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Date: Friday, 12 December 2025

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Town Hall
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Dear Member

CABINET - TUESDAY, 16 DECEMBER 2025

I am now able to enclose, for consideration at the Tuesday, 16 December 2025 meeting of the Cabinet, the following reports that were unavailable when the agenda was printed.

| Agenda No | Item | Page |
|------------------|---|-------------------|
| 10. | Brixham Town Centre Vision and Torbay Vision | (Pages 3 - 130) |
| 11. | Acquisition of Land and Linked Development of up to 25 Homes for Social Rent in Paignton | (Pages 131 - 202) |

Yours sincerely

Lisa Antrobus
Clerk

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Meeting: Overview and Scrutiny Board/Cabinet **Date:** 4 December/16 December 2025

Wards affected: Brixham Town Centre Vision and Torbay Vision

Wards affected: All Torbay wards.

Report Title: Brixham Town Centre Place Vision and Torbay Vision

When does the decision need to be implemented?

16 December 2025

Cabinet Member Contact Details: Councillor Chris Lewis, Cabinet Member for Place Development and Economic Growth, chris.lewis@torbay.gov.uk

Director Contact Details: Alan Denby, Director Pride in Place, alan.denby@torbay.gov.uk,
David Carter, Director of Regeneration, david.carter@torbay.gov.uk

1. Purpose of Report

- 1.1. Torbay Council was awarded funding from One Public Estate (OPE) to produce an overarching place vision for 'Transforming Torbay' from the OPE 8 round of funding.
- 1.2. The successful bids for Future High Streets Funding, Town Deal, Levelling Up Partnership, Levelling Up Round 3 (LUF3), and the recent direct award through the Plans for Neighbourhoods (now Pride in Place), in addition to the development sites acquired by the Council since 2019, has created the need to for a place vision that links the funding and assets (development sites) together. This will create a clear vision of how development sites work together to regenerate Torbay as whole, and at local level to address the needs of the Town Centres and take forward the opportunities of the economies of Brixham Port and Town Centre, Paignton Town Centre and Harbour and Torquay Town Centre and Harbour.
- 1.3. Change will come through using the overall vision across Torbay to shape existing and future proposals in line with the vision for Torbay and at a local level in more detailed the visions for Brixham, Paignton and Torquay.
- 1.4. This paper presents the Town Centre vision for Brixham and the overarching summary vision for Torbay. The development proposals for sites in Brixham that are currently being worked on have been produced iteratively with the delivery of Brixham Harbour/Town Centre Public Realm Improvements which have been delivered, the development of the proposals for Oxen Cove and Brixham Central area (Public Realm improvements, Transport Interchange and Car Parking).

2. Reason for Proposal and its benefits

- 2.1. The proposals in this report help us to deliver our vision of a healthy, happy, and prosperous Torbay by building on the ambition in the Torbay Story and bringing forward and detailing specific opportunities for public and private sector investment that will revive the local economy and reposition Torbay as premier visitor location within the UK by increasing both the duration and spend of visitors from overseas, nationally, regionally and locally.
- 2.2. The reasons for the proposal, and need for the decision are, to provide a guiding document to:
 - Increase investment in our three towns to enable them to develop their own distinct identities and role.
 - Attract, retain, and grow our economic specialisms so we have growth which builds on our reputation.
 - Create a future pipeline of investment priorities derived from the evidence used to produce the Visions and from our emerging Economic Plan.

3. Recommendation(s) / Proposed Decision

- 3.1. That Cabinet approve the use of the Brixham Vision document to steer both the delivery of current regeneration sites and the development of future proposals for the sites and areas of public realm identified by the vision as suggested priorities.
- 3.2. That Cabinet approve the use of the Torbay Vision document to provide an overarching strategic place vision that works with the three Town Centre Visions and influences the delivery of current regeneration sites and the development of future proposals for the sites and areas of public realm identified by the vision as suggested priorities.
- 3.3. That the documents are updated as and when is necessary by presenting the revised document and evidence base to Cabinet.

4. Appendices

Appendix 1: Brixham Vision

Appendix 2: Draft Vision for Torbay

Appendix 3: Report of the Overview and Scrutiny Board

5. Background Documents

- Local Plan - [Local Plan - Torbay Council](#)
- Torbay Story - [Torbay Story - Invest In Torbay](#)
- Regeneration Website -
- [Investment and regeneration strategy - Torbay Council](#)
- Town Centre SPDs - [Supplementary Planning Documents \(SPDs\) - Torbay Council](#)

Supporting Information

6. Introduction

6.1. None

7. Options under consideration

- 7.1. Option 1 – Do Nothing – This would have resulted in handing back the OPE 8 funding allocated for the purpose of producing a strategy of for Transforming Torbay
- 7.2. Option 2 – Take a statutory Masterplanning approach by updating the current adopted Masterplans for Paignton and Torquay Town Centres. This would have taken a longer period of time and not covered the wider Torbay area and been subject to a length statutory consultation period. With the current Government requiring that all Local Plans are updated by the end of the current parliament the visions along with the new Local Plan can inform the need to update or supersede the current town centre Masterplans
- 7.3. Option 3 – To produce vision documents for; Torbay, Brixham Port and Town Centre, Paignton Town Centre and Harbour and Torquay Town Centre and Harbour.

8. Financial Opportunities and Implications

8.1. The funding for the work is from an external source - OPE 8

9. Legal Implications

9.1. None

10. Engagement and Consultation

- 10.1. Engagement for the Brixham Vision was undertaken in series of internal and external meetings with invited stakeholders including Brixham Town Council and Local Ward Members, plus those drawn from business and investors within the Town Centre and Harbour along with statutory authorities including Devon and Cornwall Police.
- 10.2. On 4 December 2025, the Overview and Scrutiny Board considered the two vision documents and made recommendations to the Cabinet as set out in Appendix 3.

11. Procurement Implications

11.1. The vision has been produced by the Regeneration Partnership.

12. Protecting our naturally inspiring Bay and tackling Climate Change

12.1. The Vision(s) will promote our natural beauty and rich local environmental resources as a key unique selling point to investors.

13. Associated Risks

- 13.1. If the proposal is not implemented the vision can't then inform the development of future investment proposals to align them with the Torbay Story and current regeneration strategy.

14. Equality Impact Assessment

| Protected characteristics under the Equality Act and groups with increased vulnerability | Data and insight | Equality considerations (including any adverse impacts) | Mitigation activities | Responsible department and timeframe for implementing mitigation activities |
|--|---|---|-----------------------|---|
| Age Page 7 | 18 per cent of Torbay residents are under 18 years old. 55 per cent of Torbay residents are aged between 18 to 64 years old. 27 per cent of Torbay residents are aged 65 and older. | Neutral | None required | N/A |
| Carers | At the time of the 2021 census there were 14,900 unpaid carers in Torbay. 5,185 of these provided 50 hours or more of care. | Neutral | None required | |
| Disability | In the 2021 Census, 23.8% of Torbay residents answered that their day-to-day activities were limited a little or a lot by | Neutral | None required | N/A |

| | | | | |
|--------------------------------|---|---------|---------------|-----|
| | a physical or mental health condition or illness. | | | |
| Gender reassignment | 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. This proportion is similar to the Southwest and is lower than England. | Neutral | None required | N/A |
| Marriage and civil partnership | 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. | Neutral | None required | N/A |
| Pregnancy and maternity | Over the period 2010 to 2021, the rate of live births (as a proportion of females aged 15 to 44) has been slightly but significantly higher in Torbay (average of 63.7 per 1,000) than England (60.2) and the South West (58.4). There has been a notable fall in the numbers of live births since the middle of the last decade across all geographical areas. | Neutral | None required | N/A |

| | | | | |
|------------------------|--|---------|---------------|-----|
| Race | In the 2021 Census, 96.1% of Torbay residents described their ethnicity as white. This is a higher proportion than the South West and England. Black, Asian and minority ethnic individuals are more likely to live in areas of Torbay classified as being amongst the 20% most deprived areas in England. | Neutral | None required | N/A |
| Religion and belief | 64.8% of Torbay residents who stated that they have a religion in the 2021 census. | Neutral | None required | N/A |
| Sex | 51.3% of Torbay's population are female and 48.7% are male | Neutral | None required | N/A |
| Sexual orientation | In the 2021 Census, 3.4% of those in Torbay aged over 16 identified their sexuality as either Lesbian, Gay, Bisexual or, used another term to describe their sexual orientation. | Neutral | None required | N/A |
| Armed Forces Community | In 2021, 3.8% of residents in England reported that they had previously served in the UK armed forces. In Torbay, | Neutral | None required | N/A |

| | | | | |
|---|---|--|---------------|-----|
| | 5.9 per cent of the population have previously served in the UK armed forces. | | | |
| Additional considerations | | | | |
| Socio-economic impacts (Including impacts on child poverty and deprivation) | | Positive as and intended outcome of the vision is boost local employment and skills. | None required | N/A |
| Public Health impacts (Including impacts on the general health of the population of Torbay) | | Positive as improved health outcomes are an intrinsic part of Regeneration. | None required | N/A |
| Human Rights impacts | | Neutral | None required | N/A |
| Child Friendly | Torbay Council is a Child Friendly Council, and all staff and Councillors are Corporate Parents and have a responsibility towards cared for and care experienced children and young people. | Neutral | None required | N/A |

15. Cumulative Council Impact

15.1. None

16. Cumulative Community Impacts

16.1. All the changes proposed should lead to better outcomes for the wider community.

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TORBAY REGENERATION VISION: BRIXHAM

Torquay | Paignton | Brixham

Brixham Report Outline

This Place Vision sets out a bold ambition to reinforce and expand Brixham's established reputation as a vibrant coastal community that celebrates its historic fishing heritage while embracing modern amenities.

Its goal is to attract investment, stimulate business growth, and encourage heritage and cultural activities, creating a vibrant, thriving environment for residents, businesses, and visitors.

This vision acts as a strategic tool for marketing and investment, empowering Torbay Council and its regeneration partners, Millmott Dixon and Milligan to showcase opportunities, attract funding, and deliver an ambitious portfolio of regeneration and placemaking initiatives.

Developed in collaboration with local stakeholders, the document builds on existing statutory plans, including Neighbourhood Plans and Masterplans, to provide clear direction on investment opportunities, priorities for new projects, and interventions within the town centre and supporting infrastructure.

It will be reviewed and updated annually to ensure it reflects evolving macro- and micro-level factors.

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BRIXHAM

Introduction

BRIXHAM Key Focus

The Heart of the English Riviera

The vision for Brixham is to thrive as a vibrant coastal community, blending historic fishing heritage with modern amenities to attract visitors while supporting local businesses and residents.

Key proposals include improving connectivity between Central Car Park and the harbour, refurbishing the market structure, and adding benches and planters along the harbour. Plans for South Quay Car Park focus on creating a pedestrian-friendly space with murals or a green wall, family-friendly zones, street food, seating, and expanded crabbing and waterfront activities, potentially linked to New Pier and the Fishmarket by a bridge.

Further enhancements include upgrading the Town Square bus shelter as a gateway to the town and addressing the Western End of Fore Street's disconnection from Middle Street and the harbour loop to revitalize this area.



BRIXHAM

The Town's Origins

Brixham from 'Brioc's village'

Brixham, a picturesque fishing town in Devon, is nestled on the southern edge of Torbay's coastline. Known for its rich maritime heritage, it played a pivotal role in shaping modern trawling and retains its charm with a bustling harbour and historic architecture.

From its prehistoric origins to its evolution as a modern fishing port and tourist destination, Brixham's story is one of resilience, innovation, and cultural pride. Its timeline reflects significant moments in its development, from ancient human habitation and medieval maritime growth to its role in wars and its architectural legacy. Each period contributes to the unique character of the town, which today balances its historic roots and thriving cultural/ tourism scene.

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Roman and Saxon Influence (1st Century to 11th Century)
During the Roman period, Brixham's strategic coastal location fostered minor trade and settlement activity. Artefacts such as pottery and coins suggest a modest Roman presence. By the Saxon era, Brixham had begun to emerge as a small fishing village, eventually being mentioned in the Domesday Book of 1086. This era laid the groundwork for the town's identity as a maritime community.

Expansion and Defence (18th to 19th Century)
The 18th and 19th centuries marked a period of growth and innovation. Brixham became renowned for its trawling techniques, cementing its status as a leading fishing port. The Napoleonic Wars brought fortifications to Berry Head, protecting against French invasions and highlighting the town's strategic importance. Architecturally, the harbour area expanded, with traditional cottages and maritime infrastructure shaping the town's distinctive character.

Cultural Heritage
Brixham's cultural heritage is deeply rooted in its maritime history and fishing traditions. Renowned as the birthplace of modern trawling, the town has long been a hub of innovation and industry. Its vibrant harbour remains the heart of the community, surrounded by historic fishermen's cottages and maritime landmarks like Berry Head. Festivals, such as the Brixham Pirate Festival and Fishstock, celebrate its seafaring past, while local museums preserve its rich legacy.

Prehistoric Beginnings (Paleolithic to Iron Age)
Brixham's origins trace back to prehistoric times, with evidence of early human habitation found in nearby sites like Kents Cavern and Berry Head. The natural limestone caves provided shelter and resources, making the area a vital hub for early communities. Tools, bones, and artefacts unearthed here highlight Brixham's connection to ancient human activity, laying the foundation for its cultural heritage.

Medieval Maritime Growth (12th Century to 16th Century)
In the medieval period, Brixham grew as a fishing and trading port. The construction of St. Mary's Church in the 14th century introduced a significant architectural landmark that became central to the community. The town's seafaring culture expanded, with its fishermen venturing further afield, marking the start of its reputation as a hub for maritime activity.

Tourism and Modern Identity (20th Century to Present)
The 20th century saw Brixham adapt to the challenges of industrial decline by embracing tourism. World War II brought disruption, but the town remained resilient, contributing to coastal defence efforts. Today, Brixham balances its rich fishing heritage with modern attractions, drawing visitors to its picturesque harbour, annual Pirate Festival, and preserved architectural landmarks. Its unique blend of history, culture, and natural beauty continues to make it a cherished destination.

BRIXHAM Heritage

1860 →

Between 1860 and 1870, Brixham transitioned from a quiet fishing village into a bustling maritime hub, renowned for its vibrant fishing industry and shipbuilding activities. This decade witnessed significant improvements in harbour infrastructure, with the construction of Brixham Breakwater in 1867, providing safer mooring for vessels and boosting trade. The town's economy thrived as its fleet of trawlers gained national recognition, and Brixham became a key supplier of fish to London and other cities. Meanwhile, the community expanded with new homes and businesses catering to the growing population of fishermen, shipbuilders, and their families. Brixham's reputation as a hardworking maritime town was solidified during this period of industrial and economic growth.



1900 →

Between 1900 and 1930, Brixham embraced its dual identity as a thriving fishing port and an emerging seaside destination. The completion of the Great Western Railway's extension to nearby Paignton brought more visitors to the area, increasing Brixham's popularity as a picturesque getaway. Local entrepreneurs capitalized on this influx, with guesthouses and small hotels springing up to accommodate tourists drawn by the town's charm and stunning coastal scenery. At the same time, Brixham's fishing fleet modernized with the introduction of steam trawlers, ensuring its continued prominence in the industry. By the end of the decade, Brixham had successfully balanced its traditional maritime heritage with the allure of coastal tourism.



1930 →

The 1930s marked a period of transformation for Brixham as it embraced the growing popularity of domestic holidays. The town saw the development of new amenities, such as improved bathing facilities, promenades, and attractions to cater to families seeking seaside leisure. Regular bus and ferry services linked Brixham with nearby Torquay and Paignton, fostering a sense of connection within the English Riviera. Despite the pressures of economic depression, the fishing industry remained a cornerstone of the local economy, bolstered by government initiatives to support British fisheries. As tourists mingled with fishermen on the bustling quayside, Brixham's unique blend of industry and charm continued to define its identity.

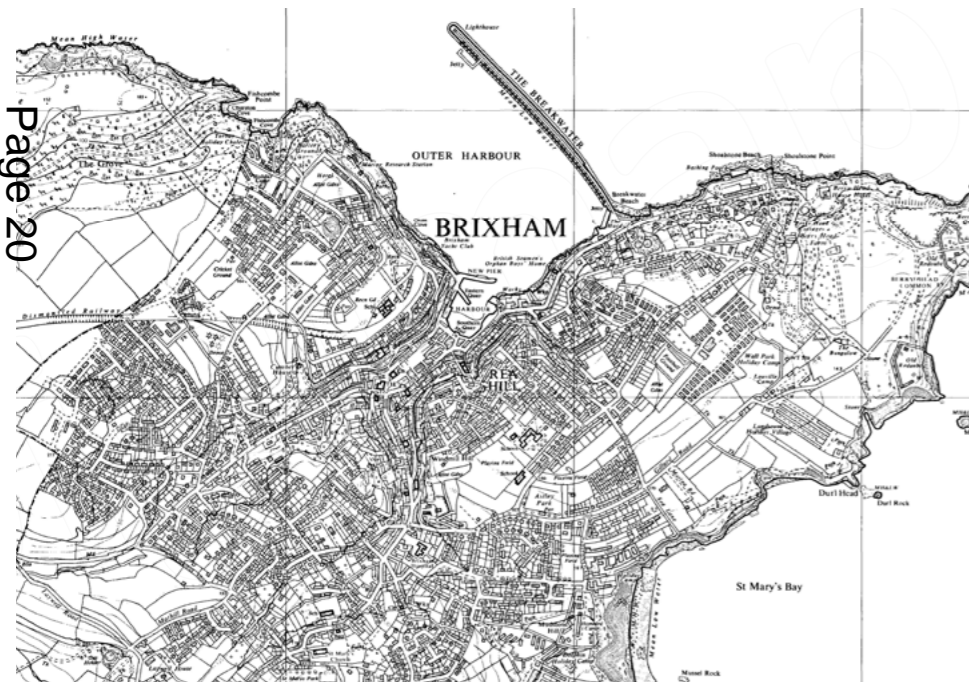


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BRIXHAM Heritage

1960 →

During the 1960s, Brixham experienced a cultural and economic shift as post-war prosperity brought an increase in leisure travel. Caravan parks and holiday camps flourished, providing affordable accommodations for families seeking seaside fun. The fishing industry adapted to modern demands, with new technologies enhancing efficiency and preserving its status as a key employer. Local festivals, such as the Brixham Trawler Race, began to attract larger audiences, blending tradition with entertainment. The town's maritime heritage was increasingly celebrated, with efforts to preserve historical landmarks like the replica of Sir Francis Drake's Golden Hind ship, which became a centerpiece of tourism.



