TORBAY COUNCIL

Report title: Torbay Local Plan 2025-45 Regulation 22 Submission to Secretary of State for Examination

Report to	Cabinet/Council
Date	24 November/10 December 2026
Lead Cabinet Member	Cllr Chris Lewis, Cabinet Member for Place Development and Economic Growth
Email	Chris.Lewis@Torbay.gov.uk
Lead Director	Alan Denby, Director of Pride in Place
Email	Alan.Denby@Torbay.gov.uk
Wards affected	All

1. Summary of Report

1.1. This report seeks Council approval to submit the Torbay Local Plan 2025-45 to the Secretary of State for examination. The Local Plan must be submitted by the government's specified deadline, otherwise Plan making will have to start afresh using the 2026 Local Plan Regulations.

1.2. The Local Plan has been through four rounds of consultation. Most recently, the Regulation 19 "Publication Plan" was consulted on between 13th August and 24th September 2026. Issues raised by the consultation and recommended Modifications have been considered by the Local Plan Working Party and are set out in this report and its appendices.

2. Recommendations and Proposed Decision

2.1. That Cabinet recommend to Council that:

2.2. The Torbay Local Plan: Publication Plan (including schedule of Main Modifications and supporting documents required by Regulation 22 of the Town and Country Planning (England) Regulations 2012 (as amended)) be submitted to the Secretary of State for Examination as soon as practical after Full Council.

2.3. The Director of Pride in Place, in consultation with the Cabinet Member for Place Development and Economic Growth, be delegated authority to negotiate and consult upon any further Modifications required to make the Plan sound with the Inspector, representors and other stakeholders, subject to the Local Plan returning to Full Council for adoption.

2.4. The Council's position remains that Torbay's unmet housing need should be addressed at a sub-regional level, through the Spatial Development Strategy.

3. Reasons for Recommendations/Proposed Decision

3.1. This report seeks Council approval to submit the Torbay Local Plan 2025-45 to the Secretary of State for examination. The Local Plan must be submitted by the end of December 2026. MHCLG issued a partial extension of time for submission to 31 March 2027 on 23 October 2026. It is not clear whether this extension applies to Torbay.

3.2. The Government is placing great emphasis on local authorities having up to date plans in place, and has stated that authorities should submit local plans as quickly as possible.

3.3. The Local Plan has been through four rounds of public consultation, most recently the "Regulation 19 Publication Plan" between 13th August and 24th September 2026. Consultation responses, the new National Planning Policy Framework (NPPF), and other matters have been discussed by the Local Plan Working Party. Several Main Modifications are recommended by the Working Party as set out in Appendix 2. In addition, many representations can be addressed by minor text changes ("additional modifications") that do not amount to main modifications. Section 7 below summaries the main issues raised at the Regulation consultation. A key issue is the proposed level of housing which is only about 42% of the government's local housing need figure. It will be important that the Local Plan does not impose more restrictive policies than set out in the National Planning Policy Framework (NPPF).

3.4. The Local Plan submission will comprise the Regulation 22 Submission Local Plan (the Reg 18 with minor typographical and formatting amendments), with a schedule of Main Modifications that the Inspector is invited to consider. The submission will also need to include supporting documents such as Sustainability Appraisal, and details of representations received on the Plan.

3.5. Following submission of the Local Plan, the Secretary of State will appoint an Inspector (or Inspectors) to consider the Plan for soundness and legal compliance. It is likely that additional public consultation will need to take place on any Modifications to the Local Plan before the Inspector(s) publish their final report. It is therefore important for the Director of Pride in Place, in discussion with the Cabinet Member for Place to have delegated powers to discuss, and consult upon, proposed modifications arising from the examination. Following receipt of the Inspector's final report, the Local Plan must return to Full Council for adoption.

