

**Teignbridge District Council
Executive**

4 November 2025

Part i

Newton Abbot Town Centre Masterplan

Purpose of Report

To approve the development of a Newton Abbot Town Centre Masterplan to be governed by a Newton Abbot Town Centre Project Board.

Recommendation(s)

The Executive RESOLVES to:

- 1) Agree the commencement of work to progress a Newton Abbot Masterplan.
- 2) Agree the creation of a Newton Abbot Town Centre Masterplan Project Board.
- 3) Agree a budget for the project as set out in sections 3.3 and 3.4

Financial Implications

See section 3.

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Legal Implications

No legal implications.

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Risk Assessment

See section 3

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Environmental/ Climate Change Implications

There are no direct environmental or climate change implication arising from this report. Broader implications are outlined in section 3

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Appendices/Background Papers:

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Appendix 1: Equality Impact Assessment

Appendix 2: Governance and Stakeholder Engagement Framework

1. Introduction/Background

- 1.1 The purpose of this report is to seek authorisation to start work on the preparation of a Newton Abbot Town Centre Masterplan.
- 1.2 Previous Newton Abbot town centre studies carried out in 2010 and 2018 identified a range of projects and redevelopment opportunities aimed at revitalising the town centre. Since then, further studies (such as flood risk strategies, car parking studies etc.) have been undertaken and there is a clear need to consolidate this work and take it forward through a comprehensive Masterplan. This will provide a coordinated approach to addressing Teignbridge District Council's assets in central Newton Abbot, many of which are currently underutilised, not delivering best value, or present potential liabilities. These sites represent significant opportunities for regeneration and positive transformation of the town centre.
- 1.3 A masterplan approach to town centre regeneration will seek to:
 - Achieve key outcomes for communities and internal strategy needs (e.g. delivery of affordable housing and extra-care accommodation, redevelopment of Newton Abbot leisure centre, maximising car parking assets).
 - Identify flood alleviation schemes, as required by the Environment Agency.
 - Accelerate development of town centre sites allocated in the Local Plan.
 - Maximise opportunities to meet identified housing needs e.g. affordable; key worker; older persons housing.
 - Identify improved sustainable travel links.

2. Newton Abbot Town Centre Masterplan

Strategic Vision

- 2.1 The Newton Abbot Town Centre Masterplan will be a delivery-focused initiative, designed to unlock the full potential of publicly owned brownfield land in the town centre. Building on the town's Garden Community status, and the Garden Community principles embedded in the Teignbridge Local Plan (2020–2040), the Masterplan will identify high-quality, sustainable housing-led regeneration opportunities that support economic growth, community wellbeing, and climate resilience. Aligned with the Garden Community vision, the Masterplan will contribute to a future where the town centre is carbon neutral, has a thriving economy, and is a desirable place to live, work and visit.

Objectives

- 2.2 Actions arising from the Masterplan will aim to achieve the following:

- Deliver town-centre housing to meet identified local needs, including affordable and specialist homes (e.g. extra care). There is potential to deliver approximately 300 homes on sites allocated in the Local Plan in the town centre.
- Support town centre vitality through increased footfall, extended activity hours, and enhanced safety.
- Enable sustainable living with proximity to services, transport, and amenities.
- Regenerate under-utilised public assets to unlock housing and mixed-use development.
- Introduce a new transport hub to improve connectivity and encourage more walking and cycling into and around the town.
- Enhance public realm and civic spaces to create a more inclusive and attractive town centre, helping people connect with nature.
- Investigate opportunities for relocation of Leisure Centre.

Governance

- 2.3 It is proposed that the Masterplan be carried out in partnership with Newton Abbot Town Council and overseen by a Project Board comprised of officers and councillors from both Councils (TDC and NATC), representatives from partner organisations (e.g. Devon County Council) as well as key community and voluntary sector representatives.
- 2.4 It is important that both the District Council and Town Council have decision making authority, to ensure the Masterplan is jointly “owned”. Therefore, the intention would be for both Councils to approve both the initial recommendations as set out in this report to commence work on the Masterplan, as well as approve the final Masterplan, in their respective Councils. A similar report requesting approval to prepare the Masterplan in partnership with Teignbridge District Council is being taken to Newton Abbot Full Town Council meeting on 14 November.
- 2.5 The purpose of the Masterplan will be to set the direction for how public assets in the town could be used, informed by a community-led approach. However, it is likely to include both District Council and Town Council assets and, any decisions to be made on the use of specific assets, either alongside the production of the masterplan or following its approval, will sit with the respective authority.
- 2.6 Please see Governance and Stakeholder Engagement Framework at Appendix 2 which provides details of the proposed governance structure for the project.

What is in scope?

- 2.7 The project will involve collaborative working with partners and stakeholders, including Newton Abbot Town Council, District Councillors and specialists, and meaningful community engagement using immersive material and 3D visualisations of options. A list of all stakeholders we intend to engage are provided in Appendix 2.

2.8 It is proposed that the Masterplan consults on the following sites:

- Cattlemarket
- Multi-storey car park
- Sherborne House
- Wilko/Post office building
- Wolborough Way Car park
- Hopkins Lane
- Bradley Lane
- Queen Street (station end).