1980 →

By the 1980s, Brixham had fully embraced its role as a historic fishing port and tourist destination. The town's picturesque harbour became a draw for artists and photographers, while seafood restaurants and pubs thrived on the reputation of fresh, locally caught fish. Heritage preservation efforts gained momentum, with the establishment of museums and historical trails showcasing Brixham's rich maritime past. However, the fishing industry faced challenges due to quotas and economic pressures, prompting diversification into shellfish and other markets. Despite these changes, Brixham retained its traditional character, appealing to visitors seeking an authentic coastal experience.



1990 →

From the 1990s to the present day, Brixham has evolved into a vibrant community blending tradition with modernity. The town has seen continued investment in its harbour and infrastructure, with marinas catering to leisure sailors alongside working fishing vessels. Festivals, such as the Brixham Pirate Festival and Fishstock, celebrate local culture and draw crowds from across the UK. Sustainable tourism initiatives and environmental conservation efforts reflect a growing awareness of the need to protect the coastline and marine life. Today, Brixham stands as a testament to its enduring heritage, combining a thriving fishing industry with a welcoming atmosphere that appeals to both residents and visitors.



BRIXHAM Present Day

A Historic Maritime Hub

Brixham's economy remains rooted in fishing, with the town boasting one of the most productive fish markets in the UK, complemented by a growing tourism sector.

A unique blend of cultural heritage and natural beauty, including the iconic Berry Head, makes Brixham an attractive destination for visitors and a welcoming community for residents. However, the town faces challenges such as limited infrastructure and a need for sustainable development to support local businesses and residents.

Brixham requires carefully planned growth and investment to enhance its economy and community facilities while preserving its maritime traditions and outstanding natural environment.



Page 09

- 1 The Golden Hind
- 2 Berry Head Nature Reserve
- 3 Shoalstone Swimming Pool and Beach
- 4 Brixham Battery
- 5 Brixham Museum
- 6 Brixham Town Hall
- 7 Brixham RFC
- 8 Boat Trip Kiosks
- 9 Lifeboat Station
- 10 Breakwater Beach
- 11 Fishcombe Cove
- 12 All Saints Church
- 13 Marina
- 14 Fishmarket
- 15 Indoor Swimming Pool
- 16 Brixham Harbour Lighthouse
- 17 Brixham Labs (University of Plymouth)

- A Marina
- B King Street
- C The Quay
- D The Strand
- E Pump Street
- F Fore Street
- G Middle Street
- H Bolton Street
- I New Road

BRIXHAM Visual Snapshot








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BRIXHAM

Town Analysis

BRIXHAM Movement Routes

-  Primary Vehicle Routes
-  Primary Pedestrian Routes
-  Secondary Pedestrian Routes
-  Pedestrian Zone
-  Car Park

This chapter examines the existing town to provide qualitative and quantitative analysis of its current layout, topography and constraints. It concludes with opportunities and constraints, based upon these physical characteristics.

Access into the town is via car, bus, bicycle or walking.

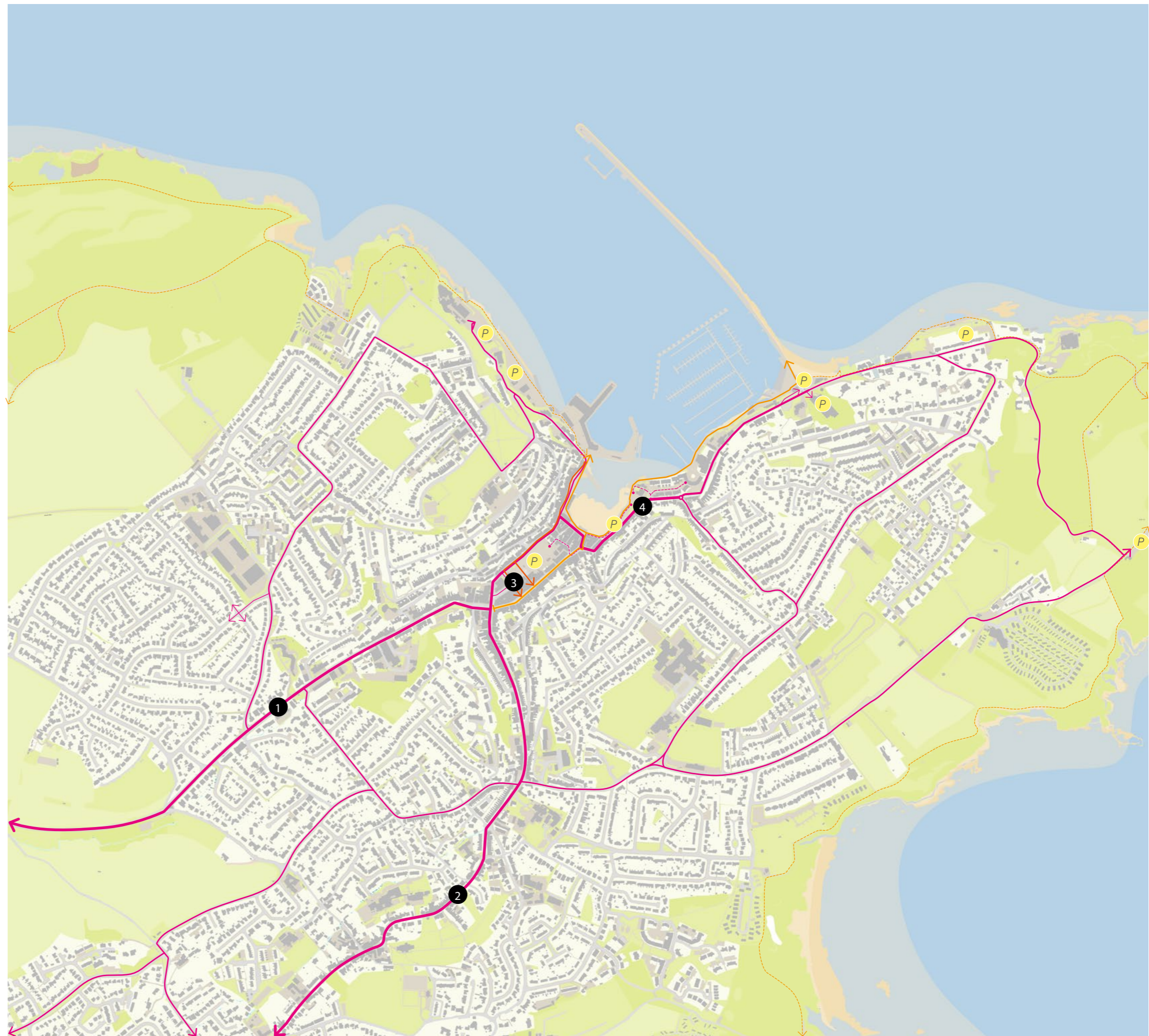
1. New Road is the key road link to Paignton via Churston Ferrers and Galmpton.

2. Bolton Street leads to Milton Street and links to Hillhead and on to Kingswear and Dartmouth.

These two routes are the key accesses into the town centre. The tributary, secondary roads leading off these access the various residential neighbourhoods of Brixham.


3. These routes coalesce at a mini gyratory system at Brixham Central car park, which is the major car park at the centre of town and a bus stand.

4. The route beyond the car park becomes very narrow and leads on to additional parking and attractions.



BRIXHAM Routes & Zones

Town Centre Zones

-  Retail / Business with residential over
-  Primary Shopping Frontage
-  Commercial / Offices
-  Residential
-  Public Open Space
-  Principal Holiday Accommodation Area
-  Transport Gateway
-  Main pedestrian Route






A more detailed map of the town centre is shown later in this vision. This zone plan illustrates how the town has grown around its market and along the key routes into the centre outlined on the previous page.

At the harbour and along Fore Street are the major retail and food and beverage offers of the town. Hotels, bed and breakfasts and holiday homes surround these commercial activities on the hills above, with residential neighbourhoods surrounding these.

There is a significant amount of green space surrounding Brixham, providing ample opportunities for leisure activities for residents and visitors.



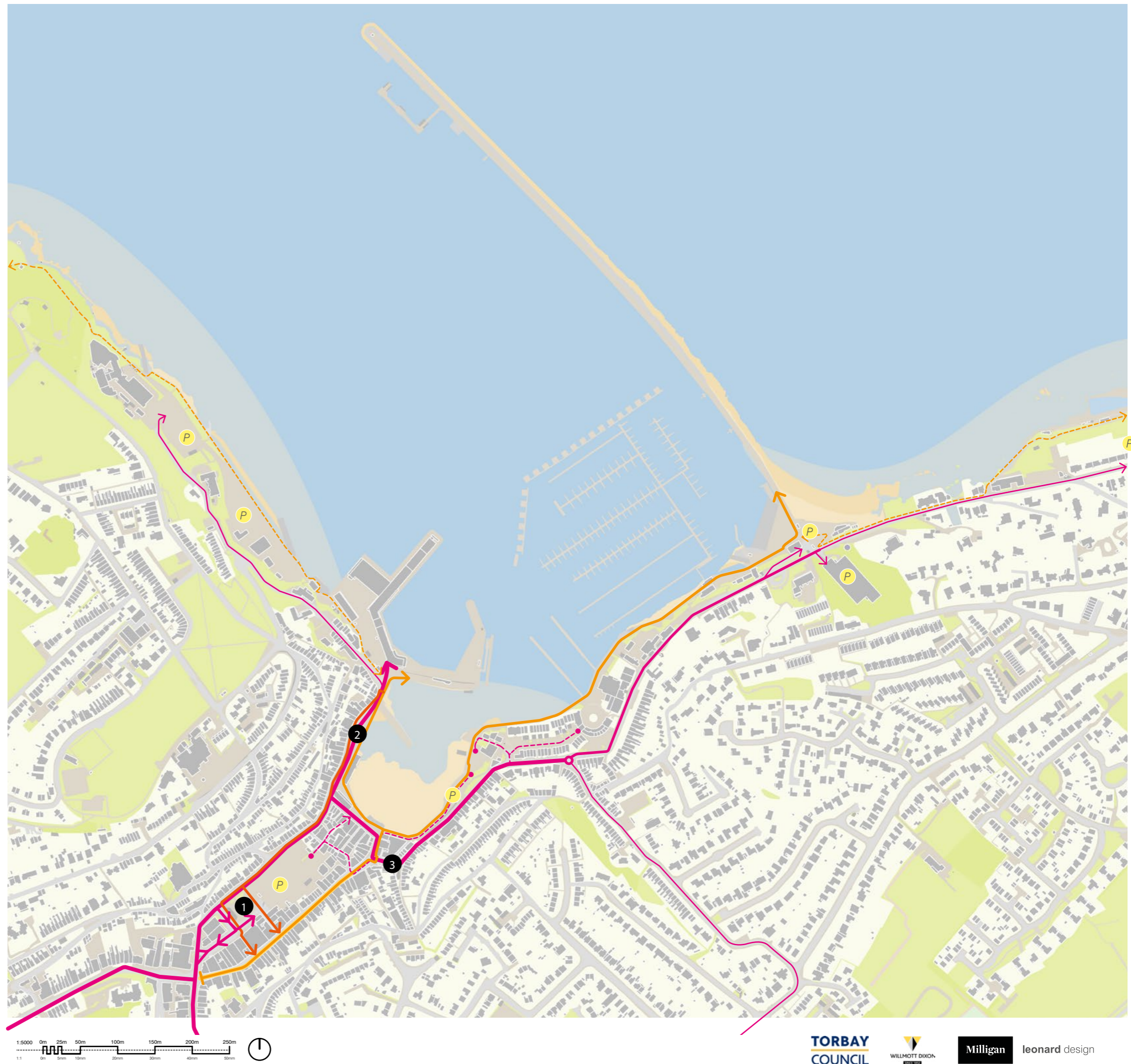
BRIXHAM Movement Routes

-  Primary Vehicle Routes
-  Primary Pedestrian Routes
-  Secondary Pedestrian Routes
-  Pedestrian Zone
-  Car Park








1. Zooming in to the town centre, the key role of the Brixham Central car park can be seen. Its close adjacency to the harbour and easy access into Fore Street provides an ideal location to capture traffic before it has to traverse past the harbour, therefore conflicting with pedestrian traffic.

2. The Fishmarket is a key industry for Brixham's economy, and a fundamental part of the town's identity. The only access available to this area is via The Quay, running past the retailers, cafes and restaurants along Middle Hill and the harbour.

3. There is a pinch point for traffic and pedestrians where The Strand meets King Street. Here two blind corners bisect the pedestrian environments of Fore Street and the harbourside.

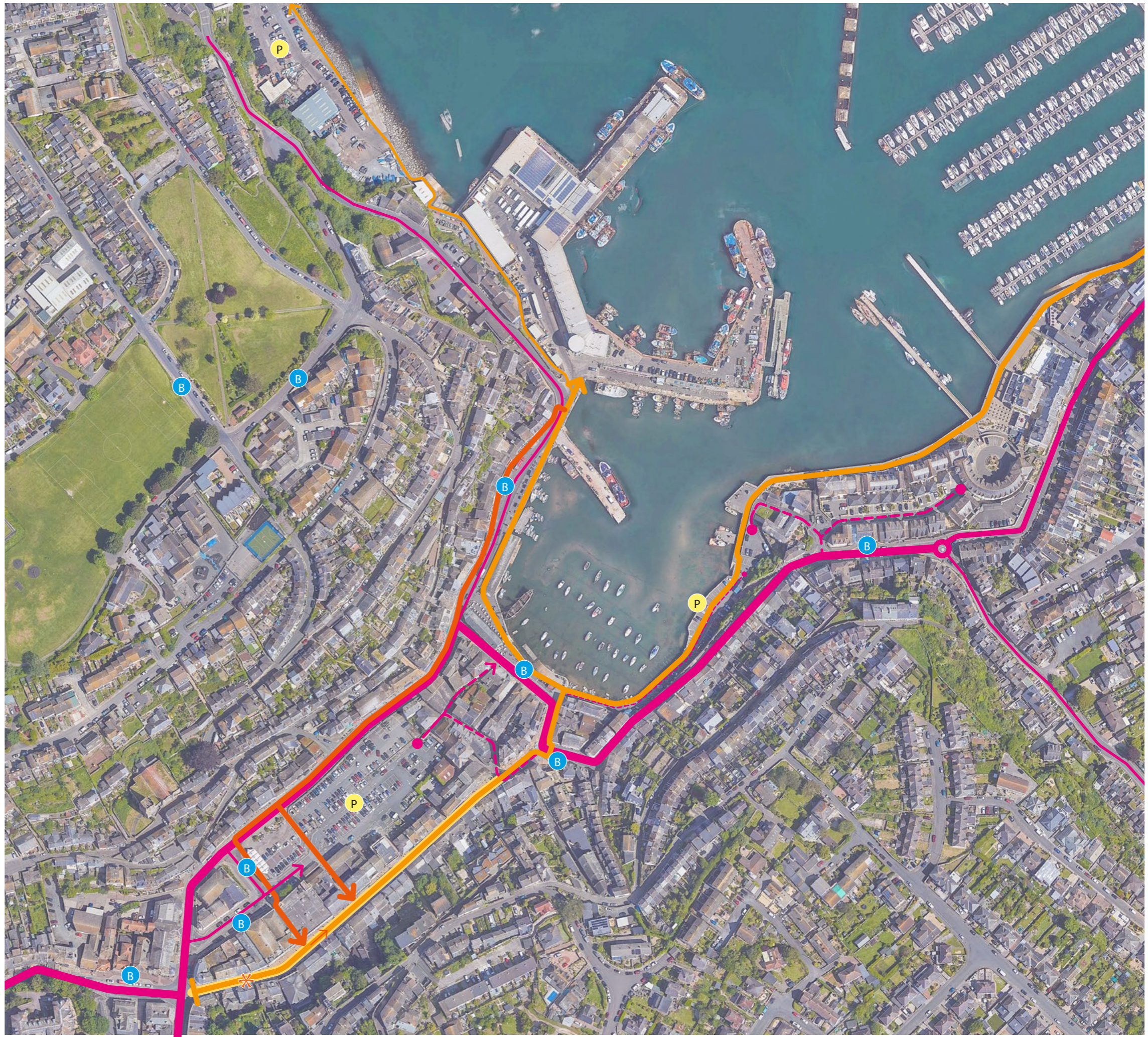


BRIXHAM Movement Routes




-  Primary Vehicle Routes
-  Primary Pedestrian Routes
-  Secondary Pedestrian Routes
-  Pedestrian Zone
-  Car Park
-  Bus Stop
-  Stretch of Fore Street disconnected with the loop of the Harbour - Fore Street - Town Square - Middle Street

Zooming in once more to look at the pedestrian experience of the town centre, the harbour provides the obvious public centre where the town revolves around. This loop and the connection to Fore Street are vital, as well as its connection to the Central Car Park and appropriately located bus stops.

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BRIXHAM Primary Loop







-  Primary town centre loop
-  Stretch of Fore Street disconnected with the loop of the Harbour - Fore Street - Town Square - Middle Street
-  Links from Brixham Central Car Park

The primary retail loop of the town centre includes Fore Street, to The Strand and back along Middle Street which then connects back into Brixham Central car park at various locations.

1. The Western End of Fore Street should be the gateway into the town as it lies at the junction of Bolton Street and New Road where most traffic into the town must travel past. It however suffers because of its distance from the harbour and disconnection from the loop with Middle Street, leading to a number of vacant units.



BRIXHAM Primary Loop Key Public Realm

-  Primary Vehicle Routes
-  Primary public realm
-  Secondary public realm
-  Public Structures
-  Car Park to Harbour
-  Residential neighbourhoods to Fore St.

Concluding this section on movement into the town centre, a number of key areas include:

1. The link between Central Car Park and the harbour along Paradise Pl. and Pump Street.

2. The market structure on the harbour.

3. The general provision of street furniture along the harbourside.

4. South Quay Car Park.

5. Relationship between the harbour and the water-based activities.

6. The access into Brixham Central car park and the bus stand.

7. The Western End of Fore Street.

8. Pedestrian routes from residential areas surrounding the primary retail loop. The level changes mean a significant number of steps down to the Fore Street and King Street.