3.6. When adopted the Local Plan (along with made Neighbourhood Plans) forms the legal starting point for determining planning applications and will set out a positive vision for the area. It will set a framework for meeting housing needs and addressing other economic,

social and environmental priorities. The Local Plan must be prepared in accordance with legislation and the National Planning Policy Framework (NPPF).

3.7. Cabinet will be considering the proposal at its meeting on 24 November 2026 and is requested to make recommendations to Council as set out in paragraph 2 above. A copy of the Cabinet's decision will be published prior to the Council meeting.

4. Background and Context

4.1. The emerging Torbay Local Plan 2025-45 is being prepared under the "legacy" local plan system under the 2012 Local Planning Regulations. The Government has required that councils submit such plans by the end of December 2026. Although it issued a partial extension of time to 31st March 2027, the council still propose to submit the documents required by Regulation 22 of the 2012 Local Planning Regulations by 31 December 2026.

4.2. Full Council of 23 July 2026 approved the publication of the Torbay Local Plan 2025-45 for public consultation. Details of this consultation are set out in Section 7 below.

4.3. The Government Published a significantly reworded National Planning Policy Framework in August 2026. This includes a set of National Development Management Policies (NDMPs). The Torbay Local Plan will be tested for soundness against the 2024 Framework. However, the 2026 Framework took immediate effect for decision making purposes. Development plan policies that are materially inconsistent with the NDMP's in the 2026 Framework will be given very little weight. A key focus is likely to be on the rewritten Presumption in Favour of Sustainable Development in the Framework, particularly NDMP5(1)(J) "development outside settlements that would address an unmet need".

4.4. The Local Plan was prepared with the (2025) draft NPPF in mind and is considered by Officers to be broadly consistent with the 2026 Framework. Areas where there is a potential "material inconsistency" with the Framework have been discussed with the Local Plan Working Party and Main Modifications recommended accordingly. These are set out in Appendix 2 to this report.

4.5. The most challenging issue for local plans is often their inability to meet the Government's Local Housing Need figures. This is clearly the case for Torbay which was subject to an Intervention by the housing minister in June 2026. Nevertheless, following receipt of evidence, MHCLG allowed the Local Plan to proceed to Regulation 19 consultation. It will nevertheless be critical for Torbay to show that it has taken a no-stone left unturned approach to finding deliverable housing sites, and does not have more restrictive policies than set out in the NPPF.

4.6. Around 100 councils are understood to be seeking to submit local plans under the legacy system. As such, the examination is likely to take place in the second half of 2027. However, Regulation 22 Submission is an advanced stage of plan preparation, where a

Plan increase weight in decision making, particularly where policies have no outstanding objections and are consistent with the NPPF.

5. Alternative Options Considered

5.1. It is recommended that the Regulation 22 Local Plan be submitted to the Secretary of State as soon as practicable after full Council. It will need to meet the government's deadline of either the 31st December 2026 or 31st March 2027.

5.2. There are substantial changes to the planning system and local government, that have progressed apace since July 2026. These include Local Government Reorganisation, a new NPPF (see above), the prospect of Spatial Development Strategies, and the government's deadline for submission of plans prepared under the "legacy" system. This has led some authorities to abandon their Local Plans or start to prepare plans under the "new" system.

5.3. If the submission deadline for legacy plans is not met, the Local Plan and its evidence base will need to be restarted under the Levelling Up and Regeneration Act 2023 and accompanying 2025 Regulations. Although these are called "30-month local plans" there are questions whether the 30-month timetable is achievable. The difficult issues, in particular Torbay's inability to meet housing needs will still have to be confronted.

5.4. Not submitting the Plan would mean that the Presumption in Favour of Sustainable development would apply to all planning applications in Torbay for the foreseeable future and will weaken the council's ability to seek higher environmental standards or mitigation for the effects of development.

5.5. The Local Plan has considered a range of different growth options and strategies, particularly in its three Regulation 18 "issues and options" consultations. The Local Plan is supported by a Sustainability Appraisal, which is an iterative document that considers the sustainability of different growth options. The Council's "preferred option" is set out in the Regulation 19 Publication Plan, which was consulted on between 13th August-24th September 2026. Several modifications are recommended in response to these.

