

Minutes of the Cabinet

21 July 2026

-: Present :-

Councillor David Thomas (Chair)

Councillors Billings, Bye, Jacqueline Thomas, Tranter and Tyerman

(Also in attendance: Councillors Cowell (virtual), Douglas-Dunbar (virtual), Johns (virtual), Barbara Lewis (virtual), Long, Stevens (virtual) and Virdee (virtual))

12. Apologies

An apology for absence was received from Councillor Chris Lewis.

13. Minutes

The Minutes of the meeting of the Cabinet held on 9 June 2026 were confirmed as a correct record and signed by the Chair.

14. Disclosure of Interests

The following non-pecuniary interests were declared:

Councillor	Minute Number	Nature of interest
Billings	19	Local landowner and Member of Churston, BROADSANDS and Galmpton Neighbourhood Forum.
Cowell	19	Member of Torquay Neighbourhood Forum.

15. Matters for Consideration

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

16. Acquisition and redevelopment of Projects 4 and 5 of the Accommodation Repurposing Programme

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

18. **Torbay Local Plan Regulation 19 Publication**
19. **Torbay Destination Management Plan Review**
20. **Hackney Carriage Tariff Increase**
21. **Terra Firma - English Riviera Geopark Review - Report of the Overview and Scrutiny Board**

Chair

Record of Decisions

Acquisition and redevelopment of Projects 4 and 5 of the Accommodation Repurposing Programme

Decision Taker

Cabinet on 21 July 2026

Decision

- 1) that delegated authority be granted to the Director of Regeneration and Place Delivery, in consultation with the Director of Finance and the Cabinet Member for Housing and Finance, to acquire Sites 4 and 5 subject to:
 - (i) the developer securing planning consents that are acceptable to the Council for conversion and refurbishment of the two properties;
 - (ii) an acceptable level of Homes England grant;
 - (iii) satisfactory completion of all relevant due diligence, and
 - (iv) completion of an appropriate form of linked Joint Contracts Tribunal (JCT) Design & Build Contract for the sites (all as outlined in Exempt Appendices 1 and 2, respectively);
- 2) that an overall Total Scheme Cost for Site 4 of £2,138,948 and Site 5 of £4,192,434 (with Total Scheme Costs to include land purchase, build contract, internal/on-costs and project contingencies etc.), be approved; and
- 3) that authority be delegated to the Chief Executive, in consultation with the Director of Finance and the Director of Adults and Community Services, to determine the future use of the sites and in doing so, to approve additional capital expenditure up to 15% of the overall scheme cost that provides adaptation or enhancement of the proposed scheme to facilitate the housing of a specific cohort of Adult Social Care Need in either site that will result in additional revenue savings to the Council.

Reason for the Decision

Torbay Council was experiencing a period of heightened demand for Temporary Accommodation (TA) by households that found themselves in urgent need of housing assistance. Providing TA was expensive for any Council; without a consistent supply of new properties being delivered demand for support increases along with the Council's cost of providing such emergency assistance. In 2025, the Council trialled a new approach to both reduce the pressure on our TA stock and to reduce our associated revenue losses. The Council acquired two blocks of flats in Paignton and Torquay funded by borrowing and Homes England grant, to enable their use as social housing. All homes were let to households that had until that point, been living in Council provided TA, including some care experienced young people. This was successful, it reduced pressure on our limited TA stock and provided considerable beneficial outcomes for our vulnerable households. Significantly, it also reduced the Council's TA expenditure. It was the intention of the Council to replicate the success from this trial at future sites.

Implementation

The decision will come into force and may be implemented on 3 August 2026 unless the call-in

procedure is triggered (as set out in the Standing Orders in relation to Overview and Scrutiny).

Information

The Accommodation Repurposing Programme (ARP) had been created to address the shortfall of new housing supply in Torbay, by seeking to repurpose vacant or unviable former hotels (and other brownfield land), to reduce the number of homes that had to be built on greenfield sites. Homes delivered through this programme were all built and delivered as social housing by the Council (at social rents), for households local to Torbay.