BRIXHAM Car Parks

Brixham does not have a train station, so the road network is key to its mobility. Therefore parking is a key consideration and there are a number of car parks across the town centre:

Council Car Parks

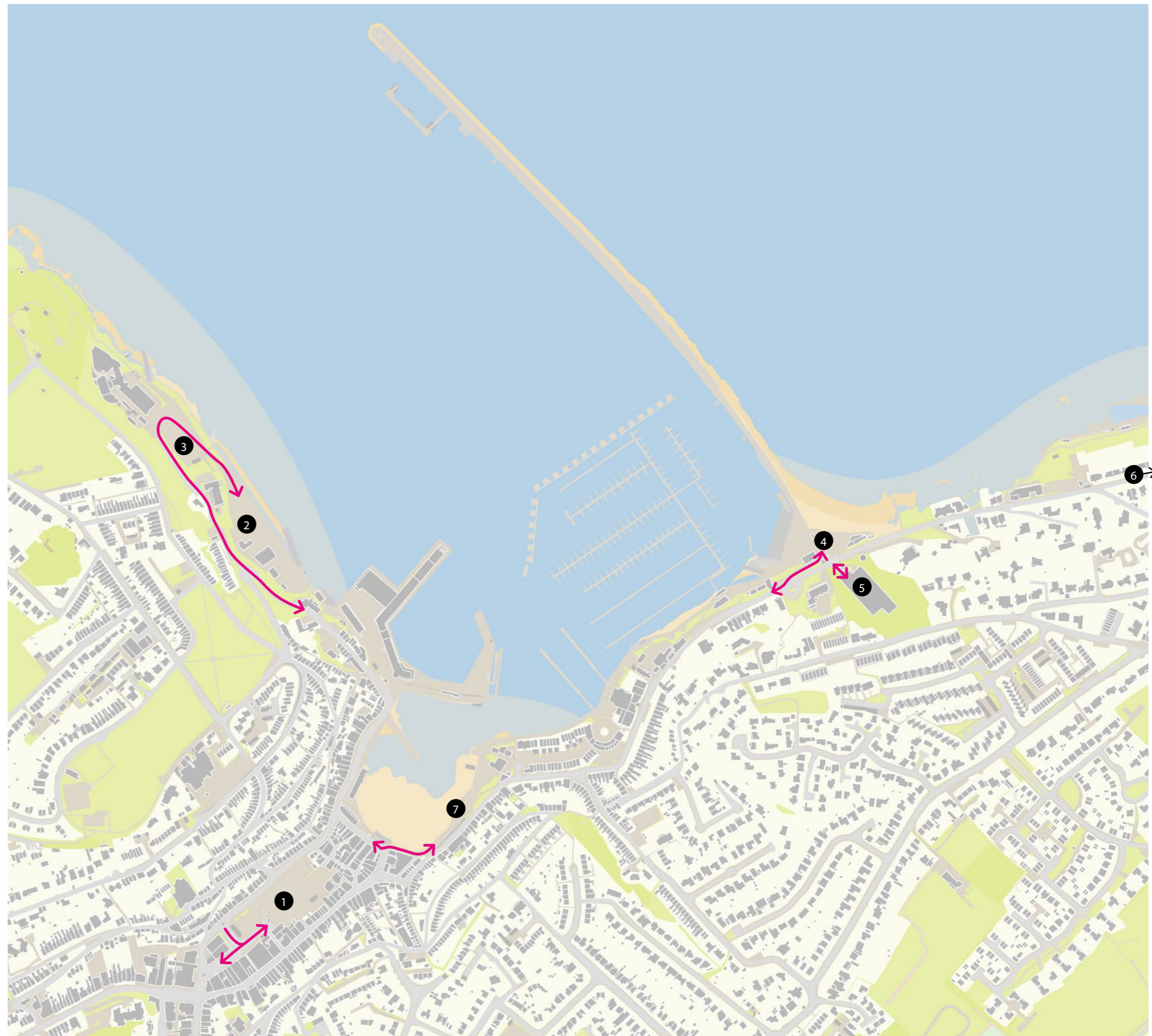
- 1. Brixham Central (163)
- 2. Oxen Cove (101)
- 3. Freshwater (86)
- 4. Breakwater (65)

Private Car Parks

- 5. Brixham Marina (450)
- 6. Shoalstone Seawater (67)

Permit Only Car Parks

- 7. Southern Quay (57)



BRIXHAM

Key Pedestrian Links

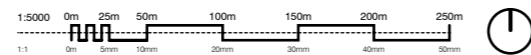
As illustrated in the movement routes, there are a number of key pedestrian links throughout the town centre which link key attractions in the town to the arrival points.

These key places are, in general, along the coastline and around the loop of Middle Street and Fore Street.

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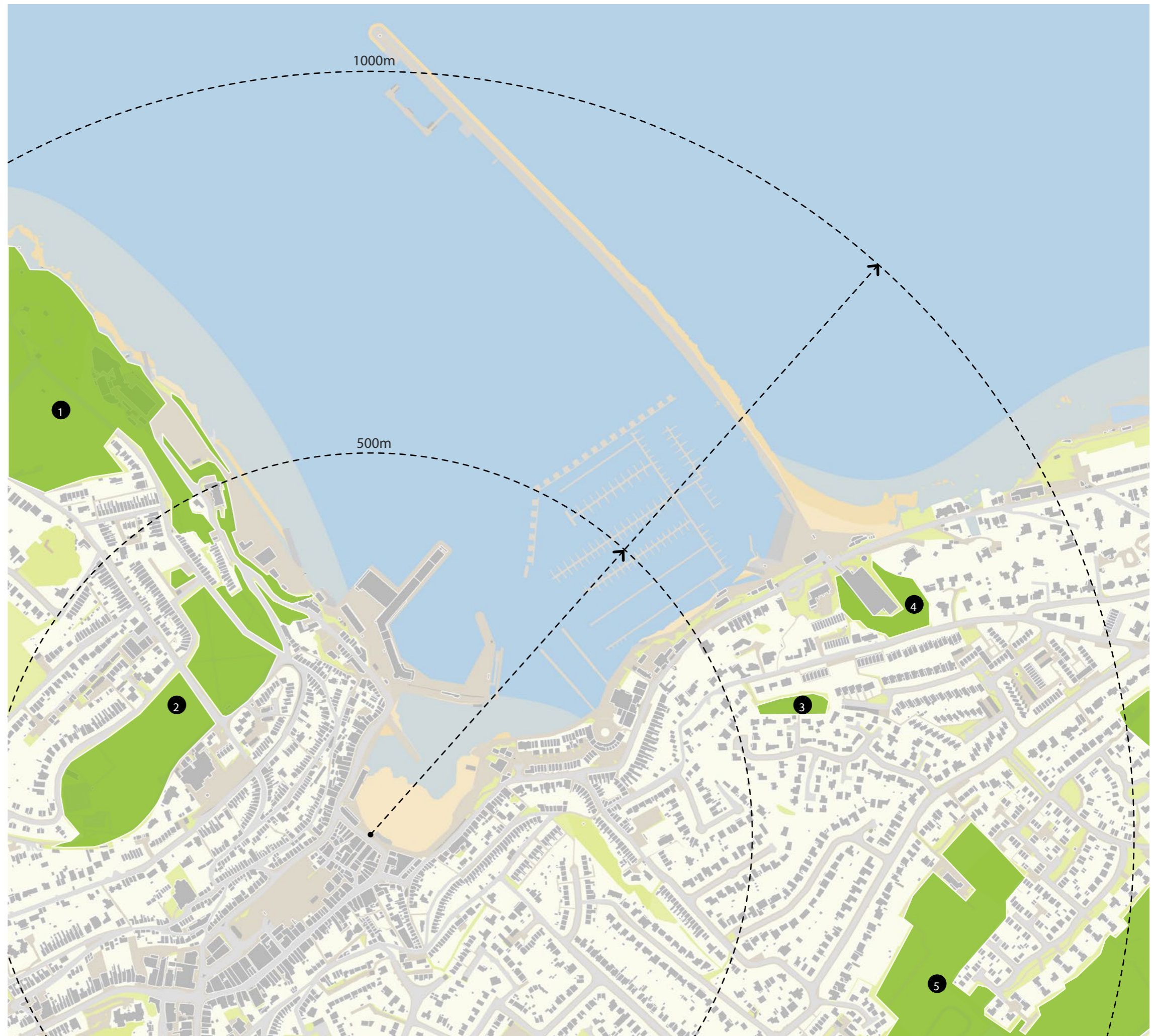
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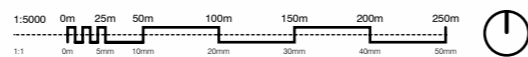


BRIXHAM Green Spaces

There are numerous green spaces in and around Brixham within walking distance from the town centre. These provide vital amenity for the residents and visitors of the town.



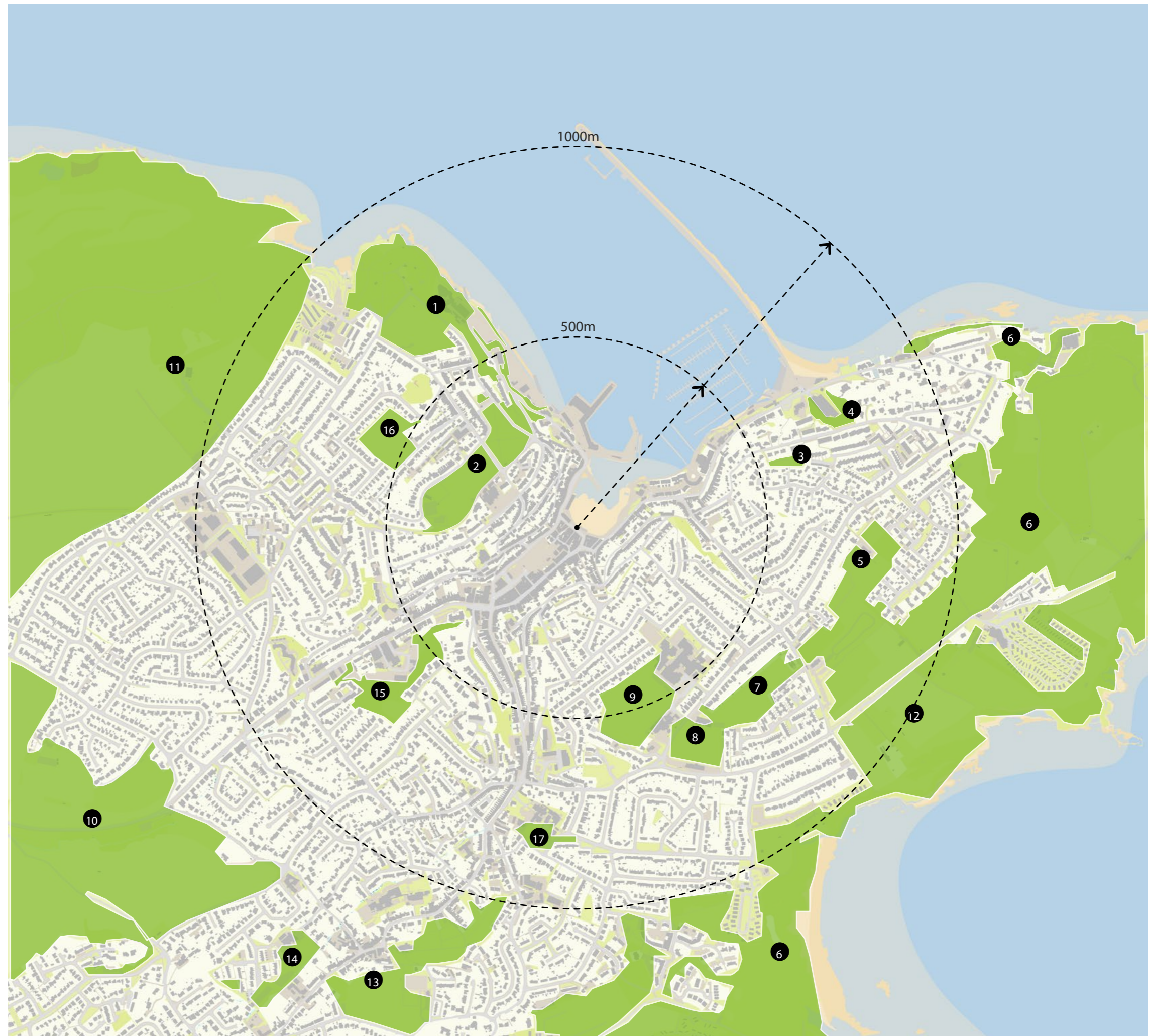
- 1 Bonsey Rose Gardens
- 2 Furzeham Green
- 3 Heath Park
- 4 Brixham Marina Car Park
- 5 Wall Park Allotments



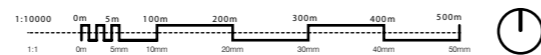
BRIXHAM Green Spaces

When zooming out to encompass the overall town the surrounding green spaces of Churston Woods, Berry Head and Lupton House and Gardens provide Brixham a defined outer boundary and significant amount of high quality amenity space.

These areas are vital to the future of the town's character and attractiveness to residents and visitors.



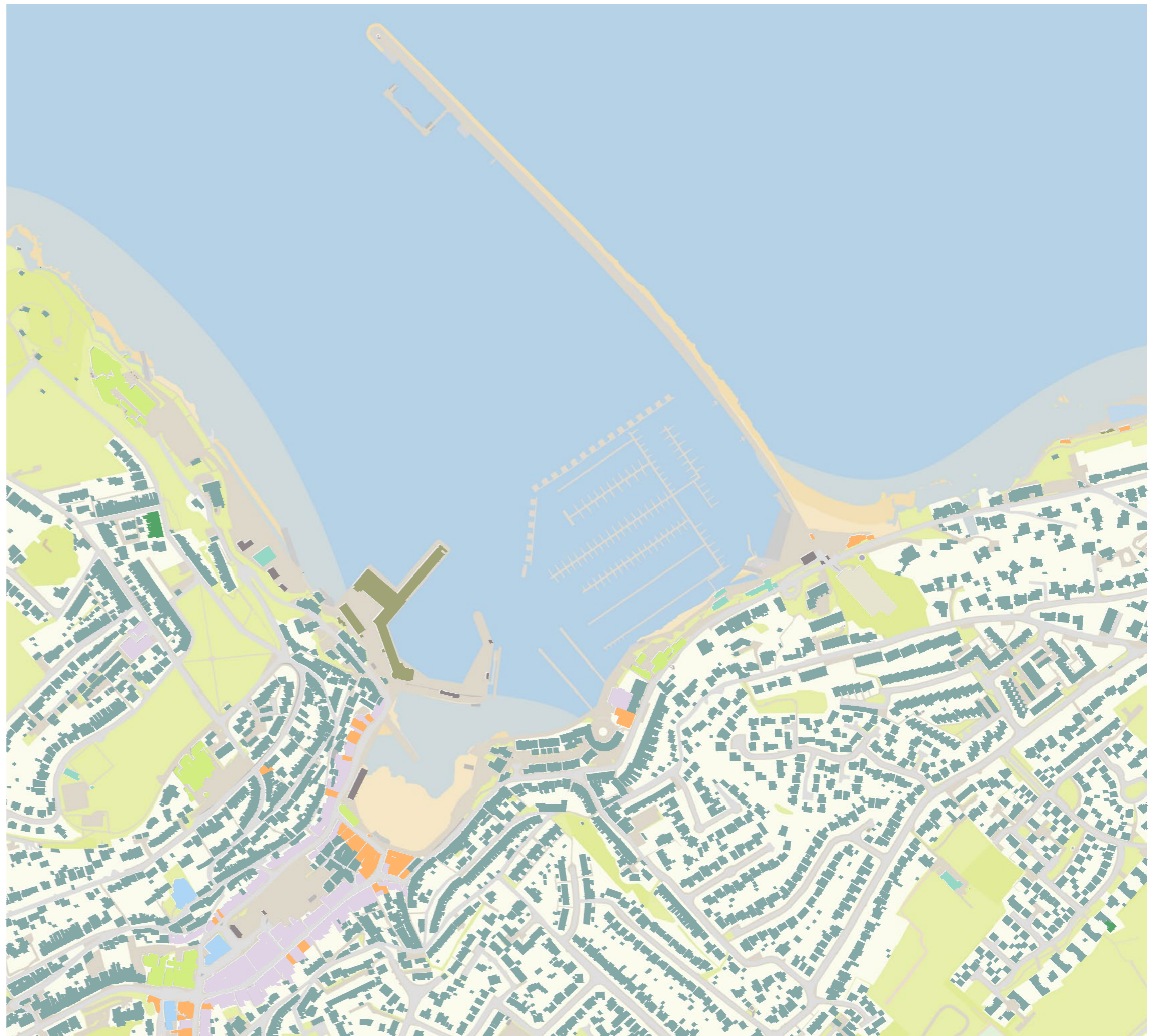
- 1 Bonsey Rose Gardens
- 2 Furzeham Green
- 3 Heath Park
- 4 Brixham Marina Car Park
- 5 Wall Park Allotments
- 6 Berry Head Nature Reserve
- 7 Queen Elizabeth II Field
- 8 Astley Park
- 9 Brixham College Grounds
- 10 Lupton Trust
- 11 Churston Woods
- 12 Landscope Holiday Park
- 13 St Mary's Park
- 14 St Margaret Clitherow Catholic Primary Grounds
- 15 Parkham Field
- 16 Dixon's Allotments
- 17 Penn Meadows



BRIXHAM Ground Floor Uses

The uses on the ground floor show how people experience the centre of town. This diagram shows the retail, commercial and food and beverage offers coalesce around the harbour and along Fore Street and Middle Street.

