776	4,919	5,067	5,219	5,376	5,537	6,416	6,608	6,608
Licenses and subscriptions		1,250	3,250	3,348	3,658	3,768	4,776	4,919	5,067	5,219	5,376	5,537	5,703	5,874	5,874
Supplies and services total		5,250	9,950	10,249	11,536	11,883	21,493	22,138	22,802	23,486	24,190	24,916	28,159	29,004	29,004
Marketing & Communications															
Advertising/Print/Other		2,500	5,000	5,150	5,628	5,796	20,896	21,523	22,168	22,834	23,519	24,224	28,515	29,371	29,371
Digital		1,250	1,500	1,545	1,688	1,739	4,776	4,919	5,067	5,219	5,376	5,537	5,703	5,874	5,874
Evaluation, Research and data		0	1,000	1,030	1,126	1,159	2,985	3,075	3,167	3,262	3,360	3,461	3,564	3,671	3,671
Marketing and Comms Total		3,750	7,500	7,725	8,441	8,695	28,657	29,517	30,402	31,315	32,254	33,222	37,783	38,916	38,916
Funded Activity and Project Costs (incl activity staff)		0	0	0	36,000	84,000	99,000	48,000	15,000	15,450	15,914	16,391	16,883	17,389	17,389
Irrecoverable VAT		0	0	0	0	0	0	0	0	0	0	0	0	0	0
Contingency		5,000	10,000	10,300	16,883	17,389	17,911	18,448	19,002	19,572	20,159	20,764	21,386	22,028	22,028
<b>Total Expenditure</b>		<b>90,900</b>	<b>223,090</b>	<b>225,684</b>	<b>254,087</b>	<b>359,424</b>	<b>785,193</b>	<b>745,388</b>	<b>723,918</b>	<b>736,244</b>	<b>748,939</b>	<b>771,408</b>	<b>880,452</b>	<b>906,865</b>	<b>906,865</b>

These forecasts are based on the specific capacities and potential market of Oldway, and educated by, and benchmarked to, the experience of many other heritage sites, so that, for instance, incomes are within the ranges achieved by other similar heritage projects with lesser or similar potential than Oldway.

The underlying assumptions can be summarised as follows:

#### 7.5.1 Donations, members and fundraising/grants and project funding

The charitable status of a future special purpose vehicle will unlock strategies for fundraising so as to harness community support and the support of trusts, foundations and businesses for the project, especially for activity and engagement, in the long term after the initial fundraising for, and income from, the major phases of the project are complete.

Learning, access and engagement activities, arts and cultural programmes, community events and interpretation of the history of the Mansion will continue to be areas of focus for the future operation after the main works and the project should be able to secure partnerships and investments with other organisations that share interests and objectives to achieve shared goals with these activities.

Although the project would initially naturally prioritise capital fundraising to secure the major funds for the repair and reuse of the buildings and landscape, we expect some funders approached to prefer to contribute to future revenue and that some relationships with funders secured for capital to lead to longer term support for revenue.

A special purpose vehicle registered as a CIO/charity will be eligible for Gift Aid tax relief on donations by UK tax payers, as well as on admission income where the tax payer includes a voluntary donation (see below).

At this stage we feel we have been cautious with the assumptions for income generation in respect of fundraising, to enable additional funds when they are raised above these levels to be dedicated directly to additional activity and outcomes for communities, participants and visitors.

#### 7.5.2 Admissions and school and other activities

In section 5, we argue that, given the very considerable previous and current interest in Oldway, and the long history of success in attracting individual and group visitors, we believe that the Mansion should, and can, sustain paid admissions.

In section 4 we showed how the market appraisal can support an ambition to secure in the long term a significant number of visits, but this will naturally be developed alongside the phases of project development. Here we have assumed in the order of 8,000 visits per annum on opening following the Phase 1/Urgent Repair works, excluding school visits and those attending specifically for activity sessions, but including group visitors.

This number will fall back to a limited number of special tour visitors during the main works of Phase 2, but on completion we think that it should be readily possible to grow to attract steadily more visits as season ticket holder and other repeat visitor numbers rise and as awareness of and interest in the attraction is

strengthened. By the end of the forecast period, we believe that at this stage it is prudent to forecast just over 45,000 visits annually.

Financially, the value of each admission will vary - a proportion will be visits made by children under 5 years old, who will be admitted free, and other concessions. Others will be the repeat visits made by those who purchase season tickets and family/group tickets.

This analysis is set out in the hypothetical year table below and shows the relationship between overall admissions and the numbers of payment transactions required to support that target, given the allowances for repeat visits and party members. These figures are based on the completion of Phase 2 works.

Torbay Council		Oldway Mansion					
Revenue Plan		Admissions analysis - post-completion of phase 2					
Admission income - House	% of visits	Per visitor charge exc gift aid	Number of sales	Gross takings	Takings net of VAT at 20%	Number of visits per transaction	Number of admissions
Free admission for under 5s	10%	£ -	2,200	£ -	£ -	1.00	2,200
Single - full	25%	£ 4.95	5,500	£ 27,225	£ 22,688	1.00	5,500
Single - concession	20%	£ 4.00	4,400	£ 17,600	£ 14,667	1.00	4,400
Single - annual pass	8%	£ 12.00	1,760	£ 21,120	£ 17,600	2.50	4,400
Family Day ticket (one adult/four child)	7%	£ 11.00	1,540	£ 16,940	£ 14,117	3.00	4,620
Family Day ticket (two adults/four child)	8%	£ 14.00	1,760	£ 24,640	£ 20,533	4.00	7,040
Family annual pass (one adult/four child)	8%	£ 22.00	1,760	£ 38,720	£ 32,267	4.00	7,040
Family annual pass (two adults/four child)	10%	£ 28.00	2,200	£ 61,600	£ 51,333	5.00	11,000
	96%						
Payment transactions (exc repeats, family members, under 5)			18,920	Total	£ 173,204	Visits	46,200
Gift aid voluntary donation at	10%				£ 14,549		
Gift Aid at	70%				£ 30,311		
<b>Total admissions income</b>					<b>£ 218,064</b>		
Total admissions income					£ 218,064		

As set out in the table, our proposed pricing at this stage, based on comparator sites locally and regionally, is as follows:

Full price single visit	£4.95 (inc VAT which is then reduced out of the yield)
Concessions single visit	£4.00
Family day tickets	£11.00/£14.00 (one or two adults/four children)
Single annual season	£12.00
Family annual season	£22.00/£28.00 (one or two adults/four children)

Provided visitors agree to pay this price, and a declared 10% element of donation, Gift Aid support will be recovered on these admission incomes where they arise from UK tax payers. This method of Gift Aid trigger is preferred over the alternative where a gift aided ticket is converted to a season ticket because of the prevalence of local/UK visitors in our anticipated market and the desire to separately encourage them to purchase season tickets.

As is now common in charity operated heritage properties, Oldway should aim for a very high rate of conversion, i.e. that most, if not all, visitors will agree to contribute the 10% element of the admission price which is the voluntary contribution. We have assumed that this conversion rate will run at 70%, but, in reality, many sites are now performing above this level.

In a full sample year at current prices, admissions should therefore generate in the order of £218,000 of income after the subtraction of VAT and the addition of Gift

Aid. This is at 2018 prices and the actual yield in the income table is higher as a result of inflation over intervening years.

Additionally, we have included in our forecasts the financial assumptions about the income to be earned from school visits, learning activities and events, as supported by our consultations and at levels that we think could be developed in the activity planning process.

### 7.5.3 Trading activity - event hire, cafe and merchandise sales

Our assumptions for income from event hire, cafe and retail business are based on the advice of specialist consultants and on our experience of other sites.

As discussed earlier in the report, we engaged our specialist consultant Kendrick Hobbs to review the market and capacity for the catering and event hires business, and the conclusions are highly positive. This is clearly an area where Oldway can capitalise on its very special nature, and its history in the weddings business in particular. Their report is attached in appendix 1.

We think that there is potential to develop an increasingly attractive café proposition which, while it will serve visitors to the attraction, staff, volunteers and activity participants, will also attract and secure the trade of park users more generally, and particularly as the landscape renewal project continues to develop over coming years.

The cafe may be franchised to a catering operator, or a closer control of the operation may be desired - particularly if, through a volunteering strategy, significant volunteer time can be dedicated to this operation. Whoever operates the café/tea room will benefit from a visible ground floor position making a direct appeal to visitors to the park, among whom our consultations have shown considerable enthusiasm for a café offer. The café will be mainly a daytime operation, with the space available for a limited amount of event hire and occasional themed evening dining outside of daytime hours.

As set out by our consultants Kendrick Hobbs, this enables us to project sales generating a return to Oldway which, whilst modest at the outset in the 'pop up' mode, can grow over time to c£30,000 at current prices - on opening following completion of Phase 2 works.

Some sales of merchandise, books, cards and small gifts will be possible given the public interest in, and potential visits to, the site and we show the net income that might be generated at the bottom end of industry standard spends per visitor.

Event/hire income is as forecast in discussion with Kendrick Hobbs and in light of discussions with Torre Abbey and other operators in the market and observation of the very special strengths Oldway has in this potential market.

Once the full Phase 2 facility is developed, the site will be able to make an offer to the wedding, party, reception, event, training and small conference market of real quality and distinctiveness. In the meantime, the site can return to the event market post Phase 1 works with modest business at the outset, testing and developing the market for a more substantial offer later.

At this stage, we forecast the following annual pattern of events hire throughout the stages of work and, in particular once the business has built up post completion of Phase 2 works, though this is well within the experience that sites with less capacity and grandeur are achieving and we believe that it may well be possible to outstrip these forecasts in time:

		Café only		Phase 1 open			Phase 2 on site			Phase 2 complete			Phase 3 complete			
		number	income	total	number	income	total	number	income	total	number	income	total	number	income	total
Weddings		2.00	500.00	1,000	20.00	1,250.00	25,000	-	1,250.00	0	45.00	1,750.00	78,750	45.00	1,750.00	78,750
Parties/entertaining/dinners		-		0	6.00	750.00	4,500	-	750.00	0	20.00	1,000.00	20,000	20.00	1,000.00	20,000
Additions and recharges				0			5,900			0			19,750			19,750
Meeting/conferences/away days/lectures		5.00	150.00	750	8.00	250.00	2,000	8.00	250.00	2,000	20.00	350.00	7,000	20.00	350.00	7,000
College and education uses		5.00	350.00	1,750	15.00	350.00	5,250	15.00	250.00	3,750	15.00	350.00	5,250	15.00	350.00	5,250
Receptions and drinks events				0	6.00	450.00	2,700	-	450.00	0	12.00	450.00	5,400	12.00	450.00	5,400
Community meetings		12.00	50.00	600	20.00	50.00	1,000	12.00	50.00	600	45.00	50.00	2,250	45.00	50.00	2,250
Location filming				0	2.00	2,500.00	5,000			0	2.00	2,500.00	5,000	2.00	2,500.00	5,000
Income Hires				4,100			51,350			6,350			143,400			143,400
Income Catering commissions							5,000			-			22,500			22,500
Total Income				4,100			56,350			6,350			165,900			165,900

#### 7.5.4 Arts, cultural and activity programmes, special events

Key to the success of the renewed site and its long term sustainability will be the substantial programme of activity to engage local people in the emerging transformation of the site and to develop the audience for a wide variety of events and engagement.

As we discussed in section 5, a really striking aspect of the consultation process behind this report has been the strength and interest of cultural development partners and potential arts programme partners in Oldway as a venue for cultural production, engagement, participation and performance/exhibition.

In the financial forecasts, we have made modest forecasts of overall net income from this source, recognising that the costs and risks of producing and promoting work will be borne by others, but in the Ballroom, the Rotunda, throughout other space in the site and in the gardens (as with outdoor cinema in recent years) there is clearly significant potential for this to be a major strand in Oldway's profile and work.

Many sites also generate significant incomes from a limited number of major events annually, for instance involving closure of the whole site for mini-festivals, evening musical entertainments, food and craft fairs and festivals and we have allowed for potential income from two to three of these a year as the site moves through the stages of completion.

As discussed above, this can be supported through five years of any HLF project, by revenue funds from HLF and other funders. The separate lines of income and cost shown in these forecasts for this temporary funding source show how the net effect can be to support the bottom line through the challenge of the closures necessitated by the Phase 2 works.

#### 7.5.5 Income generated from accommodation and lettable space

In section 5 we make recommendations about the creation of six self-catering units as part of the Phase 2 works, alongside some modest office hire space, and observe the potential for expansion of either accommodation or lettable space on the second floor as a potential Phase 3 of works at the end of the programme.

From experience at other sites (for instance Harlech Castle as discussed in section 5 and heritage accommodation developed by our clients in Great Yarmouth), we know that there is a very strong market at present and that premium accommodation prices (based here on £90 per night for a fully self-catered suite/apartment after cost of domestic servicing) and high rates of occupancy can be achieved. In fact, at this stage we have been cautious in projecting occupancy at only 33% of capacity and it may be that these forecasts will be capable of revision if the project proceeds.

As we have observed, lettable space in heritage buildings at the heart of towns and cities can produce rents and service charge payments above that for rack commercial provision, but we have made assumptions here based on rents prevailing in the local market and have allowed for a proportion of void space at all times.

#### 7.5.6 Car parking

As discussed in section 6, we believe that the site would benefit from a rationalisation of car parking and the reduction in intensity that charging would bring about. The forecasts here show income from parking in line with benchmark daily charges.

#### 7.5.7 Expenditure assumptions

The staffing of the transformed Oldway has been developed in outline at this stage to test the scope of operation which we think would be required, supported by volunteers, to deliver the scale of activities and business discussed in the preceding sections. An approach to the build-up of this staff over the phases of the project is shown in the table on the following page.

The site is advantageous in being organised into only two main buildings and a relatively modest number of large spaces, so that the ratio of income to staff can be higher than it would be elsewhere. Overall, as the table shows, we can foresee modest levels of staff in the early phases rising to around 10 FTE roles in the longer term, plus catering, cleaning and other domestic staff, which are separately allowed in the calculation of net returns and in the cleaning costs allowance.

Our assumptions for the cost of running the transformed building and grounds are based on the Purcell outline design scheme, management maintenance cost forecasts and on the cost of operating and maintaining new facilities and systems. Notwithstanding the renewal in the scheme of all systems and much fabric, significant sums for annual maintenance are allowed so that funders and the Council can both be assured that the site cannot fall back into the dilapidation in which we find it today.

We suggest that through to the reopening post Phase 2 works, the care of grounds remain with the Council/TDA, but from that point we have allowed budget within the Oldway operation (supported as discussed in section 6 by gardens volunteers) - and this would consequently be an additional saving to the Council over the current position.

We have based the general costs of the new operation for supplies and services on experience of other similar projects, including the costs involved in administering the special purpose vehicle that would manage the site, and marketing and

Totby Council		Oldway Mansion													
Potential revenue modelling		Staffing Assumptions													
Proposed title	Proposed salary Gross NI=12% Pension=10%	2019/20 cave open	2020/21 Phase 1 open	2021/22 Phase 1 open	2022/23 Phase 1 open with some limitation	2023/24 Phase 1 open with some limitation	2024/25 Phase 2 open	2025/26 Phase 2 open	2026/27 Phase 2 open	2027/28 Phase 2 open	2028/29 Phase 2 open	2029/30 Phase 2 open	2030/31 Fully open	2031/32 Fully open	
General Manager	45,000	1.0	54,900	1.0	54,900	1.0	54,900	1.0	54,900	1.0	54,900	1.0	54,900	1.0	54,900
Administrator/Finance Officer	32,000	0.0	0	0.3	9,760	0.25	9,760	0.25	9,760	0.25	9,760	0.25	9,760	0.25	9,760
Visitor Services & Volunteer Manager	32,000	0.0	0	0.5	19,520	0.50	19,520	0.50	19,520	0.50	19,520	0.50	19,520	0.50	19,520
Event and Marketing Manager	38,000	0.0	0	0.0	0	0.00	0	0.00	0	0.75	34,770	1.0	46,360	1.0	46,360
Event and Marketing Officer	28,000	0.0	0	0.0	0	0.00	0	0.00	0	0.00	0	0.00	0	0.4	13,664
Programme and Administration Support Officer	26,000	0.0	0	0.0	0	0.00	0	0.00	0	0.6	19,032	0.6	19,032	0.6	19,032
Operations Manager	32,000	0.0	0	0.0	0	0.00	0	0.00	0	0.50	19,520	1.0	39,040	1.0	39,040
Caretaker/technical & event support	22,000	0.0	0	1.5	40,260	0.75	20,130	0.75	20,130	1.0	26,840	1.0	26,840	1.0	26,840
Hourly event and operations staff (shown as FTE)	20,000	0.0	0	0.5	12,200	0.50	12,200	0.50	12,200	2.0	48,800	2.0	48,800	2.0	48,800
<b>Total</b>		1.0	54,900	3.8	136,640	3.0	116,510	8.6	313,052	8.6	313,052	8.6	313,052	8.6	313,052

development resources to support the business as an attraction and event venue described above.

## 7.6 Overall results

Overall, the forecast outcome for the new operation, set out at the foot of the table on page 61, shows it generating consistent surpluses once Phase 2 of the works is complete, on a turnover that should rise to be in the order of £850,000 at current prices and excluding the activity funding from an HLF project.

These surpluses as we forecast them at the moment peak at around £160,000, although there remain challenging years when the site is disrupted by the major works of Phase 2, which would have to be funded or underwritten by the Council or from the capital project, but overall across the thirteen years estimated here, the site could develop a reasonable level of accumulated surplus to protect against unforeseen events in the long term.

The Council will wish to note that this generation of surplus is after the payment from site-generated income of costs currently falling to the Council - for building maintenance, landscape maintenance (which may or may not still be by contract but is included here as a cost allowance) and for site security.

This target surplus is encouraging in that it has the potential to generate the means for the repayment of borrowing which may be required to finance earlier stages of repair and renewal - potentially, as shown at the foot of page 61, in sums capable of meeting repayment and interest costs on borrowing of c£1.5m.

## 7.7 Recommendations

Oldway presents a significant challenge for the Authority and all decisions must of course be for the Council to make. Nonetheless, we set out in this report a blueprint for the development of a sustainable project for the long term.

As the project is phased, there remains the potential for the Council to proceed in stages of work which limit exposure, increase knowledge and decrease risk at each stage, with comprehensive gateway reviews at each stage end to ensure that the project is on track to meet the parameters the Council sets for its development.

If the Council wishes to proceed in this manner, we recommend that the Council:

1. Resolves to accept the broad blueprint for the potential Oldway project set out in this report, and to commence work toward its realisation.
2. Communicates this intention to the community and to potential institutional stakeholders so as to secure early support in principle.
3. Engages with the Friends of Oldway and with local catering operators to explore the potential for early opening of a café offer.
4. Consults further with conservation accredited architects to identify a strategy for immediate management of the dry rot outbreak so as to minimise further damage during the 2018 dry rot active season.
5. Develops and commissions a stage of work to identify the detailed specification, works planning, procurement strategy and cost estimate for the repair and limited improvement works of Phase 1, so as to be able to make firm decisions about its commissioning no later than early 2019.

6. Continues, in parallel with this commission, a process of vision and business development, project testing and consultation, engaging with potential funders to seek to develop a strategy for application for major funds with the submission process commencing during 2019.
7. Considers and resolves any further enabling development proposal based on a full review of detailed planning and valuation advice.
8. Considers the appointment on temporary contract of a Project Director/ Coordinator to support the Council's Officers, adding capacity and proven expertise in the management of similar projects so as to manage the development process, control risk and ensure that deadlines and gateway reviews are met and conducted to the highest standards.

DCA  
May 2018



Torbay Council

Oldway Mansion - Options Appraisal

Appendices

## Oldway Mansion



*Photograph January 2018*

## Catering Opportunity Paper

Issue 19<sup>th</sup> February 2018

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19<sup>th</sup> February 2018

kendrickhobbs

## 1.0 INTRODUCTION & METHODOLOGY

- This document has been prepared for David Clarke of DCA Consultants on behalf of the Oldway Mansion Project Team.
- By way of methodology, we have met with the Team on site and undertaken a headline survey of competitive catering in the Town.
- We have subsequently consulted with DCA and considered the case for the venue.
- The context is as follows:

*Oldway Mansion is located in the centre of the coastal town of Paignton, which lies within Torbay in South Devon. The site address is Oldway Mansion, Torquay Road, Paignton, TQ3 2TE. The site is surrounded by a residential population, and the south side is abutted by Oldway Primary School. The site has vehicular and pedestrian access from the east (Torquay Road); north (Old Mansion Way) and west (Oldway Road).*

*Oldway Mansion was built in 1873 for Isaac Singer, founder of the sewing machine company. The house was designed by local architect GS Bridgman, with architectural input from Singer. The house was comprehensively remodelled 1904-7 based on French architectural precedents including Versailles, for Singer's son, Paris. Between 1914 and 1918 the house was used as the American Women's War Hospital.*

*Oldway Mansion itself is listed grade II\* (list entry number 1195207) and there are a further 11 listed buildings and structures on the site. The gardens are individually registered grade II (list entry number 1001368).*

*The gardens are included on the Historic England Heritage at Risk Register, with the condition described as "generally unsatisfactory with major localised problems" and having a "High" vulnerability.*

*The Authority seeks to identify a sustainable self-funding future use for Oldway Mansion that is sympathetic with its heritage significance and historic character. Any preferred option/s will need to demonstrate how the future revenue costs of the buildings will be met once restored.*

*The most recent use of Oldway Mansion was Council offices and the Registry Office for Torbay. The building was vacated in 2013. The Rotunda has been vacant since 2010. Little Oldway is currently leased and in use as a nursing home.*

*The grounds have been used as a public park and continue to be available to the public. Within the estate there are also tennis courts (currently unused) and a popular bowling club.*

Source: Client specification April 2017

- This brief paper sets out:
  - an outline of wider market trends and the local market
  - recommendations on the future offer short & longer term
  - thoughts as to the layout requirements for an interim café operation

## 2.0 MARKET TRENDS & THE LOCAL MARKET

- In the UK food is 'on trend' in a way that it never was twenty or even ten years ago and most socio-economic groups have developed a greater interest in different styles of food; as a nation we are placing greater emphasis on 'eating in' and 'eating out'. This growing interest in different styles of food and foodservice has developed for the following reasons:
  - through increased domestic and international travel
  - massively expanded coverage of food and food issues in the media
  - a move towards lighter and healthier foods or at least an awareness thereof
  - consumer demand to know the origin of meal ingredients
  - concern and suspicions over mass farming
  - the '*celebrity chef*' factor and personalities focused on sustainable practices
  - successful development of café and restaurant brands and lifestyle associations
  - success of TV shows like the Bake Off reinforcing 'values' of authenticity
  - social media increasing the pace of the above
  
- Food trends include:
  - **Quality**; higher quality base ingredients with traceability
  - **Full-on heirloom**; simple food big on flavour like beefhash or cauliflower cheese
  - **Simple and natural - by whom, from where?** authentic and natural products with clear product information and the health impact of food calories, etc.
  - **Veg-centric**; less use of meat – or no meat
  - **Small batch/ craft/ artisan** – specialist producers which infer local/ less mass market
  - **Local**; food sourced or produced close to the point of consumption
  
- There is some evidence of this in Paignton with concepts like Urban Edge and \*Coffee1.
  
- Hospitality is the fourth largest industry in the UK accounting for some 10% of GDP and is expected to create a further 100,000 new jobs by 2020. It would be a major contributor to the Paignton economy.
  
- London has a massive food culture and is the world's most popular tourist destination. With nearly 70% of London's hotel staff 'migrants', Brexit introduces potential challenges to the industry as do Living Wage and wider work:life balance issues.
  
- In the Guardian 13<sup>th</sup> May 2017, Simon Usborne argued a shift in behaviour towards consumer "experimentalism"; people spending leisure time and income '*doing things*' rather than '*buying things*'. So long as the economy holds up this is good for foodservice.

- The frequency of eating out has increased and moved away from being limited to special occasions. Industry figures from global information company NPD Group indicated that visits to casual dining restaurants had grown by some 50 million between 2010 and 2015.
- The expansion of brands, whilst continuing, is moving far away from inexpensive, poorer quality fast food towards higher quality products and more sophisticated environments. The success of *premium informal* brands like Bill's, Wagamama and Dishroom illustrate this.
- The continuing trend is away from traditional meal periods, with 'all day grazing' increasingly adopted. Consequently the market has moved away from formal restaurants towards casual dining. Snacks, breakfast and lunch are making up an increasing proportion of sales. This reinforces the trend away from formal meals to informal 'on the go' provision. Brands like Boston Tea Party and Friska illustrate this.
- So called 'street food' is also an emerging force with barrows, kiosks and carts increasingly seen. These reinforce demand for fresh food, small batch production and artisan traders.
- Britain has a strong and strengthening café culture. Coffee shops have become 'third spaces', fulfilling a range of social as well as refreshment needs.
- The coffee market has been expanding with year on year double digit growth. The big brands like Costa are now looking at new channels for their product, like the Costa Express model. At the same time speciality/bespoke coffee bars are becoming increasingly prolific in the *third wave of coffee*.
- Mintel research published in April 2017 states that the coffee shop market has risen by 37% from £2.4b in 2011 to £3.4b in 2016. The market is forecast to increase a further 29% in the next five years to £4.3b.
- The industry is increasingly transparent as review and cost comparison websites such as Trip Advisor expose operators and increase consumer insight and power.
- A *convenient location* was traditionally the most important factor when it came to choosing where to eat. However, this is not now necessarily just about 'high street' or physical visibility. The internet has changed the dynamics of location as customers can find venues on a mobile even if it is not in a 'prime' location. According to a study in the *Caterer* April 2017 the second most popular way to source a restaurant is via social media.
- Catering in cultural, leisure and attraction venues is now a well established and an expected part of the proposition. It would be unusual now to conceive an attraction without a café! Many of these national trends indicate an increasingly positive opportunity for catering in cultural, leisure and attraction venues of all types if the proposition is right.

### 3.0 A PHASED APPROACH TO DEVELOPMENT

- In association with DCA we have considered and proposed four phases of development:
- **Phase 0** is very much an initial phase with the interim/pop-up café signaling signs of future intent.
- We have allowed for c 60k for Landlord's tidying up costs, probable deal with a café provider, but possibly volunteer run by Friends of Oldway – to be determined later.
- The house remains mainly closed in this period.
- **Phase 1** is an urgent repairs and reuse package that would enable public visits to, and use of the main rooms on the first floor (ballroom, mayors parlour, grand rooms on the south façade).
- The interim café is retained through this phase.
- We would envisage events use starting in this phase and growing.
- **Phase 2** is the main works package, it extends and completes a café across the west façade spaces, provides event kitchens for incoming caterers, proper back of house and storage, full restoration and equipment of the first floor rooms, plus additional main rooms where the weddings used to happen on the east façade brought back into use, six self catering apartments on the first floor, full restoration of the Rotunda for arts use and event hires, full landscape scheme.
- The interim café moves/ is replaced.
- Events use by this phase has grown and becomes substantial.
- The **3<sup>rd</sup> phase** converts the upper floor rooms left over from the above into either more self catering apartments or lettable offices.
- This sees an established events provision and a marginal in café revenues and returns.

## 3.0 INTERIM CAFÉ OPERATION & LAYOUT

### 3.1 INTERIM CAFÉ OPERATION

- There are certainly benefits to the venue providing a café, even in the short term. Visitor expectations are highly likely to include a café high up in their priorities.
- A café should provide some net income, albeit its primary benefits are likely to be more intangible and include: extending visitor dwell time, creating a social space and a heart to the venue. Furthermore, given its location the café should attract its own audience and therefore be a positive part of the overall marketing proposition.
- In terms of opportunity, we foresee the café as a destination offer for local residents and park users.
- In this location; given the setting, the competition and the audience we suspect the best case we can deliver will maximise the opportunity.
- We envisage a counter service/ queue at counter service model. However, an operator might wish to provide a table serviced solution for 'eat in' customers or at lunchtime. It would be feasible to do this, even with a service counter, as staff can serve at tables and use the counter as their service base station.
- We would envisage a limited menu focused around good quality hot and cold beverages; morning goods and pastries, filled wraps, rolls and homebaked artisan breads. A menu should be informal and high quality but not 'overtly expensive'. It should be orientated towards a daytime audience. Sandwiches, snacks, cakes and buns will be important along with some, but few, hot options. These need not be overly complex but might include quiches/tarts/pies/ soup etc.

