

Future Planning

From: Chris Marsh [REDACTED]
Sent: 26 January 2026 12:08
To: Future Planning
Cc: Planning
Subject: Torbay Local Plan Regulation 18 Consultation - Representations on behalf of Strongvox Ltd
Attachments: P23-1461 - Reg18 Repls Jan 2026 Final (App 1- 3).pdf

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Good afternoon,

Pursuant to the above consultation, please find attached representations on behalf of our client, Strongvox Ltd.

For ease of use, the full suite of Appendices can be accessed via the link below.

 [Sladnor Park - R18 Repls Appendices](#)

I would be grateful if you could confirm safe receipt and registration of both components, and look forward to hearing from you in this respect.

Kind regards,

Chris Marsh

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Representations to the Torbay Local Plan 2025–2043 Options Document.

Sladnor Park, Teignmouth Road, Torquay.

On behalf of Strongvox Ltd.

Date: January 2026 | Pegasus Ref: P23-1461

Author: Laura Grimason/Chris Marsh



Document Management.

Version	Date	Author	Checked/ Approved by:	Reason for revision
RO01v1	December 2025	CM	-	-
RO01v2	January 2026	CM	-	-
RO01v3	January 2026	CM / LG	CM	Client issue
RO01v4	January 2026	CM / LG	CM	Final draft



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1. Introduction

- 1.1. Pegasus Group have been instructed by Strongvox Ltd. (henceforth 'our clients') to prepare representations to the draft Torbay Local Plan 2025–2045 Document in respect of their land interests at Sladnor Park, Teignmouth Road, Torquay. A site location plan has been appended to these representations at **Appendix 1**.
- 1.2. Sladnor Park is subject to a current planning application for 110 dwellings pending determination by Torbay Council under ref. P/2025/O353. These representations refer to technical reports that accompany the planning application where relevant.
- 1.3. The current consultation draft Regulation 18 document, entitled 'Draft Torbay Local Plan 2025 – 45: A Landscape to Thrive' follows two Previous Regulation 18 Consultations conducted in in 2022: Growth Options (Jan 2022) and Housing Site Options (October 2022), since the latter of which plan production has been largely paused.
- 1.4. These representations have had regard to the published Regulation 18 Document consultation and questions set out therein in addition to accompanying documentation forming the current evidence base and the national planning context.
- 1.5. The following chapters set out our views on the Torbay Local Plan 2025–2045 Regulation 18 Document. Specifically, these representations respond to the following areas that are discussed within the draft local plan policies: –
 - Strategic Growth and Regeneration
 - Affordable Housing and Diversity
 - Local Identity and Community-led Planning
 - Environmental Protection and Climate Resilience
 - Sladnor Park, Torquay
- 1.6. The tests of soundness that Development Plans need to meet so as to be legally compliant and found sound, are set out in the National Planning Policy Framework, last updated December 2024 (NPPF), paragraph 36, in that they must be:



a) **Positively prepared** – providing a strategy which, as a minimum, seeks to meet the area’s objectively assessed needs; and is informed by agreements with other authorities, so that unmet need from neighbouring areas is accommodated where it is practical to do so and is consistent with achieving sustainable development;

b) **Justified** – an appropriate strategy, taking into account the reasonable alternatives, and based on proportionate evidence;

c) **Effective** – deliverable over the plan period, and based on effective joint working on cross-boundary strategic matters that have been dealt with rather than deferred, as evidenced by the statement of common ground; and

d) **Consistent with national policy** – enabling the delivery of sustainable development in accordance with the policies in this Framework and other statements of national planning policy, where relevant.

1.7. These tests of soundness, along with other legal and procedural requirements associated with the Plan-making process provide a contextual framework for these representations.

1.8. These representations refer directly to the specific questions set out in the Options Document and respond to the following evidence base documents where appropriate:

- Sustainability Appraisal (SA) for the emerging Torquay Local Plan, including appendices
- Torbay Housing and Economic Needs Assessment (HENA)
- Housing and Economic Land Availability Assessment (HELAA)
- The Landscape Character Assessment
- Review of Valued Landscapes
- Recreation impacts and the Lyme Bay and Torbay Special Area of Conservation / Marine Conservation Zone
- Natural England’s advice on the current situation regarding recreational impacts on the Lyme Bay and Torbay SAC



- Heritage Impact Assessment Report
- Sites Wildlife Screening Assessment for Brixham, Paignton and Torquay.

1.9. These representations are intended to be constructive to the plan making process and to inform any further work the Council is yet to undertake in order to ensure a sound Local Plan.



2. Torbay Local Plan 2025–2045

- 2.1. Our clients support the Council in the renewed preparation of a new Local Plan and provision of the overarching goals in shaping the emerging plan, working proactively to comprehensively develop the vision, strategic objectives, development requirements, spatial development strategy, and policies that will shape detailed development proposals, taking into account changes to the national planning legislation, revisions to the NPPF and Planning Practice Guidance (PPG) that have occurred since the adoption of the currently adopted Development Plan, comprising the Torbay Local Plan, which is now more than a decade old.
- 2.2. Our clients support the utilisation of the Council's corporate plan as a basis for the new Local Plan's in accordance with paragraph 7 of the NPPF which states that the purpose of the planning system overall is *"to contribute to the achievement of sustainable development."*
- 2.3. The Local Plan will need to fulfil the requirements of NPPF paragraph 20 with strategic policies that provide for:
 - a) Homes (including affordable housing), employment, retail, leisure and other commercial development;
 - b) Infrastructure for transport, telecommunications, security, waste management, water supply, wastewater, flood risk and coastal change management, and the provision of minerals and energy (including heat);
 - c) Community facilities (such as health, education and cultural infrastructure); and
 - d) Conservation and enhancement of the natural, built and historic environment, including landscapes and green infrastructure, and planning measures to address climate change mitigation and adaptation.
- 2.4. Our clients consider that the overarching principles of the spatial priorities as outlined within the current consultation document largely align with the requirements as set out in the Council's Corporate Plan. However, for the reasons set out in the remainder of this document, we consider that additional housing allocations should be identified as the local plan progresses to ensure that the scale of housing growth needed can be delivered in an area that is subject to a range of policy and technical constraints.



- 2.5. Paragraph 34 of the NPPF requires local planning authorities to keep policies in their Local Plans up to date by undertaking a review at least once every five years. The Local Plan will ensure that an up-to-date Local Plan for Torbay will be in place to support growth and meet the authority's future development needs.
- 2.6. Our clients support the Council's approach to progressing a Local Plan to ensure that an up-to-date policy framework exists for the authority area to guide growth to 2045 and to ensure that development is genuinely plan-led and that this fulfils the broad objectives of the Corporate Plan:
- Community and People
 - Pride in Place
 - Economic Growth
- 2.7. Our clients support the Council's commitment in principle to a plan for growth, however in practice the emerging plan's aspirations currently fall well below minimum levels required in accordance with the NPPF and the standard method.
- 2.8. Meeting, as a minimum, the standard method figure of housing need and in turn, the provision of much-needed housing in response to an identified need would bring with it associated economic benefits linked with construction, employment and local spending.
- 2.9. There is also an overwhelming need to deliver affordable housing over the plan period with the lack of availability and affordability of housing identified as a key issue facing the area. The consultation document identifies that currently just 8% of Torbay's housing stock is affordable, compared to 18% locally, and it is understood that the Council has its own programme for actively delivering affordable sites in an effort to remedy this disparity.

3. Strategic Policies and Allocations

3.1. Our clients support as a matter of principle the broad objectives outlined in Strategic Policy SS1 for shaping future development needs within the unitary authority area. In particular, it is noted that Torquay is intended to remain the authority area's principal settlement, reflecting its size, role and degree of self-containment relative to other settlements in the area.

Housing Need

3.2. It is noted that SS1 states, *inter alia*, that: "The Plan also seeks to deliver at least 8,000 new dwellings over the Plan period of 2025–2045 equal to an average of around 400 dwellings a year over a 20-year Plan period." This is however much less than half of the Council's housing need based on the national standard method, which sets a requirement of 947no. dwellings per annum based on the 2024 Affordability Ratios.

3.3. The background to the policy suggests that annual delivery of 400no. dwellings is reflective of the average dating back to 1980, however this belies the uncomfortable fact that over that time plainly that number has not been sufficient to meet the public's need for housing, especially in relation to affordable housing. Consequently, at a recent appeal the Council has been found to have less than 1.8 years' supply.

3.4. For this reason, it is clear that – even expressed as a minimum – delivery of just 400no. homes per year will not come close to meeting in full or even majority the need for new homes, nor unlock the wider investment in public infrastructure that the emerging plan seeks to facilitate.

3.5. No exceptional justification is put forward as to why Torbay should be treated as a 'special case' as constrained to such a severe extent as to be different from all other authorities (an estimated 78no. of which are also coastal authorities) or in any case how such an approach can be reconciled against the NPPF's objective of significantly boosting the supply of homes through strategic policies 'informed by a local housing need assessment, conducted using the standard method in national planning practice guidance'.