It was proposed that the Council acquired and builds Sites 4 and 5 of the programme. Site 4 was a moderate building, most recently utilised as care facility, but previously having operated as a hotel (and originally as a large private house), which can be converted into 10 self-contained homes. Site 5 was a large, formerly successful hotel, which closed in 2024 following several years of financial decline and rising costs, which converts into 19 self-contained homes. Both sites had been offered to the Council for the ARP, by a local small, medium enterprise (SME) development and construction firm and can be brought forward quickly for redevelopment for social housing through land and build “package deals”. In this delivery mechanism, a developer would secure a development opportunity and at their risk would obtain the necessary consents required to deliver the project. The Council purchases the land from the developer and simultaneously enters into a JCT Design and Build contract to deliver the built scheme, following grant of an acceptable planning consent, securing an appropriate allocation of Homes England grant funding, and following satisfactory completion of all necessary Due Diligence for the project (in respect of the land purchase and the build contract). All homes would be provided as social housing and let through Devon Home Choice to suitable and eligible applicants with a local connection to Torbay.

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

Alternative Options considered and rejected at the time of the decision

There were a number of alternative options set out in the submitted report, however the recommended option was option 3.

Option 3 proposed proceeding with the acquisition and development of Site 4 to provide 10 no. 1-bedroom flats. This would increase supply and help reduce TA demand but potentially misses an opportunity to deliver something more bespoke for a specialised cohort. Option 3 also proposed the acquisition and delivery of Site 5; again, helping to improve the housing supply. In this instance, it is not anticipated that the Site 5 would be suitable for a supported housing scheme, and so the proposal for site 5 was limited to providing social housing in the first instance to households currently living in TA provided by the Council.

This approach proactively addresses an identified need for homes and aligns with the ambitions within the emerging Torbay Local Plan in respect of increasing the amount of affordable housing delivered in Torbay. Redevelopment would improve the local environment and reduce the risk of the sites remaining vacant or becoming subject to deterioration or anti-social behaviour. In addition, the schemes would contribute positively towards the Council's housing delivery targets and strategic housing priorities by increasing supply. Whilst the proposals require capital investment and the management of development risks, these were considered proportionate and manageable when balanced against the long-term benefits that the schemes provided.

Is this a Key Decision?

No

Does the call-in procedure apply?

Yes

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

None

Published

24 July 2026

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

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Record of Decisions

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

Decision Taker

Cabinet on 21 July 2026

Decision

That the Final Business Case for the scheme as set out in Appendix 1 to the submitted report, which includes the full and final build cost and projects costs, with a breakdown of the funding (including internal capital resources, external grant and secured capital receipts), be approved.

Reason for the Decision

The development of sheltered housing with integrated health and social care services, known as 'extra care housing', along with the reprovision 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.

Furthermore, the delivery of the Crossways scheme as a development of modern, purpose-built supported apartments would make a significant contribution to the Council's stated target of 200 additional extra care apartments by 2030, and would support the delivery of a more outcome focussed and financially sustainable care offer in Torbay.

Implementation

The decision will come into force and may be implemented on 3 August 2026 unless the call-in procedure is triggered (as set out in the Standing Orders in relation to Overview and Scrutiny).

Information

Further to the decision of Full Council on 14 May 2026, approval by Cabinet was sought for the Final Business Case for the Crossways Site in Paignton. The Crossways redevelopment was 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.

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

Alternative Options considered and rejected at the time of the decision

Acknowledging the approval by Full Council to uplift the Capital Programme and to approve Prudential Borrowing to deliver the project, the options at this stage were;

Option 1 – approve the Recommendation as set out and proceed to deliver the scheme for the Crossways site.

Option 2 was not to proceed, effectively stepping away from the opportunity to bring forward a brownfield site to support the local housing market. This would avoid capital risk but would not

improve the housing situation and would be less likely to secure delivery of the site to meet Local Plan targets in the medium term.

Is this a Key Decision?

No

Does the call-in procedure apply?

Yes

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

None

Published

24 July 2026

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

Record of Decisions

Torbay Local Plan 2025-45

Decision Taker

Cabinet on 21 July 2026

Decision

That the Cabinet recommends to Council:

1. that the Torbay Local Plan: Publication Plan (attached as Appendix 2 and subject to 2.) be approved for publication for a 6-week consultation under Regulation 19 of the Town and Country Planning (England) Regulations 2012 (as amended);
2. that the Director of Pride in Place, in consultation with the Cabinet Member for Place Development and Economic Growth, be delegated authority to make final minor editorial amendments to the Plan and publish supporting technical reports as part of the consultation; and
3. that, in discussions with neighbouring authorities, the Council's position is that Torbay's unmet housing need should be addressed at a sub-regional level, through the Spatial Development Strategy.