<b>Outline Menu Focus</b>
<b>Menu: indicative types of items</b> <ul style="list-style-type: none"><li>• Speciality coffees (cappuccino etc.) and teas</li><li>• Fresh juices, sodas &amp; minerals</li><li>• Breakfast and breakfast sandwiches</li><li>• Pastries, cakes and buns</li><li>• Home-made sandwiches</li><li>• Home-made boxed and plated salads</li><li>• Hot speciality sandwiches</li><li>• Home-made soups</li><li>• Quiches/tarts/pies</li></ul>

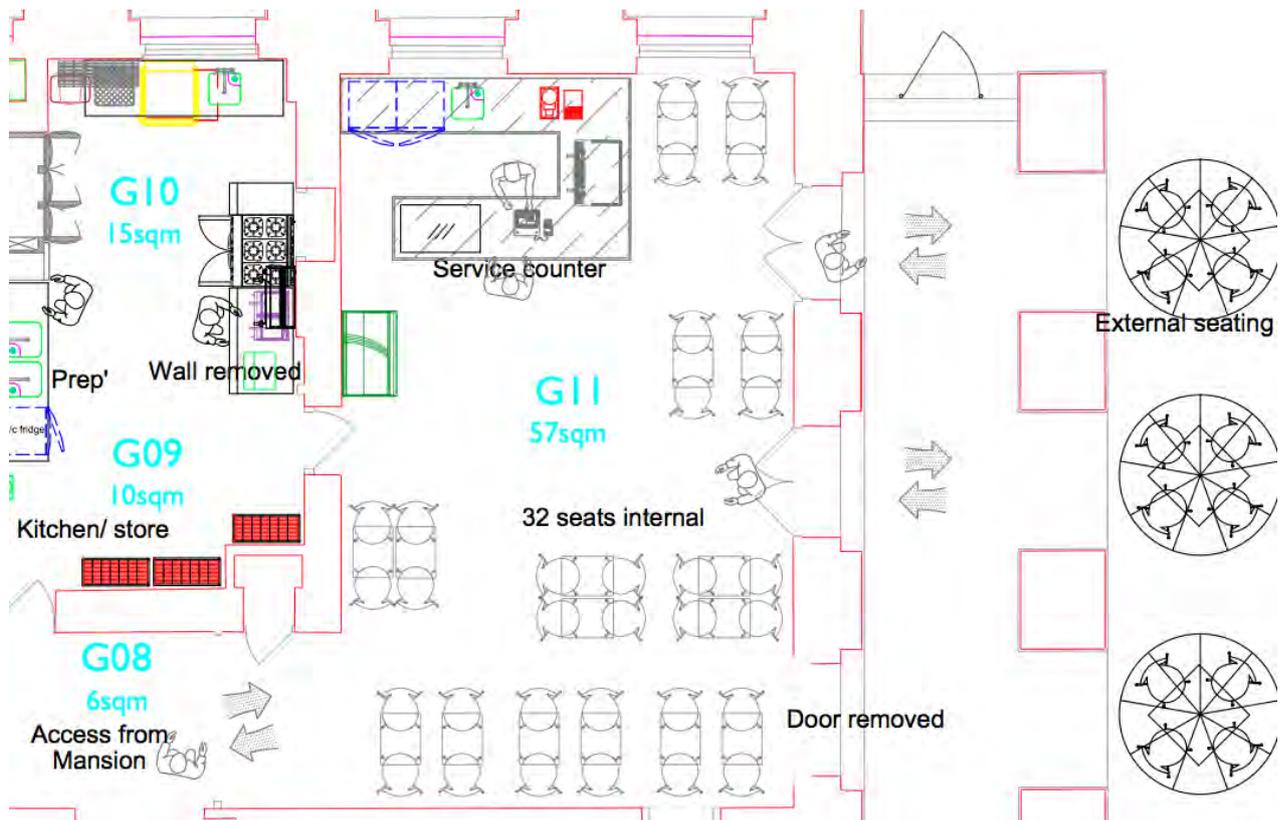
- We envisage the café as a daytime operation; occasional evening events and services might be provided during the summer months but not as a permanent service.
- In terms of food and drink, the images in the mood board display the sort of direction we feel appropriate.



- To reinforce identify, it might be beneficial to draw a connection with the Mansion's history through the café name or a component of the range: the Singer Café or Singer High Tea for example.
- As the café is likely to be sub contracted, an operator will need to create some sense of place and character and look to build a custom base and loyalty. This will be especially the case with park users who could potentially be regular visitors.

### 3.2 LAYOUT

- The overall space available for a café is circa 90 m2.
- This is a reasonable scale to support an operation of the size and volumes expected.
- We have developed and included a layout option; included in full in Appendix 1.



- The option illustrates:
  - 32 internal seats
  - External seating – this will be a distinct benefit and will provide additional capacity at peak and an important external presence
  - The service counter to the rear of the café and not in the entrance area
  - The kitchen having two entrances/exits one to the café counter and one on the Mansion side to the lift lobby foyer. Food can 'exit' the kitchen in either direction.
- We have suggested the café be serviced by a counter. This will form, as many cafés do, the food display and service point. We would expect the coffee machines and other light equipment to be housed here as shown on the drawing. This will enable an operator to service the café from the counter rather than needing for staff to constantly move between the counter and the kitchen.

- The kitchen space is c 25 m2. This is of a scale to support an operation of the size expected and will allow the operator capability to produce food on site, from core ingredients. What the kitchen lacks is storage space and ancillary facilities: staff and office etc. Staff will need access to facilities close by.
- We have developed scale layouts for how the internal arrangement might be set out. This is based on the main components:
  - Storage: dry and refrigerated stores
  - Preparation
  - Cooking
  - Wash-up
- The route into and out of the kitchen is close to the service counter area and the route between does not impact seating.
- Preparation space is included within the main body of the kitchen. This is essentially stainless worktable, sink and under counter refrigeration. We have shown a principal preparation zone along the rear wall.
- As for cooking equipment we would suggested allowing for:
  - A six burner oven range
  - A salamander grill
  - An accelerated microwave
  - A contact grill
- Above this an extraction canopy will be required. This will require extracted air to be expelled at a high level. We would recommend gas is avoided as the canopy would require supply air and an Ausul or similar wet chemical fire suppression system; a gas interlock would also be required.
- We have based the space and M&E services recommendations on the layout set out overleaf:
  - Storage and production will need to occur in situ. The café will be self-sufficient.
  - The café would or could use a mix or crockery and disposables.
  - The café would trade all day during core grounds hours and year round.
  - The kitchen will have electric and gas utility services provided.
  - We have made no allowance for an office/staff welfare facilities.
- As for wash-up, a dedicated section is preferred; this needs to include a sink, undercounter dishwasher and wall shelving/cupboards.
- The layout is indicative, in that we would expect an incoming operator to finalise the design principles.

### 3.3 FIT-OUT COSTS (INTERIM CAFÉ)

- We would suggest allowing an incoming operator flexibility over exactly what equipment is installed; ideally the operator would be involved at an early stage in the design.
- Whoever funds the fit-out may depend on a later process. However, we would expect the Client to set the context and define the parameters by carrying out the enabling works; leaving fit-out to a tenant. Given the likely scale of the opportunity we would not expect a tenant to fund the full fit-out.
- Our initial view of the likely fit-out cost and how this might be split is set out below:

ITEM	FIT-OUT COST (2018)	FIT-OUT COST (2018)
Enabling works:	Landlord	Operator
General strip-out and tidy up	£5,000	£0
Redecoration	£5,000	£0
Create kitchen enclosure	£5,000	£0
M&E	£5,000	£0
	<b>£20,000</b>	<b>£0</b>
Servery, furniture & light equipment:		
32 seats inside (inc. tables & chairs) @ £150/cover		£4,800
24 seats outside (inc. tables & chairs) @ £150/cover		£2,400
Parasols @ £500/each		£2,000
Counter/servery & equipment: coffee machines etc.	£10,000	
Loose/light equipment: pots, pans, crockery, cutlery etc.		£5,000
<b>Sub total:</b>	<b>£10,000</b>	<b>£14,200</b>
Kitchen:		
Cooking equipment	£20,000	
Refrigeration		£5,000
Ventilation canopy (excluding ducting beyond canopy)	£5,000	
General stainless fabrication, tabling, sinks etc.	£5,000	
Dishwash		£7,500
Racks/ shelves/cupboard		£2,500
New safety floor and hygienic finishes		£2,500
<b>Sub total:</b>	<b>£30,000</b>	<b>£17,500</b>
<b>Total</b>	<b>£60,000</b>	<b>£31,700</b>

Exclusions:

- Structural works
- Heating & ventilation (the space may need air handling to provide suitable conditions)
- Toilets
- Fire alarms and security systems
- Interior decoration, lighting & signage
- M&E: (power; water & drainage required - no gas is required)
- VAT
- Design, Project management & installation

## 4.0 FINANCIAL POTENTIAL FOR A CAFÉ & EVENTS

- The use of food and drink in a commercial environment is dependent upon a range of factors including:

Affecting factors	Notes
Type of venue, its location, style and opening hours	A destination and 'walk-by' venue in urban park setting. Mansion open post Phase 1 daytime (potentially early evenings in the summer)
Visitor numbers	Expected to be circa 45,000 post phase 2. Park users will be higher but it is difficult to be precise with expected numbers within an open park with multiple access/egress points
Dwell time	The longer the dwell; typically the higher the use of catering. In this case, given generally brief/passing dwells in the park, we'd expect a relatively low conversion to use – dedicated Mansion visitors are much more likely to use catering
External competition	Limited competition will support demand
The location of catering within the venue	Facilities located next to areas of highest visitor flow will result in largest conversion - visibility & signage important to identify offer
The relative quality of the offer	Good quality offer crucial that is targeted to create attractive food and beverage requirements
Arrangement of offers to suit day-parts	Any offer needs to be daytime focused to reflect nature of venue and opening hours
Marketing/signage	Easily accessible and visible offers reduce need for extensive signage. Food offers should be featured in marketing material and strongly on web presence
Ability of facilities to meet demand at peak	There are likely to be peaks at times when catering will be extremely busy; service style and menu as well as staff need to be focused on maximising capability during peak periods

- The two main benchmarks that are of primary relevance when assessing business case for permanent catering operations: cafés/restaurants etc. are the numbers choosing to use catering (the uptake) and the amount of money spent by visitors on catering (the spend).
- The amount of money spent by visitors to venues varies dramatically from less than £0.50 to well over £10. Spends are highest when a popular and well used restaurant or café bar type operation is in place.
- Catering uptake varies considerably between types of attractions. The key variables are those set out above. At public park type locations uptakes are usually low, in percentage terms, but footfall is usually high. Conversely at destination Museum/Heritage venues uptakes are usually high but footfall low!

- Based upon the visitor numbers anticipated by DCA Consultants, we have applied a level of uptake/conversion to arrive at an estimate of customer numbers from the beginning of Phase 1:

Visit Periods	Annual visits	Uptake/ Conversion	Potential Customers
Mansion visits	20,000	20%	4,000
Park visits	180,000	5%	9,000
<b>Sub total:</b>	<b>200,000</b>		<b>13,000</b>

- Based on the numbers, the tables below define an expected mix of likely types of business and typical levels of spend we would expect to be achieved in this location:

Types of use	Mix of Customers	No. of Customers
Proportion of Customers in Main Groups:		
Beverage only	20%	3,700
Hot or cold beverage & simple hand held snack: cake/ sandwich	35%	6,475
Light meal with hot or cold beverage	25%	4,625
Afternoon tea	10%	1,850
Ice cream/confectionery	10%	1,850

- Given this balance of trade we would expect spend levels and sales as follows:

Types of use & spending	Mix of Customers	Customers
Average Spend in each Main Group:		<b>Spend</b>
Beverage only	£2.20	£8,140
Hot or cold beverage & simple hand held snack: cake/ sandwich	£5.00	£32,375
Light meal with hot or cold beverage	£7.50	£34,688
Afternoon tea	£10.00	£18,500
Ice cream/confectionery	£2.00	£3,700
<b>Total Sales:</b>		<b>£97,403</b>

- On this basis we would expect a **sales potential for the café of some £100k pa.**

- From phase 2 we would envisage an uplift.

Visit Periods	Annual visits	Uptake/ Conversion	Potential Customers
Mansion visits	45,000	50%	22,500
Park visits	180,000	15%	27,000
<b>Sub total:</b>	<b>200,000</b>		<b>49,500</b>

- Based on the numbers, the tables below define an expected mix of likely types of business and typical levels of spend we would expect to be achieved in this location:

Types of use	Mix of Customers	No. of Customers
Proportion of Customers in Main Groups:		
Beverage only	20%	9,900
Hot or cold beverage & simple hand held snack: cake/ sandwich	35%	17,325
Light meal with hot or cold beverage	25%	12,375
Afternoon tea	10%	4,950
Ice cream/confectionery	10%	4,950

- Given this balance of trade we would expect spend levels and sales as follows:

Types of use & spending	Mix of Customers	Customers
Average Spend in each Main Group:		
	<b>Spend</b>	<b>Sales</b>
Beverage only	£2.20	£23,760
Hot or cold beverage & simple hand held snack: cake/ sandwich	£5.00	£103,950
Light meal with hot or cold beverage	£7.50	£111,375
Afternoon tea	£10.00	£59,400
Ice cream/confectionery	£2.00	£11,385
<b>Total Sales:</b>		<b>£309,870</b>

- On this basis we would expect a **sales potential for the café of some £300k pa.**
- This feels like a sensible base case; a good operation in this location with a loyal audience we believe, could achieve higher sales.

#### Returns

- On this basis and assuming the café is sub-contracted to a reasonably ambitious operator we would expect a commission of c10% to be achievable. **This would therefore return c£30k pa in commission.** Final commissions will depend on two factors: the operator's ingoing costs and their operating cost responsibilities. If for example an operator is required to fund the fit-out; they will need to account for the capital depreciation via a lower commission through their tenure.
- In the initial period** say from Spring 2019; we would expect a lower sales base and a lower commission. Sales, we suspect would be lower but the Landlord is also likely to need to offer a degree of inducement to an operator/ rent free period or initial commission rate reduction etc. For this period a commission of 5% is more realistic resulting is a **return of c£5k in commission.**
- As the site develops and activities and visitor numbers grow we would envisage this improving.

## Events

- The numbers of events managed and delivered by venues like Oldway varies dramatically. Many heritage type venues will often only do a handful of such events pa. but some others will do very many; the difference is usually down to targets and marketing.
- The primary income driver for events is likely to be the room/venue hire achievable as this is ostensibly a profit stream. The caterer(s) conversely will just pay a small proportion of their revenue in commission. The Client focus therefore should be on occupancy/ use of room at a commercial rate.
- The Mansion has several really good rooms available for hires; with significant capacities. These are sized for meetings/conferences/lectures etc. and this sort of activity is appropriate. Aside from these weddings and formal private dinners are obvious targets.
- Hire rates for this type of use need to be measured against relevant local competition but they will be relatively modest as the type of target business reflects rates achievable. However, clearly the venue needs to compete within its local market and venue pricing is not an exact science; more of an elastic balance of supply and demand.
- In addition to any room/venue hire, the Mansion will expect its caterers to pay a commission. The usual sum is 10% on food and beverage revenues.
- Very often for this type of business hires will be undertaken on a day delegate basis; with hire, basic IT, refreshments etc. provided for an inclusive price.
- In management terms, we have assumed an open future arrangement with the Mansion managing the event bookings and retaining room hire. On this basis the Mansion would work with a small list of caterers; enabling more choice for customers which is usually favoured. One of these caterers would certainly be the café operator.
- The likely range of hire rates and catering spends is set out below:

Type of Event	Expected hire fee A	Frequency B	Hire revenue C
Meeting/conferences/away days/lectures	£100 - £150		= A * B
Events hire Mansion - wedding etc.	£750 - £1,500		= A * B

Type of Event	No. of attendees D	Catering spend/ head E	Catering revenue F
Meeting/conferences/away days/lectures	5 - 50	£5 - £10	= B * D * E
Events hire Mansion - wedding etc.	100's	£35 - £75	= B * D * E

- The real variable in this model is the event frequency. As an initial guide and based on consultation with DCA Consultants we have set out below what a future events occupancy could look like:

### Phase 1

#### Phase 1

TYPE OF EVENT	AV' HIRE FEE	FREQUENCY	HIRE REVENUE	AV' NO. ATTENDEES	CATERING SPEND/ HEAD	CATERING REVENUE	CATERING COMMISSION
Meetings/ conferences/ away days/ talks/ lectures	£ 100	30	£3,000	20	£5.00	£3,000	£300
Private parties	£ 500	10	£5,000	100	£30.00	£30,000	£3,000
Dinners	£ 500	12	£6,000	80	£40.00	£38,400	£3,840
Wedding breakfasts	£ 1,000	16	£16,000	140	£65.00	£145,600	£14,560
<b>Sub Total:</b>		<b>68</b>	<b>£ 30,000</b>			<b>£ 217,000</b>	<b>£ 21,700</b>

### Phase 2

#### Phase 2

TYPE OF EVENT	AV' HIRE FEE	FREQUENCY	HIRE REVENUE	AV' NO. ATTENDEES	CATERING SPEND/ HEAD	CATERING REVENUE	CATERING COMMISSION
Meetings/ conferences/ away days/ talks/ lectures	£ 200	50	£10,000	20	£7.50	£7,500	£750
Rotunda events	£ 1,000	36	£36,000	150	£15.00	£81,000	£8,100
Private parties	£ 750	24	£18,000	100	£35.00	£84,000	£8,400
Dinners	£ 750	28	£21,000	80	£45.00	£100,800	£10,080
Wedding breakfasts	£ 1,500	36	£54,000	140	£70.00	£352,800	£35,280
<b>Sub Total:</b>		<b>174</b>	<b>£ 139,000</b>			<b>£ 626,100</b>	<b>£ 62,610</b>

- On this basis the income would be £30,000 in hires plus approximately the £20,000 in catering commission in phase 1, **a total of c £50,000.**
- By phase 2 with the availability of the Rotunda and the Mansion in a better state, occupancy and rates should improve. We have considered the income would be £140,000 in hires plus approximately the £60,000 in catering commission in phase 1, **a total of c £200,000.**
- In terms of costs to set against this revenue; the main issues to consider are:
  - Whether a dedicated event sales/co-ordination role is required to manage and co-ordinate event activity;
  - Whether to have a dedicated or 'list of' caterers;
  - What level of provision to provide by way of furniture, AV and CCG (crockery, cutlery and glassware);
  - A marketing budget; there will need to be paper and web based collateral

## 5.0 MANAGEMENT

This section looks at the alternative management options.

■ We have described two core options:

- In-house
- Contract out

■ The key advantages and disadvantages associated with the core options are as follows:

ADVANTAGES	DISADVANTAGES
<b>Manage in-house</b>	
<ul style="list-style-type: none"> <li>• Direct management control over extent &amp; quality of services, pricing &amp; set-up</li> <li>• No potential conflict of interest</li> <li>• No confusion over control of spaces</li> <li>• Higher profit potential as no third party involved</li> <li>• Ability to manage events with the same team with no conflict</li> <li>• Continuity</li> <li>• Experience of existing team</li> </ul>	<ul style="list-style-type: none"> <li>• The risks/responsibility falls onto the team &amp; is not delegated</li> <li>• Lack of wider experience &amp; isolation</li> <li>• Limited commercial F&amp;B experience across in-house team</li> <li>• Shortage of skills required to turn round business</li> <li>• Senior management time required</li> <li>• Legislative responsibility</li> <li>• Investment responsibility</li> </ul>
<b>Contract out</b>	
<ul style="list-style-type: none"> <li>• Access to specialist management expertise &amp; support resources as well as experience from other venues</li> <li>• Ability to manage café and events through the same partner</li> <li>• Operational issues are delegated to a third party</li> <li>• Reduced level of administration &amp; management involvement</li> <li>• Potential access to some capital investment by the caterer or partner</li> <li>• Shared risk</li> </ul>	<ul style="list-style-type: none"> <li>• Lack of direct control over operational standards &amp; quality of the services - possible conflict over screenings/programme</li> <li>• Requirement for third party profit/ reward</li> <li>• Potential exposure to risk reputation through poor performance of an autonomous third party</li> <li>• Need for monitoring of caterer's performance by management</li> <li>• Third party will focus on their individual commercial opportunity &amp; not necessarily venue goals</li> </ul>

■ In-house management usually achieves an integrated service that venues are able to fully control and develop to suit its visitors. The commercial opportunity available in-house maximises the return available without a third party contractor taking their profit element.

■ However, success is far from guaranteed and with in-house management there are operational and strategic risks of failing to perform operationally and immediate financial consequences. We have seen a number of venues simply failing to adopt the necessary commercialism. What is paramount with running catering operations is a ruthless focus on the key margins: food costs and staff costs in particular.

■ Local authorities tend not to directly manage specialist facilities like cafés nowadays.

### Contract out option

- Alternatively, contracting out offers an ability to delegate the day to day responsibilities and risks of managing catering and bring in a specialist partner to focus on this. With a contracted out service the hope is for a partnership to develop with both parties working together but it is reliant on finding a successful partner and developing the relationship. Finding the right partner(s) is critical; this is often where venues 'get it wrong'. Terms always vary to some extent depending upon the business opportunity and cost base.
- Contracting out also offers an ability to secure 3<sup>rd</sup> party investment, although operators will require terms to ensure they can make a return on their investment and will take no risk with capital. We rarely recommend Clients approach caterers for significant capital.
- In many ways the contracted out model is simpler to present and predict as the majority of costs are met by the caterer, with return payable by way of a percentage of sales. The contracting out model is often lower risk but future reward can be limited by this.
- Based on predicted sales levels we would expect a commission of c 10% to be achievable (assuming limited operator investment); on this basis the model would be as follows:

	Total Sales/ Commission - Phase 1	Total Sales/ Commission - Phase 2
Total income to Caterer	£100,000	£300,000
Return @ 10% of net sales	£5k	£30k

- **On this basis a positive net return should be achievable from a stat-up position.**
- The business opportunity would attract operators willing to make some investment in facilities but if significant investment were a prerequisite returns, by way of commission percentages, would be reduced.

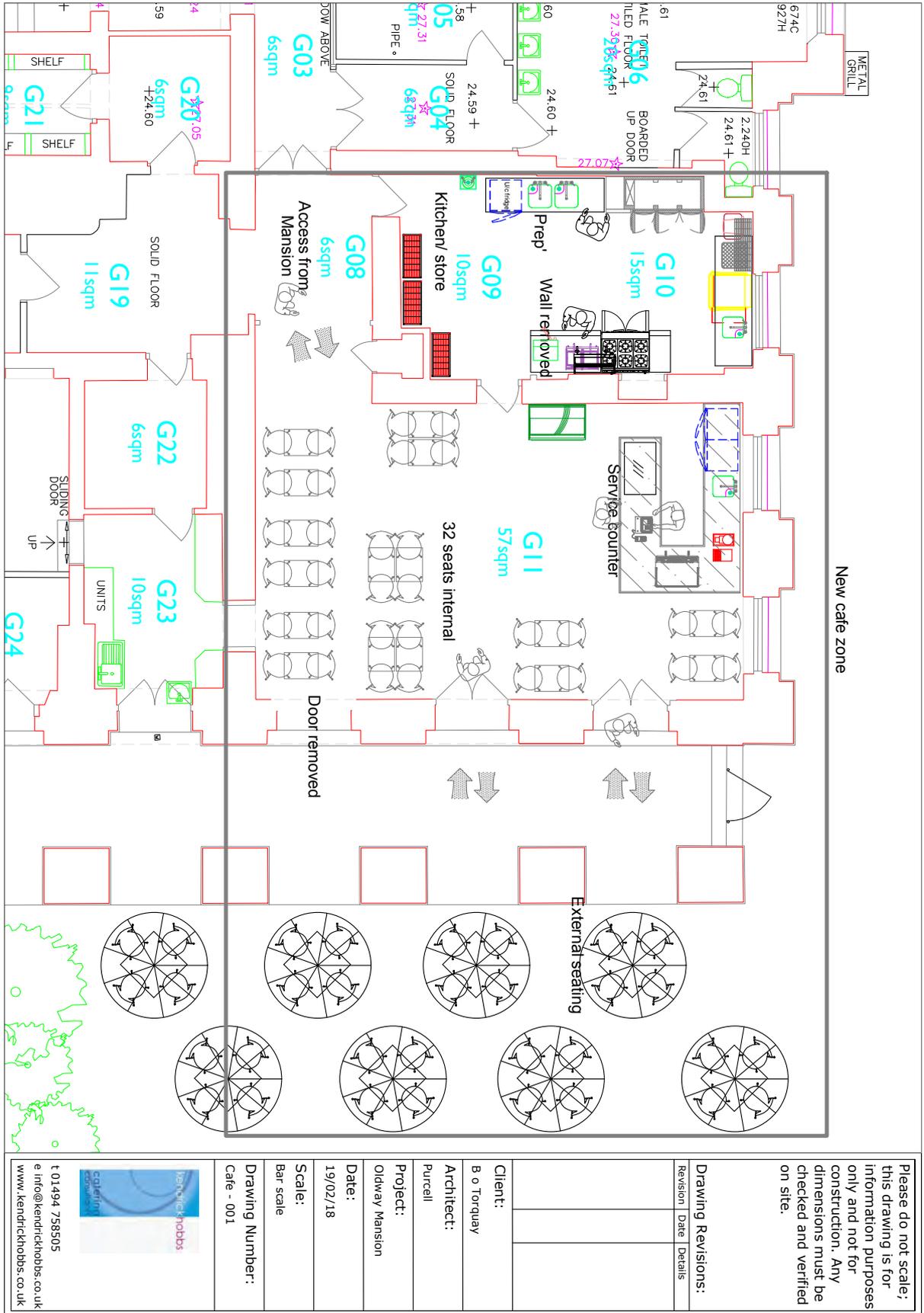
## 6.0 CONCLUSIONS & RECOMMENDATIONS

- The catering market in its wider context has experienced rapid growth, diversification, specialisation and innovation since the millennium.
- Within host venues of all types, expectations have risen as more informed consumers desire facilities, product, services and environments that are better quality, more interesting and ideally bespoke. This has seen the profile and prominence of catering facilities in host venues increase.
- We are enthused by the opportunity for a café at Oldway Mansion. The setting has many benefits and the spaces; internally and externally are suitable.
- Beyond this, as an events venue, the venue has tremendous opportunities.
- Having looked in some detail at the available space for an interim café operation we have set out how this could be configured.
- The type of operation we envisage can be described as a high quality heritage venue café. Given the setting, the competition and the audience we feel the café has the opportunity to be a destination offer for local residents and park users. We would envisage a limited menu focused around good quality hot and cold beverages; morning goods and pastries, filled wraps, rolls and homebaked artisan breads, with a light selection of hot dishes.
- Whilst usually having a counter service model, an operator might provide table service at lunchtime to further reinforce the quality aspiration and to differentiate from competition.
- We believe a positive net income will be achievable from the café and have suggested an initial period commission of c £5k. As the venue develops this will grow and become more significant and with the delivery of phase 2 we have forecast this rising to c £30k.
- The larger business opportunity is through events with a combination of significant spaces available for a range of functions and special occasions.
- By phase 2 with the availability of the Rotunda and the Mansion in a better state, occupancy of events and rates should improve. We have forecast a potential return (including hire fees and catering commission) of some £200k.

19<sup>th</sup> February 2018

kendrickhobbs

# INTERIM CAFÉ - SCHEMATIC LAYOUT



Please do not scale;  
 this drawing is for  
 information purposes  
 only and not for  
 construction. Any  
 dimensions must be  
 checked and verified  
 on site.

Drawing Revisions:  
 Revision | Date | Details

Client:  
 B o Torquay

Architect:  
 Purcell

Project:  
 Oldway Mansion

Date:  
 19/02/18

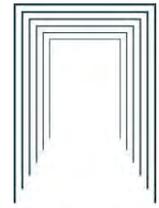
Scale:  
 Bar scale

Drawing Number:  
 Cafe - 001



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Kevin Mowat  
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22 November 2017

Dear Kevin,

### **Oldway Mansion, Paignton: Dry Rot Damage**

We very much enjoyed our visit to see Oldway Mansion and its amazing interior and, as promised, I am writing to outline my observations and concerns about the presence of dry rot within the building and what action you might need to take to reduce its impact.

Dry rot is a potentially very destructive fungal infestation that spreads through the timber structures and finishes of buildings, effectively consuming the fibres that give them their structural strength. It can be identified in timber by the 'cubing' of the timber surface and by the visible presence of 'fruiting bodies' which are its mushroom like fungal structures which spread the spores of the fungal infestation. Because dry rot removes the structural strength of the timbers if it reaches structural timbers such as floor joists and is not eradicated, major structural collapse and failure will result.

The dry rot fungal bodies are fed moisture by thin cobweb like fronds which radiate from the bodies towards sources of damp in the building, usually starting at high level through leaking gutters or leadwork and at the lowest building levels through damp basement structures. The extent of the 'fronds' indicates the spread of the dry rot infestation which is usually very much greater than just the visible areas where the fruiting bodies are evident as the 'fronds' or mycelium spread behind a building's timber and surface finishes often making the extent of the outbreak invisible until the fruiting bodies emerge.

Dry rot can spread devastatingly quickly in the right environmental circumstances, which are damp (but drying) conditions, lack of air movement and ventilation and warm internal temperatures. The most effective treatment is to remove the sources of damp and to dry the fabric out, followed by providing good ventilation and reducing temperatures. There are chemical treatments, but they do not obviate the need for stopping the damp at source, and improving the environment relative to the optimum environment that dry rot needs to flourish. Where timber fabric has dry rot, there is no alternative to removing it if the cubing process has started – hence why it can be so damaging and destructive in historic buildings and, if not resolved, can lead to massive repair and remediation works and associated costs.

Unfortunately, during our visit, we saw a number of outbreaks of dry rot in several areas of the building and evidence of damp ingress where further dry rot outbreaks are likely to result without preventative

works. The principal areas of concern are outlined below, and my colleague Alex has marked up some drawings showing the key problem areas we observed, which are attached.

### **South Elevation Rainwater Downpipes**

Much of the damage and dry rot evident along the rooms that face out from the south elevation is caused by the long-term leakage of the two rainwater pipes at each end of the central part of the elevation. The vegetation growing extensively up behind the rainwater pipes, particularly the one to the west end of the elevation, and the staining of the external wall surfaces adjacent, indicate that leakage of the downpipes is a significant cause of the damp internal walls and hence, the dry rot. The leakage is either caused by failure in the pipe joints combined with partial blockage (or reduced flow) or by vertical cracking usually located at the back of the downpipes and arising from expansion and contraction during cold weather.