- Residential & B&B's
- Hotels
- Shops
- Food and Beverage
- Church
- Community
- Leisure
- Multi-Storey Car Park
- Warehouse / Light Industrial
- Storage



BRIXHAM

Ground Floor Uses

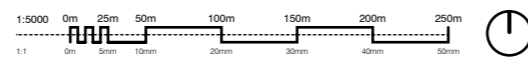
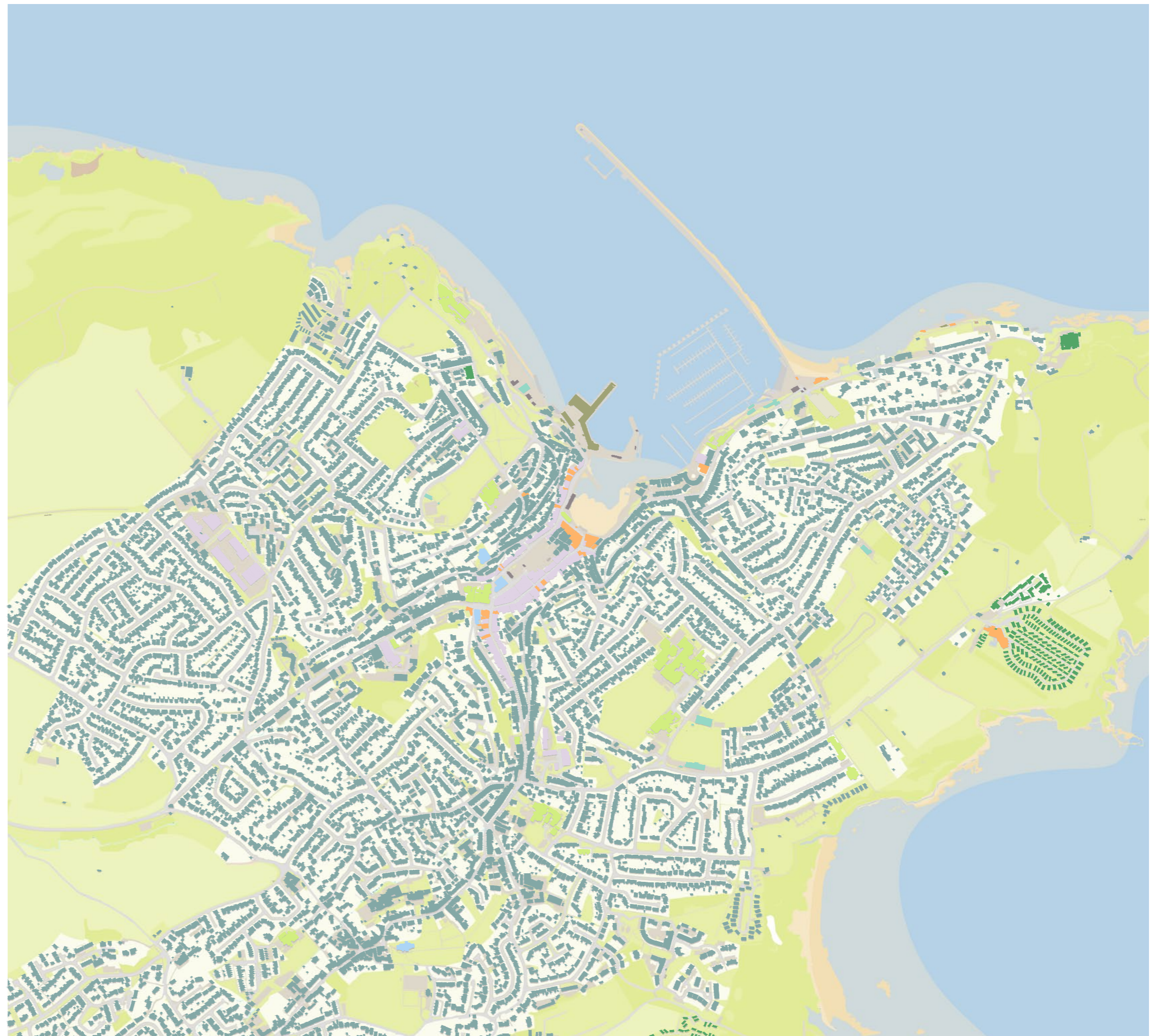
When zooming out the delineation between residential neighbourhoods and the commercial centre of the town can clearly be seen.

At the harbour and along Fore Street are the major retail and food and beverage offers of the town. Hotels, bed and breakfasts and holiday homes surround these commercial activities on the hills above, with residential neighbourhoods surrounding these.

There is a significant amount of green space surrounding Brixham, providing ample opportunities for leisure activities for residents and visitors.

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- Residential & B&B's
- Hotels
- Shops
- Food and Beverage
- Church
- Community
- Leisure
- Multi-Storey Car Park
- Warehouse / Light Industrial
- Storage



BRIXHAM Conservation Areas

The boundary of the Brixham Town Conservation Area was last reviewed in 2016. There was a review of the area that began in November 2024 that took place over 5 weeks.

A number of minor amendments to the boundary are recommended within this Conservation Area Appraisal, as yet speculative.

A It is proposed to extend the boundary to include the historic buildings at Furzeham Primary School and the adjacent historic railway bridge. The school complex contains several attractive Victorian buildings which demonstrate the growth of Brixham during the 19th century.

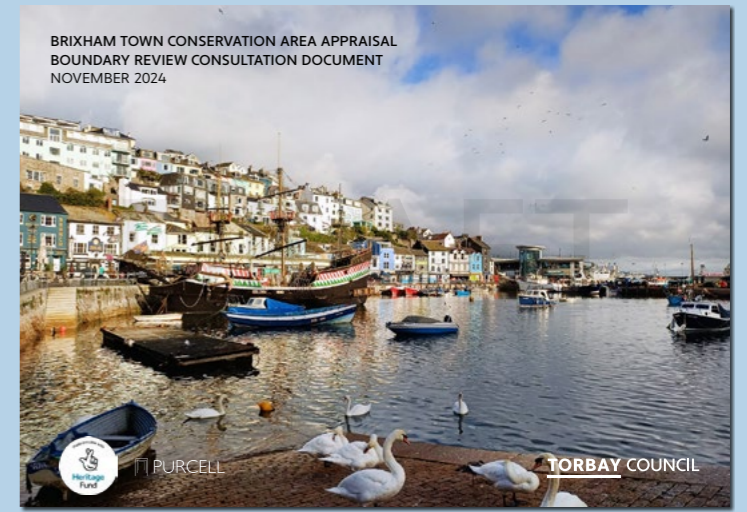
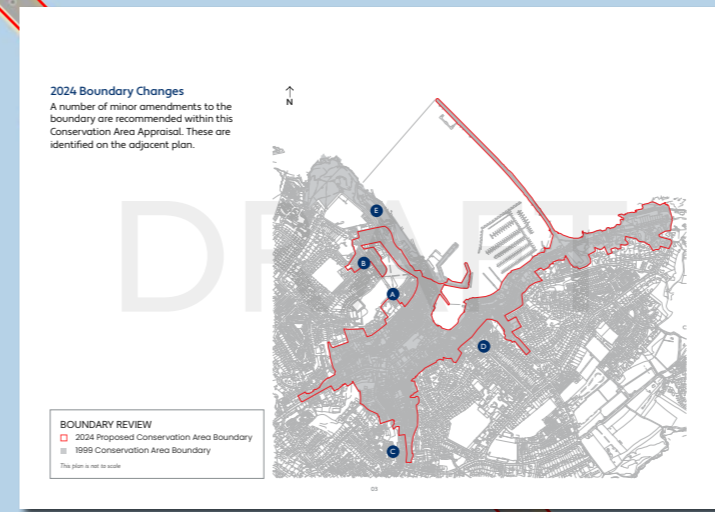
B It is proposed to extend the boundary of the conservation area to include several late 19th and early 20th-century suburban terraces to the north of the town centre – on North Furzeham Road, Higher Furzeham Road, Bella Vista Road, Queens Road, Alma Road, and Holborn Road.

C It is proposed to exclude the inter-war terraces on Garlic Rea, Rea House (off Great Rea Road) and the modern residential development at the top of Elkins Hill.

D It is proposed to revise the boundary to exclude Battery Gardens, Oxen Cove, Northern Quay and its environs. Battery Gardens was added to the conservation area in 1999. The site has since been designated as a scheduled monument by Historic England.

*There are other changes to the conservation boundary outside of the map scope

— 2024 Proposed Conservation Area Boundary
 ■ 1999 Conservation Area Boundary



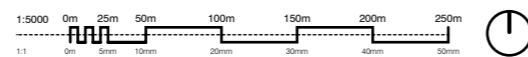
BRIXHAM Listed Buildings

There are a number of listed buildings around the centre of the town, reflecting the historic origins of where the town grew from. These need to be respected and supported to ensure the character of the town is maintained.



- Grade I Listed
- Grade II* Listed
- Grade II Listed

* Torbay Council are currently reviewing the conservation areas

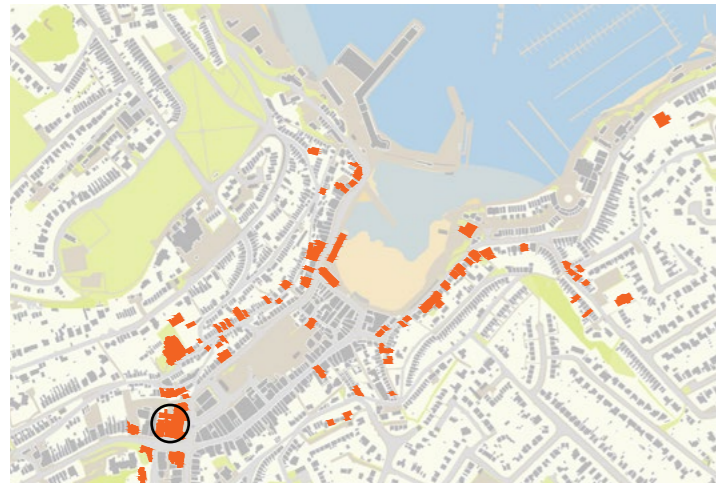
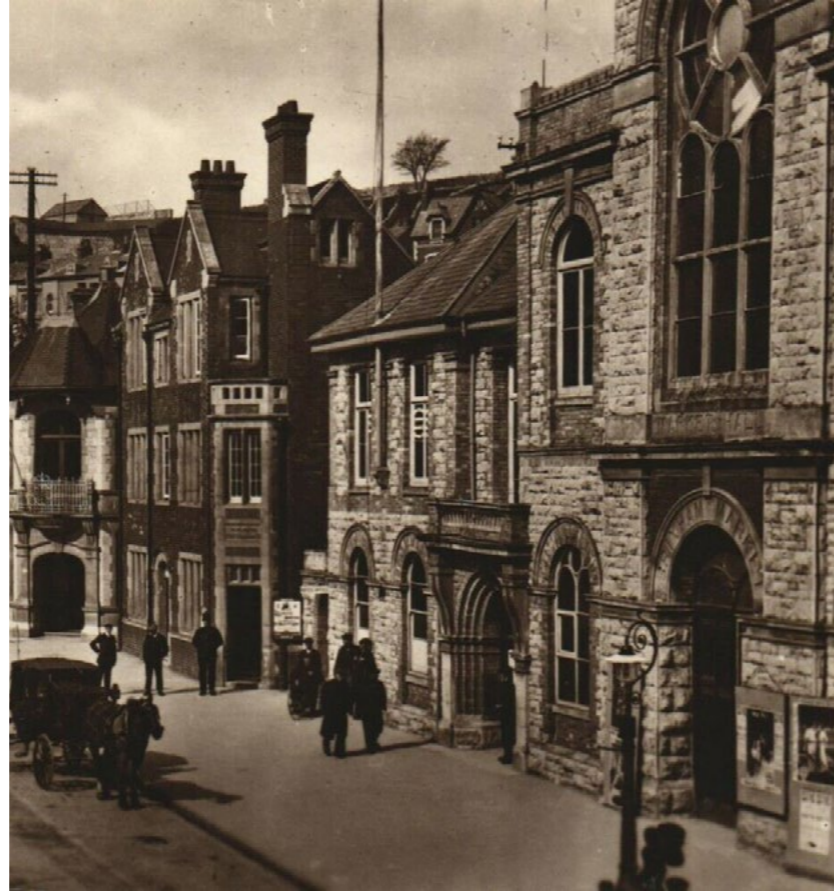


BRIXHAM Town Hall

The town hall was built to replace an earlier market house from the late 18th century that stood by the harbour. The building was designed as a combined town and market hall to serve the growing fishing community, and was originally designed to house all the business in the town.

When it first opened, it was occupied by the Magistrates Court, Local Board, Education Board and the Harbour Commissioners, with agricultural and fish market on the ground floor. After significant population growth, largely associated with the fishing industry, the area became an urban district with the town hall as its headquarters in 1895. The building served as the headquarters of Brixham Urban District Council throughout much of the 20th century until the area was absorbed into Torbay in 1968.

Today, the building serves multiple purposes. The town hall became the home of Brixham Town Council shortly after it was established in 2007. The building also houses the Brixham Theatre, which has been managed by the Brixham Arts & Theatre Society since 2008. The market hall was converted into a community centre and charity shop for Brixham Does Care, a befriending charity founded in 1978. The building continues to play an important role in Brixham's civic and cultural life, maintaining its status as a focal point for the community over its 130-year history.

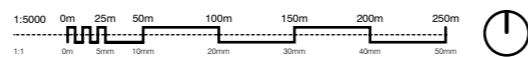
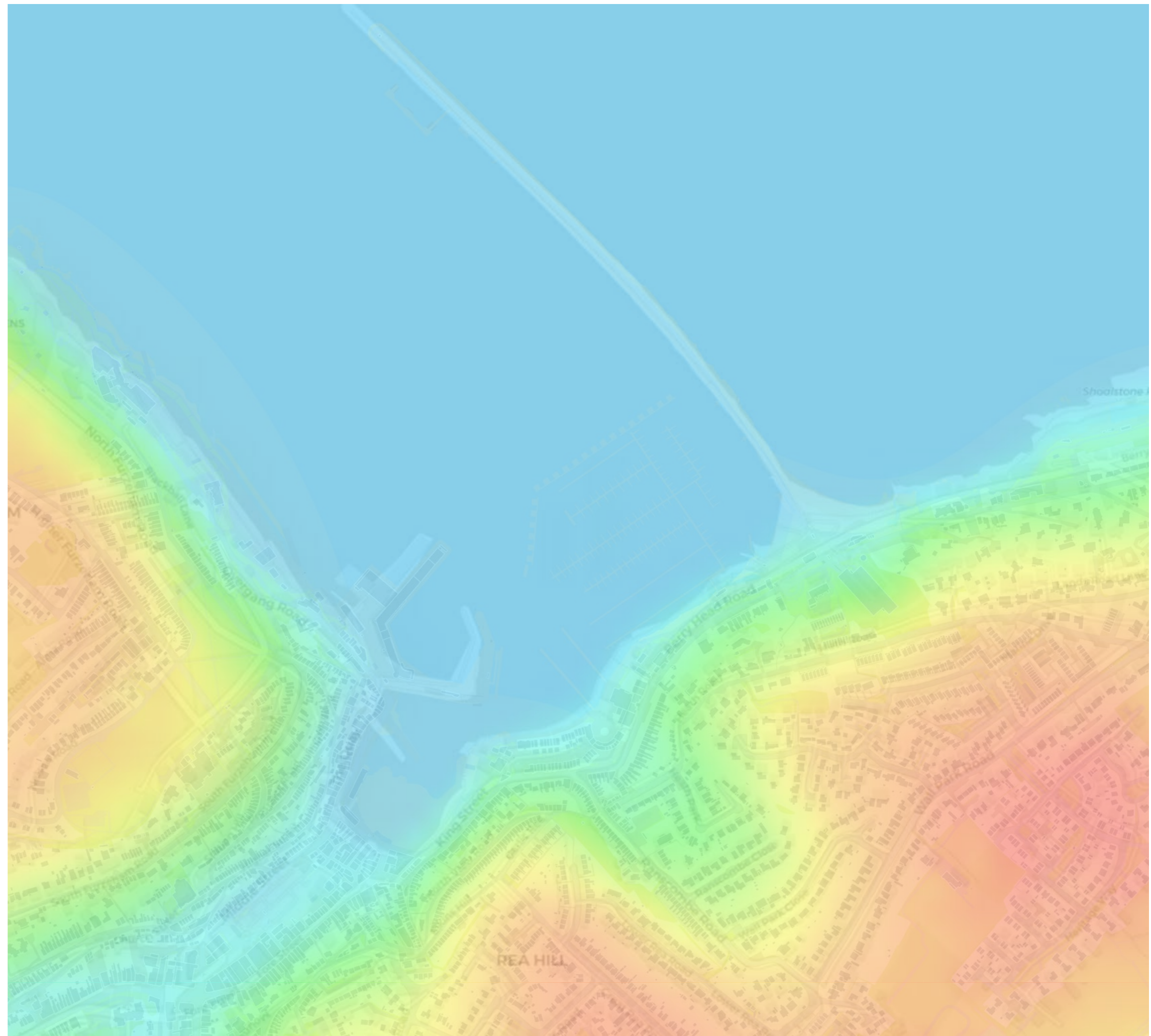
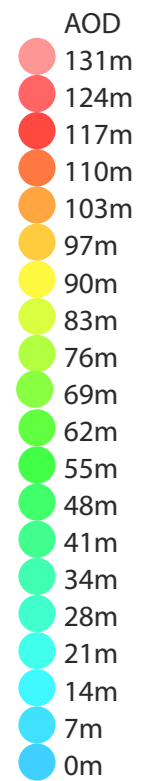


BRIXHAM Topography

When zooming out the delineation between residential neighbourhoods and the commercial centre of the town can clearly be seen.

At the harbour and along Fore Street are the major retail and food and beverage offers of the town. Hotels, bed and breakfasts and holiday homes surround these commercial activities on the hills above, with residential neighbourhoods surrounding these.

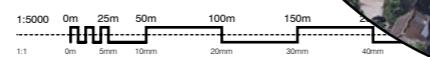
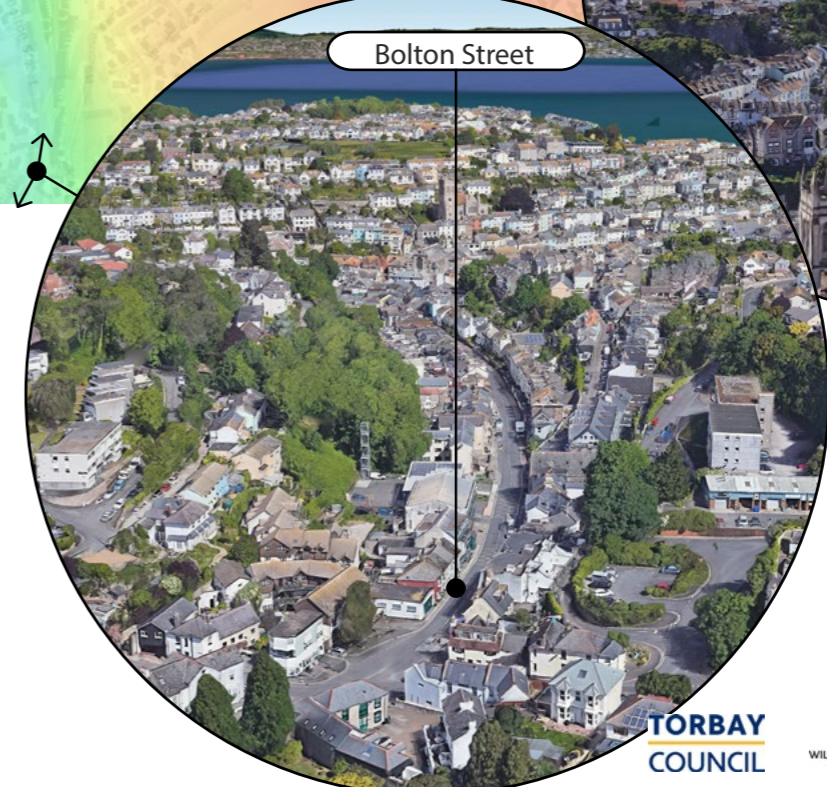
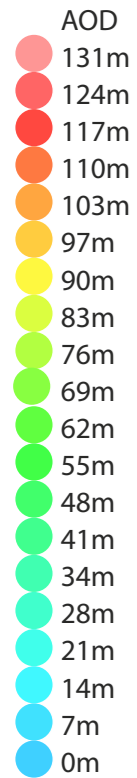
There is a significant amount of green space surrounding Brixham, providing ample opportunities for leisure activities for residents and visitors.



