Torbay Local Plan
Reg 18 Consultation Draft
December 2025.

Click to add text
Click to add text
Click to add text

TORBAY COUNCIL

TORBAY COUNCIL

Regulation 18 Local Plan 2025-45

The **Draft Torbay Local Plan 2025-2045: A Landscape to Thrive** sets out a vision for a healthy, happy and prosperous Torbay.

It focuses on urban regeneration, affordable housing, economic growth and climate resilience.

Consultation Runs from Friday 28th November 2025 to Monday 26th January 2026.

2 Previous Regulation 18 Consultations in 2022: Growth Options (Jan 2022) and Housing Site Options (October 2022).

This consultation is still at Regulation 18 Consultation: "*what the Local Plan ought to contain*". But this is a full Draft Plan.

Online Consultation Portal Torbay Council - Regulation 18 Draft Local Plan 2025 Online Version and Consultation

Draft Local Plan for Torbay

Strategic Growth and Regeneration
Focus on urban regeneration, brownfield development, town centre revitalisation, 8,000 new homes (400 per year), and 80,000 sq.m of employment space

Affordable Housing and Diversity
Prioritises affordable housing (stepped threshold up to 30%), mixed-use developments, and balanced communities to address deprivation and demographic challenges

Local Identity and Community-led Planning
Emphasis on distinct identities for Torquay, Paignton, Brixham and rural villages, supporting tailored growth strategies

Environmental Protection and Climate Resilience
Protection of natural assets, biodiversity, and climate resilience

Chapter 1: Our shared vision - A healthy, happy and prosperous Torbay

Strong presumption in favour of urban regeneration, focus on brownfield sites, and support for affordable housing.

Sets a target of 400 dwellings per year over the Plan period 2025-45 (8,000 new homes).

Proposed to deliver a minimum of 80,000 sq. m. (up to 28ha of employment land).

Protection of local character and the natural environment.

Set within the context of climate change, resilience and Torbay's status as a premier resort.

Local Plan - Five strategic priorities

Chapter 2: Shaping our places - Local identity and community-led planning

Spatial Strategy and Neighbourhood Area Policies

Spatial Strategy - sets out a spatial strategy for Torbay focusing on a **brownfield first approach. 8,000 new homes and 80,000 sq.m employment space.**

Local Identity - provides area-specific proposals for the three main towns of Torquay, Paignton and Brixham as well as the Broadsands Churston Galmpton Villages (BCG Villages).

Key highlights

Local Identity and Community-led Planning
Emphasis on distinct identities for Torquay, Paignton, Brixham and rural villages, supporting tailored growth strategies

Strategic Growth and Regeneration
Focus on urban regeneration, brownfield development, and town centre revitalisation. 8,000 new homes and 80,000sq.m employment space

Affordable Housing and Diverse Communities
Prioritises affordable housing (minimum 30% in growth areas), mixed-use developments, and balanced communities to address deprivation and demographic challenges

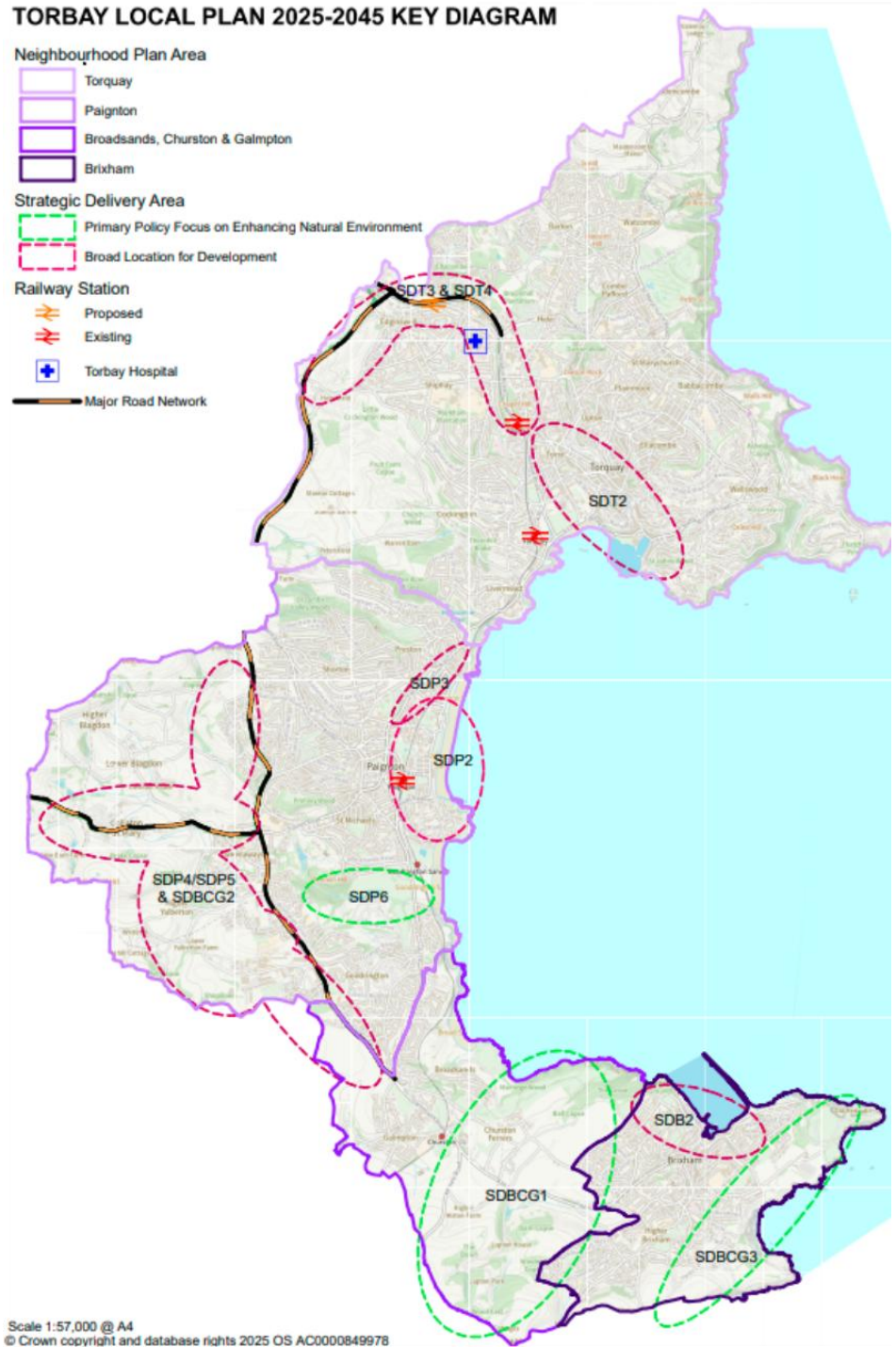
Environmental Protection and Climate Resilience
Protection of natural assets, biodiversity, and climate resilience in all developments

Community and Economic Development
Support for inclusive growth, skills training, and improved transport connectivity

Draft Torbay Local Plan 2025-45 : Key Diagram and Growth Targets

Figure 1 Draft Local Plan Housing and Employment Targets by Neighbourhood Plan area.

