

Clerk: Lorraine Rawles  
Telephone: 01803 207087  
E-mail address: [governance.support@torbay.gov.uk](mailto:governance.support@torbay.gov.uk)  
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Governance Support  
Town Hall  
Castle Circus  
Torquay  
TQ1 3DR

Dear Member

## **CABINET - TUESDAY, 12 MAY 2026**

I am now able to enclose, for consideration at the Tuesday, 12 May 2026 meeting of the Cabinet, the following reports that were unavailable when the agenda was printed.

<b>Agenda No</b>	<b>Item</b>	<b>Page</b>
6.	<b>Levelling Up Funding Round 3 - Brixham Port (Oxen Cove) and Paignton (Tech Park)</b>	(Pages 3 - 84)
7.	<b>Redevelopment of former Crossways Shopping Centre, Paignton</b>	(Pages 85 - 130)

Yours sincerely

Lorraine Rawles  
Clerk

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**Meeting:** Cabinet

**Date:** 12 May 2026

**Wards affected:** All

**Report Title:** Levelling Up Funding Round 3 – Brixham Port (Oxen Cove) and Paignton (Tech Park)

**When does the decision need to be implemented?** May 2026

**Cabinet Member Contact Details:** Chris Lewis Cabinet Member for Place Development and Economic Growth

**Director Contact Details:** Alan Denby, Director Pride in Place, Davd Carter Director of Regeneration

## 1. Purpose of Report

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- 1.1. This report sets out the project progress to date, future programme for delivery and the decisions required of Cabinet and Council to expedite delivery of development at Brixham Port (Oxen Cove) and Paignton (Tech Park), to comply with the grant funding conditions set by Government.
- 1.2. The projects have been developed to date using grant funding drawn down from the original Government grant award of £20m in 2024, which at the time was badged as the Levelling Up Fund (LUF), (Round 3 allocation), with the specific proposal submitted to Government in 2023 for Round 3 called 'Brixham High Tech Fish and Chips'.
- 1.3. The Government confirmed LUF3 funding in October 2024, but from the autumn of 2025 LUF3 funding was merged with Towns Deal funding in an overall fund called the Local Regeneration Fund (LRF) - [Local Regeneration Fund: delivery and technical FAQs - GOV.UK](#). Although the merging of the funds gave more flexibility in terms of moving monies between projects to achieve an overall outcome for a Local Area, and also permitted the introduction of new projects that delivered the overall objectives for place that were defined in the Town Deal and LUF prospectuses, they did require that existing projects should continue to be delivered as intended unless there was a compelling reason to stop or change. Our LUF3 projects had been significantly developed by the autumn of 2025 and were and are still on target to be delivered within the overall programme deadline of April 2028. At this stage we are not intending to introduce any new projects into the LRF programme and intend to use all of the £20m originally allocated by LUF3 on both Oxen Cove and Tech Park and associated infrastructure mitigation and reinforcement as was originally intended.

- 1.4. This report sets out the proposed timeline for delivery and the allocation of funding between the two projects subject to each project's business case meeting both the criteria originally submitted to Government and the minimum criteria of our Local Assurance Framework (business case process).

## 2. Reason for Proposal and its benefits

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- 2.1. The proposals in this report help us to deliver our vision of a healthy, happy, and prosperous Torbay by investing in existing local employment sectors to expand employment space and increase the number and quality of jobs.
- 2.2. Tech Park will provide much needed grow on space for the photonics industry from EPIC in this phase, and the Council has already used £2.3m of the grant funding to acquire land for a further phase, (Tech Park 2), which is currently being prepared for a future grant funding bid either directly to Government or through the County Combined Authority (CCA).
- 2.3. The creation of 2550m<sup>2</sup> of new employment space at Oxen Cove for the fishing industry will achieve the dual objectives; of allowing some businesses to decant from the main port site to free up space to expand the fish market and provide space for the expansion and attraction of new sustainable fisheries businesses e.g. shellfish and hatcheries to restock and maintain a sustainable supply to the market. The employment units are being designed to high external specification to provide a window into the industry for visitors and tourists traversing the South West Coastal park and in turn it is hoped this will further increase the cache of Brixham Fish market and further establish the Brixham and Torbay reputation for high quality seafood and aquaculture.
- 2.4. Each project may over time produce an excess income back to the Council (above holding, maintenance and sinking fund costs) to invest back into the wider regeneration programme.

## 3. Recommendation(s) / Proposed Decision

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- 3.1. That Cabinet approve the outline proposals for schemes at Brixham Port (Oxen Cove) and Paignton Tech Park as set out in the Strategic Outline Cases attached at Appendix 1 and Appendix 2.
- 3.2. That Cabinet note that under delegated authority, the Director of Finance in consultation with the Cabinet Member for Housing and Finance, will allocate funding from grant monies to develop the schemes at Brixham Port (Oxen Cove) and Paignton Tech Park pursuant to the Capital Programme.
- 3.3. That Cabinet confirm the current programme cost estimates as set out in Section 8 of this report to enable them to be reported to Government at the end of May 2026 as is required by the new Local Regeneration Fund (LRF) quarterly monitoring return.

## 4. Appendices

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Appendix 1: Strategic Outline Case for Oxen Cove (March 2026)

Appendix 2: Strategic Outline Case for Tech Park (July 2025)

## 5. Background Documents

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- LUF 3 Bid Document from March 2024
- Block plan and elevations for Employment space on Oxen Cove

## Supporting Information

### 6. Introduction

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- 6.1. The projects have been developed since the Autumn of 2024 when the Government confirmed the LUF3 grant funding was secure in the October Budget.
- 6.2. Both projects have had to overcome a number of logistical hurdles in their development to get them to their current preferred option status for Cabinet Approval, before moving through the statutory delivery processes needed to allow a start on site in the autumn of 2026 for Tech Park and January 2027 for Oxen Cove (subject to planning consent).
- 6.3. Tech Park – The existing EPIC building has been a fantastic success and has achieved its intended outcomes but is now full and without high spec grow on space businesses are remaining at EPIC and to a degree are blocking the start-up and expansion of other photonics businesses preventing the natural circle of life of businesses from start up to SME and onto hopefully large local employers.
- 6.4. Tech Park is much needed to allow high value businesses with significant growth potential to remain in Torbay and grow within the facilitated management of the existing EPIC team.
- 6.5. Brixham Port is operating considerably beyond the designed capacity of its infrastructure and the creation of new spec employment buildings on Oxen Cove will allow the Port to continue to grow and diversify into the Council and Harbour Authorities vision for a truly sustainable fisheries industry.
- 6.6. At present although Brixham is the highest value port in England in terms of the premium it commands at the point of sale in the fish market, it does not have any processing or holding capacity that adds value to the catch beyond the existing retail businesses currently on the Port site. Indeed currently the only processing and packaging in Torbay of landed catch occurs in sub-standard temporary facilities in Paignton. The vast majority of the fish traded at the market is simply transported out to be processed elsewhere in the UK and continental Europe. A previous proposal for similar facilities that wasn't then delivered saw one local operator locate their processing facilities in Holland. The processing facilities will add value to the catch, employ local people and further increase the value of produce caught, sold and processed at Brixham adding an additional premium to the Brixham brand.

### 7. Options under consideration

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- 7.1. The option to do nothing would result in the Government funding being handed back and the investment in the Local Economy not being realised.

7.2. Various options for the buildings and building footprints have been considered and the preferred options presented in Appendix 1 and 2.

## 8. Financial Opportunities and Implications

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8.1. The original LUF3 bid in 2024 to Government set out a 50/50 split of the £20m of grant funding and a total of £5.415m of supported Council Borrowing to create a total capital investment of £25.415m for delivery.

8.2. The current proposal, now the schemes have been developed beyond Strategic Outline Business Case, is for a similar split of grant funding of £9.85m/£10.15m between Tech Park and Oxen Cove but with the supported borrowing solely being applied to Oxen Cove .

8.3. It is probable that there will be a slight variance in the costs of schemes delivered between now and achieving Full Business Case sign off for each project later in 2026.

8.4. The table below (Table 8.1) shows the current estimates of cost and budget from the Business Case documents attached at Appendix 1 and 2

	Total Project Costs	LRF Allocation	PWLB Supported Borrowing
Tech Park – Land acquisition at White Rock	£2.3m	£2.3m	£0
Tech Park – Westfield Unit D - Refit	£7.55m	£7.55m	£0
Oxen Cove	£14.1m	£10.15m	£3.95m
<b>Total</b>	<b>£23.95m</b>	<b>£20m</b>	<b>£3.95m</b>

## 9. Legal Implications

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There are the usual legal implications in terms of the property assets and liabilities being created from new developments and the acquisition of buildings all associated legal issues are being dealt with by our internal legal team.

## 10. Engagement and Consultation

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10.1. Tech Park – Engagement has been undertaken with potential occupiers and soft marketing undertaken regarding rent and lease arrangements. As the scheme will repurpose and existing building at Long Road Paignton, formal public consultation has been undertaken.

- 10.2. Oxen Cove – There have been a series of engagement events since December 2024 listed below and a formal pre-planning consultation carried out in March 2026.
- 10.3. Key public concerns raised by pre-planning consultation was regarding the loss of parking at Oxen Cove, the potential for additional HGV movements attracted by the proposed development.
- 10.4. We will add more narrative on mitigating the issues highlighted in 10.3 in the final version.

## 11. Procurement Implications

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- 11.1. Procurement of Contractors to take on the construction and fit work is being managed as described in the appended SOC's and will be further developed for the OBC stage gateway.

## 12. Protecting our naturally inspiring Bay and tackling Climate Change

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- 12.1. Oxen Cove building is being designed to incorporate solar PV on the roof of the building
- 12.2. Improving the building performance of the existing building at Westfield is being considered by the fit-out scope.

## 13. Associated Risks

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- 13.1. Failure to make a decision will impact on programme and likely either increase delivery costs or create a revenue reversion risk if the projects do not progress.

## 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	<ul style="list-style-type: none"> <li>18% of Torbay residents are aged under 18 years old.</li> <li>55% of Torbay residents are aged between 18 to 64 years old.</li> <li>27% of Torbay residents are aged 65 and older.</li> </ul>	<p>The proposals in this report help us to deliver our vision of a healthy, happy, and prosperous Torbay by investing in existing local employment sectors to expand employment space and increase the number and quality of jobs. This will benefit young people and those of working age. No adverse impacts are anticipated.</p>	<p>We will work with our partners to support people of different ages to access construction and employment opportunities linked to the developments where appropriate.</p>	Not applicable
Carers	<ul style="list-style-type: none"> <li>At the time of the 2021 census there were 14,900 unpaid carers in Torbay.</li> <li>5,185 of these carers provided 50 hours or more of care.</li> </ul>	<p>The proposals in this report help us to deliver our vision of a healthy, happy, and prosperous Torbay by investing in existing local employment sectors to expand employment space and increase the number and quality of jobs. Accessibility of the buildings will be a key consideration - No adverse impacts for carers are anticipated.</p>	<p>We will work with our partners to ensure carers can access construction and employment opportunities linked to the developments where appropriate.</p>	Not applicable
Care experienced	<ul style="list-style-type: none"> <li>As of January 2026, there were 277 former care experienced young people aged 18-24 in Torbay.</li> </ul>	<p>The proposals in this report help us to deliver our vision of a healthy, happy, and prosperous Torbay by investing in existing local employment sectors to expand employment space and increase</p>	<p>We will work with our partners to support care experienced individuals to access construction and employment</p>	Pride in Place

		the number and quality of jobs. We recognise the additional barriers care experienced individuals face when accessing the job market. No adverse impacts for carer experienced individuals are anticipated.	opportunities linked to the developments.	
Disability	<ul style="list-style-type: none"> <li>In the 2021 Census, 23.9% 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.</li> </ul>	<p>The proposals in this report help us to deliver our vision of a healthy, happy, and prosperous Torbay by investing in existing local employment sectors to expand employment space and increase the number and quality of jobs.</p> <p>We recognise the additional barriers that some people with disabilities face when accessing the job market.</p> <p>Ensuring that accessibility of buildings will be key to the project's successful development.</p> <p>No adverse impacts for people with disabilities are expected.</p>	We will work with our partners to people with disabilities to access construction and employment opportunities linked to the developments,	Pride in Place
Gender reassignment	<ul style="list-style-type: none"> <li>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.</li> </ul>	Building design needs to include toilet provision which meets the needs of everyone who uses it including those who identify as trans and those who describe their gender identity by using a different term. No adverse impacts are anticipated from this decision.	Inclusive toilet provision needs to be included in any building design spec.	Pride In Place
Marriage and civil partnership	<ul style="list-style-type: none"> <li>Of those Torbay residents aged 16 and over at the time of 2021 Census,</li> </ul>	No adverse impacts are anticipated.	No specific measures	Not applicable

	44.2% of people were married or in a registered civil partnership.			
Pregnancy and maternity	<ul style="list-style-type: none"> <li>Between 2013 and 2024, the rate of live births (as a proportion of females aged 15 to 44) has been slightly but significantly higher in Torbay (average of 56.0 per 1,000) than the Southwest (53.4) and broadly in line with England (56.3).</li> <li>For the period 2022 to 2024, rates in Torbay (44.6) have been significantly below England (50.0).</li> </ul>	No adverse impacts	No specific measures	Not applicable
Race	<p>In the 2021 Census, 96.1% of Torbay residents described their ethnicity as the following:</p> <ul style="list-style-type: none"> <li>1.6% as Asian, Asian British or Asian Welsh</li> <li>0.3% as Black, Black British, Black Welsh, Caribbean or African</li> <li>1.5% as being of Mixed or Multiple ethnic groups</li> <li>96.1% as White</li> <li>0.4% described their ethnicity another way.</li> </ul> <ul style="list-style-type: none"> <li>Black, Asian and minoritised ethnic</li> </ul>	The proposals in this report help us to deliver our vision of a healthy, happy, and prosperous Torbay by investing in existing local employment sectors to expand employment space and increase the number and quality of jobs. We recognise the additional barriers that some people from minoritised backgrounds may face when accessing the job market.	We will work with our partners to support people from minoritised backgrounds to access construction and employment opportunities linked to the developments where appropriate.	Pride In Place

	<p>communities 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>The 2021 Census showed that the residents in Torbay identify their religion and/or belief as the following;</p> <ul style="list-style-type: none"> <li>• 48.5% are Christian</li> <li>• 0.4% are Buddhist</li> <li>• 0.2% are Hindu</li> <li>• 0.6% are Muslim</li> <li>• Less than 0.1% are Sikh</li> <li>• 0.1% are Jewish</li> <li>• 0.7% have another religion</li> <li>• 43.2% have no religion</li> <li>• 6.3% did not answer</li> </ul>	<p>No adverse impacts are expected from this decision. However, the design/ use of any space should be informed by community safety considerations such as appropriate levels of lighting for example to ensure everyone feels as safe as possible.</p>	<p>We will work with our partners where appropriate.</p>	<p>Pride In Place</p>
Sex	<ul style="list-style-type: none"> <li>• 51.3% of Torbay's population are female.</li> <li>• 48.7% of Torbay's population are male.</li> </ul>	<p>The proposals in this report help us to deliver our vision of a healthy, happy, and prosperous Torbay by investing in existing local employment sectors to expand employment space and increase the number and quality of jobs.</p> <p>Consistent with national labour market trends, we recognise that women can face disproportionate barriers to accessing employment, especially when balancing caring and family responsibilities.</p>	<p>We will work with our partners to support people to access construction and employment opportunities linked to the developments where appropriate.</p>	<p>Pride In Place</p>

Sexual orientation	<p>In the 2021 Census, residents described their sexuality as follows;</p> <ul style="list-style-type: none"> <li>• 89% as Straight or Heterosexual</li> <li>• 1.7% as Gay or Lesbian</li> <li>• 1.1% as Bisexual</li> <li>• 0.1% as Pansexual</li> <li>• 0.1% described their sexuality another way</li> <li>• 7.4% of people didn't answer the question</li> </ul>	No adverse impacts	No specific measures	
<p>Armed Forces Community</p> <p style="writing-mode: vertical-rl; transform: rotate(180deg);">Page 12</p>	<ul style="list-style-type: none"> <li>• In 2021, 3.8% of residents in England reported that they had previously served in the UK armed forces.</li> <li>• In Torbay, 5.9% of the population have previously served in the UK armed forces.</li> </ul>	The proposals in this report help us to deliver our vision of a healthy, happy, and prosperous Torbay by investing in existing local employment sectors to expand employment space and increase the number and quality of jobs. We recognise the additional barriers that the armed forces community including veterans and their families face when accessing the job market.	We will work with our partners to support the armed forces community to access construction and employment opportunities linked to the developments where appropriate.	
<b>Additional considerations</b>				
Socio-economic impacts (Including impacts on child poverty and deprivation)	<ul style="list-style-type: none"> <li>• Torbay is ranked as the 39th most deprived upper tier local authority in England in the Index of Multiple Deprivation 2025.</li> </ul>	The proposals in this report help us to deliver our vision of a healthy, happy, and prosperous Torbay by investing in existing local employment sectors to expand employment space and increase the number and quality of jobs.	We will work with our partners to ensure that people from a range of socio-economic backgrounds have are supported in accessing the benefits of the development.	Pride in Place Children and Adult Services

Public Health impacts (Including impacts on the general health of the population of Torbay)	<ul style="list-style-type: none"> <li>For the five-year period 2020 to 2024, data shows there is a 6-year life expectancy gap between males who live in Torbay's least and most deprived areas and, a 3-year gap for females.</li> </ul>	The proposals in this report help us to deliver our vision of a healthy, happy, and prosperous Torbay by investing in existing local employment sectors to expand employment space and increase the number and quality of jobs.	Not applicable	Not applicable
Human Rights impacts		No adverse impacts on human rights are expected. The Council remains committed to upholding human rights.	Not applicable	Not applicable
Child Friendly		The proposals in this report help us to deliver our vision of a healthy, happy, and prosperous Torbay by investing in existing local employment sectors to expand employment space and increase the number and quality of jobs.	We will work with our partners to ensure that people from a range of socio-economic backgrounds are supported in realising the benefits of the development.	

## 15. Cumulative Council Impact

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15.1. None

## 16. Cumulative Community Impacts

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16.1. None

**Brixham Port Infrastructure Project  
(PIP)**

**Strategic Business Case (SOC)**

SRO / Project Sponsor:	<b>David Carter</b>	<b>Director of Regeneration</b>
Project Manager:	<b>Martin Tresidder</b>	<b>Director of Development (Milligan)</b>

<b>Version 1.0</b>	<b>Name</b>	<b>Date</b>
Prepared by:	Helen James, Milligan Martin Tresidder, Milligan Jon Munce, Milligan	06/03/2026
Reviewed by:	Operational Review Board	04/03/2026
Approved by:	Capital Growth Board	

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# 1 Introduction

## 1.1 Purpose of this report

This Strategic Outline Case (SOC) outlines the redevelopment proposal for the Port Infrastructure Project, located on the Oxen Cove Car Park adjacent to the existing Fish Market in Brixham. The commercial appraisal of the proposal utilises Torbay Council grant from the Local Regeneration Fund (LRF) to expand Fish Market operations.

The following approvals are sought:

- To approve a further tranche of pre-construction activity to obtain planning consent and create further certainty on scheme viability.
- To approve an in-phase budget of £640K to undertake this activity (The in-phase budget will be funded from LGF grant already in place – see details below).

## 1.2 Executive Summary

The Brixham Port Infrastructure Project represents a pivotal intervention for Torbay Council as it seeks to safeguard and expand the operational capacity of England's most valuable fish market. For centuries, Brixham's harbour has played a defining role in the region's economy and identity, evolving from a major centre of sail-powered trawling into a nationally significant landing and auction hub. In recent years, growth has accelerated at an unprecedented pace.

The value of fish sold through Brixham Fish Market has more than doubled within five years, rising from £35.8 million in 2020 to £77.7 million in 2025, and this upward trajectory shows no sign of slowing. This growth, however, has exposed severe spatial and operational constraints within the existing market and surrounding harbour estate.

Accommodation is at or beyond practical capacity, with informal expansions into temporary structures, constrained circulation routes and inefficient layouts impeding both current operations and future growth potential.

This Strategic Outline Case therefore sets out a proposal to unlock significant new accommodation at the Oxen Cove site, directly adjacent to the fish market, providing essential modern commercial units and enabling the relocation of existing harbour tenants into permanent, fit-for-purpose facilities.

The project is intended to address both immediate operational pressures and longer-term strategic objectives. Torbay Council/Harbour Authority, as freeholder, recognises that without intervention the market's continued expansion—critical to the area's economic health—will be hindered by spatial limitations, health and safety concerns and the proliferation of temporary spaces not suitable for long-term use.

Operators require additional space for processing, handling and associated activities, and current facilities no longer provide the efficiency or capacity necessary to support a sustainable and competitive fishing industry.

The Oxen Cove development is a central component of the local strategy to address these issues and aligns closely with Torbay's Community and Corporate Plan, which prioritises economic growth, investment in key assets, improved employment opportunities and the creation of safer, better-connected town centres. By enabling the relocation of operators and consolidating activity within a coherent, purpose-built environment, the project will unlock valuable space within the existing fish market, support continued growth in fish landings and underpin wider regeneration efforts across Brixham.

The scheme is also shaped by a number of wider strategic and logistical considerations:

- Highways constraints along Overgang Road and Blackball Lane require careful planning, as increased heavy service vehicle movements will exacerbate current safety issues.
- Car parking will be significantly affected during construction and post completion, making off-site provision such as a temporary Park & Ride essential to mitigate disruption both for harbour users and the local community.

- The site also presents physical challenges, with the northern cliff face requiring further geotechnical assessment, vegetation clearance and potential remediation due to risks of slippage and rockfall. The programme implications of this need to be fully ascertained.
- The presence of a South West Water pumping station within the site boundary adds further complexity, as temporary and permanent access for maintenance vehicles must be protected, and negotiations regarding easements will influence the final layout.
- Brixham Yacht Club sits adjacent to the proposed development and will be significantly affected, requiring temporary storage and carefully managed access both during construction and within the operational scheme.
- The South West Coastal Path, which traverses the southern boundary, must also be safely maintained or temporarily diverted.
- Vacating all current users of the site area.

These are issues, but key is the restructuring of the current operations to facilitate the expansion at the Fish Market on the existing main site and decanting existing businesses with growth potential into the new space.

These considerations will be addressed through RIBA Stage 2 and 3 design development, surveys and stakeholder engagement.

The design emerging from feasibility provides five new units, with a combined internal area of around 2,900 square metres, exceeding the Levelling Up Fund requirement of 2,550 square metres. A feature mezzanine level overlooking the harbour offers additional amenity and operational flexibility.

Tenant engagement undertaken between October 2025 and January 2026 has informed spatial requirements. The scheme therefore provides both sufficient area to meet funding requirements and flexibility for subsequent refinement through the next design stages.

A robust planning and engagement strategy is being prepared, recognising that issues such as traffic impacts, loss of parking and perceived disruption to harbour operations or local residents will form the basis of consultation feedback.

The project is scheduled to gain Planning Consent in October 2026, commence construction in January 2027 and achieve PC by December 2027, with operational commencement in early 2028 once tenants have mobilised.

The financial analysis supporting this SOC demonstrates strong value and long-term sustainability. The project is principally funded by £9.791 million of Levelling Up Fund grant, supplemented by up to £4.238 million of Public Works Loan Board borrowing by Torbay Council.

The development appraisal indicates a positive cost-value reconciliation, with a projected surplus of £2.207 million were the completed asset to be sold at one year post-completion. Alternatively, under a long-term hold scenario, net operating revenue is forecast to exceed annual debt service by approximately £236k, with further increases expected through rent inflation.

While there will be unavoidable impacts during construction, particularly the temporary reduction in car park capacity (temporarily by circa 100 spaces and permanently by circa 50 spaces until Brixham Central CP is built) and potential disruption to harbour users these effects will be managed through mitigation measures and coordinated planning with other regeneration projects in Brixham.

Overall, the Strategic Outline Case concludes that the Oxen Cove scheme is essential to sustain and grow one of Torbay's most important economic assets. It addresses critical operational challenges, provides the physical capacity required for the fishing industry to continue its upward trajectory and contributes to wider regeneration aims for Brixham.

With funding secured, a viable development model in place and strong alignment with local strategic objectives, the case for progressing to RIBA Stage 2 and 3 design, detailed planning and further technical development is compelling and recommended to be implemented.

## 2 Strategic Case

### 2.1 The Case for Change

#### 2.1.1 Existing arrangement

Brixham, with its rich fishing heritage dating back to the 14<sup>th</sup> century, is renowned as one of the birthplaces of trawling. In the 19<sup>th</sup> century, Brixham was home to 270 sail-operated decked trawlers and employed 1,600 seamen, earning it the title of “the largest fishery in England.” This historic legacy is why Brixham Fish Market is truly one of a kind.

Today, Brixham is England’s largest fish market by value of fish sold. Brixham Fish Market has experienced sustained and material growth over the past five years, reflecting both increased volumes landed and strengthening market values. The total value of fish sold through the market has increased from £35.8m in 2020 to £77.7m in 2025, representing a clear upward trajectory notwithstanding short-term fluctuations in individual years.

The current Fish Market can no longer accommodate the required volumes of processing, auctioning and fish handling. Consequently, to support and achieve growth, there is an urgent need to optimise the use of space within the existing Brixham Fish Market and identify nearby areas to meet the expanding demands.

The objective of this project is to address these space limitations and provide adequate accommodation for both current and future operations at the harbour for the next 5-10 years. The aim is to enhance productivity, optimise outputs, and streamline operations, ensuring the harbour remains fit for purpose as it continues to grow. To achieve this, new accommodation at Oxen Cove is needed, with the option for subdivision based on tenant demand. Relocating some existing tenants from the existing Harbour and Fish Market buildings into these new units will free up valuable space within the current harbour, enabling the expansion of the fish market and supporting further growth and job creation at the port.

#### 2.1.2 Business needs – current and future

Torbay Council/Harbour Authority own the freehold to the fish market and the surrounding car parks and associated land in Brixham. Core Fish Market buildings and surrounding quay-side accommodation are operating at or beyond practical capacity. Over time, ancillary and supplementary uses have been accommodated within fish market buildings or through temporary and informal structures, driven by operational necessity rather than strategic planning. Operations have expanded onto Oxen Cove Car Park (the site) in an informal manner with temporary buildings and limited lease documentation.

While this informal expansion has enabled the market to function, it has resulted in:

- Constrained operational layouts within the fish market;
- Inefficient circulation and servicing arrangements;
- Reliance on temporary accommodation that is not fit for long-term use; and
- Limited ability to expand core market functions without intervention elsewhere within the harbour.
- Lack of full visibility with regard to asset control and leasing arrangements.

Addressing these constraints is essential if the Fish Market is to continue to grow in a safe, efficient and commercially sustainable manner.

As the port is a key employer, the Council is keen to support the future expansion and growth of the market. The Oxen Cove development is part of the strategy to implement additional space.

#### 2.1.3 Strategic need

##### 2.1.3.1 Corporate & Community Plan alignment

This project supports the Community and Corporate Plan in the following specific areas:

## Community and People

- For people across Torbay to celebrate success and feel part of their community.
- To support education and training, to enable people to fulfil their potential.
- To ensure our town centres are safe and welcoming for all.

## Pride in Place

- To invest in Brixham to enable it to develop its own distinct identity and roles.
- Proposals will improve the safety of the Harbour area through reducing potential conflict of vehicles and pedestrians.
- Improving the public realm, reshaping the town centres, and improving connectivity – to bring confidence, and employment for our community.
- To draw investment into our towns and breathe life into our town centres, partnering with the private sector to deliver major projects.
- To deliver priority capital projects within the Council's Capital Programme.
- To attract and retain younger, skilled people to live and/or work in Torbay
- To deliver town centre regeneration programmes
- To increase the percentage of people who are economically active in Torbay

## Economic Growth

- To attract, retain and grow our economic specialisms so we have growth which builds on our reputation.
- There will be good employment and learning opportunities that enhance the potential for our residents and our communities.
- Through proposed expansion of port operations Torbay is looking to the future and reaching out to collaborate, attract more investment and make the most of the considerable assets and opportunities it has.
- To make the most of Government and private sector investment, with the voice of business being heard as we move forward with our plans.
- We want to create the conditions for a strong and sustainable economy that supports a diverse mix of industries and jobs that inspire, providing equality of opportunity.
- To support businesses to flourish and grow as well as attracting new businesses to the Bay.
- To develop a year-round economy.
- To increase the amount of full-time employment opportunities within Torbay.
- Improved productivity in Torbay which closes the gap compared to the national data.
- The number of businesses and jobs in Torbay increases.
- Better balance of full-time to part-time opportunities.

### 2.1.3.2 Other relevant strategies

The need for this project is reflected in a several key local strategies including Torbay's Corporate Plan, Torbay Story and Torbay Port Masterplan.

This project supports Torbay Council's Economic Recovery Plan. This sets out Torbay's proposed response to the economic challenges facing the community following the Covid-19 pandemic.

The Torbay Community and Corporate Plan sets out the Council's ambition and vision for a prosperous and healthy Torbay.

## 2.2 Objectives

In accordance with the LUF3 bid, the required project outputs are:

- The provision of 2,550m<sup>2</sup> of new space (either lettable or operational) for the fishing industry.
- Creation of 40 direct (fishing related) jobs.

The objective of the project is to address current identified shortcomings in the provision of sufficient suitable accommodation for existing and future operations at the harbour, to improve productivity, to optimise outputs and to rationalise occupations to make the harbour fit for purpose.

## **2.3 Other considerations**

To successfully deliver the Oxen Cove proposal, several other factors have been identified that will need to be developed further in the next stage, these are summarised below:

### **Highways and car parking provision:**

The current Oxen Cove car parking provision will be significantly reduced due to the proposed development. In addition to this, the car parking provision at the adjacent Freshwater Car Park will temporarily be reduced during construction.

An initial Transport Outline Scheme Review has been carried out by Sands, highlighting the issues above. In the next stage a transport study will be undertaken to consider the impact of the development in both the temporary and permanent case, assessing the car parking provision, the impact of the additional HSVs and improvements to reduce the health and safety issues.

As mitigation for the loss of car parking spaces, an offsite parking facility (Park & Ride) is being proposed to meet the shortfall in spaces. This would be a temporary arrangement and is to be explored as a potential part of a permanent car parking solution.

The findings of the transport study will help to inform the requirements for the Brixham Central Car Park project which will seek to address the longer-term impact from the loss of car parking in Brixham.

### **Site Vacant Possession:**

The existing site is a car park and it currently houses a number of buildings and storage areas associated with the Fish Market and Brixham Harbour operations and the Brixham Yacht Club.

To achieve Vacant Possession of the site for construction to take place, the site will need to be cleared.

The Appraisal assumes that some of Freshwater Car Park will be used for temporary accommodation for some or all of the current occupiers on the site. This is a sensible position as it is in close proximity to the jetty and the Fish Harbour operations. Freshwater Car Park will also be used for the Contractor Welfare and Offices.

The Appraisal has an allowance for potential temporary accommodation which is being organised and coordinated by Torbay Council. The timing of the temporary accommodation and decant will need to align with the Master Programme dates.

### **Cliff Repair Works:**

The northern boundary of the site is a c. 10m high, rock face which will likely require some works as part of the development for safety reasons.

A Preliminary Review of Site Constraints & Concept Design Proposals ref 3706/R2 dated 25.10.24 by T. P. Jones has been carried out and identifies attention to:

- Blackball Lane, Overgang Road, Oxen Cove car park development (arising from slumping of overburden soils)
- Proposed car park development potential rock fall.

The recommended remedial works have not been completed in full.

In the next stage a further survey will be undertaken to ascertain the specific requirements and working restrictions that may impact the Oxen Cove programme. In addition, there is significant vegetation on the cliff face that will need to be cleared to enable a comprehensive survey of the cliff.

### **South West Water (SWW) Pumping Station**

A SWW Pumping station is located on the development site.

- The currently proposed accommodation has been positioned to avoid the easement to the 400mm rising main that runs through the site to the Pumping Station and access provided for SSW maintenance vehicles.
- SWW is a key stakeholder and as such temporary (construction) and permanent access and logistics will require agreement with SWW.

Torbay Council (TC) is progressing conversations with SWW, the output of this dialogue will then input into the next stage. It is likely that it will require a review of the proposed accommodation position and specific SWW access requirements.

### **Brixham Yacht Club access:**

Brixham Yacht Club is positioned at a pinch point between the Fish Harbour and the new development.

