

Monday, 7 April 2025

CABINET

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

Tuesday, 15 April 2025

commencing at **5.30 pm**

The meeting will be held in the Banking Hall, Castle Circus entrance on the left corner of the Town Hall, Castle Circus, Torquay, TQ1 3DR

Members of the Committee

Councillor David Thomas (Chairman)

Councillor Billings
Councillor Bye
Councillor Chris Lewis

Councillor Jacqueline Thomas
Councillor Tranter
Councillor Tyerman

A Healthy, Happy and Prosperous Torbay

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

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

CABINET AGENDA

1. **Apologies**
To receive apologies for absence.
2. **Minutes** (Pages 5 - 20)
To confirm as a correct record the Minutes of the meeting of the Cabinet held on 18 March 2025.
3. **Disclosure of Interests**
 - (a) To receive declarations of non pecuniary interests in respect of items on this agenda.

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

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

(Please Note: If Members and Officers wish to seek advice on any potential interests they may have, they should contact Governance Support or Legal Services prior to the meeting.)
4. **Urgent Items**
To consider any other items the Chairman decides are urgent.
5. **Matters for Consideration**
6. **Brokenbury Solar Farm** (Pages 21 - 38)
To consider a report that provides an update on the project and recommends a change to the original delivery model.
7. **Torbay Inclusion Strategy** (Pages 39 - 78)
To consider a report on the Inclusion Strategy which aims to holistically bring together the Council's work on inclusion and its equality objectives into one overarching document to support the Council to meet its Public Sector Equality Duty.

Live Streaming and Hybrid Arrangements

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

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

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Minutes of the Cabinet

18 March 2025

-: Present :-

Councillor David Thomas (Chairman)

Councillors Billings, Bye, Chris Lewis, Jacqueline Thomas, Tranter and Tyerman

(Also in attendance: Councillors Bryant (virtual), Carter (virtual), Cowell, Mandy Darling (virtual), Douglas-Dunbar (virtual), Fellows (virtual), Foster, Fox (virtual), Johns (virtual), Law (virtual), Barbara Lewis (virtual), Long, Maddison, Penny (virtual), Spacagna (virtual), Tolchard (virtual) and Twelves (virtual))

102. Minutes

The Minutes of the meeting of the Cabinet held on 18 February 2025 were confirmed as a correct record and signed by the Chairman.

103. Disclosure of Interests

There were no interests declared.

104. Matters for Consideration

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

105. Local Government Reorganisation - Submission of Interim Plan Proposals

106. Local Transport Plan Four - Endorsement

107. Local Electric Vehicle Infrastructure (LEVI)

108. Local Government Association Adult Social Care Preparation for Assurance Peer Challenge

109. Public Awareness of Recycling in Public Bins - Report of the Overview and Scrutiny Board

110. Member Champion for Culture

111. Thanks to the Director of Adult and Community Services

The Cabinet gave thanks to the Director of Adult and Community Services, Jo Williams, who was retiring at the end of March.

Chairman/woman

Record of Decisions

Local Government Reorganisation - Interim Plan

Decision Taker

Cabinet on 18 March 2025.

Decision

1. in accordance with Standing Order D11, that in light of the Government's deadline for submission of the Interim Proposals the Cabinet's decision (set out in 2. below) is determined to be urgent. Therefore, Cabinet determines that Call-in shall be waived as any delay likely to be caused by the call-in process would prejudice the public's and the Council's interests. The Overview and Scrutiny Co-ordinator was consulted on 7 March 2025; and
2. that the Chief Executive, in consultation with Leader of the Council, be authorised to submit an interim plan for local government reorganisation impacting on Torbay to the Ministry for Housing, Communities and Local Government (MHCLG) on or before 21 March 2025.

Reason for the Decision

To enable Torbay's initial views on future potential local government reorganisation in Devon to be shared with Government and, therefore, for Torbay Council to receive feedback from the Government on the same.

Implementation

The decision in respect of the Local Government Reorganisation – Interim Plan will come into force immediately as the decision maker has decided that any delay likely to be caused by the call-in process would prejudice the public's and the Council's interest. The Overview and Scrutiny Co-ordinator was consulted on 7 March 2025.

Information

On 5 February 2025, the Government issued a Statutory Invitation to the Leaders of all of the two-tier councils and unitary councils in Devon to submit a proposal for a single tier of local government in Devon.

As part of the Invitation, the Government asked that an interim plan should be submitted on or before 21 March 2025 which sets out the progress that had been made in developing proposals in line with the criteria and guidance provided.

Since the invitation from Government was received, the Leader of the Council had been working with the Leaders of all the other authorities in Devon to understand their positions. Discussions had been held internally between the Cabinet and Shadow Cabinet of Torbay Council, as well as with all other members of the Council, our strategic partners within our Place Leadership Board, our Members of Parliament, and with interested members of our community who attended a public engagement event.

The draft interim plan sets out four potential options for local government reorganisation and provided the details that the Government had asked to be included in a non-binding interim plan.

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

Alternative Options considered and rejected at the time of the decision

The interim plan was an opportunity for the Council to provide MHCLG with an update on the progress being made on the options that were being explored. The options which it was proposed to be considered further in developing final proposals that were to be submitted in November 2025 are:

1. Torbay Council remains as it is;
2. a new unitary council is created covering Torbay, approximately half of South Hams and most of Teignbridge (i.e. covering the South Local Care Partnership of the NHS); and
3. a new unitary council is created covering the areas of Torbay, South Hams, West Devon and Teignbridge, plus a new unitary council in the east and north of Devon, and Plymouth remaining as is (or with a slightly enlarged border).

A fourth option had been discounted, namely a single Devon unitary authority (with or without Plymouth). It was felt that a unitary authority of that size would be too large for it to be efficient and effective whilst retaining a sense of place and community. There was also a significant risk that those most vulnerable in the Torbay community who rely on crucial services such as adult social care, children's services, SEND and homelessness would be negatively and disproportionately impacted if Torbay became part of a single Devon unitary council.

Is this a Key Decision?

No

Does the call-in procedure apply?

No

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

None

Published

21 March 2025

Signed: _____ Date: _____

Leader of Torbay Council on behalf of the Cabinet

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Record of Decisions

Devon and Torbay Local Transport Plan Four 2025 - 2040

Decision Taker

Cabinet on 18 March 2025.

Decision

1. endorse the Devon and Torbay Local Transport Plan 2025-2040 for later adoption by the Devon and Torbay Combined County Authority;
2. delegate authority to the Director of Pride in Place in consultation with the Cabinet Member for Pride in Place and Parking to make minor amendments to the Local Transport Plan 4 ahead of submission to the Combined County Authority; and
3. that schemes shall be subject to appropriate and proportionate approvals processes including consultation.

Reason for the Decision

Local Transport Plans are statutory documents, required under the Local Transport Act 2008, for the Local Transport Authorities to produce.

Implementation

This decision will come into force and may be implemented on 31 March 2025 unless the call-in procedure is triggered (as set out in the Standing Orders in relation to Overview and Scrutiny).

Information

Local Transport Plans set out the overarching ambitions for the local transport network with policies for the promotion of safe, integrated, efficient and economic transport, alongside proposals for the implementation of these policies.

Following the formation of the Devon and Torbay Combined County Authority with responsibility for strategic transport, the requirement to have a Local Transport Plan in place would be a duty for the Devon and Torbay Combined County Authority and no longer sit with Torbay Council. There was a commitment within the draft devolution agreement for an updated Local Transport Plan to have been progressed by March 2025 (not adopted) and given the timescales involved it was necessary for the authorities working together (rather than as one in a Combined County Authority) to begin that process with the initial evidence base, drafting and engagement work.

The updated Local Transport Plan Four set out a clear vision and objectives for a place-based strategy from 2025-2040.

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

Alternative Options considered and rejected at the time of the decision

Option 1 Do not endorse. Whilst in the transition period with the Combined County Authority,

the existing plan would remain part of the Torbay Council Policy Framework and would expire in 2026. This was not recommended, given the changes to policy, the work committed to date and the need to meet the obligations of the Devolution Deal.

Option 2 Alternative Local Transport Plan Four. Different visions, objectives and interventions could be produced. However, the proposed Local Transport Plan Four has been developed in close alignment with local, regional and national policy and strategy. Recent public consultation demonstrates that the content of the proposed plan was well supported. To propose a significantly different approach for would risk being disjointed and reduce likelihood of securing transport investment for the area. It would also impact on delivery timescales, missing the March 2025 target date for the Devon and Torbay Devolution deal.

Is this a Key Decision?

Yes

Does the call-in procedure apply?

Yes

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

None.

Published

21 March 2025

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

Record of Decisions

Local Electric Vehicle Infrastructure (LEVI)

Decision Taker

Cabinet on 18 March 2025.

Decision

That the Divisional Director for Planning, Housing and Climate Emergency, be given delegated authority to award the concession contract and associated land agreements, to be undertaken in accordance with advice and guidance provided by the Devon County Council procurement team and Torbay Council's Commercial and Legal Services for delivery of the programme up to the value of the capital grant funding awarded.