Reason for the Decision

The Regulation 19 consultation on the Torbay Local Plan is proposed to enable formal consultation on the Plan before it is submitted for independent examination. The Plan provides a strategic framework for managing land use and development in Torbay in the public interest, supporting sustainable growth, regeneration and the modernisation of the built environment whilst recognising the area's significant environmental constraints.

Progressing the Regulation 19 consultation will allow residents, businesses, stakeholders and statutory consultees a final opportunity to comment on the proposed Plan before it is submitted for examination, supporting the preparation of an up-to-date Local Plan to guide development and investment in Torbay through to 2045.

Implementation

The recommendations of the Cabinet will be considered at the Council meeting on 23 July 2026.

Information

Approval was sought to publish the Regulation 19 version of the Torbay Local Plan 2025–2045 for public consultation ahead of its submission to the Secretary of State for Examination by December 2026.

The draft Plan had been informed by previous consultations undertaken in 2022 and 2025 and had been reviewed by the Local Plan Working Party, with the proposed publication version reflecting its recommendations. The draft Plan had also been considered by the Overview and Scrutiny Board on 8 July 2026 who supported the above recommendations.

Once adopted, the Local Plan would form the primary basis for determining planning applications, alongside made Neighbourhood Plans, and would provide the framework for meeting Torbay's housing, economic, social and environmental objectives. A key challenge for the Plan was its proposed housing provision, which remained below the Government's Local Housing Need figure.

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

Alternative Options considered and rejected at the time of the decision

It was recommended that the Regulation 19 Local Plan be published for consultation in August-September 2026, with a view to returning the Local Plan to Council in December 2026 to agree submission in December 2026. Over 100 Local Authorities were planning to submit their Plans in December 2026, so the likely date for Examination is later in 2027.

If the December 2026 Submission Deadline was not met, the Local Plan and its evidence base would need to be restarted under the levelling Up and Regeneration Act 2023 and accompanying 2025 Regulations. Although these are called "30-month local plans" there were questions whether the 30-month timetable was achievable. Not submitting the Plan would mean that the Presumption in Favour of Sustainable development would apply to all planning applications in Torbay for the foreseeable future, against meeting the Government's Standard Method Local Housing Need figure of 970 dwellings a year.

The draft Plan sought to ensure that once adopted it was capable of being deemed "up to date". There was a possibility that the Presumption would still apply after a Local Plan was adopted if the council was unable to demonstrate a five-year supply or achieves less than 75% of housing delivery.

Is this a Key Decision?

Yes

Does the call-in procedure apply?

No

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

Councillor Billings declared a non-pecuniary interest as a landowner and as a member of Churston, Broadsands and Galmpton Neighbourhood Forum.

Councillor Cowell declared a non-pecuniary interest as a member of the Torquay Neighbourhood Forum.

Published

23 July 2026

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

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Record of Decisions

Torbay Destination Management Plan (DMP) Review

Decision Taker

Cabinet on 21 July 2026

Decision

That the refreshed Destination Management Plan (DMP) be launched for a minimum 6-week public consultation.

Reason for the Decision

The refreshed DMP delivery model strengthens leadership and governance through a place and business-led approach. This included the creation of a Visitor Economy Cluster to align priorities, maximise resources and delivery, and give the visitor economy a stronger voice in decision-making.

The DMP was also part of the Council's approved Policy Framework and was therefore, in accordance with Standing Order F4 – Budget and Policy Framework, subject to a consultation period of six weeks.

Implementation

This decision will be implemented immediately.

Information

To ensure Torbay continued to develop, remain competitive, and respond to an evolving marketplace, the DMP had been reviewed and refreshed. It focused on maximising Torbay's tourism growth potential through a collaborative, place-based and business-led approach, bringing together businesses, communities, and partners to enhance the visitor experience while embedding sustainable and inclusive practices, supporting its aim as the UK's premier coastal destination.

The DMP provided a single strategic framework for the development and management of Torbay as both a visitor destination and a place. It set out a collaborative blueprint to maximise Torbay's tourism potential requiring active stakeholder involvement to deliver a vibrant visitor economy that benefited residents and visitors alike. Whilst the English Riviera remained Torbay's visitor brand, the refreshed DMP adopted a place-based approach aligned with the Torbay Story and Corporate and Community Plan. It recognised the visitor economy not as a standalone sector but as a catalyst for wider place-based outcomes, including employment and skills, culture, investment, infrastructure development, and community pride and wellbeing.