BRIXHAM Topography

Zooming out illustrates the low lying topography along the key movement routes into Brixham. These can be seen in the imagery shown around the plan.

1. New Road looking towards the harbour.
2. New Road leaving Brixham.
3. Bolton Street looking towards the harbour.
4. Bolton Street leaving Brixham
3. From the harbour looking landwards.






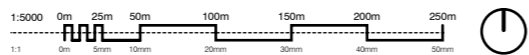
BRIXHAM Flood Zones

The flood zones for Brixham lie from the harbour, Brixham Central car park and a short way up New Road and Bolton Street. Generally following the low-lying topography from the previous pages.

From the government's Flood Map for Planning service at:
www.flood-map-for-planning.service.gov.uk



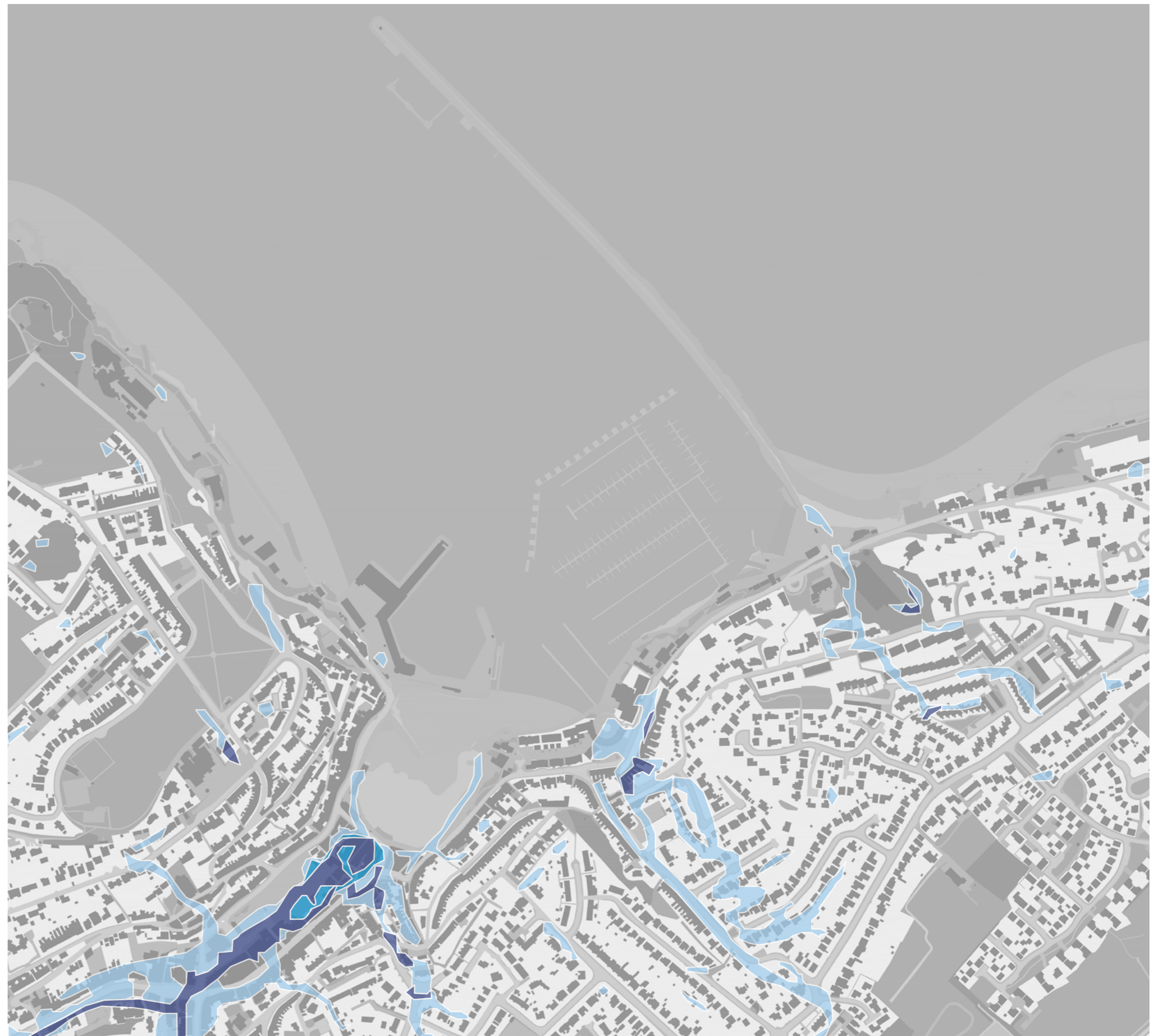
-  Flood Zone 2
-  Flood Zone 3
-  Main River



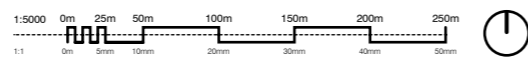
BRIXHAM Flood Zones

Surface water flooding also lies along the low-lying topography of the town, particularly around Brixham Central Car Park.

From the government's Flood Map for Planning service at:
www.flood-map-for-planning.service.gov.uk



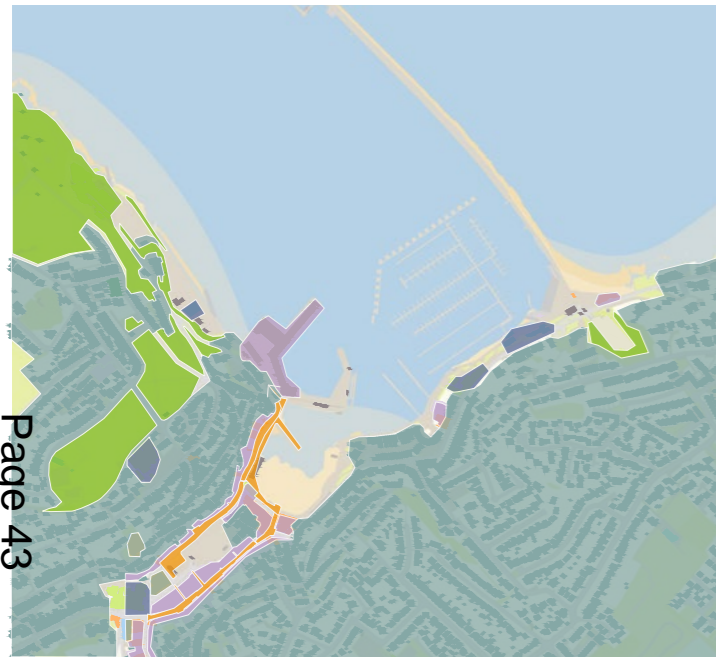
- Surface Water
- High [More than 3.3% chance each year]
- Medium [Between 1% and 3.3% chance each year]
- Low [Between 0.1% and 1% chance each year]



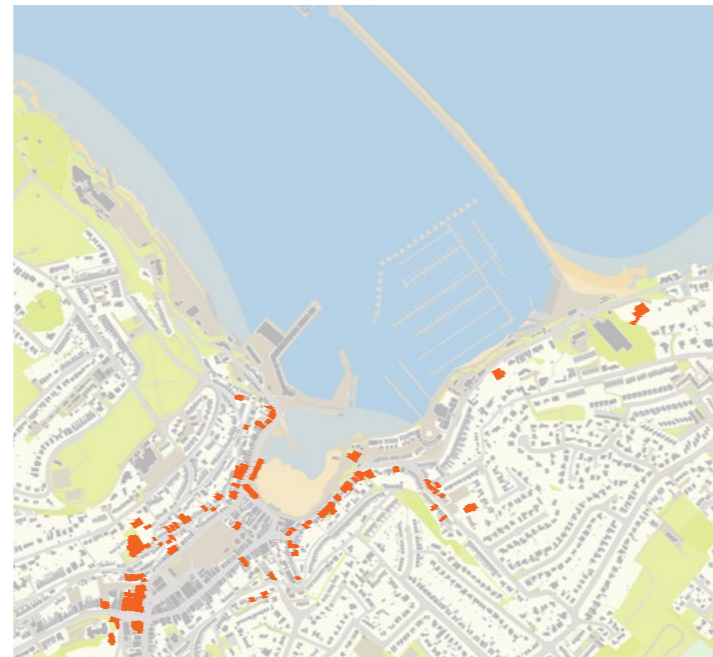
BRIXHAM Mapping Summary

This chapter has analysed the physical characteristics of Brixham across a series of maps. The following page combines this into a series of strengths and weaknesses to output a number of opportunities for the town.

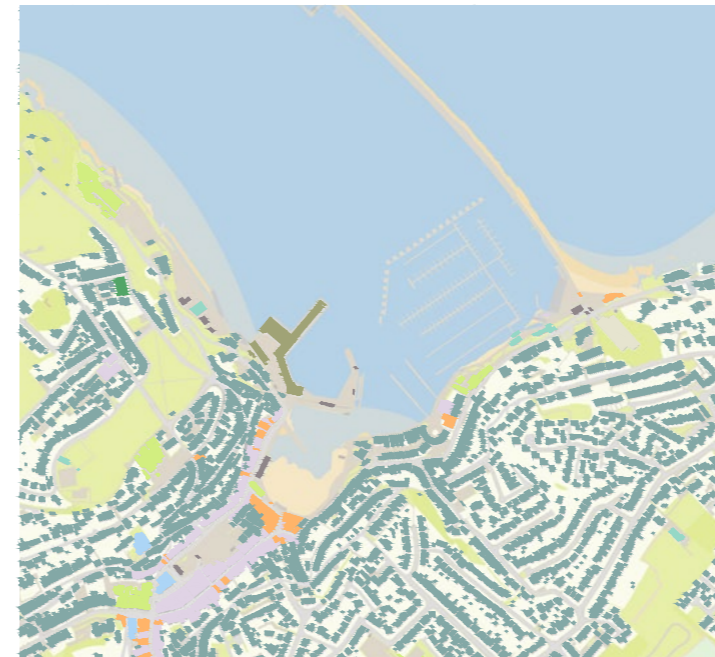
Page 43



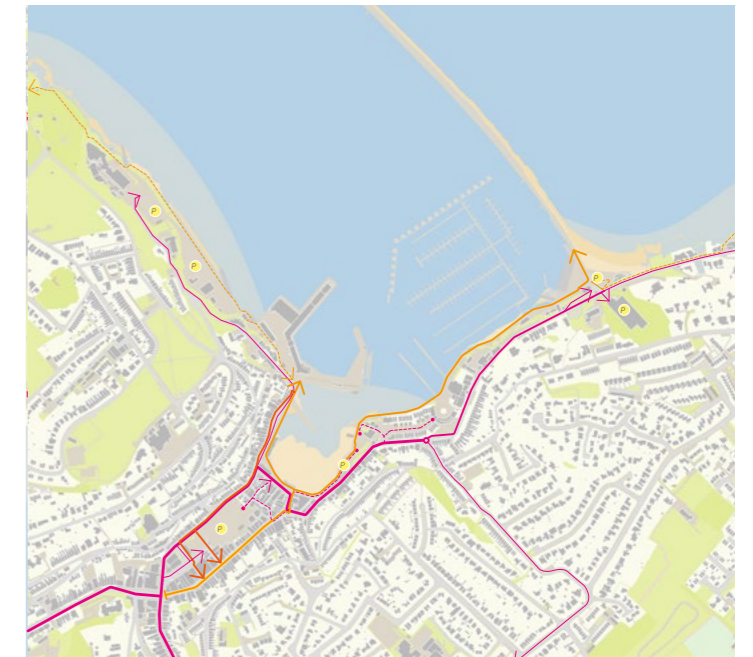
Zones



Listed Buildings



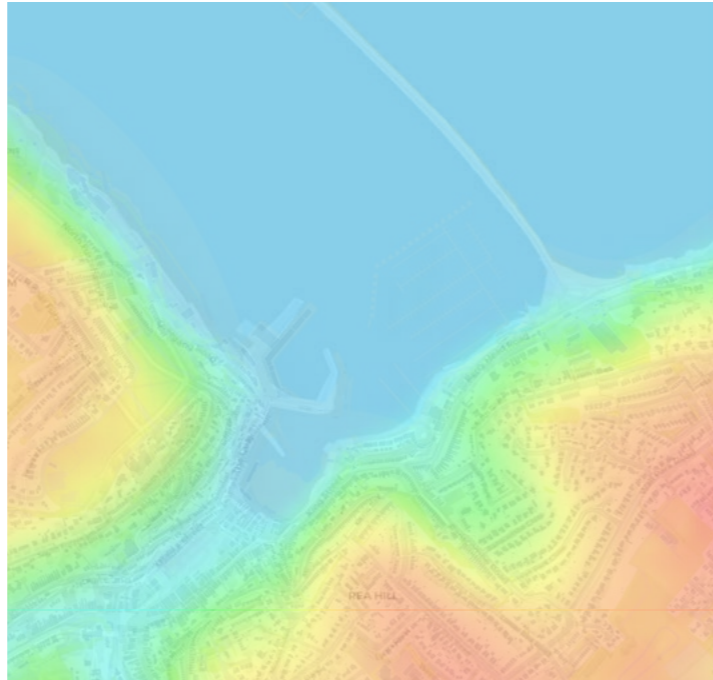
Uses



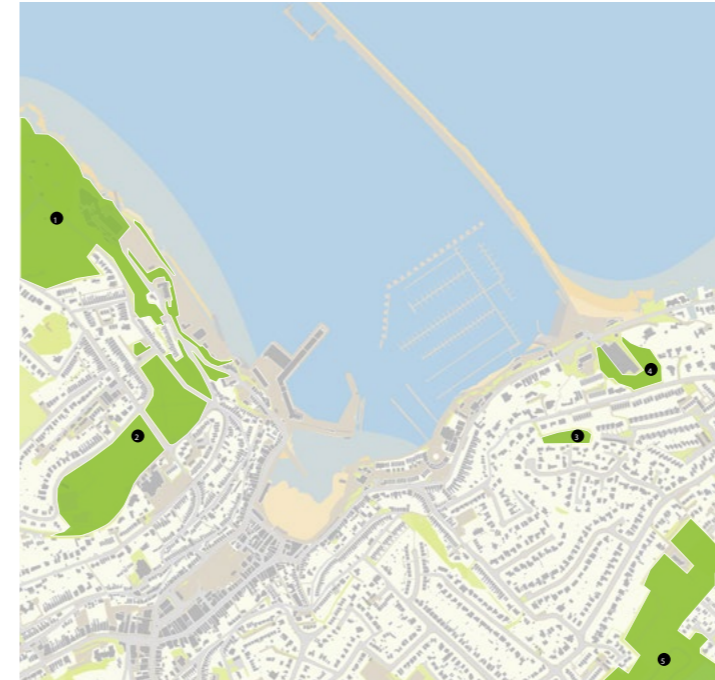
Movement



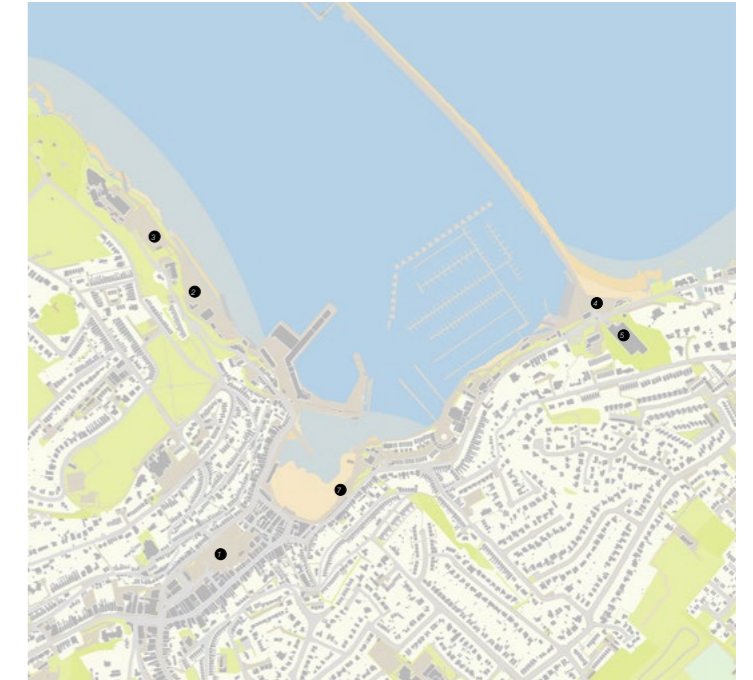
Flood Zones



Topography



Green Space



Car Parks

BRIXHAM

Summary Analysis

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Strengths

1. Brand: Known as the heart of England's seafood coast, celebrated for its vibrant fishing industry.
2. Heritage: Rich maritime history and strong community ties, with iconic attractions such as the replica of the Golden Hind.
3. Fishing Industry: Home to one of the most significant fishing fleets in the UK, with Brixham Fish Market renowned for its high-quality seafood and exports.
4. Tourism Appeal: Offers a unique mix of traditional charm and coastal beauty, attracting families, couples, and nature enthusiasts seeking authentic experiences.
5. Natural Environment: Proximity to stunning coastal paths, wildlife reserves, and beaches, making it a haven for outdoor activities and eco-tourism.
6. Local Business Community: A robust network of independent shops, cafes, and restaurants providing a distinctive and personal retail and dining experience.
7. Cultural Events: Hosts popular annual events such as the Brixham Pirate Festival and the Trawler Race
8. Community Spirit: Strong sense of community identity, supported by active local organizations.
9. Accessibility: Compact and walkable town layout, with close links between the harbour, local businesses, and amenities.
10. Food and Drink: A rising destination for food tourism, with acclaimed seafood restaurants and a focus on local produce.
11. Parking Availability: Reasonable parking capacity

Weaknesses

1. Connectivity: Poor linkage between Central Car Park and the harbour via Paradise Place and Pump Street, making navigation less intuitive for visitors.
2. Market Structure: Outdated and underutilized market space limits potential for increased footfall and activity.
3. Public Realm: Insufficient benches and planters along the harbour reduce opportunities enjoyment of the waterfront.
4. Underutilized Spaces: South Quay Car Park lacks pedestrian-friendly features, offering little visual or functional appeal for visitors and families.
5. Family-Friendly Amenities: Limited options for children's activities and family-oriented spaces along the waterfront.
6. Harbour Loop: The lack of a complete harbour loop, such as a bridge linking South Quay to New Pier and the Fishmarket, disrupts pedestrian flow and connectivity.
7. Town Square Gateway: The bus shelter and surrounding Town Square area fail to create an inviting or coherent entry point into the town.
8. Western End of Fore Street: This area suffers from its distance from the harbour and disconnection from the Middle Street loop, leading to reduced foot traffic and vacant units.
9. Parking and Accessibility: While parking availability is reasonable, there is further potential to improve access for visitors and locals alike.