Replacement of the downpipes should prevent the damp ingress which is causing the internal damp penetration and consequent damage to the internal plasterwork and the dry rot. This needs detailed inspection on site including high level access to ensure the condition of the upper section of the downpipes and their link through to the roof leadwork is resolved.

### **South West Corner of Ballroom Ceiling**

There is a substantial outbreak of dry rot with extensive fruiting bodies evident and already considerable damage to the timber detail and structures in the south west corner of the Ballroom bay window ceilings and cornice against the main south elevation and above the raised stage. Although we were not able to undertake a detailed inspection, it did appear to us that the cause of the problem is the short flight of steps on the roof above installed to give access to the fire escape. It looked to us as if the steps were constructed on top of the roof asphalt or membrane finish and have subsequently compromised its integrity; causing a depression in the roof leading to ponding and catching debris close to the rainwater outlet behind. The solution would be to remove the steps and repair the damage to the roof covering and probably the adjacent flashings. Ideally further inspection is needed to be sure this is the source of the damp penetration. Once the damp is resolved, the area should be ventilated and some very careful opening up works taken to allow the infected plasterwork and finishes to be treated with specialist irrigation and if necessary carefully removed.

### **South Elevation Horizontal Cornices and String Courses**

The south elevation, which faces the prevailing weather, has horizontal string courses at each level between the window heads and corresponding window cills to the floor above. The cills of the large timber opening windows set above the string courses sit directly on top of the stone of the string courses. The string courses were originally detailed with no falls and with open mortar joints which means they do not shed water during wet weather and hence water is penetrating both through the timber window cills which are rotting as a consequence, and also into the fabric and through to the ceilings and high-level finishes of the walls adjacent and below. This is causing both damage to the internal plasterwork and joinery details and dry rot outbreaks.

Unfortunately, this is a latent defect in the original design of the building and cannot be simply dealt with by small scale short-term remedial works. In the longer term the solution is to re-detail the cills and window joinery to create a fall and also to install new leadwork flashings to cover the top of the cills to ensure rainwater does not penetrate through them into the fabric but is discharged away from the façade fabric. We recently encountered a similar problem at the National Trust's Dyrham Park Mansion and some photos are attached to show how it was resolved.

The best short-term option would be to scaffold the elevation (with a rain-screen) and to provide a waterproof scaffold roof. However, this would clearly be very expensive indeed – possibly in excess of £500k for the whole building. We are aware of several projects such as Poltimore House near Exeter where Historic England have assisted with the cost of an emergency protective scaffold and roofing and it may well be worth consulting with them to see if they could help towards urgent protective

works. I have checked and confirm Oldway Mansion is already on the Historic England's Buildings at Risk Register and so should prioritise any help they can give to you. Alternatively, we would recommend exploring possible local solutions where the worst of the penetration is occurring.

### **North Elevation Pediment (West End)**

We did not access this area of the roof externally, but it was clear from the dry rot, carpet stains, and the buckets below that there has been considerable and ongoing water penetration in this area from the roof and/or roof leadwork gutters. This has resulted in the substantial dry rot outbreak evident in the rooms below. A roof inspection is needed to see what is causing the ingress and to resolve remedial action.

### **Perimeter of Stair Hall Roof Lantern**

The roof lanterns above the stair hall and other spaces have been temporarily covered with polythene sheeting to try to protect the spaces below from rainwater ingress. Above the stair hall lantern we observed some fungal growth appearing externally from below the polythene coverings which suggests the polythene is causing the ideal environmental conditions for the spread of dry rot. It is especially worrying that this is over a key and exceptionally sensitive element of Oldway's historic fabric. We were not able to see enough to recommend a course of remedial action and this area of the roof also needs closer investigation to resolve the dry rot present.

### **Inspection**

We would advise a detailed inspection of the building to identify the full extent of dry rot infestation and to plan an effective remedial/mitigation strategy and works. This should be undertaken by a specialist conservation consultant rather than a contractor to ensure adequate, appropriate and commensurate action rather than an excessive response.

### **Timing**

Dry rot is particularly virulent in its spread during the early autumn in September/October when the weather is damp, but air temperatures are still warm and after which the 'fruiting bodies' die off following the distribution of their spores. Ideally the Council will have implemented a programme of urgent remedial before the end of next summer when the dry rot fruiting bodies would be at their most virulent again.

### **Other Actions**

In addition to resolving the immediate cause of the damp ingress and letting the built fabric dry out the Council should do two other things.

Firstly, we noted the excessive heating during our visit which keeps the building temperatures high, maintaining the warm internal conditions ideal for the growth of dry rot. Indeed, the heating was up so high it also appeared to be causing the splitting of timber panelling in the rooms along the south elevation – the radiators were so hot they could not be touched! We would recommend turning the heating off and only using it for frost protection in the winter. If the heating is not maintained for frost protection we would also suggest you consider turning off and draining down all wet services in the building.

Secondly, lack of ventilation increases internal humidity levels, again an important factor and contributor to the rapid growth of dry rot. We would recommend reviewing how good levels of natural ventilation could be maintained in the building whilst it is unoccupied to reduce humidity and help dry the building fabric out. Clearly, this needs to be considered in the context of also needing to maintain the building's security.

I hope this letter is helpful to you and my apologies for having to raise the concerns but the potential cost to the Council for not taking steps to control and eradicate the current dry rot problem is likely to be very substantial indeed and will make securing the future of the building even more difficult.

If we can be of any further help, please do not hesitate to let us know.

Yours sincerely

A handwritten signature in black ink, appearing to read 'Niall Phillips', with a long, sweeping horizontal stroke extending to the right.

**Niall Phillips**  
**RIBA**  
Senior Partner  
On behalf of Purcell®

CC:

Cllr. Chris Robson

Attachments;

Marked up Dry Rot location drawings  
Photographs of stone cill leadwork upgrading Dyrham Park

## Oldway Mansion Preliminary Outline Repairs Schedule February 2018

### 1.0 Introduction

#### 1.1 Site, Location, & Building

##### 1.1.1 Address

Oldway Mansion  
Torquay Road  
Paignton  
TQ3 2TY

##### 1.1.2 Grid Reference: SX 88821 61492

##### 1.1.3 History

In 1870 the American industrialist Isaac Merritt Singer and his French wife arrived in England and purchased 19.5 acres (c 8ha) of the Fernham estate in Paignton. This included a mid C19 house known as Oldway Villa (late C20 Little Oldway), which was adapted as the Singers' temporary home. Singer (b New York State 1811) had run away from home at the age of twelve, and established himself as an extremely wealthy man through the founding of the Singer sewing-machine company. The local architect G S Bridgman was commissioned to design a new house in the French Renaissance style on a site to the east of the existing villa. The new house was known as 'The Wigwam', and had little by way of gardens and grounds other than a walled garden immediately to its west. Its surrounding landscape, later to become the grounds of the new mansion, was a mixture of fields, and particularly to the south, extensive orchards. To the north a Riding School and conservatory were built by Bridgman in 1873.

Following his father's death, Singer's son, Paris, purchased his brothers' interest in the Oldway property, and in the first years of the C20 was responsible for extensive alterations to the house and surrounding grounds, the landscaping work being underway in 1900. The design for the landscape was drawn up by Achille Duchene, with J H Cooper, Singer's surveyor, being responsible for the supervision of the construction work. The Parisian firms of Frevre and Cie, and S Rousselet carried out the stone and stucco work. After completing the Oldway commission, Duchene went on to create a major new water parterre for the Duke of Marlborough at Blenheim Palace, Oxfordshire (qv).

Oldway Mansion was used as the American Women's War Hospital during the First World War, and in 1939 was requisitioned by the Royal Air Force. It was purchased by Torquay Borough Council from the Singer family in 1946, and now (1999) serves as council offices, with the grounds being open as a public park.

#### 1.2 Listing Details

##### 1.2.1 Listing No: 1001368

##### 1.2.2 Listing Grade:

##### 1.2.3 Listing: 13/05/1997

##### 1.2.4 Listing Description

Oldway Mansion (listed grade II\*) stands on a terrace towards the west side of its grounds. The house was built in 1873-5 for Isaac Singer to the designs of G S Bridgman. The west facade of the present house preserves part of Bridgman's French Renaissance brick and stone structure with prominent chimneys and dormers. The south facade of the late C19 house was rebuilt c 1900, probably by Achille Duchene, to accord with his new formal garden. It is reputed to have been influenced by Gabriel's Pavillion Francais at the Petit Trianon, Versailles (J Wilson pers comm, 1997). In 1904-7, the house was extensively remodelled by Paris Singer, who took his inspiration from France, this influence being particularly visible on the east and north fronts, the former being modelled on the facade of the Hotel de Crillon, Place de la Concorde, Paris, the latter being based on French C18 precedents.

Some 40m west of Oldway Mansion, set within its own grounds, stands the villa Little Oldway (listed grade II), built c 1850 as Oldway Villa (OS 1st edition 1865), with additions of the 1870s for Isaac Singer, who

used it as his residence while the new house was under construction. To the south-west of the two-storey, stuccoed mid C19 villa rises a three-storey rubble-stone tower with gothic windows and a castellated balustrade.

#### 1.2.5 Related Listings

Little Oldway. List No: 1298257

### 1.3 Scope & Exclusions

#### 1.3.1 Scope

It is emphasised that this schedule is based on a cursory non-invasive visual inspection of accessible elements of the building; it is in no way comprehensive, focuses only on the general condition of the building and its defects, and is not a specification for the execution of any work noted herein and must not be used as such.

This schedule is intended only to enable cost-consultant, MACE Group, to produce outline budget costs under the auspices of the 2017/18 Use Options Appraisal; a collaboration between David Clarke Associates, Purcell, MACE, and the client and owner, Torbay Council.

The client is advised to commission a Building Inspection Report with sufficient scope to open-up problem areas in order to gain a full understanding of the building and its defects.

#### 1.3.2 Exclusions

Specifically beyond the scope of this schedule are:

- Mechanical and electrical installations including legionella, alarm systems, data/telecommunications, heating and water systems, renewable energy installations etc.
- Equality Act installations and adaptations such as lifts, stair lifts, induction loops etc.
- Portable and fixed appliances
- Visitor interpretation media and displays
- Loose furniture, artefacts and furnishings (other than decorations)
- Asbestos
- Ecology
- Elements below ground or concealed.

Any costs in relation to items noted in this schedule are not the work of Purcell and as such no responsibility can be taken for them.

#### 1.3.3 Health & Safety

Overall responsibility for the health and safety of the building and its grounds lies with the client. This schedule may identify areas of risk, but this does not equate to a thorough and complete risk assessment by the client.

The client should make available, or commission, including but not limited to, reports on the management & maintenance of asbestos, condition of electrical installations, and condition of gas installations.

The mansafe installation to the roof is in considerable decay and noted as being unsafe in areas; specifically, the handrail to the ramped and stepped approach to the East parapet veranda.

## 2.0 Building Plan

- 2.1 Building plans – both existing and those marked to indicate areas in accordance with this schedule are appended under items *14.1 Appendix 01 Existing Drawings* and *14.2 Defects Drawings*, respectively.

## 3.0 General Condition

- 3.1 Following Torbay Council's decision to move out of Oldway in ??? the building has suffered from a lack of maintenance, a distinct lack of oversight with regard to developing issues, and an insensitive climatic regime – see *item 3.2*. As such, whilst the building as a whole is in little immediate danger, the extant defects have the potential to develop in to serious issues if not arrested as soon as possible; naturally, costs will only increase the longer issues are ignored.

- 3.2 A letter, written by Niall Phillips of Purcell and dated 22<sup>nd</sup> November 2017, was sent to the client outlining details of the most-pressing defects present at the time of our initial visit in early November 2017, namely significant and worsening dry-rot damage to ornamental plasterwork – items inherent to the building's character and value as a heritage asset. This letter is appended to this schedule under *14.3 Appendix 03 Letter of Advice: Dry-Rot Damage*.

Further to this advice to reduce or completely turn off the heating system and ventilate the building as far as is practically possible – alongside treating the dry-rot - it is apparent that the heating system remains on at a high level.

#### 4.0 Roofs Cost

##### 4.1 Generally

- 4.1.1 As drawing SK01 – see *14.2 Appendix 02 SK01 Roof Plan* - the roof is formed of 14 constituent elements including a number of lead-topped slated mansard, pitched and hipped slated, leaded, felt, and glazed lantern roofs along with myriad lead cloaked items throughout. As a result of the adaptation, under Paris Singer, of the house from Bridgman's French Renaissance brick and stone structure with prominent chimneys and dormers – known colloquially as the Wigwam - in to the Rococo Southern elevation – modelled on Gabriel's Pavilion Francais at the Petit Trianon, Versailles – and the Neo-Classical Eastern and Northern elevations – modelled on Gabriel's Hotel de Crillon in the Place de la Concorde, Paris - a number of defects were created; tight junctions, unresolved levels, and inconsistent movement between structural elements.

Under this conversion and the auspices of Torbay Council, a range of modern materials have been introduced to the roof. Whilst this has ensured that the building has remained largely watertight on a modest budget, the materials are unlikely to conform with relevant building regulations and are not commensurate with the historical integrity and character of the building as defined under its listing status. That said, there appears to be little work required to the structure of the roof and specialised items such as leadwork are across large accessible areas, thus reducing installation cost.

- 4.1.2 As a general strategy, roof coverings should be replaced as such:

Lead sheet inc. gutters & exposed ridges: Code 7 (White). Milled throughout (no sand-cast).  
Lead flashings, details, hip gutters & non-exposed ridges: Code 5 (Red). Milled throughout (no sand-cast).  
Zinc: Zinc  
Cloth & Resin: Built-up bituminous Bauder/Alumasc type with sanded (not mineral) cap sheet  
Slate: Slate (source TBC)  
Felt: Built-up bituminous Bauder/Alumasc type with sanded (not mineral) cap sheet

##### 4.2 Description & General Condition of Roofs

- 4.2.1 Roof 01 . South East . Flat Roof over Southern extent of F11 Ballroom

- 4.2.1.1 Existing: Degraded cloth and resin over (presumed) existing sarking boards with flashing.

- 4.2.1.2 Renew: Assume structure sound and falls adequate under relevant guarantees. Built-up bituminous Bauder/Alumasc system with sanded (not mineral) cap sheet.

- 4.2.1.3 Indicative photograph



- 4.2.2 Roof 02 . South West . Flat Roof over F15

- 4.2.2.1 Existing: Degraded cloth and resin over (presumed) existing sarking boards with flashing.

- 4.2.2.2 Renew: Assume structure sound and falls adequate under relevant guarantees. Built-up bituminous Bauder/Alumasc system with sanded (not mineral) cap sheet.

4.2.2.3 Indicative photograph

No photograph available. Refer to 4.2.1.3

4.2.3 Roof 03 . East . Lead top over slated mansard with lead cloaked dormers

4.2.3.1 Existing: Lead over wood-core King, Queen, and hip rolls on existing sarking boards.

4.2.3.2 Renew: Assume structure sound and falls adequate under LSA guarantee standards. Allow for 100% renewal in Code 7 (White) lead over hardwood-core King and Queen rolls to top, hip rolls, and torus rolls/bullnose to perimeter on building paper on existing sarking boards to relevant LSA guarantee standards.

Allow for 100% renewal of slates to near-vertical mansards to North, East, South, and West elevations on softwood battens.

Dormers – See 7.0 External Doors & Windows

4.2.3.3 Indicative photograph:



4.2.4 Roof 04a . Central . Pitched and hipped lantern with raised glazed central section – see 4.2.5 Roof 4b - over G12 Staircase

4.2.4.1 Existing: Lead with likely bituminous type repair coating (lead bays too wide and prone to cracking) over wood-core queen and hip rolls and sarking boards.

4.2.4.2 Renew: Assume structure sound and falls adequate to LSA guarantee standards. Allow for 100% renewal in Code 7 (white) lead over hardwood-core Queen and hip rolls, and torus rolls/bullnose to perimeter on building paper on existing sarking boards to relevant LSA guarantee standards. Note: Increase in lead bays required to conform to LSA guarantee standards.

4.2.4.3 Indicative photograph



4.2.5 Roof 04b . Central . Glazed pitched and hipped lantern on vertical framework over G12 Staircase

4.2.5.1 Existing: Patent glazing system with Georgian-wire single-glazed units in white painted iron frame with lead-cloaked cheeks.

4.2.5.2 Renew: Proprietary patent glazing system with single-glazed units in existing (cleaned, primed and painted) iron frame.

4.2.5.3 Indicative photograph

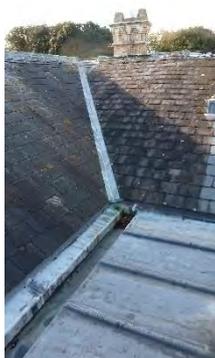


4.2.6 Roof 05 . South . Slate pitched and hipped

4.2.6.1 Existing: Slates to all pitches with lead over wood-core ridge and hip rolls.

4.2.6.2 Renew: Allow for 100% renewal of slates to all pitches on new softwood battens and Code 7 (White) lead over hardwood-core ridge and hip rolls.

4.2.6.3 Indicative photograph



4.2.7 Roof 06 . South West . Slate pitched and hipped

4.2.7.1 Existing: Slates to all pitches with lead over wood-core ridge and hip rolls.

4.2.7.2 Renew: Allow for 100% renewal of slates to all pitches on new softwood battens and Code 7 (White) lead over hardwood-core ridge and hip rolls.

4.2.7.3 Indicative photograph

No photograph available

4.2.8 Roof 07 . West . Slate pitched and hipped

4.2.8.1 Existing: Slates to all pitches with lead over wood-core ridge and hip rolls.

4.2.8.2 Renew: Allow for 100% renewal of slates to all pitches on new softwood battens and Code 7 (White) lead over hardwood-core ridge and hip rolls.

4.2.8.3 Indicative photograph



4.2.9 Roof 08 . North West . Felt over Lift House

4.2.9.1 Existing: Roofing felt with access hatch and mansafe installations

4.2.9.2 Renew: Roofing felt

4.2.9.3 Indicative photograph



4.2.10 Roof 09 . North West . Slate pitched and hipped

4.2.10.1 Existing: Slates to all pitches with lead over wood-core ridge and hip rolls.

4.2.10.2 Renew: Allow for 100% renewal of slates to all pitches on new softwood battens and Code 7 (White) lead over hardwood-core ridge and hip rolls.

4.2.10.3 Indicative photograph

No photograph available

4.2.11 Roof 10 . North West . Slate pitched and hipped

4.2.11.1 Existing: Slates to all pitches with lead over wood-core ridge and hip rolls.

4.2.11.2 Renew: Allow for 100% renewal of slates to all pitches on new softwood battens and Code 7 (White) lead over hardwood-core ridge and hip rolls.

4.2.11.3 Indicative photograph

No photograph available

4.2.12 Roof 11a . Lead flat

4.2.12.1 Existing: Lead over wood-core King, Queen, and hip rolls on existing sarking boards.

4.2.12.2 Renew: Assume structure sound and falls adequate under LSA guarantee standards. Allow for 100% renewal in Code 7 (White) lead over hardwood-core King and Queen rolls to top, hip rolls, and torus rolls/bullnose to perimeter on building paper on existing sarking boards to relevant LSA guarantee standards.

Cornice – renew substantial decorative zinc cornice to perimeter of both levels of lead top.

4.2.12.3 Indicative Photograph



4.2.13 Roof 11b . Slate mansards

4.2.13.1 Existing: Slates to all pitches with decorative zinc cornice and ridge details

4.2.13.2 Renew: Allow for 100% renewal of slates to near-vertical mansards to North, East, South, and West elevations on softwood battens and decorative zinc cornice and ridge details.

Dormers – See 7.0 External Doors & Windows

4.2.13.3 Indicative Photograph:



4.2.14 Roof 12 . North East . Slate pitched and hipped

4.2.14.1 Existing: Slates to all pitches with lead over wood-core ridge and hip rolls.

4.2.14.2 Allow for 100% renewal of slates to all pitches on new softwood battens and Code 5 (Red) lead over hardwood-core ridge and hip rolls.

4.2.14.3 Indicative photograph

No photograph available

4.2.15 Roof 13 . Central . Lead flat

4.2.15.1 Existing: Lead on wood-core King and Queen rolls over existing sarking boards.

4.2.15.2 Renew: Assume structure sound and falls adequate under LSA guarantee standards. Code 7 (White) lead on hardwood-core King and Queen rolls over building paper on existing sarking boards.

4.2.15.3 Indicative Photograph



4.2.16 Roof 14 . Central . Glazed pitched and hipped lantern over S01 Landing

4.2.16.1 Existing:

4.2.16.2 Renew:

4.2.16.3 Indicative Photograph



#### 4.3 Gutters

4.3.1 Existing: Lead to all valleys and perimeters unless otherwise stated – e.g. cloth & resin to roofs 1 & 2 and rubber-type to East parapet veranda.

4.3.2 Renew: Code 7 (White) to all valleys and perimeters unless otherwise stated.

#### 4.4 Parapets

4.4.1.1 Parapet Veranda to East elevation adjacent to Roof 03

4.4.1.2 Existing: Degraded rubber-type over concrete

Renew: Built-up bituminous Bauder/Alumasc type with sanded (not mineral) cap sheet over concrete

Indicative photograph



#### 4.5 Copings

4.5.1 Generally

Balustrades to North and South elevations appear in good condition, however, should falls be found to be inadequate, an allowance should be made for the dismantling of said balustrades and Code 7 (White) lead gutter flashings to be dressed under. Allow also for re-pinning of 50% balusters and 50% coping stones.

#### 4.6 Chimneys

4.6.1 Generally

Chimneys appear in good condition throughout. Allow 10% mortar repairs to bare-brick chimneys and 10% render repairs to rendered chimneys.

4.6.2 Caps

4.6.2.1 Existing: No caps present

4.6.2.2 Proposed: Bespoke square-type caps to all pots.

4.6.2.3 Indicative photograph



#### 4.7 Lightning Protection System

4.7.1 Assume 100% renewal of lightning protection system in ring to perimeter parapet, to all roof King/ridge rolls, and spur aerial to all chimneys.

## 5.0 Walls

### 5.1 Generally

Walls appear in acceptable condition however there has been significant movement with repairs required in a number of areas. Allow for investigation work and repairs.

### 5.2 Indicative photograph



## 5.2 Cornices

### 5.2.1 Cornices & String Courses to Base of First Floor South Elevation

5.2.1.1 Existing: It is apparent that the cornices and string courses to the South elevation comprise a significant defect.

5.2.1.2 Proposed: Introduce correct flashing by shortening windows to allow 1:60 (1:80 potentially acceptable) fall away from window in Code 5 (Red) lead on sloped mortar.

Windows – see 7.0 External Doors and Windows

### 5.2.1.3 Indicative photograph



## 6.0 Rainwater Goods

### 6.1 Generally

Self-set vegetation has taken hold in a number of areas. As such, where cast iron guttering is present, an allowance should be made to re-seal and paint alongside an allowance for complete replacement in some areas. Where plastic guttering is present, this should be replaced in new cast iron.

## 7.0 External Doors & Windows

### 7.1 Generally

Allow for 10% *RepairCare* and 100% rub-down and redecoration to all external joinery.

### 7.2 Dormers to Roof 04a

7.2.1 Existing: 15no lead topped and cheeked and aproned timber dormers.

7.2.2 Renew: Allow for 100% replacement of timber and Code & (White) lead top, cheeks, and aprons to 15no dormers

### 7.2.3 Indicative photograph



7.3 Dormers to Roof 1 la

7.3.1 Existing: Damaged 2no landscape dormers (with Visqueen covering) to South elevation (to third floor mezzanine) and 2no portrait dormers to North West and North East corners of room T14.

7.3.2 Renew: 100% replace 2no landscape dormers to South elevation. 20% *RepairCare* to dormers to North West and North West corners.

7.3.3 Indicative photograph



7.4 Doors to First Floor South Elevation

7.4.1 Existing: Heavily weather damaged hinged timber windows.

7.4.2 Renew: Allow 25% replacement timber and 10% *RepairCare* to all 12no windows and 100% rub-down and redecoration.

7.4.3 Indicative photograph



8.0 Interior

8.1 Generally

The building has been used heavily by Torbay Council leaving significant wear to various elements. The ongoing over-heating and lack of ventilation to spaces is leading to further decay.

Assume 100% re-decoration to plasterwork (walls, ceilings and cornices).

## 8.2 Walls: Dry-Rot Damage

8.2.1 Existing: There is significant and worsening dry-rot damage to the first-floor cornice-level plasterwork to the North and South elevations.

8.2.2 Proposed: Eradicate all extant dry-rot and allow for 20% repairs to decorative plasterwork. If left unchecked, allow for moulds to be made of surviving plasterwork and 100% replacement.

8.2.3 Indicative photograph



## 8.2 Floors

8.2.1 Timber floors to First Floor

Assume 100% renewal of floor finishes owing to significant wear due to use and damage from

Assume 100% renewal of carpets throughout second and third floors

## 9.0 Fittings, Fixtures, & Furniture

9.1 Generally

Should historically significant elements of the building be restored to their original grandeur, specialist advice should be sought with regard to the ornamental plasterwork, scagliola, and fine stone and metalwork throughout the entrance halls, grand staircase, and *Piano Nobile*.

## 10.0 Gas, Heating, & Electrical

10.1 No assessment as to the viability or appropriateness of the existing heating and electrical system has been made under this schedule.

## 11.0 Access

11.1 The *Equality Act 2010* pertains to the access requirements of existing building structures and requires reasonable adjustments to the feasible features of premises to negate barriers to access. Whilst a review has not been undertaken as part of this work, the building appears to be largely compliant with the provision of a lift to the North West corner of the building rising from area G48. As part of an ongoing use strategy for the building, the client should commission an access audit for options that alter the current accession provision.

## 12.0 Asbestos

12.1 As item 1.3.3, the client has duties under the *Control of Asbestos at Work Regulations*. As such, the client should make available or commission a report by a competent specialist on the management and maintenance of asbestos within in the building. This report, and the location of any encapsulated asbestos noted on the asbestos register, should be made available to any contractor working on site.

No assessment on asbestos has been made in this schedule.

## 13.0 Gardens & Grounds

13.1 Despite being listed on the *Heritage at Risk Register*, the gardens at Oldway have been maintained well under a contract facilitated by Torbay Council. As such, it is not proposed to divert significant potential funds towards this element.

## 14.0 Appendices

- 14.1 Existing Drawings
- 14.2 Areas for Repair
- 14.3 Letter of Advice, Dry-Rot Damage

# Order of Cost Estimate - Initial Repairs

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## Oldway Mansion

for

## Torbay Council

Report Nr: 3      Date: 10 April 2018



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Project Nr: 34812  
Prepared by: Lewis Karniewicz  
Approved by: Andrew Clancy  
Signed: 

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## 1. Introduction

- 1.1 This Order of Cost Estimate issued to Torbay Council refers to the works to Oldway Mansion, Paignton in respect of:  
1) Oldway Mansion Preliminary Outline Repairs Schedule dated February 2018 issued by Purcell.  
2) Options appraisal for possible future uses issued February 2018 by Purcell.
- 1.2 The site specific conditions have been considered and the costs in this report are based on the repairs schedule, survey drawings and options appraisal received from Purcell.
- 1.3 Mace have no information regarding structural stability of Oldway Mansion or whether the current MEP installation conforms to the Building Regulations however allowances have been made for likely structural works anticipated in association with roof repairs. Upgrades to MEP has been excluded.
- 1.4 This Estimate represents the anticipated construction cost at current prices using a competitive method of procurement under a traditional form of contract. The inflation percentage applied has been calculated using the Mace CC tender index at 2.5% to 4Q19 (issued March 2018).
- 1.5 A Contingency allowance of 15% has been included which is what Mace would expect to allow for a scheme of this nature.

## 2. Information used

- 2.1 Preliminary Outline Repairs Schedule dated February 2018  
2.2 Roof Plan - SK01 Roof Areas  
2.3 Options appraisal for possible future uses issued February 2018  
Survey drawings by Nationwide Surveys:  
2.4 Dwg ref.: AKK1001/B  
2.5 Dwg ref.: AKK1001/C  
2.6 Dwg ref.: AKK1001/D  
2.7 Dwg ref.: AKK1001/E  
2.8 Dwg ref.: AKK1001/G  
2.9 Dwg ref.: AKK1001/H

## 2.10 Information used - Order of Cost Estimate - Initial Repairs

- 2.11 Comments as per Mr. D. Clarke (DCA Consultants) email rec'd 26/03/2018 10:06  
2.12 Comments as per Mr. N Phillips document titled "Oldway Mansion NP Cost Plan Comments" attached to DCA Consultants email rec'd 26/03/2018 10:06

## 3. Exclusions

The following items are not included in this estimate of construction cost and allowance should be made elsewhere:

- 3.1 No upgrade to existing services or utilities over and above where identified  
3.2 Extraordinary inflation  
3.3 Asbestos removal or encapsulation  
3.4 Structural stabilisation/ repairs to masonry or timber roof structure other than the works identified  
3.5 Works undertaken outside of the site boundary; the building line  
3.6 Site surveys  
3.7 Risk above the general allowance detailed in the report  
3.8 Planning requirements, conditions etc.  
3.9 VAT  
3.10 Masonry repairs have not been allowed in this Estimate

## 4. Assumptions

- 4.1 It is assumed a Spanish/ Brazilian slate can be used to recover the existing roof structure  
4.2 A number of assumptions have been made on this Estimate (Report Nr. 3) as a result of points 2.11 and 2.22. Please refer to supporting information listed in 2.11 and 2.22 for further clarification.  
4.3 It is assumed the mechanical, electrical and public health installations conform to the Building Regulations  
4.4 It is assumed the existing bitumen roof covering is in a condition to be cleaned and recovered only as a temporary weatherproofing measure. Should full replacement proceed in the future this will render the works allowed in this Estimate abortive works however full replacement will attract significant cost to the Initial Repairs phase if included at this stage.

