

Meeting: Cabinet

Date: 21 July 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? 10 August 2026

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1. Purpose of Report

- 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 approval of the full and final Business Case.

2. Reason for Proposal and its benefits

- 2.1. The development of sheltered housing with integrated health and social care services, known colloquially as 'extra care housing', along with the reprovion 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, and will support the delivery of a more outcome focussed and financially sustainable care offer in Torbay.
- 2.5. With regard to the provision of specialist day support for adults with profound and multiple disabilities in Torbay, there is 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 that those caring for people with profound disabilities receive the respite that they need to maintain their caring responsibilities.
- 2.6. The NHS Trust 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.
- 2.7. 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.

- 2.8. 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.
- 2.9. This report seeks approval of the Final Business Case in accordance with the decision of Full Council on 14 May 2026.

3. Recommendation(s) / Proposed Decision

3.1. That Cabinet:

- (i) Approve the Final Business Case for the scheme as shown in Appendix 1, 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).

Appendices

Appendix 1 – Full Business Case

Appendix 2 - Value for Money report from Coreus (Exempt)

Background Documents

- Cabinet and Council Report 12 and 14 May 2026 available here:
<https://www.torbay.gov.uk/DemocraticServices/ieListDocuments.aspx?CId=741&MId=24498&Ver=4>

4. Introduction

- 4.1. Further to the decision of Full Council on 14 May 2026, this report seeks the approval of the Final Business Case for the Crossways Site in Paignton.
- 4.2. 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.
- 4.3. 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.

- 4.4. 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).
- 4.5. The approval of the Final Business case will see a scheme brought forward for delivery that 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.
- 4.6. 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

- 5.1. 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 are; **Option 1** – approve the Recommendations as set out and proceed to deliver the scheme for the Crossways site. **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.
- 5.2. Officers recommend proceeding as set out in **Option 1**.

6. Legal Implications

- 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

- 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

- 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 is set out in Appendix 2.

9. Protecting our naturally inspiring Bay and tackling Climate Change

- 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

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
Age	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%). 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.	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. Communal facilities will provide opportunities for social interaction and help combat social isolation, a long-standing challenge for aging populations. The Scheme meets the needs of the Adult Social Care Team to support people to live independently, as long as possible.	Consideration during the letting process to ensure benefit of this accommodation is maximised for those that need it most. The importance of non-institutional design has been emphasised throughout the design process, avoiding clinical aesthetics, promoting a sense of dignity and home.	Housing Management

Carers	At the 2021 census there were 14,900 unpaid carers in Torbay. 5,185 of these provided 50 hours+ of care. 4.8% of over 5's within Torbay were identified as carers in the 2021 survey.	The Extra Care Scheme may provide relief for carers to support their wellbeing.	Not applicable	Adult Social Care
Disability	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. 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	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. 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. Additionally, an inclusive design has been considered for neurodivergent residents, with consideration given to	Considerable emphasis has been given to creating a space that meets service user needs, is fully accessible and is a welcoming and inclusive. 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. 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	Adult Social Care

	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.	
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	Housing Management & Adult Social Care
Marriage and civil partnership	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
Pregnancy and maternity	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.		
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 Management & Adult Social Care Teams
Religion and belief	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
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 Management & Adult Social Care Teams
Sexual orientation	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.		
Armed Forces Community	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
Additional considerations				
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-	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.			
Public Health impacts (Including impacts on the general health of the population of Torbay)		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
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.	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

- 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

- 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.