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

Alternative Options considered and rejected at the time of the decision

The alternative option was to continue with the existing DMP, but the existing DMP was no longer fit for purpose and out of date, therefore this option was discounted.

Is this a Key Decision?

Yes

Does the call-in procedure apply?

No

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

None

Published

24 July 2026

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

Record of Decisions

Hackney Carriage Tariff Increase

Decision Taker

Cabinet on 21 July 2026

Decision

That the proposed amendments to the Hackney Carriage Tariff as set out in the submitted report be approved and the Director of Adults and Community Services be instructed to carry out the public consultation as set out in the prescribed process under Section 65 of the Local Government (Miscellaneous Provisions) Act 1976.

Reason for the Decision

The Tariff was last increased in October 2024. The Table of Fares (Tariff) should be set to enable sustainable income for drivers, future investment in vehicles and to clearly set rates that minimise the opportunity for overcharging or confusion.

Implementation

This decision may be implemented on 3 August 2026 unless the call-in procedure is triggered (as set out in the Standing Orders in relation to Overview and Scrutiny).

Information

The common term for Hackney Carriages is 'taxis', a customer can flag down a taxi in the street or at taxi ranks without booking unlike private hire vehicles that must always be booked in advance of the journey.

Section 65 of the Local Government (Miscellaneous Provisions) Act 1976, allows the Council to set the maximum costs and fares that drivers may charge the public for journeys taken in a taxi. The Council does not have powers to set fares for journeys in private hire vehicles.

Taxi fares were made up of an initial hiring charge (flag fall) and a mileage rate, both of which were expressed in terms of distance and or time. The Tariff had to be displayed within all taxis to allow passengers to calculate the approximate cost of their journey.

In accordance with the statutory procedure set out in Section 65 of the Local Government Miscellaneous Provisions Act 1976, Members agree the proposed changes to the Tariff, the Council must then undertake a public consultation prior to making any amendment to the Tariff. A notice must be published in at least one local newspaper circulating in the areas setting out the variation and specifying the period, which cannot be less than 14 days from the date of the first publication of the notice, within which and the manner in which, objections can be made.

If no objections to the variation of the Tariff are received, or if all objections are withdrawn, the revised Tariff will come into operation on the date of the expiration of the consultation period. However, if any objections are made and not withdrawn, the Cabinet will consider the objections and set a further date, not later than two months after the first specified date, on which the tariff shall come into force with or without further modifications.

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

Alternative Options considered and rejected at the time of the decision

The alternative options were to further amend the proposed revised tariffs or reject the proposed revised tariffs. These options were discounted as the proposed uplift would assist those taxi drivers licensed through the Council to face the rise in fuel costs and other cost of living rises and support Torbay's taxi trade to make a viable living, therefore reducing the number of drivers leaving the trade for better remunerated work and encouraging consideration of investment in newer environmentally friendly vehicles.

Is this a Key Decision?

Yes

Does the call-in procedure apply?

Yes

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

None

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24 July 2026

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Leader of Torbay Council on behalf of the Cabinet

Record of Decisions

Terra Firma - English Riviera Geopark Review - Report of the Overview and Scrutiny Board

Decision Taker

Cabinet on 21 July 2026

Decision

That the Cabinet's response to the Terra Firma – English Riviera Geopark Review - Report of the Overview and Scrutiny Board be approved as published.

Reason for the Decision

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

Implementation

This decision will come into force and may be implemented on 3 August 2026 unless the call-in procedure is triggered (as set out in the Standing Orders in relation to Overview and Scrutiny).

Information

The Cabinet received the report of the Overview and Scrutiny Board on Terra Firma – English Riviera Geopark Review. In accordance with section D7 of Standing Orders in relation to Overview and Scrutiny as set out in the Constitution, the Cabinet was required to respond to the recommendations of the Overview and Scrutiny Board within two months. Subsequently the Cabinet prepared a response to the recommendations of the Overview and Scrutiny Board which was proposed by Councillor Jackie Thomas and seconded by Councillor Tyerman and agreed unanimously by the Cabinet, as set out above.

Alternative Options considered and rejected at the time of the decision

None

Is this a Key Decision?

No

Does the call-in procedure apply?

Yes

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

None

Published

24 July 2026

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