# Order of Cost Estimate - Initial Repairs

Oldway Mansion

Summary

10 April 2018

		Order of Cost £	£ / m <sup>2</sup> GIFA	£ / ft <sup>2</sup> GIFA	
<b>Repair Works as scheduled by Purcell Ltd</b>		766,804	176	16	
		<u>766,804</u>	<u>176</u>	<u>16</u>	41%
Preliminaries	16%	122,689	28	3	7%
Scaffolding and Access		350,000	80	7	19%
Full "Tin Hat" Roof Scaffold		180,000	41	4	10%
OH&P	8%	71,159	16	2	4%
Professional Fees	10%	96,065	22	2	5%
Contingency	15%	238,000	55	5	13%
Inflation to 4Q 2019	2.5%	46,000	11	1	2%
		<u>£ 1,871,000</u>	<u>£429 /m2</u>	<u>£40 /sq ft</u>	<b>100%</b>

## Order of Cost Range

On the basis of the project brief and the limited design information available, we anticipate that the outturn construction cost at current prices will be in the range of £1.7 - £1.9m.

## Options Appraisals

1 Interim Café & Ground Floor Proposed Public Access Areas

## Construction Cost

96,000

Prelims', OH&P,  
Professional Fees,  
Contingency &  
Inflation

29,447

## Total

125,447

## Floor Areas

Gross internal floor area                      4,357 m2                      46,898 sq ft

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# Order of Cost Estimate - Initial Repairs

Oldway Mansion

Breakdown

10 April 2018

		Quantity	Unit	Rate	Total
<b>2</b>	<b>Superstructure</b>				<b>Total 766,804</b>
2.3	<b>Roof</b>				
	<u>Roof 01; South East; Flat Roof over Southern extent of F11 Ballroom</u>				
2.3.1	Assume structure sound and falls adequate under relevant guarantees. Built-up bituminous Bauder/Alumasc system with sanded (not mineral) cap sheet; torch on system; fixd on existing flat roof build up inc. cleaning and preparing existing surface	96	m2	55.00	5,266
2.3.2	Ditto abv.; Upstand; approx 300mm high	38	m	35.00	1,328
	<u>Roof 02 . South West . Flat Roof over F15</u>				
2.3.3	Assume structure sound and falls adequate under relevant guarantees. Built-up bituminous Bauder/Alumasc system with sanded (not mineral) cap sheet; torch on system; fixd on existing flat roof build up inc. cleaning and preparing existing surface	80	m2	55.00	4,406
	<u>Roof 03 . East . Lead top over slated mansard with lead cloaked dormers</u>				
2.3.4	Assume structure sound and falls adequate under LSA guarantee standards. Allow for 100% renewal in Code 7 (White) milled lead over hardwood-core King and Queen rolls to top, hip rolls, and torus rolls/bullnose to perimeter on building paper on existing sarking boards to relevant LSA guarantee standards.	219	m2	140.00	30,621
2.3.5	Strip and dispose of existing	219	m2	15.00	3,281
2.3.6	Allow for 100% renewal of slates to near-vertical mansards to North, East, South, and West elevations on softwood battens and new 1F type underfelt; Spanish/ Brazilian slate	265	m2	95.00	25,216
2.3.7	Strip and dispose of existing slate, battens and underfelt	265	m2	17.00	4,512
	<u>Roof 04a . Central . Pitched and hipped lantern with raised glazed central section – see 4.2.5</u> <u>Roof 4b - over G12 Staircase</u>				

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## Order of Cost Estimate - Initial Repairs

Oldway Mansion

Breakdown

10 April 2018

		Quantity	Unit	Rate	Total
2.3.8	Assume structure sound and falls adequate to LSA guarantee standards. Allow for 100% renewal in Code 7 (white) lead over hardwood-core Queen and hip rolls, and torus rolls/bullnose to perimeter on building paper on existing sarking boards to relevant LSA guarantee standards. Note: Increase in lead bays required to conform to LSA guarantee standards.	170	m2	140.00	23,806
2.3.9	Strip and dispose of existing	170	m2	15.00	2,551
	<u>Roof 04b . Central . Glazed pitched and hipped lantern on vertical framework over G12 Staircase</u>				
2.3.10	Proprietary patent glazing system with single-glazed units in existing (cleaned, primed and painted) iron frame.	40	m2	400.00	16,000
	<u>Roof 05 . South . Slate pitched and hipped</u>				
2.3.11	Allow for 100% renewal of slates to all pitches on new softwood battens and Code 7 (White) lead over hardwood-core ridge and hip rolls.	151	m2	95.00	14,303
2.3.12	Strip and dispose of existing slate, battens and underfelt	151	m2	17.00	2,559
	<u>Roof 06 . South West . Slate pitched and hipped</u>				
2.3.13	Allow for 100% renewal of slates to all pitches on new softwood battens and Code 7 (White) lead over hardwood-core ridge and hip rolls	23	m2	95.00	2,200
2.3.14	Strip and dispose of existing slate, battens and underfelt	23	m2	17.00	394
2.3.15	Allow for 100% renewal of slates to all pitches on new softwood battens and Code 7 (White) lead over hardwood-core ridge and hip rolls; curved roof	39	m2	100.00	3,924
2.3.16	Strip and dispose of existing slate, battens and underfelt	39	m2	17.00	667
	<u>Roof 07 . West . Slate pitched and hipped</u>				

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## Order of Cost Estimate - Initial Repairs

Oldway Mansion

Breakdown

10 April 2018

	Quantity	Unit	Rate	Total
2.3.17 Allow for 100% renewal of slates to all pitches on new softwood battens and Code 7 (White) lead over hardwood-core ridge and hip rolls.	214	m2	95.00	20,285
2.3.18 Strip and dispose of existing slate, battens and underfelt	214	m2	17.00	3,630
<u>Roof 08 . North West . Felt over Lift House</u>				
2.3.19 Roofing felt; assume structure sound and falls adequate under relevant guarantees. Built-up bituminous Bauder/Alumasc system with sanded (not mineral) cap sheet; torch on system; fixd on existing flat roof build up inc. cleaning and preparing existing surface	15	m2	55.00	847
2.3.20 Strip and dispose of existing felt	15	m2	15.00	231
<u>Roof 09 . North West . Slate pitched and hipped</u>				
2.3.21 Allow for 100% renewal of slates to all pitches on new softwood battens and Code 7 (White) lead over hardwood-core ridge and hip rolls.	81	m2	95.00	7,722
2.3.22 Strip and dispose of existing slate, battens and underfelt	81	m2	17.00	1,382
<u>Roof 10 . North West . Slate pitched and hipped</u>				
2.3.23 Allow for 100% renewal of slates to all pitches on new softwood battens and Code 7 (White) lead over hardwood-core ridge and hip rolls.	60	m2	95.00	5,661
2.3.24 Strip and dispose of existing slate, battens and underfelt	60	m2	17.00	1,013
2.3.25 Allow for 100% renewal of slates to all pitches on new softwood battens and Code 7 (White) lead over hardwood-core ridge and hip rolls; curved roof	32	m2	120.00	3,816
2.3.26 Strip and dispose of existing slate, battens and underfelt	32	m2	17.00	541
<u>Roof 11a . Lead flat</u>				

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## Order of Cost Estimate - Initial Repairs

Oldway Mansion

Breakdown

10 April 2018

	Quantity	Unit	Rate	Total
2.3.27 Assume structure sound and falls adequate under LSA guarantee standards. Allow for 100% renewal in Code 7 (White) lead over hardwood-core King and Queen rolls to top, hip rolls, and torus rolls/bullnose to perimeter on building paper on existing sarking boards to relevant LSA guarantee standards.	62	m2	140.00	8,741
2.3.28 Strip and dispose of existing	62	m2	15.00	937
2.3.29 Cornice; strip existing and replace substantial decorative zinc cornice to perimeter of both levels of lead top; OA girth approx. 1.2m	68	m	450.00	30,434
<u>Roof 11b . Slate mansards</u>				
2.3.30 Allow for 100% renewal of slates to near-vertical mansards to North, East, South, and West elevations on softwood battens and decorative zinc cornice and ridge details.	195	m2	125.00	24,381
2.3.31 Strip and dispose of existing slate, battens and underfelt	195	m2	17.00	3,316
2.3.32 Dormers; See 7.0 External Doors & Windows				
<u>Roof 12 . North East . Slate pitched and hipped</u>				
2.3.33 Allow for 100% renewal of slates to all pitches on new softwood battens and Code 5 (Red) lead over hardwood-core ridge and hip rolls.	57	m2	80.00	4,570
2.3.34 Strip and dispose of existing slate, battens and underfelt	57	m2	17.00	971
<u>Roof 13 . Central . Lead flat</u>				
2.3.35 Assume structure sound and falls adequate under LSA guarantee standards. Code 7 (White) lead on hardwood-core King and Queen rolls over building paper on existing sarking boards.	146	m2	140.00	20,426
2.3.36 Strip and dispose of existing	146	m2	17.00	2,480
<u>Roof 14 . Central . Glazed pitched and hipped lantern over S01 Landing</u>				

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# Order of Cost Estimate - Initial Repairs

Oldway Mansion

Breakdown

10 April 2018

		Quantity	Unit	Rate	Total
<i>NB. No work noted on Purcell schedule however assume as follows:</i>					
2.3.37	Proprietary patent glazing system with single-glazed units in existing (cleaned, primed and painted) iron frame.	15	m2	400.00	5,880
<b><u>Roof Structural Repairs</u></b>					
x 2.3.38	Allowance for 25% timber rafter end repairs	1	item	50,000.00	50,000
x 2.3.39	Allowance for 75% timber gutter structure renewals	1	item	30,000.00	30,000
x 2.3.40	Risk allowance for further structural timber repair which may be required following further investigation	1	item	100,000.00	100,000
<b><u>Ridges and Hip Rolls</u></b>					
2.3.38	Ridges and hip rolls; generally code 7 lead over hardwood; approx width 450mm	250	m	55.00	13,750
<b><u>Saddle Flashings</u></b>					
2.3.39	Saddle flashings at ridge intersections	12	nr	40.00	480
<b><u>Gutters</u></b>					
Code 7 (White) to all valleys and perimeters unless otherwise stated.					
2.3.40	Lead valleys to slated roofs; approx. 300mm wide; renewal in code 7 lead	70	m	45.00	3,150
2.3.41	Lead valleys to lead/flat; approx. 300mm wide; renewal in code 7 lead	45	m	45.00	2,025
2.3.42	Lead valleys to lead/flat; approx. 600mm wide; renewal in code 7 lead	112	m	80.00	8,960
2.3.43	Lead valleys to lead/flat; renewal in code 7 lead	123	m2	140.00	17,226

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# Order of Cost Estimate - Initial Repairs

Oldway Mansion

Breakdown

10 April 2018

		Quantity	Unit	Rate	Total
<b><u>Parapets</u></b>					
Parapet Veranda to East elevation adjacent to Roof 03					
2.3.44	Built-up bituminous Bauder/Alumasc type with sanded (not mineral) cap sheet over concrete; approx. o/a upstand girth 1.5m	42	m2	55.00	2,327
<b><u>Copings</u></b>					
2.3.45	Balustrades to North and South elevations appear in good condition, however, should falls be found to be inadequate, an allowance should be made for the dismantling of said balustrades and Code 7 (White) lead gutter flashings to be dressed under. Allow also for re-pinning of 50% balusters and 50% coping stones.	68	m	180.00	12,240
<b><u>Chimneys</u></b>					
2.3.46	Chimneys appear in good condition throughout. Allow 10% mortar repairs to bare-brick chimneys and 10% render repairs to rendered chimneys; approx. nr of chimneys	15	nr	350.00	5,250
<b><u>Chimney Caps</u></b>					
2.3.47	Proposed: Bespoke square-type caps to all pots; approx. nr of caps	45	nr	150.00	6,750
<b><u>Lightning Protection System</u></b>					
2.3.48	Assume 100% renewal of lightning protection system in ring to perimeter parapet, to all roof King/ridge rolls, and spur aerial to all chimneys.	1475	m2	12.00	17,700
<b><u>Rainwater Goods</u></b>					

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## Order of Cost Estimate - Initial Repairs

Oldway Mansion

Breakdown

10 April 2018

		Quantity	Unit	Rate	Total
<p>Self-set vegetation has taken hold in a number of areas. As such, where cast iron guttering is present, an allowance should be made to re-seal and paint alongside an allowance for complete replacement in some areas. Where plastic guttering is present, this should be replaced in new cast iron.</p>					
2.3.49	Allowance to clean down, re-seal and paint existing cast iron guttering	1	item	15,000.00	15,000
2.3.50	Allowance for complete replacement with cast iron gutters where gutter has been replaced with plastic or cast iron gutter has degraded	1	item	25,000.00	25,000
2.5	<b><u>External walls</u></b>				
<p>Walls appear in acceptable condition however there has been significant movement with repairs required in a number of areas. Allow for investigation work and repairs.</p>					
2.5.1	Allowance for structural investigation and ongoing monitoring	1	item	12,000.00	12,000
2.5.2	Allowance for patch repairs to render fascade where cracking occurs; excludes structural repairs until structural report has been issued	1	item	20,000.00	20,000
	<b><u>Cornices</u></b>				
<p>Cornices &amp; String Courses to Base of First Floor South Elevation; Introduce correct flashing by shortening windows to allow 1:60 (1:80 potentially acceptable) fall away from window in Code 5 (Red) lead on sloped mortar.</p>					
2.5.3	Remove, shorten approx 100mm and replace window casements; two casements per window opening; remove, raise and replace window sill section (any such repairs required measured elsewhere)	14	nr	350.00	4,900
2.5.4	Fit new Code 5 lead flashing laid to falls on mortar bed; approx av. width of string course 400mm; approx girth 600mm including upstand dressed up wall 100mm min.; dressed down over face of string course min. 75mm; to include chasing into external wall and upstands where wrought iron balustrades penetrate	52	m	85.00	4,420

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## Order of Cost Estimate - Initial Repairs

Oldway Mansion

Breakdown

10 April 2018

		Quantity	Unit	Rate	Total
2.6	<b><u>Windows and External Doors</u></b>				
2.6.1	Redecoration to all external doors and windows; rub down and repaint internally and externally	956	m2	22.00	21,030
2.6.2	Allowance for 10% RepairCare to all external joinery.	1	item	10,000.00	10,000
	<b><u>Dormers to Roof 04a</u></b>				
2.6.3	Allowance for 100% replacement of timber and Code & (White) lead top, cheeks, and aprons to 15no dormers; approx. 1.5m2 ea.	15	nr	750.00	11,250
	<b><u>Dormers to Roof 11a</u></b>				
2.6.4	Replace 2no landscape dormers to South elevation; approx 2m2	2	nr	1,000.00	2,000
2.6.5	20% RepairCare to oval dormers to North West and North East corners; approx. 1.5m2	2	nr	550.00	1,100
	<b><u>Doors to First Floor South Elevation</u></b>				
2.6.6	Allow 25% replacement timber and 10% RepairCare to all 14no windows and 100% rub-down and redecoration.	14	nr	675.00	9,450
2.7	<b><u>Internal Walls and Partitions</u></b>				
	<b><u>Dry-Rot Damage</u></b>				
	Eradicate all extant dry-rot and allow for 20% repairs to decorative plasterwork. If left unchecked, allow for moulds to be made of surviving plasterwork and 100% replacement.				
x	2.7.4 Eradication of dry rot; extent TBC as no invasive survey has been undertaken; provisional allowance of £30k; final cost depending on extent and method of eradication	1	item	50,000.00	50,000

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## Order of Cost Estimate - Initial Repairs

Oldway Mansion

Breakdown

10 April 2018

		Quantity	Unit	Rate	Total
2.7.5	Repairs to decorative plasterwork/ cornices affected by dry rot/ damp ingress; approximate quantity	50	m2	450.00	22,500
<b>3</b>	<b>Finishes</b>			<b>Total</b>	<b>-</b>
3.1	<b><u>Wall and Ceiling Finishes</u></b>				
	The building has been used heavily by Torbay Council leaving significant wear to various elements. The ongoing over-heating and lack of ventilation to spaces is leading to further decay.				
	Assume 100% re-decoration to plasterwork (walls, ceilings and cornices) to Ground, First, Second and Third floors				
2.7.1	Ceilings; clean down existing and 2 cts. emulsion paint; white (excluding painted murals)		m2	10.00	-
2.7.2	Walls; clean down existing and 2 cts. emulsion paint; white		m2	10.00	-
2.7.3	E.O. cornice work; clean down existing and 2 cts. emulsion paint; white; girth av. 600mm wide		m	10.00	-
	NB: No inclusion for any new gilding or repairs to gilded plasterwork				
3.2	<b><u>Floor finishes</u></b>				
	<u>Timber floors to First Floor</u>				
3.2.1	Assume 100% renewal of floor finishes owing to significant wear due to use and damage from previous use		m2	70.00	-
3.2.2	Assume 100% renewal of carpets throughout second and third floors; inc. removal and disposal of existing		m2	70.00	-

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# Order of Cost Estimate - Initial Repairs

Oldway Mansion

Breakdown

10 April 2018

		Quantity	Unit	Rate	Total
<b>4</b>	<b>Fittings, furnishings and equipment</b>				<b>Total -</b>
4.1	<u>Fittings, furnishings and equipment</u>				
4.1.1	Should historically significant elements of the building be restored to their original grandeur, specialist advice should be sought with regard to the ornamental plasterwork, scagliola, and fine stone and metalwork throughout the entrance halls, grand staircase, and Piano Nobile.				Excluded
<b>5</b>	<b>Services</b>				<b>Total -</b>
5.1.1	No assessment as to the viability or appropriateness of the existing heating and electrical system has been made under this schedule.				Excluded
					<b><u>766,804</u></b>

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# Order of Cost Estimate

Oldway Mansion

Breakdown

09 April 2018

	Quantity	Unit	Rate	Total
<b>1 Interim Café and proposed public access to Hall, Stairs, Parlour and Ballroom</b>				
1.1 Floor finishes; allowance for vinyl/ carpet tile finish	450	m2	70.00	31,500
1.2 Wall and ceilings finishes measured in Outline Repairs estimate				
Walls	2000	m2	10.00	20,000
Ceilings	450	m2	10.00	4,500
Internal Joinery	1	item	10,000.00	10,000
1.3 MEP services upgrade (deemed not required for Phase 1)				nil
1.4 Internal and external furniture/ kitchen equipment assumed to be provided by Café operator				nil
1.5 Allowance for any other works required pending further investigation	1	item	30,000.00	30,000
				<u>96,000</u>

# Order of Cost Estimate

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## Oldway Mansion

for

**Torbay Council**

Report Nr: 5      Date: 12 April 2018



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Project Nr: 34812  
Prepared by: Lewis Karniewicz  
Approved by: Andrew Clancy  
Signed: 

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**1. Introduction**

- 1.1 This Order of Cost Estimate issued to Torbay Council refers to the works to Oldway Mansion, Paignton in respect of:
  - 1) Oldway Mansion Preliminary Outline Repairs Schedule dated February 2018 issued by Purcell.
  - 2) Options appraisal for possible future uses issued February 2018 by Purcell.
  - 3) This estimate covers works defined as Phase 2, and excludes costs of initial and urgent repairs, which are subject of separate estimate by ourselves
- 1.2 The site specific conditions have been considered and the costs in this report are based on the repairs schedule, survey drawings and options appraisal received from Purcell.
- 1.3 Mace have no information regarding structural stability of Oldway Mansion however allowance have been made following receipt of further information via. DCA Consultants 26/03/18.
- 1.4 This Estimate represents the anticipated construction cost at current prices using a competitive method of procurement under a traditional form of contract. The inflation percentage applied has been calculated using the BCIS UK Average for this calculation @ 5.7% to 2021.
- 1.5 A Contingency allowance of 15% has been included which is what Mace would expect to allow for a scheme of this nature.

**2. Information used - Order of Cost Estimate 1**

- 2.1 Preliminary Outline Repairs Schedule dated February 2018
- 2.2 Roof Plan - SK01 Roof Areas
- 2.3 Options appraisal for possible future uses issued February 2018  
Survey drawings by Nationwide Surveys:
- 2.4 Dwg ref.: AKK1001/B
- 2.5 Dwg ref.: AKK1001/C
- 2.6 Dwg ref.: AKK1001/D
- 2.7 Dwg ref.: AKK1001/E
- 2.8 Dwg ref.: AKK1001/G
- 2.9 Dwg ref.: AKK1001/H

**2.10 Information used - Order of Cost Estimate 2**

- 2.11 Comments as per Mr. D. Clarke (DCA Consultants) email rec'd 26/03/2018 10:06.
- 2.12 Comments as per Mr. N Phillips (Purcell) document titled "Oldway Mansion NP Cost Plan Comments" attached to DCA Consultants email rec'd 26/03/2018 10:06

**2.13 Information used - Order of Cost Estimate 3-5**

- 2.14 Adjust inflation dates in line with proposed Programme supplied by Mr. D. Clarke (DCA Consultants) email rec'd 10/04/18 12:08.
- 2.15 Inclusion of an allowance to refurbish/ rebuild ancillary buildings within the the site boundary.
- 2.16 Inclusion of an allowance to bring the Rotunda back into use

**3. Exclusions**

The following items are not included in this estimate of construction cost and allowance should be made elsewhere:

- 3.1 Extraordinary inflation; NB points 1.5 and 1.6
- 3.2 Asbestos removal or encapsulation
- 3.3 Structural stabilisation/ repairs to masonry or timber roof structure other than
- 3.4 the works identified
- 3.5 Risk above the general allowance detailed in the report
- 3.6 Site surveys
- 3.7 Planning requirements, conditions etc.
- 3.8 VAT
- 3.9 Repair works to the Rotunda building other than the immediate securing of the building works requested by Purcell

**4. Assumptions**

- 4.1 It is assumed a Spanish/ Brazilian slate can be used to recover the existing roof structure
- 4.2 A number of assumptions have been made on this Estimate (Report Nr. 5) as a result of points 2.11 and 2.22. Please refer to supporting information listed in 2.11 and 2.22 for further clarification.



		Order of Cost £	£ / m <sup>2</sup> GIFA	£ / ft <sup>2</sup> GIFA	
<b>Repair Works as scheduled by Purcell Ltd (excl. Initial Repairs items)</b>		5,459,652	1253	116	56%
		<u>5,459,652</u>	<u>1253</u>	<u>116</u>	
Preliminaries	18%	982,737	226	21	10%
Scaffolding and Access to Oldway		250,000	57	5	3%
Partial Scaffold Weather Protection to Roof Areas to Oldway only		100,000	23	2	1%
OH&P	8%	543,391	125	12	6%
Professional Fees	10%	733,578	168	16	7%
Contingency	15%	1,210,000	278	26	12%
Inflation to 2021; see Commentary page	5.7%	529,000	121	11	5%
<b>Order of Cost Total</b>		<b>£ 9,808,000</b>	<b>£2,251 /m2</b>	<b>£209 /sq ft</b>	<b>100%</b>
<b>Repair Works to the Rotunda Building</b>		933,542	1253	116	57%
Preliminaries	18%	168,037	226	21	10%
Scaffolding and Access to the Rotunda		150,000	201	19	9%
OH&P, Professional Fees, Contingency, Inflation to 2021	31%	<b>387,990</b>	521	48	24%
<b>Order of Cost Total</b>		<b>£ 1,640,000</b>	<b>£2,201 /m2</b>	<b>£205 /sq ft</b>	<b>100%</b>

**Order of Cost Range**

On the basis of the project brief and the limited design information available, we anticipate that the outturn construction cost at current prices will be in the range of £10.8 - £11.8 million including works to the Rotunda and other ancillary buildings within the grounds.

**Potential phase three works to create further residential/lettable units**

	Value	Prelims <sup>1</sup> , OH&P, Professional Fees, Contingency & Inflation	Total (excl VAT)
<b>9 self-catered units (7 units + 2 units)</b>	<b>730,000</b>	<b>255,500</b>	<b>985,500</b>

**Floor Areas**

Gross internal floor area - Oldway Mansion	4,357 m2	46,898 sq ft
Gross internal floor area - Rotunda Building	745 m2	8,019 sq ft

# Order of Cost Estimate

Oldway Mansion

Breakdown

12 April 2018

				Quantity	Unit	Rate	Total
"x" denotes updates following DCA email response dated 26.03.18							
<b>2</b>	<b>Superstructure</b>					<b>Total</b>	<b>806,780</b>
2.2	<u>Upper Floors</u>						-
	<u>Stairs</u>						
x	2.2.1	Independent staircase within new core; ground floor to second floor; including all works to form openings inc trimming and secondary steelwork supports; assumed 1 hr fire rating	1	item	40,000.00		40,000
2.3	<u>Roof</u>						
		<u>Roof 01; South East; Flat Roof over Southern extent of F11 Ballroom</u>					
x	2.3.1	Assume structure sound and falls adequate under relevant guarantees. Built-up bituminous Bauder/Alumasc system including insulation; high performance polymer modified bitumen membrane with sanded (not mineral) cap sheet; torch on system; fixd on existing flat roof build up inc. removing existinf flat roof covering, cleaning and preparing existing timber deck	96	m2	160.00		15,319
x	2.3.2	Ditto abv.; Upstand; approx 300mm high	38	m	70.00		2,656
		<u>Roof 02 . South West . Flat Roof over F15</u>					
x	2.3.3	Assume structure sound and falls adequate under relevant guarantees. Built-up bituminous Bauder/Alumasc system including insulation; high performance polymer modified bitumen membrane with sanded (not mineral) cap sheet; torch on system; fixd on existing flat roof build up inc. removing existinf flat roof covering, cleaning and preparing existing timber deck	80	m2	160.00		12,816
		<u>Roof 08 . North West . Felt over Lift House</u>					

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# Order of Cost Estimate

Oldway Mansion

## Breakdown

12 April 2018

			Quantity	Unit	Rate	Total
x	2.3.19	Assume structure sound and falls adequate under relevant guarantees. Built-up bituminous Bauder/Alumasc system including insulation; high performance polymer modified bitumen membrane with sanded (not mineral) cap sheet; torch on system; fixd on existing flat roof build up inc. removing existinf flat roof covering, cleaning and preparing existing timber deck	15	m2	160.00	2,464
	2.3.20	Strip and dispose of existing felt	15	m2	15.00	231
		<u>Insulation to Existing Roof Areas</u>				
x	2.3.41	Insulation to all existing roof areas; assumed between rafters (below sarking board) accessed and installed via loftspace area	191	m2	55.00	10,518
2.5		<u>External walls</u>				
x	2.5.3	Allowance for masonry repairs	1	item	150,000.00	150,000
2.6		<u>Windows and External Doors</u>				
	2.6.1	Redecoration to all external doors and windows; rub down and repaint internally and externally	956	m2	50.00	47,795
	2.6.2	Allowance for 10% RepairCare to all external joinery.	1	item	10,000.00	10,000
		<u>Dormers to Roof 04a</u>				
	2.6.3	Allowance for 100% replacement of timber and Code & (White) lead top, cheeks, and aprons to 15no dormers; approx. 1.5m2 ea.	15	nr	750.00	11,250
		<u>Dormers to Roof 11a</u>				
	2.6.4	Replace 2no landscape dormers to South elevation; approx 2m2	2	nr	1,000.00	2,000
	2.6.5	Replace 2no landscape dormers to North West and North East corners; approx. 1.5m2	2	nr	550.00	1,100

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# Order of Cost Estimate

Oldway Mansion

Breakdown

12 April 2018

			Quantity	Unit	Rate	Total
	<u>Doors to First Floor South Elevation</u>					
2.6.6	Allow 25% replacement timber and 10% RepairCare to all 14no windows and 100% rub-down and redecoration.		14	nr	675.00	9,450
	<u>Generally</u>					
x 2.6.7	Allowance for further repairs to external joinery following further inspection and assessment of their condition		1	item	140,000.00	140,000
x 2.6.8	Installation of secondary glazing to all existing windows; aluminium framed internal patent glazing		956	m2	200.00	191,181
x 2.6.9	Allowance for the design and installation of a new steel framed and glazed new protective rooflight over the existing central stair hall rooflight		1	item	120,000.00	120,000
2.7	<b><u>Internal Walls and Partitions</u></b>					
	<u>Dry-Rot Damage</u>					
x 2.7.5	Repairs to decorative plasterwork/ cornices affected by dry rot/ damp ingress		1	item	40,000.00	40,000
<b>3</b>	<b>Finishes</b>				<b>Total</b>	<b>572,617</b>
3.1	<b><u>Wall and Ceiling Finishes</u></b>					
	The building has been used heavily by Torbay Council leaving significant wear to various elements. The ongoing over-heating and lack of ventilation to spaces is leading to further decay.					
	Assume 100% re-decoration to plasterwork (walls, ceilings and cornices) to Ground, First, Second and Third floors					
2.7.1	Ceilings, plasterwork, existing and 2 cts. emulsion paint; white (excluding painted murals)		3267	m2	10.00	32,670