3.6. As such, whilst our client supports the Council's commitment in principle to a plan for growth, in practice the emerging plan's aspirations currently fall well below minimum levels required in accordance with the NPPF and the standard method.



- 3.7. Meeting, as a minimum, the standard method figure of housing need and in turn, the provision of much-needed housing in response to an identified need would bring with it associated economic benefits linked with construction, employment and local spending.
- 3.8. There is also an overwhelming need to deliver affordable housing over the plan period with the lack of availability and affordability of housing identified as a key issue facing the area. The consultation document identifies that currently just 8% of Torbay's housing stock is affordable, compared to 18% locally, and it is understood that the Council has its own programme for actively delivering affordable sites in an effort to remedy this disparity.

Previously Developed Land

- 3.9. Although supportive of the principle of regenerating urban brownfield sites, our clients have fundamental concerns that draft policies SS1 and HS, in applying the presumption in favour of sustainable development only to previously developed land 'within the built-up area', the emerging plan eschews opportunities for brownfield regeneration elsewhere, significantly limiting the capacity for additional windfall sites and environmental enhancements elsewhere.
- 3.10. The sustainability of such locations would be assessed through other policies of the plan and therefore there is no reason, in our client's view, why policy SS1 should be so narrow in its approach in this respect, when national policy sets a lower bar of previously developed land 'physically well-related to existing settlements' in respect of this principle.

Housing Allocations

- 3.11. Our clients consider that draft policy HS is overly restrictive of opportunities to meet the area's housing need by stating that *"Major greenfield development outside of the built-up area or Future Growth Areas will be resisted, unless brought forward through a Neighbourhood Plan or area allocation development plan document or meets the requirements of the Affordable Housing Exceptions Sites Policy H8."*
- 3.12. In our view, the wording of this part of the policy is in the first instance misleading, as it does not recognise the proposed site allocations that might otherwise represent 'major greenfield development outside of the built-up area or Future Growth Areas' and is therefore internally inconsistent with other elements of the plan; this should be corrected.



- 3.13. Second, it must be highlighted that, although they can do, Neighbourhood Plans are not bound to allocate land for development and experience suggests that they are an ineffective tool for doing so given that they tend to be formulated with limited local resources and often with a strong bent towards protectionist, rather than proactive, policies.
- 3.14. In terms of reference to any 'area allocation development plan document', we are supportive of the principle of subsequent allocations DPDs, which can be a timely intervention in between full plan reviews. In this respect, however, a definitive timescale should be set as to when, or in what circumstances (e.g. a threshold in land supply shortfall), such an exercise is to be triggered.

Windfall Sites

- 3.15. Our client acknowledges that, where supported by appropriate evidence, it is reasonable to allow for a modest amount of 'windfall' development despite the relative uncertainty of these coming forward by their very nature. It is agreed that the focus should be on smaller, non-major sites and that no reliance should be placed on 'major' sites given the limited likelihood of these coming forward as windfalls.
- 3.16. In this instance, there is historic evidence that an annualised rate of 120no. homes per year has been achieved in relation to urban windfalls, although this varies year on year. While urban land is finite and opportunities may already have been exploited in this respect, the potential for changes of use and conversions to residential, for instance through the 'hotels to homes' program, make such windfalls a more realistic proposition in this location.
- 3.17. Notwithstanding, plainly even including this appropriately cautious allowance, the overall annualised housing target falls well below expectations in terms of the standard method, and proportionally these relatively unpredictable windfalls would still form an alarmingly sizeable element of overall supply (30%). This is of concern where it would be significantly less so if instead part (c.12.5%) of a NPPF-compliant overall housing figure.
- 3.18. It should also be noted that anticipated small scale windfalls sites are not realistically expected to make any contribution to remedying the severe shortfall in affordable housing within the unitary area, as it is unlikely that developments of nine units or fewer could financially sustain exceeding a 1,000 sqm floorspace trigger for the provision of on-site affordable.



- 3.19. Accordingly, no affordable homes whatsoever can be presumed to be delivered in association with nearly a third of the anticipated source of supply, exacerbating an already critical shortage and/or placing an undue burden on larger sites to remedy.

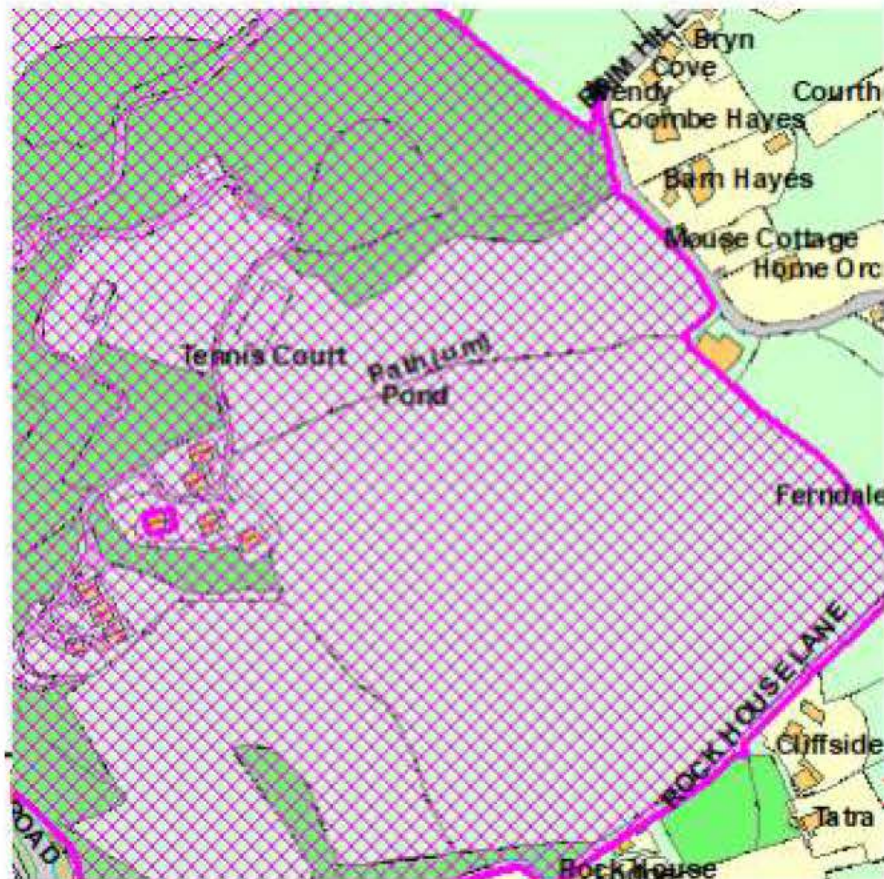
Draft Allocation H3T.2: Sladnor Park, Maidencombe

- 3.1. Draft policy H3 lists draft allocation sites for housing and notes that such sites are allocated to create sustainable, inclusive and mixed communities. It seeks to secure a mix of decent, good quality homes on sites, making optimal use of the land that is available and developing at the highest appropriate density for individual sites. These overall principles are supported as this will help to deliver the scale of housing growth needed in an area that is subject to a range of policy and technical constraints.
- 3.2. H3 includes this site as an allocation for 120 dwellings under H3T.2, Sladnor Park, Maidencombe. The policy notes that the principle of development has been established in the High Court Decision for application ref. P/2020/0315.
- 3.3. Our clients support the principle of this allocation and agree that this site could make a significant contribution towards the provision of housing in the district.
- 3.4. The representations are submitted in conjunction with a current planning application for 110 dwellings. This application was submitted in June 2025, assigned ref. P/2025/0353 and is currently pending consideration while our client continues to work with Torbay Council to resolve outstanding matters raised by technical consultees. Section 4 of this report provides further detail on this site, referring to the current planning application, concluding that this is an appropriate site for allocation in the emerging local plan.