Opportunities

1. The link between Central Car Park and the harbour along Paradise Pl. and Pump Street.
2. Refurbishment or replacement of the market structure.
3. Improved provision of benches and planters along the harbour.
4. Activation of the South Quay Car Park for pedestrians, such as creating a proper 'Brixham backdrop' for photos and visitors, e.g. murals or a green wall.
5. Turn the space into a family friendly zone, with more street food offers and space to sit and children to play (e.g.. crabbing along the wall). There is potential to extend a pontoon to create additional space for crabbing & waterfront activities.
6. Potential to complete the loop around the harbour with a bridge linking South Quay to New Pier and the Fishmarket.
7. Away from the harbour, the bus shelter and surrounding area of Town Square could be improved to create a better gateway into the town.
8. The Western End of Fore Street should be the gateway into the town, however suffers because of its distance from the harbour and disconnection from the loop with Middle Street, leading to vacant units.
9. Integrate parking access to the main attractions and amenities.

BRIXHAM
Neighbourhood Plan &
The Brixham Town Centre Masterplan
2012–2030. Adopted June 2019


BRIXHAM

The Brixham Town Centre Masterplan (2019)

The Brixham Town Centre Masterplan is a key component of the Brixham Peninsula Neighbourhood Plan, 2012 - 2030 and as such provides information that is important for the Brixham Vision to recognise its importance.

The Town Centre Masterplan, Town Design Statement and Brixham Peninsula Neighbourhood Plan brings 'a community approach to planning our sustainable future.'

Overleaf shows key points from the Neighbourhood Plan on a map of Brixham, followed by a brief synopsis of the Town Centre Master Plan.




Brixham Town Centre Master Plan

Proposed

An integral part of the Brixham Peninsula Neighbourhood Plan


Adopted - June 2019



Brixham Peninsula Neighbourhood Plan Policy Document


2012–2030

Protecting the Green and the Marine —Ensuring the Future



Brixham

Town Design Statement



Brixham is special because of its rich history and heritage and its community

An integral part of the Brixham Peninsula Neighbourhood Plan

BRIXHAM Neighbourhood Plan

Some of the major themes of the Neighbourhood Plan include:

- Housing and growth to direct development in appropriate locations and controlling second homes so local housing remains viable for residents. Housing sites are outlined in blue on this plan.
 - Employment and the economy to protect sites for key marine, fishing and light industrial employment. Employment sites are outlined in purple on this plan.
 - Protecting key green spaces to avoid coalescence. Open green space is outlined in green on the plan.
- Enhancing the town centre, retail and tourism.
Recognising the need to improve walking & cycling routes, better connectivity and integrated transport to support sustainable development, balanced with parking demand.
- Ensuring quality and character in design.

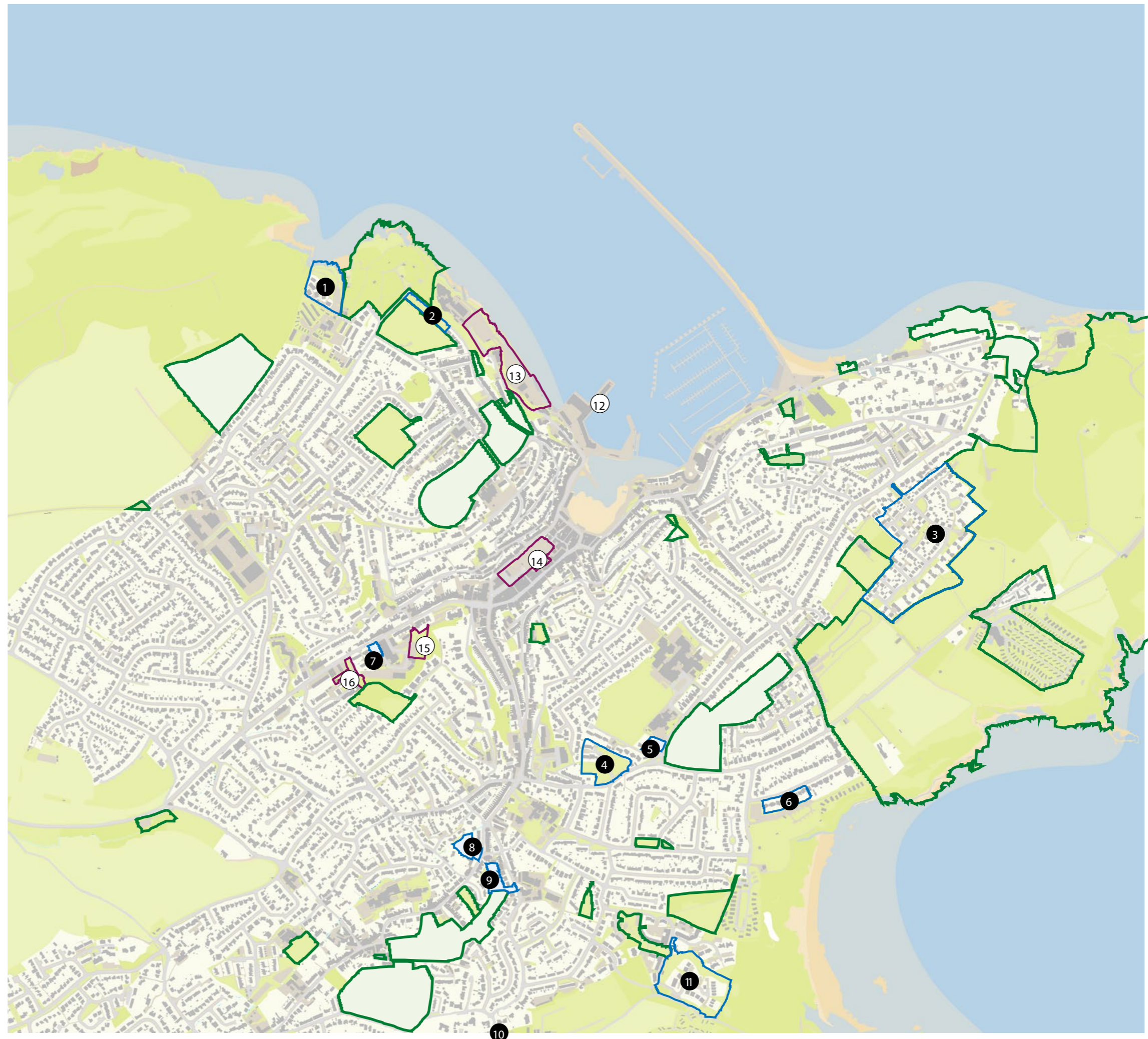
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Housing Sites

1. Fishcombe
2. Northcliffe Hotel
3. Wall Park Holiday Camp
4. Kings Drive
5. Brixham Police Station
6. Douglas Avenue
7. Former Jewsons
8. St Kildas
9. 16-26 Castor Road
10. St Mary's / Old Dairy
11. Sharkham Village

Employment

12. Brixham Harbourside Economy
13. Oxen Cove and Freshwater Quarry
14. Brixham Town Centre
15. Torbay Trading Estate
16. 74 New Road



BRIXHAM

The Brixham Town Centre Masterplan (2019)

The Town Centre Masterplan emphasizes the vital role of the Town Centre and outlines a vision for a mixed-use development aimed at addressing current challenges.

These include inefficient transport systems, poor connectivity between the two main shopping streets, and aesthetic shortcomings. It also proposes space for new employment opportunities, housing, and the creation of a town square.

Key areas of focus

- 1 Bolton Cross – the gateway to Brixham
- 2 Market Street – a cohesive transport system
- 3 Middle Street – the primary access road and artery to the fishing industry
- 4 Fore Street – the primary retail trading centre of Brixham
- 5 The Town Centre Redevelopment Site – (the missing link) an opportunity for change
- 6 The Inner Harbour – Brixham's identity
- 7 The Outer Harbour – the future and beyond.



BRIXHAM

The Brixham Town Centre Masterplan (2019)

The masterplan outlines key opportunities for the 7 areas, summarised below:



Bolton Cross

To redevelop the former refreshers site into a mixed use residential premises with 2 small ground floor business start-up units.

- To enhance the directional signage and key location signage including a "Welcome to Brixham" arch above Fore Street.

- To enhance pedestrian links across Bolton Cross including a Shared Surfacing for traffic and pedestrians.

Market Street

- To provide a designated and safe bus terminus with sheltered waiting area and public information hub.

- To provide enhanced directional signage and extended junctions to allow clearer wayfinding.

- To create two distinct routes into the town: one a designated bus lane leading directly to a repositioned terminus, the other to the harbour and new multi-storey car park accessed off Middle Street or alternatively leading back out of town.

Middle Street

- To provide improvements in highway routes and road network geometry.

- To provide improvements in controlled parking facilities and less reliance on on-street parking.

- To provide enhanced way finding and directional signage for both commercial and tourist facilities.

- To improve the existing public realm and create an enclosed "urban corridor" through the town lined with buildings on both sides.

- To provide increased connectivity to Fore Street and other areas of the town centre to increase retail viability.

Fore Street

- To provide improvements in road surfaces and street lighting.

- To provide improvements to the built environment and encourage owner participation.

- To encourage new businesses and reinforce existing businesses through support funding and rate relief.

- To actively promote and encourage artisan markets and create a destination town.

The 'Town Centre Regeneration Site'

- To provide a new 200-space multi-storey car park.

- To provide small to medium ground floor level retail units

- To provide a medium to large three- to four-storey mixed use commercial/ hotel/retail unit.

- To provide 20 to 30 affordable housing units

- To provide an attractive public realm and street scape interlaced with Fore Street to encourage a revitalized shopping experience

- To provide a new sense of place and a Public Square for showcasing artisan markets, events and entertainment.

- To extend and enhance the lanes and passageways around the site to improve the tourist experience and encourage artisan workshops, galleries etc.

The Inner Harbour

- To reorganise the harbour into discernible zones,

- To provide a permanent sill and create a floating harbour,

- To create a Heritage Fleet dock between the Middle Pier and the End Pier,

- To provide a swing bridge link between the End Pier and King's Quay,

- To provide floating decked pontoons for activities,

- To relocate the existing car parking spaces and provide SME business units along Southern Quay,

- To provide a new public event platform on Middle Pier central to the natural amphitheatre,

- To provide a new Maritime Heritage Museum on the End Pier with direct visual links to the working harbour and heritage dock.

- To encourage further leisure activities and events along the harbour side

The Outer Harbour

- To provide a new northern arm breakwater pier to provide protected moorings and sheltered landing platforms to the outer harbour.

- To extend the existing commercial harbour and processing facilities and provide new opportunities for marine-based business and tourism-based facilities – "The Brixham Shellfish Village Experience".

- To provide a new leisure marina extending the existing moorings and Chandler support facilities.

BRIXHAM Indicative Regeneration Vision

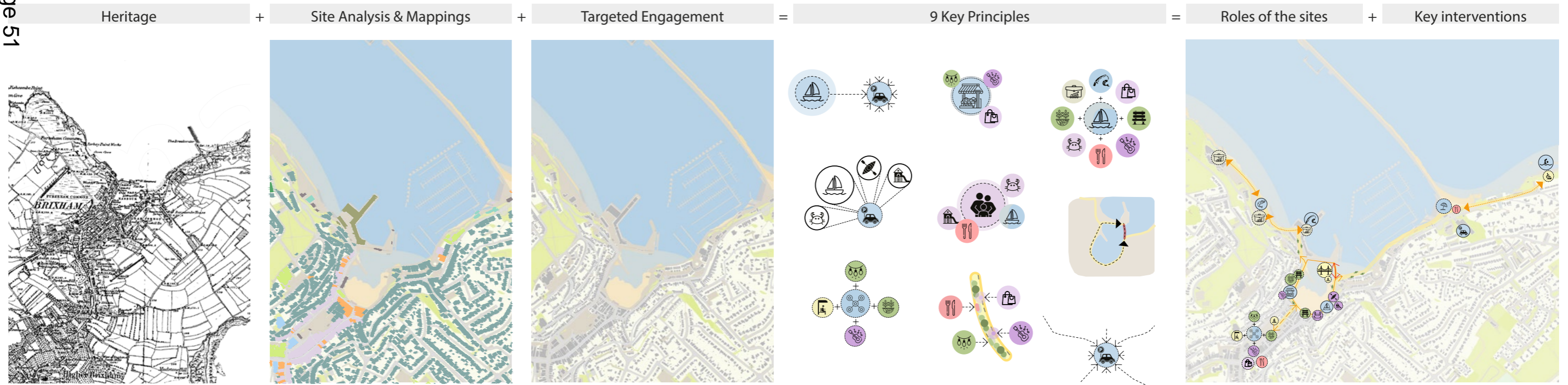
BRIXHAM Indicative Regeneration Vision

This chapter combines the learnings from the first 2 chapters, including heritage, Brixham's identity, the site analysis and mappings, and key policy documents, with workshops to result in a number of key principles.

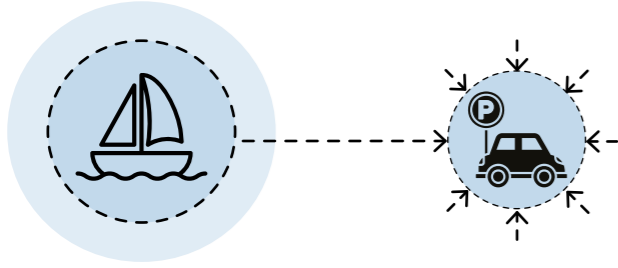
These key principles inform the overall strategy for the area. The roles of the different sites are then outlined, before identifying a number of key interventions that can contribute to the overall vision over time.

Overleaf are outlined the 9 key principles identified for the regeneration of Brixham.

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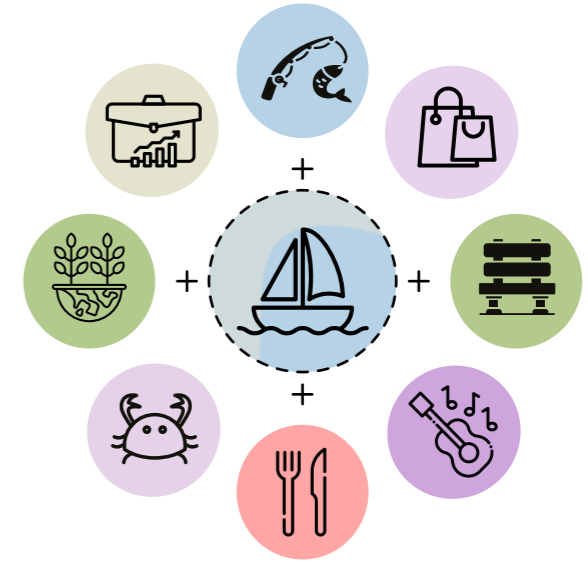
BRIXHAM Key Principles



Enhance connectivity between the harbour and central car park.

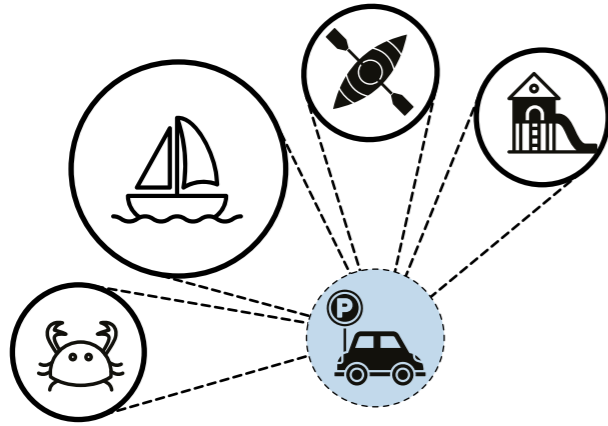


Reimagine the market structure.

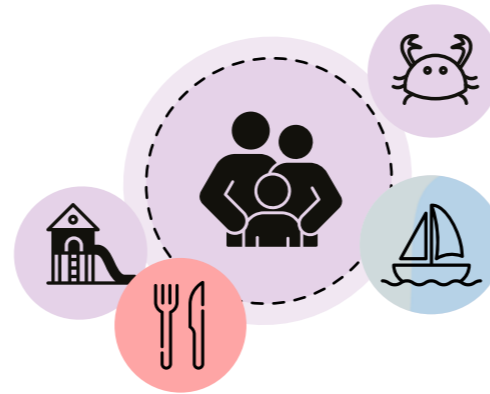


Activate public spaces along the harbour.

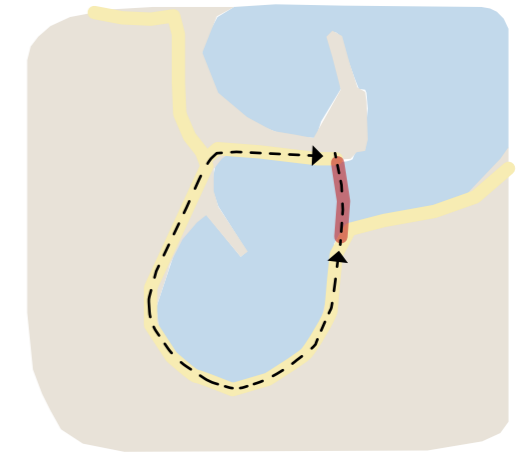
Page 52



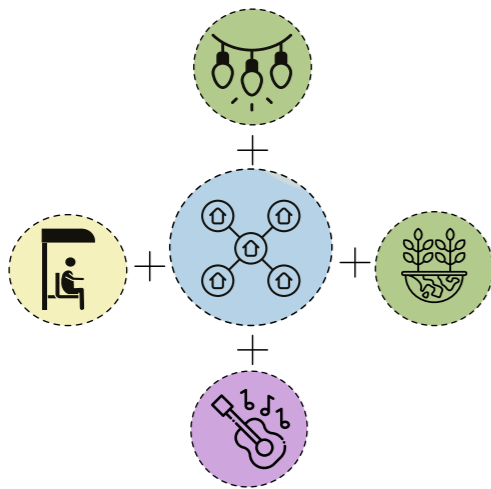
Transform South Quay car park into a visitor attraction.