	Annual Housing target	Over 20 years. 2025-45	Employment floorspace.
Torquay	180	3,600	37,000 sq. m
Paignton	170	3,400	37,000 sq. m
Brixham (Town Council area).	20	400	5,000sq m
Broadsands, Churston and Galmpton Villages	30	600	1,000 sq. m
Torbay	**400**	**8,000**	**80,000**



Chapter 3: Housing and Regeneration Policies

Housing Delivery

Town centre regeneration: Torquay (600), Paignton (260), Brixham (50).
Other brownfield regeneration + accommodation repurposing / Torre Gateway / Preston: 1,500 units.
Future Growth Areas: 1,800 homes
Other allocated sites of 10+: 2,360
Windfalls at 120 dpa: 2,400
10% non-completion allowance.
Affordable Housing: Stepped threshold up to 30% on major sites.
Tenure mix: 70% social rent / 30% intermediate.

Key highlights

- Prioritises meeting housing needs through brownfield regeneration, town centre renewal, and an accommodation repurposing programme ('hotels to homes'), aiming to deliver 1,000 dwellings
- Development focuses on sustainable urban areas, balancing heritage and environmental concerns
- Major sites (10+ dwellings or 1,000 sq. m) are allocated, with an expected 120 homes annually from smaller "windfall" sites
- Key regeneration of Town Centres, waterfronts and public spaces
- Future Growth Areas continue west of Paignton, affordable housing is a priority, with policies supporting specialist accommodation
- The Plan emphasises effective land use, sustainable transport, and high-quality design

No Stone Unturned Approach to finding housing sites A.K.A. Plan-Making Presumption...

11. Plans and decisions should apply a presumption in favour of sustainable development.
For **plan-making** this means that:

a) all plans should promote a sustainable pattern of development that seeks to: meet the development needs of their area; align growth and infrastructure; improve the environment; mitigate climate change (including by making effective use of land in urban areas) and adapt to its effects;

b) strategic policies should, as a minimum, provide for objectively assessed needs for housing and other uses, as well as any needs that cannot be met within neighbouring areas [6]), unless:

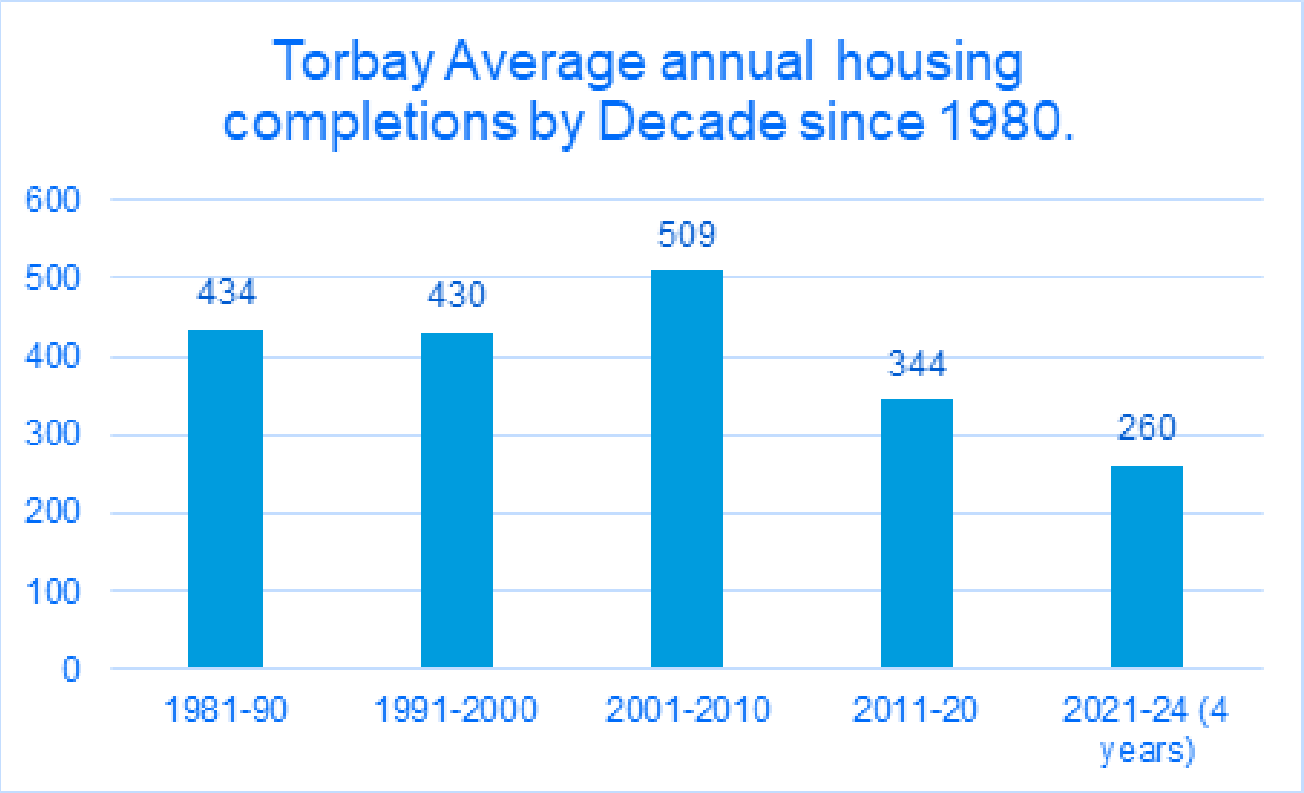
> i. the application of policies in this Framework that protect areas or assets of particular importance provides a strong reason for restricting the overall scale, type or distribution of development in the plan area [7]; or
>
> ii. any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in this Framework taken as a whole.