6. Contribution to Council Priorities

6.1. The proposals in this report help deliver our vision of a healthy, happy, and prosperous Torbay by seeking to create a strategic framework for managing land use in Torbay in the public interest. It is a Plan for growth within environmental limits and strongly promotes regeneration and modernisation of the built-up area. It seeks to minimise damage to the natural environment and to provide resilience to the effects of Climate Change whilst reducing carbon emissions.

6.2. The Plan expressly seeks to deliver the spatial aspects of the Community and Corporate Plan 2023-43, The Torbay Story, The Housing Strategy and Accommodation Repurposing Programme, Town Centre regeneration programmes, and the Devon and Torbay Local Transport Plan.

6.3. Local Plans frequently hinge of the headline rate of housing growth, as a key soundness issue. The Regulation 18 Local Plan consultation received a letter from Housing Minister Matthew Pennycook, with a further Intervention letter in June 2026. The Torbay Local Plan proposes a minimum of 8,000 dwellings between 2025-2045 equal to 400 a year, with a stepped trajectory. This is significantly below the Government's Standard Method Local Housing Need (LHN) of 972 dwellings a year.

6.4. The Local Plan have been discussed on a cross-party basis through the Local Plan Working Party. The Working Party has assessed options for boosting housing numbers at length. The proposed Submission Local Plan is considered to balance the need for development against Torbay's environmental constraints, managing climate change, and challenging viability.

6.5. Local Plans need to meet several legal requirements, including carrying out a Sustainability Appraisal and Habitats Regulations Assessment. These have influenced the proposals in the Local Plan.

7. Consultation and Engagement

7.1. The Local Plan has been through four rounds of public engagement. Consultation took place between 13th August and 24th September 2026 in accordance with Regulation 19 of the Local Planning Regulations 2012.

7.2. The Regulation 19 consultation received 416 representations form 98 organisations and individuals. A summary of responses is set out at Appendix 2 and also on the council's website.

7.3. The Local Plan Regulation 19 Consultation received responses from 98 responders, which generated 416 representations. Most objections were to sites in Maidencombe, from 38 individuals as well as the Maidencombe Residents Association and Torquay Neighbourhood Forum. These generated 37 objections to H3T1 north of Sladnor Park and 12 objections to H3T2 Sladnor Park. Additionally South West Water noted the need for additional water infrastructure in this area.

7.4. There is a significant objection to the Local Plan from Teignbridge District Council that the Local Plan is not doing all that it can to meet housing need. This comment is also made by the development industry, including the Home Builders' Federation.

7.5. Most of the promoted housing sites received detailed representations, with an additional site proposed at Upton Manor Farm, Brixham. A supermarket (Lidl) and 50 dwellings are promoted at Hollicombe Gas Works, rather than the 185-dwelling scheme which has planning permission. Promoters of mixed-use employment areas at Torquay Gateway

(Edginswell and Kingsland) and Long Road argued for a greater proportion of these areas should be housing.

7.6. The development industry and ongoing work on the Whole Plan Viability Assessment indicate a serious viability challenge and the need for the Local Plan to avoid placing additional burdens on development. Conversely, the Police, NHS Foundation Trust, and DCC have sought S106 Contributions. The Police have indicated a need for an additional station serving Paignton. The need for an assessment of additional sports and recreation facilities is also noted. There was support for the provision of cemetery land.

7.7. Responses were received from the main Statutory Consultees. These recommend several minor modifications. There is ongoing work in relation to the Water Cycle Study and Strategic Flood Risk Assessment.

7.8. Prior to the Regulation 19 consultation, there were three previous consultations at Regulation 18 "pre-publication" or "issues and options" state. A full draft Local Plan was published for consultation in November 2025-February 2026 with a series of in-person exhibitions and online webinars. Two earlier Regulation 18 consultations took place in January-February 2022 and October- December 2022. These focussed on growth options and housing site options.

