

Reg 18 Local Plan 2025-45: Summary

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

Please view and comment on [Torbay Council - Consultations](#)

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

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

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

This consultation is still at Regulation 18 stage: “*what the Local Plan ought to contain*”.

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

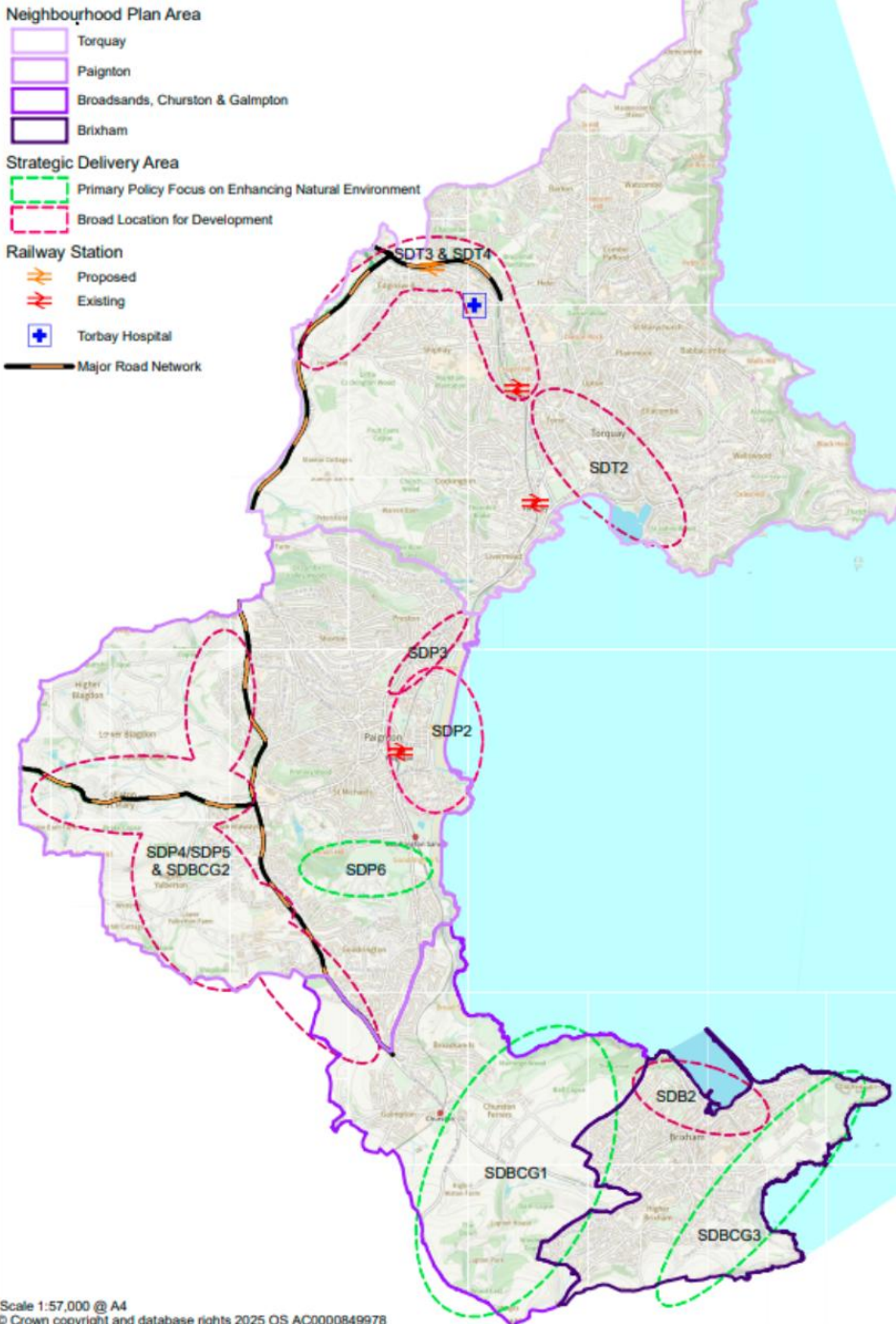
Support for inclusive growth, skills training, and improved transport connectivity