Government Local Housing Need Figure: 950 Dwellings a Year

The Local Plan is a long way short of the LHN figure.

But would represent a return to the 1990s when there was more greenfield land (The Willows and Great Parks etc.) and a more benign economic picture.

Even 400 dpa is a challenge.



Chapter 4: Building a prosperous and inclusive Torbay - Unlocking opportunity for all

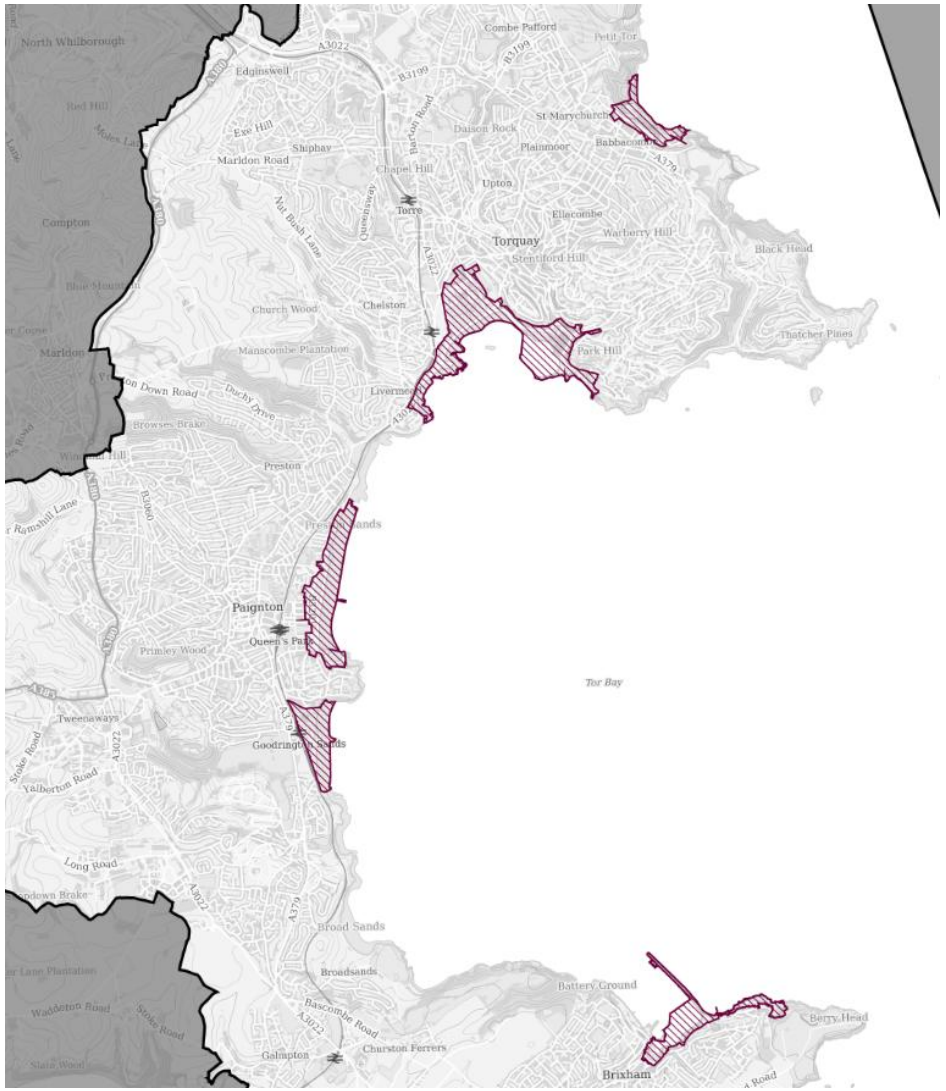
Economy, Tourism and Town Centres

- Seeks to allocate land to achieve **a minimum of 80,000 sq. m. of (Class B2, B8 and E(G) employment land** over the Plan period.
- Key Waterfront and Harbourside, Babbacombe Downs and some of Belgrave Road areas remain designated as CTIAs. Outside of these prime areas, the Local Plan take a more flexible approach to allowing change of use
- **protect and support key tourism facilities and attractions**.
- Policies on retail and town centres
- seeks to **focus commercial activity in "Primary Shopping Areas" in parts of the town centres closer to Harbourside and Waterfront areas.**
- **Recognises Limits to Planning Control (class E etc.)**

Key highlights

CTIA Boundaries

- Torbay Council - Consultations



Chapter 5: Thriving communities - Wellbeing, safety and belonging

Healthy and Sustainable Communities

This contains policies on public heath, **sport and recreation provision, education and community facilities.**
Seek to regeneration **Community Investment Areas** (20% most deprived neighbourhoods)

Where proposed development generates the need for **additional open space or sports provision**, or affects existing facilities, improved or replacement facilities should be provided.

An area of search for new **cemetery provision** is also identified, likely in the south of Torbay.

Key highlights

Sustainable and Inclusive Communities

Focus on closing gaps between disadvantaged and affluent neighbourhoods

Public Health and Wellbeing

Promote healthy lifestyles through active travel, housing, and access to nature

Sport, Leisure and Recreation

Protect and enhance open spaces, sports facilities, and play areas

Community Facilities and Infrastructure

Resist loss of existing community facilities and require new developments to provide necessary health, leisure and cultural facilities

Sustainable Food and Land Protection

Protect existing and provide new local food growing spaces, at a variety of scales

Chapter 6: Moving Torbay - Sustainable travel and inclusive access

Transport Vision, Hierarchy and Strategic Improvements

- This chapter contains a **transport vision** in line with the recently adopted Local Transport Plan, seeking to **provide greater travel choices** by **increasing the network of active travel and public transport**.
- Seeks to **unlock development and support growth**.