Reason for the Decision

To progress the spending and meet our obligations and conditions of the grant funding, it is necessary to delivery on the commitment to delivering Electric Vehicle Infrastructure to support the transition to electric vehicles. To achieve the delivery of the Electric Vehicle Infrastructure there was a need to award concession contracts and in certain circumstances land agreements.

Implementation

This decision will come into force and may be implemented on 31 March 2025 unless the call-in procedure is triggered (as set out in the Standing Orders in relation to Overview and Scrutiny).

Information

The Local Transport Plan Action Plan 2021-2026, set out a commitment to delivering Electric Vehicle Infrastructure to support the transition to electric vehicles. Whilst the Council are delivering a programme of rapid chargepoints within car parks against an existing concession contract and land agreements, electric vehicle infrastructure delivery was not keeping pace with the changing vehicle markets and those without home charging capacity were at risk of being disadvantaged.

Torbay Council had been awarded £958,000 of Capital Government funding to support accelerated delivery of Electric Charging Infrastructure, delivering against the evidence base strategy which shows a need for around 650-1000 publicly available chargers within the next 5-10 years across Torbay. This funding was through the Local Electric Vehicle Infrastructure (LEVI) Fund.

There were four contracts available providing a range of chargepoints and each would be accompanied by a concession contract and those that require it would also include a lease agreement.

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

Alternative Options considered and rejected at the time of the decision

Not to approve delegated authority to award the contract, this option was discounted as it would slow down progress and result in a complicated governance process with separate contracts for each lot utilised and land agreements for sites as necessary. Devon County Council would continue with their elements, though there would be some risk associated with that should Torbay Council at a later date, not award the contract.

Not to award the contract(s), the Council would likely be required to return the funding to the Office for Zero Emission Vehicles and some of the LEVI revenue funding awarded to support capacity alongside may also be clawed back.

The Council could choose to re-run a procurement process separate from Devon, but this would compromise the Devon led procurement to date and likely result in less positive value for money outcome. Furthermore, this would slow the adoption of electric vehicles and not provide the support to the community to help in the transition, providing choice about travel and making it harder to meet national and local climate commitments.

Is this a Key Decision?

No

Does the call-in procedure apply?

Yes

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

None.

Published

21 March 2025

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

Record of Decisions

Local Government Association Adult Social Care Preparation for Assurance Peer Challenge

Decision Taker

Cabinet on 18 March 2025.

Decision

That the Torbay Council Adult Social Care Preparation for Assurance Peer Challenge action plan be approved as set out in Appendix 2 to the submitted report.

Reason for the Decision

The progression of the action plan would assist in improving the adult social care related experiences of Torbay Residents.

Implementation

This decision will come into force and may be implemented on 31 March 2025 unless the call-in procedure is triggered (as set out in the Standing Orders in relation to Overview and Scrutiny).

Information

In June 2024 Torbay Council invited the Local Government Association to undertake a Peer Challenge on Adult Social Care Preparation for Assurance. Following receipt of the feedback report an action plan was developed.

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

Alternative Options considered and rejected at the time of the decision

Not to accept the LGA Peer Challenge on Adult Social Care Preparation for Assurance and resulting action plan – this was not recommended as implementation of the action plan would enable the Adult Social Care and the Council to continue to improve. Alternative or additional actions could have been proposed.

Is this a Key Decision?

No

Does the call-in procedure apply?

Yes

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

None.

Published

21 March 2025

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

Record of Decisions

Public Awareness of Recycling in Public Bins - Report of the Overview and Scrutiny Board

Decision Taker

Cabinet on 18 March 2025.

Decision

That the Cabinet's response to the Public Awareness of Recycling in Public Bins – Report of the Overview and Scrutiny be approved as published.

Reason for the Decision

The Cabinet was required to respond to the findings of the Overview and Scrutiny Board.

Implementation

This decision will come into force and may be implemented on 31 March 2025 unless the call-in procedure is triggered (as set out in the Standing Orders in relation to Overview and Scrutiny).

Information

The Cabinet received the report of the Overview and Scrutiny Board on the public awareness of recycling in public bins. In accordance with section D7 of Standing Orders in relation to Overview and Scrutiny as set out in the Constitution, the Cabinet was required to respond to the recommendations of the Overview and Scrutiny Board within two months. Subsequently the Cabinet prepared a response to the recommendations of the Overview and Scrutiny Board which was proposed by Councillor Billings and seconded by Councillor Chris Lewis and agreed unanimously by the Cabinet, as set out above.

Alternative Options considered and rejected at the time of the decision

None

Is this a Key Decision?

No

Does the call-in procedure apply?

Yes

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

None

Published

21 March 2025

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

Record of Decisions

Member Champion for Culture

Decision Taker

Cabinet on 18 March 2025.

Decision

- (i) that Councillor Maddison be removed from the position of Member Champion for Culture; and
- (ii) that the Leader of the Council asks all Members for expressions of interest in undertaking the role.

Reason for the Decision

To acknowledge and respond to the recommendation of the Standards Hearing Sub-Committee held on 11 February 2025. In recognition of Councillor Maddison's behaviour at Council on 27 February 2025, the Cabinet considers removal from the position of Member Champion for Culture to be the most appropriate course of action.

Implementation

This decision will come into force and may be implemented on 4 April 2025 unless the call-in procedure is triggered (as set out in the Standing Orders in relation to Overview and Scrutiny).

Information

Member Champions are elected members who act as an advocate or spokesperson for a specific area of the Council's business. The main responsibility of each Member Champion is to encourage communication and positive action over the issue they represent.

At the Cabinet meeting on 19 September 2023, the Cabinet appointed Councillor Maddison as the Member Champion to champion key aspects of the Council's work in respect of Culture.

Subsequently, on 11 February 2025 the Standards Hearing Sub-Committee considered a complaint that Councillor Maddison had breached the Code of Conduct for Members. In their determination, the Standards Hearing Sub-Committee made a recommendation to the Leader of the Council in respect of Councillor Maddison's appointment as the Member Champion for Culture.

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

Alternative Options considered and rejected at the time of the decision

An alternative option would have been to suspend Councillor Maddison from the position of Member Champion for Culture in accordance with the recommendation of the Standards Hearing Sub-Committee, however, in light of Councillor Maddison's behaviour at Council on 27 February 2025, the Cabinet discounted this option.

Is this a Key Decision?

No

Does the call-in procedure apply?

Yes

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

None

Published

21 March 2025

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

Meeting: Cabinet / Council

Date: 15 April 2025 / 16 May 2025

Wards affected: Churston with Galmpton

Report Title: Brokenbury Solar Farm

When does the decision need to be implemented? Upon conclusion of the Call-in period and Council meeting on 16 May 2025.

Cabinet Member Contact Details: Cllr Chris Lewis, Cabinet Member for Place Development and Economic Growth and Deputy Leader, chris.lewis@torbay.gov.uk

Director Contact Details: Malcolm Coe, Director of Finance, Malcolm.coe@torbay.gov.uk

1. Purpose of Report

- 1.1. To provide an update on the project and to recommend a change to the original delivery model. The Power Purchase Agreement (PPA) previously reported for Brokenbury Solar Farm is proposed to be replaced by an option to lease the land to Pennon (SWW is part of Pennon) for Pennon to build the solar array and maintain it thereafter.

2. Reason for Proposal and its benefits

- 2.1. The reason for the proposal is to deliver a solar farm which will reduce carbon emissions within Torbay in line with the Councils Energy and Climate Change Strategy.
- 2.2. The solar farm will provide renewable energy to a SWW water treatment plant at Galmpton. The water treatment plant serves Torbay residents.
- 2.3. By leasing its land the Council will benefit from a capital receipt at the outset equivalent to the costs incurred to date in obtaining planning consent. Furthermore, an annual market rent will be paid to the Council by Pennon in accordance with the lease terms over a maximum 40 year period.
- 2.4. Working with SWW/Pennon the Council can ensure its planning consent can be built out by Pennon by leasing its land.

3. Recommendation(s) / Proposed Decision

1. That Cabinet recommends to Council:

That the following decision of Council made on 18 July 2024 be rescinded:

‘that up to £2,750,000 of prudential borrowing be approved subject to securing a unit rate per MWh that exceeds the loan repayments, covers projected maintenance and other operational and equipment replacement costs and provides an appropriate surplus per annum over the life of the scheme commensurate with level of risk ‘.

2. That the following decision of Cabinet made on 11 June 2024 be rescinded:

‘that the Chief Executive in consultation with the Leader of the Council, Finance Director and Cabinet Member for Finance should review and agree the final business plan after the EPC tender and Power Purchase Agreement (PPA) stage are complete and subject to that agreement is then authorised to agree and finalise the detailed terms and enter into contract with South West Water (SWW) or another purchaser of the electricity.’; and

3. That subject to 2. above authority be delegated to the Director of Finance, in consultation with the Cabinet Member for Place Development and Economic Growth, to agree and finalise the detailed lease terms, in line with an independent market valuation, and enter into a long lease for the land edged red as set out in appendix 1 to the submitted report.