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# Order of Cost Estimate

Oldway Mansion

Breakdown

12 April 2018

			Quantity	Unit	Rate	Total
2.7.2	Walls; clean down existing and 2 cts. emulsion paint; white		11076	m2	10.00	110,764
2.7.3	E.O. cornice work; clean down existing and 2 cts. emulsion paint; white; girth av. 600mm wide		2428	m	10.00	24,285
x	2.7.4	Allowance for redecoration to internal joinery; scope TBC	1	item	100,000.00	100,000
x	2.7.5	Allowance for specialist decorative finishes e.g. gilding, mirror re-silvering etc	1	item	50,000.00	50,000
3.2	<b><u>Floor finishes</u></b>					
	<u>Generally</u>					
3.2.1	Assume 100% renewal of floor finishes throughout first floor owing to significant wear due to use and damage from previous use		1043	m2	70.00	73,010
3.2.2	Assume 100% renewal of carpets throughout second and third floors; inc. removal and disposal of existing		1141	m2	70.00	79,870
x	3.2.4	Assume 100% renewal of floor finishes throughout ground floor owing to significant wear due to use and damage from previous use	1083	m2	70.00	75,810
x	3.2.3	Timber repairs to upper floors; provisional quantity of 10% of upper floor NIA	218	m2	120.00	26,208
<b>4</b>	<b>Fittings, furnishings and equipment</b>				<b>Total</b>	<b>120,000</b>
4.1	<u>Fittings, furnishings and equipment</u>					
4.1.1	Should historically significant elements of the building be restored to their original grandeur, specialist advice should be sought with regard to the ornamental plasterwork, scagliola, and fine stone and metalwork throughout the entrance halls, grand staircase, and Piano Nobile.					Excluded

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# Order of Cost Estimate

Oldway Mansion

Breakdown

12 April 2018

			Quantity	Unit	Rate	Total
<b>5</b>	<b>Services</b>					<b>Total 3,115,255</b>
5.0	<u>Generally</u>					
x	5.0.1	Allowance for complete new M&E installation	4357	m2	650.00	2,832,050
x	5.14.1	BWIC; increased to 10% due to works within Listed building and consequential making good to existing building fabric will be required following installation	10	%	2,832,050.00	283,205
<b>7</b>	<b>Works to Existing Buildings</b>					<b>Total 410,000</b>
7.0	<u>Work to the Rotunda</u>					
x	7.0.1	Temporarily securing the Rotunda building; generally consisting of secure boarding to windows and external doors and signage. No structural alterations allowed as structural stability deemed safe at present.	1	item	10,000.00	10,000
	7.0.2	Allowance for renovation works to ancillary buildings and structures within the site boundary; e.g. entrance arch, stables, statuary	1	item	400,000.00	400,000
<b>8</b>	<b>External Works</b>					<b>Total 435,000</b>
	<u>Generally</u>					
x	8.0.1	Works to the existing Car Park - Reduce amount of parking and introduce terraces, lawns, planting and footpaths to create a more sympathetic setting to the northern façade and arch. Improve surfacing of remaining carparking.	1	item	175,000.00	175,000
x	8.0.2	Works to the Approach Road - Remove parking from approach road and widen footpaths or create a shared surface to create a fitting approach to the Mansion	1	item	30,000.00	30,000
x	8.0.3	Works to Terraces - Repave terraces with stone paving flags and clean and repair statuary and other features	1	item	65,000.00	65,000

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# Order of Cost Estimate

Oldway Mansion

## Breakdown

12 April 2018

			Quantity	Unit	Rate	Total
x	8.0.4	Works to the South Terrace - Surface existing footpaths with reinforced gravel system and improve drainage	1	item	15,000.00	15,000
x	8.0.5	Works to South Lawn - Clean, repair and conserve terrace wall to northern edge, surface existing footpaths with reinforced gravel system, improve drainage and introduce more planting.	1	item	40,000.00	40,000
x	8.0.6	Works to Orangery Gardens - Manage existing planting and introduce more planting	1	item	10,000.00	10,000
x	8.0.7	Allowance to install "Pay and Display" car parking system	1	item	15,000.00	15,000
x	8.0.8	Allowance for signage	1	item	10,000.00	10,000
x	8.0.9	Allowance for lighting; assume 10 nr columns/ bollards and associated electrical and trenching works	1	item	25,000.00	25,000
x	8.0.10	Allowance for other unidentified landscaping works generally to the Estate; scope TBC	1	item	50,000.00	50,000
						<b><u>5,459,652</u></b>

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# Order of Cost Estimate

Oldway Mansion

Breakdown

12 April 2018

	Quantity	Unit	Rate	Total
<b>1 Interim Café - Ground Floor Proposed</b>				
1.1 Floor finishes; allowance for vinyl/ carpet tile finish <i>Indication of costs which are already <u>included</u> in this estimate for these areas are: Floors: 139 m2 x £70/ m2 = £9,730</i>				nil
1.2 Wall and ceilings finishes measured in Outline Repairs estimate <i>Indication of costs which are already <u>included</u> in this estimate for these areas are: Walls: 579 m2 x £10/ m2 = £5,790 Ceilings: 139 m2 x £10/ m2 = £1,390 Internal Joinery: 1 item = £3,200 External Windows and Doors: 1 item = £25,000 Repairing plasterwork: 1 item = £6,000</i>				nil
1.3 MEP services upgrade (if required) <i>Indication of costs which are already <u>included</u> in this estimate for these areas are: MEP: 139 m2 x £650/ m2 = £90,350</i>				nil
1.4 Internal and external furniture/ kitchen equipment assumed to be provided by Café operator				nil
1.5 OH&P, Preliminaries, Access Scaffold, Inflation, Contingency & Fees @ 40% <i>Indication of costs which are already included in this estimate for these areas are: 1 item @ £56,587</i>				nil
				-

## 2 Reception and Café - Ground Floor Proposed

2.1 Floor finishes assumed as existing <i>Floor finishes; allowance for vinyl/ carpet tile finish Indication of costs which are already included in this estimate for these areas are: Floors: 587 m2 x £70/ m2 = £41,090</i>				nil
2.2 Wall and ceilings finishes measured in Outline Repairs estimate <i>Indication of costs which are already <u>included</u> in this estimate for these areas are: Walls: 1784 m2 x £10/ m2 = £17,840 Ceilings: 587 m2 x £10/ m2 = £5,870</i>				nil

Internal Joinery: 1 item = £13,472  
 External Windows and Doors: 1 item = £50,000  
 Repairing plasterwork: 1 item = 10,000

2.3 MEP services upgrade (if required) <i>Indication of costs which are already <u>included</u> in this estimate for these areas are:</i> MEP: 587 m2 x £650/ m2 = £381,550			nil
2.4 Internal and external furniture/ kitchen equipment assumed to be provided by Café operator			nil
2.5 Installation of DDA platform lift to Rooms G09/G10 including structural alterations and making good finishes; to service ground, first and second floors	1 item	50,000.00	50,000
2.6 OH&P, Preliminaries, Access Scaffold, Inflation, Contingency & Fees @ 40% <i>Indication of costs which are already included in this estimate for these areas are:</i> 1 item @ £207,928			nil
			50,000

**3 Events - First Floor Proposed**

3.1 Floor finishes measured in Outline Repairs estimate <i>Indication of costs which are already <u>included</u> in this estimate for these areas are:</i> Floors: 726 m2 x £70/ m2 = £50,820			nil
3.2 Wall and ceilings finishes measured in Outline Repairs estimate <i>Indication of costs which are already <u>included</u> in this estimate for these areas are:</i> Walls: 2272 m2 x £10/ m2 = £22,720 Ceilings: 726 m2 x £10/ m2 = £7,260 Internal Joinery: 1 item = £16,662 External Windows and Doors: 1 item = £135,000 Dry Rot eradication: 1 item = £50,000 Repairing plasterwork: 1 item = £10,000			nil
3.3 MEP services upgrade (if required) <i>Indication of costs which are already <u>included</u> in this estimate for these areas are:</i> MEP: 726 m2 x £650/ m2 = £471,900			nil
3.4 Installation of DDA platform lift to Rooms G09/G10 including structural alterations and making good finishes; to service ground, first and second floors NB also included in option 2	1 item	50,000.00	50,000
3.5 OH&P, Preliminaries, Access Scaffold, Inflation, Contingency & Fees @ 40%			nil

Indication of costs which are already included in this estimate for these areas are:  
1 item @ £321,744

50,000

#### 4 Self-Catered Suites - Second Floor Proposed – Phase 2

4.1 Floor finishes measured in Outline Repairs estimate

nil

Indication of costs which are already included in this estimate for these areas are:  
Floors: 471 m2 x £70/ m2 = £32,970

4.2 Wall and ceilings finishes measured in Outline Repairs estimate

nil

Indication of costs which are already included in this estimate for these areas are:

Walls: 2200 m2 x £10/ m2 = £22,000

Ceilings: 471 m2 x £10/ m2 = £4,710

Internal Joinery: 1 item = £10,362

External Windows and Doors: 1 item = £100,000

Dry Rot eradication: NB included in Option 3; assume by it's nature it is not possible to partially address the Dry Rot so robust full eradication will be required regardless of the options chosen

Repairing plasterwork: 1 item = £12,000

4.3 MEP services upgrade (if required)

nil

Indication of costs which are already included in this estimate for these areas are:

MEP: 471 m2 x £650/ m2 = £306,150

4.4 Refurbishment of existing rooms to create self-catered suites each with a kitchenette and WC/ shower room including all mechanical, electrical and waste services. Approx. allowance £25k Bathrooms, £15k Kitchens, £30k Allowance for internal alterations

7 nr

70,000.00

490,000

4.5 OH&P, Preliminaries, Access Scaffold, Inflation, Contingency & Fees @ 40%

nil

Indication of costs which are already included in this estimate for these areas are:

1 item @ £195,276

490,000

#### 5 Self-Catered Suites/lettable units - Second Floor Proposed additional units (E.O. 2 nr units)

5.1 Floor finishes measured in Outline Repairs estimate

nil

Indication of costs which are already included in this estimate for these areas are:

Floors: 140 m2 x £70/ m2 = £9,800

5.2 Wall and ceilings finishes measured in Outline Repairs estimate

nil

Indication of costs which are already included in this estimate for these areas are:

Walls: 650 m2 x £10/ m2 = £6,500

Ceilings: 140 m2 x £10/ m2 = £1,400

Internal Joinery: 1 item = £2,960

External Windows and Doors: 1 item = £30,000

Dry Rot eradication: NB included in Option 3; assume by it's nature it is not possible to partially address the Dry Rot so robust full eradication will be required regardless of the options chosen

Repairing plasterwork: 1 item = £3,000

5.3 MEP services upgrade (if required)				nil
<i>Indication of costs which are already included in this estimate for these areas are:</i>				
<i>MEP: 140 m2 x £650/ m2 = £91,000</i>				
5.4 Refurbishment of existing rooms to create self-catered suites each with a kitchenette and WC/ shower room including all mechanical, electrical and waste services. Approx. allowance £25k Bathrooms, £15k Kitchens, £30k Allowance for internal alterations	2	nr	70,000.00	140,000
5.5 OH&P, Preliminaries, Access Scaffold, Inflation, Contingency & Fees @ 40%				nil
<i>Indication of costs which are already included in this estimate for these areas are:</i>				
<i>1 item @ £58,000</i>				
				<u>140,000</u>

**6 Allowance to remainder of West Wing reuse as per DCA potential Phase 3**

6.1 Allowance for floor, wall ceiling, internal joinery, external windows and doors and plasterwork				nil
<i>Indication of costs which are already included in this estimate for these areas are:</i>				
<i>Generally: £250,000</i>				
6.2 MEP services upgrade (if required)				nil
<i>Indication of costs which are already included in this estimate for these areas are:</i>				
<i>MEP: 1200 m2 x £650/ m2 = £780,000</i>				
6.3 E.O. Option A allowance; Refurbishment of existing rooms to create self-catered suites each with a Kitchenette and WC/ shower room. Approx. allowance £25k Bathrooms, £15k Kitchens, £30k Allowance for internal alterations	10	nr	70,000.00	700,000
6.4 OH&P, Preliminaries, Access Scaffold, Inflation, Contingency & Fees @ 40%				nil
<i>Indication of costs which are already included in this estimate for these areas are:</i>				
<i>1 item @ £412,000</i>				
				<u>700,000</u>



**Meeting: Policy, Development and Decision Group (JCT)**

**Date: 4 June 2018**

**Wards Affected: All**

**Report Title: Children and Young People's Plan**

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

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

**Executive Lead Contact Details: Cllr Julien Parrott, Executive Lead for Children's and Adults Services, [julien.parrott@torbay.gov.uk](mailto:julien.parrott@torbay.gov.uk)**

**Supporting Officer Contact Details: Andy Dempsey, Director of Children's Services, 01803 208949, [andy.dempsey@torbay.gov.uk](mailto:andy.dempsey@torbay.gov.uk)**

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## **1. Proposal and Introduction**

1.1 A revised Children and Young People's Plan has been prepared for consideration by the Council. The revised plan seeks to integrate the Children's Plan within the Council's Policy Framework thereby ensuring a continuous, coherent approach for the commissioning, planning and delivery of services for children and young people.

## **2. Reason for Proposal**

2.1 The period since the approval of the Children and Young People's Plan 2014 – 19 has been one of considerable change for Torbay Children's Services and the environment in which it is operating. These changes have necessitated a refresh of the Children and Young People's Plan now to ensure its continued relevance.

2.2 By way of background Torbay Children's Services were judged to be inadequate in January 2016, following an inspection by Ofsted undertaken in November 2015. The Council had previously been issued with an improvement notice in January 2011, following similar findings in respect of safeguarding services for children and young people.

2.3 In May 2016, Torbay Council was subject to a Statutory Direction confirming the appointment of Hampshire County Council's Chief Executive, John Coughlan, as the Commissioner for Children's Services in Torbay. Hampshire Children's Services were also contracted as 'expert advisor' to support the required improvement activity. A revised Statutory Direction was issued to Torbay Council in March 2018 to enter into a contractual arrangement with Plymouth City Council by 1<sup>st</sup> April 2018. The partnership has commenced with a transition process now underway to a joint Director of Children's Services (DCS).

- 2.4 A Children's Improvement Board (CIB), chaired by the Commissioner and comprising of Department for Education, Council, partner agency and Elected Member representatives was established to oversee improvement activity. Meeting on a six weekly basis, the CIB receives regular updates on improvement activity, within Children's Services and across partners, performance data and the emerging evidence of impact on outcomes for children.
- 2.5 A detailed planning and oversight tool was developed, with input from Hampshire County Council as our improvement partner, to drive progress against the recommendations made by Ofsted in their January 2016 report. The improvement plan has been subject to ongoing development to reflect the learning from our work with Hampshire and feedback from the monitoring visits by Ofsted.
- 2.5 The Children and Young People's Plan forms part of a wider range of plans and strategies for improving outcomes for children and young people including:
- Children's Services Improvement Plan 2018/19
  - Torbay Youth Justice Plan 2018/19
  - Torbay Strategy for Educational Excellence
  - Special Educational Needs and Disability Strategy 2016/20
  - School Effectiveness Strategy 2016/2020
- 2.6 The revised Children and Young People's Plan is attached at Appendix 1. It draws on the range of strategies and plans set out above to ensure that there is collective, strategic oversight of service provision for children and young people encompassing their personal, social, health and educational outcomes. The Children's Improvement Board chaired by the DfE Commissioner will provide for oversight of progress, with a Children's Services Strategic Group, chaired by the Executive Member for Children's Services, taking over this role from September 2018 as part of the ongoing governance arrangements for future service development.
- 2.7 The revised plan draws upon one of the strategic actions within the Council's Corporate Plan to **'Protect all children and give them the best start in life'** through the objective and priorities set out below:
- Key Objective:** To ensure all of our children and young people are safe, happy and healthy in order that they can reach their full potential.
- Priority 1:** Children get the best start in life.
- Priority 2:** The impact on children and families from domestic abuse, alcohol/ substance misuse and all forms of child exploitation is reduced.
- Priority 3:** Education outcomes for all children and young people are improved.
- Priority 4:** Young people are healthy, make positive choices and influence their own future.
- 2.8 Section 5 of the revised Children and Young People's Plan sets out a detailed action plan which will be subject to regular review via the CIB, Children's Services

and Corporate Senior Leadership Teams to ensure it is contributing to better outcomes for children and young people.

- 2.9 Ofsted are currently undertaking a full inspection under the Single Inspection Framework (SIF). The attached version of the Children's and Young People's Plan will be shared with them and they will be advised that it is due to be presented to Council for approval. Any learning from the inspection will be incorporated into the Plan, in accordance with the Constitution.

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

- 3.1 That the Children and Young People's Plan 2018/2023 be approved as part of the Council's Policy Framework and that it be noted that final amendments may be made, in accordance with the Constitution, in light of the outcome of the Ofsted Inspection.

### **Appendices**

Appendix 1: Proposed Children and Young People's Plan 2018/2023

### **Background Documents**

None

## Section 1: Background Information

<b>1.</b>	<b>What is the proposal / issue?</b>  The Children and Young People's Plan has been revised to ensure that it accurately reflects the Council's improvement journey and the learning from its work with local partners, Hampshire County Council and Ofsted monitoring visits.
<b>2.</b>	<b>What is the current situation?</b>  The previous plan 2014/19 was developed prior to the most recent Ofsted inspection and the current arrangements in place with a DfE appointed Commissioner and improvement partner. The revised plan takes account of those changes and the significant programme of work underway across education and early years' services to improve outcomes for children and young people. It also anticipates the transition from a Children's Improvement Board chaired by the DfE Commissioner to a local multi-agency Children's Services Strategic Group over the coming year.
<b>3.</b>	<b>What options have been considered?</b>  The work that has been undertaken as part of the Council's improvement journey has been considered as has the range of partnership work that is taking place across Torbay. This is reflected within the proposed Children and Young People Plan.
<b>4.</b>	<b>How does this proposal support the ambitions, principles and delivery of the Corporate Plan?</b>  A key recommendation from Ofsted was to secure effective leadership of Children's Services within the context of the Council's wider vision for the community of Torbay. The proposed plan takes account of the key ambitions and principles of the Corporate Plan particularly the target of "protecting all children and giving them the best start in life". The plan also demonstrates a continuous thread across the Council's policy framework to maximise impact and outcomes for children and young people.

<p><b>5.</b></p>	<p><b>How does this proposal contribute towards the Council’s responsibilities as corporate parents?</b></p> <p>The proposed Plan provides the framework through which the Council will be an effective and aspirational Corporate Parent. The revised plan will be supported by a detailed programme of action set out in the Corporate Parenting Strategy.</p>
<p><b>6.</b></p>	<p><b>How does this proposal tackle deprivation?</b></p> <p>Ensuring the plan is integrated within the Council’s Policy Framework, including the Economic Strategy and the Joint Health and Wellbeing Strategy, establishes robust coherent links between the direct work to improve Children’s Services and the wider strategy for the community of Torbay. Tackling deprivation and the causes of deprivation are essential to improving outcomes for our children and young people.</p>
<p><b>7.</b></p>	<p><b>Who will be affected by this proposal and who do you need to consult with?</b></p> <p>Children and young people  Service providers  Schools and educational providers  Partner organisations</p>
<p><b>8.</b></p>	<p><b>How will you propose to consult?</b></p> <p>The draft Plan was subject to consultation at the start of the year through a range of meetings, including discussions with children and young people. Due to the poor weather in March, not all planned sessions with young people were held and it is proposed to incorporate a discussion on the plan within a number of extensive engagement exercises with young people that have recently commenced.</p>

## Section 2: Implications and Impact Assessment

<b>9.</b>	<b>What are the financial and legal implications?</b>  There are no financial and legal implications of adopting the proposed Children and Young People's Plan.
<b>10.</b>	<b>What are the risks?</b>  Without an effective overarching plan, the Council and its partners will lack an exhaustive appreciation at a strategic level of the wider programme of improvement activity delivered through a range of local plans and strategies for children and young people. The plan is a key strategic document within the wider network of governance arrangements for the improvement of services and outcomes for children and young people. In the absence of an effective plan, there is a risk of duplication, inefficiency and disengagement by key partners and stakeholders.
<b>11.</b>	<b>Public Services Value (Social Value) Act 2012</b>  Not applicable



2018-2023

## Children and Young People's Plan

Protecting all children and giving them the best start in life

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# 1 Introduction

Torbay Council has an ambition of creating a prosperous and healthy Torbay. In meeting this ambition, the Council and its partners have a clear vision for children and young people which is articulated throughout its plans and strategies to ensure we take a consistent approach.

The Council’s Corporate Plan sets out as one of its Targeted Actions that it will **“Protect all children and give them the best start in life”**. This Children and Young People’s Plan has been drawn together with the involvement and support of a range of partners, stakeholders and young people, with the aim of improving our outcomes for children and families.

It is intended as an overarching plan for all services which directly affect children and young people in all of the communities which make up Torbay. It draws upon the evidence base provided by our Joint Strategic Needs Assessment and Sufficiency Statement. It is underpinned by the plans of partner agencies, reflecting how we are working together to improve the lives of our children and young people.

The Children and Young People’s Plan aligns to the rest of the Council’s Policy Framework including the Joint Health and Wellbeing Strategy, Domestic Abuse and Sexual Violence Strategy, Housing Strategy and the Economic Strategy.

Throughout the Plan consideration is given to the safeguarding of children and young people, their health and social care needs, their education and their futures as active, informed members of the community.

This Plan draws upon a wide range of existing plans and strategies for children and young people. It provides a strategic overview of key actions in those plans to ensure there is a coherence to the work of Children’s Services and its partners across Torbay. This includes:

- Children’s Services Improvement Plan 2018/2019
- Torbay Youth Justice Plan 2018/2019
- Torbay Strategy for Educational Excellence
- Torbay Accessibility Strategy 2017/2021
- Special Educational Needs and Disability Strategy 2016/2020
- School Effectiveness Strategy 2016/2020



## 2 Context

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### The Current Position

Torbay is located on the South Devon coastline and comprises of the three district communities of Torquay, Brixham and Paignton. As part of what has become known as the 'English Riviera', Torbay attracts thousands of visitors each year drawn to its harbours and beaches. Tourism and fisheries remain important elements within the local economy although this is diversifying to include electronics, photonics, and health and care provision. Road links have improved significantly in recent years with the opening of the South Devon Highway acting as a further stimulus to the economy.

Over recent years, Torbay Council has faced significant reductions in its budgets due to successive reductions in the funding it receives from Central Government, totalling around 40%. This has required difficult decisions in relation to the services it provides. However, within this context, Children's Services has been prioritised and benefitted from considerable support from central balances to deal with successive overspends. A Medium Term Financial Strategy was refreshed in February 2017 with the aim of bringing expenditure in line with comparators whilst continuing to ensure improvement activity is adequately resourced.

Torbay's population is 133,373 (2015 MYE) and estimated to rise to 148,500 by 2039, albeit this is a slower rate than that seen nationally. Older people make up a bigger proportion of the population than that seen in England as a whole and Torbay's population of over 70s is expected to increase by around 28.1% by 2025. In 2015, for every person of retirement age there were just fewer than 2 of working age, compared to 3 persons in the England average.

There are 24,789 children living in Torbay (Census Data 2011). In 2015, the birth rate was 10.3 per 10000 which is below the South West and national averages. The proportion of children aged between 5 and 14 is also expected to rise by 11% over the next 10 years, which is slightly higher than that seen across England.

Torbay comprises of areas with significant material wealth alongside areas of deprivation. The Index of Multiple Deprivation (IMD) 2015 ranks Torbay as the 46th most deprived authority in England (out of 326) compared to 37th in 2013 and 41st in 2010. In terms of overall Multiple Deprivation, there are 14 Lower Super Output Areas (LSOAs) in Torbay which fall into the most deprived 10% nationally and 28 LSOAs in the most deprived 20%.

Levels of unemployment in Torbay are at 5.4% which is above the South West average of 4.1%, and national average of 4.8%. The percentage of young people aged 18-24 claiming Job Seekers Allowance is 3.7% and above the south west and the national averages. The Council commissions Careers South West which targets support to the most vulnerable young people, as well as funding other initiatives to get young people into employment. Around 23.6% of children in Torbay are classed as living in poverty.

Educational attainment in Torbay has continued to improve across all phases. Children receive a high quality start through access to a range of good and outstanding early years provision resulting in 70.6% of children achieving a good level of development against 69.3% nationally. Key Stage 2 results for 2016 were below national and regional comparators. The percentage of young people educated in Torbay's schools achieving 5 or more GCSEs at grades A\* to C including English and Mathematics is 58.6% which is up on the previous two years and higher than national and regional. Following recent inspections 100% of mainstream secondary provision is judged to be good or outstanding.

Torbay has 4.4% of pupils with Statements or Education, Health and Care Plans compared to 2.9% nationally. Children in receipt of additional support achieve well at Key Stage 2 with Torbay ranked as the 27th best performing Local Authority in this respect.

The health and wellbeing of children in Torbay is mixed compared with the England average. Infant and child mortality rates are similar to the England average. Children in Torbay have average levels of obesity: 9.5% of children aged 4-5 years and 18.0% of children aged 10-11 years are classified as obese. Admissions for children for mental health conditions and self-harm were higher than England average in 2015/16.

Torbay Council was subject to a Statutory Direction in May 2016, with the Chief Executive of Hampshire County Council appointed as the Department for Education (DfE) Commissioner and Hampshire Children's Services as Improvement Partner. The DfE Commissioner chairs a multi-agency Children's Improvement Board (CIB) which meets on a six weekly basis and provides for oversight of improvement activity.

A robust improvement plan and enhanced performance management framework are now in place to ensure improvement and performance are determined by reference to national, regional and statistical comparators. This is evidencing sustained improvement against some of the key concerns raised at the last Ofsted inspection – particularly seeing children in a timely fashion, completion of assessments and plans, leadership and management oversight. Comprehensive performance reports are provided on a regular basis to the CIB, Executive Member, Chief Executive and Children's Services senior leadership and managers.

Our Family Intervention Service ensures that our family support resources are able to respond to the needs of families identified at Level 3 on the Torbay Safeguarding Children's Board's threshold of need. Our aim is to provide direct practical support to families to empower them to affect long term, sustainable improvement. The Local Authority's Supporting Troubled Families Programme is located alongside the Family Intervention Service and provides further support for families across all levels of need. The Family Intervention Service and Supporting Troubled Families programme work with multi-agency partners. The changes within Children's Services form part of the wider refresh of local early help arrangements across the Torbay Safeguarding Children Board partnership.

Our Children's Centres are delivered on a commissioned basis via Action for Children on a thematic delivery model. They provide a good mix of targeted and universal services and are well integrated within our early help strategy.

Our multi-agency safeguarding hub (MASH) is well established with police, social care, health and schools support services into a co-location arrangement. Decision making is timely and robust. The MASH has recently reconfigured to incorporate Early Help referrals through a 'single front door' model.

Mental health and well-being is acknowledged as a key local priority. Children's Services commission Child and Adolescent Mental Health Services practitioners who focus on providing additional support to children and families open to social care services. We work well with health colleagues and have developed a sub-regional commissioning strategy to ensure greater co-ordination, a tight focus on key priorities and deliver value for money, across a bigger footprint than the Local Authority.

We have worked with the Clinical Commissioning Group to improve the timescale for diagnosis for children with Autistic Spectrum Condition, resulting in stronger universal and specialist provisions being developed. Specialist Speech and Language Therapy Services are provided in a variety of settings. Access to these services in a timely manner remains a priority development. Children with disabilities have well co-ordinated support packages through effective referrals routes to physiotherapy and occupational therapy.

Torbay contributes towards a number of regional projects including the development of a multi area Youth Offending Management Board, a Regional Adoption Agency and Sector Led Improvement.

The voice of the child is key to our service improvement programme and we have successfully utilised a wide range of engagement techniques including digital technology, survey work, direct training of practitioners by

young people in care, focus groups and the Annual Democracy Debate to ensure this is successful. To further strengthen our approach, we have commissioned Checkpoint to deliver a range of advocacy, missing from home/care interviews and support services. We have in the last two years rolled out across social care and partners the 'Signs of Safety' model allowing for a strengths-based and safety-focused approach to Child protection in Torbay.