Key highlights

Chapter 7: Building for the future - Resilient and smart infrastructure and developer contributions

Infrastructure

- Sets out an **infrastructure strategy** and approach to prioritising S106 and CIL contributions.
- The Local Plan requires an Infrastructure Delivery Plan, which is **closely related to the Planning Contributions Supplementary Planning Document (SPD).** The Local Plan update to the S106 and Community Infrastructure Levy.
- **Infrastructure needs will have to be kept under review as the Plan progresses.**
- At April 2025, housing delivery against the previous Local Plan target was 1,980 fewer dwellings than previously planned for since 2012. This leaves a level of infrastructure headroom, but also create problems, for example for school place and labour supply numbers.
- The **key infrastructure challenges** identified so far are in relation to: **Climate Change resilience especially in relation to water management, flood risk, impact on the South Hams SAC and waste.**

Key highlights

Chapter 8: Climate Change - Our sustainable and resilient future

Climate Change, Flooding and Water Management

- **Net Zero & Climate Change Strategy** All new homes built after Plan adoption must produce **75% fewer carbon emissions** than 2013 Building Regulations.
- Includes policies on **Embedded carbon** in existing buildings, and guidance on **Heritage, and Climate Change**
- **Torbay is a Critical Drainage Area**, except part of Maidencombe (no mains drainage).
- Legacy of **shared sewers** creates flooding and water management issues
- Habitats Regulations concerns due to **combined sewer overflows** into Marine SAC (notably at Hopes Nose).
- Local Plan supported by **Strategic Flood Risk Assessment** and **Water Cycle Study**.
- **Infrastructure Delivery Plan** will include costed flood mitigation measures.
- In addition to physical infrastructure, need to reduce water run-off through **Sustainable Drainage & Marine Protection**

Key highlights

Addresses: Flooding risks, Potential harm to Marine SAC from combined sewer outfalls.

Torbay Council is committed to tackling climate change and achieving net zero carbon emissions by 2050, in line with UK targets.

Climate change poses risks such as flooding, erosion, water shortages, and impacts on infrastructure and society

The council declared a climate emergency in 2019 and, with partners, launched the Greener Way For Our Bay Framework in 2024, outlining immediate actions and a pathway to net zero

Key benefits of these actions include healthier, energy-efficient homes, reduced fuel poverty, and increased renewable energy use

The National Planning Policy Framework 2025 supports these goals

Flooding and Climate Change are Big Issues for Torbay

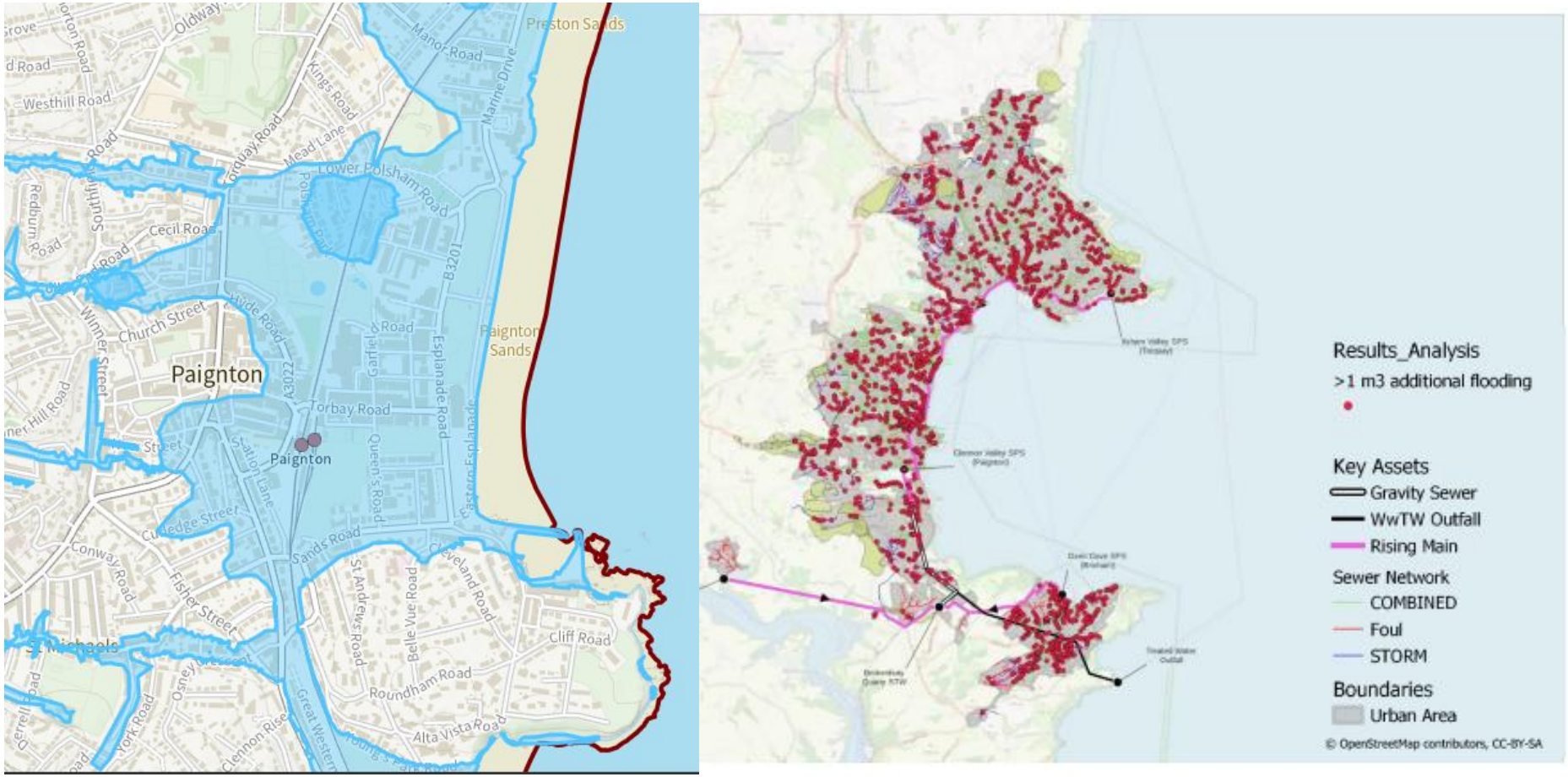


Figure 9 2040 Design Horizon – Flooding detriment due to development foul flows, creep across the whole catchment and 50% climate change allowance

Chapter 9: Our Natural Places - Protecting and enhancing Torbay's countryside, landscape and natural environment

Landscape and the Natural Environment

- Policies cover **countryside, landscape, ecology, biodiversity, and geodiversity**.
- **South of Torbay** designated as **National Landscape** (formerly AONB).
- Countryside around Torbay falls within:
  - **Greater Horseshoe Bat sustenance zone**.
  - **Berry Head calcareous grassland 8 km zone of influence**.
- Both zones relate to **South Hams Special Area of Conservation (SAC)**.
- Local Plan requires:
  - **Suitable Alternative Natural Greenspace (SANG)**.
  - Active management and dog-friendly facilities to **reduce pressure on Berry Head grassland.**
- Delivery of homes/holiday accommodation in south Torbay needs:
  - Positive strategy to **manage impacts on South Hams SAC.**
  - This is a critical soundness measure for the Local Plan.