4. Appendices

Appendix 1: Red line Boundary Plan

Appendix 2: Lease option summary - Exempt Appendix

Appendix 3: Commercial factors – Exempt Appendix

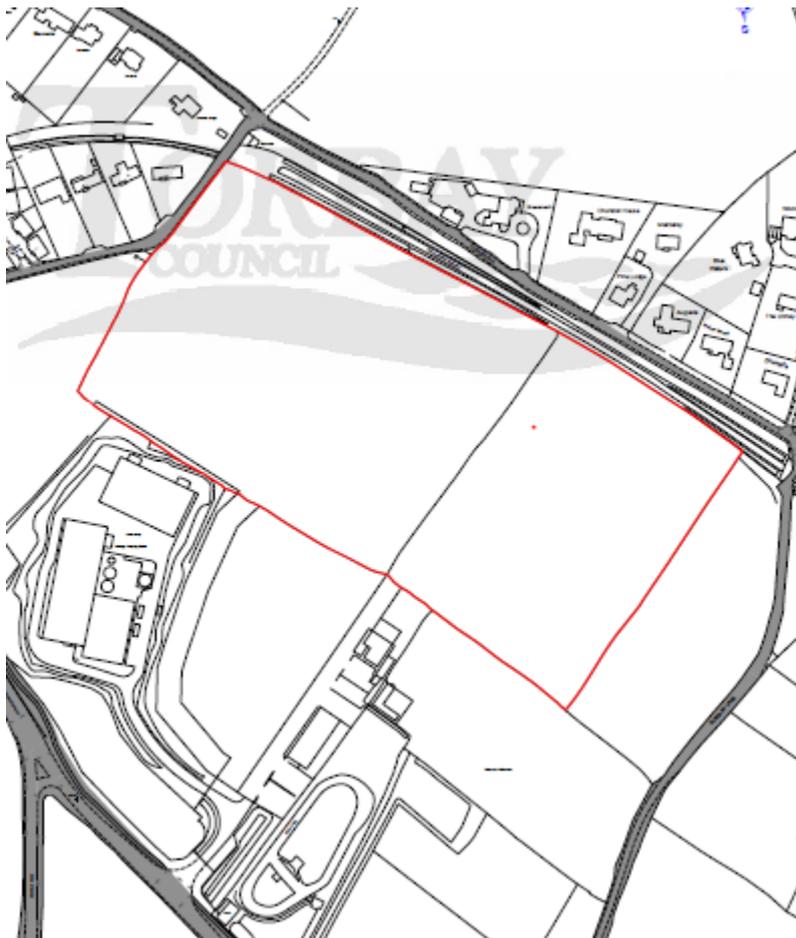
5. Background Documents

- Previous Brokenbury Solar Farm Cabinet paper 11/06/24 [Brokenbury Solar Farm Cabinet Report.pdf](#)
- Previous Record of decision Brokenbury Solar Farm 11/06/24 [Record of Decision Brokenbury Solar Farm.pdf](#)

Supporting Information

6. Introduction

- 6.1. On 11 June 2024 Cabinet approved funding for a solar farm at Brokenbury. A link to the previous report and record of decision can be found in section 5.
- 6.2. The two fields at Brokenbury (edged red below) are located off Bridge Road and to the north and east of the Southwest Water (SWW) treatment plant in Churston. The fields extend to 16.66 acres.



- 6.5. Planning consent has been obtained on 18.11.22 reference P/2021/0658. This is for a 2MWp solar farm. The consent has been granted for a 3-year time period whereby work must have started (but not completed). The below plan forms part of the planning consent and shows the location of the solar panels in blue.



- 6.6 In more recent discussions SWW, through its parent company Pennon Group has introduced an alternative approach to delivery. Rather than the Council deliver the solar farm and then provide renewable energy and at an agreed rate, it is now proposed that the land at Brokenbury is leased to Pennon/SWW which will allow them to build out the solar farm. Pennon would be responsible for constructing the solar farm. There would be no build costs for the Council and no need for a PPA. This reduces the need for the Council to borrow money and finance the construction and removes any risks with delivering the solar farm and providing power to the end user. Further details are contained within the Exempt Appendix 3.
- 6.7 The revised proposed delivery model still delivers the objectives of the original proposal but transfers the construction and management of the solar farm to the end user. This allows them to ensure that it meets their own requirements and specification.

7. Options under consideration

- 7.1. The PPA option involves delivering the solar farm directly and provide guaranteed power to the end user. This option poses a greater obligation on the Council when compared to the lease option.
- 7.2. As an alternative to the PPA option, the land could be leased to Pennon. Pennon would then be responsible for funding and carrying out the construction work. Torbay Council would receive an annual market rent for the period of the lease. Exempt Appendix 2 shows a finance sheet for a land lease option based on the latest discussions which are subject to further negotiation.

8. Financial Opportunities and Implications

- 8.1. The previous cabinet report focussed on a business case for constructing the solar farm and providing the power to a third party under a contract and not a lease. Under the option to lease the land, there will be no build and maintenance costs to the Council.

- 8.2. In granting a long lease to Pennon, the tenant on completion of the lease will make a capital contribution to cover the Council's costs incurred to date associated with obtaining planning consent. Furthermore, the Council will receive an annual market rent for the duration of the lease term. The lease terms will restrict use of the land in alignment with the existing planning consent referred to above unless approved by the Council.
- 8.3. At present the Council's maintenance costs for the land are minimal. In granting a long lease to Pennon all such maintenance liabilities will be passed to the tenant.

9. Legal Implications

- 9.1. A long lease is to be granted to Pennon, providing the tenant with the ability to build out the scheme in accordance with the existing planning consent referred to above. Each party will need to bear its own legal costs associated with the transaction.

10. Engagement and Consultation

- 10.1. Public consultation for the project has been carried out in line with the usual planning application process.
- 10.2. The key stakeholder and end user of the renewable energy has been closely engaged with during the strategic work up of the project, which is ongoing.
- 10.3. A comms plans will be produced by Torbay Council comms team if the lease option is pursued. This will likely include local news and social media platforms.

11. Procurement Implications

- 11.1. None.

12. Protecting our naturally inspiring Bay and tackling Climate Change

- 12.1. On 24 June 2019, Torbay Council declared a 'Climate Emergency'. Torbay Council is a partner of and supports the work of the Devon Climate Emergency Response Group, which is aiming to produce a collaborative Devon-wide response to the climate emergency to achieve net zero carbon emissions by 2050 and prepare Devon for the necessary adaptation to infrastructure and services required to respond to climate change.
- 12.2. Torbay Council's current Energy and Climate Change Strategy describes how the Council will help minimize the economic, social and environmental costs of climate change by demonstrating leadership and providing encouragement in working toward emission reductions and resilience to our changing climate.
- 12.3. The UK government also has a net zero strategy "Build Back Greener". This strategy sets out policies and proposals for decarbonising all sectors of the UK economy to meet Central Governments net zero target by 2050. Renewable energy including solar power forms part of this strategy.

- 12.4. The proposed solar farm would allow the end user to use sustainable electricity generated on Torbay Council owned land to power the end users site. The identified end users' site being SWW's Brokenbury Water Treatment Works serves residents throughout Torbay. Delivery of the solar farm would be a positive step towards meeting the targets set out in the Climate Change Strategy.

The objective is to provide a 2MWP solar farm to generate renewable energy over a 25-year period which will:

Contribute to Torbay's net zero target by reducing our carbon footprint by 458.75 tonnes of CO₂ a year or 13,762.5 tonnes of CO₂ over a 30-year period and 18,350 tonnes of CO₂ over a 40 year period. These figures are approximate based on average sunlight.

13. Associated Risks

- 13.1 The detailed lease terms are not yet agreed and as such there is a risk that terms cannot be agreed.