4. Sladnor Park, Torquay

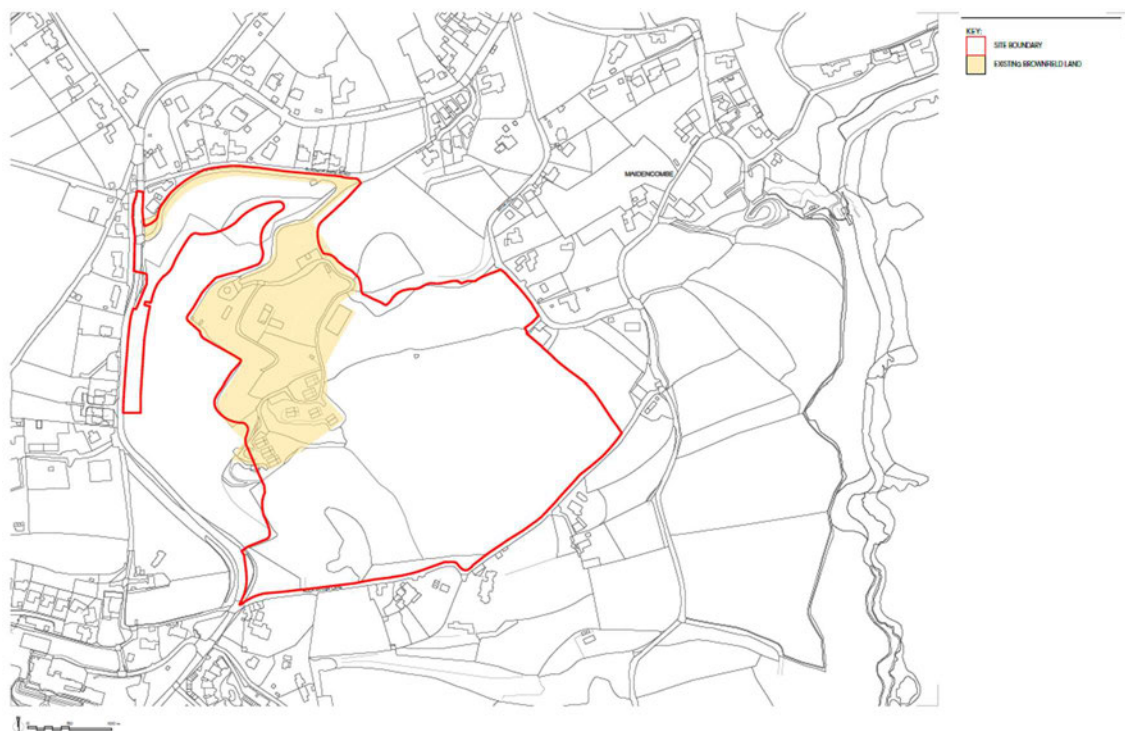
- 4.1. Our clients are promoting Sladnor Park, Torquay as a sustainable location for residential development, and jointly control the site with its freehold owners, Gallagher Ventures Ltd.
- 4.2. While there has not yet been a formal update to the December 2021 Torbay Housing and Economic Land Availability Assessment, this earlier evidence base document from the previous Regulation 18 draft Local Plan identified the site (reference 21T064) within the 'Yellow' band in terms of suitability ('minor constraints'), citing the existence of an extant planning permission as the basis for inclusion.
- 4.3. Notably, the HELAA table identifies the site as having a capacity of c.120no. dwellings, notwithstanding that the associated HELAA proforma (attached at **Appendix 2**) identifies a slightly higher figure of c.130no. units across a 6–10-year period.
- 4.4. An excerpt from the proforma site location map is shown below for reference.

Figure 1: Excerpt from HELAA proforma



- 4.5. The site comprises a former holiday park, with some retained accommodation in the form of timber holiday lodges, a small proportion of which remain occupied for the time being, with much other disused but still physically present built fabric and supporting infrastructure, such that by reasonable accounts the site comprises a mixture of undeveloped and previously-developed land.
- 4.6. As discussed later, for the purposes of deriving a blended affordable housing figure, the respective proportions of greenfield and brownfield land have been agreed with the Council as per the below overlay drawing, with the latter areas mainly contained to the northwest part of the overall holding as shown in yellow.

Figure 2: Overlay of greenfield and brownfield land



- 4.7. Notably, for relatively obvious reasons, this coincides with the most readily developable parts of the site, given its topography, earlier reprofiling, tree constraints and existing supporting infrastructure, as discussed further below.

Site Constraints

- 4.8. In terms of existing constraints, these are summarised in the table below.

Topic	Comment
Environment	<p>Solely within Environment Agency Flood Zone 1.</p> <p>Identified in HELAA as not agricultural land.</p> <p>Within search area of South Hams SAC.</p> <p>Local designated and potential designated wildlife site.</p> <p>Sizeable group TPO's on site.</p>
Heritage	<p>Maidencombe Conservation Area located nearby to northeast.</p> <p>Listed buildings in surrounding area.</p> <p>Non-designated heritage assets within site boundary (lodges and folly).</p>
Planning Policy	Within the 'Undeveloped Coast'
Landscape	Within the Coastal Slope and Combe Landscape Character Area.

4.9. In adopted policy terms, the site falls within the identified 'Undeveloped Coast' designation that washes over much of the authority area bar the three main settlements, albeit something of a misnomer in that it covers numerous areas with considerable levels of development, albeit of a smaller scale than the main towns.

Sustainability Appraisal

4.10. The Council have assessed this site within the appendices to the evidence base Sustainability Appraisal, assigning it the same HELAA reference and assessing the site's characteristics against the 13no. criteria. Having regard to the latest technical supporting information, discussed later with reference to the current planning application, our own review and reassessment is set out below.

Criterion	Council score	Our score	Comment
1. To reduce and manage the impacts of climate change	-	+	Development to provide betterment in respect of flood risk/exceedance relative to current unmanaged arrangement.

			New development offers opportunity to incorporate energy efficiency and micro renewable measures.
2. To improve water, air, soil quality and minimise noise levels	-	+	<p>The site is acknowledged in the HELAA not to comprise agricultural land.</p> <p>No significant pollutant impacts anticipated, and opportunity for remediation of previously developed land.</p>
3. To minimise waste and increase the recycling and reuse of waste materials	-	-	<p>Development will give rise to waste during the remediation, construction and operational phases.</p> <p>Recycling to be maximised through a construction management plan and suitable occupiers' facilities.</p>
4. To conserve, protect and enhance habitats and species, and geodiversity	-	+	<p>Impacts on habitats, including the South Hams SAC, to be carefully managed and mitigated, with on-site enhancement where possible.</p> <p>Development will secure 10%+ on site biodiversity net gain.</p>
5. To conserve, enhance and enjoy the historic environment	-	-	<p>Impacts on designated assets likely to be neutral.</p> <p>Development will result in the loss of non-designated lodges but repair and public access to folly.</p>
6. To protect, enhance and manage the character and quality of the landscape, townscape and seascape	-	+	The site is previously developed land which at the quantum indicated will retain an overwhelming majority of open space, trees and landscaping in keeping with existing character, with the benefits of active management and connectivity.

7. To reduce the need and desire to travel by car and support sustainable/active modes of travel	-	-	Journeys by private car are anticipated as a component of a range of travel modes also including by bus, bike and on foot, including improved connections to Torquay from Maidencombe and other nearby development.
8. To support strong, diverse and sustainable economic growth	+	+	Development to provide direct and indirect construction employment, with longer term spending power from residents.
9. To reduce poverty and income inequality	+	+	Development will attract investment in local affordable housing at committed sites in Torquay, provisionally estimated at £4m of contributions.
10. To maximise the use of previously developed land/buildings and encourage the efficient use of land	-	+	Development to be at an efficient density mostly contained to previously developed, degraded and underused land within the site.
11. To promote safe communities and reduce fear of crime	?	+	Development to adopt good urban design principles to reduce crime and fear of crime, noting the site's current susceptibility to fly tipping and trespass due to lack of passive surveillance.
12. To provide housing that meets the needs of existing and future residents	++	++	Development will provide housing quickly and at scale, while contributing financially to committed but currently underfunded affordable housing projects locally.
13. To improve health and wellbeing and reduce health inequalities	+	++	Development will enable considerably enhanced access to open space and countryside through additional connectivity, while providing dedicated public open space, food growing and play facilities on site.

- 4.11. As shown above, upon review of the SA's conclusions it is apparent that the Local Plan evidence base significantly undervalues the site, particularly in terms of a development's ability to deliver local benefits over both the short and longer term.

Development opportunity

- 4.12. The site, excluding undevelopable wooded areas at its northeast and southeast edges, is currently subject of an as-yet undetermined planning application for residential development under ref. P/2025/0353, with the following description of development:

"Demolition of lodges and construction of 110 dwellings. Adjustment to site access, public open space, landscaping and associated works."

- 4.13. An excerpt of the proposed site layout (included in full at **Appendix 3**) is shown below, overlaid to the existing context.

Figure 3: Excerpt of proposed site layout





- 4.14. As shown with reference to the earlier overlay excerpt, proposed built development is contained to the previously-developed portions of the site, which represent both those parts requiring the least engineering intervention and those most accessible from the existing road infrastructure, which is to be improved relative to both the existing and extant arrangements.
- 4.15. Having regard to commentary in respect of the Sustainability Appraisal, the proposals demonstrate the achievability of new public pedestrian connections through the site, linking Sladnor Park Road, Teignmouth Road, Rock House Lane and Brim Hill, promoting connectivity from, to and through the site where no public access presently exists.
- 4.16. Public access is to extend to the protected areas of woodland, which are anticipated to be subject to a Woodland Management Plan to ensure their permanent maintenance as a natural and public resource. This would enable the use of informal recreational routes, including access to the C19th folly, in respect of which a visual survey and schedule of repair has been proposed.
- 4.17. The current proposals include the provision of surface water attenuation in the form of a series of stepped basins situated in the lower-lying areas eastward of the main development envelope, allowing for the storage of water in peak weather events where, again, no existing provision exists and water discharges freely toward Brim Hill and onward to the coast. The use of a dispersed series of features in this respect reduces the risk profile of any failure relative to a single large attenuation feature.
- 4.18. As shown, the majority of the application site would be retained as public open space incorporating play facilities, community food growing, strategic landscaping, field boundary reinstatement and ecological mitigation and enhancement. Subject to a final scheme of planting, the scheme will achieve in excess of the statutory minimum 10% biodiversity net gain, a requirement notably not in force nor due to be achieved in relation to the extant proposals for a 188-bed care facility and associated works.
- 4.19. Turning to that extant consent, which is acknowledged by the Council both in the context of the current application and within the Regulation 18 Local Plan allocations,
- 4.20. In summary, Sladnor Park represents a prospective location for residential development which:



- Is sustainably located directly adjacent to the settlement boundaries of the authority's principal settlement, Torquay, and the village of Maidencombe;
- Comprises a significant proportion of previously-developed land, much of which is degraded;
- Benefits from an extant planning permission for a similarly scaled development, albeit of a different type of residential accommodation;
- Has capacity for a range of dwelling types and sizes, to a quantum of development broadly consistent with the draft allocation;
- Offers considerable opportunities for improved public access and connectivity from, to and through the site;
- Can deliver strategic landscaping, ecological mitigation and enhancement, to include the provision of 10%+ biodiversity net gain; and
- Will realise significant financial contributions through planning obligations including a matter of millions of pounds for local affordable housing, local healthcare provision and other infrastructure as reasonably required.