Key highlights

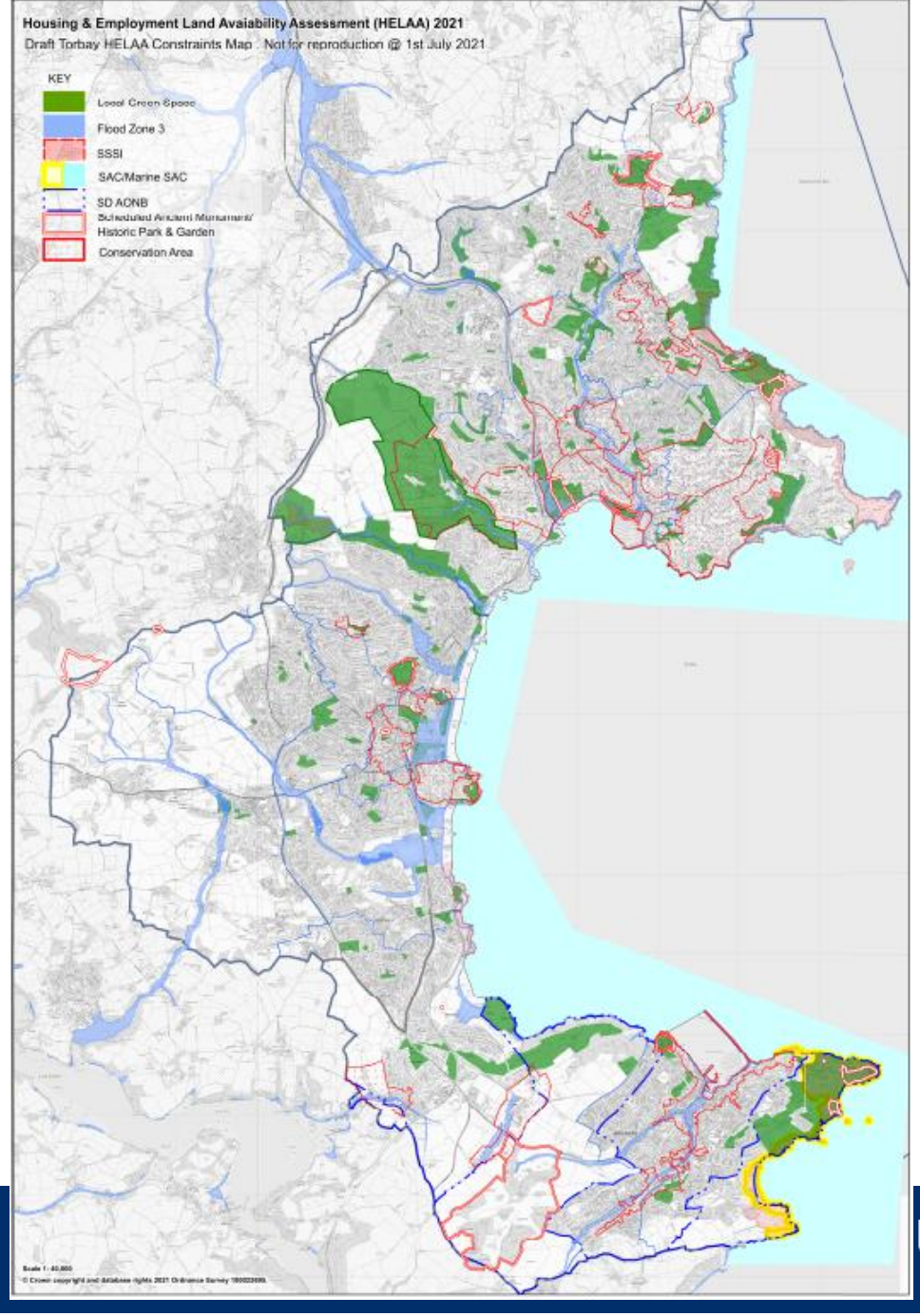
Extent of “strong Reason”(NPPF Footnote 7” Constraints

.

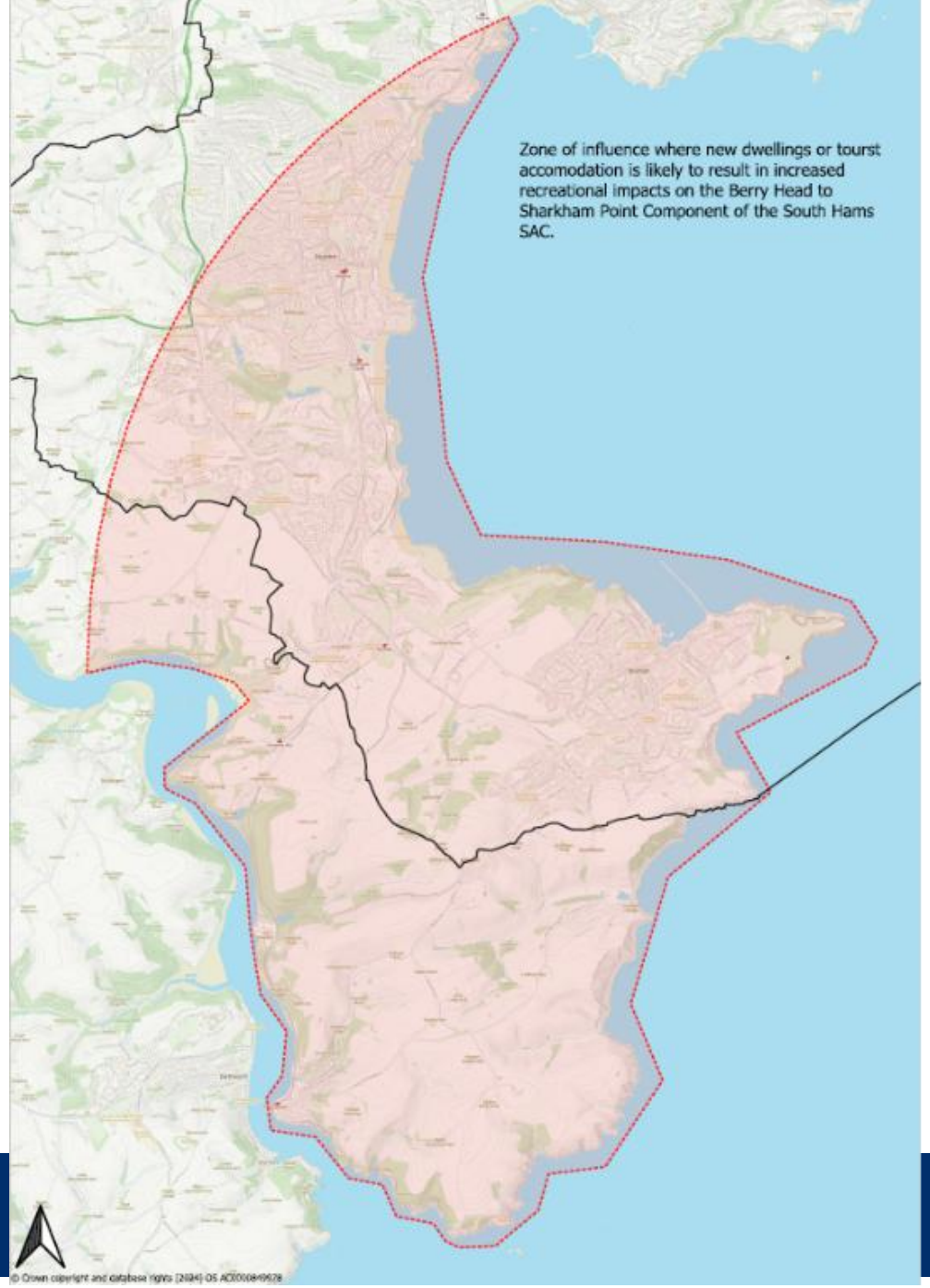
Torbay =6,290 ha.