14. Equality Impact Assessment

Protected characteristics under the Equality Act and groups with increased vulnerability	Data and insight	Equality considerations (including any adverse impacts)	Mitigation activities	Responsible department and timeframe for implementing mitigation activities
Age Page 27	<p>18 per cent of Torbay residents are under 18 years old.</p> <p>55 per cent of Torbay residents are aged between 18 to 64 years old.</p> <p>27 per cent of Torbay residents are aged 65 and older.</p>	no differential impact		
Carers	<p>At the time of the 2021 census there were 14,900 unpaid carers in Torbay. 5,185 of these provided 50 hours or more of care.</p>	no differential impact		
Disability	<p>In the 2021 Census, 23.8% of Torbay residents answered that their day-to-day activities were limited a little or a lot by</p>	no differential impact		

	a physical or mental health condition or illness.			
Gender reassignment	In the 2021 Census, 0.4% of Torbay's community answered that their gender identity was not the same as their sex registered at birth. This proportion is similar to the Southwest and is lower than England.	no differential impact		
Marriage and civil partnership	Of those Torbay residents aged 16 and over at the time of 2021 Census, 44.2% of people were married or in a registered civil partnership.	no differential impact		
Pregnancy and maternity	Over the period 2010 to 2021, the rate of live births (as a proportion of females aged 15 to 44) has been slightly but significantly higher in Torbay (average of 63.7 per 1,000) than England (60.2) and the South West (58.4). There has been a notable fall in the numbers of live births since the middle of the last decade across all geographical areas.	no differential impact		
Race	In the 2021 Census, 96.1% of Torbay residents described	no differential impact		

	<p>their ethnicity as white. This is a higher proportion than the South West and England. Black, Asian and minority ethnic individuals are more likely to live in areas of Torbay classified as being amongst the 20% most deprived areas in England.</p>			
Religion and belief	<p>64.8% of Torbay residents who stated that they have a religion in the 2021 census.</p>	no differential impact		
Sex	<p>51.3% of Torbay's population are female and 48.7% are male</p>	no differential impact		
Sexual orientation	<p>In the 2021 Census, 3.4% of those in Torbay aged over 16 identified their sexuality as either Lesbian, Gay, Bisexual or, used another term to describe their sexual orientation.</p>	no differential impact		
Armed Forces Community	<p>In 2021, 3.8% of residents in England reported that they had previously served in the UK armed forces. In Torbay, 5.9 per cent of the population have previously served in the UK armed forces.</p>	no differential impact		

Additional considerations			
Socio-economic impacts (Including impacts on child poverty and deprivation)		no differential impact	
Public Health impacts (Including impacts on the general health of the population of Torbay)		Clean energy will prevent the use of fossil fuel alternative and help to sustain a cleaner atmosphere and environment for all in the local area.	
Human Rights impacts		no differential impact	
Child Friendly	Torbay Council is a Child Friendly Council, and all staff and Councillors are Corporate Parents and have a responsibility towards cared for and care experienced children and young people.	no differential impact	

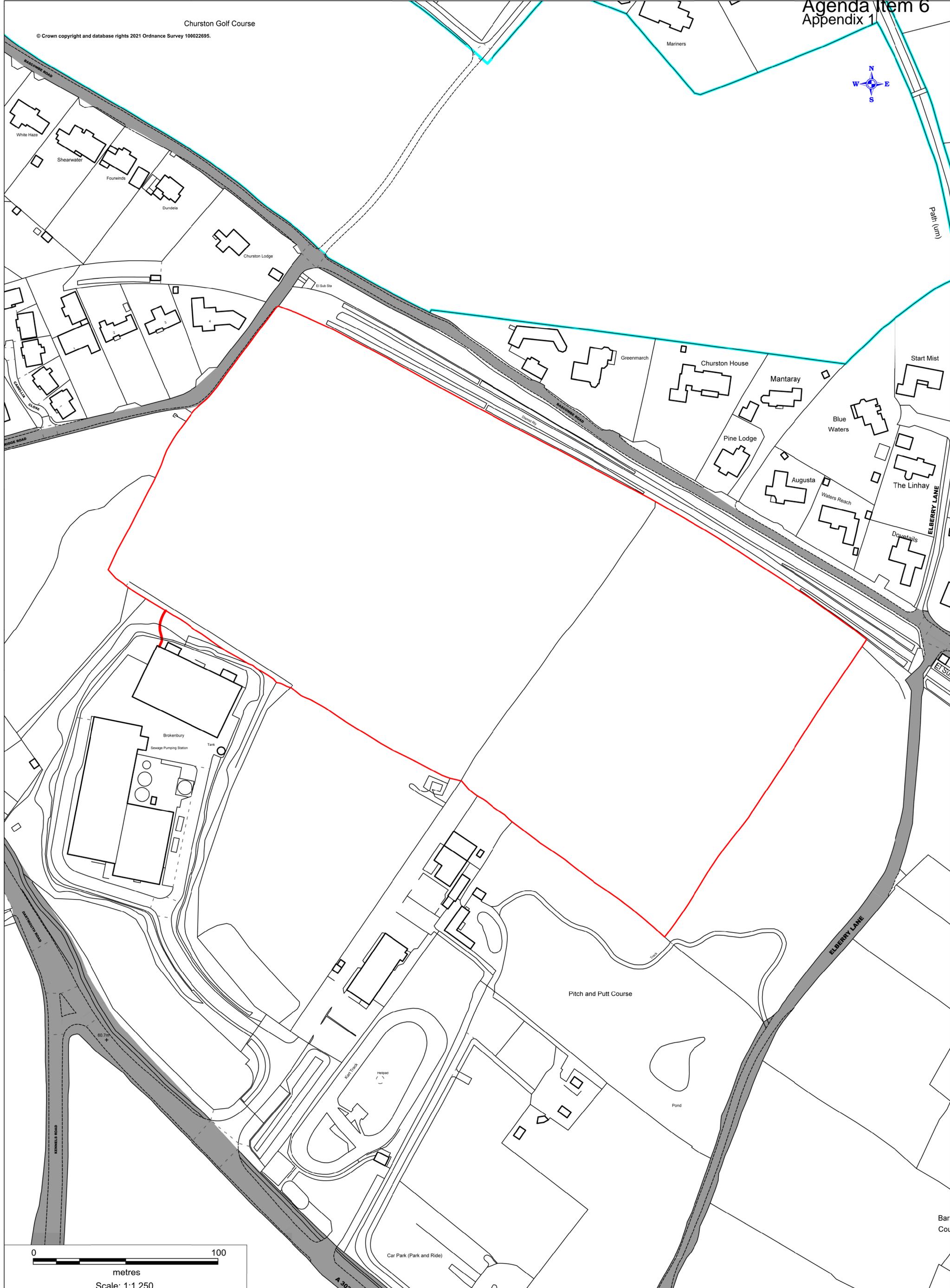
15. Cumulative Council Impact

15.1. None

16. Cumulative Community Impacts

16.1. None

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Meeting: Cabinet / Council **Date:** 15 April 2025 / 16 May 2025

Wards affected: All Torbay wards

Report Title: Torbay Inclusion Strategy

When does the decision need to be implemented? Upon consideration by Council on 16 May 2025

Cabinet Member Contact Details: Cllr Hayley Tranter, Cabinet Member for Adult and Community Services, Public Health and Inequalities, hayley.tranter@torbay.gov.uk

Director/Divisional Director Contact Details: Matthew Fairclough-Kay, Director of Corporate Services, matthew.fairclough-kay@torbay.gov.uk

1. Purpose of Report

- 1.1 This report shares with Cabinet the Torbay Inclusion Strategy and Action Plan which aims to support the Council to embed inclusion across the organisation. It also includes refreshed equality objectives.
- 1.2 The report also provides feedback from the Overview and Scrutiny Board for Cabinet's consideration.

2. Reason for Proposal and its benefits

- 2.1 Under the Equality Act the Council is subject to the Public Sector Equality Duty which means that we need to give 'due regard' to equality. The General Duty requires us to:
 - Eliminate unlawful discrimination, harassment, victimisation, and other conduct prohibited by the Act.
 - Advance equality of opportunity between people who share a protected characteristic and those who do not, and
 - Foster good relations between people who share a protected characteristic and people who do not.
- 2.2 Under our Public Sector Equality Duty, we must publish one or more equality objectives every four years. Following a consultation, we last set our equality objectives in August 2021.
- 2.3 The Inclusion Strategy aims to holistically bring together the Council's work on inclusion and its equality objectives into one overarching document to support the Council to meet its

Public Sector Equality Duty. It also aims to respond to the feedback from the Council's Local Government Association (LGA) Corporate Peer Challenge which emphasised the need for more focused strategic inclusion activity.

- 2.4 The Strategy also builds upon the work of the Racism Review and aims to foster a shared commitment to inclusion within the Council. The Strategy has been guided by the LGA's Equality Framework for Local Government and is flexible enough to meet the needs of different departments and communities.
- 2.3 The Inclusion Strategy will form part of the Council's Policy Framework. The accompanying action plan incorporates updated equality objectives (following the consultation).

3. Recommendation(s) / Proposed Decision.

That Cabinet recommends to Council:

- 3.1 That the list of Policy Framework documents set out in Torbay Council's Constitution be updated to include the Inclusion Strategy for Torbay for 2025 - 2030; and
- 3.2. Subject to 1. above, the Inclusion Strategy for Torbay for 2025 – 2030 action plan as set out in Appendix 2 to the submitted report be approved.