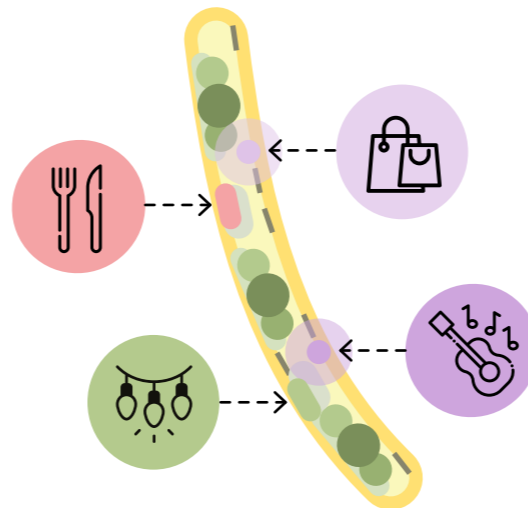
Create Family-friendly zones.



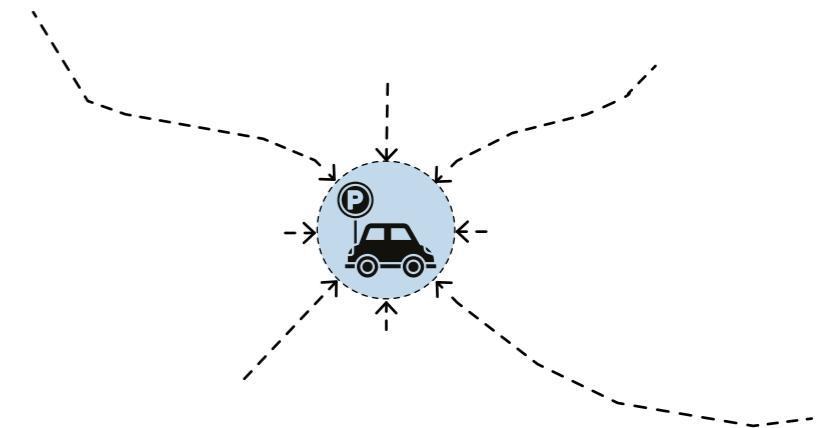
Complete the harbour loop.



Upgrade the town square and the bus shelter.



Revitalise Fore street

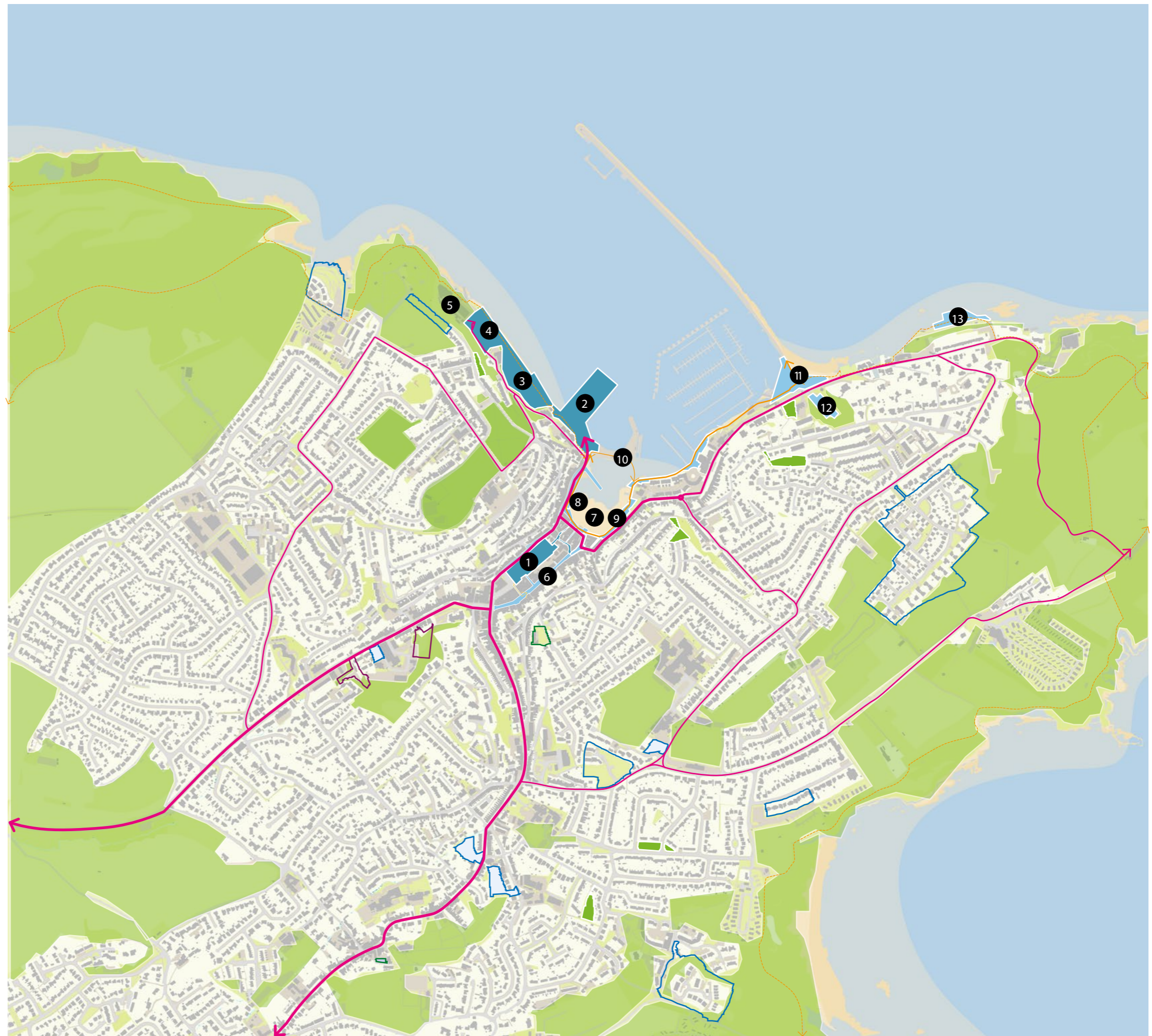


Develop a clear wayfinding strategy to signpost local attractions.

BRIXHAM Key Focus Areas

From the previous site mappings, internal workshops and engaging key stakeholders, the following list of key sites have been identified across the town centre.

These are accessed and connected via the established movement framework of the town, ie. the major routes of New Road and Bolton Street.



- Proposed
- 1 Car Park & Bus Stand
- 2 Fish Market
- 3 Oxen Cove Car Park South
- 4 Oxen Cove Car Park North
- 5 Brixham Laboratory
- Opportunities
- 6 Fore Street
- 7 Inner Harbour
- 8 Market
- 9 South Quay Car Park
- 10 Bridge & Quay
- 11 Brixham Marina Car Park
- 12 Breakwater Beach Car Park
- 13 Shoalstone Seawater Pool

BRIXHAM

Key Focus Zones

Simplifying the diagram from the previous page illustrates a number of key points:

- Brixham Central car park is a key arrival point to capture visiting traffic to ensure it does not travel past the harbour, therefore reducing the conflict with pedestrians.
- The Fishmarket is a key employer of the town and its access is vital.
- 'Overflow' parking can be accommodated at Oxen Cove if the capacity at Brixham Central is reached.
- The harbour area is key for visitors. Retaining its activity and vitality is pivotal for the town.
- The retail core along Fore Street is well served by the car park, however the western end needs support to ensure it does not fail.

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Wayfinding and signage needs to engage with visitors from the moment they get off the bus/out of their car to pull people along the waterfront towards Berry Head. The green spaces surrounding the town should be preserved to ensure

Overleaf zooms in on the centre of town to illustrate the impact of these sites in how the town centre would operate.

- Parking
 - Retail Core
 - Harbour
 - Industry
 - Leisure
 - Protected Green Space
- Neighbourhood Plan:
- Residential Opportunity Sites
 - Employment Opportunity Sites

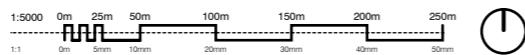
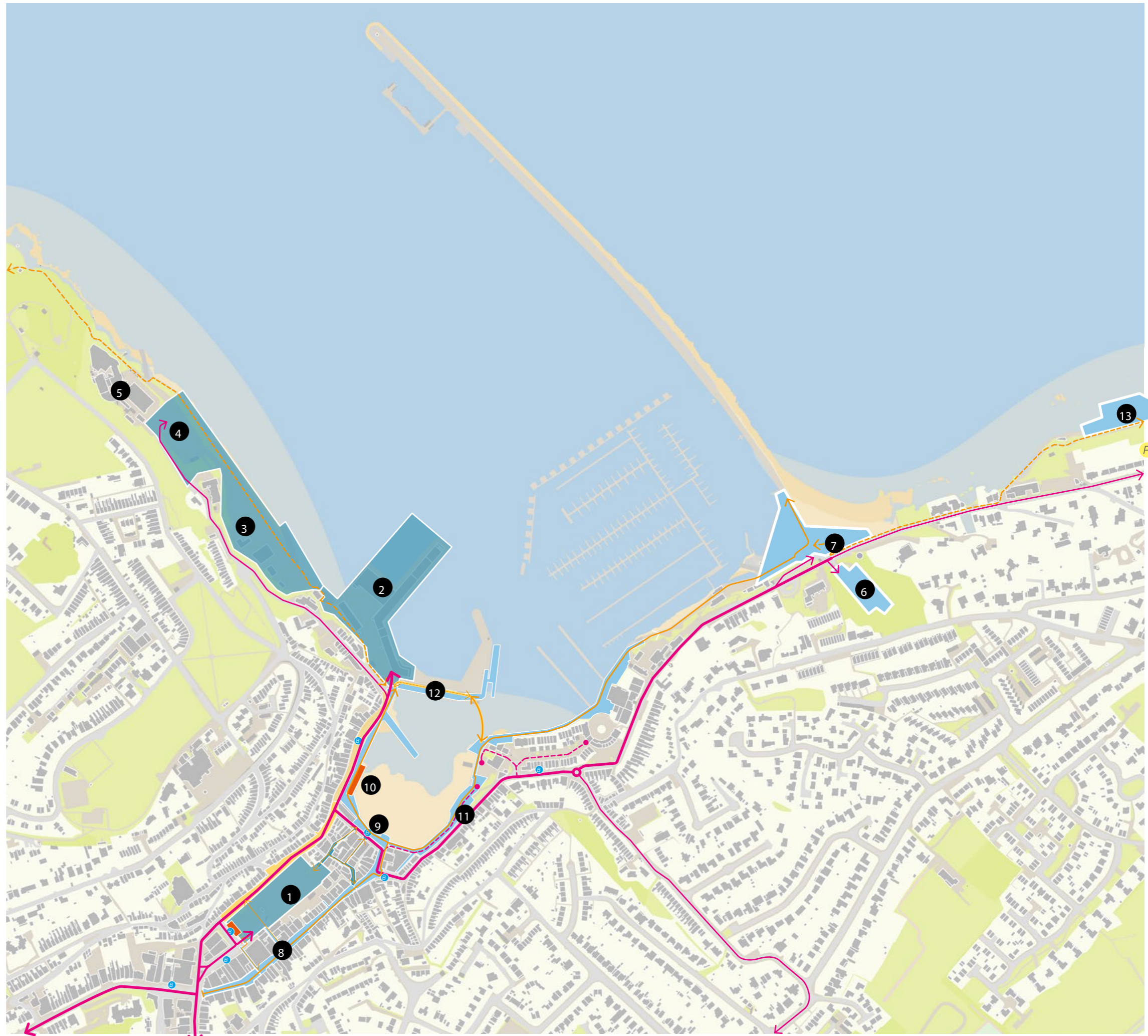


BRIXHAM Town Centre Opportunity Sites

Zooming in to the centre of town the impact of the various different sites can be seen, with the road network connecting the various sites.

The rest of this document looks at each site in more detail.

- Proposed
- 1 Brixham Central Car Park and Town Square
- 2 Fish Market
- 3 Oxen Cove Car Park South
- 4 Oxen Cove Car Park North
- 5 Brixham Laboratory
- Opportunities
- 6 Brixham Marina Car Park
- 7 Breakwater Beach Car Park
- 8 Fore Street
- 9 Inner Harbour
- 10 Market
- 11 South Quay Car Park
- 12 Bridge & Quay
- 13 Shoalstone Seawater Pool



BRIXHAM Inner Marina & Car Park

The inner marina acts as the heart of the town and is where industry, local residents and tourists meet. The Brixham Central car park acts as the main arrival point, leading south to Foree Street as the major shopping street and north east to the harbourside, where the main restaurants, cafe's and public realm are. This is the launching off point for tourist activities.

Major maritime industries are located at the north of the inner harbour and are accessed along The Quay. This co-location of maritime industry and tourism provides Brixham with its unique character and should be supported, however it does have its own issues, namely access. The Quay houses many restaurants, cafe's and shops, but also is the main arterial route for deliveries to and from the Fishmarket (so is a busy, lorried, route. Management of this arrangement is pivotal to the future vitality of the town.







The other side of the harbour leads on to the outer harbour and attractions such as the lighthouse, seawater pool and Berry Head.

- Proposed
- 1 Brixham Central Car Park and Town Square
- 2 Fish Market
- 3 Oxen Cove Car Park South
- 4 Oxen Cove Car Park North
- 5 Brixham Laboratory

- Opportunities
- 6 Brixham Marina Car Park
- 7 Breakwater Beach Car Park
- 8 Fore Street
- 9 Inner Harbour
- 10 Market
- 11 South Quay Car Park
- 12 Bridge & Quay
- 13 Shoalstone Seawater Pool



BRIXHAM Primary Loop Key Public Realm

-  Primary Vehicle Routes
-  Primary public realm
-  Secondary public realm
-  Public Structures
-  Car Park to Harbour
-  Residential neighbourhoods to Fore St.

Concluding this section on movement into the town centre, a number of key areas include:

1. The link between Central Car Park and the harbour along Paradise Pl. and Pump Street.

2. Refurbishment or replacement of the market structure.

3. Improved provision of benches, planters and along the harbour, as well as bicycle parking.

4. Activation of the South Quay Car Park for pedestrians.

5. Potential to complete the loop around the harbour with a bridge linking South Quay to New Pier and the Fishmarket.

6. Away from the harbour, the bus shelter and surrounding area of Town Square could be improved to create a better gateway into the town.



7. The Western End of Fore Street should be the gateway into the town, however suffers because of its distance from the harbour and disconnection from the loop with Middle Street, leading to vacant units.

8. Pedestrian routes from residential areas surrounding the primary retail loop. The level changes mean a significant number of steps down to the Fore Street and King Street.








BRIXHAM Inner Marina & Car Park

The many attractions of the inner harbour are illustrated here.

- F&B
 Bars and restaurants
 Al-fresco seating areas

- Attractions
 The Golden Hind
 Brixham Museum
 Brixham Town Hall
 Boat Trip Kiosks
 All Saints Church
 Marina
 Fishmarket

-  A Marina
 B King Street
 C The Quay
 D The Strand
 E Pump Street
 F Fore Street
 G Middle Street
 H Bolton Street
 I New Road

-  Primary town centre loop
 Stretch of Fore Street disconnected with the loop of the Harbour - Fore Street - Town Square - Middle Street
 Links from Brixham Central Car Park
 Pedestrian route from Brixham Cross to Outer Harbour
 Parking



PROPOSED SITE Brixham Central Car Park

This historic site in Brixham has evolved from an open watercourse to agricultural land, cottage industry, housing, and a gas works. A post-war brutalist multi-storey car park and bus terminus occupied the site until their demolition in 2004, leaving a void in the town's centre.

In 2012, a Tesco proposal for a 2,800 sqm retail space, secondary units, housing, and a 338-space car park was approved but later abandoned due to market shifts.

Previous proposals also looked at:

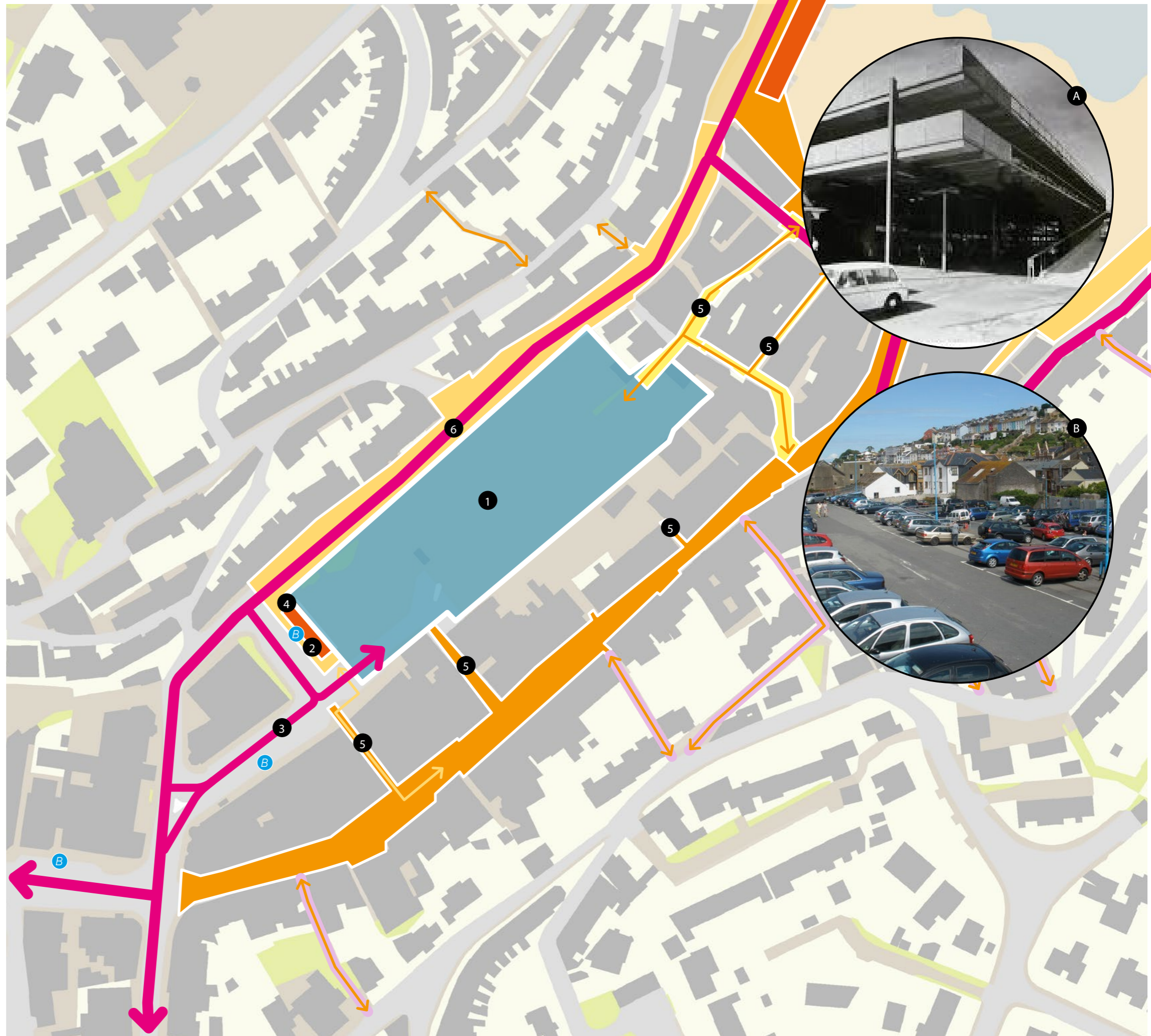
- 200-space multi-storey car park,
- 1,450 sqm of small-to-medium retail units
- 3-4 storey mixed-use commercial/hotel/retail unit (2,250–3,050 sqm)
- 20-30 affordable housing units above retail
- An enhanced public realm
- New Public Square for artisan markets, events, and entertainment.