STRENGTHS	ISSUES	OPPORTUNITIES
<ul style="list-style-type: none"> <li>▪ Educational outcomes at all Key Stages are generally in line or above national averages and good progress is being made to close the gap for vulnerable learners</li> <li>▪ A multi-agency safeguarding hub was established in March 2015 and is providing an effective multi-agency front-door for referrals, including targeted help</li> <li>▪ An extensive programme of Signs of Safety (SoS) has been delivered to social care practitioners and has extended to partner agencies to provide a consistent multi-agency approach towards risk</li> <li>▪ Good progress has been made in meeting the SEND reform agenda with all Statements now transferred to EHCP. There is a good level of timeliness with new EHCPs and high levels of confidence and satisfaction reported by parents.</li> <li>▪ Our Early Help Strategy has been revised with thresholds which are well understood and applied by or with partners as appropriate</li> <li>▪ Solid foundations have been established to support sustainable improvement in social care provision informed by a comprehensive performance dashboard and QA framework which enable managers at all levels to identify issues and intervene</li> <li>▪ Our Youth Offending Service is performing well with low rates of custody, reduced reoffending and first time entrants</li> <li>▪ Timeliness of access to local CAMHS Services is significantly improved.</li> </ul>	<ul style="list-style-type: none"> <li>▪ Social care practice needs to be more consistent in delivering good quality plans and assessments and evidencing impact the situation of the child</li> <li>▪ Our populations of children looked after and subject to child protection plans remain high and further work is needed to bring these in line with comparators</li> <li>▪ The gap in educational attainment between our vulnerable learners and their peers is closing however more work is needed</li> <li>▪ Torbay has higher rates of under 18 conceptions than in England</li> <li>▪ Excess weight in reception age children is high, with one in four being overweight or obese</li> <li>▪ Hospital admissions for 5-24 year olds for injuries, self harm and alcohol misuse are significantly higher than the England average</li> <li>▪ Torbay experiences higher proportions of children living in poverty compared with England</li> <li>▪ One in five mothers in Torbay smoke during pregnancy</li> <li>▪ More children provide levels on unpaid care and support in Torbay than the England average</li> <li>▪ Health outcomes have not improved in a number of areas for many years</li> </ul>	<ul style="list-style-type: none"> <li>▪ Children’s Services working with the Department for Education Commissioner in entering into a partnership with Plymouth City Council to provide for sustainably improved outcomes for children and young people</li> <li>▪ A Local Education Board (LEB) bringing together the local authority and educational providers across all phases will be established as the local mechanism to drive school improvement</li> <li>▪ A new commissioning project has commenced bringing together children’s centres, school nurses, health visitors and family support within an integrated service model for 0-19 year olds</li> <li>▪ Work is underway with Play Torbay and youth trustees to develop a comprehensive youth offer for children and young people fully integrated with our education, SEN and social care improvement activity</li> <li>▪ Torbay Council, working with a number of south west local authorities, will be entering into a regional adoption agency as the basis for future service provision</li> <li>▪ Work has commenced with our post 16 providers to develop an Education/Employment Pathway to ensure we maximise opportunity for our children and young people.</li> <li>▪ Work has commenced with our schools to review our SEN provision and support its continued development to meet the needs of Torbay children and young people</li> <li>▪ Further multi agency training around early and targeted help processes will help strengthen understanding.</li> </ul>

## Views from children and young people

The local authority and its partners have recognised the need to ensure that the views and wishes of Torbay's children and young people are at the heart of our commissioning, delivery and service development work.

We have recently embarked on a number of major consultation exercises with children and young people to better understand the lived experience of children and young people in our community. Working with Play Torbay and the Community Development Trust, the 'Imagine Torbay' project has engaged around 500 young people and focused on their aspirations for play and youth provision.

The final report will be written up during May and June 2018, however, some initial key messages are set out below. Our children and young people want to:

- Have fun
- Be safe
- Be with friends.
- Be looked after by people who care for them
- Have a good education
- Eat healthy and nutritious
- Be encouraged and supported to do activities and exercise that interests them

Children's Services and local partners working through the Local Safeguarding Children's Board have also commissioned Healthwatch Torbay to undertake a major exercise that aims to engage between 1500 and 2000 young people over the next twelve months. This important piece of work will be based less on the quality of service provision and more on the experiences of children and young people regardless of gender, locality, age or other determinants to obtain an exhaustive appreciation of the lived experiences of our children and young people.

This will be a signature piece of work informing our commissioning and service development work over the coming years. A separate but related aim is to work with Healthwatch Torbay to build the infrastructure to ensure that this engagement is sustained and meaningful over the longer term.

## 3 Objectives

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### Objective

The objective of this Plan is:

**To ensure all of our children and young people are safe, happy and healthy in order that they can reach their full potential.**

### Principles

We will measure all of our work against the impact that it will have on children and young people and, reflecting on the principles with the Council's Corporate Plan, the principles within this Children and Young People's Plan are:

- We will use our resources where they will maximise the impact on the child or young person
- We will use prevention and innovation to reduce the impact on children and families from key risks such as domestic abuse, alcohol/substance misuse and child exploitation
- We will take an integrated and joined up approach towards commissioning and delivery for children and families
- We will be an effective and trustworthy corporate parent to all the children or young people who are in our care.

Torbay Council will also be an effective and trustworthy corporate parent to all the children or young person who are in our care. We will know our children, their needs, talents and aspirations and promote their interests. We will hold high aspirations for their futures, expect the best for and from them and support them in becoming independent, confident adults.

### Priorities

To deliver the objective of this Plan there are four inter-connected priorities which will ensure that we protect all children and young people and give them the best start in life.

#### Priority 1: Children get the best start in life

We will develop an integrated service offer that brings together our school nursing and health visiting services, Children's Centres and other child and family support services. This will seek to provide a holistic offer to families as their needs emerge and at the earliest opportunity.

We will ensure that tackling child poverty is key to our Economic Strategy and Health and Wellbeing Strategy. There will be a particular focus on addressing the underlying causes of deprivation in those communities most impacted. An emerging area of work is food poverty and we are piloting some innovative approaches towards addressing this within our most disadvantaged communities. Our Economic Strategy aims to ensure that Torbay will build on its strengths to deliver economic growth, tackle inequality and create change in the area that benefits everyone who lives here.

Affordable and safe housing is recognised as a key priority to assist with the well-being and health of families. We will work with families to help prevent homelessness at the earliest opportunity, building on the legislative requirements of the Homelessness Reduction Act. We will develop a service across Housing and Children's Services to provide an integrated approach.

The appropriateness of suitable housing is just as important to young people including care leavers or those that may already find themselves homeless. Work will continue to support these individuals, through a specialist service also focusing on mediation.

### **Priority 2: The impact on children and families from domestic abuse, alcohol/substance misuse and all forms of child exploitation is reduced**

We will continue to develop a multi-disciplinary model for family support which complements children's social care work with co-located or embedded expertise around substance misuse, domestic abuse and sexual violence, adult mental health and child and adolescent mental health.

Our revised Domestic Abuse and Sexual Violence Strategy focuses on developing preventative approaches, maximising referrals and improving take-up of perpetrator and victim programmes. This sits alongside a re-commissioning approach that places the impact on children at the heart of future service provision.

We will continue to work in partnership with the Police, schools, health services and the voluntary sector to address all forms of complex safeguarding issues including criminal and sexual exploitation, radicalisation, and trafficking.

### **Priority 3: Education outcomes for all children and young people are improved**

We will work with local educational providers, schools, Ofsted and the Regional Schools Commissioner for South West England through our Local Education Board to drive improvements in attainment and progress for children and young people in Torbay and maximise inward investment in local educational provision.

We will work with schools and educational providers through our Higher Needs Recovery Group and Schools Forum to ensure that services for vulnerable learners and those with Additional Educational Needs are of high quality and are contributing towards closing the attainment gap with their peers.

We recognise that there are increasing opportunities in Torbay, and across the South West, to access higher learning and associated employment opportunities. We are committed to developing a robust education and employment pathway to maximise those opportunities for our young people. Within this, care leavers and children in our care will be a particular priority.

### **Priority 4: Young people are healthy, make positive choices and influence their own future.**

We will continue to develop our engagement across partners with children and young people to ensure that they are fully informed around their entitlements and are able to access health, education, employment and training opportunities.

We are working with local partners to improve our offer to ensure that children and young people experience good emotional health and wellbeing

We will work with the Torbay Youth Trust and Play Torbay to develop our youth offer to ensure there are opportunities available to young people at the times and places they need.

We will ensure that all children and young people are provided with opportunities that inspire them. This, in turn, will create the long term change which is needed to make Torbay a prosperous and healthy place in which to live and work.

## 4 Governance Arrangements

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The governance and oversight of this Children's and Young People Plan rests with Torbay Council. However, we recognise that to achieve the best outcomes for our children and young people, we must work with our partners across the public, private and voluntary sectors.

A Children's Improvement Board, chaired by the Department for Education Commissioner, and bringing together senior representation from local partner agencies has been in place over the past two years to oversee improvement activity. The Children and Young People's Strategic Steering Group comprises representatives from education, social care, health and youth justice sectors and has recently been established to develop effective arrangements for the commissioning and delivery of responsive, integrated services for children and young people after the CIB steps down. It will aim to deliver services which maximise the outcomes for all children and young people and their families. It will look to narrow the gap in the outcomes between children who are vulnerable and/or from disadvantaged background and their peers and will focus on addressing the causes and effects of child poverty and on promoting effective prevention and early intervention.

The Children and Young People's Strategic Steering Group will be accountable to the Council's Executive via its Health and Wellbeing Board. It will oversee the implementation of this Plan and will ensure that the needs of children and young people are reflected in the Joint Health and Wellbeing Strategy.

The Steering Group will also provide for end-to-end overview of a wide range of multi-agency groups, plans and strategies for children and young people including the Youth Justice Plan, Educational Improvement Plan, Special Educational Needs Plan and Children's Services Improvement Plan.

The terms of reference of the Steering Group are included as an Appendix to this Strategy.

## 5 Action Plan

### Priority 1: Children get the best start in life

Action	Responsibility	By when?	Impact Measure
Deliver the 0-19 Commissioning Strategy and integrated holistic service for families	Assistant Director – Children’s Safeguarding/Head of Education, Learning and Skills	September 2019	<ul style="list-style-type: none"> <li>Families will have access to a holistic services with service provision focussed on the family unit</li> <li>Reductions in the numbers of families entering the high intensity part of the system</li> </ul>
Successfully transition adoption services into a Regional Adoption Agency	Assistant Director – Children’s Safeguarding	October 2018	<ul style="list-style-type: none"> <li>A greater number of children will achieve permanence through adoption in a more timely manner alongside more consistent support for adoptive families</li> </ul>
Work with Torbay Youth Trust and Play Torbay to develop an Edge of Care intervention	Assistant Director – Children’s Safeguarding	June/July 2018	<ul style="list-style-type: none"> <li>Children and young people on the edge of care will have access to a youth work/play based model of support</li> <li>Reduced family or placement breakdown</li> </ul>
Work in partnership with under-fives providers to maintain and improve the number of children accessing good or better early years provision	Early Years and Childcare Service, Early Years Providers	Reviewed on an annual basis	<ul style="list-style-type: none"> <li>Sufficient high quality capacity in place to meet local demand</li> <li>Children starting school with good levels of development</li> </ul>
Work with Children’s Centres, Early Years Providers and parents to ensure maximum take up of the targeted two year old scheme and 3&4 year old entitlements	Early Years and Childcare Service	Reviewed on an annual basis	<ul style="list-style-type: none"> <li>Take up rates above the national or statistical comparators</li> <li>%Children starting school with good levels of development</li> </ul>
Develop an integrated way of working across Housing and Children Services to ensure effective early intervention with Families.	Director of Adult Services and Housing/Director of Children’s Services	May 2019	<ul style="list-style-type: none"> <li>A smooth transition between Children’s and Housing Services when families are at risk or are homeless.</li> <li>An increase in the number of families that are prevented from becoming homeless.</li> </ul>

<p>Ensure adequate supply of support and accommodation for young people aged 16-24 including care leavers, young parents and homeless young people through the recommissioning of services.</p>	<p>Director of Adult Services and Housing</p>	<p>May 2019</p>	<ul style="list-style-type: none"> <li>• A smooth transition for care leavers into permanent accommodation</li> <li>• Ability to manage and prevent homelessness, hence undertaking meaningful prevention activity.</li> </ul>
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**Priority 2: The impact on children and families from domestic abuse, alcohol and substance misuse and all forms of child exploitation is reduced**

Action	Responsibility	By when?	Impact Measures
Continue to develop our multi-agency model for Children in Need/Child Protection work through embedded/linked practitioner resources for domestic abuse, substance misuse, CAMHS, youth services and adult substance misuse	Assistant Director – Children’s Safeguarding	CAMHS/DA/Substance Misuse – September 2018 Adult mental health/floating support – January 2019	<ul style="list-style-type: none"> <li>• Services for children and families will provide a whole family response with social care practitioners supported by expertise to tackle parent and carer issues</li> <li>• Reduction in the numbers of children requiring to become accommodated</li> <li>• Increased in the number of cases stepped down to Early Help or Targeted Support</li> </ul>
Continue to integrate the Signs of Safety model as a key driver for improved social care practice and outcomes for children	Principal Social Worker	April 2020	<ul style="list-style-type: none"> <li>• Children and families experience consistency in the response they receive and understand what needs to change</li> <li>• Improved practice evidencing positive change for the child</li> </ul>
Work with Plymouth City Council, through our partnership agreement, to develop our workforces, learning from best practice within both authorities, to improve outcomes for children and young people	Director of Children’s Services	Reviewed on an annual basis	<ul style="list-style-type: none"> <li>• Children and families experience consistency in the response they receive and understand what needs to change</li> <li>• Improved practice evidencing positive change for the child</li> <li>• Increased workforce stability, reduced dependency on agency staff</li> </ul>
Continue to develop our permanence planning including the quality and stability of placements offered our children looked after	Assistant Director – Children’s Safeguarding/Head of Specialist Services	Reviewed on an annual basis	<ul style="list-style-type: none"> <li>• Good use of adoption, SGO, reunification as routes to permanence</li> <li>• Outcomes for children looked after – education, employment, health etc – at or above statistical or national comparators</li> <li>• Placement stability at or above statistical or national comparators</li> </ul>

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Action	Responsibility	By when?	Impact Measures
Recommission our Domestic Abuse services (TDAS) placing impact for the child at the heart of future service provision	Children's Services Lead Commissioner	April 2019	<ul style="list-style-type: none"> <li>Reduced impact on child and young people in families where domestic abuse has been an issue</li> <li>Improved practice evidencing positive change for the child</li> </ul>
Develop and implement a Child in Need Protocol with local partners working through the Torbay Safeguarding Children's Board	Director of Children's Services and TSCB partners	June 2018	<ul style="list-style-type: none"> <li>Cases managed at the right level in the system underpinned by a clear understanding of agency roles and responsibilities</li> <li>Children and families experience consistency in the response they receive and understand what needs to change</li> </ul>

### Priority 3: Education outcomes for all children and young people are improved

Action	Responsibility	By when?	Impact Measures
Continue to develop accurate pupil projections and deliver the Schools Capital Programme to ensure that sufficient mainstream and specialist places are available to meet population demand moving forward	Head of Education, Learning and Skills/TDA	Phased approach	<ul style="list-style-type: none"> <li>Pupil projections are accurate enabling the local authority to meet its duty to have sufficient, accessible school places with a margin of between 5-10%</li> </ul>
Continue to deliver the Special Educational Needs Strategy to drive forward the development of inclusive practice and improved outcomes for vulnerable groups.	Special Educational Needs & Disability Health and Social Care	Ongoing 2020	<ul style="list-style-type: none"> <li>A comprehensive range of options is available locally to meet the needs of Torbay pupils with a Special Educational Need</li> <li>Outcomes for SEN pupils are at or above statistical or national indicators</li> <li>Higher Needs Block funding pressure has been addressed</li> </ul>
To develop system leadership and collaborative capacity across the education system in Torbay, engaging with regional partners, local leaders and accountable bodies to share local priorities and gaps.	Head of Education, Learning and Skills	Reviewed on regular basis via the Local Education Board	<ul style="list-style-type: none"> <li>Local Education Board effectively commissions support for system-wide issues and school-to-school based support.</li> <li>Outcomes for pupils, particularly vulnerable learners, continue to improve</li> </ul>
Deliver the Schools Accessibility Strategy to ensure that accessibility to the curriculum, the physical environment and information for disabled pupils is central to the delivery of services.	Head of Education, Learning and Skills	Reviewed on regular basis via the Complex Needs Panel/Higher Needs Recovery Group	<ul style="list-style-type: none"> <li>Each school in Torbay has an individual accessibility plan in order that children and young people with learning difficulties and disabilities can participate in the same opportunities as any other child or young person in Torbay.</li> </ul>
Continue to work with both the Torbay Teaching School Alliance, All Saints Teaching School, Local Leaders of Education, Regional Schools Commissioner and Ofsted to develop improvement capacity sector led.	Regional Schools Commissioner/ Ofsted/ Teaching Schools/ Local Authority	Ongoing 2020	<ul style="list-style-type: none"> <li>Outcomes for pupils, particularly vulnerable learners, continue to improve</li> <li>Maximise inward investment via school improvement funding (SIF) into Torbay schools</li> <li>Our educational workforce is well supported through a continuing programme of school improvement activity</li> </ul>
Support South Devon College's growth into higher education opportunities offering more educational opportunities for our young people and our workforce	Local Authority	Phased approach	<ul style="list-style-type: none"> <li>Increase the proportion of Torbay pupils obtaining a Level 4/5 qualification</li> </ul>

Action	Responsibility	By when?	Impact Measures
To implement the Virtual School Governing Body “Raising Attainment Plan” to continue to enhance the outcomes of Children Looked After and to ensure accountability for the money received through pupil premium plus	Virtual School & Virtual School Governing Body	Annually	<ul style="list-style-type: none"> <li>• Outcomes for Children Looked After and particularly any vulnerable learners continue to improve and the gap with their peers reduces</li> <li>• Increased awareness amongst educational providers of issues such as attachment which can impact on learning</li> </ul>

#### Priority 4: Young people are healthy, make positive choices and influence their own future

Action	Responsibility	By when?	Impact Measures
Continue to develop the offer to Torbay care leavers from the Local Authority and its partners	Assistant Director – Children’s Safeguarding	Reviewed on a regular basis via Corporate Parenting Group and Senior Leadership Team	<ul style="list-style-type: none"> <li>Care leavers have improved outcomes in relation to education, employment, training and personal and social development</li> <li>Proportion of care leavers in employment, achieving higher level qualifications, staying put etc</li> </ul>
Continue to develop our support arrangements for those young people moving to Adult Services to help them realise their potential.	Director of Children’s Services/Director of Adult and Housing Services	September 2018	<ul style="list-style-type: none"> <li>A smooth transition between Children’s Services and Adults Services</li> <li>Young people moving into Adults Services have their needs well met</li> </ul>
Continue to deliver the requirements of the Annual Youth Justice Plan for Torbay, working within the Joint Youth Offending Team Board with Plymouth and Devon	Director of Children’s Services/Head of Service – Early Help and Youth Offending	Reviewed on a quarterly basis via the Joint Youth Offending Service Board	<ul style="list-style-type: none"> <li>Improved governance and viability for the Youth Offending Team with overall practice improved and efficiencies made through sharing resources.</li> </ul>
Expand engagement between business and schools through developing the MADE pilot project	TDA Head of Education	Annually	<ul style="list-style-type: none"> <li>Increased take up of science and technology educational, training and employment opportunities</li> </ul>
Commission Ready for Work training schemes targeted towards our care leavers, as well as those in our deprived wards	TDA Head of Education	Annually	<ul style="list-style-type: none"> <li>Increase the proportion of our care leavers accessing education, employment and training</li> </ul>
Work with schools and other partners to expand the provision of information advice and guidance to young adults through the Torbay Works Programme	TDA Head of Education	March 2018	<ul style="list-style-type: none"> <li>Increase the proportion of children and young people accessing information, advice and guidance</li> </ul>
Develop the Education/Employment Pathway to maximise opportunity for our children and young people post 16 and onwards	Local Education Board	2019	<ul style="list-style-type: none"> <li>Educational providers are clear on the full range of post 16 options including higher learning, apprenticeships and employment opportunities.</li> <li>Maximise take up by Torbay young people of higher learning, apprenticeships and employment opportunities</li> </ul>

Action	Responsibility	By when?	Impact Measures
Deliver the Healthy Weight Strategy, including increased physical activity for children, healthy eating and delivery of healthy schools and early years.	Health and Wellbeing Board	2020	<ul style="list-style-type: none"> <li>• Increased physical activity by children and young people</li> <li>• Childhood obesity levels better than statistical or national comparators</li> </ul>
Deliver the Physical Activity Strategy to increase activity and reduce sedentary behaviour in children	Director of Public Health	2020	<ul style="list-style-type: none"> <li>• Increased physical activity by children and young people</li> <li>• Childhood obesity levels better than statistical or national comparators</li> </ul>

# Appendix 1: Corporate Parenting Standards

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Torbay Council will be an effective and trustworthy corporate parent to all the children or young person who are in our care. We have adopted a set of standards which will be met across the Council. These will assist in enabling us to meet the objectives and priorities of our Children Looked After and Corporate Parenting Strategy.

The Council's Senior Leadership Team will identify, progress and monitor any actions required across the Council to ensure that these standards continue to be met.

1. There is a golden thread through the Council's Strategic Vision, Corporate Plan and Children and Young People's Plan that clearly articulates our aspirations for children looked after and care leavers.
2. Key decisions, policies, procedures and performance in relation to Children's Services are subject to robust scrutiny and oversight through the Council's decision making and scrutiny processes.
3. Elected members and senior officers participate within a programme of corporate parenting training to equip them to understand how corporate parenting can be accommodated within their respective portfolios.
4. Priority interviews are offered to children looked after and care leavers for apprenticeships and work experience opportunities within Torbay Council, prior to these being advertised externally.
5. Dedicated support, advice and guidance is provided to care leavers to assist or sustain them in employment.
6. Employment opportunities are made available to care leavers, alongside apprenticeships, within Torbay Council and its commissioned services.
7. Locally commissioned services for adults including mental health, substance misuse and domestic abuse have child safeguarding as an integral element within service provision, with support measures in place for adults who have caring responsibilities.
8. Family focused interventions such as 'Pause' or 'Breaking the Cycle' are available in Torbay to support families to provide effective parenting when capacity is compromised by health related issues.
9. As vulnerable groups that do not readily access services, care leavers and young offenders have direct support from community/primary health care services.
10. Torbay Council housing policy explicitly acknowledges care leavers as a vulnerable group, with appropriate support provided.
11. Care leavers are provided with individualised support to ensure they are in suitable and safe accommodation.
12. Care leavers have an exemption from Council Tax until the age of 25.
13. Care leavers and children looked after receive support to access cultural, sporting and leisure activities free of charge or at a reduced rate.

14. The achievements and progress of our children looked after and care leavers is recognised and celebrated on a regular basis, in accordance with their wishes and preferences.
15. The work of the Community Safety Partnership acknowledges that children looked after and care leavers are vulnerable groups who can become over represented within the criminal justice system and work together to avoid this.
16. Local arrangements for identifying and case managing adults who may pose a risk to children are fully integrated through a robust multi-agency tasking model.

# Appendix 2: Children's Services Strategic Steering Group

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## Terms of Reference

### Purpose

The Children and Young People's Strategic Steering Group is responsible for:

- The development of effective local arrangements for the commissioning and delivery of responsive, integrated services; and,
- Fulfilling the duty under the Children Act (Section 10) to promote co-operation between Torbay Council and local partners.

### Aims

- To deliver better, integrated service that maximise outcomes for **all** children and young people, and their families.
- Narrow the outcome gap between children who are vulnerable and/or from disadvantaged backgrounds and their peers; on addressing the causes and effects of child poverty; and on promoting effective prevention and early intervention.

### Functions

- To develop and promote a shared strategic vision that improves outcomes for local children, young people and their families in Torbay, as set out in the Children and Young People's Plan.
- To oversee the development, implementation and review of the Children and Young People's Plan, and the development of an Annual Action Plan to implement key priorities.
- To ensure the development of a commissioning framework and investment plan to support implementation of agreed priorities identified in the Children and Young People's Plan.
- To oversee that the joint commissioning arrangements recently put in place, supported by a robust assessment of need, shared resources and pooled budgets where appropriate.
- To develop 'joined up models of delivery focussed when appropriate on the family unit'.
- To drive the development of an effective workforce development strategy which supports the delivery of priorities set out in the Children and Young People's Plan.
- To ensure that the development of services is informed by the views, participation and active engagement of local children, young people, their families and carers, and reflects the diverse needs of Torbay's communities.
- To inform the Health and Wellbeing Board on issues relating to Children and Young People and to ensure the needs of children and young people are reflected in the Health and Wellbeing Strategy.
- To monitor the effectiveness of local arrangements to meet the SEND reforms.

### Membership

The Steering Group will be chaired by the Executive Lead for Children's Services. The Vice-Chair will be the Director of Children's Services who will also be the Lead Officer for the Group.

In addition, the Steering Group will comprise of senior representatives from the following organisations/services:

South Devon and Torbay Clinical Commissioning Group  
Office of the Police and Crime Commissioner  
Devon and Cornwall Police  
Career South West  
Public Health  
Children's Social Care Services

Education, Learning and Skills Services  
Further Education  
Secondary Headteachers  
Primary Headteachers  
Special School Headteachers  
Faith/Voluntary Sector  
Torbay Safeguarding Children's Board

### **Accountability**

The Group will report to the Health and Wellbeing Board through which it is also accountable to Torbay's Council's Executive. It will, in turn, receive reports from a number of subsidiary groups such as the Joint Youth Offending Management Board, Corporate Parenting Forum, Child Health and Education Forum, Local Education Board.

### **Frequency of Meetings**

The Group will meet at least 4 times per year.

### **Review**

The Terms of Reference will be reviewed on an annual basis.



**Meeting: Council**

**Date: 21 June 2018**

**Wards Affected: All wards in Torbay**

**Report Title: Community Governance Review**

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

**When does the decision need to be implemented? Subject to Council's decision**

**Executive Lead Contact Details:** Elected Mayor Oliver, Executive Lead for Assets, Finance, Governance and Corporate Services, Economic Regeneration and Transformation, 01803 207001 and mayor@torbay.gov.uk

**Supporting Officer Contact Details:** Anne-Marie Bond, Director Corporate Services & Operations, 01803 207160 and anne-marie.bond@torbay.gov.uk

## **1. Proposal and Introduction**

- 1.1 On 27 October 2016, the Council resolved to undertake a community governance review once the electoral review of ward boundaries had concluded. The review would assist the Council to consider whether or not to form new town councils within Torbay.
- 1.2 The electoral review is due to conclude on 22 June 2018. This report sets out details of community governance reviews and requests the Council to consider when the review should be undertaken in light of the local government elections due to be held in May 2019.

## **2. Reason for Proposal and associated financial commitments**

- 2.1 To enable the Council to consider when to undertake a community governance review following the Council's previous decision on 27 October 2016.
- 2.2 The proposals contained in this report will commit the Council financially in respect of resourcing a community governance review if Council resolves to undertake the review prior to the elections in May 2019. The costs associated include £50,000 for additional resources which would be funded from the Council's Revenue Contingency Budget.

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

- 3.1 That the Council considers the options outlined in Appendix 1 to this report to determine when a community governance review is undertaken.

## **Appendices**

Appendix 1: Options for Timescales

## **Background Documents**

Council meeting 27 October 2016 -

<http://www.torbay.gov.uk/DemocraticServices/ieListDocuments.aspx?CIId=163&MID=6613>

Local Government Boundary Commission for England – Guidance on Community Governance Reviews -

[https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment\\_data/file/8312/1527635.pdf](https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/8312/1527635.pdf)

Local Government and Public Involvement in Health Act 2007 -

<https://www.legislation.gov.uk/ukpga/2007/28/contents>

## Section 1: Background Information

1.

### What is the proposal / issue?

The Local Government and Public Involvement in Health Act 2007 (Chapter 3 of Part 4) devolved power from the Secretary of State to principal councils (such as Torbay Council) to carry out community governance reviews and put in place or make changes to local community governance arrangements, for example the creation of parish/town councils.

The terms of reference for a review can include the whole or part of the area of the Council. Reviews must be concluded within 12 months. The Council must consult the electors of the review area and have regard to the responses received. The Council must have regard to the need to secure that community governance within the area under review (a) reflects the identities and interests of the community in that area, and (b) is effective and convenient. The recommendations of the review must be published.

The Council must then decide what to do in response to a community governance review and give reasons for its decision. Where a governance review makes recommendations for the formation of a town council, the review must also make recommendations as to what electoral arrangements should apply to that council, including whether it is to be divided into wards and the number of Councillors on the town council.

If the Council decides to set up a new town council this will result in the making of orders by the Council, which must be published. Orders may make arrangements for the transfer, management or custody of property, transfer of staff and other staffing matters, and transfer of rights and liabilities.

2.

### What is the current situation?

The Council resolved on 27 October 2016 the following:

“that the Council conducts a Community Governance Review following the conclusion of the electoral review of Torbay’s electoral boundaries being carried out by the Local Government Boundary Commission for England.”

The Department for Communities and Local Government/the Local Government Boundary Commission for England’s ‘Guidance on community governance reviews’ states ‘Principal councils should use their knowledge and awareness of local issues when deciding whether to undertake a review. However, principal councils should avoid starting a community governance review if a review of a district, London borough or county council electoral arrangements is being, or is about to be, undertaken. Ideally, community governance reviews should be undertaken well in advance of such electoral reviews, so that the LGBCE in its review of local authority electoral

	<p>arrangements can take into account any parish boundary changes that are made.’</p> <p>We would have needed to have published the terms of reference in March 2018 in order to have made the order for 1 April 2019 and then hold elections on 2 May 2019. However, as the electoral review order will not be confirmed by the government and published for implementation until 22 June 2018, two options are attached at Appendix 1 for Members’ consideration.</p> <p>The Ordinary Year of Election for Town Councils is 2019 and every four years thereafter. However, the DLG guidance does allow for elections to take place outside this time by either reducing or increasing the first term of office so that future elections meet the four year cycle. For example the first term of office could be in three years (2020) with the next election being held in 2023 to coincide with the normal round of elections.</p> <p>As outlined above, Torbay Council resolved to undertake a community governance review once the electoral review has ‘concluded’ which would consider whether or not to form town councils for Paignton and Torquay. The Monitoring Officer has determined that the conclusion of the review is when the Order has been confirmed and published, this is expected to be around 22 June 2018. Therefore, the Council is now requested to determine when the review should be undertaken.</p>
<p><b>3.</b></p>	<p><b>What options have been considered?</b></p> <p>The options for timescales for a community governance review are set out at Appendix 1 for the Council to determine.</p> <p>Alternatively the Council could determine not to undertake a community governance review.</p>
<p><b>4.</b></p>	<p><b>How does this proposal support the ambitions, principles and delivery of the Corporate Plan?</b></p> <p>Undertaking a Community Governance Review does not directly impact on the Corporate Plan. However, the establishment of new town councils could provide the Council with the opportunity of devolving services to Torbay’s town councils. This would provide the Council with financial benefits in light of council tax capping and the ongoing financial challenges faced by the Council. Other authorities have devolved services to parish or town councils such as maintenance of parks, children’s playgrounds and open spaces. By devolving local services to town councils would enable the Council to focus on delivery strategic priorities for Torbay.</p>
<p><b>5.</b></p>	<p><b>How does this proposal contribute towards the Council’s responsibilities as corporate parents?</b></p> <p>A community governance review itself does not directly contribute. However, any resulting establishment of town councils would provide a change in</p>

	delivery of council services with potential improvements arising from more direct local control.
<b>6.</b>	<b>How does this proposal tackle deprivation?</b>  See 5 above.
<b>7.</b>	<b>How does this proposal tackle inequalities?</b>  See 5 above.
<b>8.</b>	<b>How does the proposal impact on people with learning disabilities?</b>  See 5 above.
<b>9.</b>	<b>Who will be affected by this proposal and who do you need to consult with?</b>  Consultation will be undertaken as part of the statutory process for a community governance review.
<b>10.</b>	<b>How will you propose to consult?</b>  The timetables set out at Appendix 1 provide an outline of the consultation involved.