Delivery

- 4.21. In terms of delivery, the site is jointly controlled by an established and respected housebuilder, which as an SME does not sit on sites or bank land; once permission is obtained, Strongvox will actively embark on demolition and construction, subject to discharging any pre-commencement conditions, and will almost universally build out a site of this scale in a single phase.
- 4.22. It is expected that, together with their respective supporting infrastructure, the proposals could be delivered in totality within a period of c.2 years, making a significant early contribution to housing land supply locally within the short-term, including appropriately phasing contributions to the delivery of already committed affordable housing to reflect local needs.



Technical Considerations

4.23. The current application is supported by a range of expert consultant reports, addressing all pertinent technical considerations. The following sections provide an overview for each technical consideration and demonstrate that there are no technical considerations that would prevent development coming forwards on this site. Section 5 sets out a detailed assessment of heritage matters.

Highways and Accessibility

4.24. The current planning application is accompanied by the following technical documents relating to highways and accessibility:

- Residential Travel Plan, prepared by Pegasus Transport and dated June 2025.
- Transport Technical Note, prepared by Pegasus Transport and dated August 2025.
- Transport Assessment, prepared by Pegasus Transport, revision A dated October 2025.
- Proposed Access Arrangements, prepared by Pegasus Transport and dated October 2025.

4.25. These are also submitted alongside these representations for further information. Several of these documents have been amended to respond to comments from the Torbay Council Highways Team and we are continuing to work with this team to resolve outstanding comments.

4.26. The starting point is that the site is a draft allocation in the emerging local plan and as such, has been accepted by the Council as an accessible location directly adjacent to the authority area's principal settlement.

4.27. The submitted documents confirm that the development of the site for residential purposes would be acceptable in accessibility and highways terms, specifically that:

- A vision led approach to transport has been adopted and the associated Travel Plan encourages the use of transport modes other than the private car where feasible seeking a 10% reduction in car use overall.

- Safe and suitable access would be provided from Teignmouth Road and the internal layout would be considered appropriate for the scale and type of development proposed in this location.
- There would be no material impact on the local highways network as a result of the development of the site considering trip generation.
- A contribution towards improving local bus stops and providing sustainable travel vouchers to residents would be accepted in principle if required.

4.28. Based on the submitted technical documents, it is considered that matters relating to highways and accessibility would not form a constraint to the allocation of this site for residential development. The Council could, if necessary, include specific criteria within an allocation policy relating to highways matters and Strongvox Ltd. would be happy to engage in further discussions with the Council on these if that would assist.

Amenity

4.29. The layout, orientation, scale and massing of the scheme submitted for the current planning application has been informed by amenity considerations, taking into account topographical factors together with tree shading to ensure that new homes would benefit from sufficient daylight and would be free from real or perceived overlooking or overbearing. Virtually all habitable windows would achieve a nominal optimal minimum 21m separation, although this would vary accounting for level changes across the site. Habitable spaces have been designed to enjoy appropriate levels of daylight, sunlight and privacy and all dwellings would benefit from private and enclosed outdoor amenity areas.

4.30. There are no amenity considerations arising from the principal redevelopment area at the centre of the site in terms of existing occupiers surrounding the site. The proposals include limited new development at the northern edge of the site facing, albeit beyond a mature hedgerow, existing dwellings on Sladnor Park Road. Notably, as well as being separated by a significant distance and intervening hedgerow, properties on Sladnor Park Road are chiefly orientated toward sea views to the east and as such there are extremely limited opportunities for inter-visibility, and certainly not to the extent that would be deleterious to privacy and/or amenity.

4.31. Accordingly, matters relating to amenity would not form a constraint to the allocation of this site for residential development. The Council could, if necessary, include specific criteria within an allocation policy relating to amenity matters and Strongvox Ltd. would be happy to engage in further discussions with the Council on these if this would assist.

Landscape

4.32. The current planning application is accompanied by the following technical documents relating to landscape:

- Landscape and Visual Impact Assessment, prepared by Tyler Grange and dated May 2025.

4.33. This document is also submitted alongside these representations for further information.

4.34. The site is not located within a National Landscape and the submitted LVIA reports the likely effects of the development of the site in terms of landscape and views in the context of the site and surrounding area. In particular, it considers the likely effects on the character and features of the landscape and on people's views and visual amenity within the study area, in accordance with published guidelines.

4.35. The submitted LVIA demonstrates that the proposed development of the site would not result in adverse impacts on the special landscape qualities either of the National Landscape or other valued landscapes.

4.36. Regarding landscape character, the LVIA concludes that the impact of the development of this site would be major/moderate adverse but reducing to moderate adverse once additional landscaping has matured, new buildings have been established and weathered into their context.

4.37. Regarding visual effects, the LVIA concludes that the greatest effects would be on users of the proposed Maidencombe Country Park, Maidencombe Community Orchard and motorists on Sladnor Park Road however these would be minor at most, reducing once planting mitigation and weathering of materials has taken place.



4.38. Overall, the LVIA concludes that the development of this site would not result in unacceptable effects on landscape or visual receptors given that the redevelopment of the site would preserve the characteristic attributes of the landscape and respond positively to Sladnor Park, its landscape setting and visual amenities.

4.39. It is considered that matters relating to landscape would not form a constraint to the allocation of this site for residential development. The Council could, if necessary, include specific criteria within an allocation policy relating to landscape matters and Strongvox Ltd. would be happy to engage in further discussions with the Council on these if this would assist

Ecology

4.40. The current planning application is accompanied by the following technical documents relating to ecology:

- Ecological Impact Assessment, prepared by EAD Ecology and dated June 2025.
- BNG Assessment, prepared by EAD Ecology and dated September 2025.
- Combined Design, Ecology & Arboriculture Response prepared by Pegasus Group and dated December 2025.
- Technical Note, prepared by EAD Ecology and dated January 2026.

4.41. These are also submitted alongside these representations for further information. Several of these documents have been amended to respond to comments from the Devon County Council Ecology Team and we are continuing to work with this team to resolve outstanding comments.

4.42. The submitted documents confirm that the development of the site for residential purposes would be acceptable in ecology terms, specifically that:

- Regarding the South Hams SAC, the proposed development would maintain a network of suitable habitat features for commuting Greater Horseshoe Bats around the site and would not restrict movement at a landscape scale. The lighting strategy would maintain the function of the retained roost and secure availability of enhanced foraging habitats. The proposals would not adversely affect the ability of bats associated with the South Hams SAC to utilise or navigate through the landscape,

and there would be no adverse effect on the integrity of the SAC as a result of introduction of artificial lighting.

- Regarding bat roost features, the separation from development, in combination with the controlled lighting environment, retained woodland surrounds, soft landscaping and long-term management arrangements will maintain dark, sheltered access to the roost entrances and to preserve roost functionality.
- 10% BNG would be secured through a combination of on-site and off-site measures.

4.43. It is considered that matters relating to ecology would not form a constraint to the allocation of this site for residential development. The Council could, if necessary, include specific criteria within an allocation policy relating to ecology matters and Strongvox Ltd. would be happy to engage in further discussions with the Council on these if this would assist.

Trees

4.44. The current planning application is accompanied by the following technical documents relating to trees:

- Arboricultural Impact Assessment prepared by Tyler Grange and dated May 2025.
- Arboricultural Technical Note prepared by Tyler Grange and dated September 2025.
- Combined Design, Ecology & Arboriculture Response prepared by Pegasus Group and dated December 2025.

4.45. These are also submitted alongside these representations for further information. Several of these documents have been amended to respond to comments from the Torbay Council Trees Team (SWISCo) and we are continuing to work with this team to resolve outstanding comments.

4.46. The submitted documents confirm that the development of the site for residential purposes would be acceptable in ecology terms, specifically that:

- No high value trees would require removal to facilitate development.
- 41 category C trees would require removal and compensatory tree planting would be provided to mitigate their loss.