2.9 It will also consider enhanced sustainable travel links and facilities, town centre car parking capacity, and relocation of leisure facilities.

Delivery Programme

2.10 It is proposed that the Masterplan is prepared in line with the following programme:

Phase 1a (October 2025 – March 2026): enabling work

- Structural surveys of key assets (multi-storey car park and Sherborne House) to assess redevelopment potential
- Public engagement programme using immersive tools (e.g. 3d modelling, VR) to gather community input
- Stakeholder collaboration with town council, ward members, and local groups to shape priorities

Phase 1b: April 2026 – October 2026

- Feasibility studies of redevelopment sites: Cattlemarket, Wolborough Way, Hopkins Way
- Stakeholder and partner engagement to develop proposals

Phase 2 (October 2026 – July 2027): masterplan development

- Block structure masterplan options with detailed layouts, building heights, and land uses
- Integration of flood strategy into design work
- High-level viability assessment to inform deliverability and investment strategy
- Community consultation supported by 3D visualisations to demonstrate transformation potential
- Final report summarising preferred options, risks, benefits, and delivery roadmap

3. Implications, Risk Management and Climate Change Impact

Financial

3.1 A Newton Abbot Town Centre Masterplan will help to extend the life of existing TDC assets or provide redevelopment opportunities that will result in economic

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benefit through rent, revenue or savings on cost of maintenance/security. It will eliminate or reduce costs of securing and maintaining disused sites/car parks and loss of revenue from partly unoccupied or underutilised assets and deliver sustainable travel improvements, which may include a transport hub.

3.2 There are one-off costs associated with the preparation of the Masterplan. These are estimated as follows:

- Multi-storey car park structural surveys - £10,000-£60,000
- Sherbourne House feasibility study - £15,000
- Consultation and engagement activities (including digital 3d and virtual reality visualisations) - £60,000
- Urban design work – £30,000
- Contingency - £10,000

3.3 The total estimated costs are between £125,000 and £175,000, depending on the scale of work required to investigate the future of the multi-storey car park. It is anticipated that funding will be available from the following sources:

- Existing identified revenue funding (25/26): £45,000 (£30,000 from Garden Communities budget and £15,000 from Local Plan budget).
- Homes England funding: £25,000 (25/26) (with potential for further revenue funding in 26/27).
- Newton Abbot Town Council: as partners in the project, the Town Council may wish to contribute towards later design and public consultation.

3.4 As there is currently only £70,000 confirmed budget, this leaves a shortfall of up to £105,000 which can either be taken from in-year savings for 2025/26 or to be included as part of the revenue budget for 2026/27. This may be reduced if further Homes England funding becomes available.

3.5 We do not currently have budget set aside that will enable us to fund the total estimated costs. However, there are a number of funding sources that should soon become available that will enable the scheme to be developed. Project costs will only be committed to as and when funding becomes available.

Legal

3.6 There is no legal requirement to undertake this piece of work. There are no specific legal issues arising from this report or its recommendation.

Risks

3.7 There are risks associated with not preparing a Town Centre Masterplan. These include the lack of ability to understand the potential of possible redevelopment sites for housing, leisure and commercial uses in the town centre, lack of ability to be proactive on car parking provision to enhance the vitality and viability of the town centre, and potential ongoing costs of securing and maintaining disused or under-utilised assets.

- 3.8 There is also a risk that preparing a Masterplan in a less collaborative way, or reducing the cost associated with ensuring that meaningful and inclusive engagement is undertaken (as is intended to be provided by the utilisation of 3D imagery and VR), would prejudice the involvement of parts of the local community, giving them less influence over the use of public assets.
- 3.9 The risks of preparing a Masterplan are largely financial. These include initial costs ahead of revenue receipts and committing additional revenue budget which may not be repaid if Homes England funding is not available.

Environmental/Climate Change Impact

- 3.10 There are no direct environmental/climate impacts arising from this report.
- 3.11 However, there are indirect impacts in that the development of a Masterplan will help to support the delivery of new homes built to improved environmental standards, including net carbon zero homes. It will also help to improve the public realm and sustainable travel links. The regeneration of the town centre is also dependent on flood alleviation works upstream – at Baker's Park, Bradley and Bradley Lane – which will help to improve the resilience of the town centre.

4. Alternative Options

- Delivering a Masterplan that focuses on a smaller area or a single site.
- Delivering a Masterplan that includes a wider area – town wide rather than town centre focussed.
- Not delivering a masterplan and relying on ad hoc changes.

5. Conclusion

- 5.1 The 2010 and 2018 town centre studies identified a number of projects and redevelopment opportunities across the town centre. A number of studies associated with these have been undertaken but this work needs bringing together and progressing through a masterplan.
- 5.2 The preparation of a masterplan has been identified as priority project in the emerging One Teignbridge Action Plan and will help to deliver redevelopment sites in the town centre that are allocated in the Local Plan 2020-2040. It will help to regenerate the town centre, provide housing to help meet the needs of those who require affordable homes or specialist accommodation, and improve the public realm increasing safety and attractiveness of the area which will increase footfall.
- 5.3 The masterplan will help to secure best value of underutilised council assets and prevent the creation of potential liabilities.