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

TORBAY LOCAL PLAN 2025-2045 KEY DIAGRAM



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

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 Harboursides, 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



Economic Growth and Innovation

- Focus on job creation, skills development, and business resilience
- At least 80,000 sq. m. of new employment space planned



Town Centre Renewal

- Regeneration of Torquay, Paignton, and Brixham



Key Outcomes

- Targeted approach to reduce deprivation, boost full-time jobs, and enhance cultural participation



Tourism and Cultural Investment

- Sustainable tourism strategy to modernise facilities attract year-round visitors
- Core Tourism Investment Area for new and improved accommodation and attractions



Inclusive Growth and Partnerships

- Education and local employment partnerships to empower residents and retain young talent
- Policies to support affordable housing, training and improved transport links

Chapter 5: Thriving communities - Wellbeing, safety and belonging

Healthy and Sustainable Communities

This contains policies on public health, **sport and recreation provision, education and community facilities.**

Seek to regenerate **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

Our transport vision aims to create accessible, inclusive and sustainable travel for all



Strategic Connections

New development to prioritise walking, cycling, wheeling, and ensure connectivity



Multi-modal Mobility Hubs

Support connectivity to the transport network and increase travel choices



Sustainability and environment

Reducing emissions, improving air quality



Supporting the Transport Hierarchy

Effective digital communication to help plan work and leisure travel.



Connected to the existing transport network, improving travel choice and delivering benefits to health and wellbeing.



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



Sustainable Infrastructure Policy

Emphasises the need for physical, social, and green infrastructure to support healthy, safe, and prosperous growth in Torbay.

Critical Infrastructure Requirements

Development must meet essential infrastructure needs, such as flood defence, highway safety and ecological improvements



Phased and Environmentally Friendly Delivery

Infrastructure should be delivered in phases, prioritising environmentally friendly solutions and encouraging active travel and recreation



High Quality Communications and Digital Connectivity

All new developments must provide high-speed fibre optic connections and support advanced ICT infrastructure, minimising visual and environmental impacts



Public Access and Management

Infrastructure should be publicly accessible and well maintained, with management arrangements in place for its lifetime

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

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



Conserve village and town settings

Maintain strategic gap between settlements to preserve local identity



Set new development sympathetically

Promote connection with green space and tree lined streets



Respect landscape character

Provide green infrastructure and protect woodlands, trees, and hedgerows



Safeguard the South Devon National Landscape

Development in or affecting the SDNL to be limited



Promote bio-diversity and nature recovery

Increase biodiversity, help achieve net zero, improve the local environment, health and wellbeing



Protect our valued green and blue geodiversity

Particularly the geosites identified within the English Riviera UNESCO Global Geopark (ERUGGp)

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 likely 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



Core Aim

Promote sustainable resource management by reducing waste, safeguarding mineral resources, and supporting a circular economy to help Torbay transition to low-carbon

Key Objectives

Apply the Waste Hierarchy

- > Prevent > Reuse
- > Recycle > Recover
- > Dispose

Support Circular Economy

Minimise and manage the construction, demolition and excavation waste

Sustainable lifecycle

After-use of sites to benefit the community



Sustainable Management

Use of secondary and recycled materials, safeguard facilities and resources, reduced environmental impact of operation

High-Quality Restoration

Restore mineral sites to conserve geodiversity, biodiversity and enhance natural and historic features



Regulation 18 Local Plan Next Steps

- Please comment via [Torbay Council – Consultations](#). Please comment by 11.59 PM on Monday 26th January 2026.
- We will carefully consider comments and prepare the “Publication Version” Local Plan (Regulation 19). This will be the Plan that the council intends to submit for examination.
- Further Consultation will take place in Summer/Autumn 2026. This will be focussed upon soundness and legal compliance. See [National Planning Policy Framework - Guidance - GOV.UK](#)
- The government’s deadline for Submission of the Plan to the Secretary of State is December 2026.
- An Inspector appointed by the Secretary of State will carry out an Examination of the Local Plan.