- Temporary storage for their boats and equipment will be required to provide safe construction access.
- Temporary access for the Yacht Club members during construction will need to be carefully developed in the next stage.

In addition to the temporary points made above, the permanent access logistics of Brixham Yacht Club, crane movements for moving boats and equipment with the Oxen Cove development needs to be carefully assessed with the Oxen Cove HSV movements in the next stage.

### **South West Coastal Path:**

The South West Coastal Path traverses the development site at its southern boundary.

- The position of the Path needs to be reviewed in the temporary case to ensure pedestrian safety during construction.
- This will be explored further in the next stage and the Appraisal includes an allowance for a temporary diversion if it is deemed necessary.

## 3 Economic Case

### 3.1 Critical success factors

The critical success factors (CSF's) are listed below:

- To provide a minimum 2,550m<sup>2</sup> of much required additional space for expansion of the fish market and related industries.
- To provide additional 40 jobs for employment.
- To deliver a scheme with the least subsidy and financial impact to TC.
- To deliver the scheme and achieve the fund spending deadline by March 2028.
- Enable the expansion of the existing fish market, BTA expansion.

### 3.2 Design for consideration

The development team has reviewed the history of the site and stakeholder requirements. A considerable number of constraints were identified and options identified to deliver required grant outcomes.

Previous teams explored the option of installing the required provision on a platform adjacent to the existing Fish Market. This proved cost prohibitive due to the need for marine piling which, when tested in the market, produced costs similar to the entire budget on this element alone.

Formerly, Torbay Council explored providing the scheme on a smaller site boundary. This scheme met the LUF funding requirements however, it did not align with operator requirements and enable the business case to be met. It did not fully support the expansion of the existing fish market.

During the feasibility the development team engaged with the existing operators between October 2025 and January 2026, to gain a greater understanding of their space requirements and to get visibility on their lease situation. These discussions have been reflected in the emerging design.

The following operators have confirmed ongoing interest in locating within the Oxen Cove development, all of whom have been quoted a headline rent of £20/sq ft (£215/m<sup>2</sup>) and remain engaged on that basis. This level of rent has been used as a working assumption in the Development Appraisal:

- Ian Perkes Fish Merchants Limited – c. 300 sq m
- Rockfish Quayside Limited – c. 650 sq m
- Waterdance Limited – c. 600 sq m
- Scallop Ranch Limited – relocation of existing portacabin considered sufficient
- Dartmouth Crab Company Limited – c. 483 sq m
- Offshore Shellfish Limited – c. 360 sq m

The total ground floor footprint required by these operators, based on initial discussions, exceeds 2,393 sq m, compared with an available ground floor provision of approximately 1,910 sq m within the current Oxen Cove footprint.

As a result, it is not possible to accommodate all interested operators without either:

- Compromising initial spatial requirements, or
- Retaining at least one operator within their existing fish market accommodation.

The current design requires one operator to be omitted from the Oxen Cove scheme. Further discussion is required with the Harbour Authority and Torbay Council to confirm the tenant mix for the facility.

### 3.2.1 Design Proposal

The proposed scheme is located on the Oxen Cove Car Park site and provides 4 No. new units commercial units and a 5<sup>th</sup> unit toward the cliff side of the site (this 5<sup>th</sup> unit will be a relocation of the existing temporary Marine Farm Services unit).

The new units include a feature balcony at mezzanine level that looks out over the harbour. Refer to the site plan and elevations below.

The design takes in to account the initial site constraints and other considerations noted in Section 2.3, tenant space requirements and operational requirements.

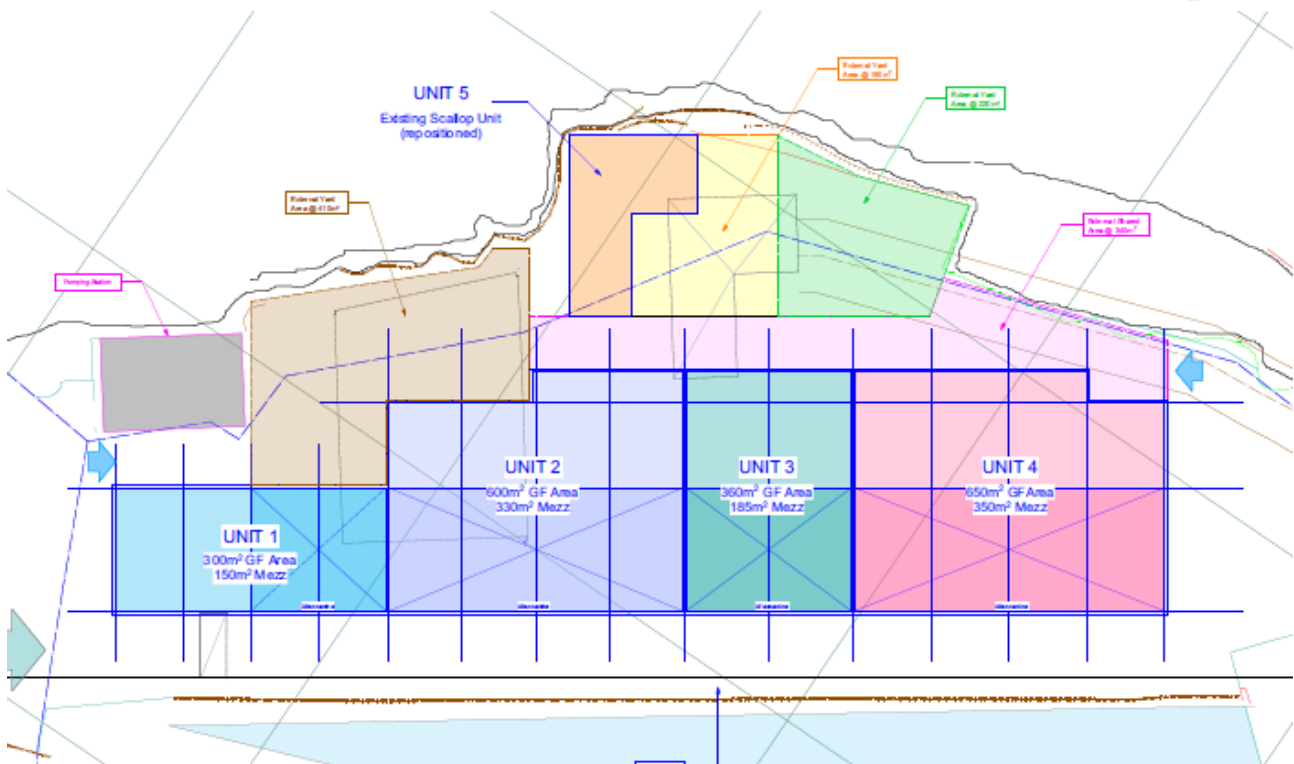
The total internal area including ground and mezzanine levels totals 2900m<sup>2</sup> which exceeds the LUF area requirements.

Goods vehicles will be able to pass in front of the units and the travel round to the rear of the units where there is an external service yard. Initial vehicle tracking has taken place and this will be progressed further in the next stage along with the other considerations noted above, particularly in relation to safe access for the Yacht Club and the SWW Pumping Station.

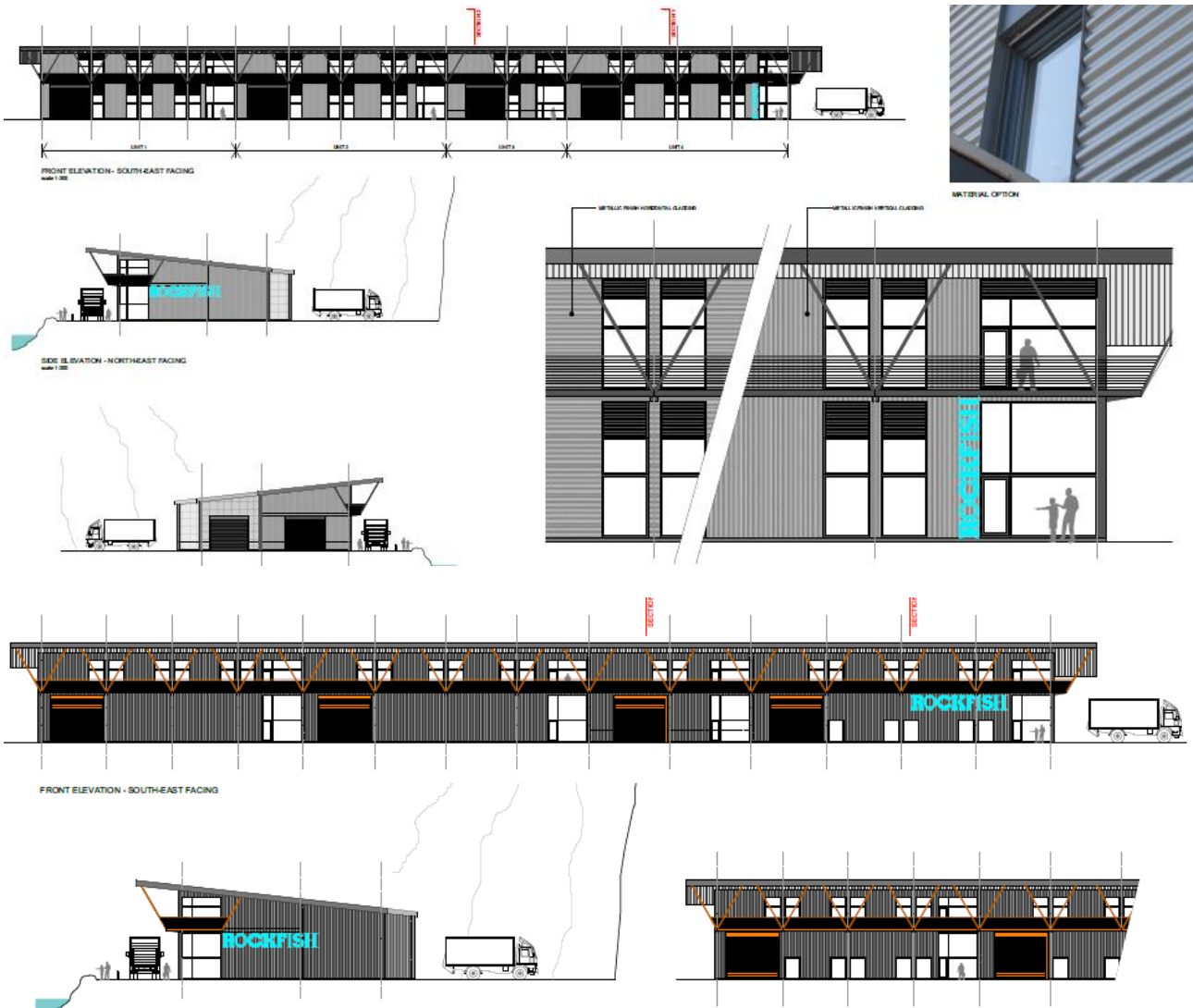
The tenant requirement have been discussed and informed the RIBA 1 scheme design below. At the next stage the detailed tenant requirements will be formulated into a clear design brief and that will be the basis of RIBA Stage 2.

Facade options have been considered. These will be reviewed assessed for value to determine which facade option is developed in the next design stage.

#### Oxen Cove Site Plan



Oxen Cove Elevations and Facade Options



## Planning

Turley has been appointed as the Planning Consultant and Strategic Communications Consultant for the Public Consultations for the Oxen Cove scheme. The high-level planning programme is:

- Public Engagement – March 2026
- Submit Planning Application – June 2026
- Determination – October 2026

Preparations for Public Engagement to take place in March 2027 are underway. It is noted that Public Engagement is taking place after a RIBA Stage 1 scheme rather than more developed RIBA Stage 2 or 3 design. Turley has advised that there is likely to be several questions that will arise during the engagement, particularly related to traffic and loss of car parking spaces. At this stage the relevant surveys and investigations are still ongoing and a comprehensive response to the Public Engagement questions will not be possible. However, the strategy is to incorporate the engagement findings into the RIBA Stage 2 design where required.

The Oxen Cove site has a number of different stakeholders due to its location. The recent planning application for the Shellfish Jetty had significant interest from the residents at Dalverton Court and it is expected that there will be similar interest for Oxen Cove during the planning process.

The Yacht Club will experience significant disruption as a result of the construction and operation of the Oxen Cove development and Torbay Council are progressing further discussions to reach agreement.

SWW will be a statutory consultee in the planning process as well as a key stakeholder as noted above in Other Considerations due to the location of the SWW Pumping Station and rising main that passes through the site. Torbay Council are aware and this is a factor in their ongoing conversations.

## Programme

The Master Delivery Programme is included at Appendix B. The key milestone dates are summarised below. The programme is based on a Two Stage Design & Build procurement with Willmott Dixon Construction via the Pagabo Framework. The start on site is dependent on Vacant Possession and a number of other factors, including an offsite car parking facility to mitigate the loss of car parking at Oxen Cove and the Freshwater Car Park during construction. The other factors are included in Other Considerations within this report.

Scheme Milestone	Date
Strategic Outline Case (SOC)	March 2026
Submit Full Planning Application	June 2026
Outline Business Case (OBC)	July 2026
Award PSCA	August 2026
Planning Application Determination	October 2026
Full Business Case (FBC)	December 2027
Award Building Contract	December 2027
Construction (inc mobilisation)	Jan 2027 – Dec 2027
Practical Completion	December 2028
Funding Spending Deadline	March 2028

The Master Delivery Programme is the baseline programme from which a detailed Oxen Cove programme will be developed in more detail. It does not include any Torbay Council embargo dates which may restrict or stop specific construction activities or may impact the start on site date. These will be identified and coordinated with Torbay Council and other relevant activities taking place at the same time.

Note that OBC occurs post Planning Application but pre Planning Consent. This is necessary to allow construction procurement to commence to facilitate FBC/Contract award in Dec 2026.

### 3.2.2 Conclusion

Based on the design process, costing and constraints analysis it is recommended to progress with the above design that aligns with LUF requirements and outline operator space requirements through RIBA 2-3 design and planning. The current preferred option has sufficient space included to adopt a degree of change which will need to be balanced with the development of the tenant specific requirements, Vacant Possession requirements and findings from further studies and investigations.

Below sets out the main activities in the next tranche of pre-construction activities:

#### **Design Development and Feasibility Testing**

- Develop the scheme design through RIBA Stage 2 and RIBA Stage 3.
- At the completion of each design stage undertake a design gateway review, a cost and value review and recast the development appraisal.

#### **Planning**

- Continue with the Public Consultation in March 2026 and feedback / evaluation to inform the RIBA Stage 2 and 3 design.
- Prepare and a planning application based on the RIBA 3 design.
- Submit a planning application to the Local Authority and obtain consent.

#### **Funding**

- Maintain contact with MCHLG to ensure LUP3 funding parameters are met.
- Continue to appraise the scheme on a regular basis to ensure delivery within the funding envelope.

#### **Operator Engagement**

- Maintain contact with all operators of the fish market.
- Confirm tenant mix for the Oxen Cove scheme.
- Agree Head of Terms with incoming occupiers (including specification for units)

## 4 Commercial Case

### 4.1 Introduction

Wilmott Dixon & Milligan (WDM) have been appointed by Torbay Council as long-term development partners for Torbay. This is a 10 year agreement to consider multiple strategic sites around Torbay. The appointment is via the Pagabo Developer Led Framework.

Brixham PIP has been identified as a site to be progressed and a Pre-Development Agreement (PDA) has been entered into for the site to facilitate this. The PDA will act as the delivery mechanism for the scheme up to point of construction, with all current team members procured pursuant to the PDA.

### 4.2 Market analysis

Set out below is a schedule showing the basis of the assumptions for the input metrics to the Development Appraisal:

Metric	Data Source/Basis of Calculation
Acquisition Cost	NIL acquisition costs assumed due to TC land ownership.
Construction Cost	Based on Order of Costs estimates (OCE) prepared by Coreus.
Planning Cost	Outline cost estimates based on market data and advice from Turley.
Professional Fees	Estimates based on issued appointments from the core team along with benchmark data from other projects.
Finance	The required debt finance is based on long-term PWLB borrowing by TC.
Commercial Rental Values	Estimates, informed by market research and initial interaction with the potential occupiers of the projects.

**Table 1 – Market analysis**

### 4.3 Route to market

All activity at this next stage of the project (as proposed by this SOC) will be procured and undertaken pursuant to the existing PDA with the professional and design team appointed by WDM.

A core development team has been assembled and will be expanded as the development process continues:

Discipline	Entity
Site Investigation	RedRock
Architect	MTA
Landscape Architect	Gro Landscapes
C&S Engineer	CASE
MEP Engineer	SDS
Traffic & Transport	Sands
Fire Consultant	Helios
Acoustic Consultant	Clarke Saunders
Ecologist	Western Ecology
Cost Consultant	Coreus
Planning Consultant	Turley

GPR Surveyor	KEMP
Tree Specialist	JP Associates
Hydrologist	WSP

**Table 2 – Route to Market**

In due course (post OBC once Stage 3 Design and Planning is achieved) the procurement of the construction works is anticipated to be via a 2-Stage procurement process leading to a Design & Build Contract as follows:

- Pre-Construction Services Agreement (to include RIBA Stage 4 design work).
- D&B Building Contract (either NEC or JCT form).

It is anticipated that these contracts will be procured via the Pagabo Major Construction Works Framework with a direct award to Willmott Dixon Construction (as is currently the plan for other partnership schemes).

Given the size of the project, however, a review other construction procurement routes will be undertaken immediately after SOC to ensure that the procurement route provides best value for Torbay Council. The review will consider programme implications of alternative routes to market and also factor in appropriate considerations of resource, capability and quality to deliver the scheme.

3

## 5 Financial case

### 5.1 Introduction

The project is being funded via £9,791,000 of LGF grant.

A Development Appraisal has been produced for the recommended development proposal and is attached in full at Appendix D.

The Appraisal assumes that TC will act as the developer and carry the development risk for the scheme and development funding, over and above the LGF grant, is provided by TC via use of PWLB borrowing.

The appraisals are modelled using 2 analysis techniques:

#### **Cost versus Value reconciliation**

This compares the total development cost against total development value at 1 year after completion (PC+1) on the premise that the asset would be sold to an Investor at that point.

The units are let to commercial occupiers at market rents/incentives.

Market investment yields are applied to the occupational rents to produce an investment value for the development.

#### **Revenue versus Debt Service reconciliation**

In addition to the above, the appraisals also consider a Revenue versus Debt Service scenario for a 40 year period.

This compares the net annual revenue generated by the completed scheme against the annual debt service cost of the net capital requirement at PC+1.

In this scenario the ownership of the completed asset is retained by TC (ie not sold to an investor) and the revenue generated from rents/income is retained by TC. The capital expended to complete the scheme is converted to long-term (40 year) debt and the revenue stream from the completed asset is used to service the payments on the debt.

Two different types of loan have been analysed:

- Equal instalments of capital repayment & interest thereon
- Annuity (equal instalments, containing both capital and interest, throughout the term)

This scenario is intended to illustrate the implications of a long-term hold of the completed asset by the Council.

## Analysis

A summary table of the out-turn metrics for the Cost vs Value Reconciliation is shown below:

### SUMMARY

#### KEY METRICS

Brixham Oxen Cove

#### Scheme Information

Development Period	3.5	Years
Debt Interest rate	4.65%	Per Annum
Exit Point	PC+	1 Year

#### Revenue Generating Areas

	Area	£/sq ft	% of Total
Industrial Units	38,266	13.60	100.0%
<b>Total Area</b>	<b>38,266</b>	<b>Sq Ft</b>	<b>100.0%</b>

#### Income & Investment Value

	Net Revenue	Average Yield	Cap Value	% of Total
Industrial Units	£520,439	7.500%	£6,939,192	100.0%
<b>Totals</b>	<b>£520,439</b>	<b>7.50%</b>	<b>£6,939,192</b>	<b>100%</b>

Rent Free Periods	£0
Purchasers Costs	-£438,778
Capital Sales/Income	£9,791,000
Interim Income (inc void costs)	£130,110

<b>Net Realisation</b>	<b>£16,421,524</b>
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#### Development Costs & Outlay

		% of Total
Acquisition / VP Costs	£1,500,000	10.5%
Planning Costs	£144,765	1.0%
Construction Costs	£10,670,099	75.0%
Other Construction	£60,000	0.4%
Professional Fees	£1,409,072	9.9%
Marketing & Letting	£100,000	0.7%
Disposal Costs	£115,004	0.8%
Capital Incentives	£0	0.0%
Finance Costs	£229,253	1.6%
<b>Totals</b>	<b>£14,228,193</b>	<b>100.0%</b>

#### Profit & Performance

Profit	£2,193,331
Profit on Cost %	15.42%
Equity Required	£0
Peak Debt	£4,246,760

### Appraisal Summary

As can be seen from the table above, the out-turn metrics on a cost/value comparison produce a development surplus of £2.193m meaning TC could dispose of the completed asset and crystallise this surplus.

The LGF grant funding of £9.791m is supplemented by a max of £4.246m of PWLB borrowing during the construction phase of the development. This borrowing would be repaid on sale of the asset at PC+1.

A summary table of the out-turn metrics for the Revenue vs Debt Service Reconciliation is shown below:

Industrial Units			Yr 1	Yr 2	Yr 3	Yr 4	Yr 5
<b>REVENUE</b>							
Gross Revenue (inc initial letting voids)				£520,439	£520,439	£520,439	£537,354
% Void in Year				0%	0%	0%	15%
<b>Letting Void</b>							
	Months	% of Rent Roll					
Rental (months)	3			£0	£0	£0	£-20,151
Service Charge (months)	3			£0	£0	£0	£-2,870
Business Rates (months)	3	45%		£0	£0	£0	£-8,782
<b>Letting Costs</b>							
Rent Free Periods (months)	6			£0	£0	£0	£-40,302
Capital Contributions (months)	0			£0	£0	£0	£0
Leasing Agents Fee (%)		15%		£0	£0	£0	£-11,710
Leasing Legal Fee (%)		5%		£0	£0	£0	£-3,903
<b>Total</b>			<b>£0</b>	<b>£520,439</b>	<b>£520,439</b>	<b>£520,439</b>	<b>£449,636</b>
<b>Non Recoverable LL expenses</b>							
	Per Annum			£5,000	£-5,000	£-5,000	£-5,000
<b>Residential Sales S/C Void</b>							
				£0			
<b>NET OPERATING INCOME (NOI)</b>			<b>£0</b>	<b>£515,439</b>	<b>£515,439</b>	<b>£515,439</b>	<b>£444,636</b>
Asset Management Fee	% of NOI	Annual Minimum		£15,463	£15,463	£15,463	£13,339
	3%	£10,000					
<b>NET INCOME</b>			<b>£0</b>	<b>£499,976</b>	<b>£499,976</b>	<b>£499,976</b>	<b>£431,297</b>
<b>DEBT SERVICE - EQUAL INSTALMENTS OF CAPITAL</b>							
				1	2	3	4
Total Debt at PC+1Yr (inc rolled up interest)	£4,192,078			£4,192,078	£4,087,276	£3,982,474	£3,877,672
Net Debt				£4,192,078	£4,087,276	£3,982,474	£3,877,672
Amortisation	Loan Period (yrs)						
	40			£-104,802	£-104,802	£-104,802	£-104,802
Interest	Interest Rate						
	6.080%			£-254,878	£-248,506	£-242,134	£-235,762
<b>TOTAL DEBT SERVICE</b>				<b>£-359,680</b>	<b>£-353,308</b>	<b>£-346,936</b>	<b>£-340,564</b>
<b>ANNUAL SURPLUS/DEFICIT</b>				<b>£140,296</b>	<b>£146,668</b>	<b>£153,040</b>	<b>£90,732</b>
<b>CUMULATIVE SURPLUS/DEFICIT</b>				<b>£140,296</b>	<b>£286,964</b>	<b>£440,004</b>	<b>£530,736</b>
<b>DEBT SERVICE - ANNUITY</b>							
				1	2	3	4
Total Debt at PC+1yr (inc rolled up interest)	£4,192,078			£4,192,078			
Repayments (Equal Instalments Int+Cap)	Loan Period (yrs)	Interest Rate					
	40	6.170%		£-284,603	£-284,603	£-284,603	£-284,603
<b>TOTAL DEBT SERVICE</b>				<b>£-284,603</b>	<b>£-284,603</b>	<b>£-284,603</b>	<b>£-284,603</b>
<b>ANNUAL SURPLUS/DEFICIT</b>				<b>£215,373</b>	<b>£215,373</b>	<b>£215,373</b>	<b>£146,694</b>
<b>CUMULATIVE SURPLUS/DEFICIT</b>				<b>£215,373</b>	<b>£430,747</b>	<b>£646,120</b>	<b>£792,814</b>

### Revenue v Debt Service (Years 1-5)

The table shows net revenue generated and the debt service costs incurred in the first 5 years of operation (note that income and interest cost in year 1 are rolled up in the development appraisal).

Residual long-term debt of £4.192m will be required at the end of the scheme and 2 options for debt service are shown:

- Equal Instalments of capital (over 40 years)
- Annuity (over 40 years)

In both options the net revenue exceeds the debt service. By £140k in year 1 for the EIC option and by £215k for the EIC option on an annual basis. Net revenue will increase over time with rent inflation, so this surplus will increase accordingly.

At maturity of the Loans (40 years), total surpluses of £22.17m and £20.21m are forecast for the EIC and Annuity options respectively.

There are a number of other indirect/collateral financial considerations which may impact the scheme:

- **Loss of car park revenue in Brixham:** This depends on a variety of factors, including alternative provisions such as park and ride, the timing of the project compared to the Brixham Town Centre parking schemes and the possible decisions by visitors – how many may decide to avoid the area during the construction phase
- **Additional income from increased landing tolls:** The likely impact will depend partly on external factors, but in any event this income stream could be securitised as a way to allow additional prudential borrowing on other schemes or to allow the alternative use of grant if more grant is required for the other LUF3 schemes.

- **Enabling Asset:** Oxen Cove functions as an enabling asset. Its value is not solely derived from the accommodation it provides, but from the capacity it unlocks elsewhere within the harbour estate, supporting continued growth in fish landings and associated revenues.

## 5.2 Working costs for next project stage

Set out below is an estimate of the costs required to progress the scheme to Planning Consent stage. These are estimated costs at this stage and will need to be market tested and procured.

Note these costs do not include costs for the previous costs incurred, current letting and estates management activity, which has been approved under a separate approval.

Description	Value	Comments
Planning Costs	£115,431	
Surveys	£32,320	
DM/PM Fees	£103,943	WDM
Professional Fees	£317,433	
Marketing & Letting	£12,500	
Contingency	£58,000	10% Allowance
<b>Total</b>	<b>£639,627</b>	

Table 4 – Working costs for next stage

## 5.3 Funding

5.3.1 The tables below set out the proposed funding strategy:

Funding Stream	Amount allocated	Budget Holder	Spent / Committed (FiMMs) (to Dec 25)	Residual	Comments
LUF3	£9,791,000	Malcolm Coe	£393,496	£9,397,504	Spend by Mar 28
PWLB Loan	£4,192,078	Malcolm Coe	£0	£4,192,078	
Interim Income	£130,110	Malcolm Coe	£0	£130,110	
<b>Sub-total</b>	<b>£14,113,188</b>				

Table 5 – Funding Allocations

As noted in 5.1 additional TC borrowing of £4.239m will be required over and above the LUF3 Grant

## 5.4 Capital Costs (Non Recurrent)

Description	Value	Comments
Acquisition/VP	£1,500,000	
Planning	£144,765	
Construction	£10,670,099	
Surveys	£60,000	
Professional Fees	£1,409,072	
Marketing & Letting	£100,000	
Disposal	£115,004	Only incurred if asset sold
Finance	£229,253	
Interim Income	-£9,791,000	
Grant Funding	-£130,110	
<b>Total</b>	<b>£4,307,083</b>	

**Table 6 – Total Project Costs**

**5.5 Ongoing costs estimates (Recurring commitment)**

All occupiers and tenants of the completed scheme will contribute to a Service Charge account which will be used to meet the running costs of the asset.

Where tenant/occupier voids occur, the landlord will meet the void costs of the vacant space. An initial projection of the management costs are detailed within the appraisals appended and estimates of void costs due to vacancy have been built into the development appraisal.

**5.6 Tax considerations**

A review of tax considerations will be undertaken with the Torbay Council Tax officer following approval of this business case.

**5.7 Financial summary**

Available Funds	Costs to Date Dec 25 (FiMMs)	Costs to Complete (excluding disposal)	Balance
£9,791,000 (LUF3) <u>£130,110 (interim income)</u> £9,921,110	£393,496	£13,719,692	£4,192,078 (Future Debt)

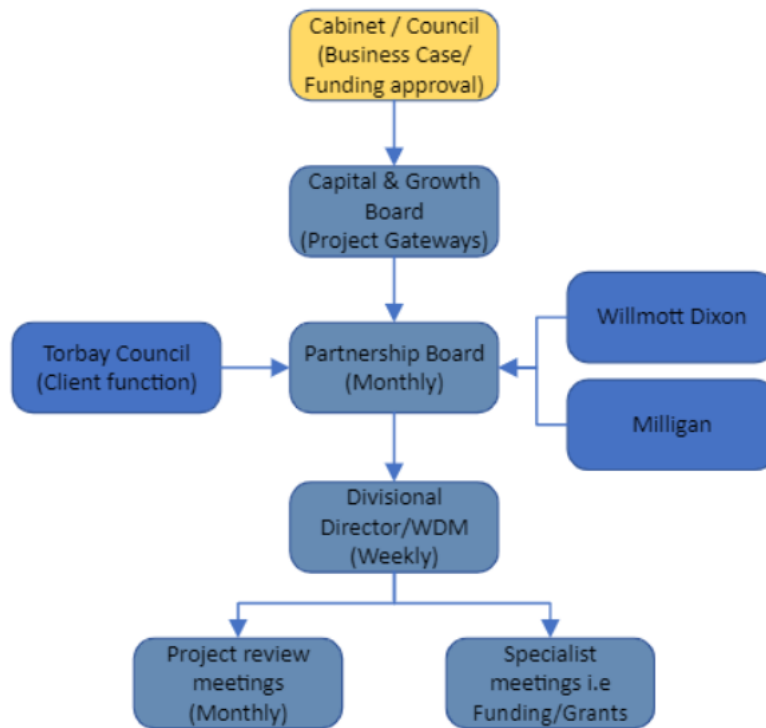
**Table 7 – Financial Summary**

## 6 Management case

### 6.1 Governance arrangement

#### 6.1.1 Governance structure

This project is one of the regeneration partnership schemes which is being delivered collaboratively between Torbay Council, Wilmott Dixon and Milligan. The below identifies the governance structure for this arrangement:



#### 6.1.2 Project Monitoring & Reporting

Project monitoring and reporting will be facilitated by the generation of monthly highlight reports delivered into the Regeneration Partnership Board.

Monthly Project Team Meetings (Project Board) are held including the key members of the wider design and development team to ensure progression and accurate reporting.

Relevant information will be collated from the above to feed into the monthly Capital Growth board. Specific reporting for LUF3 funding will be required.

#### 6.1.3 Approvals and exception reporting

Subject to approval of this business case, authority to spend up to the amount identified within section 5.2 for this stage of project delivery and business case development should be delegated to the SRO.

Where there is a requirement for additional funding identified, this will be highlighted to Capital Growth Board in the first instance and onwards to Cabinet and Council as required.

## 6.2 Key Milestones

A full estimated project plan / schedule has been provided in Appendix B.

Refer to section 3.2.1 for Milestone schedule

## 6.3 Benefits delivery

Benefits for this scheme will be measured via the below key performance indicators:

- Delivery of 2,550m<sup>2</sup> of Additional Commercial Space, measured at planning and completion.
- Increase in employment opportunities (40 Jobs), measured 3 years after completion.
- Expansion of the existing fish market operation

TC will review the impacts and delivery against the scheme on an ongoing basis.

## 6.4 Risk management

Risks will be reviewed and managed using a risk matrix.

The initial risks identified and their mitigations at this stage have been provided in Appendix A.

## 6.5 Internal Resource requirements for the next stage

Name	Title	Responsible for	Time requirement
TBC	Asset Management	Asset Management	2-3 month periodic input to Vacant Possession activity for existing occupiers.

Table 12 - Resource

## 6.6 Communications & Stakeholder engagement

### 6.6.1 Communications plan

A communications and stakeholder group has been formed between WDM and Torbay Council consisting of comms officers and directors from both parties. This group will establish a strategy and implement accordingly.

In addition to this allowance has been made within the appraisals for sufficient public consultation from a planning perspective.

