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Date: Thursday, 14 May 2026

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Dear Member

COUNCIL - THURSDAY, 14 MAY 2026

I am now able to enclose, for consideration at the Thursday, 14 May 2026 meeting of the Council, the following reports that were unavailable when the agenda was printed.

Agenda No	Item	Page
10.	Redevelopment of former Crossways Shopping Centre, Paignton for the delivery of Extra Care Housing	(Pages 3 - 6)
11.	Gillard Road, Brixham - Public Path Creation Order	(Pages 7 - 8)
12.	Torbay Joint Health and Wellbeing Strategy: post consultation report	(Pages 9 - 10)

Yours sincerely

June Gurry
Clerk

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Record of Decisions

Redevelopment of former Crossways Shopping Centre, Paignton for the Delivery of Extra Care Housing

Decision Taker

Cabinet on 12 May 2026

Decision

That Cabinet:

1. provide delegated authority to the Director of Finance, in consultation with the Director of Regeneration and Cabinet Member for Place Development and Economic Growth, to award an NEC-A Design & Build contract to Willmott Dixon Construction for the redevelopment of the site, which will allow the Design Development to continue up to construction and then proceed to construction, subject to Final Business Case approval and securing the necessary Homes England grant funding for delivery; and
2. note that the Final Business Case for the redevelopment of the former Crossways site will be presented to Cabinet for approval on 15 July 2026, which will include the full and final build cost and associated project costs and funding breakdown (including internal capital resources, external grant secured capital receipts).

That Cabinet recommend to the Adjourned Annual Council meeting on 14 May 2026:

1. to use the Council powers of Appropriation for the Crossways Site and adjacent highway land as attached at Appendix 2 to the submitted report, that is no longer required for the purpose for which it is currently held and is now required for planning purposes to enable the proposed redevelopment (Redevelopment of site for residential extra care dwellings including Day Centre (Use Class E(f)), comprising a building of up to six storeys with communal facilities and cafe, associated parking, infrastructure and landscaping);
2. authorise the Director of Regeneration to undertake all necessary steps to affect the appropriation of the Crossways site and adjacent land as identified in Appendix 2 to the submitted report for planning purposes, and delegate to Cabinet consideration of any objections and final confirmation of decision;
3. that the Capital Programme be uplifted to a maximum of £54.000m to deliver the project; and
4. that a maximum of £16.300m of prudential borrowing to deliver the project be approved, noting that this level of prudential borrowing is supported by rental income based on the 91 extra care units and long lease for the Day Care facility.

Reason for the Decision

The proposed development is justified as a key component of the Council's long-term market transformation strategy to meet rising adult social care demand over the next 20 years. Evidence from service users show a strong preference for independent living with greater choice and control, which extra care housing enables while delaying or reducing reliance on higher-cost residential care and improving system efficiency. The Crossways scheme directly supports strategic priorities set out in the Adult Social Care Commissioning Blueprint, including promoting health and independence, strengthening community-based support, and delivering sustainable, modern services. It would also contribute significantly to the Council's target of delivering 200 additional extra care units by 2030 and fulfils commitments made under partnership arrangements to expand integrated care provision. Despite changes to NHS partnership structures, the need for additional extra care housing remains critical to achieving better outcomes and financial sustainability. In parallel, the proposal addresses increasing demand for specialist day services for adults with profound and multiple learning disabilities, replacing the existing Hollacombe facility which is no longer fit for purpose. The new purpose-built centre would expand capacity, enhance the quality of care and support, provide improved opportunities for independence and wellbeing, and ensure continued support and respite for carers, thereby meeting statutory duties and improving provision for some of the most vulnerable members of the community.

Implementation

The Cabinet's decisions in 1 and 2 above will come into force and may be implemented on 26 May 2026 unless the call-in procedure is triggered (as set out in the Standing Orders in relation to Overview and Scrutiny). The Cabinet's recommendations to Council in 1 and 2 above will be considered at the adjourned annual Council meeting on 14 May 2026.

Information

The Crossways site in Paignton was identified for redevelopment through a Compulsory Purchase Order approved in 2019, with an initial planning consent granted in 2021. However, that scheme became unviable due to post-COVID construction cost inflation, declining property values, and the introduction of the Building Safety Act 2022, which increased costs and complexity for taller buildings. A revised, deliverable scheme was therefore developed and approved in December 2025, comprising a six-storey, 91-unit extra care housing development alongside a purpose-built day care centre. This proposal responds to significant and worsening housing challenges in Torbay, including a shortage of affordable homes, reduced market delivery, high demand for social housing, and increasing need for specialist accommodation for an ageing population. The scheme would provide 100% affordable extra care housing, replace an outdated day care facility, and support vulnerable residents to live independently for longer. It also aligns with key strategic priorities, contributes to regeneration of Paignton town centre, and represents a major investment by the Council to address market failure, stimulate economic activity, and improve community wellbeing.

Alternative Options considered and rejected at the time of the decision

The Council has been progressing plans to redevelop the Crossways site for extra care housing

since 2021, supported by a series of corporate and strategic decisions, including land acquisition and approval of a revised planning application in 2025. While this establishes a clear strategic direction, further decision points remain before committing to significant capital investment. At this stage, three options have been considered: to proceed with delivery of the approved scheme, to withdraw from the project, or to pause pending potential market improvements. Not progressing would reduce financial risk but forgo the opportunity to deliver much-needed housing, jeopardise grant funding, and risk reputational damage, while delaying offers no certainty of improved conditions and may increase costs or funding risks. On balance, it is recommended that the Council proceeds with the scheme to deliver new extra care housing and a replacement day care facility.