7.9. Representations submitted to the emerging plan, and other issues arising have been carefully considered by the Local Plan Working Party. A summary of consultation and how comments received have influenced changes to the Plan is included at Appendix 3.

7.10. Council approval is sought to submit the Regulation 19 Local Plan with accompanying schedule of Main Modifications. The Secretary of State will appoint an inspector to consider the soundness of the Local Plan, and recommend any Modifications. These Modifications will need to be the subject of further public consultation, unless they are very minor in nature. Following receipt of the Inspector's final report, the Local Plan must then return to full Council for adoption.

7.11. A "test of soundness" requirement for the Local Plan is that Torbay should have engaged constructively with neighbours about how its unmet needs can be met. Rather than falling entirely into the nearest adjoining areas (Teignbridge and South Hams), officers have recommended that the issue is relevant to the wider housing market areas in South Devon and should be dealt with through the forthcoming Spatial Development Strategy (SDS). It is noted that Teignbridge has expressed concerns about this approach because it would put any future Teignbridge plan or plan affecting the current geographical area of Teignbridge on the back-foot. However, the Teignbridge Local Plan 2020-2040 adopted in May 2026 was modified by their Inspectors to defer a decision on Torbay's unmet need to the next round of Plan making. The inability of Torbay to meet its own need is recognised in the expansion of the area under (at present paused) local government reorganisation proposals. Moreover, the Spatial Development Strategy create a formal basis to consider strategic growth matters and will have to address the issue of how far housebuilding across

Devon (and Cornwall) can be doubled (which will be necessary to meet the sum of LHN figures).

8. Implications

Financial Implications

8.1. Local Plans are expensive. However, much of the expense in drafting the Plan, commissioning research etc. has already been incurred. The Government has also provided additional funding to support the preparation of Plans for submission by December 2026. The main upcoming expenses are associated with appointing a programme officer, legal support, and paying the Planning Inspectorate to carry out a Local Plan Examination.

8.2. Not progressing the Local Plan at this stage would require a restarting of evidence preparation under the new plan making system.

Legal Implications

8.3. The Local Plan is prepared according to legal requirements set out in Planning Legislation, including the Planning and Compulsory Purchase Act 2004 and the accompanying 2012 Regulations. Subsequent changes in the Levelling Up and Regeneration Act (LURA) 2023 and Planning and Infrastructure Act 2025 also affect the Local Plan.

8.4. There is a legal requirement under Section 39(2) of the 2004 Act for Local Plans to have the objective of contributing to the achievement of sustainable development, and a duty to have regard to national guidance. This gives legal weight to the plan-making Presumption in Favour of Sustainable Development at Paragraph 11(a-b) of the 2024 National Planning Policy Framework.

8.5. The Government published an updated National Planning Policy Framework (NPPF) in August 2026 which contains national policies for decision making (NDMP). The government has introduced these on a non-statutory basis and has not to date implemented enabling powers in the LURA 2023 to give them legal primacy over the development plan. The Torbay Local Plan will be tested against the plan making tests in 2024 NPPF. However, policies that are “materially inconsistent” with NDMPs in the 2026 Framework will carry very little weight.

8.6. Sections 21 and 27 of the Planning and Compulsory Purchase Act 2004 gives the Secretary of State powers to intervene in Plan making, and the council received a letter from Minister Matthew Pennycook on 11th June to this effect, with the direction to submit the evidence base documents. Following receipt of these documents, MHCLG indicated that the Local Plan could proceed to Regulation 19 consultation. However, the shortfall

against Local Housing Need remains a key soundness challenge that requires exceptional justification.