### 6.6.2 Stakeholder engagement

Name	Title	Area of Interest	Method of Engagement
Patrick Raffery	Capital Programme Manager	Project Monitoring for CGB	Monthly Regen Partnership Board Reports
Members			Senior Leadership Team briefings

Table 13 – Key Stakeholders

## 6.7 Equality Impact Assessment

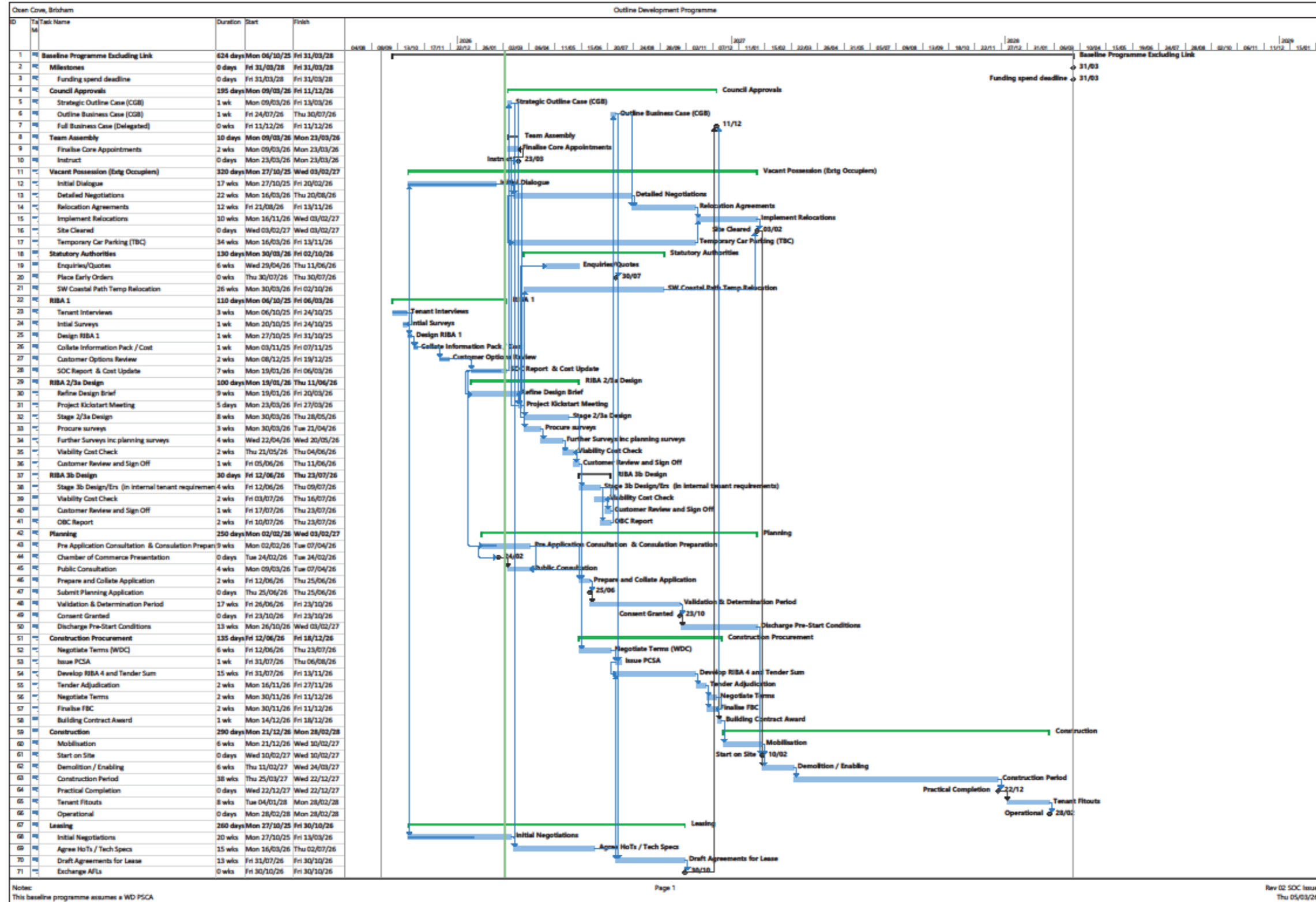
An Equality Impact Assessment (EIA) has been carried out and can be found in Appendix C **Error! Reference source not found.**

## Appendix A. Headline Risk Register

Risk ID	Risk Description	Potential Impact	Status	Mitigation	Owner	RAG
R1	Cost beyond approved LUF budget	Funding shortfall / scope reduction	Live	Ongoing cost reviews; dual appraisals, additional funding	TC / WDM	Red
R2	Failure to achieve full and timely vacant possession and tenant decant	Programme delay; increased cost	Live	Early tenant engagement; phased decant	TC	Red
R3	Highways capacity and safety constraints	H&S risk; planning refusal	Live	Transport Assessment; physical mitigation	WDM / TC	Red
R4	SW Water easements and ownership constraints	Redesign; delay	Live	Legal analysis & Stakeholder engagement	TC / WDM	Red
R5	Tenant agreements clarity of landlord scope	Cost increase; delay	Live	Clarify lease obligations early	TC	Amber
R6	Loss of car parking without mitigation	Public objection; planning delay	Live	Park & Ride strategy	TC / WDM	Amber
R7	Protracted or challenged planning process	Delay to milestones	Live	Early engagement; consultation	TC / Turley	Amber
R8	Flood risk (Flood Zone 3)	Design constraints; cost	Live	Flood Risk Assessment	Design Team	Amber
R9	Unforeseen ground conditions	Cost & programme overruns	Live	Further investigations; contingency	WDM	Amber
R10	Cliff instability / rockfall	Safety risk; delay	Live	Surveys; remedial strategy	TC	Amber

# Appendix B. Project Schedule

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## Appendix C. 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	<p>18 per cent of Torbay residents are under 18 years old. 55 per cent of Torbay residents are aged between 18 to 64 years old.</p> <p>There are 139,479 people in Torbay (ONS Mid-Year Estimate 2022), and 1 in 4 are aged 65 or over (36,612 people, or 27%) which is higher compared to across England (where the 65s and over make up 18%).</p> <p>By 2043, it is estimated that over one in three (34%) of Torbay's population will be aged 65 years and over (52,033), compared to 24% across England.</p>	The commercial space will be designed to support all workers in the fishing industry, ensuring they can undertake their role safely and have job satisfaction. This includes accessible spaces and toilet provision.	<p>Consideration during the design process is required to create a space that supports all workers in the fishing industry, is fully accessible and is a welcoming and inclusive environment.</p> <p>WDM have undertaken tenant engagement, understanding how these businesses operate, work with each other in the harbour and gained an insight in to their employment structure. This information ensures the scheme is designed to continue to support existing and new workers, as well as maintaining the comradery in the fishing industry.</p>	WDM - Ongoing
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. The scheme will be designed to be sympathetic and accessible for all demographics.	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.	<p>The commercial space will be designed to support all workers in the fishing industry, ensuring they can undertake their role safely and have job satisfaction. This includes accessible spaces and toilet provision.</p> <p>The wider scheme will positively impact the surrounding public realm, ensuring the Southwest Costal Path remains accessible and improves the current visual impact of the Oxen Cove site of users and the public.</p>	<p>Consideration during the design process is required to create a space that supports all workers in the fishing industry, is fully accessible and is a welcoming and inclusive environment.</p> <p>The elevational treatment of the building will improve the visual impact on the area, the scheme will mirror the material palette of the existing harbour buildings, tying in with the surroundings.</p> <p>Logistics plan is required during the construction period to ensure limited disruption to the accessibility of the Southwest Costal Path.</p>	WDM - Ongoing
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 adverse impacts are anticipated. The scheme will be designed to be sympathetic and accessible for all demographics.	Not applicable	Not applicable
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. The scheme will be designed to be sympathetic and accessible for all demographics.	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. The scheme will be designed to be sympathetic and accessible for all demographics.	Not applicable	Not applicable
Race	In the 2021 Census, 96.1% of Torbay residents described their ethnicity as white. This is a higher proportion than the South West and	The commercial space will be designed to support all workers in the fishing industry, ensuring they can undertake their role safely and	Consideration during the design process is required to create a space that supports all workers in the fishing industry, is fully accessible and is a welcoming and inclusive environment.	WDM - Ongoing

	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.	have job satisfaction. This includes accessible spaces and toilet provision.	WDM have undertaken tenant engagement, understanding how these businesses operate, work with each other in the harbour and gained an insight in to their employment structure. This information ensures the scheme is designed to continue to support existing and new workers, as well as maintaining the comradery in the fishing industry.	
Religion and belief	64.8% of Torbay residents who stated that they have a religion in the 2021 census.	The commercial space will be designed to support all workers in the fishing industry, ensuring they can undertake their role safely and have job satisfaction. This includes accessible spaces and toilet provision.	Consideration during the design process is required to create a space that supports all workers in the fishing industry, is fully accessible and is a welcoming and inclusive environment.  WDM have undertaken tenant engagement, understanding how these businesses operate, work with each other in the harbour and gained an insight in to their employment structure. This information ensures the scheme is designed to continue to support existing and new workers, as well as maintaining the comradery in the fishing industry.	WDM - Ongoing
Sex	51.3% of Torbay's population are female and 48.7% are male	The commercial space will be designed to support all workers in the fishing industry, ensuring they can undertake their role safely and have job satisfaction. This includes accessible spaces and toilet provision.	Consideration during the design process is required to create a space that supports all workers in the fishing industry, is fully accessible and is a welcoming and inclusive environment.  WDM have undertaken tenant engagement, understanding how these businesses operate, work with each other in the harbour and gained an insight in to their employment structure. This information ensures the scheme is designed to continue to support existing and new workers, as well as maintaining the comradery in the fishing industry.	WDM - Ongoing
Sexual orientation	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.	The commercial space will be designed to support all workers in the fishing industry, ensuring they can undertake their role safely and have job satisfaction. This includes accessible spaces and toilet provision.	Consideration during the design process is required to create a space that supports all workers in the fishing industry, is fully accessible and is a welcoming and inclusive environment.  WDM have undertaken tenant engagement, understanding how these businesses operate, work with each other in the harbour and gained an insight in to their employment structure. This information ensures the scheme is designed to continue to support existing and new workers, as well as maintaining the comradery in the fishing industry.	WDM - Ongoing
Armed Forces Community	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.	No adverse impacts are anticipated. The scheme will be designed to be sympathetic and accessible for all demographics.	The design team includes ex-armed forces and reservists, their input has been part of the design process.	WDM - Ongoing
<b>Additional considerations</b>				
Socio-economic impacts (Including impacts on child poverty and deprivation)	Torbay's economy is ranked among the weakest in England. Average wages continue to be significantly below the regional and	The scheme provides circa 2,900 M2 of operatable commercial space to enhance the expansion and operation of Brixham Fish Market and	The additional commercial space supports the expansion of the Brixham Fish Market. The market has experienced sustained and material growth over the past five years, reflecting both	WDM - Ongoing

	national average with less of the population in full-time employment than England.	support the efficiency of all market users and fish processing businesses.	<p>increased volumes landed and strengthening market values. The total value of fish sold through the market has increased from £35.8m in 2020 to £77.7m in 2025, representing a clear upward trajectory notwithstanding short-term fluctuations in individual years. However, growth has been hindered by lack of space and business efficiency.</p> <p>The scheme aids this economic growth and in turn supports all market users. All operators in the Oxen Cove development will see business efficiency which encourages growth and job creation.</p> <p>WDM team have undertaken tenant engagement to understand how the fishing industry operates and how the businesses will utilise the space. These discussions ensure the scheme will be fit for purpose and meet business needs.</p>	
Public Health impacts (Including impacts on the general health of the population of Torbay)		Pollution	<p>The scheme supports the efficiency of existing operation in the harbour. The efficiency will allow for smoother transport movements in and around the harbour and limit the number of artic lorries waiting for space in the market, producing CO2 emissions.</p> <p>There are two tenants within the new commercial units that improve the fishing industries impact on the environment. One follows sustainable fishing practices, and the other undertakes marine maintenance, limiting the waste produced. The scheme and improved commercial area allow these practices to expand, widening the positive impact.</p>	WDM - Ongoing
Human Rights impacts		No human rights impacts are anticipated. The tenants of the scheme are all registered companies and will adhere to employment law.	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 for and care experienced children and young people.	No adverse impacts are anticipated. The scheme will be designed to be sympathetic and accessible for all demographics.	Not applicable	Not applicable

# Appendix D. Development Appraisal

REVENUE					
Rental area summary	Units	Unit Amount	Gross MRV		Comment
	ft2	Rate ft2	Gross MRV		
Industrial Units	38,266	£13.60	520,439		
<b>Total</b>	<b>38,266</b>	<b>£13.60</b>	<b>520,439</b>		
<b>Totals</b>			<b>520,439</b>		
INVESTMENT VALUATION					
	Blended Yield	7.5000%			
			Yield	Multiplier	Cap Val
Industrial Units					
Annual Net Base Rent	520,439	YP @	7.5000%	13.3333	6,939,192
Annual Turnover Rent	0	YP @	7.5000%	13.3333	0
Rent Free Period			0		0
Capital Sales/Income					
LUP Grant					0
LUF Grant					9,791,000
Interim Income until Disposal					
Interim Income (inc void costs)				130,110	At PC+1 Yr. Includes initial Letting Voids
Purchasers Costs					
SDLT		5.00%			
Sales agent fee		1.00%			
Legal fee		0.75%			
		6.75%			-438,778
<b>Net Realisation</b>					<b>16,421,524</b>
OUTLAY					
Acquisition / VP Costs					
Site Purchase			0		Owned by TC
Site Purchase SDLT			0		Owned by TC
Site Purchase Costs			0		Owned by TC
Historic Costs (Pre 2025)			100,000		Taken from FilMs
Vacant Possession Costs			1,400,000		VP, Business move, temporary accommodation, temporary moves, highways works and risk allowance. Note as 'Other' in Coreus Cost Plan rev 6.0
CPO/VP Surveyor Fees			0		Included in Vacant Possession Costs.
CPO/VP Legal Fees			0	1,500,000	11% Included in Vacant Possession Costs.
Planning Costs					
Link					
Planning Consultants Fees			0		Excluded in this Appraisal. Below line cost in Coreus Cost Plan rev 6.0
Legal Fees			0		Excluded in this Appraisal. Below line cost in Coreus Cost Plan rev 6.0
MMO Studies			0		Excluded in this Appraisal. Below line cost in Coreus Cost Plan rev 6.0
Other Studies			0		Excluded in this Appraisal. Below line cost in Coreus Cost Plan rev 6.0
Consultation Fees			0		Excluded in this Appraisal. Below line cost in Coreus Cost Plan rev 6.0
Application Fees			0		Excluded in this Appraisal. Below line cost in Coreus Cost Plan rev 6.0
Other Levys			0		Excluded in this Appraisal. Below line cost in Coreus Cost Plan rev 6.0
Industrial Building					
Planning Consultants Fees			25,000		Turleys (quote)
Public engagement consultant			20,000		
Planning Consultant post determination			10,000		Budget Estimate
Planning Legal Fees			5,000		Budget Estimate
Planning Studies/Env Assessment			45,000		Based on quotes (Arboricultural, transport, environmental, air quality, heritage)
Other Planning Studies			5,000		Budget Estimate
LPA Pre-Consultation Fees			5,000		
LPA Planning Application Fees			24,765		
Other Planning Levys			5,000	144,765	1% S106?

Construction Costs					
Industrial Building	m2	£/m2	Cost		
Demolition/Enabling			478,529		As Coreus CP: rev 6.0 dated 23rd Feb 2026
Building Works			5,176,760		As Coreus CP: rev 6.0 dated 23rd Feb 2026
PCSA inc RIBA 5 Design Fees			500,000		As Coreus CP: rev 6.0 dated 23rd Feb 2026
Development specific			1,705,000		As Coreus CP: rev 6.0 dated 23rd Feb 2026
Tenant specific			625,000		As Coreus CP: rev 6.0 dated 23rd Feb 2026
External works			282,800		As Coreus CP: rev 6.0 dated 23rd Feb 2026
Main contractor prelims			295,959		As Coreus CP: rev 6.0 dated 23rd Feb 2026
Contacto OH&P			147,980		As Coreus CP: rev 6.0 dated 23rd Feb 2026
Design development risk			230,301		As Coreus CP: rev 6.0 dated 23rd Feb 2026
Construction risk			690,902		As Coreus CP: rev 6.0 dated 23rd Feb 2026
Tender inflation =2Q27			394,481		As Coreus CP: rev 6.0 dated 23rd Feb 2026
Construtorin inflation = 4Q27			142,387		As Coreus CP: rev 6.0 dated 23rd Feb 2026
				10,670,099	Inc in Coreus Cost Plan
Link					
Fish Market Link			0		Excluded in this Appraisal. Below line cost in Coreus Cost Plan rev 6.0
OHP, risk, inflation, fees			0		Excluded in this Appraisal. Below line cost in Coreus Cost Plan rev 6.0
Developers contingency	included	0.00%	0		
Inflation Allowance	included	0.00%	0	0	
Total Construction Cost				10,670,099	75% Included within Coreus Cost Plan
Other Construction					
Surveys/SI - Link			0		Included within Coreus Cost Plan Link additions
Surveys/SI - Industrial Bldg			60,000		Expended
Asbestos Surveys			0		
Crane oversailing compensation cost			0		
Rights of light compensation			0		
Park & Ride (all in )			0	60,000	0% Included in Vacant Possession Costs.
Professional Fees					
Link					
Design fees		5.00%	0		Excluded in this Appraisal. Below line cost in Coreus Cost Plan rev 6.0
Management Fees		1.00%	0		Excluded in this Appraisal. Below line cost in Coreus Cost Plan rev 6.0
Cost Consultancy Fees		1.00%	0		Excluded in this Appraisal. Below line cost in Coreus Cost Plan rev 6.0
Ancillary Fees		1.00%	0		Excluded in this Appraisal. Below line cost in Coreus Cost Plan rev 6.0
Industrial Building					
Architect			130,000		To RIBA 3/ERs and includes £20k for retail delivery design. MTA Quote + KTA previous
Landscape Architect			6,000		To RIBA 3/ERs Gro Landscapes Quote
Concept Architect			0		Not Required
Architect - leasing support			10,000		Budget Estimate
Principal Designer (BRs)		0.50%	53,350		Budget Estimate
Principal Designer (CDM)		0.25%	26,675		Budget Estimate
Signage Designer			5,000		Budget Estimate
Civil & Structural Engineer			140,000		To RIBA 3/ERs. Case Quote
MEP Engineer			55,000		To RIBA 3/ERs. SDS Quote
Exec Client design		0.00%	0		Not Required
Cost consultant			10,000		Coreus quote up to end of RIBA 3
Project Management		1.20%	128,041		As per PDA
PM Milestones		0.30%	32,010		As per PDA
NEC Project Manager & NEC Supervisor		0.70%	74,691		Budget Estimate
Development Management		3.20%	341,443		As per PDA
DM Milestones		0.80%	85,361		As per PDA
Asset Management Set-Up			10,000		Budget Estimate
Post PC Asset Management		1	15,000		Budget Estimate
Retail Delivery consultant			20,000		Budget Estimate
Traffic Engineer			30,000		Inc in Planning Studies . Fees here for traffic study
Fire Engineer			22,000		Helios to RIBA/Ers (+15k for RIBA 4)
Façade Engineer			0		Not Required
Acoustic Engineer			10,000		Inc in Planning Studies. Plus allowance for detailed design.
Environmental Consultant			0		Included within planning assessments
Archaeological Consultant			5,000		Budget Estimate
Neighbourly Matter consultant			0		Not Required?
Neighbourly - 3rd party surveyors			0		Not Required?
Built Area Surveyor			2,500		Budget Estimate
BREEAM assessor			5,000		Budget Estimate
EPC assessor			2,000		Budget Estimate
Property legal fees			0		Not Required
Construction legal fees			20,000		Budget Estimate
3rd party legal fees			0		Not Required
Building Regulation Fees			10,000		Budget Estimate
Council legal fees			10,000		Budget Estimate
Council professional fees			25,000		Budget Estimate (Supervising officers)
Council S106/S278 fees			5,000		Budget Estimate
Miscellaneous consultants fees			120,000	1,409,072	10% Budget Estimate, including Client TA and CM roles for RIBA 4 +

Marketing & Letting					
Marketing (Fees & Materials)			25,000		
Comms/PR (Fees and Materials)			25,000		
Letting fee (Industrial Units)	Fixed	% of Rent	0		No Agent fees
Leasing legal fee			50,000	100,000	1% Budget Estimate
Disposal Costs					
Sales agent fee		1.00%	65,004		Notional Disposal Cost
Legal fee			50,000	115,004	1% Notional Disposal Cost
Capital Incentives					
Industrial Units			0		
Other			0	0	0%
Finance Costs					
Facility Arrangement fee		0.00%	0		PWLB
Legal Fees for Funding Agreement			0		PWLB
Fund Monitoring Fees			0		
External Interest Cost		4.65%	229,253		
Internal Interest Cost		0.00%	0		
Total Finance Cost				229,253	2%
<b>TOTAL COSTS</b>				<b>14,228,193</b>	
<b>PROFIT</b>				<b>2,193,331</b>	
Performance Measures					
Profit on Cost %		15.42%			
Yield on Cost		3.66%			

Cashflow & Interest Calculations

		PRE CONSTRUCTION		CONSTRUCTION & OP		FEASIBILITY				PLANNING			PROCUREMENT
		Spent	To Spend	Spent	To Spend	2025				2026			tc
						Q1	Q2	Q3	Q4	Q1	Q2	Q3	
			%	Total	%	Total	to spend	to spend	to spend	to spend	to spend	to spend	to spend
<b>Acquisition / VP Costs</b>													
Site Purchase	0	0	100	0	0	0				0			
Site Purchase SDLT	0	0	100	0	0	0				0			
Site Purchase Costs	0	0	100	0	0	0				0			
Historic Costs (Pre 2025)	100,000	0	100	100,000	0	0	100,000						
Vacant Possession Costs	1,400,000	0	100	1,400,000	0	0							
CPQ/VP Surveyor Fees	0	0	100	0	0	0							
CPQ/VP Legal Fees	0	0	100	0	0	0							
sub-total	1,500,000						100,000	0	0	0	0	0	0
<b>Planning Costs</b>													
<b>Link</b>													
Planning Consultants Fees	0	0	80	0	0	20						0	0
Legal Fees	0	0	80	0	0	20						0	0
MMO Studies	0	0	80	0	0	20						0	0
Other Studies	0	0	80	0	0	20						0	0
Consultation Fees	0	0	80	0	0	20						0	0
Application Fees	0	0	80	0	0	20						0	0
Other Levys	0	0	80	0	0	20						0	0
<b>Industrial Building</b>													
Planning Consultants Fees	25,000	0	80	20,000	0	20			8,296		3,901	3,901	3,901
Public engagement consultant	20,000	0	100	20,000	0	0					15,000	5,000	
Planning Consultant post determination	10,000	0	100	10,000	0	0							
Planning Legal Fees	5,000	0	100	5,000	0	0							
Planning Studies/Env Assessment	45,000	0	100	45,000	0	0			1,038		21,981	21,981	
Other Planning Studies	5,000	0	100	5,000	0	0							5,000
LPA Pre-Consultation Fees	5,000	0	100	5,000	0	0					5,000		
LPA Planning Application Fees	24,765	0	100	24,765	0	0							24,765
Other Planning Levys	5,000	0	100	5,000	0	0							5,000
sub-total	144,765						0	0	8,296	1,038	18,901	35,882	60,647
<b>Construction Costs</b>													
Industrial Building	10,670,099	0	5	533,505	0	95							
Link	0	0	3	0	0	97							
sub-total	10,670,099						0	0	0	0	0	0	0
<b>Other Construction</b>													
Surveys/SI - Link	0	0	100	0	0	0							0
Surveys/SI - Industrial Bldg	60,000	0	100	60,000	0	0			27,680		26,230		6,090
Asbestos Surveys	0	0	50	0	0	50					0		
Crane oversailing compensation cost	0	0	0	0	0	100							
Rights of light compensation	0	0	0	0	0	100							
Park & Ride (all in )	0	0	0	0	0	100							
sub-total	60,000						0	0	27,680	0	26,230	0	6,090
<b>Professional Fees</b>													
<b>Link</b>													
Design fees	0	0	75	0	0	25							0
Management Fees	0	0	50	0	0	50							0
Cost Consultancy Fees	0	0	50	0	0	50							0
Ancillary Fees	0	0	50	0	0	50							0
<b>Industrial Building</b>													
Architect	130,000	0	100	130,000	0	0			38,000	23,500	17,125	17,125	17,125
Landscape Architect	6,000	0	100	6,000	0	0						3,000	3,000
Concept Architect	0	0	100	0	0	0				0			
Architect - leasing support	10,000	0	100	10,000	0	0							5,000
Principal Designer (BRs)	53,350	0	100	53,350	0	0						13,000	13,675
Principal Designer (CDM)	26,675	0	100	26,675	0	0						8,892	8,892
Signage Designer	5,000	0	0	0	0	100			5,000				
Civil & Structural Engineer	140,000	0	100	140,000	0	0			10,000	12,500		39,167	39,167
MEP Engineer	55,000	0	100	55,000	0	0						18,333	18,333
Exec Client design	0	0	0	0	0	100							
Cost consultant	10,000	0	40	4,000	0	60			6,000		1,700	2,500	2,500
Project Management	128,041	0	100	128,041	0	0	18,950	11,370	11,370	11,370	6,248	6,248	6,248
PM Milestones	32,010	0	60	19,206	0	40			12,804				9,603
NEC Project Manager & NEC Supervisor	74,691	0	0	0	0	100			74,691				
Development Management	341,443	0	100	341,443	0	0	50,535	30,321	30,321	30,321	16,662	16,662	16,662
DM Milestones	85,361	0	60	51,216	0	40			34,144				25,608
Asset Management Set-Up	10,000	0	50	5,000	0	50			5,000				5,000
Post PC Asset Management	15,000	0	0	0	0	100			15,000				
Retail Delivery consultant	20,000	0	25	5,000	0	75			15,000				
Traffic Engineer	30,000	0	100	30,000	0	0					5,000	10,000	15,000
Fire Engineer	22,000	0	100	22,000	0	0						5,000	8,500
Façade Engineer	0	0	100	0	0	0							0
Acoustic Engineer	10,000	0	100	10,000	0	0						5,000	5,000
Environmental Consultant	0	0	100	0	0	0							0
Archaeological Consultant	5,000	0	100	5,000	0	0							5,000
Neighbourly Matter consultant	0	0	100	0	0	0							
Neighbourly - 3rd party surveyors	0	0	100	0	0	0							
Built Area Surveyor	2,500	0	0	0	0	100			2,500				
BREEAM assessor	5,000	0	40	2,000	0	60			3,000				2,000
EPC assessor	2,000	0	0	0	0	100			2,000				
Property legal fees	0	0	40	0	0	60			0				0
Construction legal fees	20,000	0	80	16,000	0	20			4,000				
3rd party legal fees	0	0	40	0	0	60			0				0
Building Regulation Fees	10,000	0	40	4,000	0	60			6,000				4,000
Council legal fees	10,000	0	50	5,000	0	50			5,000				
Council professional fees	25,000	0	0	0	0	100			25,000				
Council S106/S278 fees	5,000	0	0	0	0	100			5,000				
Miscellaneous consultants fees	120,000	0	20	24,000	0	80			96,000				
sub-total	1,409,072						69,485	41,691	90,491	82,491	56,536	149,727	215,114

Marketing & Letting															
Marketing (Fees & Materials)	25,000		0	50	12,500	0	50	12,500				3,125	3,125		
Comms/PR (Fees and Materials)	25,000		0	50	12,500	0	50	12,500				3,125	3,125		
Letting fee (Industrial Units)	0		0	100	0	0	0	0							
Leasing legal fee	50,000		0	100	50,000	0	0	0							
sub-total	100,000	OK							0	0	0	0	6,250	6,250	
Disposal Costs															
Sales agent fee	65,004		0	0	0	0	100	65,004							
Legal fee	50,000		0	0	0	0	100	50,000							
sub-total	115,004	OK							0	0	0	0	0	0	
Capital Incentives															
Industrial Units	0		0	0	0	0	100	0							
sub-total	0	OK							0	0	0	0	0	0	
Finance Costs															
Facility Arrangement fee	0		0	0	0	0	100	0							
Legal Fees for Funding Agreement	0		0	0	0	0	100	0							
Fund Monitoring Fees	0		0	0	0	0	100	0							
sub-total	0	OK							0	0	0	0	0	0	
Income															
Interim Income (inc void costs)	-130,110														
LUP Grant	0														
LUF Grant	-9,791,000								-169,485	-41,691	-126,467	-83,529	-101,667	-191,860	-288,101
Sale Proceeds	-6,500,414														
sub-total	-16,421,524								-169,485	-41,691	-126,467	-83,529	-101,667	-191,860	-288,101
<b>TOTAL</b>					<b>3,401,203</b>			<b>10,597,737</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>
	CUMULATIVE								0	0	0	0	0	0	0

Internal Funding/Equity

Capital Expenditure															
Quarterly Interest	0.00%	per annum													
Cumulative Capital + Interest									0	0	0	0	0	0	0

External Funding

Capital Expenditure															
Quarterly Interest	4.65%	per annum													
Cumulative Capital + Interest									0	0	0	0	0	0	0
Peak Debt	4,246,760														

RENT & INCENTIVE SCHEDULE

UNITS				LETTABLE AREA (SQ M)											LETTABLE AREA (SQ FT)				RENTAL			
Unit No.	Block	Status	Tenant	LGF	GF	+1	+2	+3	+4	Overall (Net)	LGF	GF	+1	+2	+3	+4	Overall (Net)	LGF Rate	GF Rate	+1 Rate	+4	
<b>Industrial Units</b>				Yard	GF	+1	+2	+3	+4	Total	LGF	GF	+1	+2	+3	+4	Total					
Unit 1		Available			300	150				450	0	3,229	1,615	0	0	0	4,844	£0.00	£20.00	£10.00		
Unit 2		Available		410	600	330				1,340	4,413	6,458	3,552	0	0	0	14,424	£0.00	£20.00	£10.00		
Unit 3		Available		220	360	185				765	2,368	3,875	1,991	0	0	0	8,234	£0.00	£20.00	£10.00		
Unit 4		Available			650	350				1,000	0	6,997	3,767	0	0	0	10,764		£20.00	£10.00		
Unit 5		Available			0					0	0	0	0	0	0	0	0					
<b>Totals</b>				630	1,910	1,015	0	0	0	3,555	6,781	20,559	10,925	0	0	0	38,266					
<b>TOTALS</b>																						

Revenue versus Debt Service

Industrial Units	Yr 1	Yr 2	Yr 3	Yr 4	Yr 5	Yr 6	Yr 7	Yr 8	Yr 9	Yr 10
<b>REVENUE</b>										
Gross Revenue (inc initial letting voids)	£520,439	£520,439	£520,439	£520,439	£537,354	£588,097	£588,097	£588,097	£588,097	£607,210
% Void in Year	0%	0%	0%	0%	15%	0%	0%	0%	0%	30%
<b>Letting Void</b>										
Rental (months)	3									
Service Charge (months)	3									
Business Rates (months)	3	45%								
<b>Letting Costs</b>										
Rent Free Periods (months)	6									
Capital Contributions (months)	0									
Leasing Agents Fee (%)	15%									
Leasing Legal Fee (%)	5%									
<b>Total</b>	£0	£520,439	£520,439	£520,439	£449,636	£588,097	£588,097	£588,097	£588,097	£416,056

Non Recoverable LL expenses	Per Annum									
Residential Sales S/C Void	£5,000									
<b>NET OPERATING INCOME (NOI)</b>		£0	£515,439	£515,439	£515,439	£444,636	£583,097	£583,097	£583,097	£411,056
Asset Management Fee	% of NOI									
<b>NET INCOME</b>	Annual Minimum £10,000		£15,463	£15,463	£15,463	£13,339	£17,493	£17,493	£17,493	£12,332