- A temporary reduction to canopy cover would be addressed by the long-term establishment of replacement planting.
- The majority of trees would be retained allowing the development to sit within a well-treed environment. Retained trees would be protected during construction.

4.47. It is considered that matters relating to trees would not form a constraint to the allocation of this site for residential development. The Council could, if necessary, include specific criteria within an allocation policy relating to ecology matters and Strongvox Ltd. would be happy to engage in further discussions with the Council on these if this would assist.

Flood Risk and Drainage

4.48. The current planning application is accompanied by the following technical documents relating to drainage:

- Flood Risk Assessment prepared by RMA Environmental and dated August 2025.
- Surface Water Technical Note prepared by Pegasus Group and dated May 2025.
- Drainage Consultation Review Note prepared by Pegasus Group and dated July 2025.
- Drainage Layout Sheet 3 prepared by Pegasus Group and dated August 2025.
- Drainage Strategy prepared by Pegasus Group and dated August 2025.
- Drainage Network Calculations prepared by Pegasus Group and dated August 2025.

4.49. These are also submitted alongside these representations for further information. Several of these documents have been amended to respond to comments from the Torbay Council Engineering Team and we are continuing to work with this team to resolve outstanding comments.

4.50. The submitted documents confirm that the development of the site for residential purposes would be acceptable in ecology terms, specifically that:

- The site is within Flood Zone 1 and would remain so for the operational lifetime of development.



- Proposed development and access would be located outside of defined flood extents, also having regard to now superseded EA Flood Mapping.
- Surface water risk on the site is low. There are some isolated risk areas on the site however these have likely maximum depths of 0.3m. It is unlikely that surface water flooding would adversely affect the site. Appropriate mitigation for surface water flood risk and areas of ponding would be provided via the drainage strategy.
- The proposed development would be safe and would not increase flood risk elsewhere.
- The surface water drainage solution incorporates infiltration-based SuDS including infiltration basins with geocellular crates. This would allow surface water to gradually infiltrate into the ground, mimicking natural drainage regimes and ensuring surface water will not leave the site via overland flow.
- This would improve the existing arrangement during larger storm events, while exceedance modelling demonstrates that excess flows toward the coast at Maidencombe would not intersect with residential accommodation nearby.

4.51. It is clear that matters relating to flood risk and drainage should not form a constraint to the allocation of this site for residential development. The Council could, if necessary, include specific criteria within an allocation policy relating to ecology matters and Strongvox Ltd. would be happy to engage in further discussions with the Council on these if this would assist.

4.52. Matters relating to heritage are considered in the following section however, in summary, there are technical solutions for all known site constraints with, as the Council's own assessment indicated, no insurmountable issues identified that would prevent this site coming forward for development.

4.53. It is anticipated that all technical matters will be resolved for the current planning application via discussions with the relevant consultees. The Council could, if necessary, include specific criteria within an allocation policy relating to technical matters and our clients would be happy to engage in further discussions with the Council on these if that would assist.

5. Heritage Impact Assessment

- 5.1. The current planning application is accompanied by the following technical documents relating to drainage:
- Heritage Report prepared by Pegasus Group and dated May 2025.
 - Heritage Note prepared by Pegasus Group and dated October 2025.
 - Survey Report and Repair Schedule prepared by Pegasus Group and dated October 2025.
- 5.2. These are also submitted alongside these representations for further information. Several of these documents have been supplemented to respond to comments from the Torbay Council Conservation and Urban Design Team. Further comments from this team are outstanding at the current time.
- 5.3. The Council includes within its evidence base a Heritage Impact Assessment, the appendices to which include an individual appraisal for each of the proposed site allocations, which are assessed through a series of individual studies of heritage assets as deemed relevant to ultimately yield an overall rating of Red, Amber or Green, the former being greatest adverse impact and the latter the least and/or enhancement.
- 5.4. Our clients have fundamental concerns in relation to the methodology employed in the course of the HIA in that this assesses anticipated impacts on non-designated heritage assets in terms of 'substantial harm' and 'less than substantial harm' despite there being no use of this terminology in that context within national policy.
- 5.5. For instance, the HIA identifies 'substantial harm' in respect of Sladnor Park as a non-designated heritage asset in of itself, however this judgement is without apparent assessment of the heritage significance of the asset, nor takes evident account of either the almost total loss of historic fabric and significant intervening development associated with its later operation as a holiday park. In the latter respect, there is an inherent tension with the subsequent identification of the chalet lodges as non-designated assets.
- 5.6. In order to properly assess anticipated impacts on non-designated assets, it is suggested that a more appropriate methodology should look to quantify 'harm', where it is identified, through other terminology, in order to better place it on a logical spectrum suitable for the subsequent application of national policy tests for impacts on non-designated assets.

5.7. The impacts of the current development proposals for the site have been assessed under the applicants' submitted Heritage Impact Assessment, and the below comparison table summarises the respective positions against the Council's own analysis.

Asset	Designation	Council HIA	Applicant HIA
Maidencombe Conservation Area (NE of site)	Conservation Area	Less than substantial harm	Neutral
Watcombe Park and Brunel Manor (SW of site)	Registered Park and Garden	Neutral	Neutral
Watcombe Park Conservation Area (SW of site)	Conservation Area	Neutral	Neutral
Gate Piers at entrance to Rock House (S of site)	Grade II listed building	Neutral	Neutral
Rock House (S of site)	Grade II listed building	Less than substantial harm	Neutral
Gazebo to the garden to the east of Rock House (S of site)	Grade II listed building	Neutral	Neutral
Brimhill (N of site)	Grade II listed building	Less than substantial harm	Neutral
Court House (N of site)	Grade II listed building	Less than substantial harm	Neutral
Maidencombe Farmhouse (N of site)	Grade II listed building	Less than substantial harm	Neutral
The Thatched Tavern Public House (N of site)	Grade II listed building	Less than substantial harm	Neutral
Little Thatch (N of site)	Grade II listed building	Less than substantial harm	Neutral

'The Folly' (within site)	Non-designated heritage asset	Neutral	Heritage benefit
Sladnor Park and remains of built structures (within site)	Non-designated heritage asset	Substantial harm	Minor harm
Holiday lodges	Non-designated heritage asset	Less than substantial harm	Harm through total loss

5.8. Having regard to this comparison, it is pertinent to refer back to the comments of the Council's Conservation and Urban Design Officer in relation to heritage matters in respect of planning application P/2025/0353 in which it is stated, *inter alia*:

"Whilst the proposal would not result in any direct physical impacts to any designated heritage assets, the proposal can be considered to result in varying degrees of impacts to their settings due to proximity and the existing local rural spatial character of the area.

In this regard the relevant designated heritage assets include Maidencombe Conservation Area, Watcombe Park Conservation Area, Watcombe Park and Brunel Manor, Rock House, Brimhill, Court House, The Thatched Tavern, Maidencombe Farmhouse and Little Thatch as Conservations [sic] Areas and Grade II listed buildings.

The site forms part of the rural setting of a number of the surrounding identified designated heritage assets and its open, spacious, rural character contributes positively to the significance of their settings. It is reasonable to conclude that proposed development and the erosion of those qualities would adversely impact the setting of the identified heritage assets to a minor or negligible degree in many cases. This level of harm is unlikely to result in any degree of change in the significance of these heritage assets." [emphasis added]

5.9. Thus, when considering the commentary provided by the Conservation and Urban Design Officer in accordance with industry standard guidance, and the terminology of the NPPF, it is understood that it is the position of the Officer – and in turn the Local Authority – that no harm arises to heritage significance of the identified designated heritage assets as a result of a change in their 'setting'.



- 5.10. This assessment aligns with the conclusions of the applicants and our clients in the present context and differs from the analysis of the Council's own evidence base. It is therefore clear that through an appropriate design response to the site and its context, the impacts of development at the general scale anticipated by its draft allocation are capable of eliminating adverse impacts on the significance of a sizeable proportion of the designated assets identified above.
- 5.11. In the light of the above, appreciating that the Council's analysis is based on the assumed capacity of 120no. dwellings and without specific details of layout, scale, landscaping, etc. it is clear that the Council's HIA significantly over-estimates the extent and severity of heritage impacts arising from the current development proposals for the site.
- 5.12. As such, Sladnor Park should be removed from the 'Red' category as used in the Council's overall assessment and categorised, at worst, as 'Orange': *"Development of the site may result in harmful impact to the significance of designated or non-designated heritage assets. It is likely that impacts can be avoided or mitigated."*

6. Development Management Policy Options

Policy H4 Minimum Density

- 6.1. Strongvox supports the overall aspirations of draft policy H4 to secure the maximum densities that are appropriate for individual sites following consideration of the standard of accommodation, residential amenity and access. Adopting a proactive approach towards density will assist with the delivery of the scale of housing growth needed in an area that is subject to a range of policy and technical constraints.