Appendices

Appendix 1: Torbay Inclusion Strategy

Appendix 2: Equality, Diversity and Inclusion Action Plan

Appendix 3: Torbay Inclusion Strategy consultation response

Appendix 4: Cabinet's response to the recommendations of the Overview and Scrutiny Board

1. Supporting information

- 1.1 In August 2021, the Council set its equality objectives. They are due to be refreshed by August 2025 as set out under the specific duties within the Equality Act.
- 1.2 The following equality objectives were set:
1. Ensure a wide range of voices are reached and heard in decision making and designing and delivering services.
 - Ensure all relevant groups are included in consultations.
 - Improve the accessibility of our events, meetings, information and communications. Strengthen our relationship with the community and encourage participation.
 2. Reduce inequalities so Torbay and its residents thrive.
 - Delivering on our Community and Corporate Plan ambition we will work to:
 - Ensure that all children are given the best start in life and families are supported.
 - Tackle lifestyle and economic issues which lead to inequality and poor health.
 - Ensure that older people age well and are physically, mentally and socially active.
 3. Consider and if approved implement the recommendations from the Torbay Racism Review Panel.
 - Maintain a legacy of the review.
 - Strengthen engagement networks.
 4. Support the diverse needs of our workforce. Our staff are one of our biggest assets and our employees come from a wide range of backgrounds with a variety of skills and knowledge. We are committed to supporting our staff and enabling them to provide the best possible service to our customers.
 - Demonstrating our Core Values, we will always be approachable, calm and respectful.
 - Create an environment where we act professionally and treat everyone with respect.
 - Ensure that policies and initiatives are in place so our staff can feel safe at work and carry out their duties without feeling bullied or discriminated against.
- 1.3 Since we adopted our equality objectives we have made progress towards achieving them. Some examples of this work has included;
- Working with our partners to deliver our Health and Wellbeing Strategy for Torbay which helps to inform the planning of future care and ensures that we respond to the areas of greatest need.
 - Launching the new Multiple Complex Needs Alliance.
 - Employing an officer whose job focuses on promoting inclusion as recommended by the Racism Review.
 - Drafting and developing our People Strategy.
 - Reviewing our inclusion training offer and commissioning additional inclusion related learning and development opportunities.

- Ensuring that policies and initiatives are in place so our staff can feel safe at work and carry out their duties without feeling bullied or discriminated against.
- 1.4 We are proud of the steps that we have taken to promote inclusion, however we are aware that further work is needed to fully mainstream inclusion across the Council and are fully committed to doing so. Our proposed equality objectives aim to support us to continue this work in a meaningful and impactful manner. See our [Annual Equality Report](#) for more detailed information on the progress we have made towards our equality objectives.
- 1.5 Our refreshed proposed equality objectives aim to support us to continue this work in a meaningful way. They are;
1. Ensure a wide range of voices are reached and heard in decision making and designing and delivering services.
 - Ensure all relevant groups are included in consultations.
 - Improve the accessibility of our events, meetings, information and communications. Strengthen our relationship with the community and encourage participation.
 2. Ensure that we embed inclusion into our procurement framework and clearly communicate our commitment towards inclusion with potential suppliers.
 3. Continue to implement the recommendations from the Torbay Racism Review Panel.
 - Maintain a legacy of the review.
 - Strengthen engagement networks.
 4. Support the diverse needs of our workforce. Our staff are one of our biggest assets and our employees come from a wide range of backgrounds with a variety of skills and knowledge. We are committed to supporting our staff and enabling them to provide the best possible service to our customers.
 - Demonstrating our Core Values, we will always be approachable, calm and respectful.
 - Create an environment where we act professionally and treat everyone with respect.
 - Ensure that policies and initiatives are in place so our staff can feel safe at work and carry out their duties without feeling bullied or discriminated against.
 5. Raise awareness of the importance of ensuring that our services are accessible.
- 1.6 Once approved the refreshed equality objectives will sit within the Inclusion Strategy. The equality objectives will be delivered through a mixture of business-as-usual activities and specific activity included within the inclusion action plan which will sit alongside the final published Inclusion Strategy.

2. Options under consideration

- 2.1 The options considered were:

(i) To not progress with an Inclusion Strategy or publish refreshed equality objectives.

2.2 This was not deemed to be a suitable option. The Council has a legal obligation to publish equality objectives. Under our Public Sector Equality Duty, it is important that we promote and fully embed inclusion. A strategic and joined up approach will help us to achieve this.

3. Financial Opportunities and Implications

3.1 No further funding is required at this stage.

4. Legal Implications

4.1 The Inclusion Strategy includes care experience and the armed forces community within the list of protected characteristics. By including care experience and the armed forces community within the list of protected characteristics and, in turn treating them as protected characteristics, there is a risk that this could cause confusion. This is because it could blur the line between groups that are included within the Equality Act as a protected characteristic, and those which are not.

5. Engagement and Consultation

5.2 To inform the development of the Inclusion Strategy and action plan, consultation and engagement took place with key stakeholders and community groups throughout January and February 2025.

5.3 An online consultation was opened on Monday 6 January 2025 and closed on 2 March 2025 to enable a range of voices to be heard and inform the final Inclusion Strategy.

5.4 Information about the Inclusion Strategy consultation is published on the Council's website. It has been shared via a members' briefing, emails to key stakeholders and through posts on LinkedIn. Online engagement conversations were also held with local partners/ community groups and one online session was held with Council colleagues.

5.4 As part of the consultation process the draft Inclusion Strategy was shared with the Overview and Scrutiny Board on 12 February 2025. The Board made the recommendation that Cabinet be recommended to approve the draft Inclusion Strategy for Torbay for 2025-2030 subject to the following:

- Consider how the MyBay benefits can be expanded to help young Carers who do not drive, for example a free bus pass; and
- Request that the Director of Adult Services to liaise with the local cemeteries providers to see how they have considered providing suitable provisions for all religious communities.

The Cabinet's response to the recommendations of the Overview and Scrutiny Board are set out in Appendix 4

6. Purchasing or Hiring of Goods and/or Services

6.1 Not applicable within this proposal.

7. Tackling Climate Change

7.1 No adverse impacts on climate change are anticipated.

8. Associated Risks

8.1 The absence of a strategy will result in a lack of cohesion around our inclusion work, resulting in lost opportunities or duplication.

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

Protected characteristics under the Equality Act and groups with increased vulnerability	Data and insight	Equality considerations (including any adverse impacts)	Mitigation activities	Responsible department and timeframe for implementing mitigation activities
Age	<p>18 per cent of Torbay residents are under 18 years old.</p> <p>55 per cent of Torbay residents are aged between 18 to 64 years old.</p> <p>27 per cent of Torbay residents are aged 65 and older.</p>	No adverse impacts are anticipated from this decision.	Not applicable	Not applicable
Carers	At the time of the 2021 census there were 14,900 unpaid carers in Torbay. 5,185 of these provided 50 hours or more of care.	No adverse impacts are anticipated from this decision.	Not applicable	Not applicable
Disability	In the 2021 Census, 23.8% of Torbay residents answered that their day-to-day activities were limited a little or a lot by a physical or mental health condition or illness.	No adverse impacts are anticipated from this decision.	Not applicable	Not applicable
Gender reassignment	In the 2021 Census, 0.4% of Torbay's community	No adverse impacts are anticipated from this decision.	Not applicable	Not applicable

Protected characteristics under the Equality Act and groups with increased vulnerability	Data and insight	Equality considerations (including any adverse impacts)	Mitigation activities	Responsible department and timeframe for implementing mitigation activities
	answered that their gender identity was not the same as their sex registered at birth. This proportion is similar to the Southwest and is lower than England.			
Marriage and civil partnership	Of those Torbay residents aged 16 and over at the time of 2021 Census, 44.2% of people were married or in a registered civil partnership.	No adverse impacts are anticipated from this decision.	Not applicable	Not applicable
Pregnancy and maternity	Over the period 2010 to 2021, the rate of live births (as a proportion of females aged 15 to 44) has been slightly but significantly higher in Torbay (average of 63.7 per 1,000) than England (60.2) and the South West (58.4). There has been a notable fall in the numbers of live births since the middle of the last decade across all geographical areas.	No adverse impacts are anticipated from this decision.	Not applicable	Not applicable
Race	In the 2021 Census, 96.1% of Torbay residents described their ethnicity as white. This	No adverse impacts are anticipated from this decision.	Not applicable	Not applicable

Protected characteristics under the Equality Act and groups with increased vulnerability	Data and insight	Equality considerations (including any adverse impacts)	Mitigation activities	Responsible department and timeframe for implementing mitigation activities
	<p>is a higher proportion than the South West and England. Black, Asian and minority ethnic individuals are more likely to live in areas of Torbay classified as being amongst the 20% most deprived areas in England.</p>			
Religion and belief	<p>64.8% of Torbay residents who stated that they have a religion in the 2021 census.</p>	<p>No adverse impacts are anticipated from this decision.</p>	<p>Not applicable</p>	<p>Not applicable</p>
Sex	<p>51.3% of Torbay's population are female and 48.7% are male</p>	<p>No adverse impacts are anticipated from this decision.</p>	<p>Not applicable</p>	<p>Not applicable</p>
Sexual orientation	<p>In the 2021 Census, 3.4% of those in Torbay aged over 16 identified their sexuality as either Lesbian, Gay, Bisexual or, used another term to describe their sexual orientation.</p>	<p>No adverse impacts are anticipated from this decision.</p>	<p>Not applicable</p>	<p>Not applicable</p>
Armed Forces Community	<p>In 2021, 3.8% of residents in England reported that they had previously served in the UK armed forces. In Torbay,</p>	<p>No adverse impacts are anticipated from this decision.</p>	<p>Not applicable</p>	<p>Not applicable</p>

Protected characteristics under the Equality Act and groups with increased vulnerability	Data and insight	Equality considerations (including any adverse impacts)	Mitigation activities	Responsible department and timeframe for implementing mitigation activities
	5.9 per cent of the population have previously served in the UK armed forces.			
Additional considerations				
Socio-economic impacts (Including impacts on child poverty and deprivation)		No adverse impacts are anticipated from this decision.	Not applicable	Not applicable
Public Health impacts (Including impacts on the general health of the population of Torbay)		No adverse impacts are anticipated from this decision.	Not applicable	Not applicable
Human Rights impacts		No adverse impacts are anticipated from this decision.	Not applicable	Not applicable
Child Friendly	Torbay Council is a Child Friendly Council and all staff and Councillors are Corporate Parents and have a responsibility towards cared	No adverse impacts are anticipated from this decision.	Not applicable	Not applicable

Protected characteristics under the Equality Act and groups with increased vulnerability	Data and insight	Equality considerations (including any adverse impacts)	Mitigation activities	Responsible department and timeframe for implementing mitigation activities
	for and care experienced children and young people.			