DEBT SERVICE - EQUAL INSTALMENTS OF CAPITAL		1	2	3	4	5	6	7	8	9
Total Debt at PC+1Yr (inc rolled up interest)	£4,192,078	£4,192,078	£4,087,276	£3,982,474	£3,877,672	£3,772,870	£3,668,068	£3,563,266	£3,458,464	£3,353,662
Net Debt		£4,192,078	£4,087,276	£3,982,474	£3,877,672	£3,772,870	£3,668,068	£3,563,266	£3,458,464	£3,353,662
Amortisation	Loan Period (yrs) 40		£-104,802	£-104,802	£-104,802	£-104,802	£-104,802	£-104,802	£-104,802	£-104,802
Interest	Interest Rate 6.080%		£-254,878	£-248,506	£-242,134	£-235,762	£-229,391	£-223,019	£-216,647	£-210,275
<b>TOTAL DEBT SERVICE</b>			£-359,680	£-353,308	£-346,936	£-340,564	£-334,192	£-327,820	£-321,449	£-315,077
<b>ANNUAL SURPLUS/DEFICIT</b>			£140,296	£146,668	£153,040	£90,732	£231,411	£237,783	£244,155	£250,527
<b>CUMULATIVE SURPLUS/DEFICIT</b>			£140,296	£286,964	£440,004	£530,736	£762,147	£999,930	£1,244,085	£1,494,612

DEBT SERVICE - ANNUITY		1	2	3	4	5	6	7	8	9
Total Debt at PC+1Yr (inc rolled up interest)	£4,192,078	£4,192,078								£0
Repayments (Equal Instalments Int+Cap)	Loan Period (yrs) 40		£-284,603	£-284,603	£-284,603	£-284,603	£-284,603	£-284,603	£-284,603	£-284,603
<b>TOTAL DEBT SERVICE</b>	Interest Rate 6.170%		£-284,603	£-284,603	£-284,603	£-284,603	£-284,603	£-284,603	£-284,603	£-284,603
<b>ANNUAL SURPLUS/DEFICIT</b>			£215,373	£215,373	£215,373	£146,694	£281,001	£281,001	£281,001	£114,122
<b>CUMULATIVE SURPLUS/DEFICIT</b>			£215,373	£430,747	£646,120	£792,814	£1,073,814	£1,354,815	£1,635,816	£2,030,938

Yr 26	Yr 27	Yr 28	Yr 29	Yr 30	Yr 31	Yr 32	Yr 33	Yr 34	Yr 35	Yr 36	Yr 37	Yr 38	Yr 39	Yr 40
£958,876	£958,876	£958,876	£958,876	£990,039	£1,083,530	£1,083,530	£1,083,530	£1,083,530	£1,118,744	£1,224,389	£1,224,389	£1,224,389	£1,224,389	£1,264,181
0%	0%	0%	0%	30%	0%	0%	0%	0%	15%	0%	0%	0%	0%	30%
£0	£0	£0	£0	£-74,253	£0	£0	£0	£0	£-41,953	£0	£0	£0	£0	£-94,814
£0	£0	£0	£0	£-5,740	£0	£0	£0	£0	£-2,870	£0	£0	£0	£0	£-5,740
£0	£0	£0	£0	£-17,565	£0	£0	£0	£0	£-8,782	£0	£0	£0	£0	£-17,565
£0	£0	£0	£0	£-148,506	£0	£0	£0	£0	£-93,906	£0	£0	£0	£0	£-189,627
£0	£0	£0	£0	£0	£0	£0	£0	£0	£0	£0	£0	£0	£0	£0
£0	£0	£0	£0	£-23,420	£0	£0	£0	£0	£-11,710	£0	£0	£0	£0	£-23,420
£0	£0	£0	£0	£-7,807	£0	£0	£0	£0	£-3,903	£0	£0	£0	£0	£-7,807
£958,876	£958,876	£958,876	£958,876	£712,749	£1,083,530	£1,083,530	£1,083,530	£1,083,530	£965,620	£1,224,389	£1,224,389	£1,224,389	£1,224,389	£925,209

£-5,000	£-5,000	£-5,000	£-5,000	£-5,000	£-5,000	£-5,000	£-5,000	£-5,000	£-5,000	£-5,000	£-5,000	£-5,000	£-5,000	£-5,000
£0	£0	£0	£0	£0	£0	£0	£0	£0	£0	£0	£0	£0	£0	£0
£953,876	£953,876	£953,876	£953,876	£707,749	£1,078,530	£1,078,530	£1,078,530	£1,078,530	£960,620	£1,219,389	£1,219,389	£1,219,389	£1,219,389	£920,209
£28,616	£28,616	£28,616	£28,616	£21,232	£32,356	£32,356	£32,356	£32,356	£28,819	£36,582	£36,582	£36,582	£36,582	£27,606
£925,260	£925,260	£925,260	£925,260	£686,517	£1,046,174	£1,046,174	£1,046,174	£1,046,174	£931,802	£1,182,807	£1,182,807	£1,182,807	£1,182,807	£892,603

25	26	27	28	29	30	31	32	33	34	35	36	37	38	39
£1,676,831	£1,572,029	£1,467,227	£1,362,425	£1,257,623	£1,152,821	£1,048,019	£943,218	£838,416	£733,614	£628,812	£524,010	£419,208	£314,406	£209,604
£1,676,831	£1,572,029	£1,467,227	£1,362,425	£1,257,623	£1,152,821	£1,048,019	£943,218	£838,416	£733,614	£628,812	£524,010	£419,208	£314,406	£209,604
£-104,802	£-104,802	£-104,802	£-104,802	£-104,802	£-104,802	£-104,802	£-104,802	£-104,802	£-104,802	£-104,802	£-104,802	£-104,802	£-104,802	£-104,802
£-101,951	£-95,579	£-89,207	£-82,835	£-76,464	£-70,092	£-63,720	£-57,348	£-50,976	£-44,604	£-38,232	£-31,860	£-25,488	£-19,116	£-12,744
£-206,753	£-200,381	£-194,009	£-187,637	£-181,265	£-174,893	£-168,522	£-162,150	£-155,778	£-149,406	£-143,034	£-136,662	£-130,290	£-123,918	£-117,546
£718,506	£724,878	£731,250	£737,622	£905,251	£871,280	£877,652	£884,024	£890,396	£782,396	£1,039,773	£1,046,145	£1,052,517	£1,058,889	£775,057
£8,970,988	£9,695,866	£10,421,116	£11,146,739	£11,869,990	£12,541,280	£13,189,923	£13,802,947	£14,393,343	£14,957,739	£15,500,512	£16,028,185	£16,546,175	£17,054,064	£20,948,121
£0	£0	£0	£0	£0	£0	£0	£0	£0	£0	£0	£0	£0	£0	£0
£-284,603	£-284,603	£-284,603	£-284,603	£-284,603	£-284,603	£-284,603	£-284,603	£-284,603	£-284,603	£-284,603	£-284,603	£-284,603	£-284,603	£-284,603
£-284,603	£-284,603	£-284,603	£-284,603	£-284,603	£-284,603	£-284,603	£-284,603	£-284,603	£-284,603	£-284,603	£-284,603	£-284,603	£-284,603	£-284,603
£640,657	£640,657	£640,657	£640,657	£640,657	£640,657	£640,657	£640,657	£640,657	£640,657	£640,657	£640,657	£640,657	£640,657	£640,657
£8,936,333	£9,576,990	£10,217,647	£10,858,303	£11,260,217	£12,021,788	£12,783,359	£13,544,930	£14,306,501	£14,953,699	£15,851,903	£16,750,107	£17,648,311	£18,546,515	£19,154,515

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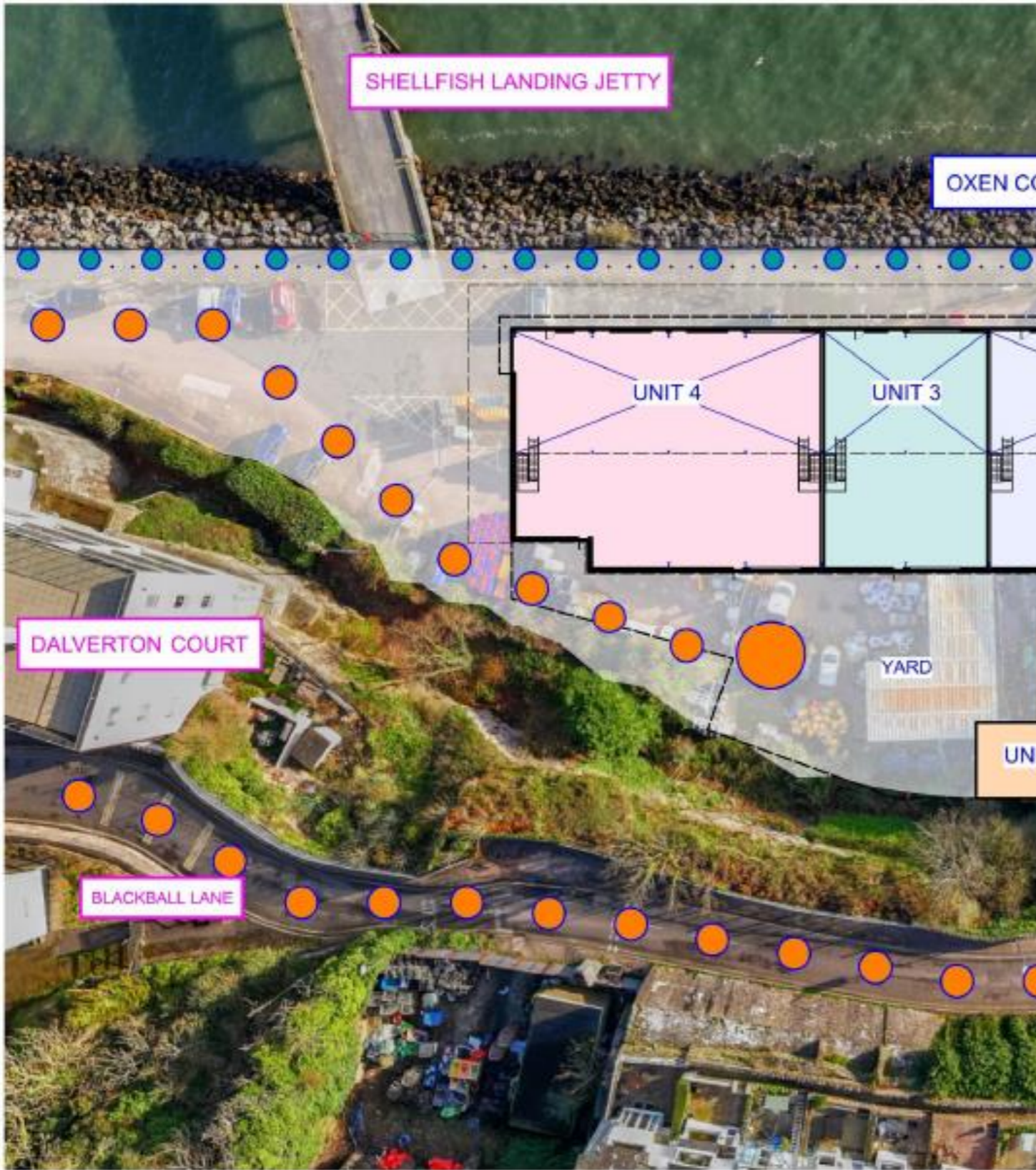
Appendix E. Emerging Design Images



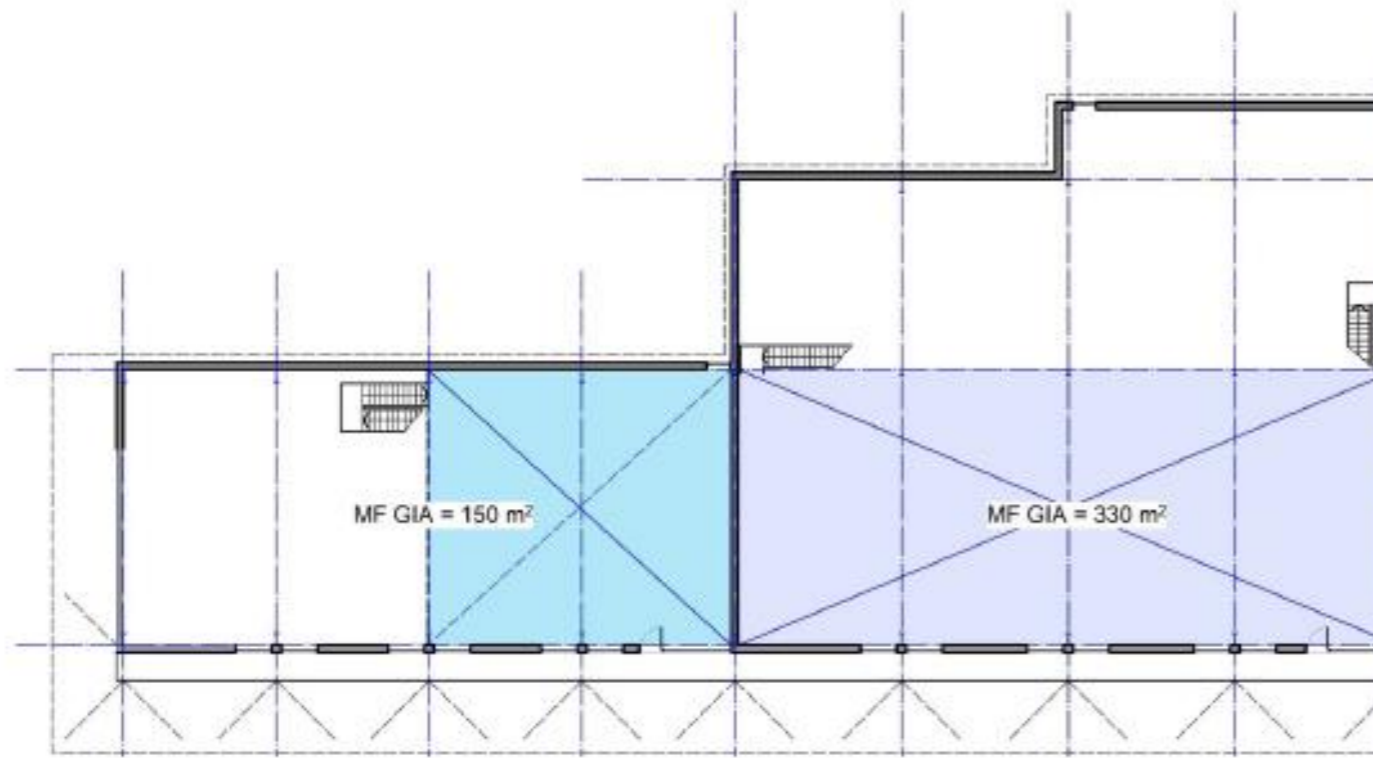
EXISTING SITE



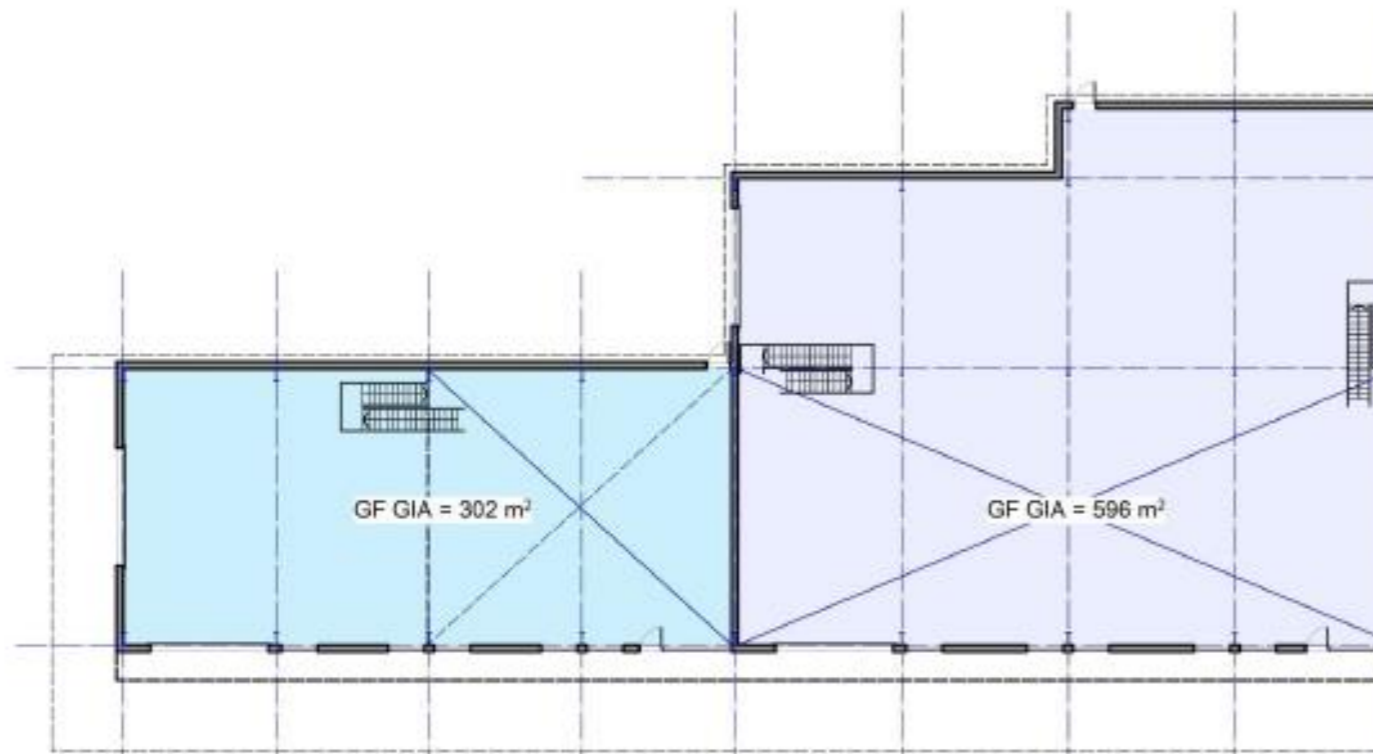
**NEW PROCESSING UNITS PROPOSED SITE PLAN**



**NEW PROCESSING UNITS PROPOSED SITE PLAN**



PROPOSED MEZZANINE FLOOR LEVEL



PROPOSED GROUND FLOOR LEVEL











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**Torbay Technology Park**

**Strategic Business Case  
(SOC)**

SRO:	<b>Liam Montgomery</b>	<b>Managing Director</b>
Project Manager:	<b>Richard Sutton</b>	<b>Commercial Development Team Leader</b>

<b>Version 1.0</b>	<b>Name</b>	<b>Signature</b>	<b>Date</b>
Prepared by:	Richard Sutton, Commercial Development Team leader		July 25
Reviewed by:			
Approved by CGB			

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## 1 Introduction

### 1.1 Purpose of this report

This Strategic Business Case (SOC) seeks to outline the Torbay Technology Park project (TTP) provide the detail on the next stage feasibility ahead of an Outline Business Case (OBC) and make recommendations.

A Project Initiation Document (PID) for the TTP was presented to Capital and Growth Board (CGB) in July 2024 and related to the acquisition of a site at Torbay Business Park. This acquisition has been unable to progress and this report seeks to set out 3 alternative options, together with a recommendation. The decisions required will be:

- To provide £50,000 of LUF3 funds to progress the feasibility of the recommended option, Unit D Westfield Business Park, Paignton,(Westfield Unit) to an OBC stage.
- To provide authority to progress the acquisition of the Westfield Unit within the budget criteria outlined.
- To provide authority to progress the acquisition of land at White Rock, as outlined in the report, at £2.4m, plus costs of acquisition. Further a budget of £90,000 will be authorised to progress a reserve scheme to RIBA stage 1.

### 1.2 Executive Summary

Torbay Council has been awarded £20M of Levelling Up Funding (LUF3) in round 3. The initial proposal was to deliver a Torbay Technology Park, to support inward investment and the growth of businesses in EPIC, together with a new Marine Hub in Brixham. The project was progressing with the acquisition of a site at the nearby Torbay Business Park (TBP) however this is now unable to proceed.

The Project Board has looked at 3 options to progress the project with some details previously presented to CGB and now outlined in this report. These were focused on providing approximately 22,000 sq ft of accommodation, in line with the grant requirements. The options considered the Council's own site at Edginswell Business Park, Torquay and land potentially to be acquired at White Rock, Paignton, which is in the immediate vicinity of EPIC. A third option has recently been proposed in respect of an existing business unit at the Westfield Business Park which provides approximately 19,000 sq ft of accommodation currently used as photonics R&D, production, with offices.

Following an analysis of these options it is recommended to proceed to a feasibility stage to audit the Westfield unit, outline proposed works and consider the business case for a freehold acquisition. Edginswell has not been recommended due to its location away from the EPIC / Paignton Hub and the White Rock site is not financially viable on the basis of the option parameters. It is estimated that the Westfield Unit's activities can be secured at approximately £6.5m. Delivery can be achieved within a period of approximately 18 months, in line with the grant requirements, and provide an annual income to the Council. This would leave a surplus capital from the LUF funding of approximately £3.5m. It is proposed to use this surplus for a qualifying activity, notably the acquisition of the White Rock land, providing a land bank. This would fulfil the requirements of the grant by facilitating the potential for more EPIC expansion, notably where the EPIC car park is developed to accommodate units and the land is used for associated parking and some housing.

Communications have continued with the EPIC Stakeholder Group and feedback on this recommendation is positive. It is considered that there would be immediate interest for current occupiers to occupy the Westfield Unit following refurbishment. In addition, the Economy Team have kept MHCLG informed of matters in respect of the grant conditions, notably in terms of outputs and timetable, therefore reducing any potential grant risk. Further work would be required in these matters during a feasibility period, when approved by CGB.

## 2 Strategic Case

### 2.1 The case for change

#### 2.1.1 Existing Arrangement

“Photonics is a £13.5 billion industry in the UK and microelectronics is as least as large again, with both projected to grow by more than 20% between 2020 and 2025” John Lincoln, Harlin Ltd (March 2021) Industry Report.

Torbay Council’s Electronics and Photonics Innovation Centre (EPIC) in Paignton is home to high growth R&D businesses, both local and foreign owned, primarily in the electronics and photonics sector. It is recognised as the ‘home & heartbeat’ of the photonics and micro electronics sector within Torbay. The centre is at full occupancy, ahead of forecast, with all of its 40 offices / labs occupied by 14 companies and 164 staff. A number of these businesses have achieved significant growth in the past year. Notably in the last year Bay Photonics have grown from 28 – 35 staff, Oriole Networks 2 – 41, Superb Media 21 – 35. In addition the centre management have been advised that businesses will continue to grow in the future, notably Bay Photonics (45 within 3 years, 60 within 5 years), Superb Media (80 within 3 years, 160 within 5 years), Oriole ( 80 within 3 years, 140 within 5 years). If the project is unable to accommodate these businesses there is a risk that these organisations will procure space elsewhere in the UK to support their growth aspirations.

The centre has been fully occupied for nearly a year and as a result company growth within the centre is constrained and it is unable to support new businesses in line with its business plan.

#### 2.1.2 Business needs – current and future

Planning where the EPIC tenants move to next is critical if we are to retain them in Torbay. These businesses plan to move from R&D to manufacturing and production in the short to medium term. Immediate grown on space is required to support these goals by providing a cost-effective solution to accommodate the expansion plans of several key businesses currently operating within EPIC and the broader Torbay area.

In addition the centre management have been advised that businesses will continue to grow in the future, notably Bay Photonics (45 within 3 years, 60 within 5 years), Superb Media (80 within 3 years, 160 within 5 years), Oriole ( 80 within 3 years, 140 within 5 years). If the project is unable to accommodate these businesses there is a risk that these organisations will procure space elsewhere in the UK to support their growth aspirations.

It is proposed that the recommended option at Westfield Business Park could accommodate some of this expansion in a year to 18 months time. The unit has been occupied by Lumentum from construction and therefore the unit was fitted out to support photonics and microelectronics. This option has the potential to provide a cost effective and fastest solution to these businesses.

## 2.1.3 Strategic need

Torbay's Economic Growth Strategy prioritises innovation-led growth, retaining high-value employment, and expanding capacity for the region's growing hi-tech cluster. In addition, it identifies the need to create more high value jobs to support economic growth and transform the local economy. The Tech Park Project will drive up employment, pay and productivity, reducing the gap between Torbay and higher performing areas, contributing towards an increase in economic performance.

The investment in the project will support growth in this sector, move more people into higher paid, high skilled, full-time work, raising living standards, productivity and employment.

In recent years South Devon College has developed a series of new electronics and photonics courses from level 3 to level 6. These were co-designed with local businesses. More recently, in collaboration with Bay Photonics, South Devon College has been awarded Innovate UK funding to develop a suite of new semi-conductor training courses that will further enhance the attractiveness of Torbay for investment in this sector. This increasing collaboration points towards the added benefits of creating new accommodation for this purpose.

### Corporate & Community Plan alignment

This project contributes towards the Economic Growth priority in the Corporate Plan and will deliver a specific outcome related to enabling a targeted approach towards inward investment which attracts new high tech companies.

### Torbay's Economic Growth Strategy 2022-2030

Torbay's Economic Growth Strategy contains 4 key priorities designed to transform the local economy, including to capitalise on Torbay's economic specialisms, including the electronics and photonics sector being one of them.

### Torbay Local Plan

The Plan identifies economic recovery and job growth as priorities, including in the fishing and electronics and photonics sectors. It also sets out the need for new and modern employment premises.

### Levelling Up Strategy

The project will boost productivity, earnings, jobs and living standards by growing the private sector, and specifically a high value, high skilled, high growth sector. It will stimulate innovation and productivity growth in Torbay and ultimately support closing the gap between Torbay's economic performance and that of its neighbours and the national economy.

Through investing in the electronics and photonics sector, there will be more opportunity for higher paid, higher skilled, full-time work, raising living standards, productivity, and employment.

There is a strong correlation between economy and health. If people have access to jobs and better jobs, this improves both health and wellbeing outcomes. This project will create more jobs and better paid jobs, and aligned to local training programmes, this will help people start or grow in these sectors, improving their employment chances, their living standards, and improving health and wellbeing.

Enabling the growth of the electronics and photonics cluster will further enhance the reputation of the sector locally, nationally, and internationally, building local pride.

### National Infrastructure Strategy

The programme will deliver infrastructure for new and better jobs in a peripheral coastal location. This helps with recovery, rebuilding and levelling-up.

## Build Back Better and Innovation Strategy

During 2021, the Government published Build Back Better and an Innovation Strategy. These both identify key transformative technologies needed to secure the UK's economic future. Photonics, quantum technology and electronics are one of the seven technology families needed to transform the country's economy.

The TTP will support Government aims as it will accommodate locally growing and foreign owned companies. This new infrastructure will further enable R&D and innovation, as well as manufacturing and production creating high value, high skilled jobs.

The growth of the electronics and photonics sector contributes to the Ten Point Plan for a Green Industrial Revolution, through creating communications technologies that reduce the need to travel, are lower energy and more efficient. EPIC is currently supporting the growth of companies, such as QLM operating in this environment undertaking R&D activity to help businesses achieve net zero.

## Economic Impact Analysis

A report was commissioned in May 25 to consider an economic impact assessment of the project (Hardisty Jones, Torbay Technology Park: Economic Impact of Site Options), notably in respect of the Edginswell and White Rock options as outlined in this report (e.g with £10m LUF contribution). In line with HM Treasury Green Book, the economic case for the project was assessed and was positive in respect of both options. Many of the reports findings are summarised in this SOC however the main conclusions were that;

- Both sites offer strong economic returns and address the lack of grow-on space for EPIC tenants.
- White Rock offers additional strategic and economic benefits due to co-location with EPIC.
- The options deliver medium value for money (VfM) over 30 years and high VfM over 60 years.
- Agglomeration effects at White Rock could further enhance job creation, wages, and GVA.
- Land value uplift, though unquantified, is expected to improve overall VfM.

## 2.2 Objectives

New purposed accommodation at the Westfield Unit will offer grow on space to support the growth of the electronics and photonics sector enabling hi tech scale up businesses to move from R&D stage into manufacturing and production. The project will also enable EPIC to accommodate new occupiers further supporting this sector. This growing ecosystem of space in the phase 1 EPIC location and wider Paignton will accelerate local growth and inward investment, develop Torbay's international reputation and lead to a step change in Torbay's Economy. This project will:

- Ensure electronics and photonics businesses can continue to grow in Torbay.
- Create a further circa 19,000 sq ft of dedicated space to accommodate the growth of this high value, high skilled sector. With the potential to deliver more TTP space adjacent to EPIC in a scheme incorporating the White Rock site.
- Create an electronics and photonics cluster (a form of campus both physical and virtual) through its proximity and collaboration with EPIC, the Hi-Tech Digital Centre and several hi tech businesses.
- Significantly enhance Torbay's reputation as a location for electronics and photonics
- Raise Torbay's productivity.
- Create more higher paid, higher skilled jobs in Torbay (the grant target was 100 jobs).
- Show that Torbay can accommodate R&D through to production.
- Increase the career options for our residents leading to better retention of talent.

## 3 Options Appraisal

### 3.1 Critical success factors

1. Dedicated space delivered in line with the requirements of the grant (The grant requirement was 22,000 sq ft).
2. Jobs created at the new facility and EPIC 1 in accordance with the requirements of the grant. (the grant requirement was 100)
3. Meet the current programme requirements of the grant (currently Mar 28)
4. Free up space in EPIC to accommodate new electronics and photonics, and other hi tech related start-ups further growing the sector.
5. Maintain momentum in the growth of Torbay's electronics and photonics cluster
6. An efficient delivery model that provides the opportunity for a diversification of funding (e.g into Brixham PIP or new space at White Rock)

### 3.2 Options for Consideration

#### 3.2.1 Option 1 Unit D Westfield Business Park

##### Description

Unit D, is a detached building on the Westfield Business Park extending to approximately 19,000 sq ft, gross with a net internal area of 17,000 sq ft. Built in approximately 2007 the unit is owned by Clyst Holdings Ltd (Clyst) and let on a lease to Lumentum until December 2027 at a current rent of approx. £220,000 (approx. £13 p sq ft NIA). An income range of approximately £12 p sq ft has been applied to this option in line with advice received from property consultants JLL.

The unit was built internally to Lumentum's specification, providing lab space and office accommodation. Since its heyday, where the building was fully occupied and accommodating over 100 staff the building is now only occupied in one quarter with approximately 20 staff. Lumentum have advised Clyst that they propose to fully vacate in October 25 and negotiations have commenced to agree a surrender premium and dilapidations settlement.

The unit is of steel frame construction with concrete flooring and metal composite cladding & roof. The internal specification is reasonable, including raised flooring on the first floor (only, solid floor at ground level), labs with antistatic flooring, suspended ceilings with insitu grid lighting. The accommodation is accessed from a central core incorporating a lift and communal toilets and stairs. Externally the building benefits from 80 dedicated spaces which is considered a good ratio.

The building has planning approval for a range of employment uses (falling within earlier Use Class designations of B1, B2 and B8) under planning consent P/2006/1851 and is anticipated to be a good fit for the range of activities proposed by the project's potential occupiers.

Initial discussions with Clyst has indicated that they would be willing to consider a sale of the building to the Council, with vacant possession, and work is underway to establish an appropriate valuation. However, with consideration to the current tenant, and how the transaction is structured, this is anticipated to be in the region of £2.9 to £3.5 m. If a deal can be concluded, then the building could receive a programme of work to accommodate current EPIC 1 occupiers, in a timeframe significantly better than the other 2 new build options. Key risks can also be determined earlier.

## Estimated costs to deliver the scheme

Unit D Westfield Business Park	Cost	Comment
Building Acquisition	£3,000,000	Net cost after receipt from tenant surrender premium
Main works	£2,500,000	To include M&E upgrades, sustainable energy features, upgraded lift, unit separation, new doors / partitions, fit out, plant room extension,
SDLT	£139,000	
Legals	£50,000	To support acquisition and project framework
Professional fees & Surveys	£200,000	Above feasibility
Feasibility	£50,000	
Contingency	£250,000	10% of main works
Construction Management	£37,500	
<b>Total</b>	<b>£6,226,500</b>	
<b>Costs to date</b>	<b>£94,373</b>	
<b>Balance</b>	<b>£6,320,873</b>	

### Advantages

- Provides a cost effective (notably in terms of grant) opportunity to purchase a quality building and provide an opportunity to locate current EPIC 1 tenants, freeing up space.
- Building is located in Paignton and not far from EPIC.
- The option has the potential to release over £3m of funding to support other grant initiatives.
- The building could be acquired and converted ready for occupation in 12 to 18 months
- The project can provide an income to support further investment.

### Disadvantages

- The Council does not have initial control over securing vacant possession.
- In terms of the grant requirements the building is under the stated 22,000 sq ft however initial discussions with MHCLG have been positive and approval is anticipated.
- The building will not accommodate fully private / exclusive accommodation as designed for in the TBP option, however it will fulfil anticipated occupier requirements. This work is ongoing.

## Conclusion

The option is recommended due to the location (EPIC / Paignton cluster area), income potential, programme and the potential to release a surplus from the budget.