Corporate Parenting/Children and Young People

8.7. The Local Plan contains a range of policies aimed at providing affordable housing and a range of community facilities, including education and open space provision. Particular attention is drawn to Policy SCS Sustainable Communities Strategy, SC3 Education Infrastructure and H7 Affordable Housing and H10 Specialist housing. Whilst development viability is very challenging, the Local Plan seeks to maximise the delivery of affordable housing and to leverage its accommodation repurposing programme in support of this.

Associated Risks, Risk Tolerance Level and Mitigations

A summary of key risks associated with the recommendations in this report are:

1. [Risk description] – mitigated through [control].

2. [Risk description] – monitored through [governance route].

The risks of not approving the recommendations include [briefly stated]. Overall risk exposure is assessed as acceptable within the Council's risk tolerance appetite.

Full risks are set out below:

Risk	**Risk score before mitigations (likelihood x impact)**	**Mitigations**	**Risk Score after mitigations (likelihood x impact)**	**Risk tolerance**
This proposal addresses the corporate risk CP49. Not submitting the Plan would mean that the Presumption in Favour of Sustainable development would apply for the foreseeable future. Development of greenfield sites is likely to come forward in a speculative and unplanned manor. The ability to secure high quality development will be diminished.	20	Submitting the Local Plan as per the report recommendation	6	

There is a high risk of the Local Plan not being found sound due to the issue of housing numbers.	20	It will be essential to show that the Council is taking a “no-stone left unturned” approach to identifying housing opportunities, and that other policies do not go further than the Framework (including NDMP5) in restricting development. It will be important to be able to negotiate Modifications with the Inspector and other bodies, subject to the Local Plan returning to full Council for approval.	9	

Contributions to tackling climate change or achieving carbon neutrality

8.8. Policy SS1 makes reducing carbon emissions and creating resilience to climate change a key priority.

8.9. Chapter 8 contains key policies on climate change and achieving net-zero developments Policies CERS and CER1 propose higher standards than set out in Building Regulations/Future Homes standard. However, the viability of achieving this must be tested.

Social Value Considerations

8.10. Policies H7-H8 seek to maximise the delivery of affordable housing. Chapter 4 sets out policies on achieving economic prosperity, including promoting local training agreements. Chapter 5 deals with thriving communities and reducing deprivation.

Procurement Implications

8.11. The Local Plan is reliant on an up-to-date evidence base and requires an Examination in Public and Programme Officer.

Other Implications

8.12. When adopted the Local Plan will form the legal starting point for determining planning applications in Torbay. It will also set a strategic framework for updated Neighbourhood Plans.

9. Equalities Impact Assessment

Protected characteristics under the Equality Act and groups with increased vulnerability

Age

Data and insight

- 18% of Torbay residents are aged under 18 years old.
- 55% of Torbay residents are aged between 18 to 64 years old.
- 27% of Torbay residents are aged 65 and older.

Equality considerations (including any adverse impacts)

Constraining housing supply below the Standard method LHN is likely to reduce the availability of affordable housing, and S106 “private subsidy” available for affordable housing. A brownfield first approach is likely to lead to the creation of more apartments rather than family housing. Reduced housing supply may disproportionately impact younger households and families by limiting affordability

Ageing population increases risks of isolation, unmet care needs, and pressure on services

The Local Plan needs to balance housing provision and other uses of land including employment, nature conservation, protected landscape and green infrastructure. Torbay has very substantial environmental constraints and infrastructure capacity limits.

Balancing these competing objectives-all of which have equalities impact dimensions- is a significant challenge for the Plan.

Mitigation activities

The Accommodation Repurposing and regeneration programmes seek to substantially boost the supply of affordable housing in sustainable town centre locations.

Over the next decade, ONS projections indicate that there will be +509 households per year in Torbay, of whom 460 will be single person households, including 287 people aged 65+ living alone. An ageing population and social isolation is likely to be a big challenge for Torbay. The Plan contains policies to provide specialist accommodation, and to seek to target specialist accommodation at local people. The Plan promotes the provision of community facilities and a network of local, district and town centres with a range of commercial and community facilities.