10. Cumulative Council Impact

10.1 None

11. Cumulative Community Impacts

11.1 None

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Inclusion Plan

Introduction

Equity means treating people fairly. Diversity means understanding that everyone is different. Inclusion means that everyone is included and feels welcome. It is about seeing and valuing people's differences. Inclusion also means supporting people and providing help in different ways when people need it.

The Torbay Inclusion Plan has been written to make sure that this is a place where everyone is treated fairly. This plan is for everyone who works at the Council including our councillors. It includes our services and how we work and support our staff and how we work with different organisations.

The Torbay Inclusion Plan follows the Racism Review which looked at how we can make Torbay a welcoming place for everyone. The Inclusion plan supports work such as Child Friendly Torbay, the Carers Strategy, Age friendly and others.

Our legal duties

We must follow the Equality Act to make sure that we treat people fairly and with respect. You can read more about our legal duties on our website.

We must make sure that we do not treat people unfairly because of their background, identity or experience. These are known as the protected characteristics which are:

- age
- Care experience
- disability
- gender reassignment
- marriage and civil partnership
- pregnancy and maternity
- race
- religion or belief
- sex
- sexual orientation

We treat care experience as though it is a protected characteristic as we know that people who have been in care face lots of challenges. We also make sure that we promote equality and do not treat members of the armed forces community unfairly under our Armed Forces Covenant Duty.

To be inclusive we will:

- Treat people fairly and with respect
- Challenge unfair treatment
- Help people to feel safe and welcome in Torbay
- Help people to have easy access to our services.
- Help people from different backgrounds to have similar life chances

- Create good relationships between communities in Torbay
- Change the way we do things to meet different people's needs
- Look at how our policies may effect different groups of people

How we will be inclusive

The Equality Framework for Local Government

We have used the Equality Framework for Local Government and its different areas to help us write this Plan. The Equality Framework for Local Government was created by the Local Government Association to help local councils be more inclusive.

Understanding and working with your communities

To help us meet the needs of different communities in Torbay and to support us to work well together we will:

- Collect and share information about our communities
- Use inclusion data to help us to decide what to do
- Identify how we will listen to different communities
- Support good relationships between communities and with the Council
- Support people to volunteer and get involved in their communities

Leadership, partnership and organisational commitment

To show that our leadership and our partners are inclusive we will:

- Support councillors and senior leaders to support and raise awareness of inclusion
- Work with our partners and support them to be inclusive
- Look at the effects of our decisions on different groups of people and complete an equality impact assessment
- Support councillors to feel confident to understand the possible inclusion impacts of a decision
- Publish an annual report to show where progress has been made
- Celebrate the different communities living in Torbay

Responsive services and customer care

To show that our leadership and our partners are inclusive we will:

- Buy our services and products in an inclusive way
- Look at our equality objectives when planning services
- Change the way we deliver services to meet the needs of different people
- Provide information, advice and guidance in a way that is easy for everyone to access and understand

Diverse and engaged workforce

We have a People Strategy which is the plan for how we will be an even greater place to work. To help make this an inclusive place and to support the People Strategy we will:

- Support people from different backgrounds who work here
- Put in place policies that meet the needs of our workforce
- Look at our workforce data
- Provide different training and learning opportunities to help our staff understand equality and diversity
- Put in place reasonable adjustments
- Make this a welcoming place to work

Making it happen

To make our services welcoming and inclusive in Torbay we will focus on key areas. These areas are known as our equality objectives and are:

- Listen to different people and communities when the Council makes a decision.
- Be clear with the organisations and people that the Council buys services and products from that inclusion is important to the Council.
- Continue to complete the actions from the Racism Review.
- Support our staff to understand what they need to do and how they need to behave to be inclusive.
- Continue to raise awareness of the importance of reasonable adjustments.

More information about our equality objectives can be found on our website.

Reasonable Adjustments: Small Changes - Big differences

Reasonable adjustments are small changes which the law says must be made so that people with disabilities can use services as easily as everyone else. They may be small changes but they make a big difference to the lives of people with learning disabilities.

Having reasonable adjustments can help people to take part in their community, give them more independence, get better health care and live longer. Services which must be provided (statutory) should be showing other organisations how to make reasonable adjustments so everyone can see how important they are and what a difference they make.

The Learning Disability Ambassadors have told us that having reasonable adjustments can help people to take part in their community, give them more independence, get better health care and live longer. The work we do to deliver our Inclusion Plan will support The Big Plan and will include reasonable adjustments in everything that happens.

We also know that other groups of people may benefit from support to access our services. For example, someone who speaks English as a second language and needs to use an interpreter. We are working hard to make sure that our services are accessible.

The Torbay Inclusion Partnership

The Torbay Inclusion Partnership is being set up to help us listen to the needs and views of different groups of people when it makes decisions. It will also help us to deliver this Inclusion Plan. The group will be made up of organisations working with different communities and people who make decisions within the Council.

The Partnership Board aims to:

- Promote fairness and respect
- Promote partnership working
- Listen to their views and needs of different groups
- Act as a 'critical friend' on inclusion issues
- Help us to understand the impacts from our decisions.

Making the Inclusion Plan happen in Torbay

Making everything inclusive will take time. The Torbay Inclusion Partnership Board will agree the actions to be completed each year. The Council's Senior Leadership Team will oversee this. The action plan will then be approved by the Council's Director of Corporate Services who will be updated every three months with progress.

The Council's Partnerships and Inclusion Manager will write the actions and report on behalf of the Partnership Board. They will also write an annual report about the work that has been done and the progress that has been made. There will be actions which other groups need to take to make sure The Inclusion Plan happens. It is important for everyone to work together to make change happen. The annual report will need to include information from other plans too.

Policy and legislation (Laws)

The Inclusion Plan includes work which the Government has written about and made laws about.

These include:

- The Human Rights Act (1998)
- The Equality Act (2010)
- The Armed Forces Covenant (2021)
- The Accessible Information Standard (2017)

For more information please contact us:

By email:

engagement@torbay.gov.uk

By telephone:

01803 201201

By post:
Policy, Performance and Community Engagement Team
Town Hall
Castle Circus
Torquay
TQ1 3DR

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Appendix B: Equality, Diversity, and Inclusion Action Plan 2025 - 2026

The Council's Equality, Diversity, and Inclusion Action Plan has been developed to support the Council to the deliver its Public Sector Equality Duties under the Equality Act.

The Plan will be updated annually to reflect changes within the system and, emerging issues. Progress will be monitored through an annual report alongside quarterly progress reports which will be shared with directors.