Site – Unit D, Westfield Business Park		19,000 sq ft
<b>Expenditure</b>		<b>Notes</b>
Building Acquisition	£3,000,000	After tenants surrender income and dilaps (£500K)
Total Project cost	£3,500,000	Including purchasers costs, refurbishment, Design, statutory costs, improvements.
<b>Total Scheme Cost</b>	<b>£6,500,000</b>	
<b>Income</b>		
Grant LUF 3	£10,000,000	Gross p.a (16,500 sq ft @£12 p.s.f)
Borrowing Capital	£0	
<b>Total</b>	<b>£10,000,000</b>	£3.5m Unallocated LUF grant to be reallocated to a) Phase 2 tech park – Edginswell b) PIP project c) Brixham car park
Annual surplus/deficit after loan repayment	£178,200	90% of gross surplus
Programme		Start on site: Mar 26 PC: Aug 26 20 months ahead of grant deadline



## 3.2.2 Option 2 Edginswell Business Park

### Description

Torbay Council land at Edginswell Business Park. The land was fully enabled and serviced in 2023 with the assistance of a Getting Building Fund grant, together the construction of a Wickes Store.

The project proposes to construct 2 Single Storey buildings (F and G) to meet the current minimum requirement of the grant funding, with a total footprint of 22,000 sq ft. Unit G is two units for occupation, or can be 1 occupier. We have assumed one fitted unit of 6,394 sqft (G1) and a shell unit of 3,605 sq ft (G2). Total 10,000 sq ft. Unit F is also two units, or can be 1 occupier. We have assumed one fitted unit of 6,394 sq ft (F1) and a shell unit of 5,608 (F2) . total 12,000 sq ft(this does not utilise the whole site).

A budget of £1m is assumed to fit out the shell units, retrospectively, which would be cheaper if completed during the main works. The contract sum to a Tier 2 contractor would be approx. £8.9m

As a guide the initial rent would be over £300k p.a and the cost to borrow an initial extra £2m (assuming the project has £10m) would be £123 k p.a. Land costs and Enabling costs are £100 k p.a (historic borrowing). Therefore total £223k p.a

The additional £2m would include the budget to fit out the shell units which would then further increase the income potential.

The scheme has the potential to be delivered by November 2027 within the current grant deadline. .

### Advantages

- Would meet the requirements of the Getting Building Fund grant and contribute to the required LUF grant outcomes (e.g 22,000 sq ft and 100 jobs).
- The site is fully serviced, ground conditions are known and therefore construction & cost risk is significantly reduced.
- With regard to the scheme assumptions the project would make an annual surplus
- Excellent business park location, with prominence and good transport links.
- Despite not being in Paignton the location and option has received positive feedback from the EPIC Stakeholder Group and MHCLG.

### Disadvantages

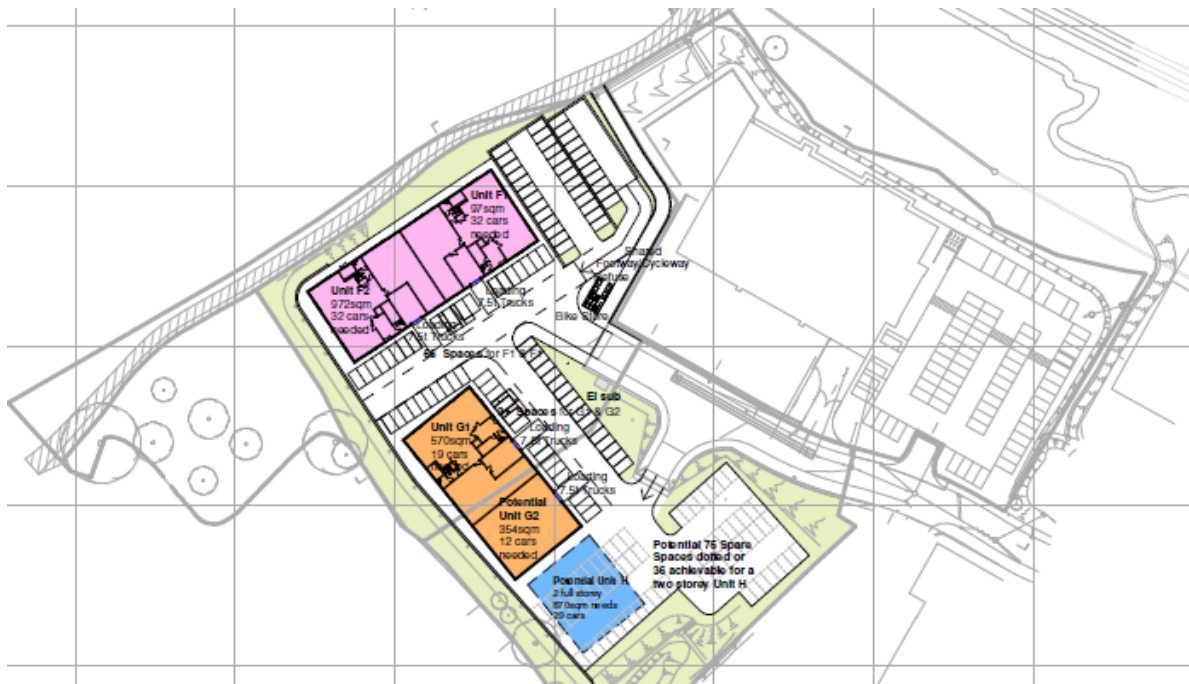
- Site is in Torquay not the EPIC Paignton cluster..
- The scheme would require additional borrowing over the £10m allocated LUF 3 funding.
- Construction risk in progressing a new build.

## Conclusion

2 single storey units at Edginswell. To provide the minimal amount of accommodation (22,000 sq ft) and jobs in line with the requirements of the grant funding.

Due to the additional funding required the option is not preferred, although an annual surplus of income would potentially be achieved.

Site - Edginswell		Approx 22,000 sq ft GIA
<b>Expenditure</b>		<b>Notes</b>
Land cost	£1,000,000	£100k p.a borrowing considered
Project costs	£12,045,944	As per QS report.
<b>Total Scheme Cost</b>	<b>£13,045,944</b>	
<b>Income</b>		<b>Gross p.a (as advised by consultants)</b>
Grant LUF 3	£10,000,000	
Borrowing Capital	£3,045,944	
<b>Total</b>	<b>£13,045,944</b>	
		New Borrowing say £3.05m. 40years @6.04% £123 p.a. Plus historic land and enabling costs £100k p.a. Total £223k p.a.
Annual surplus/deficit after loan repayment	£77,400	90% of gross surplus
Programme		Start on site: 3 <sup>rd</sup> Aug 2026 PC: 29 <sup>th</sup> Oct 2027 5 mths ahead of grant deadline



## 3.2.3 Option 3 Site at Waddeton Road White Rock

### Description

The site at Waddeton Road, White Rock, Paignton extends to approximately 3.17 acres and is in the ownership of a 3<sup>rd</sup> party developer. The site which is opposite the Council's EPIC centre has for two years has been the subject of an undetermined planning application (ref P/2023/021) relating to the creation of 60 residential units and a small commercial unit. The issues outstanding on this determination include s106.

To consider this as a comparable option for the Torbay Tech Park it assumes the accommodation as outlined for the Edginswell Option (concept only) notably 22,000 sq ft. For the balance of the site it assumes a receipt of £900,000 from a Registered Housing Provider for an adjacent onsite residential scheme of approx. 24 affordable housing units, as advised by the Housing and Delivery Team.

In the spring of 2025 the Torbay Council Engineers have been commissioned to produce two reports, a Preliminary Review of Site Constraints and a Review of Abnormal Ground Conditions and Surface Water Drainage Arrangements. This has identified issues that include, unregistered land, construction and ongoing issues in respect of a substantial underground attenuation tank and challenging ground conditions.

In March 2025 Vickery Holman undertook a valuation that considered the site had a market value of £430,000 reflecting the live and undermined planning application. The valuers consider the live scheme to be 'sub optimal' and had undertaken a desktop scheme analysis with regard to an 'Optimal Scheme' which they valued at £2,675,000. With consideration to that hypothetical scheme they provided a market value of £2,410,000. The Optimal Scheme would need to be tested in light of the engineering reports, to determine the net developable area.

This report has reflected a figure of £2.4m to acquire the site.

### Advantages

- The site is situated opposite the Council's EPIC centre. The HJ Report outlines the potential benefits from the *'development of an agglomeration or colocated cluster of activity in electronics and photonics in Torbay. Co-location of the Technology Park with EPIC will create a higher profile than having them in separate locations'*.
- The site can fulfil the grant requirements of creating 22,000 sq ft and 100 jobs.
- Can support the delivery of an affordable housing scheme.

### Disadvantages

- The issues outlined in the two TC Engineers reports.
  - Ground conditions
  - Tank location and development restrictions
  - Impact of tank and condition. Uncertain maintenance liability
  - Unregistered land
  - Land requirements to maintain, repair or replace tank.
- The scheme would require additional capital borrowing of £6.152m over the £10m LUF 3 grant (total £7.342m if full site is considered).
- On the basis of the assumptions for development the scheme currently indicates an annual loss in terms of revenue over additional borrowing.
- Construction risk in progressing a new build
- The site cannot be delivered within the current grant delivery date of March 2028

## Conclusion

Based on the assumptions made for this example the option is not preferred, this is due to the additional borrowing required and the annual deficit in income. .

Site - White Rock		Approx 22,000 sq ft GIA
<b>Expenditure</b>		<b>Notes</b>
Net Land cost (excl Aff Housing element)	£1,650,000	Tech Park element only incl share of purchasers costs. £2.4m less affordable housing £900k = £1.5m plus 10% costs
Project Costs	£14,501,944	Incl £2.250m initial abnormals. As per QS report
<b>Total Scheme Cost</b>	<b>£16,151,944</b>	(full costs would be £14.5 m plus land £2.4m plus SDLT £200k plus costs £240k =£17.340m)
<b>Income</b>		Gross p.a. As advised by consultants
Grant LUF 3	£10,000,000	
Borrowing Capital	£6,151,944	
<b>Total</b>	<b>£16,151,944</b>	
		New Borrowing say £6.152m (not including affordable housing element). 40 years @6.04% approx. Total £369k p.a
Annual surplus/deficit after loan repayment	<b>-£67,000</b>	90% of gross surplus
Programme		Start on site: 11 <sup>th</sup> Jan 2027 PC: 21 <sup>st</sup> April 2028 1 month behind grant deadline



## **Proposal to Acquire**

It is proposed to acquire this site with the surplus balance of the £10m LUF 3 funding as it is considered that the site has the potential to provide additional accommodation to support the project. Notably where the EPIC car park is developed to provide units and the site is used to accommodate parking and ancillary requirements outside of the tank location. This would need to be progressed to a feasibility stage and the cost to progress this to RIBA Stage 1 is estimated to be approximately £90k (full details not contained in this report).

### **3.3 Preferred option**

It is proposed to progress the feasibility and acquisition of the Westfield Unit

- Market Valuation based on current condition with the assumption of vacant possession (the landlord to progress a surrender with the tenant Lumentum in the event that a deal can progress for the Council to purchase the unit)
- Mechanical & Electrical audit and options appraisal
- Architectural audit of current accommodation and options
- Develop costs with Quantity Surveyor
- Engineering audit and options

This work will include the progression of the negotiations with the building's owner and close liaison with the existing tenant.

The work will progress to the production of an Outline Business Case (OBC) with developed workable options and costs.

### **3.4 Constraints**

The next stage of the project is limited to the feasibility and to progress to the production of the OBC. The main constraints are;

- Managing reporting to MHCLG and the funding conditions of the grant
- Availability of the Westfield Unit
- Timelines in respect of progressing to an SOC in approximately 3 months
- Resources of consultants (agreed at time of drafting)

### **3.5 Assumptions**

#### **Finance**

The main financial assumptions are that £10m is initially apportioned to the Torbay Tech Park project from the LUF 3 allocation.

That the PWLB funding rates are as set out and agreed with Finance.

The project had previously been allocated £85,000 from the Capital programme and a further £50,000 is sought to progress the feasibility of the Westfield Unit.. A mechanism will need to be put in place to progress the authority to acquire the building at or before OBC.

Income rates in terms of rental income is being considered within the Westfield Unit valuation. However, in addition to this the project had commissioned a report from Property Consultants JLL in respect of

the brief, specification and leasing models for the Torbay Business Park option (JLL Torbay Tech Park Leasing Options, December 2024) which is considered relevant.

In the event that the Westfield project delivers savings on the £10m then this could be used to deliver the acquisition of the White Rock site (£2.4 m has been negotiated by colleagues).

## 4 Procurement overview

<Must have input from procurement>

### 4.1 Assessment of procurement needs

The following table outlines the scale of procurement activity and appointments to secure the previous TBP option and the options contained within this report. The table outlines the detail to deliver the Westfield feasibility and is considered sufficient to deliver the main contract works.

Description / Requirements	Estimated Full Cost	Estimated cost for Westfield Feasibility	Estimated start	Comments	Procurement Advice
Architect (Lead Designer and new Building Act Requirements)	£189,000	£7,000	Appointed July-24	Appointed from the Shared Business Service (SBS) Healthcare Planning, Construction consultancy and Ancillary Services Framework (Healthcare Framework)	Commercial Services Approved and contract has been completed by TC
Development Manager	£90,000	£10,000	Appointed Apr-24	From within the Council's Development and Project Management Team.	N/A
Structural Engineer (incl Drainage and part transport)	£99,000	£4,000	Appointed July-24	From within the Council's Engineering Team.	N/A
M & E Engineer	£120,000	£13,000	Appointed Oct -24	Appointed from the SBS Healthcare Framework	Commercial Services Approved and contract has been completed by TC
Cost Consultant	£60,000	£3,000	Appointed Sep -24	Appointed from the SBS Healthcare Framework	Commercial Services Approved and contract has been completed by TC
Project Management	£60,000	£3,000		TBC. From within the Council's Development and Project Management Team. Alternatively proposal from SBS Healthcare Framework has been approved.	Commercial Services have overseen SBS quote. Not yet executed.
Principal Designer / H&S	£21,000	£1,000	Appointed Sep-24	In accordance with the Council's procedures for an up to £25,000 appointment, notably single quote	SAP submitted and approved for Single Quote appointment.
Fire Consultant	£5,000	£1,000	Aug-24	In accordance with the Council's procedures for an up to £25,000 appointment, notably single quote	Procurement procedure for below £25k spend, informal request for quote to minimum of 3 suppliers, where possible 2 to be local to Torbay.
Valuations (for White Rock Site and Westfield)	£5,500	£2,750	Mar 25	In accordance with the Council's procedures for an up to £25,000 appointment, notably single quote	Procurement procedure for below £25k spend, informal request for quote to minimum of 3 suppliers, where possible 2 to be local to Torbay.
Legal Contracts (partly in land acquisition)	£49,000	£3,250	Sep-24	Direct award form a public sector consultancy framework.	If advised by Legal Services that this cannot be provided in-house, award from appropriate public sector framework, instructed by Legal Services. Call-off in accordance with the framework rules this may require a further competition where direct award is not permitted or the Council cannot meet the conditions for a direct award.

Description / Requirements	Estimated Full Cost	Estimated cost for Westfield Feasibility	Estimated start	Comments	Procurement Advice
SBEM Assessor	£10,000	£2,000		In accordance with the Council's procedures for an up to £25,000 appointment, notably single quote	Procurement procedure for below £25k spend, informal request for quote to minimum of 3 suppliers, where possible 2 to be local to Torbay.
<b>Westfield Feasibility Sub Total</b>		<b>£50,000</b>			
Arboriculturist	£3,000	N/A	Oct-24	In accordance with the Council's procedures for an up to £25,000 appointment, notably single quote	Procurement procedure for below £25k spend, informal request for quote to minimum of 3 suppliers, where possible 2 to be local to Torbay.
Planning Consultant	£6,000	N/A	Oct-24	In accordance with the Council's procedures for an up to £25,000 appointment, notably single quote	Procurement procedure for below £25k spend, informal request for quote to minimum of 3 suppliers, where possible 2 to be local to Torbay.
Soft landscape Architect	£2,500	N/A	Oct-24	In accordance with the Council's procedures for an up to £25,000 appointment, notably single quote	Procurement procedure for below £25k spend, informal request for quote to minimum of 3 suppliers, where possible 2 to be local to Torbay.
Strategic Landscape	10,000		Oct-24	In accordance with the Council's procedures for an up to £25,000 appointment, notably single quote	Procurement procedure for below £25k spend, informal request for quote to minimum of 3 suppliers, where possible 2 to be local to Torbay.
Travel assessment / Travel Plan	£10,000		Oct-24	In accordance with the Council's procedures for an up to £25,000 appointment, notably single quote	Procurement procedure for below £25k spend, informal request for quote to minimum of 3 suppliers, where possible 2 to be local to Torbay.
Ecology incl BNG	£2,000		Oct-24	In accordance with the Council's procedures for an up to £25,000 appointment, notably single quote	Procurement procedure for below £25k spend, informal request for quote to minimum of 3 suppliers, where possible 2 to be local to Torbay.
Ecology conditions / actions provision	£4,000		May-25	In accordance with the Council's procedures for an up to £25,000 appointment, notably single quote	Procurement procedure for below £25k spend, informal request for quote to minimum of 3 suppliers, where possible 2 to be local to Torbay.
Energy and Sustainability Statements	£4,000		Oct-24	In accordance with the Council's procedures for an up to £25,000 appointment, notably single quote	Procurement procedure for below £25k spend, informal request for quote to minimum of 3 suppliers, where possible 2 to be local to Torbay.
Topographical upgrade	£2,000		Aug-24	In accordance with the Council's procedures for an up to £25,000 appointment, notably single quote	Procurement procedure for below £25k spend, informal request for quote to minimum of 3 suppliers, where possible 2 to be local to Torbay.
<b>Total</b>	<b>£752,500</b>				

## 4.2 Procurement Strategy Advice

*To be completed by the procurement team*

Is included in the Assessment of Procurement Needs following advice from Clare Farquhar 24th July 25.

## 4.3 Current contracts impacted

- Notably the LUF 3 Funding Agreement and the revised processes agreed with MHCLG

## 4.4 Contract strategy and management

The feasibility work will consider the strategy to progress the main works contract. This is likely to be a traditional form of construction with the client's design team having undertaken the detailed design. Following which the contractor would be appointed on a JCT or NEC form of contract, following a competitive tender.

The negotiations with the current landowner are focused on the outline requirements for a Memorandum of Understanding (including issues around the current tenant, timetable and achieving vacant possession) leading to a contract for acquisition. The terms and appointments will be directed by the Council's in house legal team inline with current policy.

## 5 Financial case

### 5.1 Introduction

To date the project has spent approximately £94k including professional fees for solicitors, architect, M&E engineer, QS, valuations, principal designer, surveys and Torbay Council staff. The next stage feasibility is anticipated to cost approximately £50,000 taking the project through to the production of a Strategic Outline Case (SOC).

Finance have reviewed the options within this report. The feedback from Andrew Sherry (25<sup>th</sup> July 25) is as follows;

- The Edginswell and White Rock options have been previously reviewed with numbers and assumptions approved. .
- Westfield Unit purchase price needs to be determined and agreed.
- financial information contained within the summary provided to CAD is satisfactory and approval is provided to progress these options to CGB.

### 5.2 Project Cost Breakdown

It is estimated that the project to deliver the Wesfield Business Park project is approximately £6.5 m.

Description	% Fee	Value	Comments
Purchase costs		£3,000,000	
SDLT		£139,000	
Legals		£50,000	
Feasibility	2%	£50,000	<i>RIBA Stage 1 ( Prep &amp; Brief) / SOC</i>
Concept Design	2%	£50,000	<i>RIBA Stage 2 (Concept)</i>
Detailed Design	5%	£125,000	<i>RIBA Stage 3 (Spatial Coordination) Including Planning / OBC</i>
Technical Design	1%	£25,000	<i>Procurement RIBA Stage 4 (Technical Design) / FBC</i>
Construction Management	1.5%	£37,500	<i>RIBA Stage 5 (Construction)</i>
<b>Main Contract</b>		£2,500,000	<i>Expected overall contract costs. This is what you should base your % fees against for each stage.</i>
Contingency	10%	£250,000	<i>Should be a suggested amount based on a % of the project total to cover unidentified issues</i>
Risk budget		£	<i>Costs of any mitigation actions outlined in your Risk register. This should be in addition to contingency.</i>
<b>Total</b>		<b>£6,226,500</b>	Plus £94K spend to date

**Table 1 – Expected Costs**

The cost to deliver the White Rock site is estimated to be £2.4m, plus £200k SDLT and an estimated 10% acquisitions costs (£240k) therefore £2,840,000.

## 5.3 Funding

At the August 7<sup>th</sup> 2024 CGB meeting the PID referenced funding of £10,209,000 from the LUF 3 funding which was subsequently allocated to the Torbay Tech Park project.

## 5.4 Financial summary

On the assumption that the project has an allocation of £10,209,000 from LUF 3.

Available funding	Costs to date	Forecast costs	Balance (Contingency & Risk )
£10,209,000	£94,373	£ 6,226,500	£3,888,127

The remaining balance could be used to fund the purchase of the White Rock site at £2.4m (plus costs outlined).

**Table 2 – Financial Summary**

## 6 Management case

### 6.1 Governance

This project will be subject to monthly CGB RAG reports as a route for high level escalation of risks and issues. Following the consideration of the PID at CGB a project board will be convened monthly to assess the status of the project.

#### Project Board

Name	Title	Project Role / Area of Expertise
Liam Montgomery	Managing Director	SRO
Rich Scutt	EPIC Centre Director	Operational
Richard Sutton	Commercial Development Team Leader	Project Management
Carl Wyard	Head of Economy	Operational
Andrew Sherry	Head of Finance (TDA)	Financial oversight and scrutiny
Clare Farquhar	Procurement and Contracts Officer	Procurement
TBC		Comms & engagement
TBC		Planning

### 6.2 Key Stakeholders

The primary stakeholders at this stage are Torbay Council, MHCLG (grant reporting as required) and the EPIC Management Group.

### 6.3 Key milestones

Below are the indicative key milestones for the project to deliver the Westfield Project Option. The Programme is contained within the Appendix.

Westfield Unit			
Activity	Start	End	Comments
Design team audit and options appraisal	14/7/25	29/08/25	
Valuation	14/7/25	22/08/25	
Approval process to freehold offer	22/08/25	5/09/25	
Freehold negotiations	5/09/25	26/09/25	Agree MOU
Review of audit and options	29/08/25	26/09/25	
SOC	1/09/25	5/09/25	
Approve deal to acquire and progress to legals	8/09/25	19/9/25	

Westfield Unit			
Activity	Start	End	Comments
Legal work to acquire	22/09/25	7/11/25	This requires simultaneous agreement of tenants surrender premium
Outline initial approvals and costing	5/9/25	3/10/25	Following SOC
OBC	3/11/25	7/11/25	
Complete acquisition		7/11/25	
Detailed design of works	14/11/25	19/12/25	
Early stage contractor engagement	6/10/25	19/12/25	
Any planning and building regs, preparation and submission	03/10/25	28/11/25	
Determination for planning and B regs	1/12/25	2/02/26	
Prepare Tender works	8/12/25	19/12/25	
Issue Tender		09/01/26	
Viewings with prospective occupiers and lease negotiations	3/11/25	5/12/25	Based on initial design to inform detailed design
Tender period	09/01/26	6/02/26	
Evaluate tender	9/2/26	20/02/26	
FBC	2/3/26	6/3/26	
Award contract	20/2/26	6/3/26	
Commence works		9/3/26	
Lease negotiations	8/12/25	27/2/26	Agreement to lease
Lease legals	2/2/26	1/5/26	
Works on site	9/3/26	24/7/26	
Works PC		24/7/26	
Occupiers move in	24/7/26	28/08/26	

**Table 3 - Key Milestones**

## 6.4 Risk management

Risks will be reviewed and managed using a standard risk matrix. The initial risks identified and their mitigations at this stage have been provided in the Appendix. Key risks are outlined below;

Risk No	Risk Description	Current Status/ Mitigation/ Contingency
Rsk001	Unforeseen <b>building issues</b> impact the proposed works resulting in abnormal costs beyond forecast budget and cause delays	The project has an existing team (including architect, M&E Engineer, Engineer, QS) who will undertake an audit of the building and produce an options report focussing on what is required and achievable (cost, brief and programme). The options will be costed by the QS. Programme will be outlined ahead of SOC.
Rsk002	The <b>cost of the building</b> in terms of the Open Market Value and owners expectations impacts the acquisition and affordability	The Project has engaged with the owner to discuss expectation. A valuation has been commissioned by an appropriate valuer.
Rsk004	The option deliverables is not aligned with the initial grant requirements impacting the <b>grant terms</b>	The Economy Team is working with MHCLG to advise of the options and the feedback is positive in terms of size outputs and timetable.

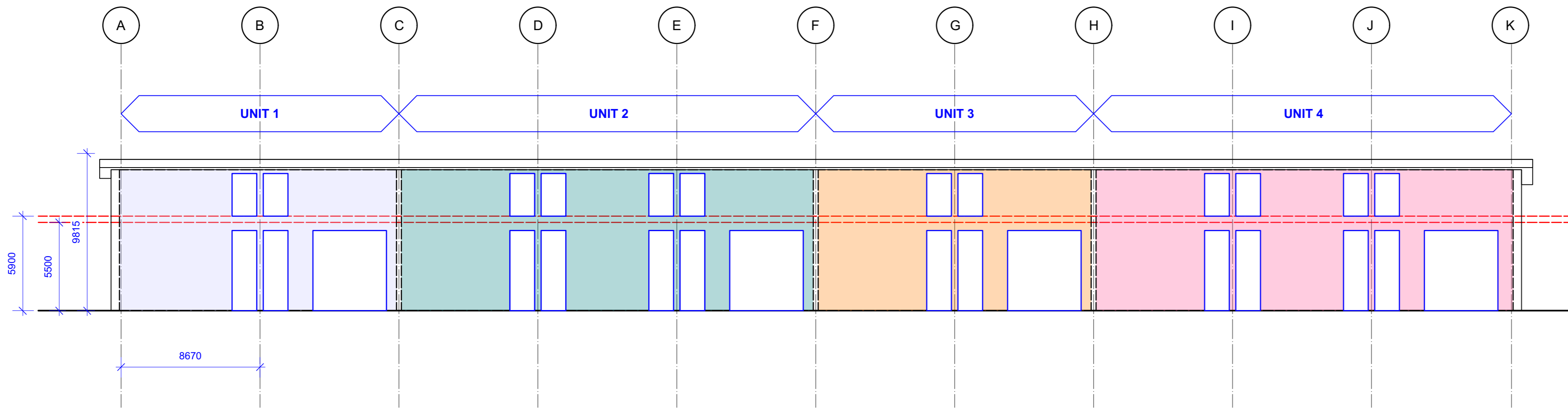
**Appendix A. Project Tier Identification Checklist**



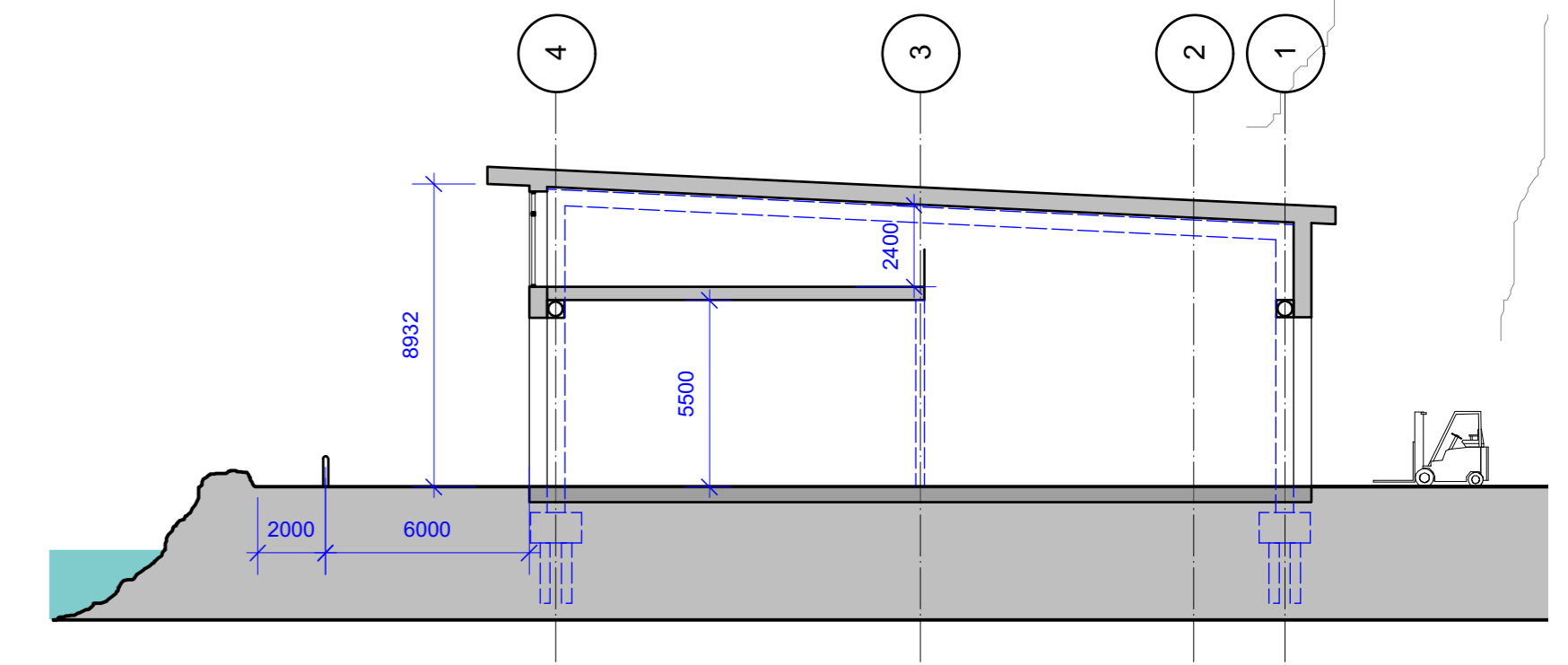
Appendix C. Project Risks

Risk Register  
Torbay Tech Park (Westfield)