58% Urban (3,632ha)
29% Agricultural (1,826ha)
13% cliffs and beaches (832ha)

- Environmental Constraints will bite before Torbay can be fully physically built up.
- There would not be the market viability to build on all areas (and most sites would be too expensive to develop).
- Local Housing Need taking into account environmental and other constraints = the “requirement”.



UNCIL



Recreational Zone of Influence on Calcareous Grassland at Berry Head (8km)

-Habitats Regulations Matter

- Management of Berry Head (ideally grazing by sheep)

- Need for a Suitable Alternative Natural Greenspace (SANG)

Chapter 10: Our Shared History - Protecting and enhancing Torbay's heritage and identity

Historic Environment

- Policies on **designated heritage assets** (e.g. listed buildings) and **conservation areas**.
- Aims to **preserve and enhance Torbay's historic environment** as a **regeneration asset**.

Key highlights

- Torbay's rich heritage shapes its high-quality environment, offering cultural and historic assets for residents and visitors

Key features include Palaeolithic sites (Kents Cavern), Bronze and Iron Age field systems, mediaeval manors, monastic remains, Napoleonic and WWII fortifications, and one of Europe's oldest purpose-built cinemas

- The 2020 Heritage Strategy guides conservation and enhancement of these assets

- Urban regeneration, especially in town centres and waterfronts, balances heritage preservation with development, supporting quality homes and public benefit

- Torbay's historic environment drives tourism, economic activity, local pride, and education

Chapter 11: Designed with quality - Taking pride in Torbay's place-making

Design and Development

- Policies establish **good design principles.**
- Includes guidance on **taller buildings where appropriate (mainly around town centres)**
.

Key highlights

The Plan is clear that development should be well designed, respecting and enhancing Torbay's special qualities, including the natural setting of the Bay and buildings of historic interest

Enhances Quality of Life

Good design creates attractive, functional, and safe environments that improve health, happiness, and well-being

Builds Strong Communities

High-quality places improve people's lives and attract new residents

Supports Economic Vitality

High-quality places attract investment, businesses, and tourism

Promotes Environmental Sustainability

Integrate climate-responsive design. energy efficiency, and biodiversity enhancements

Protects and Celebrates Local Character

Reinforces Torbay's unique coastal and heritage assets, ensuring development respects landscape and historic context

Improves Development Acceptability

Well-designed proposals are more ilkely to gain community and stakeholder support

Chapter 12: Responsible resource use – Waste and Minerals

Waste and Minerals

- **Previous Local Plan policies** remain **largely up to date**.
- Promotes **waste hierarchy**: reuse and recycling to reduce landfill and meet recycling targets.
- Identifies **Yalberton and Yalberton Tor Quarry** for **Waste Management purposes**.
- Supports proposals for:
  - **Material Recycling Facility (MRF)**.
  - Provision for **waste and recycling collection vehicles**.
- Seeks to **prevent sterilisation of Yalberton Road** from waste-related activities by avoiding residential encroachment (e.g. Berry Acres).