The activity contained within this action plan aligns with the Equality Framework for Local Government (EFLG) which aims to support local authorities to meet their Public Sector Equality Duties. Activities within this action plan are grouped within those following EFLG thematic areas:

- Understanding and Working with Communities
- Leadership and Organisational Commitment
- Responsive Services and Customer Care
- Diverse and Engaged Workforce

Understanding and working with communities

Understanding and working with communities focuses on five themes aim to promote positive relationships and ways of working with our communities and partners. They include;

- Collecting and sharing information
- Analysing and using data and information
- Effective community engagement
- Fostering good community relations
- Participation in public life

No.	Outcome	Activity	Lead	Timeline
Page 60	A diverse range of voices are heard during engagement activity.	<ul style="list-style-type: none"> • Review our current engagement practices to ensure as many different voices as possible are heard. • Promote and integrate the latest research and guidance on accessible communications and inclusive language into our engagement activities. • Continue to build relationships with key underrepresented groups. 	Policy, Performance and Engagement Team	March 2026
2.	We understand who communities are and have a greater awareness and understanding of the barriers facing different communities.	<ul style="list-style-type: none"> • Publish information about local community to meet our specific reporting requirements under our Public Sector Equality Duty. • Pull together data and insight on each of the protected characteristics to support decision making and help to aid colleagues in understanding the barriers that different groups of people face. 	Policy, Performance and Engagement Team	May 2026

3.	Awareness and understanding of hate crime and its impacts is increased.	<ul style="list-style-type: none"> • Work with our partners to raise awareness of hate crime, its impacts and the support available for victims. 	Community Safety Partnership	Ongoing with quarterly progress update
4.	Ensure that older people age well and are physically, mentally and socially active and are respected for their skills and contributions.;	<ul style="list-style-type: none"> • Support the implementation of WHO Age Friendly Torbay status • Select Age Friendly domains for focused work. 	Public Health Team	Ongoing
5. Page 61	There is a mechanism in place for different communities to share their views on consultations and equality impact assessments.	<ul style="list-style-type: none"> • An Inclusion Partnership is set up to enable different perspectives to help inform Council decision making. The Group includes representation across the protected characteristics. 	Policy, Performance and Engagement Team and Public Health	August 2025

Leadership and Organisational commitment

Understanding and working with communities focuses on four themes which recognise that strategic leadership – both political and managerial – is key to establishing a strong vision for equality and improving equality outcomes. The five themes include;

- Leadership Priorities and working in partnership
- Assessing equality impact in policy and decision taking
- Equality objectives and annual reporting
- Performance monitoring and scrutiny

No.	Outcome	Activity	Lead	Timeline
Page 62	The approach to inclusion is mirrored by the Council's wholly owned companies.	<ul style="list-style-type: none"> • Work with relevant colleagues to ensure that the Council's approach to inclusion is mirrored by its wholly owned companies. 	Policy, Performance and Engagement Team and Human Resources	December 2026
7.	We robustly assess the impacts our decisions could have on different groups.	<ul style="list-style-type: none"> • Carry out an audit of equality impact assessments once a year to assess the quality and ensure that mitigation activities are being followed through and put in place. • Colleagues are provided with EIA support and encouraged to support their peers when completing an EIA. 	Policy, Performance and Engagement Team	December 2025

8.	We have a mechanism in place to gather feedback and build relationships with diverse communities.	<ul style="list-style-type: none"> • Work with our partners to contribute to developing a community partnership specifically for minoritised ethnic communities. 	Policy, Performance and Engagement Team	June 2025
9.	We identify trends to minimise negative experiences of our services.	<ul style="list-style-type: none"> • Monitor complaints quarterly to identify any trends from an inclusion perspective and take remedial action where appropriate. 	Information Governance	Ongoing with quarterly review
10.	We understand who is using our services.	<ul style="list-style-type: none"> • Conduct a data audit to identify which data is currently collected locally by services. • Compare the proportion of those from different communities using services to the demographics in the community. • Draft demographic monitoring form and guidance and raise awareness of it internally. 	Policy, Performance and Engagement Team	September 2025
11.	We encourage a wide range of people to stand as councillors.	<ul style="list-style-type: none"> • Guided by the LGA we share communications and hold an information session to raise awareness of the role of a councillor to increase the diversity of those standing for election. 	Governance Support Team	March 2026
12.	Our services are accessible to speakers of different languages.	<ul style="list-style-type: none"> • Put in a place a new contract for foreign language translation and interpretation and raise awareness of the contract internally. 	Policy, Performance and Engagement Team	March 2026

Diverse and engaged workforce

Diverse and engaged workforce focuses on five themes aim to promote equality and foster inclusion within the workforce. They include;

- Workforce diversity
- Inclusive strategies and policies
- Collecting, analysing and publishing workforce data
- Learning and Development
- Health and wellbeing

No.	Outcome	Activity	Lead	Timeline
Page 64	The organisation feels welcoming and inclusive for job applicants.	<ul style="list-style-type: none"> • Recruiting managers and staff are trained and provided with guidance to ensure inclusive recruitment. 	Human Resources and all managers	June 2025
14.	We understand who employees are.	<ul style="list-style-type: none"> • Draft and publish the annual workforce report to enable us to understand our workforce demographics. • Draft and publish the annual gender pay gap report to enable us to understand our workforce demographics. 	Policy, Performance and Engagement Team and Human Resources	February 2026
15.	Equality is embedded within the service performance framework	<ul style="list-style-type: none"> • All senior leaders within the Council have inclusion related performance objectives within their service plans and personal development plans. 	Policy, Performance and Engagement Team	April 2026

16.	Staff from different backgrounds and with different experiences are provided with opportunities to come together.	<ul style="list-style-type: none"> Continue to support, resource and listen to the Staff Networks and identify what activity is required to further grow the networks. 	Policy, Performance and Engagement Team	Ongoing with review each quarter
17.	We understand our workforce.	<ul style="list-style-type: none"> Gather and analyse workforce data to enable us to better understand trends within the workforce and within our recruitment activities. 	Human Resources	September 2025
18.	Managers are equipped with the skills to support their employees and deliver their services in an equitable manner.	<ul style="list-style-type: none"> Review our inclusion related learning and development provision for managers. Deliver manager equality, diversity and inclusion training as part of the Manager's Framework. 	Policy, Performance and Engagement Team and Human Resources	Ongoing 2026
19.	There are clear learning and development opportunities around inclusion.	<ul style="list-style-type: none"> Review the all-staff e-learning course. Provide inclusion induction sessions. 	Policy, Performance and Engagement Team and Human Resources	June 2025
20.	There is a positive and inclusive organisational culture.	<ul style="list-style-type: none"> Regularly monitor the organisational culture at Torbay by including a question about EDI within staff surveys and check ins. 	Human Resources	March 2026
21.	We understand who employees are.	<ul style="list-style-type: none"> Run an internal campaign to encourage employees to update their sensitive information. 	Human Resources	March 2026

22.	The Council's recruitment process is inclusive.	<ul style="list-style-type: none"> • Refresh the Council's equality statement on the recruitment pages. • Develop a recruitment comms plan to encourage applications from underrepresented groups. • Update the Council's external recruitment webpages with a diverse range of people to attract talent. 	Human Resources	September 2025
23.	We retain a diverse range of talent and we understand why people are leaving the organisation.	<ul style="list-style-type: none"> • Regularly review exit form to identify if there are any equality trends emerging. 	Human Resources	Ongoing with review each quarter
24.	Ensure that all children are given the best start in life and families are supported.	<ul style="list-style-type: none"> • Explore how we can best support international Social Workers to help them to get the best outcomes for families and children in Torbay. 	Children's Services	Ongoing
25.	Staff are supported to continue to improve their cultural competence and confidence.	<ul style="list-style-type: none"> • Cultural Awareness training is offered. • Guidance is provided on some cultural/traditions and practices. • Guidance and support is provided around engagement activities with different communities. 	Human Resources	February 2026

Responsive services

Responsive services focuses on theme which aim to ensure that the different needs of communities and individuals are met and that services are accessible. They include;

- Commissioning and procuring services
- Integration of equality objectives into service planning
- Service delivery

26.	Equality considerations are appropriately addressed within our procurement processes and contract management arrangements.	<ul style="list-style-type: none"> Review current procurement processes and embed inclusion into the processes where appropriate. Develop guidance for staff who are buying things so that we can be clear with our suppliers/ providers that we expect them to promote equality and inclusion and comply with the Equality Act. 	Procurement Team	September 2025
27.	Our website is accessible	<ul style="list-style-type: none"> Develop and deliver our Digital Accessibility Plan Implement an accessibility toolbar and regularly review any feedback gathered from its use. 	Policy, Performance and Engagement Team	December 2025
28.	Our Adult Social Care	<ul style="list-style-type: none"> We deliver our Adult Social Care Equality, diversity and Inclusion Action Plan. We reflect on the findings from the LGBT+ community survey and agree actions to take forward. 	Adult Social Care	Ongoing
29.	There is greater awareness across the organisation of children's rights.	<ul style="list-style-type: none"> We work towards achieving Child Friendly organisation and city status. 	Children's Services	Ongoing Will be reported through reporting on Child Report.
30.	Our events, meetings, information and communications are accessible.	<ul style="list-style-type: none"> Review the information that is currently published about our events. Ensure that accessibility information is provided in advance of an event and during an event. Articulate clearly our expectations of suppliers around equality if they deliver events on Council premises. 	Events Team	September 2025

31.	Our services are accessible for people experience hearing loss or those who are Deaf.	<ul style="list-style-type: none"> • Ensure all relevant departments are aware of and understand the requirements of the British Sign Language (BSL) Act and have a consistent and clear approach to BSL provision within the Council. 	Policy, Performance and Engagement Team	September 2025
32.	We aim to improve the accessibility of Council buildings.	<ul style="list-style-type: none"> • Draft an options paper to consider if an accessibility strategy would be viable for the Council. 	Policy, Performance and Engagement Team	August 2025
Page 68	Increase awareness of the Council's legal duty under the Armed Forces Act (2021).	<ul style="list-style-type: none"> • Develop and embed an e-learning Armed Forces Act module for relevant staff. • Foster an increased awareness of the Armed Forces Duty and the Covenant through managers' briefings and internal comms. • Continue to support and promote awareness of the Armed Forces Community staff network. 	Corporate Services	October 2025
	The Council is confident that its providers are sharing its commitments to inclusion and anti-racist practice.	<ul style="list-style-type: none"> • Develop a position statement for potential providers/ suppliers to communicate our expectations of them to promote equality and inclusion and comply with the Equality Act. 	Procurement Team	September 2025

Inclusion Strategy - Consultation Report

Introduction

The Council published its draft Inclusion Strategy in January 2025. An online survey was created to gather public views on the draft Strategy. An easy read survey Paper surveys were available on request. A small number of surveys were also available in libraries in Torbay.