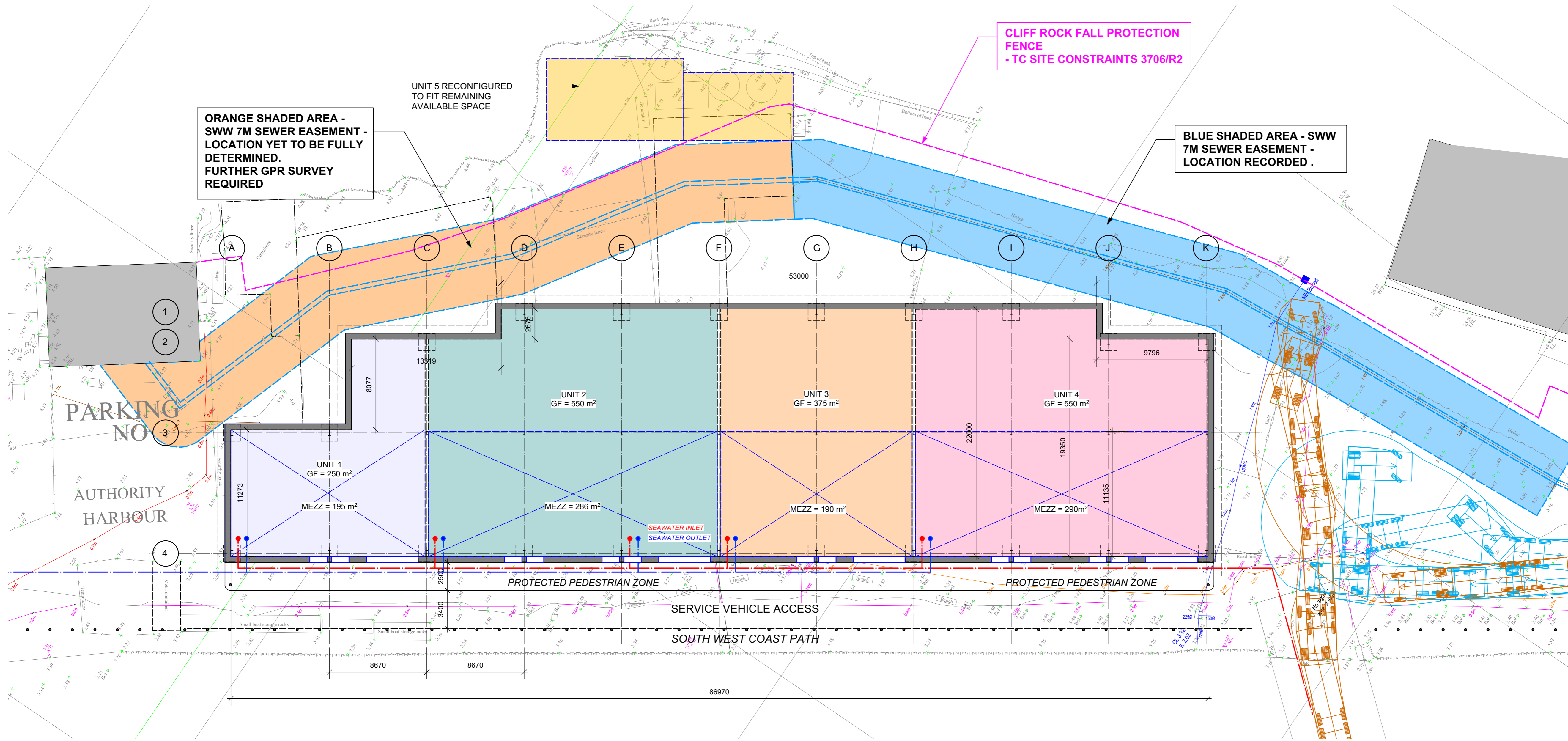
Risk No	Risk Description	Probability	Impact	Risk Score	Response	Date Identified	Owner	Current Status/ Mitigation/ Contingency	Date Last Update	Status	Residual Probability	Residual Impact	Residual Risk Score	Date Closed	Issue Ref (If Applicable)
Rsk001	Unforeseen <b>building issues</b> impact the proposed works resulting in abnormal costs beyond forecast budget and cause delays	3	3	9	Contingency	25/07/2025	Project Board (PB), Project Manager (PM)	The project has an existing team (including architect, M&E Engineer, Engineer, QS) who will undertake an audit of the building and produce an options report focussing on what is required and achievable (cost, brief and programme). The options will be costed by the QS. Programme will be outlined ahead of SOC.	25/07/2025	Open	2	3	6		
Rsk002	The <b>cost of the building</b> in terms of the Open Market Value and owners expectations impacts the acquisition and affordability	3	4	12	Accept	25/07/2025	PB/PB DEV	The Project has engaged with the owner to discuss expectation. A valuation has been commissioned by an appropriate valuer.	25/07/2025	Open	3	3	9		
Rsk003	Building is unable to accommodate the Brief and / or the <b>stakeholder requirements</b> impacting opportunities to accommodate tenants. Would have an impact on the grant outputs and financial business case	2	4	8	Contingency	25/07/2025	PB/PB DEV	The project has worked with the EPIC Stakeholder Group to develop the requirements with the design team. Members have inspected the building and will do so in the feasibility period. Options report being developed for opportunities.	25/07/2025	Open	2	2	4		
Rsk004	The option deliverables is not aligned with the initial grant requirements impacting the <b>grant terms</b>	3	4	12	Accept	25/07/2025	PB Econ	The Economy Team is working with MHCLG to advise of the options and the feedback is positive in terms of size outputs and timetable.	25/07/2025	Open	2	3	6		
Rsk005	The owner and tenant fail to secure a surrender impacting <b>vacant possession</b> and timetable.	2	3	6	Accept	25/07/2025	PB	The Project has engaged with both the tenant and occupier on this matter. When the valuation and feasibility progresses the project will look to secure an MOU with the parties. Positive progression from the project will enhance the commercial case to secure VP.	25/07/2025	Open	2	2	4		
Rsk006	The Council doesn't have adequate <b>funding</b> to progress the opportunity impacting delivery	1	2	2	Avoid	25/07/2025	PB	The PID has outlined an acceptable business case in line with the LUF 3 funding. The PB will continue to monitor the funding and scope.	25/07/2025	Open	1	1	1		
Rsk007	<b>Inadequate resource</b> (including project resource and issues with construction) resulting in delay to scheme. (incl main contractor and sub-contractors)	2	4	8	Reduce	25/07/2025	PB	The Project has appointed a Design Team who are already engaged with known resources and costs. A strategy will be produced in respect of the main works required which will focus on risk and issues of resources.	25/07/2025	Open	2	3	6		
Rsk008	The options proposed (e.g Plant Room footprint and parking) cannot be secured from the current owner. <b>Owner Negotiations</b>	3	3	9	Contingency	25/07/2025	PB	The project is engaged with the owner to secure the requirements. Mitigation (e.g reduced scope) will be developed if all requirements cannot be secured.	25/07/2025	Open	1	2	2		
Rsk009	The project requirements require a new <b>Planning</b> application causing delay impacting cost.	2	2	4	Accept	25/07/2025	PB	The current planning approval as known is adequate in terms of form and Use. The feasibility will align the requirements with the current approval. If required the Planners will be contacted.	25/07/2025	Open	2	1	2		
Rsk010	The audit uncovers issues that require works to comply with acceptable <b>Building Regulations</b> and / or the proposed works require substantial improvements to comply.	2	4	8	Contingency	25/07/2025	PB	The building has an existing building regulations consent and is being examined. The audit is being undertaken. The mitigation strategy will include an options appraisal so the proposals could be amended.	25/07/2025	Open	2	2	4		



PROPOSED OUTLINED FRONT ELEVATION + SECTION  
scale 1:200



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PROPOSED GROUND FLOOR PLAN (WITH MEZZANINE SHOWN)  
scale 1:200

revision no.	date	details	initials
client <b>WILLMOTT DIXON MILLIGAN LTD</b>			
project <b>SHELLFISH VILLAGE OXEN COVE BRIXHAM</b>			
drawing title <b>PROPOSED GROUND FLOOR PLAN (wi. MEZZ) + OUTLINE ELEVATION/SECTION</b>			
project stage <b>RIBA STAGE 2 PRE-APPLICATION</b>			
drawing number <b>4055.P.AL.02</b>	revision	sheet <b>A1</b>	
scale <b>1:200</b>	date <b>Apr 26</b>	drawn <b>JLC</b>	checked

**MTA** Chartered Architects  
 2nd Floor Office  
 16A Fore Street Brixham Devon TQ5 8DS tel 01803 838383  
 e-mail: enquiries@mtaarchitects.co.uk tel 01803 838383  
 web: mtaarchitects.co.uk

**RIBA** Chartered Practice

Agenda Item 6  
Appendix 3

**DRAFT ISSUE**

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**Meeting:** Cabinet & Adjourned Annual Council

**Date:** 12 May 2026 & 14 May 2026

**Wards affected:** Roundham with Hyde

**Report Title:** Redevelopment of former Crossways Shopping Centre, Paignton for the Delivery of Extra Care Housing

**When does the decision need to be implemented?** 31 May 2026

**Cabinet Member Contact Details:**

Councillor Hayley Tranter – Cabinet Member for Adult, Communities, Public Health and Inequalities, [Hayley.tranter@torbay.gov.uk](mailto:Hayley.tranter@torbay.gov.uk) <mailto:alan.tyerman@torbay.gov.uk>

Councillor Chris Lewis – Cabinet Member for Place Development and Economic Growth, [Chris.Lewis@torbay.gov.uk](mailto:Chris.Lewis@torbay.gov.uk)

**Director Contact Details:**

Anna Coles – Director of Adult and Community Services, [anna.coles@torbay.gov.uk](mailto:anna.coles@torbay.gov.uk),

David Carter – Director of Regeneration, [david.carter@torbay.gov.uk](mailto:david.carter@torbay.gov.uk)

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## 1. Purpose of Report

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- 1.1. The Crossways redevelopment is a cross-Council project, bringing together Adult Social Care, Housing and Regeneration to deliver strategic outcomes for adult social care delivery, whilst also delivering regeneration in Paignton town centre.
- 1.2. This report seeks the endorsement for the redevelopment of the former Crossways Shopping Centre for 91 social rented homes and associated infrastructure, and a bespoke Day Care Centre for adults with complex learning disabilities - for households with a local connection to Torbay.
- 1.3. For Cabinet to recommend the Council an uplift to the capital programme of £54.000m and approve Prudential Borrowing to a maximum amount of £16.300m.
- 1.4. To approve an application to Homes England to support the social housing element of the project.
- 1.5. To authorise the appropriation of the Land, as legal owner, in accordance with Section 203 of the Housing and Planning Act 2016 (“the Act”), and as outlined in Appendix 2. Noting that appropriation and reliance on section 203 of the Act to override third-party rights is permissible, as planning permission for the new scheme was approved by Torbay’s Planning Committee in December 2025.

## 2. Reason for Proposal and its benefits

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- 2.1. The development of sheltered housing with integrated health and social care services, known colloquially as 'extra care housing', along with the re-provision of specialist resources for people with profound and multiple learning disabilities remains a key part of the Council's market transformation strategy to meet future care market demand of the next 20 years.
- 2.2. With regards to the supported housing needs of cognitively / physically frail older adults and adults of working age with disabilities, ongoing engagement with people that draw on social care services indicates that they would rather continue to live in a home of their own, making choices about and having control over the care and support they receive to enable them to remain independent. This in turn supports the health and social care system to push back the point at which people need to enter more intensive, higher cost services such as residential care, whilst also being a more cost effective model for delivering services to vulnerable people because it offers a specifically designed supportive environment and limits staff travelling miles to deliver care.
- 2.3. Built on engagement carried out in 2016/17 by Housing LIN for Torbay Council, taking a long view of specialist housing demand for adults drawing on health and social care, the Blueprint for Market Transformation in Torbay: Adult Social Care Commissioning 2020 to 2030 sets out a high-level summary of the planned outcomes, outputs and activities required to meet adult social care needs across Torbay in line with ongoing demographic demand, changing customer expectations and current social policy locally and nationally, in order to meet the Council's duties towards the social care market under the Care Act 2014:
  - Enabling more people to be healthy and stay healthy;
  - Enhancing self-care and community resilience;
  - Integrate and improve community services and care in people's homes; and
  - Deliver modern, safe and sustainable services.
- 2.4. The delivery of the Crossways scheme as a development of modern, purpose-built supported apartments will make a significant contribution to the Council's stated target of 200 additional extra care apartments by 2030.
- 2.5. Under the latest Section 75 Partnership Agreement with Torbay and South Devon NHS Trust for the delivery of integrated health and social care Torbay Council committed to have two Extra Care facilities in delivery by the end of the current agreement (2025 to 2030). The 91 Units of Extra Care on the Crossways site represented the first of these and will be completed in 2029.
- 2.6. Although the NHS Hospital Trust have given notice to terminate the integrated care arrangements in Torbay by serving notice on the Section 75 Agreement, the overall need for additional Extra Care units remains and support the delivery of a more outcome focussed and financially sustainable care offer in Torbay.

- 2.7. With regard to the provision of specialist day support for adults with profound and multiple disabilities in Torbay, the Council continues to see an increase in demand for these services and people live longer and more young adults enter the adult social care system with a range of complex physical, developmental and behavioural disabilities requiring specialist support and a specially designed environment. The modern dedicated provision being planned for the Crossways site will support adults being supported at home to develop skills for independence and to receive a range of commissioned meaningful daytime activities to support their health and wellbeing. At the same time, the service will ensure the Council meets its duties to carers of people with profound disabilities, ensuring that they receive the respite that they need to maintain their caring responsibilities for as long as possible.
- 2.8. The NHS Trust currently operates a day care centre at Hollacombe, Paignton, to provide support for local adults with complex Learning Disabilities. This is known as Hollacombe Community Resource Centre (CRC) and is a specialist facility, providing activities, food, support and therapy to some of our most vulnerable members of society.
- 2.9. The buildings that Hollacombe CRC utilise has reached 'end of life' and due to the nature and composition of their prefabricated construction, it is not feasible to extend operational use beyond the next few years. Without a new site coming on stream shortly, the facility would be forced to close, which would be to the detriment of residents. This facility is considered important in providing health & wellbeing outcomes for vulnerable members of our community.
- 2.10. Additionally, providing a new facility will allow support for a larger cohort than the current building is able to. The new Centre has been designed to support up to 50 adults with profound and multiple Learning Disabilities, 5 days per week, representing an increase of 35% in capacity compared to current provision. In addition, the new centre will be able to support the wider learning disability and autistic community of Torbay by hosting evening and weekend activities run by a range of service providers.
- 2.11. This report brings forward a proposal that will see the delivery of the extra care housing whilst simultaneously providing a solution for the services provided out of Hollacombe CRC.

### 3. Recommendation(s) / Proposed Decision

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#### 3.1. That Cabinet:

- (i) 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

- (ii) 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).

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

- (i) To use the Council powers of Appropriation for the Crossways Site and adjacent highway land (shown in Appendix 2) 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.)
- (ii) 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 for planning purposes, and delegate to Cabinet consideration of any objections and final confirmation of decision.
- (iii) That the Capital Programme be uplifted to a maximum of £54.000m to deliver the project.
- (iv) 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.

## Appendices

- a) Appendix 1 – Location Plan
- b) Appendix 2 – Area of Land over which Appropriation rights are being exerted.
- c) Appendix 3 – Outline Business Case for Crossways (December 2025)

## Background Documents

- Regeneration Partnership and appointment of preferred Partner – available here: <https://www.torbay.gov.uk/DemocraticServices/ieDecisionDetails.aspx?Id=5350>
- Place Vision for Paignton – available here: <https://www.torbay.gov.uk/news/pr9387/>

## 4. Introduction

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- 4.1. The Crossways Site in Paignton was approved by Council to be acquired CPO in September 2019 for redevelopment.
- 4.2. A planning application for the site was submitted July 2020 and approved in February 2021 for: Redevelopment of redundant shopping centre comprising: Five storey sheltered scheme block of 13 flats, commercial and associated ancillary space. Seven storey extra care scheme of 76 flats, commercial, communal and associated ancillary space.
- 4.3. Due to the combination of, post COVID construction inflation and decline in sub-prime residential property values, and with introduction of the Building Safety Act 2022 (which increases the construction cost and consenting complexity of buildings over 18m (approximately 6 stories)) the scheme consented in 2021 proved to be commercially unviable when reappraised in 2023.
- 4.4. A new planning application was submitted in August 2025 for: 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., which gained consent in December 2025.
- 4.5. Torbay – along with most of the country, currently faces acute housing challenges, caused largely by the successive challenging housing and economic market conditions we have seen since the Covid pandemic in 2020. These market conditions have reduced developer and investor confidence and led to a slowdown of commercially driven housing growth. This has a knock-on impact on the supply of new affordable housing, and general ability of the sector to maintain construction rates, leading to a decline in overall market conditions.
- 4.6. The impact is arguably most acutely felt by those in need of housing with linked care and support. Extra Care housing is considerably more expensive to deliver than standard market or general needs affordable housing because it requires additional facilities in respect of communal/shared spaces, as well as enhanced facilities within individual homes. Extra Care Housing is generally only provided by market housing providers as ‘executive style’ housing, or by Registered Providers/Local Authorities as part of grant funded programmes with Homes England.
- 4.7. With market conditions as they have been, developers have been hesitant to take on the commercial risk of new such development in marginal value areas like Torbay (and this would not cater to the local need anyway); similarly, the local Registered Provider sector has significantly reduced output of new directly delivered homes in recent years (including specialist housing).
- 4.8. Torbay is a uniquely beautiful yet economically vulnerable coastal region facing significant and compounding housing challenges. While the area is nationally renowned for its natural environment and appeal as a tourism destination, these attributes mask entrenched issues of housing unaffordability, deprivation, and inequality. The Bay faces:

- A lack of affordable housing: There is a significant shortfall in homes available for social rent. Residents become priced out of the local market due to private rent inflation, low average incomes and open market sales values that are not affordable to the local working population.
  - Stagnant housing delivery: Private market delivery has slowed significantly in recent years due to viability concerns, developer reluctance, and the limited availability of unconstrained, developable land.
  - High housing demand and unmet need: 1,700 households are typically registered on Devon Home Choice with a need for social housing in Torbay at any given time. This includes growing numbers of families, older people, single-person households, and those facing eviction or unsuitable living conditions. In addition to Home Choice demand, the Adult Social Care Team have identified a specific demand for an additional 300 Extra Care units for social rent, to meet the needs of current supported households, and the projected demand of our rapidly aging population.
  - Increased reliance on temporary accommodation: The Council has seen a rise in homelessness presentations and is experiencing pressure to find suitable placements, without a supply of social housing to meet this need, this leads to a revenue cost to the Council in securing short-term, unsustainable temporary accommodation solutions.
  - Poor housing quality and hidden homelessness: A significant proportion of Torbay's housing stock is older and in poor condition, particularly in the private rented sector. This has led to health inequalities, increased fuel poverty, and greater demand on local health and social care services.
- 4.9. These factors combined are creating a housing system under strain, with consequences that extend beyond bricks and mortar that impact upon community wellbeing, public health, and economic prosperity.
- 4.10. This report proposes a deliverable opportunity to significantly increase the social housing stock for local people, at a rent that is genuinely affordable. This would be achieved by redeveloping the former Crossways Shopping Centre site, through our established Regeneration Partnership with Willmott Dixon-Milligan, into a bespoke 91-unit Extra Care facility for 100% social rented housing and associated ancillary infrastructure, along with a purpose-designed replacement day care centre for adults with complex Learning Disabilities.
- 4.11. Specialist architects have been procured to reimagine the site, into a form of housing specifically designed to meet the needs of people as they age, and to live independently for as long as possible. The resulting scheme is attractive, modern – yet respectful to the area's history and surroundings. As a large site in the centre of Paignton, it is essential that the redevelopment achieves our ambition to provide a 'regenerative effect' to the local surrounding neighbourhood. Residents will enjoy very high specification homes, build to exceed Building Regulations requirements, and have the benefit of private balconies and several shared outside spaces, as well as access to a café providing hot food and on-site

care and support provided by our commissioned provider. The scheme will also make provision for Biodiversity Net Gain improvements compared to its current and former use and offer Air Source Heat Pumps and a large array of photovoltaic panels on the roof to minimise impact on the environment (and our residents' bills for space and water heating).

- 4.12. The project has been worked up in considerable detail, to maximise the amount of residential accommodation that could be provided on the site, to increase income potential from rent and grant. Historically, a planning consent was secured for 89-units with ground floor commercial space on the site in 2021. However, due to the changing nature of the Building Regulations, introduction of the Building Safety Act and other changes to the regulatory frameworks since this time, the Council determined that it was unable to build the original planning consent. Additionally, the current approach to housing delivery – to maximise density, whilst seeking to reduce non-revenue earning space – means that a different approach to design is now required. As such, the new scheme (approved by Torbay Planning Committee in December 2025) is entirely new. Bearing in mind the complexity of integrating a bespoke Day Care Centre within the same structure as (but entirely separate to) 91-Extra Care apartments and café etc., the new consent represents the maximum extent of development that is considered achievable in this location, bearing in mind the implications of the new Building Safety Act in respect of schemes that exceed the 18m 'High Rise' threshold.
- 4.13. Housing delivery at this scale represents a considerable investment for the Council. Added to which, the type of housing – Extra Care – is more expensive to construct than general needs social housing due to the enhanced standards that we have to meet in respect of the Hapi Guidelines and Building Regulations for adaptable homes. All homes exceed the minimum space standards for social housing, and feature additional enhancements, such as balconies etc., which would not necessarily be provided on standard housing schemes. Consequently, the cost of building this project is high, particularly bearing in mind the bespoke nature of the ground floor space as a replacement Day Care Centre.
- 4.14. Officers recommend setting an overall project 'ceiling' of £54.000m to deliver the scheme in its entirety. This would be funded by a combination of Prudential Borrowing, capped at £16.300m, with the remaining cost to be funded by internal subsidies, external grant (including Homes England grant for the affordable housing), and relevant capital receipts.
- 4.15. It is anticipated that the Final Business Case (FBC) will come in below this overall financial ceiling. The Outline Business Case (attached at Appendix 3) sets out the estimated costs and budget contributions at the time it was issued in December 2025 there will be a slight variance to the numbers in the FBC as would normally be expected.
- 4.16. Schemes of this scale require considerable infrastructure improvements as part of the overall construction programme. As at the time of writing, the expectation is that the site will be available for use as temporary car parking throughout the busy summer tourist season, with an anticipated 'out of use' date from early September 2026 when works will then commence on site and in the adjoining highway.

- 4.17. Torbay has adopted an ambitious plan to fundamentally regenerate its towns, to breathe new life into our high streets, and transition our commercial centres to providing a greater amount of higher quality residential accommodation. The Council has long recognised the need to strategically intervene in this regard, culminating in December 2025 with the adoption of the 'Place Vision for Paignton', which specifically recognises the importance of the former Crossways site as a location for housing growth, to support our local high street, and bring people within a greater proximity of local businesses.
- 4.18. The proposal supports a number of other key local and national strategic aims:
- Torbay Council Housing Strategy: directly contributes to the objective of “delivering more, better and affordable homes”, unlocking new supply and promoting inclusive growth.
  - Torbay Local Plan: supports policy aims around sustainable development, brownfield land use, and meeting identified housing needs, as well as increasing the number of homes built in the early part of the new Plan period.
  - One Torbay: Working For All: The Corporate Plan emphasises inclusive communities, fairness, and tackling deprivation. The proposed scheme offers good quality affordable homes in a high-demand area to people that need care and support, who can find that housing becomes increasingly unaffordable as they age.
  - Devon Home Choice: The homes will be allocated to local people in housing need.
- 4.19. This scheme is one of several proposals that have come to Cabinet in recent months and mark a turning point in Torbay Council’s approach to tackling housing challenges head-on. It further demonstrates our commitment to using our resources proactively and strategically to meet the needs of our communities. The scheme represents:
- Direct intervention in the housing market to unlock underutilised land.
  - Provides much needed Extra Care accommodation which works alongside Adult Social care to reduce/mitigate the economic impact and keeps more people living independently, for longer.
  - Leadership in place-regeneration, in a coastal town with limited development opportunities and a high street in need of activation.
  - A model of how we can work proactively within the private sector to kick-start the local construction sector and wider economy to meet our social, environmental and spatial priorities.
  - A strong signal of commitment to Paignton and to working in partnership with our appointed Regeneration Partner to boost investment in the local economy when overall confidence in the housing market is low.
  - The Council strengthens its reputation as a progressive, forward-thinking authority willing to take action to stimulate growth where market-led delivery is stalling.

## 5. Options under consideration

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- 5.1. Acknowledging that the Council has been working on the delivery of this project since approximately 2021, there have been a range of corporate, strategic decisions taken in respect of working this site up for redevelopment for Extra Care Housing, including through

the acquisition of this land specifically for this purpose, and in determining in 2025 that it was right to proceed with a revised planning application for the site. As such, there is a clear, strategically endorsed pathway to the redevelopment of this site for this purpose.

- 5.2. Notwithstanding the above, however, there are still a number of decision 'gateways' to proceed through, prior to committing the Council to the considerable capital expenditure (and associated risk) of a project of this magnitude. As such, there are effectively 3 options for consideration at this point (acknowledging that the decision has already been taken about the form of development proposed for the site):
- 5.3. **Option 1** – approve the Recommendations as set out and proceed to contract (and ultimately construction) as soon as is practicable, to deliver 91-units of Extra Care Housing for social rent and associated infrastructure, and a new Day Care Centre to replace the existing facility at Hollacombe.
- 5.4. **Option 2** is not to proceed, effectively stepping away from the opportunity to bring forward a brownfield site to support the local housing market. This will avoid capital risk but will not improve the housing situation and will be less likely to secure delivery of the site to meet Local Plan targets in the medium term. It would be reputationally damaging for the authority in respect of a project that has wide political support and is supported for this use by the vendor. It would also mean Torbay misses an opportunity to increase its social housing stock and would place enhanced risk on the Council in respect of grant that has been secured specifically to deliver the project from the Brownfield Land Remediation Fund/Future High Streets fund etc.
- 5.5. **Option 3** would be to pause the scheme, pending review in 12-18-months in the hope that market conditions have improved and costs come down. Whilst this would be a legitimate consideration, there is no guarantee that market conditions/prices would improve; indeed, with the current state of play in the Middle East, there is a reasonable chance that the situation may worsen in that period, making the scheme even more financially challenging to deliver. Delay would also impact on existing grant funding conditions and increase the risk of being required to repay spent monies.
- 5.6. On the balance of considerations, officers recommend proceeding as set out in **Option 1**.

## 6. Legal Implications

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- 6.1. The Council has previously completed the acquisition of the site utilising a Compulsory Purchase Order. The legal implications of this were fully considered through this process, and at the time of acquisition.
- 6.2. Within the identified risks of the scheme are Rights of Light and access rights of existing neighbouring properties. As such this report seeks approval to levy the Council's Planning Appropriation Rights under Section 203 of the Act to the site. This protects the scheme from injunction by any of the forementioned parties.

## 7. Engagement and Consultation

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- 7.1. The community has been consulted throughout the planning process as well as at regular events since the scheme's inception in 2021.
- 7.2. Additional engagement will be undertaken throughout the pre-construction and construction period. This will mainly focus on the community within the affected ward and is also expected to extend to schools and community groups.
- 7.3. The Project Team has liaised extensively with the staff and service users of the current Hollacombe CRC, and all are aware of the proposals and our ambitions for the site.
- 7.4. The Head of Strategic Housing & Delivery and Director of Regeneration have extensively briefed the Portfolio Holder for Housing and Finance and the Deputy Leader - and the other Cabinet members in advance of this proposal. The Shadow Cabinet Member has also been briefed regularly.
- 7.5. Senior Council officers have also been made aware of the proposal through the Capital & Growth Board and Housing Capital Programme Board.

## 8. Procurement Implications

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- 8.1. This project falls under the Procurement Act 2023. Therefore, a formal procurement procedure is required, to reflect the size of the investment (and associated risk).
- 8.2. Willmott Dixon Construction Limited have been appointed via a directly awarded Pre Construction Services Agreement through the Pagabo Major Works Framework, on an open book basis. This framework aligns with Gold Standard principles and is compliant with procurement regulations. Willmott Dixon Construction are then obliged to suitably procure any relevant sub-consultant/contractor services necessary to deliver the scheme.
- 8.3. The final construction contract will be awarded as the next work stage of the above framework route.
- 8.4. In addition to this the Council will still comply with its own internal Contract Procedure Rules and demonstrate best value in line with the Local Government Act 1999, this includes:
  - Evidence that the acquisition and development represents value for money;
  - A clear and transparent decision-making process; and
  - Appropriate financial and legal due diligence.
- 8.5. The Council has obtained a Value for Money report from Coreus, an RICS accredited firm of Quantity Surveyors, to provide assurance of the construction sum. A copy of the final report will be an appendix to the Final Business Case, to be considered by Cabinet in July 2026.

## 9. Protecting our naturally inspiring Bay and tackling Climate Change

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- 9.1. The proposal outlined represents an opportunity to embed climate-conscious, environmentally responsible and sustainable design principles into the fabric of our built environment. It supports Torbay Council's declared Climate Emergency and the subsequent Climate Emergency Action Plan by creating homes that are low-carbon, environmentally sustainable and cost effective to live in, while preserving the character and ecological integrity of the Bay.
- 9.2. The development will be delivered in accordance with current best practice in sustainable construction and environmental protection, delivering:
- Energy-efficient homes: The development will be designed to at least meet minimum Building Regulations, with a focus on enhanced fabric performance (insulation, air tightness, and glazing) to reduce energy consumption and fuel poverty. If further enhancements can be viably delivered above the minimum standards at the point of delivery, they will be. The project team anticipates achieving an EPC rating of B overall.
  - Low-carbon building materials and methods: The scheme will promote the use of sustainable, low-emission materials and modern methods of construction (MMC) where possible to minimise environmental impact.
  - Renewable energy and futureproofing: The project will include the integration of solar panels, energy-efficient heating systems (e.g. air source heat pumps), and electric vehicle (EV) charging infrastructure to support low-carbon lifestyle for residents. The scheme will be delivered without recourse to carbon-intensive space and water heating (i.e. "no gas").
  - Sustainable transport: Residents will have good access to public transport will reduce car dependency, in line with sustainable travel objectives.
- 9.3. Climate change disproportionately affects vulnerable populations. Providing safe, secure, and energy-efficient housing contributes to climate resilience by reducing exposure to extreme weather conditions; helping low-income households better manage rising costs; and support equitable access to housing that meets modern environmental and health standards.

## 10. Associated Risks

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- 10.1. There are risks associated with any commercial activity. However, the risks associated with this scheme are described throughout this paper.

## 11. Equality Impact Assessment

Equality Act Protected characteristics and groups with increased vulnerability	Data and insight	Equality considerations (including any adverse impacts)	Mitigation activities	Responsible department and timeframe for implementing mitigating activities
<p><b>Age</b></p> <p>Page 96</p>	<p>There are 139,479 people in Torbay (ONS Mid-Year Estimate 2022), and 1 in 4 are aged 65 or over (36,612 people, or 27%) which is higher compared to across England (where the 65s and over make up 18%).</p> <p>By 2043, it is estimated that over one in three (34%) of Torbay's population will be aged 65 years and over (52,033), compared to 24% across England.</p>	<p>This purpose-built accommodation will reduce the need to go into a residential care home in the early stages of a resident's care need increasing. Extra care housing comprises self-contained homes with design features and support services to enable independent living.</p> <p>Communal facilities will provide opportunities for social interaction and help combat social isolation, a long-standing challenge for aging populations.</p> <p>The Scheme meets the needs of the Adult Social Care Team to support people to live independently, as long as possible.</p>	<p>Consideration during the letting process to ensure benefit of this accommodation is maximised for those that need it most.</p> <p>The importance of non-institutional design has been emphasised throughout the design process, avoiding clinical aesthetics, promoting a sense of dignity and home.</p>	<p>Housing Management</p>

<p><b>Carers</b></p>	<p>At the 2021 census there were 14,900 unpaid carers in Torbay. 5,185 of these provided 50 hours+ of care.</p> <p>4.8% of over 5's within Torbay were identified as carers in the 2021 survey.</p>	<p>The Extra Care Scheme may provide relief for carers to support their wellbeing.</p>	<p>Not applicable</p>	<p>Adult Social Care</p>
<p><b>Disability</b></p>	<p>In the 2021 Census, 23.8% of Torbay residents answered that their day-to-day activities were limited by a physical or mental health condition or illness.</p> <p>The Torbay Joint Strategic Needs Assessment highlights that two-thirds of adults aged over 65 are expected to be living with multiple health conditions (multi-morbidity) by 2035. Seventeen percent would be living with</p>	<p>Extra Care Housing supports a range of people. Some may have a disability and or physical/ mental health needs. It supports people to live independently with additional on-site support. The level of support available can be tailored to meet the needs of the resident, meaning that the model is more flexible than domiciliary care.</p> <p>The design of the building will be accessible and have level access and lift provisions. This will sit alongside thoughtful design which will promote wellbeing and amenity spaces suitable for mobility equipment.</p> <p>Additionally, an inclusive design has been considered for neurodivergent residents, with consideration given to</p>	<p>Considerable emphasis has been given to creating a space that meets service user needs, is fully accessible and is a welcoming and inclusive.</p> <p>The scheme complies with the M4 (2) and M4(3) standards, which outlines space requirements and accessibility for dwellings. These standards ensure the facilities are suitable for users with reduced mobility.</p> <p>The project team accompanied the architect PRP to view existing extra care facilities with Barnet Council. Viewing these operational facilities assisted in understanding the complex needs</p>	<p>Adult Social Care</p>

	four or more diseases, double the number in 2015. One-third of these people would have a mental illness like dementia or depression	colour palates and other interior qualities.	of the end user and how spaces need to work in practice. Particular focus on dementia friendly design, use of colour coded floors and personalised objects to assist in navigation of the building for example.	
<b>Gender reassignment</b>	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 adverse impacts are anticipated. Staff will receive training to ensure that they treat all residents and colleagues with respect and dignity.	Not applicable	Housing Management & Adult Social Care
<b>Marriage and civil partnership</b>	At the 2021 Census, 44.2% of people were married or in a civil partnership.	There will be a mix of apartment sizes which will cater for single and multiple occupancy homes with varying living arrangements.	Not applicable	Housing Management
<b>Pregnancy and maternity</b>	There has been a notable fall in the numbers of live births since the middle of the last decade across all geographical areas.	Residents will not be excluded from Crossways based on pregnancy/maternity status, if they otherwise meet the requirements of the scheme. However, other schemes may be more appropriate for	Not applicable	Not applicable

		eligible households with this additional requirement.		
<b>Race</b>	In the 2021 Census, 96.1% of Torbay residents described 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.	No adverse impacts are anticipated. Staff will receive training to ensure that they treat all residents and colleagues with respect and dignity.	Not applicable	Housing Management & Adult Social Care Teams
<b>Religion and belief</b>	64.8% of Torbay residents stated that they have a religion in the 2021 census.	No adverse impacts are anticipated. Staff will receive training to ensure that they treat all residents and colleagues with respect and dignity.	Not applicable	Housing Management & Adult Social Care Teams
<b>Sex</b>	51.3% of Torbay's population are female and 48.7% are male	No adverse impacts are anticipated. Staff will receive training to ensure that they treat all residents and colleagues with respect and dignity.	Not applicable	Housing Management & Adult Social Care Teams
<b>Sexual orientation</b>	In the 2021 Census, 3.4% of those in Torbay aged over 16 identified their	No adverse impacts are anticipated. Staff will receive training to ensure that they treat all residents and colleagues with respect and dignity.	Not applicable	Housing Management & Adult Social Care Teams

	sexuality as either Lesbian, Gay, Bisexual or, used another term to describe their sexual orientation.	The British Attitude Survey highlights that 67% of people think a relationship between two people of the same sex is never wrong, compared to 17% in 1983. However, the reports suggest that the figure decreases for those in older population groups. The above training and understanding of discrimination will assist management.		
<b>Armed Forces Community</b>	In Torbay, 5.9% of the population have previously served in the UK armed forces. This is higher than the average for England (3.8%).	No adverse impacts are anticipated. Staff will receive training to ensure that they treat all residents and colleagues with respect and dignity.	The design team includes ex-armed forces and reservists; their input has been part of the design process.	Housing Management & Adult Social Care Teams
<b>Additional considerations</b>				
<b>Socio-economic impacts (Including impacts on child poverty and deprivation)</b>	Torbay's economy is ranked among the weakest in England. Average wages continue to be significantly below the regional and national average with less of the population in full-	The Scheme provides affordable housing for some of the most vulnerable in our society.	The extra care scheme will be creating management jobs, and the Holcombe facility will retain the staff numbers.	Housing Delivery Team

	time employment than England.			
<b>Public Health impacts (Including impacts on the general health of the population of Torbay)</b>		Pollution	The scheme has significant resident amenity spaces, and residents are less likely to be car-users than the general public. Nearby bus stops promotes sustainable travel, supporting access to the community.	Public Health Teams
<b>Human Rights impacts</b>		No human rights impacts are anticipated. Residents will have an ASC assessment in line with best practice where required.	Not applicable	Not applicable
<b>Child Friendly</b>	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.	Due to the nature of the scheme, and the care requirements that will be part of the selection process for tenants, this scheme is unlikely to support families with children. However, the Council is actively bringing on stream a number of other housing initiatives specifically designed for this cohort, that would be better suited to families that include children.	Not applicable	Housing Delivery Team

## 12. Cumulative Council Impact

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- 12.1. An increase to the Council's portfolio of social housing, which requires ongoing management etc. However, allowances are always made in the financial modelling to ensure the long-term, appropriate management and maintenance of our housing stock.