Responsible department and timeframe for implementing mitigation activities

Regeneration and Place Delivery, Pride in Place.

Carers

Data and insight

- At the time of the 2021 census there were 14,900 unpaid carers in Torbay.
- 5,185 of these carers provided 50 hours or more of care.

Equality Impacts

Having a Local Plan in place will improve the provision of spatial facilities for carers. Unpaid carers are more likely to require access to a network of open spaces, public transport and accessible parking. The Local Plan contains policies to provide accommodation for people in need of care and support, and to prioritise such accommodation for Torbay residents. Cares will benefit from the provision of adaptable dwellings and adaptable housing, and the maintenance of accessible shops, community facilities.

Parking provision standards needs to provide ample space for disability vehicles. The Local Plan seeks to promote public transport and sustainable modes of travel.

Mitigation activities
As above

Responsible department and timeframe for implementing mitigation activities
Pride in Place, Regeneration and Place Delivery.

Care experienced

Data and insight

As of January 2026, there were 277 former care experienced young people aged 18-24 in Torbay.

Equality considerations (including any adverse impacts)
No direct differential impact.

Mitigation activities
Provision of move-on and supported accommodation as part of affordable housing delivery. Care experienced young people may need a level of transitional accommodation with some additional support when they reach early adulthood. The Local Plan contains policies to provide employment space, and support links between employers, South Devon College and other providers.

Responsible department and timeframe for implementing mitigation activities
Pride in Place, Regeneration and Place Delivery

Disability

Data and insight

In the 2021 Census, 23.9% of Torbay residents answered that their day-to-day activities were limited a little or a lot by a physical or mental health condition or illness.

Equality considerations (including any adverse impacts)
The Local Plan will have a positive impact by creating accessible buildings and spaces and accessible housing.

Mitigation activities
The Local Plan provides policies on the provision of specialist housing as part of the affordable housing mix, and for a proportion of homes to be built to M4(2) and M4(3) standard.

The Local Plan's overarching strategy is to focus growth in accessible locations particularly in town centres and transport corridors to reduce the need to travel by car.

The Local Plan supports a framework to ensure that these positive impacts are secured through developer obligations, conditions and monitoring.

Responsible department and timeframe for implementing mitigation activities
Pride in Place, legal services

Gender reassignment

Data and insight

In the 2021 Census, 0.4% of Torbay's community answered that their gender identity was not the same as their sex registered at birth.

Equality considerations (including any adverse impacts)
No differential impact

Mitigation activities
The Local Plan contains policies for the creation and maintenance of safe open spaces and buildings. It provides a framework to support the improvements to create gender neutral spaces.

Responsible department and timeframe for implementing mitigation activities
Pride in Place

Marriage and civil partnership

Data and insight

Of those Torbay residents aged 16 and over at the time of 2021 Census, 44.2% of people were married or in a registered civil partnership.

Equality considerations (including any adverse impacts)
There is no differential impact

Mitigation activities
The Plan seeks to ensure access to family housing, healthcare, schools, and greenspaces.

Responsible department and timeframe for implementing mitigation activities
Pride in Place

Pregnancy and maternity

Data and insight

- Between 2013 and 2024, the rate of live births (as a proportion of females aged 15 to 44) has been slightly but significantly higher in Torbay (average of 56.0 per 1,000) than the Southwest (53.4) and broadly in line with England (56.3).
- For the period 2022 to 2024, rates in Torbay (44.6) have been significantly below England (50.0).

Equality considerations (including any adverse impacts)
The provision of decent housing is a factor in enabling people to start families.

Mitigation activities
The Plan seeks to prioritise the delivery of affordable housing. The Local Plan seeks to support a network of accessible open spaces, public health, education and healthcare facilities.