The consultation opened on Monday 6 January and closed on Sunday 2 March.

The consultation was promoted in several ways. This included:

- Member briefing
- The Council's e-Newsletter One Torbay
- Through staff news updates (as the majority of our employees are also Torbay residents)
- Social media (Linked Inn)
- On the Consultation webpage on the Councils website
- Email distribution lists

There were 73 responses to the consultation survey, all but one was received online. All percentages shown within this report use the number of people that completed the survey as the denominator. All comments within this report are shown as written by the respondent. .

As part of the consultation the Overview and Scrutiny Board considered the draft Strategy.

A summary of responses to the consultation survey (as %) are shown in the table on the next page. Note that one response was a written response and all questions were optional, so percentages may not add up to 100 for all questions.

:

Responses to the Proposals

This section of the paper provides information on the responses to each of the questions included within the Inclusion Strategy consultation.

Draft Torbay Inclusion Plan

How much do you agree with the draft Torbay Inclusion Plan?

	Number	Percentage
Strongly agree with this proposal	27	36
Agree with this proposal	28	37
Neither agree nor disagree	11	14
Disagree with this proposal	4	5
Strongly disagree with this proposal	2	3

Our proposed equality objectives

Engagement

Do you agree with the equality objective to listen to different people and communities when the Council makes a decision?

	Number	Percentage
Strongly agree with this proposal	42	55
Agree with this proposal	22	29
Neither agree nor disagree	7	9
Disagree with this proposal	3	4
Strongly disagree with this proposal	0	0

Procurement

Do you agree with the equality objective to be clear with the organisations and people that the Council buys services and products from that inclusion is important to the Council?

	Number	Percentage
Strongly agree with this proposal	40	54
Agree with this proposal	21	28
Neither agree nor disagree	10	14

Disagree with this proposal	3	3
Strongly disagree with this proposal	0	0

Racism Review

Do you agree with the equality objective to continue to complete the actions from the remaining Racism Review?

	Number	Percentage
Strongly agree with this proposal	39	53
Agree with this proposal	19	26
Neither agree nor disagree	11	15
Disagree with this proposal	2	3
Strongly disagree with this proposal	3	4

Learning and development opportunities for staff

Do you agree with the equality objective to support our staff to understand what they need to do and how they need to behave to be inclusive?

	Number	Percentage
Strongly agree with this proposal	44	59
Agree with this proposal	18	24
Neither agree nor disagree	8	11
Disagree with this proposal	2	3
Strongly disagree with this proposal	2	3

Reasonable Adjustments

Do you agree with the equality objective to continue to raise awareness of reasonable adjustments?

	Number	Percentage
Strongly agree with this proposal	44	61
Agree with this proposal	14	19
Neither agree nor disagree	9	13
Disagree with this proposal	2	3
Strongly disagree with this proposal	3	4

Additional views on Inclusion Plan

Respondents were provided with an opportunity to share any other comments or views they had on the draft Inclusion Plan. The below section highlights some of these comments.

Theme	Summary
Leadership and commitment	Political and organisational leadership and commitment was seen as key to ensure that the commitments within the Inclusion Strategy become reality.
Discrimination	A small number of respondents mentioned that either they or someone they know had been a victim of discrimination.
Engagement	Respondents were keen any engagement that the Council does is meaningful and representative.

Additional views on inclusion within Torbay

Respondents were provided with an opportunity to share any other comments including their own experiences of inclusion within Torbay. The below section highlights some of these comments.

Theme	Summary
Leadership and commitment	Political and organisational leadership and commitment was seen as key to ensure that the commitments within the Inclusion Strategy become reality.
Reasonable adjustments	Several comments focused on the importance of meeting people's needs and treating people with dignity.

Appendix B: Easy Read survey

An easy read version of the survey was made available on the Council's website. One person completed an easy read version of the survey. This response is included in the analysis.

Appendix D: Consultation questionnaire respondent profile

This section of the paper provides information on the demographics of the survey respondents.

How are you responding to this survey?

Option	Total	Percentage
As an individual	55	25
As a member of an organisation	18	75

Do you live or work in Torbay?

Option	Total	Percentage
Yes	70	96
No	No	0
Other	3	4

What is your sex?

Option	Total	Percentage
Female	42	59
Male	23	32
Prefer not to say	6	8

Which of the following best describes your ethnic background? Tick one only

Option	Total	Percentage
White	61	90
Mixed ethnicity	3	4
Asian or Asian British	2	3
Black or Black British	0	0
My ethnicity is not listed above	2	3

Do you consider yourself to be a carer?

Option	Total	Percentage
Yes	16	23
No	52	74
Prefer not to say	2	3

Employment Status – Select only one

Option	Total	Percentage
Working full-time in Torbay	29	41
Working full-time elsewhere in Devon	2	3
Working part-time in Torbay	12	17
Working part-time elsewhere in Devon	1	1
Self-employed – full, or part-time	5	7
Student	0	0
Looking after Family/Home	0	0
Temporary Sick	1	1
Long-Term Sick	2	3
Retired	11	15
Unemployed	1	1
Other	2	3
Prefer not to say	5	7

Have you ever been in care?

Option	Total	Percentage
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Yes	4	6
No	61	87
Prefer not to say	3	4
Other	2	3

Do you consider yourself to be disabled in any way?

Option	Total	Percentage
Yes	18	26
No	46	66
Prefer not to say	6	9

How do you describe your sexual orientation?

Option	Total	Percentage
Bisexual	0	0
Gay	2	3
Heterosexual	53	74
Lesbian	4	6
Prefer not to say	10	14
I use another word to describe my sexual orientation	3	4

How old are you?

Option	Total	Percentage
0-15	0	0
16-24	0	0
25-34	2	3
35-44	6	8

45-54	18	25
55-64	21	30
65-74	6	8
75+	9	13
Prefer not to say	9	13

Appendix E: Overview and Scrutiny Board

As part of the consultation process the draft Inclusion Strategy was shared with the Overview and Scrutiny Board on 12 February 2025. The Board made the recommendation that Cabinet be recommended to approve the draft Inclusion Strategy for Torbay for 2025-2030 subject to the following:

- Consider how the MyBay benefits can be expanded to help young Carers who do not drive, for example a free bus pass; and
- Request that the Director of Adult Services to liaise with the local cemeteries providers to see how they have considered providing suitable provisions for all religious communities.

TORBAY COUNCIL

Cabinet Response to the recommendations of the Overview and Scrutiny Board – Torbay Inclusion Strategy

The Board on 12 February 2025 made the recommendation that Cabinet be recommended to approve the draft Inclusion Strategy for Torbay for 2025-2030 subject to the following:

Recommendation 1:

Consider how the MyBay benefits can be expanded to help young Carers who do not drive, for example a free bus pass.

Response/Update:

Officers have been tasked to approach Stagecoach to see if they would offer a discount for MyBay holders but that would likely be on longer term tickets options, perhaps matching a corporate offer they have for businesses and may not be best suited to young carers.

In considering this recommendation Officers have cross-referenced our young carer cohort with those who receive a school bus pass, allowing travel throughout the week. We have 348 open young carers aged 11-18, but only 5 young carers receive a bus pass via Home to School Transport.

Officers have previously discussed discounts with Stagecoach, but they did not agree to any fare reductions. For example, they wouldn't change the home to school transport bus pass cost when we requested a reduced price for a 5-day pass. For travel training, they offered 6 bus tickets for the price of 5, potentially saving £23 per ticket, but this required purchasing 6 at a time, which was not viable for the Council.

Considering the cost of a bus pass in the next financial year, the new price for a home to school bus pass, usable 7 days a week, is £936 per year. If we were to award the remaining 343 young carers aged 11 and over a bus pass, it would cost £321,048 per year. We also cover transport costs for young carers attending the Orchard Forest School sessions, which amounts to approximately £5,000 per year.

Recommendation 2:

Request that the Director of Adult Services to liaise with the local cemeteries providers to see how they have considered providing suitable provisions for all religious communities.

Response/Update:

Officers have been in discussions with the Westerleigh Group, who manage Torbay Cemeteries. They have indicated that suitable provision for all religious communities is linked to a wider issue with the availability of burial space in Torbay. Officers are working with the Westerleigh Group to address the issue and have included space for all religious communities as a key consideration. The issue has also been raised with Officers leading the review of the Local Plan for consideration as part of that process.