## 13. Cumulative Community Impacts

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- 13.1. The provision of additional affordable accommodation will reduce future pressure on having to pay for expensive residential care placements when they are not really required. The whole purpose of this and similar schemes is to provide a stock of homes that are designed to help people live independently for as long as possible. To that end, it is worth noting that the project has the specific support from colleagues in the Adult Social Care team, as it will help them manage demand on their services, and provide efficient care services to a number of households in a single location.
- 13.2. There would be significant positive impact on local communities by addressing long-standing housing-needs, improving the quality of life for vulnerable residents, and contributing to the overall sustainability and cohesion of neighbourhoods within Torbay.
- 13.3. Keeping residents in Torbay ensures continued local spending and engagement with small businesses, schools, GPs and community services, as well as paying rental income to service the debt associated with the construction.

# Location of Former Crossways Shopping Centre, Hyde Road, Paignton






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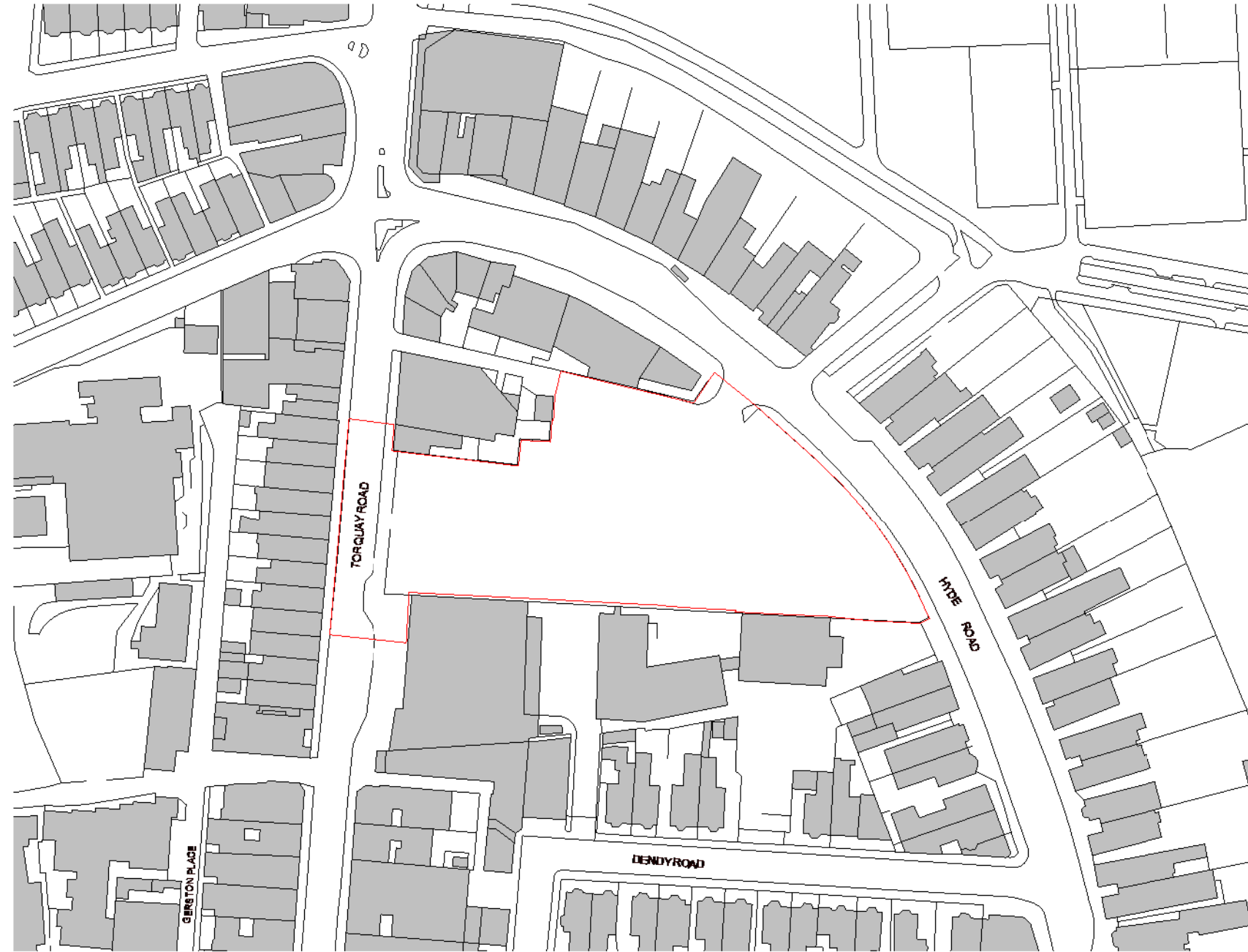
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Where products have been specified, PRP have reviewed applicable products available in the UK at the time of writing the specification, from which products named in the specification have been selected. Where the Principal Contractor wishes to propose alternative products, representative samples and a full technical appraisal demonstrating that their proposed alternative has equal or better performance should be submitted by the Principal Contractor in accordance with the agreed project Change Control Procedures. On any Higher Risk Building (HRB), the Principal Contractor should confirm if they consider the alternative (and / or any consequential impacts) as a recordable, notifiable or major change under Regulation 26 of The Building (Higher-Risk Buildings Procedures) (England) Regulations 2023.

### Key

-  Vehicle Entrance
-  Site Application Boundary
-  Existing Buildings

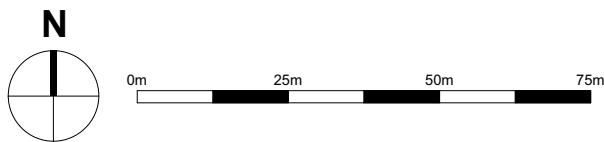
Site Area - 5190.5 m<sup>2</sup>



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### Existing Site Location Plan

1 : 1250



The Principal Contractor is responsible for checking dimensions, tolerances and references. Any discrepancy to be notified to the Architect before proceeding with the works.  
Where an item is covered by drawings to different scales the larger scale drawing is to be worked to. Do not scale drawing. Figured dimensions to be worked to in all cases.

CDM REGULATIONS 2015. All current drawings and specifications for the project must be read in conjunction with the Designer's Hazard and Environment Assessment Record  
All intellectual property rights reserved.

Rev	Date	Description
P02	28/07/25	Planning Issue
P03	31/07/25	Boundary Amendment
P04	01/08/25	Landscape Updated for Planning
P05	14/08/25	Updated to Planning Comments

Dwn	Ckd	Drawn	EH
EH	JB	Checked	JB
EH	JB	Date	July 2025
BF	JB	Scale @ A3	As indicated

### Crossways

Existing Site Location Plan

Project	Origin	Function	Space	Form	Discipline	Number
CWY-	PRP	- XX -	XX	- D -	A -	2000
Revision			Status			
P05 -			Planning -			

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**Crossways, Paignton**

**Outline Business Case (OBC)**

SRO:	<b>Sam Irving</b>	<b>Head of Strategic Housing &amp; Delivery</b>
Project Manager:	<b>Chris Wheeler (WDM)</b>	<b>National Head of Development</b>

<b>Version 1.0</b>	<b>Name</b>	<b>Signature</b>	<b>Date</b>
Prepared by:	Chris Wheeler		21 <sup>st</sup> November 25
Reviewed by:	Sam Irving		21 <sup>st</sup> November 25
Reviewed by:	Patrick Rafferty		
Approved by:	Capital Growth Board		
Approved by:	Cabinet / Council		

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## 1 Introduction

### 1.1 Purpose of this report

This report considers the redevelopment of the former Crossways shopping centre, Paignton and its immediate surrounds to Hyde Road and Torquay Road.

It has been prepared with reference to the Crossways SOC business case (November 2024) and subsequent planning documentation. It should also be cross-referenced with ProVal model: **Crossways\_91ECH/DCC\_(OBC)\_26Nov25**.

The following approvals are sought:

- Authorisation to place an ECI/PCSA (Pre Construction Services Agreement) with Willmott Dixon Construction.
- To approve an additional in-phase budget of £1.729m (plus underspend from SOC activities), to undertake this activity from YQB08; and,
- To endorse the proposed delivery and procurement model set out in this paper.
- Authorise the instruction of SWW to undertake diversion works at a cost of £521,000 (Included in the £1.729m noted above) to allow the unhindered delivery of the scheme post FBC.

### 1.2 Executive Summary

The 0.477ha site is owned by the Council. Originally the site was identified for an 89-unit Extra Care facility, for which a planning consent was granted in February 2021. Demolition of the former shopping centre commenced in 2023 and substantially completed in April 2024. It is currently in-use as a temporary shopper's car park, pending redevelopment.

A fundamental scheme review was undertaken in 2023, following identification that the previous scheme was unviable. Responsibility for delivery has transferred to the Head of Strategic Housing and Delivery (as client), with project management and development management services provided by Willmott Dixon / Milligan – "WDM". This has culminated in the submission of a new planning application to significantly improve the efficiency of the building by measure of nett to gross area and increase in units. Additionally, a new day care centre has been included, to replace the existing Hollacombe Centre, which is a life-expired asset.

The costs to date for the CPO, design and demolition is £5,738,783. These costs include the acquisition and abortive works of the previously consented scheme.

The scheme has attracted £2.7m of FHSF and £950k of BLRF; several other smaller local subsidies have been committed, too. There is also a provisional allocation from Adult Social Care (ASC) including Disabled Facilities Grant (DFG) funds and other project specific subsidies. To progress this project, the SRO has assumed all the subsidies and grants allocated to the project in the November 2024 SOC remain.

A preferred scheme for the redevelopment has been worked up to RIBA Stage 3+ with a Planning Application submitted in July 2025. The SRO/WDM consider that this produces the best balance of viability, development size, regenerative effect and deliverability. We are expecting consent to be issued in December 2025.

A further tranche of pre-construction activity, as set out below, is recommended to improve cost certainty on the viability and deliverability of the proposals.

The recommendation is as follows:

1. Appoint Willmott Dixon Construction Limited under ECI/PCSA to develop the scheme design through RIBA Stage 4 and provide a commercial proposal based on a Design and Build contract sum.
2. At the completion of RIBA 4 undertake a design gateway review, a cost and value review and recast the development appraisal having regard to Torbay Council's standard Employers' Requirements.
3. Independently commission Coreus to provide client-side VfM assessment and 'Managing Surveyor' services, which will ensure robust oversight of WDC during the construction/ECI/PCSA phases and provide assurance direct to the client throughout.
4. Discharge any pre-commencement planning conditions, to facilitate a start on site.

5. Engage with Wilmott Dixon Construction under a ECI/Pre-Construction Services Agreement (PCSA) to work up and agree a Building Contract and Building Contract Sum for the delivery of the preferred scheme (such Instruction to be made under the existing Pagabo Developer Led Framework).
6. (Client) Engagement with Homes England regarding Affordable Housing Grant to secure viability.

This tranche of activity would be carried out over the next 6 months with a target end date of Q2 2026.

The Total Scheme Cost (including land assembly and interim operating costs) for the preferred scheme is currently £50,129,777. An in-phase budget of £1.729m is required to complete the activity through to RIBA 4. This is in addition to expenditure already incurred/approved for the feasibility, SOC, land assembly and estate management activity (but within the overall £50.2m budget). This is a high-level estimate and will need to be market tested and confirmed with the wider development team with frequent reports issued to the SRO team for approval.

Within the above £1.729mm OBC to FBC budget is £521,000 to instruct SWW to undertake the diversion works to allow a prompt start on site post FBC as an Enabling Works Package. A key objective of the ECI/PCSA will be to identify cost savings and further efficiencies. This will be reported at FBC stage.

## 2 Strategic Case

### 2.1 Strategic Needs

#### 2.1.1 Existing arrangement

Crossways Shopping Centre was purchased by Torbay Council in 2022. The buildings have been demolished, and the site is being utilised as a deck level car park. There is an identified need for Extra Care housing, which this scheme will address.

#### 2.1.2 Business needs – current and future

The brief for the scheme is for a residential led (Extra Care) mixed-use development. The Business Needs remain the same as previously outlined at SOC.

#### 2.1.3 Strategic need

##### 2.1.3.1 Corporate & Community Plan alignment

The Strategic Needs remains the same as previously outlined at SOC.

##### 2.1.3.2 Other relevant strategies

This has previously been considered at SOC stage.

### 2.2 Objectives

The key objectives and respective targets for the project are set out in the table below.

Challenge	Objective	Measure	Target
Oversupply of poor-quality retail space	Condense retail offer and diversify land use	Less retail space and increase in other uses in town centre	Better-quality high-street experience
Lack of housing and increasing deprivation	Provide access to high quality housing	Increase in residents living in good quality housing	Reduced poor quality housing
Improving Paignton's image	Improved residential and health offer	Investor confidence; existing and new establishments	Increased investment activity
Replacement Day Care Centre	Purpose-built replacement facility	Delivery of said facility	Quality provision to allow service to flourish

## 2.3 Other considerations

The scheme has been designed to meet a range of needs identified by Adult Social Care, including homes for people to age-well, and provision of a bespoke day care facility to replace an end-of-life scheme that is central to the partnership between Torbay Council and the local NHS trust.

## 3 Economic Case

### 3.1 Critical success factors

The critical success factors (CSF's) were considered at SOC.

### 3.2 Options for consideration

At SOC stage, a series of preferred options were identified with a decision made to proceed with 91 Extra Care units and a Hollacombe replacement, to Stage 3 and Planning Application. A significant level of design development was undertaken during this process and has resulted in a finalised design scheme (set out below).

### 3.3 Preferred option

- New 4-6 Storey Extra Care Residential Development fronting Torquay Road and Hyde Road consisting of:
  - 76 No 1 Bed Apartments
  - 7 No 1 Bed Apartments for Wheelchair Users
  - 8 No 2 Bed Apartments
- Associated ancillary/communal space and gardens.
- New Café for the use of the above residents.
- 11,453 ft2 of space for the replacement Hollacombe Day Care Centre including dedicated garden space.

## 4 Commercial Case

### 4.1 Introduction

a Pre- Development Agreement (PDA) has been entered into for the site to facilitate its immediate progression. The PDA has acted as the delivery mechanism for all activity on the scheme to date (with all current team members procured pursuant to the PDA); the PDA will continue to be used for all activity in the next stage up to FBC.

Consideration has been given to appoint Willmott Dixon Construction on Construction phase given their project knowledge through development. Review of procurement options identified that this would be possible via the Pagabo Major Works framework. This was proposed to CGB at OBC stage and subsequently approved.

To develop the contract sum and RIBA Stage 4 pack, Willmott Dixon Construction will be appointed to undertake the works associated under an ECI/PCSA within the existing PDA structure. At/beyond FBC stage the PDA is to be replaced with a Development Management Agreement (on identical commercial terms to the PDA) to facilitate the delivery of the scheme (this process is set out in the PDA).

At the point a contract sum can be agreed Willmott Dixon Construction will be appointed utilising a preferred framework which will sit alongside the DMA mentioned above. The preferred framework is likely to be Pagabo Major Works to ensure compliance and like-minded procurement.

Whilst Torbay Council's Commercial Services team continues to hold concerns regarding the legitimacy of a direct appointment of Willmott Dixon Construction, and the strength of the justification for doing so, based on the commercial analysis undertaken and the wider public cost–benefit position, we are satisfied that it would be inappropriate at this juncture to reverse or revisit the approach.

## 4.2 Market analysis

A schedule showing the basis of the assumptions for the input metrics to the Development Appraisal is below:

Metric	Data Source/Basis of Calculation
Acquisition Cost	Based on purchase costs incurred (provided by TC).
Construction Cost	Based on RIBA 3 cost plans prepared by the Construction Cost Consultant (Coreus) against each of the development option for Crossways.  This has been subsequently tested by Willmott Dixon Construction with a value for money process underway with Coreus. Coreus have verified the construction cost
Planning Cost	Planning costs incurred have been utilised.
Professional Fees	Cost estimates based on quotations from the core team along with benchmark data from other projects. ECI/PCSA fee quoted by Willmott Dixon which is built up from quotes from the consultant design team.
Finance	Assumed debt finance based on long-term PWLB borrowing by TC at a rate of 4.65%, utilising an 'interest only' model (as agreed with the Director of Finance).
Residential Sales and Rental Values	Residential values have been provided by Vickery Holman based on 1999 values with a 10% uplift for Extra Care housing (this is the standard requirement for social housing).
Commercial Rents/Incentives	Assessment of market rents and incentive provided by Vickery Holman.
Investment Yields	Assessment of market investment yields for anticipated uses by Vickery Holman.
Growth	Both cost and value growth have been included in the appraisals advised by Coreus and Vickery Holman: <ul style="list-style-type: none"> <li>Construction cost inflation estimated to mid-point of construction.</li> <li>Value growth estimated to exit/sales point.</li> </ul>

## 4.3 Routes to market

TC have entered into a Pre Development Agreement with WDM, which provides the necessary Development Management and Project Management Services to deliver the project.

Procurement of the professional and design consultancy team to date, which has been necessary to progress the concept design and Planning Application, has been done pursuant to the linked Pre-Development Agreement.

The budget requested below will again be procured through a compliant framework route namely the Developer Led and Major Works frameworks. This will be set out in the forthcoming FBC.

A core development team has been assembled and will be expanded as the development process continues under the employment of Willmott Dixon Construction Limited.

Discipline	Entity
ECI/PCSA	Willmott Dixon Construction Limited
Water Diversion	South West Water – Appointed direct by the Council
Cost Management/VfM/monitoring-EA	Coreus

Procurement of construction related services will be required to facilitate diversion of the mains sewer with South West Water. The rationale for procuring a separate Enabling Works contract is that these works can be done more quickly than a Main Contract and therefore will potentially facilitate a quicker start on site. Furthermore, if included

within the Main Construction Contract, these works would likely be subject to higher preliminary and overhead costs associated with the larger contract. Additionally, due to the precise nature of the topographical levels associated with these works the wider team have advised SWW are asked to complete the works.

#### 4.3.1 Preferred Route to market.

##### Enabling Works Contract (South West Water)

- Output: A robust contract sum.
- Process: Direct Appointment due to lack of competition in utilities market.
- Procurement Programme: Approx 6 months.

The formal legal and administrative process for this procurement process would be carried out by TC with full technical/commercial support from WDM pursuant to the PDA.

##### Main Building Contract

- Output: A Building Contract and market tested contract sum with Willmott Dixon Construction (WDC) on an open book basis
- Process: Pre-Construction Services Agreement (ECI/PCSA) issued under the existing Project PDA leading to the main contract to be let by Direct Award under Pagabo Major Construction Works Framework.
  - Pagabo Major Works Fee of 0.22% payable through construction.
- Procurement Programme: approx. 1 month. Main works instructed post FBC approx. 9 months from OBC (inc. drafting and agreeing contract).

The formal legal and administrative process for this procurement process would be carried out by TC with full technical/commercial support provided by WDM pursuant to the PDA.

The ECI/PCSA is an open-book process whereby a contract sum is established by tendering all the construction works packages to the supply chain and applying pre-procured rates for Preliminary Costs and OH&P to the aggregate of the package costs.

It is also necessary to have the process/output audited by a 3<sup>rd</sup> party cost consultant to confirm the output was market tested and VFM. This service will be employed directly by the Council, and the proposal is to direct award to Coreus, based on their existing (very detailed) knowledge of the project.

The fee for the ECI/PCSA services will be payable to WDC under the contract and has been ratified by Coreus a 3<sup>rd</sup> party RICS accredited cost consultant/QS.

The arrangements above will, however, necessitate an incremental approach to the future production of the Full Business Case (FBC) for the scheme as follows:

##### OBC

- Contract details for the Enabling Works Contract
- ECI/PCSA with Willmott Dixon Construction Limited placed through the Pagabo Major Construction Works Framework.

##### FBC

- Final contract details for the Main Works Contract

Following completion of the surveys and investigations (post Enabling) the Main Contract could be finalised and the Main Contract placed through a suitable Framework, most likely Pagabo Major Works.

## 4.4 Contractual arrangements

##### Enabling Works Contract

- Client: Torbay Council
- Form of Contract: SWW agreement appropriate for the value of works.
- Approx Value: £521k
- Duration: Circa 6 months

- Payment: Monthly  
Contractor provides a Guaranteed Maximum Price

#### **Cost Consultant & NEC Project Manager and Supervisor**

- Client: Torbay Council
- Supplier: Coreus
- Form of Contract: Direct appointment via a framework using framework terms or Council short form service contract
- Approximate Value: £46,250-55,000 for ECI/PCSA period & £70-80,000 for the Construction Period (anticipate above threshold service contract)
- Duration: 33 months (or full duration of ECI/PCSA and construction)
- Payment: Monthly

#### **ECI/PCSA**

- Client: Torbay Council
- Supplier: Willmott Dixon Construction
- Form of Contract: Pagabo Major Works PCSA
- Approx Value: £1.283m
- Duration: Circa 9 months
- Payment: Monthly

#### **Main Building Contract**

- Client: Torbay Council
- Form of Contract: NEC4 Option A
- Approx Value: £42.85m
- Duration: Circa 24 months (to be confirmed via PCSA process)
- Payment: Monthly (based on valuations)

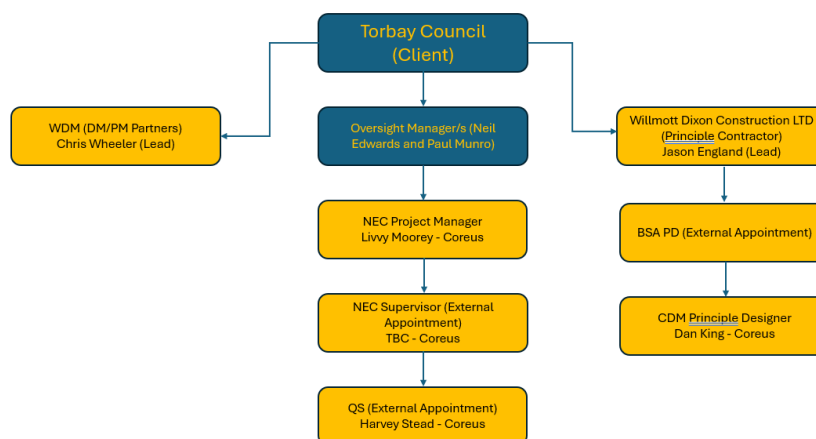
## **4.5 Contract management**

Up to the point of commencement of the procurement process for the Building Contracts the development process will be managed by WDM pursuant to the PDA (as has been the case up to now). From the commencement of procurement the Council will be responsible for the management of the project.

The form of contract utilised for the construction will be reviewed and confirmed at FBC. However the Councils current preference and requirement will be to enter into an NEC form of contract providing:

- Extensive shared experience in delivering schemes under this form of contract.
- Provides cost certainty.
- Contract utilised across the market for complex schemes.
- Simple process when utilising the Sypro software.

Through discussions with internal and external stakeholders the below management structure has been shaped based upon the utilisation of an NEC Option A Contract. This form of contract demands unique roles which Torbay Council have a duty to ensure are met to ensure the efficient running of the contract and mitigation of risk.



## Financial case

### 4.6 Introduction

A detailed Development Appraisal has been produced for the preferred option utilising (industry standard) ProVal modelling. All of the assumptions utilised in the appraisal have been discussed and agreed directly with the Director of Finance and Cabinet Member or Housing & Finance. This includes:

- PWLB borrowing at 4.65%, over 50 years (with NPV discount to match)
- Annual management charge of £600 per unit, per annum
- Annual maintenance charge of £600 per unit, per annum
- Void & Bad Debt allowance of 2.5% (equivalent to 9 days void per year)
- Tapered major repairs sinking fund (0.1% of Build Cost in Year 6, raising to 0.5% per annum by Year 10+).
- Service charge (to cover communal maintenance, and any care/support costs)
- Social rents at 110% of 1999 values, as endorsed by Vickery Holman

£34.293m of subsidy is required to deliver the project, including an assumed bid of £15.015m from Homes England.

Utilising the Interest only model, there is currently a small surplus in Year 1, which means that there is sufficient income to cover the minimum debt payment. Over the 50-year period, the surpluses grow to a point where there is sufficient headroom to repay the whole of the debt. Clearly, this is a simplified model, and it would be advantageous to pay off debt incrementally, using the surpluses. An extract from ProVal is provided at **Appendix A**.

The rents for the Day Care Centre have been set at £20.00ft<sup>2</sup> as advised by Vickery Holman; whilst this is a significant increase compared to the current cost of Hollacombe, the figure is still significantly below comparable market rents for other sites of this type. The existing site is also at end of life stage, and so it would not be reasonable to charge the full commercial rate to the hosting service for this site anyway. However, moving to a new site will create a revenue pressure that the Council will have to absorb. An exercise will be undertaken in due course to plot the 'sweet spot' in respect of reducing rent liability versus increasing subsidy to support the day care centre.

### 4.7 Working costs for next project stage

Set out below is an estimate of the costs required to progress the preferred scheme through to FBC stage. These costs are projected to up to the point of FBC Stage 2 (i.e. sufficient to fully crystallise the Enabling **and** the Main Works Contract through an ECI/PCSA process).

Description	Value	Comments
ECI/PCSA Fees	£1,283,798	Placed with Willmott Dixon Construction Limited (Framework fee due within construction)
SWW Diversion	£520,301	Placed with SWW

DM/PM Fees	£206,801	Fees agreed through Partnership Agreement Nov-July
Professional Fees	£100,000	Misc (QS, EA, re valuation as required)
Contingency	£381,835	Saving carried forward from saving in SOC
Total	£ 2,110,900	

**Table 1 - Working cost for business case development.**

## 4.8 Funding

4.8.1 The tables below set out the proposed funding strategy for the scheme:

Funding Stream (A):	Amount allocated:	Cost centre:	Currently allocated to:	Reallocate to:
ASC Capital	£1,321,869	YQB08	Crossways	N/A
ASC Revenue	£2,696,740	YQB08	Crossways	N/A
ASC Revenue	£935, 260	YQB08	Crossways	N/A
BLRF	£950,000	YQB08	Crossways	N/A
DFG	£2,252,619	YQB08	Crossways	N/A
DFG Future Allocations	£634,860	YQB08	Crossways	N/A
Future High Streets	£2,765,897	YQB08	Crossways	N/A
Homes England AHP	£15,015,000	Yet to be secured	N/A	N/A
Housing RHP	£200,044	YQB08	Crossways	N/A
HSG Advances	£1,458,044	YQB08	Crossways	N/A
Jack Sears	£1,100,000	YQB08	Crossways	N/A
LPSA Performance	£214,000	YQB08	Crossways	N/A
S106 (AH) OSC	£736,489	YQB08	Crossways	N/A
TC Capital Receipts*	£4,012,551	YQB08	Crossways	N/A
<b>Sub-total</b>	<b>£34,293,373</b>			

**Table 5 – Crossways existing allocated internal subsidy**

\*this includes a future sales receipt of £1.000m from the disposal of Hollicombe Day Care Centre, and £3.000m from the sale of Preston Down Road (being 50%, restricted to specifically fund affordable housing in Paignton). If the PDR receipt does not reach the expected £6.000m bid, more of the geographically unrestricted receipt will be required.

The proposed scheme requires significant capital borrowing. Residential and health uses have been modelled on an interest only basis (with the capital sum being repaid through cashflow surpluses at the term end). The scheme requires a loan of £15,836,404.

However, with considerable subsidy from Torbay Council, along with a grant bid to Homes England, ensures that the net revenue once the asset is stabilised at **at all times exceeds** the annual loan repayment. The scheme provides a (small) cashflow surpluses from Year 1, ensuring the Council's revenue position is not exposed to further risk because of these borrowing activities.

## 4.9 Capital Costs (Non-Recurrent)

The table below sets out the capital cost (less grant funding and interim income) to PC+1 Year.

Description	Value
Acquisition	£2,606,489
Works	£38,370,871

Fees	£4,691,417
Other Costs	£4,461,000
<b>Total</b>	<b>£50,129,777</b>
Subsidy	- £34,293,373
Opening Loan	- £15,836,404

**Table 2 – Capital Costs**

## 4.10 Ongoing costs / (Recurring commitment)

All occupiers and tenants of the completed scheme will contribute to a Service Charge account which will be used to meet the running costs of the asset. Where tenant/occupier voids occur, the landlord will meet the void costs of the vacant space. An initial projection of the management costs are detailed within the PROVAL model in Appendix A.

## 4.11 Tax considerations

A review of tax considerations will be undertaken following approval of this business case.

The use of the Café is to be reviewed through the next stage and finalised prior to FBC. At the moment the facility is inward facing to mitigate against development and ongoing Tax liabilities.