Strategic Policy H7 Affordable Housing

- 6.2. Strongvox support the provision of appropriate affordable housing options to meet the needs across the Torbay area. Securing a proportion of new housing as affordable homes for major schemes of over 10 homes or 1,000 sq. m of floorspace is a standard approach.
- 6.3. The flexibility built into this policy to allow offsite provision or a commuted sum in exceptional circumstances in relation to larger sites is supported as there are occasions where it is not technically feasible or indeed advantageous to the Council to provide affordable housing on site. This is particularly pertinent given the Council's acute need for affordable homes and the proactive approach of its housing team to bringing forward affordable-led schemes in the most accessible locations.
- 6.4. Whilst as drafted, the policy allows for this in exceptional circumstances on sites of 15 or more homes, such considerations can also make it difficult to deliver affordable housing onsite for sites of up to 15 dwellings. We would therefore suggest that the policy is amended to remove the 15-dwelling threshold for offsite provision or financial contribution, applying it more generally to all housing proposals.
- 6.5. Regarding tenures, the need to have regard to up to date evidence of housing need is welcomed to give flexibility where the standard 70% social rent / 30% intermediate mix isn't appropriate and where an alternative mix would better respond to local circumstances.
- 6.1. Strongvox support the provision of appropriate affordable housing options which support the identified needs of the local area across the plan period. It is noted that the emerging spatial priorities of the new Local Plan state that the plan will maximise the delivery of housing

that is affordable. Therefore, it is considered that a range of affordable housing tenures must be considered for delivery within the plan period.

- 6.2. PPG paragraph 2a-024 makes provision to encourage local authorities to consider increasing planned housing numbers where this can help to meet the identified affordable need: *'The total affordable housing need can then be considered in the context of its likely delivery as a proportion of mixed market and affordable housing developments, given the probable percentage of affordable housing to be delivered by market housing led developments. An increase in the total housing figures included in the strategic plan may need to be considered where it could help deliver the required number of affordable homes.'*

Policy H9: Self-build housing in Future Growth Areas

- 6.3. The policy wording for H9 is inconsistent with the title – the wording refers to a 2% self-build requirement for Future Growth Areas or on sites over 100 dwellings however the title only refers to Future Growth Areas. This point needs to be rectified. We would note that the requirement should apply to Future Growth Areas only to ensure sites in other locations are not overly burdened by this seemingly quite arbitrary expectation.

Strategic Policy H11 Specialist housing for people in need of care or support

- 6.4. Given the ageing population, Strongvox support measures to ensure that people can continue to live independently in their own homes and live active lives within the community. The aim of having all new homes capable of adaptation for disabled people is supported in principle and the policy as drafted provides flexibility in point 1 by including the wording 'as far as is practical' to allow for considerations relating to technical feasibility and financial viability on a case by case basis.
- 6.5. The suggested 25% compliance with Building Regulations Part M4(2) in point 1 is considered to be an appropriate starting point, seeking to ensure adaptability for a percentage of homes whilst encouraging mixed and balanced communities overall. The last paragraph of H11 as drafted relates to developer contributions where development places an additional need on health services or facilities and to provide adequate flexibility, we would note that there should be consideration of financial viability in such scenarios to bring this policy in line with draft Strategic Policy IN1: Prioritisation of planning obligations.

Strategic Policy TOS: Sustainable tourism and cultural investment strategy; Strategic Policy TO3: Redevelopment and reuse of holiday accommodation outside Core Tourism Investment Areas; and Policy TO6: Change of use or redevelopment of existing holiday parks to non-tourism uses

- 6.6. Point 3 of draft policy TOS facilitates the conversion of poorly located and outmoded accommodation outside of Core Tourism Investment Areas (CTIAs) to residential use subject to an appropriate impact on the character of the area, no adverse impact on the overall provision of the range of tourism facilities within an area and the regeneration and improvement of the built environment and overall character. Policy TO3 confirms this, seeking to ensure that for residential proposals, space standards set in draft policy DE3 are met.
- 6.7. As an overarching theme, these draft policies are supported and Sladnor Park is a good example of an historic tourism use which is no longer fit for purpose. Whilst it did at one time, provide a high quality of accommodation for tourists, it has remained largely vacant and underutilised for a significant period of time resulting in the degradation of the overall environmental quality of the site. The regeneration of the site for residential purposes would bring with it wide ranging benefits as recognised by its draft allocation under policy H3T.2. As demonstrated in the current planning application submission, a high-quality residential scheme would be established on this site.
- 6.8. Draft policy TO6 specifically relates to holiday parks and sets out criteria for the change of use of holiday parks where they are not allocated for alternative development in the local plan or other development plan document. As this site is allocated for residential development under H3T.2, this policy is not directly applicable in this case however the overall aspirations of this policy are supported as the reuse of underperforming holiday park sites would help to deliver much-needed new homes.

Policy TA3: Development layout, access and connectivity standards

- 6.9. Draft policy TA3 requires for major development, unfettered connectivity through and around the development proposal, providing key links for access to services, commuting and leisure. Whilst this should be the overall aspiration for all development, land ownership and other physical constraints may limit this in some cases. As such, we would note that there should be consideration of this in the policy to provide flexibility where this is not feasible.

6.10. This draft policy also requires estate roads serving major developments to be constructed, completed and maintained to the Council's approved highway standards. We would note that in many cases, internal road layouts are not adopted, remain private and are delivered in a way that varies from the approved highways standards but that remains safe in highways safety terms. We would welcome further flexibility to allow for this where necessary rather than requiring compliance with approved highway standards in all cases.

Policy CER1: Net zero carbon development standards and Policy CER2: Embodied carbon reduction and assessment

6.11. Draft policy CER1 seeks to impose a requirement for all new residential development to achieve as a minimum a 75% carbon dioxide emissions reduction from that required under Part L of the 2013 Building Regulations. It also requires all developments to achieve net zero carbon emissions and to connect to an energy network where there are existing proposals or schemes. High density proposals with expected high energy demands are expected to consider whether it is feasible and viable to develop a local energy network. It is noted that a Supplementary Planning Document will set out further guidance in due course.

6.12. Draft policy CER2 seeks to ensure embodied carbon is considered as part of the overall assessment for major development.

6.13. This principle of the climate change policies in general is supported and aligns with the Government's aspirations for achieving net zero carbon emissions, but it is also important that this does not dominate the wider objectives of the Plan to the detriment of delivering a balanced, sustainable strategy that achieves the viable delivery of development to meet identified needs within the plan period.

6.14. The Written Ministerial Statement Planning: Local Energy Efficiency Standards – 13th December 2023 informed councils that the government expects examiners to reject local plans that go beyond current national policy and legislative provisions. This has recently been tested in the Court of Appeal¹, which concluded that local authorities may set higher requirements exceptionally, subject to there being strong justification for such. Thus, there is an implicit evidential bar for doing so.

¹ *R (Rights: Community: Action Ltd) v Secretary of State for Housing, Communities and Local Government* [2025] EWVA Civ 990

- 6.15. That evidential bar should also reflect real-world considerations including ensuring that development remains viable, having regard to other factors in this respect, and the impact on housing supply and affordability remains in accordance with the National Planning Policy Framework. This should be taken into consideration by the Council regarding this specific need, which, without substantive evidence otherwise, should not seek to push local standards beyond those established through Building Regulations.
- 6.16. For the reasons set out above, Strongvox consider that additional flexibility should be built in to the climate change policies to allow for consideration of technical feasibility and financial viability on a case-by-case basis. These considerations can, in some cases, make it difficult to provide climate adaptation and resilience measures or connect to a district heating network. Building in flexibility would ensure that the policies require these measures but would prevent them becoming a barrier to the delivery of much needed housing and economic development where technical feasibility or financial viability barriers exist.

Strategic Policy L1: Protecting our countryside and rural economy

- 6.17. L1 notes that outside of settlement boundaries, new development will be limited to agricultural dwellings, tourism development, sport and recreation and renewable energy development. This approach is considered to be unnecessarily restrictive. It fails to acknowledge that there are other sites outside settlement boundaries, including previously developed sites, which could satisfactorily accommodate a range of development types in response to the significant need for development in the district. As noted above in section 3, the emerging plan eschews opportunities for brownfield regeneration elsewhere, significantly limiting the capacity for additional windfall sites and environmental enhancements elsewhere. Additional flexibility should be built into this policy to allow for such situations.