## Section 2: Implications and Impact Assessment

<b>11.</b>	<p><b>What are the financial and legal implications?</b></p> <p>If the Council adopts option 1 (commencement of a community governance review before the local elections in May 2019) additional resources will be required to deliver the review as the Governance Support Team is already committed to delivering the May 2019 Torbay Council and Brixham Town Council elections as well as the new governance arrangements for 2019.</p> <p>The cost of additional resources to undertake the community governance review during 2018/2019 will be circa £50,000. There is no budget within the current Governance Support or Members' Support budget to fund this therefore it will need to be funded from Council's Revenue Contingency Budget, as advised by the Council's Chief Financial Officer.</p> <p>The Council is required to carry out the Community Governance Review in accordance with the Local Government and Public Involvement in Health Act 2007 and the Local Government Boundary Commission for England's Guidance on Community Governance Reviews March 2010. Links to these documents can be found in the</p>
<b>12.</b>	<p><b>What are the risks?</b></p> <p>The Council is unable to resource a community governance review. Or the review impacts on the delivery of other key priorities.</p>
<b>13.</b>	<p><b>Public Services Value (Social Value) Act 2012</b></p> <p>If the Council determine to undertake a community governance review as outlined in Option 1 at Appendix 1 a procurement exercise for additional resources may be required which would be carried out in accordance with the Council's Financial Regulations and Contracts Procedures.</p>
<b>14.</b>	<p><b>What evidence / data / research have you gathered in relation to this proposal?</b></p> <p>Government guidance is provided on undertaking community governance reviews.</p>
<b>15.</b>	<p><b>What are key findings from the consultation you have carried out?</b></p> <p>Not applicable at this stage.</p>
<b>16.</b>	<p><b>Amendments to Proposal / Mitigating Actions</b></p> <p>Not applicable at this stage.</p>

### Community Governance Review for Torbay

### Appendix 1

#### Options for Timescales:

#### Indicative Timetable Option 1

12 months to complete review from the date the terms of reference of community governance review is published.

<b>Action</b>	<b>Timetable</b>	<b>Outline of Action</b>
Electoral Review Order Published and live	22 June 2018	Electoral Review Order is published and able to be implemented
Preparation	Two month period from 22 June 2018	Background preparation and development of terms of reference
Constitution Working Party to consider terms of reference	August/Early September 2018	Draft terms of reference to be considered by Constitution Working Party (or other appointed Committee/Working Party)
Start date	September 2018	Council publishes the terms of reference
Consultation	Two month period starting with publication of terms of reference	Council invites representation from interested parties on the review
Evaluate feedback from consultation	November 2018	Evaluate feedback from consultation and use to inform draft proposals
Draft proposals developed	December 2018	Draft proposals are developed and drawn up
Draft proposals considered by Constitution Working Party	January 2019	Draft proposals to be considered by Constitution Working Party (or other appointed Committee/Working Party)
Draft proposals are published	February 2019	Council publishes draft proposals
Consultation	Two month period starting with publication of draft proposals	Council invites representations from interested parties on draft proposals
Evaluate feedback from consultation	April 2019	Evaluate feedback from consultation and use to inform final proposals

<b>Action</b>	<b>Timetable</b>	<b>Outline of Action</b>
Final recommendations are prepared	May 2019	Results of consultation considered by Working Party and final recommendations made to Council
Final recommendations are published and considered by Council	June 2019	The Council to meet to consider final recommendations and decide on the extent to which the Council will give effect to them
Publish Final Recommendations approved by Council	June 2019	Final recommendations published - this date is the date the review conclude
Order made	July 2019	Council makes and publishes the community governance order
Order takes effect	1 April 2020	Usually Orders take effect on 1 April and then the election would take place in May. If this does not coincide with the Town Council elections, the term first term of office can be for a shorter period e.g. until May 2020 to May 2023
Create new Town Councils and implement their governance arrangements	From 1 April 2020	Set up new Town Councils and implement their governance arrangements ready for the elections on 7 May 2020
Town Council Elections (New Town Councils)	7 May 2020	

The option would require circa £50,000 for additional resources which would be funded from the Council's Revenue Contingency Budget.

### **Indicative Timetable Option 2**

12 months to complete review from date the terms of reference of community governance review is published.

<b>Action</b>	<b>Timetable</b>	<b>Outline of Action</b>
Preparation	Two month period from July 2019	Background preparation and development of terms of reference
Constitution Working Party to consider terms of reference	September 2019	Draft terms of reference to be considered by Constitution Working Party (or other appointed Committee/Working Party)
Start date	September 2019	Council publishes the terms of reference
Consultation	Two month period starting with publication of terms of reference	Council invites representation from interested parties on the review
Evaluate feedback from consultation	December 2019	Evaluate feedback from consultation and use to inform draft proposals
Draft proposals developed	January 2020	Draft proposals to be considered by Constitution Working Party (or other appointed Committee/Working Party) – to meet before Christmas
Draft proposals considered by Constitution Working Party	February 2020	Draft proposals to be considered by Constitution Working Party (or other appointed Committee/Working Party)
Draft proposals are published	March 2020	Council publishes draft proposals
Consultation	Two month period starting with publication of draft proposals	Council invites representations from interested parties on draft proposals
Evaluate feedback from consultation	May 2020	Evaluate feedback from consultation and use to inform final proposals
Final recommendations are prepared	June 2020	Results of consultation considered by Working Party and final recommendations made to Council
Final recommendations are published and considered by Council	July 2020	The Council to meet to consider final recommendations and decide on the extent to

<b>Action</b>	<b>Timetable</b>	<b>Outline of Action</b>
		which the Council will give effect to them
Publish Final Recommendations approved by Council	July 2020	Final recommendations published - this date is the date the review conclude
Order made	August 2020	Council makes and publishes the community governance order
Order takes effect	1 April 2021	
Create new Town Councils and implement their governance arrangements	From 1 April 2021	Set up new Town Councils and implement their governance arrangements ready for the elections on 7 May 2020
Town Council Elections (New Town Councils)	6 May 2021	Usually Orders take effect on 1 April and then the election would take place in May. If this does not coincide with the Town Council elections, the term first term of office can be for a shorter period e.g. until May 2021 to May 2023

This option could be delivered within existing resources from the Governance Support Team as they will have delivered the local elections and new governance arrangements and induction for new Councillors.



**Meeting:** Council

**Date:** 21 June 2018

**Wards Affected:** All

**Report Title:** Establishment of a Standards Hearing Sub-Committee

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

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

**Executive Lead Contact Details:** The Elected Mayor Oliver, Executive Lead for Assets, Finance, Governance and Corporate Services, Economic Regeneration and Transformation, (01803) 207001 and mayor@torbay.gov.uk

**Supporting Officer Contact Details:** Anne-Marie Bond, Director of Corporate and Business Services and Monitoring Officer, (01803) 207015 and anne-marie.bond@torbay.gov.uk

## 1. Proposal and Introduction

- 1.1 Council, on 14 May 2018 established the Standards Committee for the municipal year and subsequently is being asked to appoint the Standards Hearing Sub-Committee. The establishment of a Standards Hearing Sub-Committee at this time will enable the requirements of the Localism Act to be implemented as expediently as possible and will comply with prescribed timescales.

## 2. Reason for Proposal

- 2.1 The Council previously established the Standards Committee for this municipal year and is now requested to establish the Standards Hearing Sub-Committee. Council is requested to do this in order to avoid calling a Committee to only deal with this item, thereby making the most efficient use of resources. The Council is therefore asked to consider establishing the sub-committee.

## 3. Recommendation(s) / Proposed Decision

- 3.1 that, a sub-committee of the Standards Committee be established to comprise three Members of the Standards Committee (and 1 Brixham Town Councillor if the complaint is about a member of the Town Council); and
- 3.2 that the terms of reference of the Standards Hearing Sub-Committee be to consider any alleged breaches of the Members Code of Conduct or local protocols, as and when referred to it by the Monitoring Officer.



**Meeting: Council**

**Date: 21 June 2018**

**Wards Affected: All Wards in Torbay**

**Report Title: Treasury Management Outturn 2017/18**

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

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

**Executive Lead Contact Details:** Mayor Gordon Oliver, 01803 207001,  
[gordon.oliver@torbay.gov.uk](mailto:gordon.oliver@torbay.gov.uk)

**Supporting Officer Contact Details:** Pete Truman, Principal Accountant, 01803 207302,  
[pete.truman@torbay.gov.uk](mailto:pete.truman@torbay.gov.uk)

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## **1. Proposal and Introduction**

- 1.1 This report informs Members of the performance of the Treasury Management function in supporting the provision of Council services in 2017/18 through management of cash flow, debt and investment operations and the effective control of the associated risks.
- 1.2 The headline points of the report are:
- New borrowing of £124 million taken to fund the Capital Investment Fund
  - Reduction in the overall average borrowing rate to 3.40%
  - Annual investment rate achieved exceeded the market benchmark
  - Increased investment in the CCLA Local Authorities Property Fund

## **2. Reason for Proposal**

- 2.1 The Council is required through regulations issued under the Local Government Act 2003 to produce an annual outturn report reviewing treasury management activities and the actual prudential and treasury indicators for 2017/18.
- 2.2 This report also meets the requirements of the CIPFA Code of Practice on Treasury Management (the Code) and the CIPFA Prudential Code for Capital Finance in Local Authorities (the Prudential Code). Both Codes were revised in December 2017 but full implementation is not required for the 2017/18 financial year.

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

**3.1 That the Treasury Management decisions made during 2017/18, as detailed in the submitted report be noted; and**

**3.2 That the performance against the approved Prudential and Treasury Indicators as set out in Appendix 1 to this report be noted.**

### **4. Background Information**

4.1 Treasury management is defined by the 2011 Code of practice as:

*“The management of the authority’s investments and cash flows, it’s banking, money market and capital market transactions; the effective control of the risks associated with those activities; and the pursuit of optimum performance consistent with those risks”.*

4.2 During 2017/18 the minimum reporting requirements were that full Council should receive the following reports:

- An annual treasury strategy in advance of the year (Council 9<sup>th</sup> February 2017)
- A mid-year review report (Council 19<sup>th</sup> October 2017)
- An annual report following the year describing the activity compared to the strategy (this report)

4.3 The regulatory environment places responsibility on Members for the review and scrutiny of treasury management policy and activities. This report is therefore important in that respect, as it provides details of the outturn position for treasury activities and highlights compliance with the policies previously approved by Members.

4.4 The Council confirms that it has complied with the requirement under the Code to give prior scrutiny to the above strategy and mid-year treasury management reports by the Audit Committee before they were reported to full Council. Member training on treasury management issues was undertaken in July 2015 in order to support members’ scrutiny role.

4.6 Treasury Management strategies were planned and implemented in conjunction with the Council’s appointed advisors, Link Asset Services although the Council officers were the final arbiters of the recommended approach.

4.7 This report covers:

- The Economy and Interest rates
- Treasury Position at year end;
- The Strategy for 2017/18;
- Borrowing Outturn for 2017/18;
- Investment Outturn for 2017/18;
- Revenue Budget Performance;
- Reporting Arrangements and Management Evaluation
- Loans to Organisations

- Prudential and Treasury Indicators (Appendix1)

## 5. The Economy and Interest Rates

5.1 A commentary provided by Link Asset Services is presented at Appendix 2 to the report.

## 6. Overall Treasury Position as at 31 March 2018

6.1 At the beginning and the end of 2017/18 the Council's treasury position was as follows:

TABLE 1	31 March 2017 Principal	Rate/Return	Average Life yrs	31 March 2018 Principal	Rate/Return	Average Life yrs
Borrowing	£153.1m	4.17%	26.3 years	£272.4m	3.15%	31.0 years
Other long term liabilities	£19.6m	5.14%	18.9 years	£18.9m	5.14%	17.9years
<b>Total debt</b>	<b>£172.7m</b>	<b>4.25%</b>	<b>25.5 years</b>	<b>£291.3m</b>	<b>4.04%</b>	<b>30.2 years</b>
<b>CFR</b>	<b>£174.3m</b>			<b>£279.5m</b>		
Over*/(under) borrowing	£(1.6)m			£11.8m		
<b>Total investments</b>	<b>£41.7m</b>	<b>0.91%</b>		<b>£64.7m</b>	<b>0.83%</b>	
Net debt	£131.0m	3.24%		£226.6m	2.50%	

\*A purchase from the Investment Fund was completed in April 2018 for £11M.

## 7. The Strategy for 2017/18

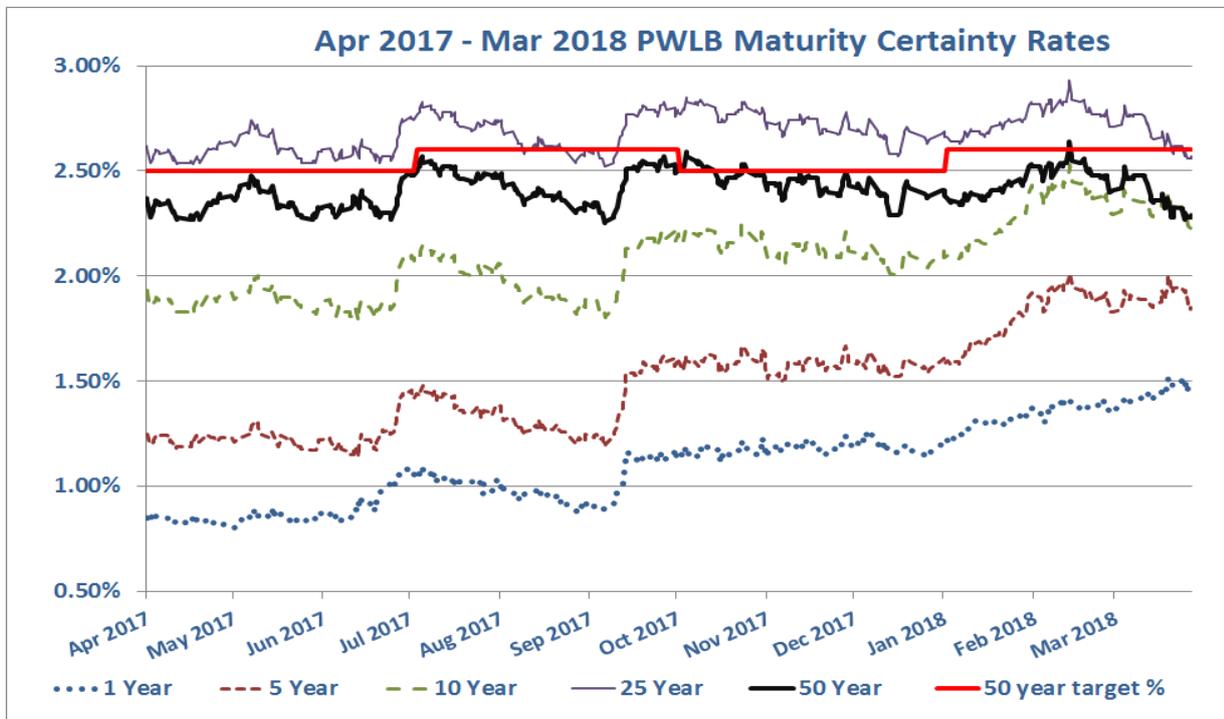
7.1 The 2017/18 approved strategy earmarked the use of existing cash resources to initially fund planned capital expenditure (internal borrowing) in order to delay the additional cost of borrowing to the General Fund until income streams were realised.

7.2 Due regard was given to the potential for changes in rate forecasts and in the event of sharp rises the CFO had sufficient powers to vary the strategy and take a greater proportion of the borrowing requirement earlier to protect the affordability of capital schemes over the longer term.

7.3 Core cash levels were already locked into longer term, higher yielding investments from previous strategy decisions. Remaining cash levels were to be kept available for the internal borrowing strategy in para 7.1 and mainly limited to short term liquidity instruments.

## 8. Borrowing Outturn 2017/18

8.1 The graph below shows the movement in PWLB borrowing rates for a selection of maturities over the year. The 25 and 50 year maturities were volatile through the year without any consistent trend. Shorter term rates were on a rising trend peaking in February/March 2018.



8.2 2017/18 was an unprecedented year in terms of borrowing activity for Torbay Council. The ambitious Capital Plan, in particular a number of Investment Fund acquisitions (£99 million) gave rise to a significant capital Financing Requirement. A number of loans were taken from the Public Works Loan Board (PWLB) throughout the year and £4.5 million of maturities were repaid, as summarised below:

New Loans in year	£124 million
Average rate of new loans	2.45%
Average term of new loans	37 years
Maturities repaid	£4.5 million

8.3 Maturities were weighted towards the longer end to take of advantages in the yield curve and provide potential opportunities for debt rescheduling in the future when rate levels eventually rise.

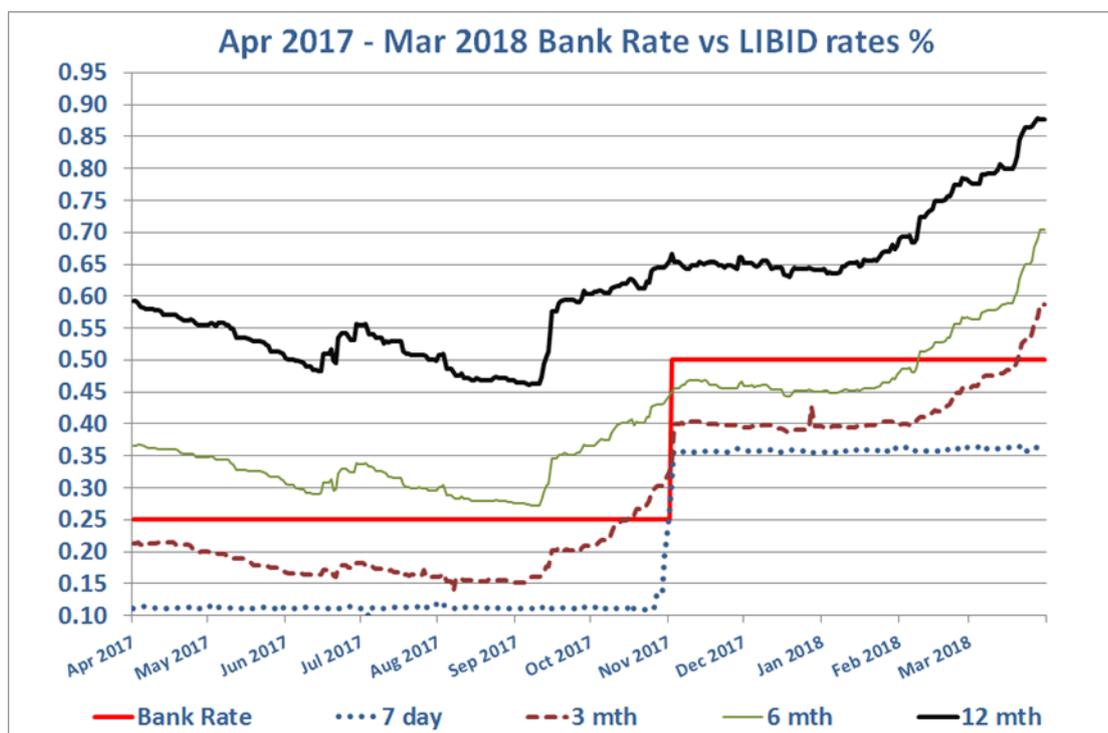
8.4 In line with the strategy borrowing amounts were sufficient to cover funding needs after applying available internal cash to capital expenditure. Timing of borrowing was generally delayed until certainty of outlay (i.e. exchange of contracts on Investment Fund acquisitions)

8.5 These measures were balanced by some defensive funding to protect against volatility in the markets and risks of sharp rises in borrowing rates. At year-end there was an over-borrowed position of £11.8 million to the Capital Financing Requirement pending potential capital spending in the new financial year.

8.6 As a result of the new loans the borrowing portfolio (excluding other long term liabilities) has increased to £272.4million and the average rate of interest paid across all loans in 2017/18 was 3.65%.

## 9. Investment Outturn 2017/18

9.1 The movement in key market investment rates during 2017/18 are illustrated in the table below.



9.2 Investments rates for 3 months and longer have been on a rising trend during the second half of the year in the expectation of Bank Rate increasing from its floor of 0.25%, and reached a peak at the end of March. Bank Rate was duly raised from 0.25% to 0.50% on 2<sup>nd</sup> November 2017 and remained at that level for the rest of the year. However, further increases are expected over the next few years. Deposit rates continued into the start of 2017/18 at previous depressed levels due, in part, to a large tranche of cheap financing being made available under the Term Funding Scheme to the banking sector by the Bank of England; this facility ended on 28<sup>th</sup> February 2018.

9.3 In line with the primary strategy investments were limited to short term instruments with wide use made of Money Market Funds. Deposits of 3 to 6 months were also transacted to provide some uplift to the overall return on short term funds.

9.4 Cash levels were boosted by a raft of PWLB borrowing in November and the Chief Finance Officer took advantage of this position to place a further £2M of strategic funds into the CCLA Local Authorities Property Fund at the end of January 2018. This represented a forward investment of an element of the core cash allocation, ahead of existing deals maturing later in 2018.

9.5 **Performance Analysis** - Detailed below is the result of the investments undertaken by in 2017/18. The Council's investment returns remain well in excess of the market benchmark while still maintaining availability of funds for internal borrowing

	Average Investment Principal	Rate of Return (gross of fees)	Rate of Return (net of fees)	Capita Benchmarking Club*		Market Benchmark/ Target Return
				Peer LA Comparison	English Unitaries	
<b>Internally Managed</b>	£63.5M	0.52%	Na	0.59%	0.58%	0.21%
<b>CCLA Property Fund</b>	£3.3M	4.82%	4.23%			
<b>Combined</b>	£66.8M	0.74%	0.71%			0.21%

\* As at December 2017. Year end results not available at time of report.

9.12 In interest terms, the treasury strategy and decisions implemented contributed an additional £330,000 (after fees) to the General Fund over and above what would have been attained from the benchmark return.

9.13 A list of those institutions with which the in-house team invested funds during the year is provided at Appendix 3. No institutions with which investments were made showed any difficulty in repaying investments and interest in full during the year.

## 10 Revenue Budget Performance

10.1 The effect of the decisions outlined in this report on the approved revenue budget is outlined in the table below. The changes in interest paid and MRP directly relate to purchases of investment properties later in the financial year which provide an income stream to the Council.

	Revised Budget 2017/18	Actual 2017/18	Variation
	£M	£M	£M
Investment Income	(0.4)	(0.5)	(0.1)
Interest Paid on Borrowing	7.5	7.9	0.4
<b>Net Position (Interest)</b>	<b>7.1</b>	<b>7.4</b>	<b>0.3</b>
Minimum Revenue Provision (MRP)	3.1	3.2	0.1
MRP re: PFI	0.6	0.6	0
<b>Net Position (Other)</b>	<b>3.7</b>	<b>3.8</b>	<b>0.1</b>
<b>Net Position Overall</b>	<b>10.8</b>	<b>11.2</b>	<b>0.4</b>

10.2 The position was regularly reported to OSB and Council throughout the year as part of the budget monitoring reports to Members

## 11 Reporting Arrangements and Management Evaluation

11.1 The management and evaluation arrangements identified in the annual strategy and followed for 2017/18 were as follows:

- Monthly monitoring report to Executive Lead for Finance, Chief Finance Officer and Group Leaders
- Regular meeting of the Treasury Manager and Finance Manager to review previous months performance and plan following months activities
- Regular meetings with the Council's treasury advisors
- Regular meetings with the Council's appointed Fund Manager
- Membership and participation in Link Asset Services Investment Benchmarking Club

## 12 Loans to Organisations

12.1 The Council has provided loans or loan facilities to the following organisations. These are policy decisions and not part of the treasury management strategy except for identifying any impact on cash balances:

Value of loan 31 <sup>st</sup> March 2017 £000s	Organisation	Value of loan 31 <sup>st</sup> March 2018 £000's	Due within one year £000's	Due in excess of one year £000's	Term of loan	Years Remaining on loan
1,464	Torbay Economic Development Company	1,445	51	1,394	25	23
945	Torbay Coast & Countryside Trust	916	17	899	45	42
67	Academy Schools	0	0	0	-	-
7	Babbacombe Cliff Railway	0	0	0	-	-
32	Sports Clubs	30	2	28	various	various
-	Care Home Provider	1,217	101	1,116	25	9.5
-	South Devon College	3,880	160	3,720	25	24
-	Parkwood Leisure	515	0	515	12	12
<b>2,515</b>		<b>8,003</b>	<b>331</b>	<b>7,672</b>		

12.2 The current overall rate of interest on these loans is around 3.5%.

## **Appendices**

Appendix 1: Prudential and Treasury Indicators 2017/18

Appendix 2: The Economy and Interest Rates

Appendix 3: Counterparties with which funds have been deposited in 2017/18

## **Background Documents**

[Treasury Management Strategy 2017/18](#)

## Appendix 1

### Prudential and Treasury Indicators 2017/18

#### Capital Expenditure and Financing 2017/18

The Council undertakes capital expenditure on long-term assets. These activities may either be:

- Financed immediately through the application of capital or revenue resources (capital receipts, capital grants, revenue contributions etc.), which has no resultant impact on the Council's borrowing need; or
- If insufficient financing is available, or a decision is taken not to apply resources, the capital expenditure will give rise to a borrowing need (though the timing of borrowing may be delayed through the application of cash balances held by the Council).

The actual capital expenditure forms one of the required prudential indicators and is shown in the table below.

	2016/17 Actual £m	2017/18 Revised Budget £m	2017/18 Actual £m
Total capital expenditure	37	135	121

\*

#### Capital Financing Requirement

The Council's underlying need to borrow for capital expenditure is termed the Capital Financing Requirement (CFR). This figure is a gauge of the Council's net debt position. The CFR results from the capital activity of the Council and what resources have been used to pay for the capital spend. It represents the 2017/18 unfinanced capital expenditure and prior years' net or unfinanced capital expenditure which has not yet been financed by revenue or other resources.

Part of the Council's treasury activities is to address the funding requirements for this borrowing need. Depending on the capital expenditure programme, the treasury service organises the Council's cash position to ensure sufficient cash is available to meet the capital plans and cash flow requirements. This may be sourced through borrowing from external bodies (such as the Government, through the Public Works Loan Board [PWL] or the money markets), or utilising temporary cash resources within the Council.

**Reducing the CFR** – the Council's underlying borrowing need (CFR) is not allowed to rise indefinitely. Statutory controls are in place to ensure that capital assets are broadly charged to revenue over the life of the asset. The Council is required to make an annual revenue charge, called the Minimum Revenue Provision – MRP, to reduce the CFR. This is effectively the reserving of funds for repayment of the borrowing need. This differs from the treasury management arrangements which ensure that cash is available to meet capital commitments. The Council's 2017/18 MRP Policy (as required by MHCLG Guidance) was approved as part of the revised Treasury Management Strategy Report for 2017/18 on 19<sup>th</sup> October 2017.

The total CFR can also be reduced by:

- the application of additional capital financing resources (such as unapplied capital receipts); or
- charging more than the statutory revenue charge (MRP) each year through a Voluntary Revenue Provision (VRP).

The Council's CFR for the year represents a key prudential indicator analysed below. This includes PFI schemes on the balance sheet, which increase the Council's long term liabilities. No borrowing is actually required against these schemes as a borrowing facility is included in the contract (if applicable).

CFR (£m)	31 March 2017 Actual	31 March 2018 Revised Indicator	31 March 2018 Actual
CFR at Year End	174.3	288	280

The borrowing activity is constrained by prudential indicators for net borrowing and the CFR, and by the authorised limit presented at Appendix 1 to this report.

**Net borrowing and the CFR** - in order to ensure that borrowing levels are prudent over the medium term the Council's external borrowing, net of investments, must only be for a capital purpose. This essentially means that the Council is not borrowing to support revenue expenditure. Net borrowing should not therefore, except in the short term, have exceeded the CFR for 2017/18 plus the expected changes to the CFR over the subsequent two years. This indicator allows the Council some flexibility to borrow in advance of its immediate capital needs. The table below highlights the Council's net borrowing position against the CFR. The Council has complied with this prudential indicator.

CFR (£m)	31 March 2017 Actual	31 March 2018 Actual
Opening balance	151.1	174.3
Capital expenditure in year funded from borrowing	26.6	109.0
Minimum Revenue Provision	(3.4)	(3.8)
<b>CFR at Year End</b>	<b>174.3</b>	<b>279.5</b>
<b>Net borrowing position</b>	<b>131.0</b>	<b>226.6</b>

**The authorised limit** - the authorised limit is the "affordable borrowing limit" required by s3 of the Local Government Act 2003. The Council does not have the power to borrow above this level. The table below demonstrates that during 2017/18 the Council has maintained gross borrowing within its authorised limit.