## 4.12 Financial summary

		Expenditure to date	Forecast to complete (including contingency)	Total
<b>Required Budget (Overall)</b>	£50,129,777	£6,040,211	£44,089,566	£50,129,777
<b>Required Phase Budget (OBC)</b>	£ 8,330,691	£6,040,211	£ 2,290,480	£ 1,728,346

Spend figure is up to end Sept 25

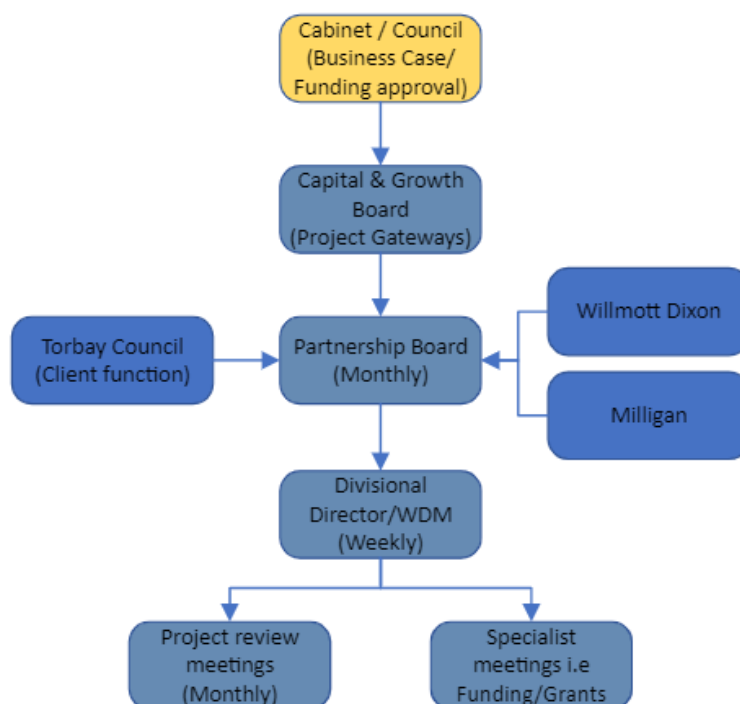
**Table 4 – Overall project Budget**

## 5 Management case

### 5.1 Governance arrangement

#### 5.1.1 Governance Structure

This project is one of the regeneration partnership schemes which is being delivered collaboratively between Torbay Council, Wilmott Dixon and Milligan. The below identifies the governance structure for this arrangement:



The regeneration partnership board consists of the below persons / roles and meets monthly to discuss progress on its portfolio of projects.

Name	Title	Organisation	Project Role
Anne-Marie Bond	Chief Executive	Torbay Council	Executive Officer
Alan Denby	Director of Pride in Place	Torbay Council	Strategic Fit
Malcom Coe	Director of Finance & S151 officer	Torbay Council	Financial Oversight
David Carter	Director of Regeneration	Torbay Council	TC Project Sponsor
Sam Irving	Head of Strategic Housing & Delivery	Torbay Council	TC scheme SRO
Chris Wheeler	Regional Head Land and Development	Willmott Dixon	Dev Management (Delivery)
Stuart Harris	Chief Exec	Milligan	Dev Management (Commercial)
Mike Anderson	Chief Investment Officer	Milligan	Dev Management (Investment)
Jon Munce	Head of Development	Milligan	Dev Management (Delivery)

**Table 5 – Regen Partnership Board Membership**

The delivery of the project will be managed by the above client and project management time with further assistance in the form of the below structure, showing reporting lines through arrows.

The CDM and PD roles are appointed by the appropriate part in Torbay Council and Willmott Dixon Construction.

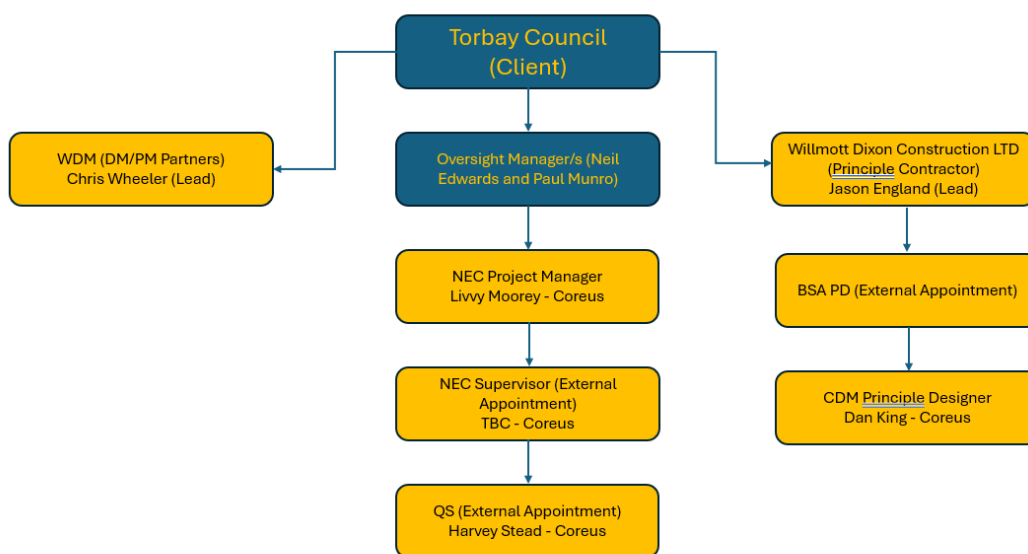
The Project Board consists of :

- Budget Holder - Sam Irving
- Oversight PM – Paul Munro
- Customer – Neal Edwards
- Communications – Emma Faulkner
- Head of Development & Project Management – Chris Bartlett
- Development Partner – Chris Wheeler
- **Optional – Torbay Procurement** – Chanelle Busby
- Optional – Director of Regeneration and Place Delivery - David Carter
- Optional – Head of Corporate Finance – Paul Matravers

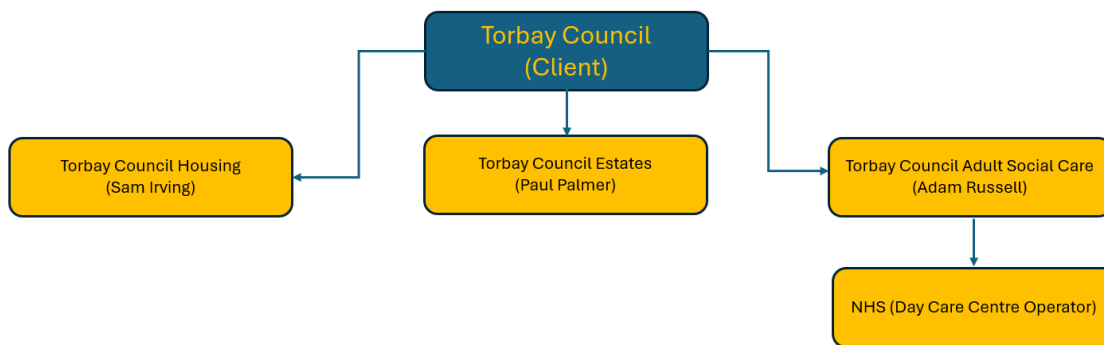
### Key Stakeholders:

WDM will maintain and overview PM/DM role on the scheme on behalf of the client with a Torbay Council appointed set of oversight managers. To provide further reassurance of VfM an external monitoring Employers agent will be employed to ratify when required any WDM approved changes to cost or programme throughout the contract. Operational reviews will be undertaken with the PCSA supplier with Project Boards held within the following week to ensure decision making is made within a timely period.

Coreus will provide PM/QS and NEC Supervisor roles subject to procurement being sought.



Key Stakeholders



## 5.1.2 Project Monitoring & Reporting

Project monitoring and reporting structure is defined in the chart in 5.1.1. It will be facilitated by the generation of monthly Highlight reports and delivered into the project board forum for review by the wider project team. Monthly CGB RAG updates will be provided to ensure oversight as part of the wider Capital Plan.

The project falls within the Regeneration Partnership so will be reported within the Partnership Board and regular meetings with the senior leadership team.

A project board will be established as above which will report progress and cost implications back through the RAG reports and CGB.

The below RACI schedule shows the clear reporting and governance structure that the Council and external advisors will take.

Task	Torbay Council		Coreus		Developer	Contractor	Comments
	Project Oversight	DM/Client	PM	QS	WDM	WDC	
<b>Reporting</b>							
Monthly ECI/PCSA Report	I	A	C	C	C	R	
Monthly ECI/PCSA Programme	I	A	C	C	C	R	
Monthly ECI/PCSA Budget Update	I	A	C	C	C	R	
Update IRS Schedule	I	A	C	C	C	R	Live document issued.
Respond to IRS	I	R	A	A	C	I	
RAG Reports	R	A			A		
Homes England Reports		R			A		
Partnership Board Reporting		A			R		
<b>Change</b>							
Informing Cost Change	I	C	R	R	C	R	Sypro to be utilised, 2 way process.
Informing Programme Change	I	C	R	R	C	R	Sypro to be utilised, 2 way process.
Informing Quality Change	I	C	R	R	C	R	Sypro to be utilised, 2 way process.
Informing Design Change	I	C	R	R	C	R	Sypro to be utilised, 2 way process.
Change Decision Making	A	R	A	A	A	I	Sypro to be utilised, 2 way process.
Instructing Cost Change	A	A	R	R	I	I	Sypro to be utilised, 2 way process.
Instructing Programme Change	A	A	R	R	I	I	Sypro to be utilised, 2 way process.
Instructing Quality Change	A	A	R	R	I	I	Sypro to be utilised, 2 way process.
Instructing Design Change	A	A	R	R	I	I	Sypro to be utilised, 2 way process.
<b>Meetings</b>							
Design Meetings	I	I	C	C	C	R	Internal & External
Organising PCSA Meetings	I	I	R	R	C	A	Treat as principles meeting?
Chairing PCSA Meetings	I	I	R	R	C	A	Treat as principles meeting?
Organising Project Board Meetings	C	C			R		
Chairing Project Board Meetings	C	C			R		
Partnership Board Reporting		R			R		
Informal Contractor/Client Touch Points	I	I	R	R	I	R	Coreus/WD to arrange
Operational/Estates Meeting	A	R			A	R	
Stakeholder Engagement	C	C	C	C	R	R	TC to attend and manage external stakeholders.
<b>Sharing</b>							
Drawings	I	I	R	R	I	R	Dalux System; drawing submittal and comments to be issued within this system.
Instructions/Governance	I	I	R	R	I		Sypro System
<b>Procurement</b>							
SCP PCSA Design Package Approval	I	C	R	R	I	R	
SCP PCSA Design Consultant Approval	I	C	R	R	I	R	

## 5.1.3 Approvals and exception reporting

Subject to approval of this business case, authority to spend up to the amount identified within section 5.2 for this stage of project delivery and business case development should be delegated to the project sponsor.

Where there is a requirement for additional funding, this will be highlighted to Capital Growth Board in the first instance and onwards to Cabinet and Council as required.

## 5.2 Key milestones

Below are the indicative key milestones for the project. A full estimated project plan / schedule has been provided in Appendix C.

Item	Negotiated Procurement
Feasibility	Nov 2024 (Complete)
Instruct WDM under PDA	Oct 2024 (Complete)
RIBA 2 Concept Design	Feb 2025 (Complete)
OBC	Dec 2025
Procure Preferred Contractor via PCSA	Jan 2026
RIBA 3/Planning Application Submission	July 2025 (Complete)
Planning Application Determination	Dec 2025
FBC	July 2026
Start on Site	Aug 2026
Practical Completion	Aug 2028
Completion of Defects	Aug 2029

Table 6 - Key Milestones

## 5.3 Benefits delivery

Benefits for this scheme will be measured via the below key performance indicators:

1. Delivery of Extra Care residential units (Nr)
2. Delivery of new health space (Social Care)

WDM will review the impacts and delivery against both the consented and Option 2 throughout the process.

## 5.4 Risk management

Risks will be reviewed and managed using a standard risk matrix. The initial risks identified and their mitigations at this stage have been provided in **Error! Reference source not found.**

### Risks

- Sustainability Standards i.e. impending Future Homes Standard – The extant planning application contained limited Sustainability standards or design information. If NCZ is to be sought, then an uplift on build costs of 8% is forecast in addition to the figures included within this report. This has been mitigated through discussions with Jacqui Warren. The scheme includes additional PV and will be consented prior to any more onerous standards are statutory.
- Acquisition of the Site – It is our understanding that the acquisition under CPO is finalised.
- Rights to Light – The schemes have the potential to evoke further rights to lights claims. This will be mitigated using Planning Appropriation rights post consent. WDM and SRO to instigate through cabinet.
- Construction market costs – As with any project inflation is a key consideration. £1.48m has been allowed within the cost plan to protect the scheme around this.
- Planning – Currently being determined so still at risk. The key considerations are height and DLSL although the scheme outperforms the consented scheme.
- Secured Grant – The scheme is in a fortunate position of having secured multiple grants, a key risk will be securing extensions to this funding, several of which have already lapsed.

- Unsecured Grant – All of the appraisals assume AHP grant from Homes England to bolster the affordable homes delivery. A bi will need to be submitted by the SO for this, which cannot be confirmed until consideration by Homes England.
- Additional Subsidy – Both options assume additional subsidy from the Council. This is most likely through existing capital programmes or grant pots but will need to be finalised.
- Car parking is limited and as such any scheme will be subject to review by the LPA and highways.

## Opportunities

- Rent values – A rent of £20.00 ft<sup>2</sup> has been assumed for the day care centre compared to the consultant recommendations of circa £23ft<sup>2</sup>.
- Additional residents providing revenue to the local economy throughout the year. – Residential units will yield both council tax at £1,488 to £1,736.66 per property per annum and have a wider economic benefit to the area through disposable incomes.
- Ability to regenerate the area.
- Potential to utilise Torbay Council’s ability to raise Homes England AHP grant.
- Creating a new location with longevity for Hollacombe.
- Rights to Light – The scheme along with planning appropriation rights have the potential to mitigate any rights to light claims.

## 5.5 Resource requirements

In addition to the Regeneration Partnership resource, it is forecast that the below resource will be required to bring the scheme to the FBC stage.

Name	Title	Responsible for	Time requirement
Sam Irving	Head of Strategic Housing & Delivery	<b>Budget Holder</b>	<i>Weekly catch-up meetings, Strategic oversight. along with monthly reporting. Business case development</i>
Neil Edwards	Development Consultant	<i>Technical matters</i>	<i>Expected 0.5 days per week</i>
Paul Munro	Client project Manager	Project Oversight	<i>Responsible for project management and performance (4 to 7 hrs per week)</i>
Chris Bartlett	Senior Supplier	<i>Provision of project delivery resources</i>	<i>Strategic resourcing</i>

**Table 7 - Resource**

## 5.6 Communications & Stakeholder engagement

### 5.6.1 Communications plan

A communications and stakeholder group has been formed between WDM and Torbay Council consisting of comms officers and directors/SRO from both parties. This group will establish a strategy and implement accordingly.

In addition, allowance has been made for sufficient public consultation from a planning perspective.

### 5.6.2 Stakeholder engagement

Name	Title	Responsible for	Time requirement
Nigel Mills	Regeneration Manager	Project monitoring for Towns Deal funding	Monthly Regen Partnership Board reports

Adult Social Care	Various	ECH/Day Care centre delivery	Project Board Minutes
Policial party members		delivery alignment with political policy	Monthly members briefings and CGB highlight reports

**Table 3 – Key Stakeholders**

## 5.7 Equality Impact Assessment

The Council has a public sector duty under the Equality Act 2010 to have ‘due regard’ to advancing equality of opportunity between those persons who share a relevant protected characteristic and persons who do not share it. The Act also seeks to eliminate discrimination, harassment and victimisation. It is important that you carefully and thoroughly consider the different potential impacts that the decision being taken may have on people who share protected characteristics.

An Equality Impact Assessment (EIA) has been carried out and can be found in Appendix D**Error! Reference source not found.****Error! Reference source not found.**

## Appendix A. Development Appraisal Extracts

### E - Total Scheme Costs

Appraisal	Social Rent	Day Care Centre				
	<b>Total</b>	<b>Average per unit (92)</b>	<b>Average per person (205)</b>	<b>Average per m<sup>2</sup> (8454.773)</b>	<b>% of Market Sales Value</b>	<b>% of Total Scheme Cost</b>
Acquisition	2,606,489	28,331	12,715	308	14.56%	5.20%
Works	38,370,871	417,075	187,175	4,538	214.27%	76.54%
<b>Acquisition &amp; Works</b>	<b>40,977,360</b>	<b>445,406</b>	<b>199,890</b>	<b>4,847</b>	<b>228.83%</b>	<b>81.74%</b>
Fees	4,691,417	50,994	22,885	555	26.20%	9.36%
Other Costs	4,461,000	48,489	21,761	528	24.91%	8.90%
Interest Costs	0	0	0	0	0.00%	0.00%
<b>Fees, Other &amp; Interest</b>	<b>9,152,417</b>	<b>99,483</b>	<b>44,646</b>	<b>1,083</b>	<b>51.11%</b>	<b>18.26%</b>
<b>Total</b>	<b>50,129,777</b>	<b>544,889</b>	<b>244,535</b>	<b>5,929</b>	<b>279.94%</b>	<b>100.00%</b>
Subsidy	34,293,373	372,754	167,285	4,056	191.50%	68.41%
MSV	17,907,500	194,647	87,354	2,118	100.00%	35.72%
Month 1 Sales	0	0	0	0	0.00%	0.00%
Opening Loan	15,836,404	172,135	77,251	1,873	88.43%	31.59%
Offset Sales	0	0	0	0	0.00%	0.00%
<b>Year 1 Net Rent</b>	<b>718,992</b>	<b>7,815</b>	<b>3,507</b>	<b>85</b>	<b>4.02%</b>	<b>1.43%</b>

### Tab D – ProVal Development cashflow

Development Cashflow Forecast

Please select a cashflow: Crossways ECH, AH, SEND (Optic)

	2025/26	2026/27	2027/28	2028/29	2029/30	2030/31	2031/32	2032/33	2033/34	2034/35	2035/36	2036/37	2037/38	2038/39	2039/40	2040/41	2041/42	2042/43	2043/44	2044/45	2045/46	2046/47	2047/48	2048/49	2049/50	2050/51		
Opening loan				-16,995,980	-15,748,930	-15,777,320	-15,777,320	-15,777,320	-15,777,320	-15,777,320	-15,777,320	-15,777,320	-15,777,320	-15,777,320	-15,777,320	-15,777,320	-15,777,320	-15,777,320	-15,777,320	-15,777,320	-15,777,320	-15,777,320	-15,777,320	-15,777,320	-15,777,320	-15,777,320	-15,777,320	
Capital	-686,829	3,663,364	-23,939,159	1,187,966	-28,390																							
Revenue				63,299	13,260	30,530	48,349	66,736	72,055	56,635	38,667	19,836	111	28,412	40,526	50,959	61,597	72,452	106,429	119,802	131,319	143,067	155,053	192,563	207,329	220,049		
Indicators																												
Net Rent				659,076	734,395	751,680	769,499	787,886	793,204	777,784	759,816	740,986	721,260	749,561	761,675	772,108	782,747	793,602	827,578	840,952	852,468	864,216	876,203	913,712	928,479	941,198		
Rent, rcpts & interest				63,299	13,260	30,530	48,349	66,736	72,055	56,635	38,667	19,836	111	28,412	40,526	50,959	61,597	72,452	106,429	119,802	131,319	143,067	155,053	192,563	207,329	220,049		
Interest cover				99.9%	102.0%	104.4%	106.9%	109.5%	110.0%	107.7%	105.2%	102.5%	99.8%	104.3%	105.7%	107.2%	108.7%	110.2%	115.2%	116.7%	118.3%	120.0%	121.6%	127.2%	128.9%	130.7%		
X-Subsidy																												
Handovers				15,808,014	28,390																							
Post Dev CF excl loan				2,579,645	13,260	30,530	48,349	66,736	72,055	56,635	38,667	19,836	111	28,412	40,526	50,959	61,597	72,452	106,429	119,802	131,319	143,067	155,053	192,563	207,329	220,049		
Post Dev CF				2,520,561	13,260	30,530	48,349	66,736	72,055	56,635	38,667	19,836	111	28,412	40,526	50,959	61,597	72,452	106,429	119,802	131,319	143,067	155,053	192,563	207,329	220,049		
Cumulative Post Dev CF				2,520,561	2,533,821	2,564,352	2,612,701	2,679,437	2,751,492	2,808,127	2,846,793	2,866,630	2,866,740	2,895,152	2,935,678	2,986,637	3,048,234	3,120,686	3,227,115	3,346,917	3,478,236	3,621,303	3,776,356	3,968,919	4,176,249	4,396,298		
Financial Forensics																												
Opening LT Loan Balance				-15,748,930	-15,777,320	-15,777,320	-15,777,320	-15,777,320	-15,777,320	-15,777,320	-15,777,320	-15,777,320	-15,777,320	-15,777,320	-15,777,320	-15,777,320	-15,777,320	-15,777,320	-15,777,320	-15,777,320	-15,777,320	-15,777,320	-15,777,320	-15,777,320	-15,777,320	-15,777,320	-15,777,320	-15,777,320
Closing LT Loan Balance				-15,748,930	-15,777,320	-15,777,320	-15,777,320	-15,777,320	-15,777,320	-15,777,320	-15,777,320	-15,777,320	-15,777,320	-15,777,320	-15,777,320	-15,777,320	-15,777,320	-15,777,320	-15,777,320	-15,777,320	-15,777,320	-15,777,320	-15,777,320	-15,777,320	-15,777,320	-15,777,320	-15,777,320	-15,777,320
Opening Dev. Loan Balance	3,966,643	3,279,815	6,943,179	-16,995,980																								
Closing Dev. Loan Balance	3,279,815	6,943,179	-16,995,980																									
Minimum Loan Repayment				654,861	721,134	721,149	721,149	721,149	721,149	721,149	721,149	721,149	721,149	721,149	721,149	721,149	721,149	721,149	721,149	721,149	721,149	721,149	721,149	721,149	721,149	721,149	721,149	721,149
Available Loan Repayment				654,861	721,134	721,149	721,149	721,149	721,149	721,149	721,149	721,149	721,149	721,149	721,149	721,149	721,149	721,149	721,149	721,149	721,149	721,149	721,149	721,149	721,149	721,149	721,149	721,149
Other Receipts																												
Sales																												
Surplus					12,205	30,530	48,349	66,736	72,055	56,635	38,667	19,836	1,522	28,540	40,526	50,959	61,597	72,452	106,429	119,802	131,319	143,067	155,053	192,563	207,329	220,049		
Deficit				15,803,799	27,334								1,411	128														
Loan repayment				654,861	721,134	721,149	721,149	721,149	721,149	721,149	721,149	721,149	721,149	721,149	721,149	721,149	721,149	721,149	721,149	721,149	721,149	721,149	721,149	721,149	721,149	721,149	721,149	721,149
Closing loan			-16,995,980	-15,748,930	-15,777,320	-15,777,320	-15,777,320	-15,777,320	-15,777,320	-15,777,320	-15,777,320	-15,777,320	-15,777,320	-15,777,320	-15,777,320	-15,777,320	-15,777,320	-15,777,320	-15,777,320	-15,777,320	-15,777,320	-15,777,320	-15,777,320	-15,777,320	-15,777,320	-15,777,320	-15,777,320	-15,777,320

## Appendix B. Project Risks

Risks will be reviewed and managed using a standard risk matrix. The initial risks identified and their mitigations at this stage have been provided in **Error! Reference source not found.**

We have been working with the wider team to develop the key risks for the scheme. We have taken the approach of utilising a list of succinct risks and opportunities to ensure the relevant attention can be paid to close out risk or realise the opportunity.

### Risks

- Sustainability Standards i.e. impending Future Homes Standard – The extant planning application contained limited Sustainability standards or design information. If NCZ is to be sought, then an uplift on build costs of 8% is forecast in addition to the figures included within this report.
- Acquisition of the Site – It is our understanding that the acquisition under CPO has been finalised, and no further costs will be incurred.
- Rights to Light – A number of the schemes have the potential to evoke further rights to lights claims. The team will work with cabinet to utilise Planning Appropriation rights at the correct time. This will mitigate against injunction and potential costs.
- Construction market costs – As with any project inflation is a key consideration. £1.48m has been allowed within the cost plan to protect the scheme around this.
- Planning – Currently being determined. Main considerations at this time are height and DLSL.
- Secured Grant – The scheme is in a fortunate position of having secured multiple grants, a key risk will be securing extensions to this funding, a number of which have already lapsed.
- Unsecured Grant – All of the appraisals assume AHP grant from Homes England to bolster the affordable homes delivery. We are currently awaiting announcement of application details of the new programme so funding may be at risk.
- Additional Subsidy – Both options assume additional subsidy from the Council. This is most likely through existing capital programmes or grant pots but will need to be finalised.
- Car parking is limited and as such any scheme will be subject to review by the LPA and highways.

### Opportunities

- Rent values – A rent of £20.00 ft<sup>2</sup> has been assumed for the day care centre compared to the consultant recommendations of circa £23ft<sup>2</sup>.
- Additional residents providing revenue to the local economy throughout the year. – Residential units will yield both council tax at £1,488 to £1,736.66 per property per annum and have a wider economic benefit to the area through disposable incomes.
- Ability to regenerate the area.
- Potential to utilise Torbay Councils ability to raise Homes England AHP grant.
- Creating a new location with longevity for Hollacombe.
- Rights to Light – A number of the schemes have the potential to mitigate any rights to lights claims. The team will work with cabinet to utilise Planning Appropriation rights at the correct time. This will mitigate against injunction and potential costs.



## Appendix D. 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	<p>18 per cent of Torbay residents are under 18 years old. 55 per cent of Torbay residents are aged between 18 to 64 years old.</p> <p>There are 139,479 people in Torbay (ONS Mid-Year Estimate 2022), and 1 in 4 are aged 65 or over (36,612 people, or 27%) which is higher compared to across England (where the 65s and over make up 18%).</p> <p>By 2043, it is estimated that over one in three (34%) of Torbay's population will be aged 65 years and over (52,033), compared to 24% across England.</p>	<p>This purpose-built accommodation will reduce the need to go into a residential care home when residents' care needs increase. Extra care housing comprises of self-contained homes with design features and support services to enable independent living.</p> <p>Communal facilities like a shared lounge will provide opportunities for social interaction and help combat social isolation, a long-standing challenge for aging populations.</p> <p>This housing is limited to those aged 55+ to provide vital accommodation in an area where this is a higher-than-average older population. The Scheme complements the aims of Adult Social Care to support people to live independently and with dignity where possible.</p>	<p>Consideration during the design process is required to creating a space that meets service user needs, is fully accessible and is a welcoming and inclusive environment.</p> <p>The importance of non-institutional design has been emphasised throughout the design process, avoiding clinical aesthetics, promoting a sense of dignity and home.</p>	WDM - Ongoing
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> <p>4.8% of over 5's within Torbay were identified as carers in the 2021 survey.</p>	The Extra Care Scheme may provide relief and relive some carers of their caring responsibilities, supporting their wellbeing.	Not applicable	WDM – Housing Delivery Team
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 a physical or mental health condition or illness.</p> <p>The Torbay Joint Strategic Needs Assessment highlights that two-thirds of adults aged over 65 are expected to be living with multiple health conditions (multi-morbidity) by 2035. Seventeen percent would be living with four or more diseases, double the number in 2015. One-third of these people would have a mental illness like dementia or depression</p>	<p>Extra Care Housing supports a range of residents. Some may have a disability, and or physical/ mental health needs. The residence supports people to live independently in extra care housing but with additional on-site support. The level of support available can be tailored to meet the needs of the resident, meaning that the model is more flexible than domiciliary care.</p> <p>The Extra Care scheme is naturally designed for people with physical disability and mental health needs. The design of the building will be accessible and have level access and lift provisions. This will sit alongside thoughtful design which will promote wellbeing and amenity spaces suitable for mobility equipment.</p> <p>Additionally, an inclusive design has been considered for neurodivergent residents, with consideration given to colour palates and other interior qualities.</p>	<p>Consideration during the design process is required to creating a space that meets service user needs, is fully accessible and is a welcoming and inclusive environment.</p> <p>The scheme complies with the M4 (2) and M4(3) optional standards, which outlines space requirements and accessibility items for dwellings. These standards ensure the provisions provided are suitable for users with wheelchairs and reduced mobility.</p> <p>The project team accompanied the architect PRP to view existing extra care facilities with Barnet Council. Viewing these operational facilities, it assisted in further understanding the complex needs of the end user and what spaces work for them in practice. Particular focus on dementia friendly design, using colour coded floors and personalised objects to assist in navigation of the building.</p>	WDM - Ongoing
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 adverse impacts are anticipated. Staff will receive training to ensure that they treat all residents and colleagues with respect and dignity.	Not applicable	WDM – Ongoing
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.	There will be a range of mix of apartment sizes which will cater for single and multiple occupancy homes with varying living arrangements.	Not applicable	WDM – Housing Delivery Team

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 expected.	Not applicable	Not applicable
Race	In the 2021 Census, 96.1% of Torbay residents described 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.	No adverse impacts are anticipated. Staff will receive training to ensure that they treat all residents and colleagues with respect and dignity.	Not applicable	Housing Delivery Team
Religion and belief	64.8% of Torbay residents who stated that they have a religion in the 2021 census.	No adverse impacts are anticipated. Staff will receive training to ensure that they treat all residents and colleagues with respect and dignity.	Not applicable	Housing Delivery Team
Sex	51.3% of Torbay's population are female and 48.7% are male	No adverse impacts are anticipated. Staff will receive training to ensure that they treat all residents and colleagues with respect and dignity.	Not applicable	Housing Delivery Team
Sexual orientation	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.	No adverse impacts are anticipated. Staff will receive training to ensure that they treat all residents and colleagues with respect and dignity.  The British Attitude Survey highlights that 67% of people think a relationship between two people of the same sex is never wrong, compared to 17% in 1983. However, the reports suggest that the figure decreases for those in older population groups. The above staff training and understanding of discrimination will assist management.	Not applicable	Housing Delivery Team
Armed Forces Community	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.	No adverse impacts are anticipated. Staff will receive training to ensure that they treat all residents and colleagues with respect and dignity.	The design team includes ex-armed forces and reservists; their input has been part of the design process.	Housing Delivery Team
<b>Additional considerations</b>				
Socio-economic impacts (Including impacts on child poverty and deprivation)	Torbay's economy is ranked among the weakest in England. Average wages continue to be significantly below the regional and national average with less of the population in full-time employment than England.	The Scheme provides affordable housing across various tenures along with Adult Social Care provision.	The extra care scheme will be creating management jobs, and the Holcombe facility will retain the staff numbers.	Housing Delivery Team
Public Health impacts (Including impacts on the general health of the population of Torbay)		Pollution	The scheme has reduced parking provisions and thus reducing pollution in the area and promoting increased amenity space in the scheme. Nearby bus stop also promotes sustainable travel, supporting access to the community.	WD - Ongoing
Human Rights impacts		No human rights impacts are anticipated. Residents will have an ASC assessment in line with best practice where required.	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 for and care experienced children and young people.	No adverse impacts are anticipated. This scheme is specifically designed for those aged 55 and over to support ASC service delivery.	Not applicable	Housing Delivery Team

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	18 per cent of Torbay residents are under 18 years old. 55 per cent of Torbay residents are aged between 18 to 64 years old. 27 per cent of Torbay residents are aged 65 and older.	Accessibility and visual impacts.	Extra Care scheme naturally designed for 55+ demographics will have suitable level access and lift provisions along with amenity spaces suitable for mobility equipment.	WDM - Ongoing
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.	Cost of living and affordability of housing.	Equitable housing and potential to provide relief and mitigation to carers responsibilities.	WDM – Housing Delivery Team
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.	Accessibility and visual impacts.	Extra Care scheme naturally designed for demographics with physical and mental needs, will have suitable level access and lift provisions along with amenity spaces suitable for mobility equipment.	WDM - Ongoing
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.	Accessibility	Spaces will be designed to be sympathetic with a multitude of demographics and needs.	WDM – Ongoing
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.	Access to suitable housing.	Mix of apartment sizes to cater for single and multiple occupancy.	WDM – Housing Delivery Team
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.			
Race	In the 2021 Census, 96.1% of Torbay residents described 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.	Accessibility	Agnostic letting strategy.	Housing Delivery Team
Religion and belief	64.8% of Torbay residents who stated that they have a religion in the 2021 census.	Accessibility	Agnostic letting strategy.	Housing Delivery Team
Sex	51.3% of Torbay’s population are female and 48.7% are male	Accessibility	Agnostic letting strategy.	Housing Delivery Team
Sexual orientation	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.	Accessibility	Agnostic letting strategy.	Housing Delivery Team
Armed Forces Community	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.	Accessibility	Agnostic letting strategy.	Housing Delivery Team
<b>Additional considerations</b>				
Socio-economic impacts (Including impacts on child poverty and deprivation)		Access to services	Scheme provides affordable housing across various tenures along with Adult Social Care provision.	Housing Delivery Team
Public Health impacts (Including impacts on the general health of the population of Torbay)		Pollution	Scheme reduced parking requirements and thus reducing pollution in the area. Will be delivered to high sustainability requirements.	WD - Ongoing
Human Rights impacts				
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.	Access to services	Scheme provides affordable housing across various tenures along with Adult Social Care provision.	Housing Delivery Team

**Appendix E. Economic Case (Hardisty Jones)**