Policy L3: Coastal landscape and change management

- 6.18. Draft policy L3 seeks to conserve the character of the Undeveloped Coast, resisting development within this area unless proposals satisfy the following requirements:
1. *Maintain the unspoilt character of the coastline, coastal landscape and seascape;*
 2. *Maintain or improve public access for recreation; and*



3. *Provide sensitively designed development, including tourism uses, where there are clear economic or sustainability benefits that cannot be realised in alternative locations'.*

- 6.19. This replicates the adopted requirements of policy C2: The coastal landscape. The existing local plan was adopted over a decade ago and there is an opportunity to adopt a more flexible approach to the undeveloped coast through the emerging local plan process, bearing in mind the significant need for development within the district at the current time and historic failure to deliver the homes needed locally.
- 6.20. Retaining this protectionist policy essentially as adopted will ultimately continue to prevent the required scale of development being delivered within the district over the plan period and will therefore, be detrimental to meeting the overall objectives of the emerging local plan. The specific reference within draft policy L3 to tourism development and the need to demonstrate that development cannot be realised in alternative locations is considered to be unnecessarily restrictive and should be removed from the draft policy.
- 6.21. Notably, the area designated as Undeveloped Coast covers a significant part of the district and it is not considered appropriate to apply the same restrictive policy to the entirety of this area. Within the undeveloped coast, there are of course areas which should be protected where their specific character is worthy of doing so. There are however, also many areas which could be developed for a range of uses in a sensitive way.
- 6.22. This includes the various previously developed sites within the Undeveloped Coast which have the potential to make a significant contribution towards meeting development needs through their redevelopment. The draft allocation of this site under H3T.2 indicates that the Council are, rightly, open to allocating sites such as this within the undeveloped coast.
- 6.23. As such, Strongvox consider that unless the mapped extent of the Undeveloped Coast is significantly reduced, an approach we would support, draft policy L3 must be amended to provide additional flexibility to allow development on appropriate sites within the Undeveloped Coast, helping to deliver much needed development in a sensitive manner.
- 6.24. The assessment of proposed development in the Undeveloped Coast must be seen as a landscape and visual consideration and ensuring that there is a requirement to fully assess the landscape and visual impact of any proposal within the Undeveloped Coast will ensure that appropriate development is accommodated within the affected area in a sensitive way.

We note that such a requirement is already built into adopted policy C2 and emerging policy L3.

6.25. In this manner, the current application for the redevelopment of Sladnor Park, which is located within the Undeveloped Coast, includes an LVIA to assess the overall landscape impact of the proposals. As noted above, the LVIA concludes that the development of this site would not result in unacceptable effects on landscape or visual receptors, demonstrating that major development within this part of the Undeveloped Coast can be sensitively accommodated.

6.26. Based on the above, suggested alternative wording for draft policy L3 relating to the undeveloped coast is as follows:

'The undeveloped coast

The undeveloped coast is shown on the Policies Map.

*The council and partnership organisations will conserve the character of the undeveloped coast and seek to enhance its distinctive landscape, seascape, biodiversity, geological, recreational and cultural value. Development will not be supported in the undeveloped coastal area **where it will satisfy** ~~unless proposals satisfy~~ the following requirements:*

- 1. Maintain the unspoilt character of the coastline, coastal landscape and seascape;*
- 2. Maintain or improve public access for recreation; and*
- 3. Provide sensitively designed development **to meet local needs with associated**, ~~including tourism uses, where there are clear economic or~~ **and** ~~sustainability benefits that cannot be realised in alternative locations.~~*

~~*Where new development proposals have met the above criteria, The council will also have regard to the need to protect, conserve or enhance the distinctive landscape characteristics and visual quality of a particular location, as identified in the Torbay Landscape Study and Character Assessment, the suitability of development and the capacity of the countryside to accommodate change and particular reference to coastal change management.*~~

Development outside the undeveloped coast which may harm the intrinsic character of the area will be assessed with regard to visual impact'.



Developer Contributions

- 6.27. Various draft policies refer to the need for developer contributions to mitigate impacts. We note that where developer contributions are referred to, policy should allow for consideration of viability to bring them in line with policy IN1 which advises that: *'Where S106 contributions are argued to make development unviable, an independent assessment of viability will be required, proportionate to the scale of the proposal before S106 requirements are relaxed'*. This relates to policies TO7, SC2, SC3, SC4, SC5, TA2, IN5, ER4, THS, TH2 and NCS1.



7. Conclusion

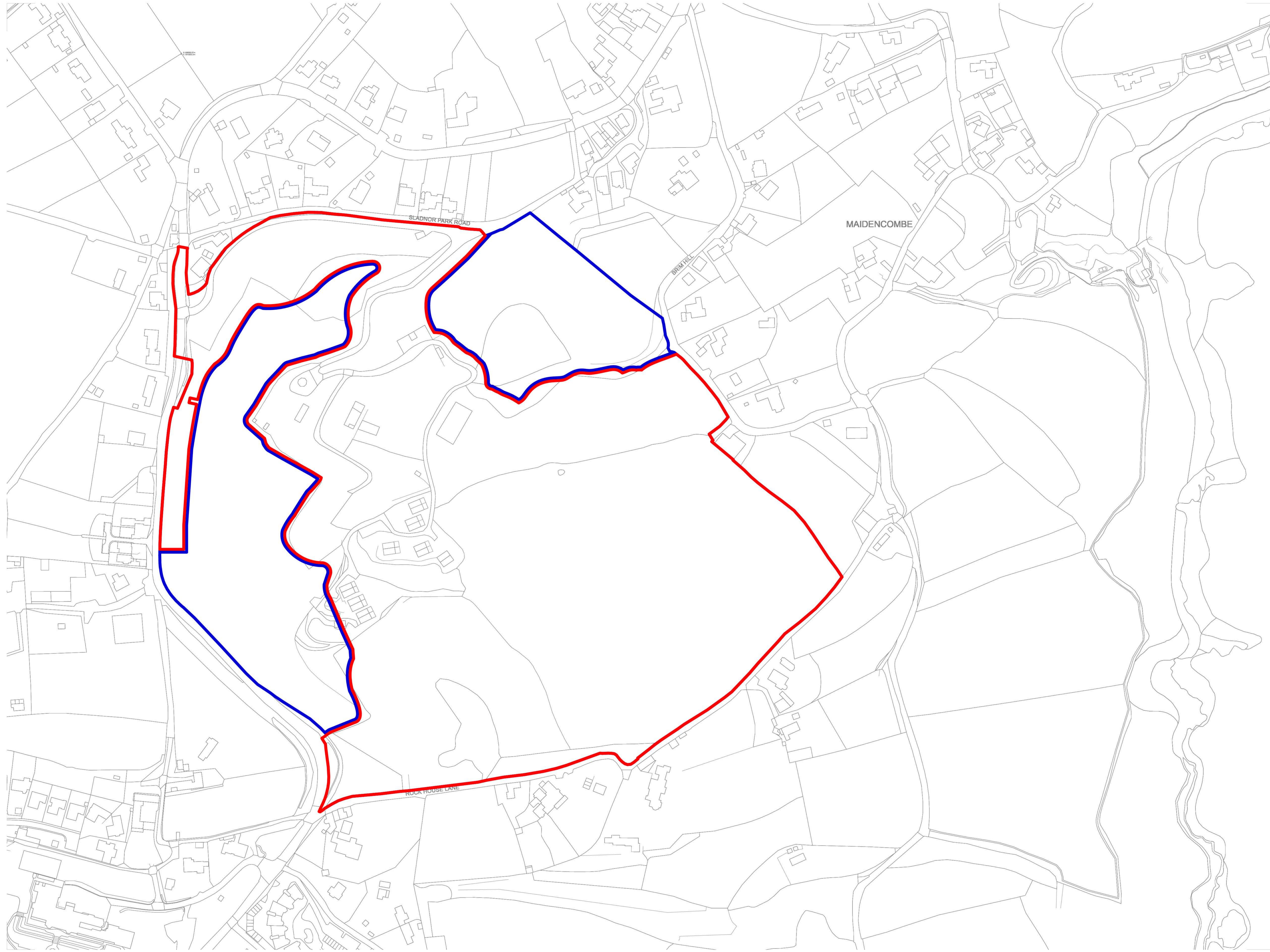
- 7.1. These representations are made by Pegasus Group, on behalf of our client, Strongvox Ltd, in response to the Regulation 18 Torbay Local Plan 2025 – 2045 consultation. These support the promotion of Sladnor Park, Torquay, for residential allocation.
- 7.2. The representations have had regard to the published consultation document and questions set out therein, accompanying published evidence, and the national and local planning policy context. They provide in-principle support for the Council's approach to their emerging Local Plan and the identification of our client's site at Sladnor Park for residential development of c.120no. dwellings.
- 7.3. Notwithstanding, our client has significant concerns that the scale and locational strategy for growth in Torbay over the plan period lacks ambition and fails to recognise the full extent of development opportunities within the authority area. Specifically, the reliance upon a rate of housing delivery consistent with historical underperformance, and acute shortfall in the supply of affordable homes, is a cause of some alarm.
- 7.4. As set out herein, our client's site at Sladnor Park is already subject of a live planning application for residential development at a scale broadly consistent with the Council's anticipated capacity as set out in the draft allocation, supported by a comprehensive suite of technical supporting information addressing, *inter alia*, the known constraints in this location.
- 7.5. The site is available now. It is jointly controlled by an SME developer who builds out sites promptly upon obtaining planning permission and who will complete the development in a single phase, ensuring the expedient flow of homes to the local market. This will occur in parallel with phased financial contributions to the delivery of already committed local affordable housing in the most accessible locations, further aiding the supply of homes for those most in need at a time of absolutely acute need.
- 7.6. We also identify a number of points, conditions and concerns regarding several of the development management policy options currently put forward.