Key highlights

Regulation 18 Local Plan

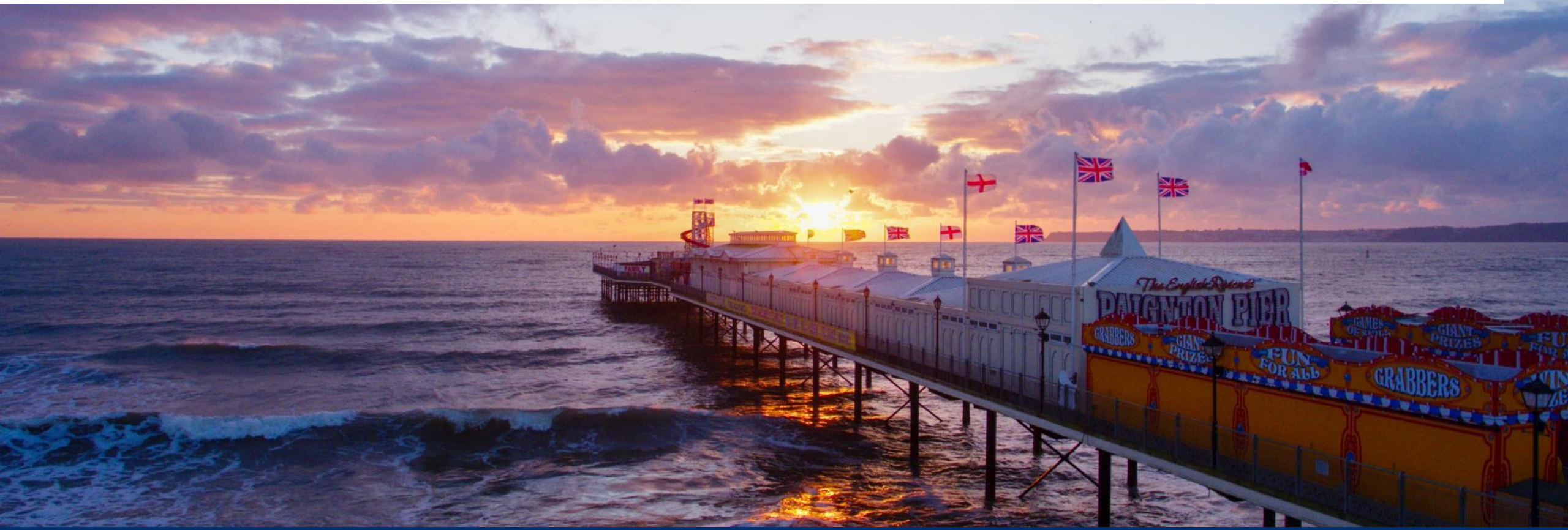
Next stages

- Following the Regulation 18 consultation, officers and the Working Party members will assess comments and prepare a Regulation 19 Publication Plan (aka “preferred option” or pre-submission plan).
- New NPPF and National Development Management Policies (NDMP)
- The Regulation 19 version will be the Plan that the council intends to submit for examination.
- Council Approval needed July 2026 (so draft needs to be agreed May 2026)
- Consultation on Regulation 19: summer/Autumn 2026. More focussed upon soundness and legal compliance.
- Government deadline for Submission: 12th December 2026.