Responsible department and timeframe for implementing mitigation activities
Pride in Place, Children's Services

Race

Data and insight

In the 2021 Census, 96.1% of Torbay residents described their ethnicity as the following:

- 1.6% as Asian, Asian British or Asian Welsh
- 0.3% as Black, Black British, Black Welsh, Caribbean or African
- 1.5% as being of Mixed or Multiple ethnic groups
- 96.1% as White
- 0.4% described their ethnicity another way.
- Black, Asian and minoritised ethnic communities are more likely to live in areas of Torbay classified as being amongst the 20% most deprived areas in England.

Equality considerations (including any adverse impacts)
There is no differential impact.

Mitigation activities
The Local Plan has been amended from Reg 19 to ensure that a wider range of community spaces is available. Monitoring of access to housing, particularly affordable housing and facilities will need to ensure that no ethnicity is directly or indirectly excluded from housing. The Local Plan contains policies to create safe and accessible public spaces.

Responsible department and timeframe for implementing mitigation activities

Religion and belief

Data and insight

The 2021 Census showed that the residents in Torbay identify their religion and/or belief as the following;

- 48.5% are Christian
- 0.4% are Buddhist
- 0.2% are Hindu
- 0.6% are Muslim
- Less than 0.1% are Sikh
- 0.1% are Jewish
- 0.7% have another religion
- 43.2% have no religion
- 6.3% did not answer

Equality considerations (including any adverse impacts)

The Local Plan has received representations from faith groups and has made several additions to the plan to support the provision of places of worship and other community space.

Mitigation activities

Policy SC5 recognises the shortage of cemetery spaces in Torbay and allocates land to meet this need, including the recognition that this site could contain ceremonial space. In response to the Regulation 19 Consultation, a Main Modification is proposed to include suitable plots for Muslim burial.

The Plan recognises and supports that faith groups can have in providing community and tackling social isolation.

The Plan contains policies to protect and enhance the built and natural environment, both of which have a sacred significance for many faiths.

Responsible department and timeframe for implementing mitigation activities

Sex

Data and insight

- 51.3% of Torbay's population are female.
- 48.7% of Torbay's population are male.

Equality considerations (including any adverse impacts)
See above in relation to housing numbers -

Mitigation activities
The Plan seeks to maximise the provision of affordable housing.

The Local Plan contains policies to create safe and accessible public spaces, and to support the monitoring of spaces through CCTV etc

Responsible department and timeframe for implementing mitigation activities
Pride in Place.

Sexual orientation

Data and insight

In the 2021 Census, residents described their sexuality as follows;

- 89% as Straight or Heterosexual
- 1.7% as Gay or Lesbian
- 1.1% as Bisexual
- 0.1% as Pansexual
- 0.1% described their sexuality another way
- 7.4% of people didn't answer the question

Equality considerations (including any adverse impacts)
There is no differential impact

Mitigation activities
The Local Plan contains policies to create safe and accessible public spaces.

Responsible department and timeframe for implementing mitigation activities
Pride in Place

Armed Forces Community

Data and insight

- In 2021, 3.8% of residents in England reported that they had previously served in the UK armed forces.
- In Torbay, 5.9% of the population have previously served in the UK armed forces.

Equality considerations (including any adverse impacts)
There is no differential impact

Mitigation activities
The Local Plan seeks to maximise the provision of affordable housing and supported housing.

Responsible department and timeframe for implementing mitigation activities
Pride in Place, Regeneration and Place Delivery

Additional Considerations

Socio-economic impacts (Including impacts on child poverty and deprivation)

Data and insight

- Torbay is ranked as the 39th most deprived upper tier local authority in England in the Index of Multiple Deprivation 2025.

Equality considerations (including any adverse impacts)
The Local Plan seeks to address Torbay's underlying poor economic profile by robustly supporting urban regeneration and accommodation repurposing.

It contains policies to steer unsuitable developments such as HMOs and uses likely to generate anti-social behaviour away from the most deprived areas and contains detailed policies to improve prosperity in Torbay and Community Regeneration areas in particular. See in particular Policy SCS Sustainable and inclusive communities strategy.