- 7.7. These representations set out why the development opportunity at Sladnor Park represents a sustainable and locally beneficial opportunity for residential development at scale, subject to appropriate controls for technical and environmental impacts. If the Council requires any further information in respect of the site to assist in further developing the proposed allocation, this can be provided upon request.
- 7.8. Strongvox are supportive of the Council's decision to reengage with the process of preparing a new Local Plan, and to progress swiftly in this respect, and will contribute to the process to ensure this meets the national tests of soundness. It is trusted therefore that these representations are constructive in this context and that forthcoming opportunities for engagement may be pursued positively.

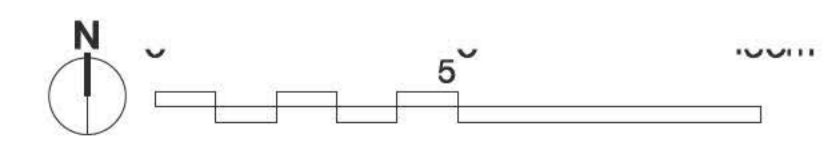


Appendix 1 – Site Location Plan



KEY: SITE LOCATION PLAN

- APPLICATION BOUNDARY
[16.13 HECTARES]
- LAND WITHIN APPLICANTS CONTROL



SLADNOR PARK, TORQUAY – SITE LOCATION PLAN





Appendix 2 – HELAA Proforma

SITE OVERVIEW: Yellow Site – minor constraints

Town Torquay

Site Name Sladnor Park, Maidencombe

HELAA Reference no.	21T064 ZP/1888/0024
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Customer Reference no.	Leave Blank for now
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Source of Site (call for sites, Local Plan allocation etc.).	Call for sites
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Current use	<i>Vacant former holiday camp</i>
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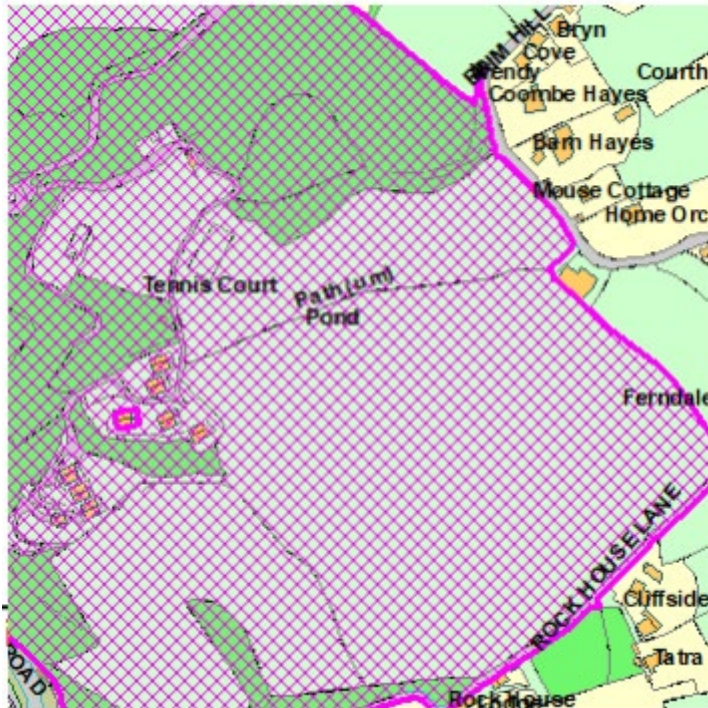
Site descriptions	<i>Former holiday camp and estate on the east side of Teignmouth Road, Maidencombe. The holiday use ceased in the late 1980s and the site is predominantly greenfield due to the passage of time.</i>
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Total site area (ha)	22 ha
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Gross site area (ha)	22ha
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Approx. yield	120 units (and care home?)
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Map

**SUITABILITY ASSESSMENT: STAGE A**

Strategic potential: 50+ dwellings

Housing?	
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Employment?	B Class
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Other Use?	Retail/G&T/C2
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Biodiversity- Within SAC/SSSI	TPOs
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Flood Zone 3b	Small part of the site
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Other NPPF Showstoppers (not policy constraints)	
Conclusion	

SUITABILITY ASSESSMENT: STAGE B	
Access	Existing access off Teignmouth Road (A379). Potential for secondary access from Rock House Lane.
Flood risk, water quality and drainage	Some drainage issues on the site. Drainage and flood risk cited as a reason for refusal of P/2018/1053 , but previous permissions on the site.
Heritage and Archaeology (including distance from assets).	Listed buildings and Maidencombe Conservation Area in the vicinity. On-site Scandinavian style lodges and c19th folly are unlisted heritage assets. Archaeology: Potential for medieval archaeology. Requires programme of archaeological mitigation.
Infrastructure	Healthcare/NHS Drainage/ sewerage infrastructure needed.
Landscape	Landscape Sensitivity Level – Undeveloped coast. Landscape Character Assessment AOLC8B Maidencombe: “highly sensitive”. Extensive tree cover and TPOs on site.
Ecology	LP – OSWI/CWS/SSSI etc. GHB/Cirl Bunting's Sustenance Zone/Pinch Points
Safety related constraints	No
Soils (Agricultural Land classification) and contamination	Not agricultural land
Local Plan	C1 Countryside area –outside a Future Growth Area (SS2) C2 undeveloped coast OSWI – SS8 and NC1
Neighbourhood Plan	TH12 Maidencombe- the site is outside of the Village Envelope.
Development progress (where relevant)	Extensive Planning history: AP/2020/0042 Lawfulness of commencement of 188 unit retirement village (P/2008/1418 and P/2009/0240/MRM dismissed. 3/03/2021) Application P/2020/0315 P/2018/1053 Continuing care retirement village (149 units) refused 7 January 2021. P/2007/1410 Retirement Village (116 units +90 bed care home) Approved 29/11/2007 P/2006/0474 outline approval for care village approved 21/06/2006.
Other	
HELAA Panel Summary	Maidencombe Residents Association will be in opposition to this site. Lack of pavements for pedestrians along public highway. Rural character, but schools and amenities are relatively close by. Potential for rural exception site.

	Discussions regarding affordable housing – some noted the limited suitability for households that are not car owners, others countered that affordable housing caters to a broad range of housing needs including some households that would own cars. Issue of foul drainage is a challenge but not insurmountable.
Site potential	

AVAILABILITY ASSESSMENT

The site promoter(s) has confirmed that the site will be available for development within:

The next 5 years	
A 6-10 year period	Circa 130 units- if principle of development accepted.
An 11-15 year period	
Later than 15 years	



Appendix 3 – Proposed Layout

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KEY: SITE LAYOUT

SITE BOUNDARY

SURFACE MATERIALS:

- GARDEN/POS/HIGHWAY VERGE (SEE DETAILED LANDSCAPE PROPOSALS)
- TARMACADUM
- BLOCK PAVING
- EMERGENCY ACCESS GRASSCRETE

ENCLOSURE DETAILS:

- 1.8M HIGH BRICK WALL
- 1.8M HIGH CLOSE BOARDED FENCING
- 1.1M HIGH LOW RISE WALLING
- 1.1M ESTATE RAILING
- INDICATIVE RETAINING

MOVEMENT:

- RECREATIONAL PEDESTRIAN PATHS THROUGH WOODLAND
- POTENTIAL PEDESTRIAN CONNECTION FROM RECREATIONAL PATHS
- EXISTING BUS STOP

LANDSCAPE:

- CONTOURS [5m]
- RETAINED TREE (CATEGORY A)
- RETAINED TREE (CATEGORY B)
- RETAINED TREE (CATEGORY C)
- ROOT PROTECTION AREA
- REMOVED TREES
- INDICATIVE TREE PLANTING (SEE DETAILED LANDSCAPE PROPOSALS)

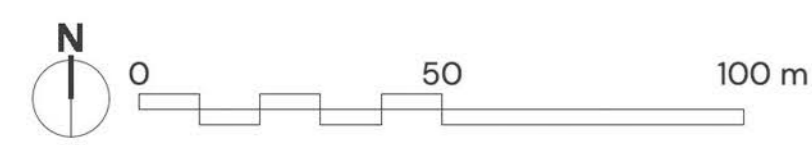
DRAINAGE:

- PROPOSED DRAINAGE BASINS

OTHER:

- EXISTING GATEHOUSE
- EXISTING FOLLY
- PUMP STATION
- STANDARD CONSTRUCTION
- SPLIT LEVEL
- SPLIT LEVEL - UNDERCROFT
- EXISTING BAT ROOST

ACCOMMODATION SCHEDULE				
HOUSE TYPE	NO.	NO. STOREYS	NO. BEDS	
1BF V1	8	4	1	7%
2BF V1	4	4	2	
2BF V2	4	4	2	22%
2BF V3	8	4	2	
2BF V4	8	4	2	
3BH V1	4	2	3	
3BH V2	10	3	3	34%
3BH V3	23	3	3	
4BH V1	8	2	4	
4BH V2	17	3	4	28%
4BH V3	6	3	4	
5BH V1	4	2	5	9%
5BH V3	6	3	5	
TOTAL	110			



SLADNOR PARK, TORQUAY – SITE LAYOUT 1:1250



Town & Country Planning Act 1990 (as amended)
Planning and Compulsory Purchase Act 2004

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