Is this a Key Decision?

Yes

Does the call-in procedure apply?

Yes in respect of the Cabinet's decisions in 1 and 2 above and no in respect of the Cabinet's recommendations to Council in 1 and 2 above.

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

None

Published

15 May 2026

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

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Record of Decisions

Gillard Road, Brixham – Public Path Creation Order

Decision Taker

Cabinet on 12 May 2026

Decision

That Cabinet recommend to the Adjourned Annual Council meeting on 14 May 2026:

1. that the Divisional Director for Place Strategy be requested to exercise his delegated powers to authorise the making of a Public Path Creation Order under Section 26 of the Highways Act 1980 in respect of the footpath at/off Gillard Road, Brixham shown edged red on the plan shown on Appendix 1, attached to the submitted report; and
2. that the Divisional Director for Place Strategy, in consultation with the Cabinet Member for Place Development and Economic Growth, be given delegated authority to confirm the Order if there are no objections or objections are withdrawn. In circumstances where there are objections, the Divisional Director for Place Strategy shall seek confirmation of the Order from the Secretary of State.

Reason for the Decision

The proposal supports the delivery of Torbay's vision for a healthy, happy, and prosperous community by safeguarding a safe, reliable, and accessible walking route for everyday use. Protecting this link strengthens neighbourhood connectivity, promotes active travel, and contributes to improved health outcomes and community participation, in line with the Community and People theme.

Implementation

The decisions above will be considered at the adjourned annual Council meeting on 14 May 2026.

Information

The walking route alongside and connecting from Gillard Road, Brixham is currently a permissive path, meaning public access is allowed at the discretion of the landowner and can be withdrawn at any time. Risk to the route emerged when the land, previously owned by Torbay Coast and Countryside Trust (TCCT), entered liquidation and was offered for sale, creating uncertainty over the future of public access.

While Torbay Council manages and maintains the Public Rights of Way (PROW) network recorded on the Definitive Map and Statement, permissive paths are not legally protected and fall outside the Council's statutory responsibilities. As a result, continued public access to this well-used and valued route cannot be guaranteed, particularly following changes in land ownership.

Without formal designation, there is a real risk that the community could lose a safe and important walking link relied upon by residents and visitors. Designating the route as a PROW would secure its long-term availability, provide legal protection, and ensure it can be properly maintained as part of the wider network.

Alternative Options considered and rejected at the time of the decision

Continuing to rely on voluntary landowner permission would require no immediate legal or resource commitment and may preserve access in the short term. However, public access would remain unsecured and could be withdrawn at any time, particularly following the sale of the land, with a real risk of the route being lost.

Seeking a long-term permissive access agreement with new landowners would allow continued use without establishing a Public Right of Way (PROW) and would be less administratively complex. However, access would remain non-permanent, could still be withdrawn in future, and would carry no statutory maintenance obligation, potentially resulting in inconsistent path quality.

Alternatively, entering into a Public Path Agreement under Section 25 of the Highways Act 1980 would secure the route as a PROW through voluntary dedication. However, following the land sale, ownership is expected to be fragmented, making negotiations complex and potentially prolonged.

Is this a Key Decision?

Yes

Does the call-in procedure apply?

No

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

None

Published

14 May 2026

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

Record of Decisions

Torbay Joint Health and Wellbeing Strategy

Decision Taker

Cabinet on 12 May 2026

Decision

That Council be recommended to approve the 'Our Healthy Neighbourhoods' Torbay Joint Health and Wellbeing Strategy 2026 – 2030 as set out in the revised Appendix 1 supplement published on 11 May 2026, to the submitted report as a Policy Framework document of Torbay Council.

Reason for the Decision

The 'Our Healthy Neighbourhoods' Torbay Joint Health and Wellbeing Strategy 2026 – 2030 reflects the importance of the programme of work in helping to realise the Council's vision for Torbay, by supporting healthier lives, improved wellbeing and long-term prosperity.

Implementation

The decision above will be considered at the adjourned annual Council meeting on 14 May 2026.

Information

The 'Our Healthy Neighbourhoods' Torbay Joint Health and Wellbeing Strategy 2026 – 2030 was developed in line with the statutory duty on local authorities and the NHS to address needs and inequalities identified in the Joint Strategic Needs Assessment (JSNA) and to set shared priorities for action. It was developed collaboratively with Health and Wellbeing Board Members during 2025, agreed for consultation by the Board and approved by Cabinet in December 2025. The Strategy focuses on supporting integrated working across health, care and wider council functions, with a clear vision centred on healthy neighbourhoods and prevention in place.

Alternative Options considered and rejected at the time of the decision

There was no alternative option, as local authorities and the NHS are subject to a statutory joint duty, exercised through the Health and Wellbeing Board, to produce both a JSNA and a Joint Health and Wellbeing Strategy. This legal requirement necessitates the development and publication of the Strategy, meaning that not proceeding was not a viable option.

Is this a Key Decision?

Yes

Does the call-in procedure apply?

No

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

None

Published

14 May 2026

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