Mitigation activities
See above

Responsible department and timeframe for implementing mitigation activities
Pride in Place, Regeneration and Place Delivery

Public Health impacts

Data and insight

For the five-year period 2020 to 2024, data shows there is a 6-year life expectancy gap between males who live in Torbay's least and most deprived areas and, a 3-year gap for females.

Equality considerations (including any adverse impacts)
The Local Plan identifies Community Investment Areas and seeks to support developments in these areas which will help regenerate them and reduce poverty.

Mitigation activities
The Local Plan contains policies to improve the provision of good quality affordable housing (Policies H7-H8) , to regenerate the town centres and Community Investment Areas (Chapters 4 and 5). It seeks to provide public open spaces and improve access to nature. The Local Plan seeks to provide healthcare infrastructure, with the caveat that developer contributions are insufficient to address the funding gap in the healthcare and social care system. These are set out in Chapter 5 "Thriving Communities"

Responsible department and timeframe for implementing mitigation activities
Pride in Place.

Human Rights impacts

Data and insight

Equality considerations (including any adverse impacts)
No direct impact, although Human Rights Act duties affect elements of the Local Plan.

Mitigation activities

Responsible department and timeframe for implementing mitigation activities

Child Friendly (Children's Rights Impact Assessment (CRIA) considerations):

Summarise the CRIA considerations for this proposal, including which groups of children and young people may be affected (e.g., care experienced children/young people, care leavers, children with SEND), how their rights and best interests have been considered, and any engagement undertaken with children/young people and/or their representatives. Set out any mitigations to address identified adverse impacts and how these will be monitored.

Data and insight

Equality considerations (including any adverse impacts)
The Local Plan seeks to provide a network of child friendly spaces and facilities including play areas, schools and other community facilities, which are set out in Chapter 5. Policy H11 deals with specialist accommodation, including for children. Policies H7 and H8 on affordable housing are also relevant.

Mitigation activities

Responsible department and timeframe for implementing mitigation activities
Pride in pace

10. Cumulative Council Impact

10.1. None

11. Cumulative Community Impact

11.1. The Local Plan sets a strategic planning framework for Neighbourhood Plans. The Local Plan and supporting viability assessment underpins policies on developer contributions, including Community Infrastructure Levy.

12. Monitoring and Evaluation

12.1. Key outputs from the Local Plan, particularly housing delivery are monitored annually.

12.2. There is a requirement for Local Plans to be reviewed at least every five years.

Appendices

Appendix 1: Regulation 22 Schedule of Recommended Main Modifications
Appendix 2: Schedule of Representations received at Regulation 19 Consultation
Appendix 3 Regulation 19 Publication Version of the Torbay Local Plan. (The Reg 22 Submission Version will be this document with minor typographical errors etc corrected).
Appendix 4 Sustainability Appraisal Report.
Appendix 5 Habitats regulations Assessment

Background Documents

Report to Torbay Council July 23 2026 on Regulation 19 Publication Plan Torbay Local Plan_Council Report 19 June 2026.pdf

National Planning Policy Framework (December 2024) National Planning Policy Framework - GOV.UK and draft NPPF. Specific attention is drawn to Paragraphs 11a-b The Presumption in Favour of Sustainable Development for Plan making, and Paragraph 36 The Tests of Soundness for development plans.

A substantially rewritten NPPF was published in August 2026 National Planning Policy Framework - GOV.UK . Special attention is drawn to National Decision Making Policy S5(j) (p26) and Annex A Implementation p99).

The Regulations governing “legacy” development plans are set out in the: The Town and Country Planning (Local Planning) (England) Regulations 2012 (legislation.gov.uk)

Officer contact details

Name: David Pickhaver

Title: Principal Policy Planner

Email address: David.Pickhaver@Torbay.gov.uk