**The operational boundary** – the operational boundary is the expected borrowing position of the Council during the year. Periods where the actual position is either below or over the boundary is acceptable subject to the authorised limit not being breached. Borrowing levels were maintained well below the operational boundary throughout the year.

**Actual financing costs as a proportion of net revenue stream** - this indicator identifies the trend in the cost of capital (borrowing and other long term liabilities net of investment income) against the net revenue stream.

	2017/18
Authorised limit	£330m
Maximum gross borrowing position	£272.5m
Operational boundary	£310m
Average gross borrowing position	£215.4m
Financing costs as a proportion of net revenue stream*	10.1%

<b>Memorandum: Calculation of Financing costs as a proportion of net revenue stream</b>	<b>£000</b>
<i>Interest Receivable</i>	(0.6)
<i>Interest Payable</i>	7.9
<i>MRP Repayment (incl PFI)</i>	3.8
<i>Total</i>	11.1
<i>Net Revenue Budget</i>	110.1
<i>Proportion</i>	10.1%

#### Treasury Indicators:

**Maturity Structure of the fixed rate borrowing portfolio** - This indicator assists Authorities avoid large concentrations of fixed rate debt that has the same maturity structure and would therefore need to be replaced at the same time.

	31 March 2018 Actual	31 March 2018 Proportion	2017/18 Original Limits Lower-Upper
Up to 10 years	£34M	12%	5% - 50%
10 to 20 years	£51M	19%	5% - 50%
20 to 30 years	£30M	11%	10% - 60%
30 to 40 years	£58M	21%	10% - 50%
Over 40 years	£99M	36%	0% - 50%

**Principal sums invested for over 364 days** - The purpose of this indicator is to contain the Council's exposure to the possibility of losses that might arise as a result of it having to seek early repayment or redemption of principal sums invested. The Actual figure reflects investment in the CCLA Property Fund

	2017/18 Limit	2017/18 Actual
Investments of 1 year and over	£35m	£5m

**Exposure to Fixed and Variable Rates** - The Prudential Code requires the Council to set upper limits on its exposure to the effects of changes on interest rates. The exposure to fixed and variable rates was as follows:

	31 March 2017 Actual %	2017/18 Upper Limits %	31 March 2018 Actual %
Limits on fixed interest rates:			
• Debt only	100	100	100
• Investments only	53	80	34
Limits on variable interest rates			
• Debt only	0	30	0
• Investments only	47	85	66

## Appendix 2

### The Economy and Interest Rates

*By Link Asset Services April 2018*

During the calendar year of 2017, there was a major shift in expectations in financial markets in terms of how soon Bank Rate would start on a rising trend. After the UK economy surprised on the upside with strong growth in the second half of 2016, growth in 2017 was disappointingly weak in the first half of the year which meant that growth was the slowest for the first half of any year since 2012. The main reason for this was the sharp increase in inflation caused by the devaluation of sterling after the EU referendum, feeding increases into the cost of imports into the economy. This caused a reduction in consumer disposable income and spending power as inflation exceeded average wage increases. Consequently, the services sector of the economy, accounting for around 75% of GDP, saw weak growth as consumers responded by cutting back on their expenditure. However, growth did pick up modestly in the second half of 2017. Consequently, market expectations during the autumn, rose significantly that the MPC would be heading in the direction of imminently raising Bank Rate. The minutes of the MPC meeting of 14 September indicated that the MPC was likely to raise Bank Rate very soon. The 2 November MPC quarterly Inflation Report meeting duly delivered by raising Bank Rate from 0.25% to 0.50%.

The 8 February MPC meeting minutes then revealed another sharp hardening in MPC warnings on a more imminent and faster pace of increases in Bank Rate than had previously been expected.

Market expectations for increases in Bank Rate, therefore, shifted considerably during the second half of 2017-18 and resulted in **investment rates** from 3 – 12 months increasing sharply during the spring quarter.

**PWLB borrowing rates** increased correspondingly to the above developments with the shorter term rates increasing more sharply than longer term rates. In addition, UK gilts have moved in a relatively narrow band this year, (within 25 bps for much of the year), compared to **US treasuries**. During the second half of the year, there was a noticeable trend in treasury yields being on a rising trend with the Fed raising rates by 0.25% in June, December and March, making six increases in all from the floor. The effect of these three increases was greater in shorter terms around 5 year, rather than longer term yields.

The major UK landmark event of the year was the inconclusive result of the **general election** on 8 June. However, this had relatively little impact on financial markets

## Appendix 3

### Counterparties with which funds were deposited (April 2017 – March 2018)

#### **Banks and Building Societies**

Goldman Sachs International Bank  
Lloyds Bank  
National Westminster Bank  
Santander UK  
Svenska Handelsbanken

#### **Local Authorities**

Lancashire County Council  
Nottinghamshire Police and Crime Commissioner  
Newcastle City Council  
Leeds City Council  
London Borough of Barking and Dagenham  
Monmouthshire County Council

#### **Other Approved Institutions**

Public Sector Deposit Fund  
Goldman Sachs Sterling Reserve Fund  
Aberdeen Asset Management Ltd  
Funding Circle  
CCLA Local Authorities Property Fund



**Meeting:** Overview and Scrutiny Board

**Date:** 13 June 2018

**Wards Affected:** All Wards

**Report Title:** Budget Monitoring 2017/18 – Quarter Four (subject to Audit)

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

**When does the decision need to be implemented?** n/a

**Executive Lead Contact Details:** Mayor Oliver, [mayor@torbay.gov.uk](mailto:mayor@torbay.gov.uk)

**Supporting Officer Contact Details:** Martin Phillips, Head of Finance,  
[Martin.phillips@torbay.gov.uk](mailto:Martin.phillips@torbay.gov.uk), 01803 207285

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## 1. Purpose and Introduction

- 1.1. This report provides a high level budget summary of the Council's revenue and capital income and expenditure for the financial year 2017/18. The outturn is subject to external audit.
- 1.2 As at the end of quarter four (year-end) 2017/18 the Council's **Revenue** budget is an over spend of £1.7m primarily as a result of expenditure pressures in children's social care. As approved in the 2018/19 Review of Reserves report (Council February 2018) this will be funded from the CSR Reserve.
- 1.3 The **Capital** Plan Budget totals £328 million over the 4 year period of which £135 million relates to 2017/18 and £138 million relates to 2018/19. Of the £135m capital expenditure of £121m was incurred in 2017/18, of which £99m related to the purchase of Investment Properties.
- 1.4 Under the officer scheme of delegation the Chief Finance Officer has approved the carry forward of unspent capital budgets (for expenditure or work in progress, together with their funding) from 2017/18 to 2018/19.

## 2. Recommendation (s) / Proposed Decision

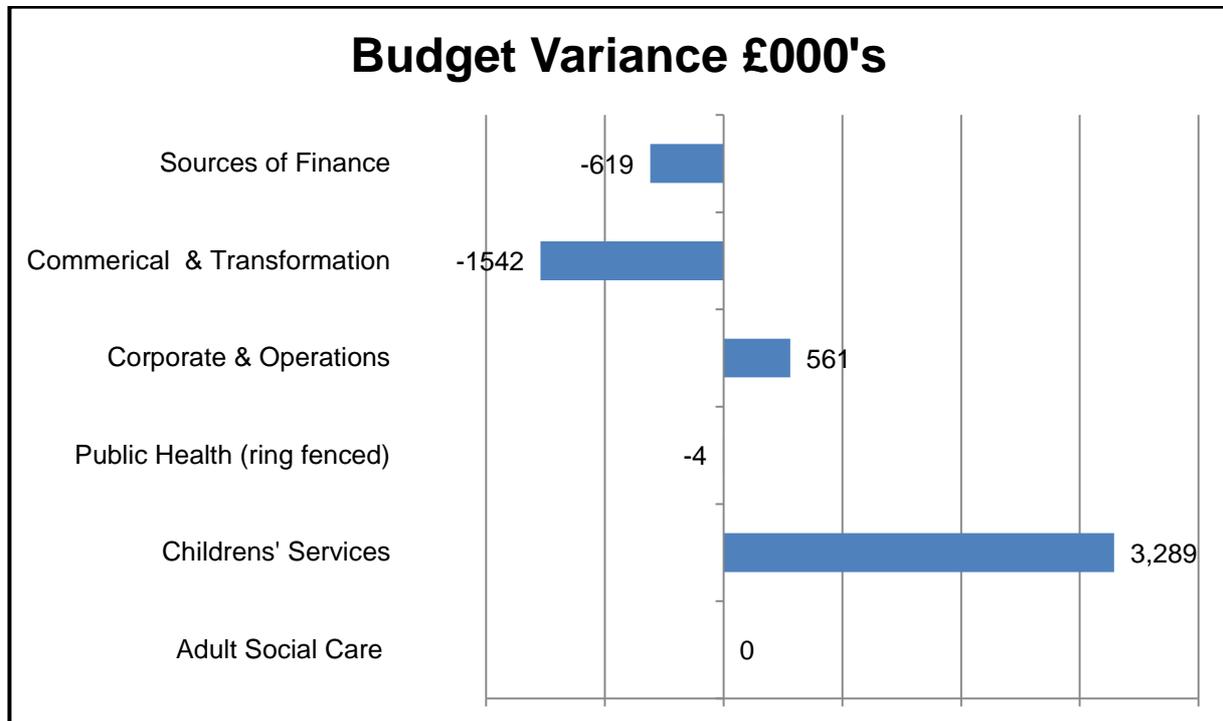
- 2.1 That the Council notes the outturn position for 2017/2018 as set out in the submitted report.

## 3. Reason for Recommendation/ Proposed Decision

- 3.1 Report for review and information.

#### 4. 2017/18 Revenue Budget Summary Position

- 4.1 As at Quarter 4 the Council's revenue budget is an over spend of £1.7m, primarily a result of service demand in Children's Services, offset in part by under spends or additional income on other services and additional grant in relation to NNDR. A bar chart summarising the budget variance by service for 2017/18 is as follows:



The budgets are presented in line with the Council management structure that was applicable from November 2017.

#### Investment Property

- 4.2 In the fourth quarter 2017/18 the Council committed to purchase two further properties with a total purchase cost of £18m at gross yields of 5.75% and 5.78%.

#### Sources of Finance

- 4.3 In April 2018 the Council was notified of £0.5m of additional "section 31" grant from MHCLG primarily in respect of changes in thresholds to small buses rates relief. This is funding that is in excess of the amount of grant estimated for the year.

#### Statement of Accounts 2017/18

- 4.4 The Council's statutory accounts for 2017/18 were "authorised for issue" on the 31<sup>st</sup> May in line with legislation. The Accounts are available on the Council's website and are currently being audited by the Council's external auditor, Grant Thornton.

#### 4.5 Detailed Position

The budget position for each service is shown in the table below:

Service	2017/18 Budget			Full Year Variance
	Expenditure £000s	Income £000's	Net £000's	
Adult Social Care	49,554	(10,757)	38,797	0
Children's Services	77,506	(48,856)	28,650	3,289
Public Health	11,115	(1,479)	9,636	(4)
<b>Joint Commissioning</b>	<b>138,175</b>	<b>(61,092)</b>	<b>77,083</b>	<b>3,285</b>
Business Services	30,138	(17,696)	12,442	295
Community Safety	3,905	(1,439)	2,466	17
Corporate Services	5,764	(1,549)	4,215	360
Customer Services	73,716	(70,225)	3,491	1
Investment Properties	3,985	(4,862)	(877)	(112)
<b>Corporate Services and Operations</b>	<b>117,508</b>	<b>(95,771)</b>	<b>21,737</b>	<b>561</b>
Business Development	11,073	(2,414)	8,659	(549)
Financial Services	18,936	(16,634)	2,302	(957)
Transformation	727	(421)	306	(36)
<b>Commercial Services and Transformation</b>	<b>30,736</b>	<b>(19,469)</b>	<b>11,267</b>	<b>(1,542)</b>
<b>Gross Revenue Budget</b>	<b>286,419</b>	<b>(176,332)</b>	<b>110,087</b>	<b>2,304</b>
Sources of Funding	-	(110,087)	(110,087)	(619)
<b>Net Revenue Budget</b>	<b>286,419</b>	<b>(286,419)</b>	<b>0</b>	<b>1,685</b>

A narrative of the position in each service area is as follows:

<b>Service</b>	<b>Variance to Budget £m</b>	<b>Main Variances in 2017/18</b>
Adult Social Care	0	Fixed payment agreed with ICO for 2017/18
Children's Services	3.3	<p>As previously reported continued financial pressures in relation to looked after children numbers which increased in the last quarter of the year.</p> <p>The schools' higher needs block in the Dedicated Schools Grant has been under financial pressure as a result of an increasing level of referrals from schools for higher needs support for children resulting in an over spend in 2017/18 of £1.0m. The Council does not receive any funding for schools therefore the over spend will remain in the DSG to be funded in future years and is not a cost the Council will fund. The Council will continue to work directly with schools to jointly work on a solution to this issue.</p>
Public Health	0	Ring fenced budget
Commercial Services and Transformation	(1.5)	Savings in pension payments (both discretionary and deficit related) based on actual expenditure and pension costs invoiced by Devon County Council, the release of a number of contingency budgets and both lower than expected waste tonnages and payment to provider for concessionary fares based on actual numbers provided by suppliers at year end.
Corporate and Operations	0.5	<p>Over spend in a number of services: Including on coroner, legal services, elections, spatial planning, printing services, CCTV, Torre Abbey and events.</p> <p>Offset by additional confirmed investment properties to date, salary savings and part year savings from the new contract with Parkwood Leisure for Torbay Leisure Centre and the Velopark.</p>
Sources of Funding	(0.6)	Additional s31 grant and NNDR Top Up Grant in relation to Business Rates
<b>Total</b>	<b>1.7</b>	Projected over spend to be funded from CSR reserve

## 5. Balance Sheet issues

### Borrowing

- 5.1 Since end of December 2017 to end of the financial year, the Council has not borrowed any further funds. Total borrowing as at 31<sup>st</sup> March remained at £273m.

## Council Subsidiary Companies

- 5.2 The Council has interests in a number of companies. The financial performance for 2017/18 of these companies is included in the Council's unaudited statement of accounts (link below).

<http://www.torbay.gov.uk/council/finance/statement-of-accounts/>

## **6. Capital Plan Summary Position**

- 6.1 The Capital Plan Budget total £328 million over the 4 year period of which £135 million relates to 2017/18 and £138 million relates to 2018/19. Of the £135m capital expenditure of £121m was incurred in 2017/18 of which £99m related to the purchase of Investment Properties.

- 6.2 Appendix One shows the expenditure on each scheme in 2017/18 compared to level of spend estimated at quarter three. The final column shows the balance that will be carried forward to fund capital expenditure in future years.

## **7.1 Protecting Children**

- 7.2 Spend of £1.8m in 2017/18 including ongoing repairs and maintenance for schools, enhancements at both Ellacombe and White Rock early years provision plus an enhancement at Torquay Academy.

## **7.3 More Prosperous Torbay**

- 7.4 Spend of £16.5m in 2017/18 including £6.4m of transport improvements including £3.5m on the Western Corridor scheme, £0.7m of cliff reinforcement works at Hollicombe, £4m loan to South Devon College and £5m on employment space at White Rock. Work has started on a number of schemes includes Oxen Cove jetty and the EPIC development.

## **7.5 Attractive and Safe Place**

- 7.6 Spend of £1.7m including Princess Gardens Fountain, Torquay Town Dock pontoons, Hollicombe Cliff rock armor and the first tranche of the loan to Parkwood Leisure for improvements to Clennon Valley.

## **7.7 Supporting Vulnerable Adults**

- 7.8 Spend of £1.0m on Disabled facility Grants and £0.5m of capital funding provided to the ICO as part of the risk share agreement for adult social care.

## **7.9 Corporate Support**

- 7.10 Spend of £1.1m including £0.4m IT purchases and £0.4m on office accommodation improvements to Electric House (£0.4m)

## **7.11 Investment Properties**

- 7.12 Spend of £99.5m in the year. The expenditure reflects the purchase of investment properties at Ferndown, Oxford, Medway and Exeter and a loan to a care home provider.

## **8 Receipts & Funding**

- 8.1 The funding identified for the latest Capital Plan budget is shown in Appendix 1. This is based on the latest prediction of capital resources available to fund the budgeted expenditure over the next 4 years. The main source of funding in 2017/18 was £109m from prudential borrowing. Of this £99m related to the funding of the purchase of Investment Properties.

## **9. Grants**

- 9.1 Since the last Capital update (Quarter 3 2017/18) reported to Council in February 2018, the Council has been notified of the following capital grant allocation:
- 1) £0.160m additional “pot hole” funding for 20147/18. This will be allocated to the transport capital budget.
  - 2) £3.976m from the MHCLG Land Release Fund. This is to enable by 2020 or earlier the “release of land for housing” on three sites fully owned by Torbay: £0.900m for Victoria Square, £1.100m Preston Down Road and £1.976m Collaton St Mary.

## **10. Capital Receipts**

- 10.1 The approved Plan relies on the use of £3.4m capital receipts. The Council already holds a capital receipts reserve of £2.1 m at 31 March 2017 and a further £0.7m was received by the end of March 2018, of which £0.2m was “right to buy” receipts to be reserved for housing, leaving a target of £0.8m still to be achieved.

## **11. Capital Contributions – S106 & Community Infrastructure Levy**

- 11.1 Income from capital contributions in 2017/18 amount to £0.4 million.

## **Appendices:**

Appendix 1 - Capital Plan expenditure and funding summary – Quarter Four 2017/18

CAPITAL PLAN - QUARTER 4 2017/18 - EXPENDITURE

Appendix 1

	Latest Est Scheme Cost	Expend in Prev Years (active schemes only)	Actuals & Commitments 2017/18 Qtr3	Capital Plan Outturn June 2018			
				Total 2017/18 Revised	Total 2017/18 Outturn	Total 2017/18 Variance	Reprofile to 2018/19
 = Approved Prudential Borrowing schemes	£'000	£'000	£'000	£'000	£'000	£'000	£'000
<b>Protecting children and giving them the best start in life</b>							
Brookfield House Site	550	465	23	64	12	52	52
Capital Repairs & Maintenance 2014/15 (incl. Furzeham)	752	668		9		9	9
Capital Repairs & Maintenance 2015/16	205	21	1	0		0	0
Capital Repairs & Maintenance 2016/17 & 2017/18	866		364	704	382	322	322
Cockington Primary expansion	3,149	3,074		7		7	7
Devolved Formula Capital			127	223	146	77	77
Early Years - Ellacombe Academy Nursery	746		662	432	211	221	221
Early Years - White Rock Primary Nursery	420		340	400	385	15	15
Education Review Projects			28	82	51	31	31
Ellacombe Primary expansion	558	469	11	12	12	0	0
New Paignton Primary school	509	2		122	1	121	121
Paignton Academy Places - mobiles	483	1	2	2	2	0	0
Secondary School places	2,357	185	1,571	687	492	195	195
Special Provision Fund	500			0		0	0
Torbay School Relocation	2,800	35	12	30	12	18	18
Whiterock Primary expansion	3,930	3,574	42	43	44	(1)	
Youth Modular Projects	409	372		37		37	37
	<b>27,100</b>	<b>8,866</b>	<b>3,183</b>	<b>2,854</b>	<b>1,750</b>	<b>1,104</b>	<b>1,105</b>
<b>Working towards a more prosperous Torbay</b>							
 Brixham Harbour Fendering	75			75	6	69	69
 Claylands Redevelopment	10,400	0	173	478	162	316	316
DfT Better Bus Areas	462	263	2	87		87	87
DfT Local Sustainable Transport Fund (Ferry/Cycle)	1,643	1,639	4	4	4	0	0
 Edginswell Business Park	6,620		49	3,000	25	2,975	2,975

CAPITAL PLAN - QUARTER 4 2017/18 - EXPENDITURE

Appendix 1

				Capital Plan Outturn June 2018			
	Latest Est Scheme Cost	Expend in Prev Years (active schemes only)	Actuals & Commitments 2017/18 Qtr3	Total 2017/18 Revised	Total 2017/18 Outturn	Total 2017/18 Variance	Reprofile to 2018/19
	£'000	£'000	£'000	£'000	£'000	£'000	£'000
<b>PF</b>	<b>= Approved Prudential Borrowing schemes</b>						
<b>PF</b>	Employment Space	6,644	0	6,607	5,644	5,011	633
<b>PF</b>	Investment Fund	200,000	21,054	97,078	99,490	98,691	799
<b>PF</b>	NGP - Torbay Innovation Centre Ph 3 (EPIC)	7,740	696	526	2,134	701	1,433
	Old Toll House, Torquay	150	4	5	146	5	141
<b>PF</b>	Oxen Cove Landing Jetty	1,967		253	67	120	(53)
	Oxen Cove Shellfish processing facility -design work	400			100	0	100
<b>PF</b>	South Devon College - Loan	4,000		4,000	4,000	4,000	0
<b>PF</b>	South Devon Highway - Council contribution	20,224	12,670	49	1,361	238	1,123
<b>PF</b>	Street Lighting - Energy reduction Ph2	1,132	1,131	2	0	(2)	2
<b>PF</b>	TEDC Capital Loans/Grant	2,690	1,327		725	0	725
<b>PF</b>	Town Centre Regeneration Programme	25,000			1,000	0	1,000
	Transport - Edginswell Station	520	511	9	10	9	1
	Transport Integrated Transport Schemes			217	875	681	194
	Transport Structural Maintenance			639	1,708	1,785	(77)
	Transport - Torquay Gateway Road Improvements	2,925	604	307	150	57	93
	Transport - Torquay Town Centre Access	625	208	55	327	116	211
	Transport - Tweenaway Junction	4,871	4,871	26	0	28	(28)
	Transport - Western Corridor	10,603	1,571	5,759	3,249	3,466	(217)
<b>PF</b>	Upton Place, Lymington Road (Student Accom - Town Hall Car Park)	14,200			200	0	200
	Whiterock Business Park - Land swap				63	63	0
		322,816	46,549	115,760	124,893	115,166	9,727
	<b>Ensuring Torbay remains an attractive and safe place to live and visit</b>						
	Babbacombe Beach Road	70	0		70	0	70
	Beacon Quay Toilets refurbishment	117	106	40	11	30	(19)
<b>PF</b>	CCTV equipment	385	0		385		385
	Clennon Valley Sport Improvements	70	1	1	69	1	68
	Flood Alleviation - Cockington	328			10	6	4

CAPITAL PLAN - QUARTER 4 2017/18 - EXPENDITURE

Appendix 1

	Latest Est Scheme Cost	Expend in Prev Years (active schemes only)	Actuals & Commitments 2017/18 Qtr3	Capital Plan Outturn June 2018			
				Total 2017/18 Revised	Total 2017/18 Outturn	Total 2017/18 Variance	Reprofile to 2018/19
	£'000	£'000	£'000	£'000	£'000	£'000	£'000
<b>PB</b> = <b>Approved Prudential Borrowing schemes</b>							
Flood Alleviation - Monksbridge	412			12	10	2	2
Flood Defence schemes (with Env Agency)	686	630	16	56		56	56
<b>PB</b> Freshwater Cliffs Stabilisation	375	359	11	16	(29)	45	45
Haldon Pier - Structural repair Phase I&2	3,064	3,045	20	18		18	18
Harbour Workboat	45	34	11	11	10	1	
Hollicombe Cliffs Rock Armour	1,544	689	623	855	641	214	214
<b>PB</b> Paignton Harbour Lights Redevelopment	600	0		0		0	0
<b>PB</b> Parkwood Loan re Torbay Leisure Centre	1,701	0		701	515	186	186
Princess Gardens Fountain	122		155	122	117	5	5
Princess Pier - Structural repair (with Env Agency)	1,744	0	133	544	85	459	459
<b>PB</b> Public Toilets Modernisation Programme	1,032			100	0	100	100
Torbay Leisure Centre - structural repairs	545	541		3		3	
Torre Abbey Renovation - Phase 2	5,010	4,992		18		18	18
Torre Valley North Enhancements	127	22	20	105	18	87	87
Torquay Harbour -Town Dock Pontoons replacements	260		15	260	263	(3)	
	<b>18,237</b>	<b>10,419</b>	<b>1,045</b>	<b>3,366</b>	<b>1,667</b>	<b>1,699</b>	<b>1,717</b>
<b>Protecting and supporting vulnerable adults</b>							
Adult Social Care	1,553	922		631	589	42	42
Affordable Housing	2,624			0	1	(1)	
<b>PB</b> Housing Rental Company - Loan	25,000			0		0	0
Sanctuary HA - Hayes Road Pgn	500	250		250		250	250
Disabled Facilities Grants			572	1,266	954	312	312
Empty Homes Scheme	500	43		0		0	0
Private Sector Renewal				0		0	0
	<b>30,177</b>	<b>1,215</b>	<b>572</b>	<b>2,147</b>	<b>1,544</b>	<b>603</b>	<b>604</b>

CAPITAL PLAN - QUARTER 4 2017/18 - EXPENDITURE

Appendix 1

		Capital Plan Outturn June 2018						
	Latest Est Scheme Cost	Expend in Prev Years (active schemes only)	Actuals & Commitments 2017/18 Qtr3	Total 2017/18 Revised	Total 2017/18 Outturn	Total 2017/18 Variance	Reprofile to 2018/19	
<b>PP</b>	£'000	£'000	£'000	£'000	£'000	£'000	£'000	
<b>= Approved Prudential Borrowing schemes</b>								
<b>Corporate Support</b>								
<b>PP</b>	Corporate IT Developments	1,000	1	352	700	416	284	284
<b>PP</b>	Council Fleet Vehicles	463	322		141	11	130	130
<b>PP</b>	Essential Capital repair works	2,625	0		225		225	225
	Enhancement of Development sites	299	96	9	53	29	24	24
	Flexible Use of Capital Receipts (NB. not capital expenditure)	300	0		300	300	0	0
	Office Rationalisation Project - Electric House refurb	700	0		500	326	174	174
	Payroll Project	370	348	6	22	11	11	11
	Capital from Revenue					51	(51)	(51)
	General Capital Contingency	631	0		0		0	0
		<b>6,388</b>	<b>767</b>	<b>367</b>	<b>1,941</b>	<b>1,144</b>	<b>797</b>	<b>797</b>
<b>TOTALS</b>			<b>67,816</b>	<b>120,927</b>	<b>135,201</b>	<b>121,271</b>	<b>13,930</b>	<b>13,849</b>
<b>CAPITAL PLAN - QUARTER 4 2017/18 - FUNDING</b>								
	Unsupported Borrowing				117,945	109,052	8,893	
	Grants				13,610	10,446	3,164	
	Contributions				640	300	340	
	Reserves				1,594	742	852	
	Revenue				414	441	(27)	
	Capital Receipts				998	290	708	
	<b>Total</b>				<b>135,201</b>	<b>121,271</b>	<b>13,930</b>	<b>0</b>

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

This report is presented to the meeting of Council on 21 June 2018 in accordance with Standing Order C4.2(a) for inclusion in the Council’s Scheme of Delegation (Schedule 5 of Part 3) of the Constitution of Torbay Council.

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

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

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

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

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

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

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

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

Executive Lead	Portfolio/Service Area:	Main Director/Assistant Director/Executive Head/Lead Officer
	<p><b>Adult Social Care Commissioning:</b>                      Community Engagement                      Healthwatch                      Housing Strategy &amp; Development                      NHS Advisory Service                      Performance Management</p> <p><b>Public Health:</b>                      Domestic Abuse</p>	
<p>Executive Lead for Customer Services                      Councillor Richard Maddock</p>	<p><b>Customer Services:</b>                      Customer Services &amp; Connections                      ICT                      Library Services                      Revenue &amp; Benefits                      Print &amp; post Room                      Website Support</p>	<p><input type="checkbox"/> Director of Corporate Services and Operations</p> <p><input type="checkbox"/> Executive Head of Customer Services</p>
<p>Executive Lead for Health and Wellbeing                      Councillor Jackie Stockman</p>	<p><b>Public Health:</b>                      Health Improvement                      Strategy and Policy                      Intelligence</p>	<p><input type="checkbox"/> Director of Public Health</p>

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Executive Lead	Portfolio/Service Area:	Main Director/Assistant Director/Executive Head/Lead Officer
Executive Lead for Environment  Councillor Vic Ellery	<p><b>Business Services:</b>                      Flood Risk Management (client side)                      Natural Environment and Parks &amp; Open Spaces</p> <p><b>Community Safety:</b>                      Food &amp; Safety                      Licensing &amp; Public Protection                      Trading standards (DCC)</p>	<ul style="list-style-type: none"> <li><input type="checkbox"/> Executive Head of Assets and Business Services</li> <li><input type="checkbox"/> Executive Head of Community Safety</li> </ul>
Executive Lead for Housing  Councillor Cindy Stocks	<p><b>Housing:</b>                      Housing Strategy &amp; Development                      Housing Options                      Housing Standards</p> <p><b>Community Safety:</b>                      Anti-Social Behaviour and Vulnerability (town centres only)                      Safer Communities (town centres only)</p> <p><b>Delegated Decision:</b> <i>contract for housing pathway for single vulnerable adults</i></p>	<ul style="list-style-type: none"> <li><input type="checkbox"/> Director of Adults Services and Housing</li> <li><input type="checkbox"/> Executive Head of Community Safety</li> </ul>

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