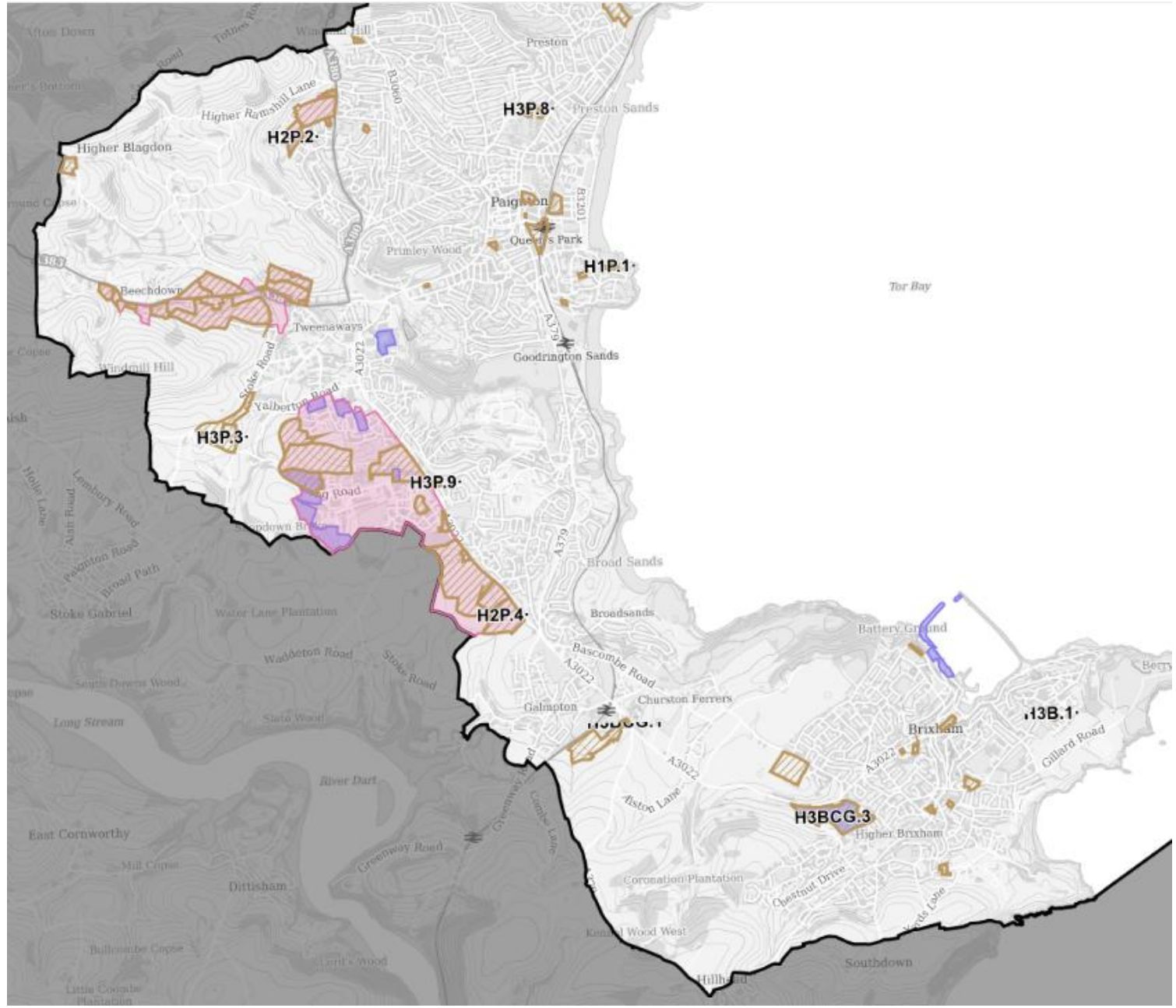
Local Plan Timetable

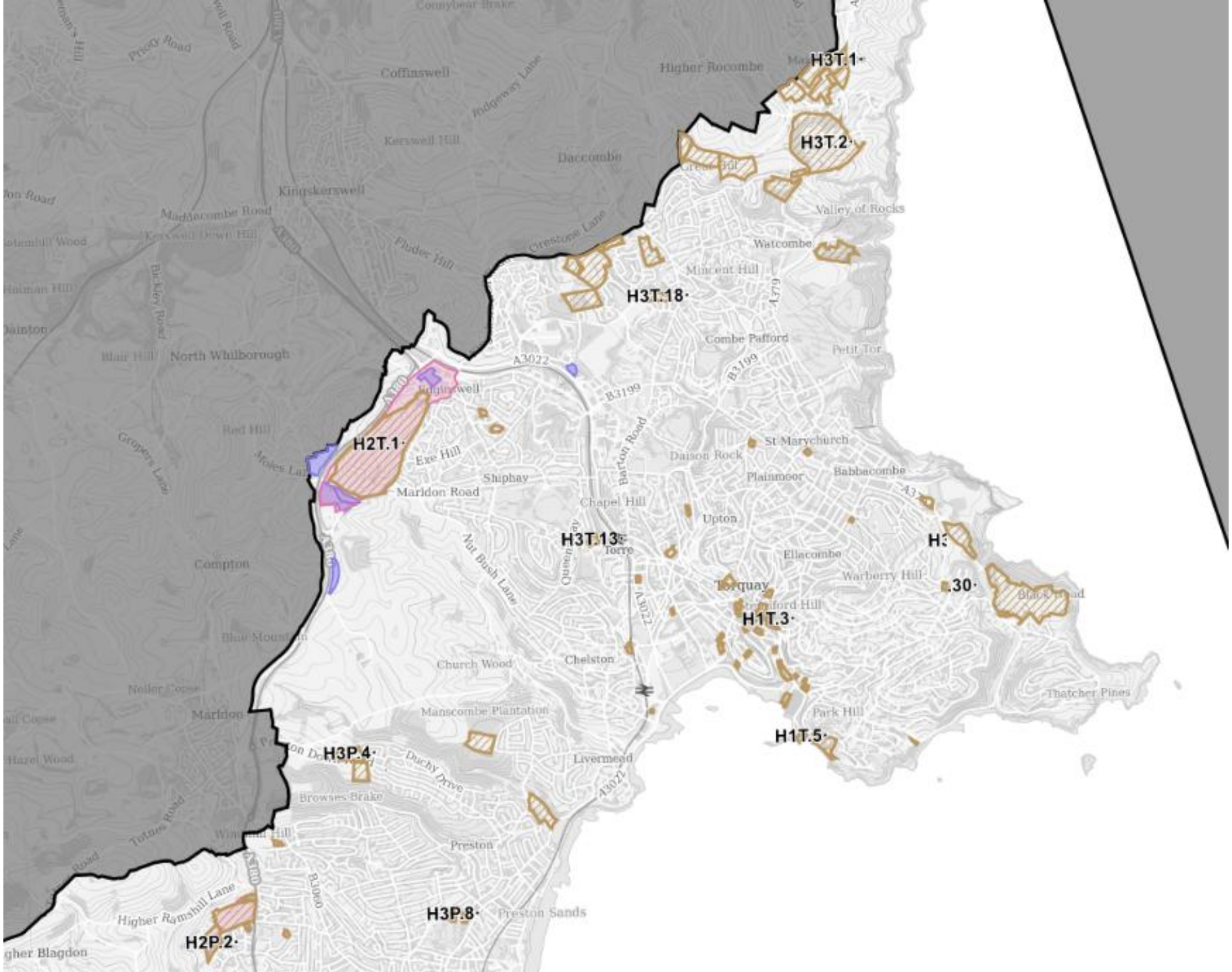
Date	Stage
18 November 2025	Agreement of full Draft Plan by Cabinet (At Regulation 18 stage)
28 November 2025 – 26 January 2026	Public Consultation on Draft Plan (at Regulation 18). Duty to Cooperate Meetings with other authorities and engagement with statutory consultees. Engagement with departments across the Council and partners.
February-June 2026	Preparation of Publication Version ("preferred option") Regulation 19 Plan and background documents. Assessment of representations by the LP Working Party Ongoing Duty to Cooperate meetings. Meeting with Planning Inspectorate
14 July 2026	Regulation 19 Publication Plan agreed by Cabinet.
23 July 2026	Regulation 19 Publication Plan agreed by Council. It is proposed to seek agreement to submit this plan following consultation and assuming no major modification is needed to the Plan following consultation.
August-September 2026	Regulation 20: Consultation on Regulation 19 Publication Plan (for Soundness and Legal Compliance).
September-November	Preparation of Submission Plan ("The Reg 22 Plan"), Duty to Cooperate Statements etc.
December 2026	Submit Local Plan (Reg 22) to Secretary of State for Examination (By 12th December)
11 December 2026	Contingency for Full Council Meeting if needed (Note that this is the only scheduled Council meeting that the Local Plan can go to if there is a need to make major modifications following Reg 19 Consultation, in order to meet the Secretary of State's December 2026 deadline).
2027	Examination, Modifications if needed, and Adoption.

THANK YOU



TORBAY COUNCIL


H3P.8
H2P.2
H1P.1
H3P.3
H3P.9
H2P.4
H3BCG.3
H3B.1
Higher Blagdon
Beechdown
Tweenaways
Windmill Hill
Preston
Preston Sands
Paignton
Queen's Park
Primley Wood
Goodrington Sands
Tor Bay
Broad Sands
Broadsands
Battery Ground
Brixham
Higher Brixham
Churston Ferrers
Galmpton
Stoke Gabriel
East Cornworthy
Dittisham
Southdown
Coronation Plantation
Water Lane Plantation
Slade Wood
Long Stream
River Dart
Higher Ramshill Lane
Yalberton Road
Stoke Road
Waddeton Road
Bascombe Road
Alston Lane
Greenway Road
Gillard Road
Chestnut Drive
Broad Path
Paignton Road
Lambury Road
Holne Lane
Aish Road
A3022
A379
B3060
B3301


H3T.1
H3T.2
H3T.18
H2T.1
H3T.13
H1T.3
H1T.5
H3P.4
H3P.8
H2P.2
Higher Rocombe
Coffinswell
Daccombe
Kingskerswell
Valley of Rocks
Watcombe
Combe Pafford
Petit Tor
North Whilborough
Shiphay
Marldon Road
Chapel Hill
Upton
Torre
Torquay
Ellacombe
Warberry Hill
St Marychurch
Babbacombe
Plainmoor
Compton
Chelston
Church Wood
Manscombe Plantation
Livermead
Preston
Preston Sands
Browses Brake
Park Hill
Thatcher Pines
Higher Ramshill Lane
Exe Hill
Red Hill
Blair Hill
Mincent Hill
Daison Rock
Barton Road
Nut Bush Lane
Duchy Drive
Totnes Road
Moles Lane
Gropers Lane
Bickley Road
Fludes Hill
Crestrose Lane
Hodgeway Lane
Kerswell Hill
Maddacombe Road
Preston Road
A3022
A379
B3199
A380
A3000
B3060