The Opportunity:

As the key arrival point for the town centre, it is the prime opportunity to capture traffic before it has to traverse through the centre of the town (past the harbour).

- 1 Therefore a maximum capacity car park should be provided.
- 2 Improved bus stand and infrastructure at Town Square.
- 3 Improved gyratory system around the Baptist Church to improve its setting.
- 4 Improved and enhanced public realm.
- 5 Improved connections to Fore Street and The Strand.
- 6 Ensure the impact on Middle Street is minimised and commensurate to the gain of parking space.

- A Brutalist multi-storey car park
- B Existing car park

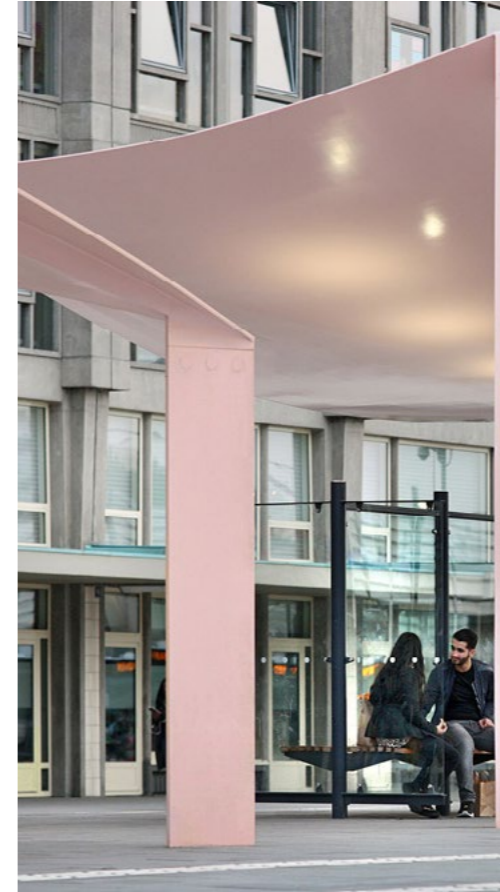


PROPOSED SITE Brixham Central Car Park

Any development of the car park should take the opportunity to improve the gateway into the town with a statement.

The bus stand at Town Square has the opportunity of being a statement arrival into town, as well as providing vital amenity. Shown here are a few examples of bus stands elsewhere that have acted as a transformative presence for their area.

A new bus stand could be coupled with the development of the multi-storey car park and public realm to create a coordinated entrance into the town centre.



PROPOSED SITE Fish Market

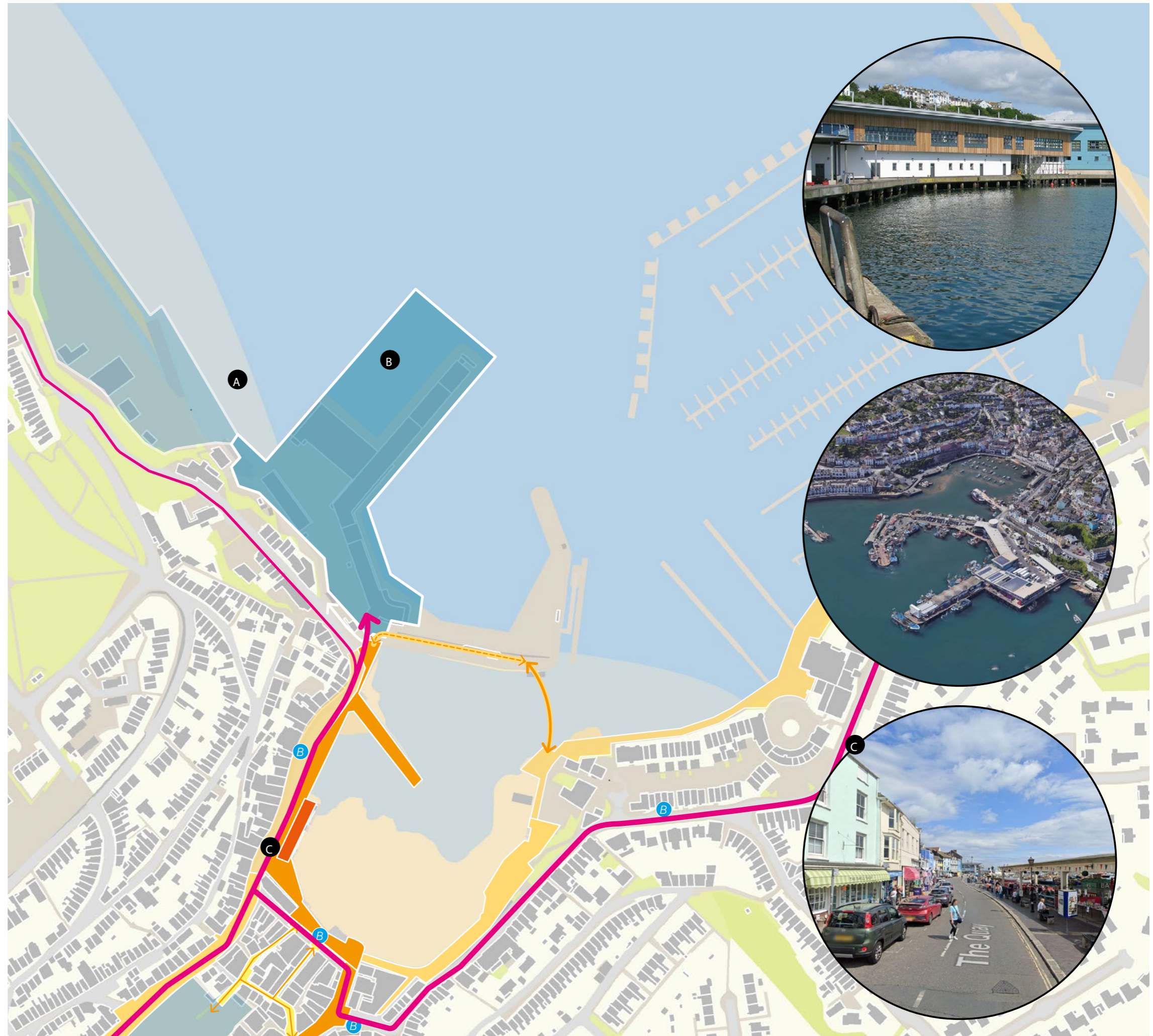
The fish market, designed by consulting engineers Arup, were generally supported by the existing beam and pile arrangement. The redeveloped fish market was opened by HRH Princess Royal in March 2011 and included a new fish market, extended quayside, new fish processing space, restaurant and fishmongers.

Current proposals include:

On the 21st February 2019 the Council unanimously agreed to support the principle of a capital infrastructure investment scheme to expand the fabric of the commercial fishing port Brixham harbour.

These investments could lead to an increase in landed fish value of up to £20 million per year within five years – creating a forecasted 150 additional year-round jobs and more than £11 million, adding value per year in fishing and linked activities. The two options are listed below:

- A** A land-bridge linking the fishmarket area to Oxen Cove. This bid was unsuccessful.
- B** This option will aim to create a lip and access to the fish market for the smaller vehicles used by buyers and normally the partial cause of congestion within the present lorry parking area.
- C** Access for lorries and all deliveries leaving the Fishmarket have to travel via The Quay, which is central to Brixham's visitor offer with shops, restaurants and cafe's lining the street and fronting onto the harbour. Any expansion to the fishmarket needs a strategy to ensure The Quay can both accommodate the additional traffic whilst retaining the charm and appeal of the harbour area.



Page 01



PROPOSED SITES

Oxen Cove Car Park

Introduction:
The Oxen Cove development in Brixham is an initiative aimed at enhancing the town's maritime infrastructure, particularly to support the growing shellfish industry. The first phase of this project involved the construction of a new landing jetty, completed in 2019, designed to accommodate an increasing number of fishing vessels and boost the local economy.

The second phase focuses on further expanding facilities to support the shellfish sector to establish Brixham as a leading centre for shellfish processing, creating jobs and stimulating economic growth in the region.

Concerns include:

- Potential loss of parking spaces due to the development
- Emphasized need for a new multi-storey car park in the town centre to mitigate parking shortages and support the anticipated increase in economic activity.

The Opportunity
Oxen Cove provides the opportunity to support, enhance and expand Brixham's maritime industry, conveniently adjacent to its current successful operation at the Fishmarket. The need for visitor parking should be balanced against the new provision at Brixham Central car park.

- A**
- B** Oxen Cove
- C** Existing Oxen Cove Car Park Jetty



PROPOSED SITE Brixham Laboratory

Introduction:

Brixham Laboratory is a leading research hub specializing in marine and environmental sciences.

The proposed concept for Brixham Laboratory, owned by Plymouth University, aimed to support aquaculture and fisheries with market-driven R&D and analytics. However, the original concept has been scaled down due to insufficient public funding.

Proposal from Sustainable Leadership Ltd:

Sustainable Leadership Ltd, recommended creating an innovation centre at Brixham laboratory to support industry-focused research including:

- Outreach and collaboration with R&D, fishers, aqua-culturists, and other sectors. Interactive platform with virtual and physical components.
- Networks connecting academia, the seafood industry, and the public.
- Branded engagement initiative.

The Opportunity
Innovation, technology and R&D to support the maritime industry in Brixham at a convenient site which already has infrastructure.



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OPPORTUNITY SITE

Brixham Marina Car park

Introduction:

The existing Brixham Marina multi-storey car park is located on the inland side of Berry Head Road. Built on the site of Breakwater Quarry, the car park is surrounded by steep cliffs on three sides, with a tunnel leading from its ground floor under Berry Head Road to Breakwater beach.

Previous proposals for the site:

- The proposal for the neighbouring Breakwater Beach car park (7) was rejected in 2024.
- The multi-storey car park currently has 450 spaces across 8 levels. The planning scheme proposed to add 400 more parking spaces. This is to compensate for the loss of 42 spaces at Breakwater Beach from their proposed development.

The Opportunity

The site is a prime opportunity for additional car parking floors due to the steep cliffs surrounding it therefore minimising the impact on residents, buildings and the view across the bay.

However this should be balanced against the impact on the roads system that additional parking here would provide.

Overleaf illustrates the routes to the car park which would be impacted by a significant raise in parking numbers.

- Ⓐ Brixham Marina multi-storey car park entrance
- Ⓑ Brixham Marina multi-storey car park aerial
- Ⓒ Stepped down access to Breakwater Beach



OPPORTUNITY SITE Brixham Marina Car park

There are 2 major routes to the car park. Each have their own positive and negative points, outlined below:

1. Most direct route via New Road and Middle Street passing the harbour. Googlemaps identifies this route as 'the fastest, despite the usual traffic'.

Pros:

- Shortest route.

Cons:

- Adds traffic to an already congested route.
- Severs the pedestrian connection between Fore Street and the harbour (pictured).

2. Alternative route via Drew Street and Manscombe Road.

Pros:

- Avoids congesting the centre of the town.

Cons:

- Directs traffic through residential areas (pictured).



OPPORTUNITY SITE

Breakwater Beach Car park

Introduction:

The site includes the existing Breakwater Bistro and the nearby car park area. It consists of a surface car park fronting onto the beach, the Bistro restaurant building, and some beach huts.

It can be accessed from:

- Berry Head Road via steps descending from the road
- Stepped route from the southwest coast path
- A tunnel linking to the adjacent Brixham Marina multi-storey car park

Previous proposals for the site:

A proposal was developed in 2024 as modular units inspired by the local context of Brixham being a fishing port and are designed to look like fishing huts that sit on top of a solid plinth.

This scheme has been rejected.

The Opportunity

Any development should be sensitive to the scale and character of the area, take advantage of, and retain public access to, the stunning views across the sea and towards the lighthouse.

The site has the potential to be an anchor to draw visitors along the sea wall from the harbour area to extend the spend and duration of stay for visitors.

- A** Sea View from Breakwater Beach Car park
- B** Aerial View of Breakwater Beach Car park
- C** Reed Holland Architects Rejected Proposal



OPPORTUNITY SITE Fore Street

Introduction:

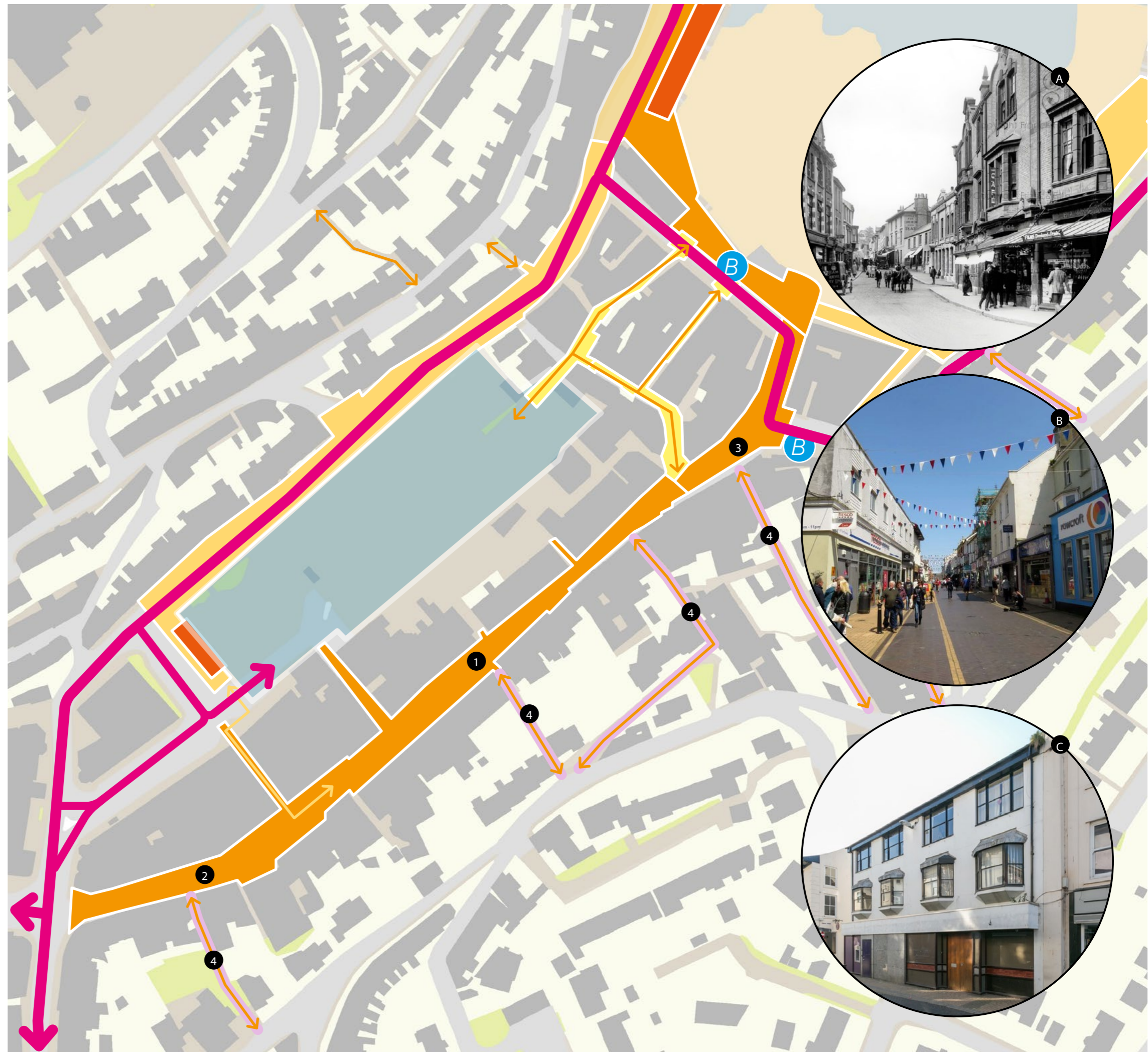
Fore Street, once a thriving hub, now struggles with vacant units and neglected investment, reflecting broader economic challenges. Seen as lagging behind Paignton and Torquay, Brixham's potential as Torbay's fishing and heritage centre remains underutilized. Local initiatives like rate relief, start-up support, and grants could drive its revitalization.

Opportunities for improvement include:

- To provide improvements in road surfaces and street lighting.
- To provide improvements to the built environment and encourage owner participation.
- To encourage new businesses and reinforce existing businesses through support funding and rate relief.
- To actively promote and encourage artisan markets and create a destination town.

1. The Main stretch of Fore Street.
2. The western end of Fore Street struggles as it is off the loop from Brixham Central car park. Support is needed to reinvigorate this end of the high street.
3. The connection to the harbour is severed by the busy vehicular route along The Strand, which is amplified by the closely packed buildings.
4. Pedestrian links down from surrounding residential neighbourhoods.

- A Fore St 1922
- B Fore St 2024
- C Fore St Empty Units



OPPORTUNITY SITE Fore Street

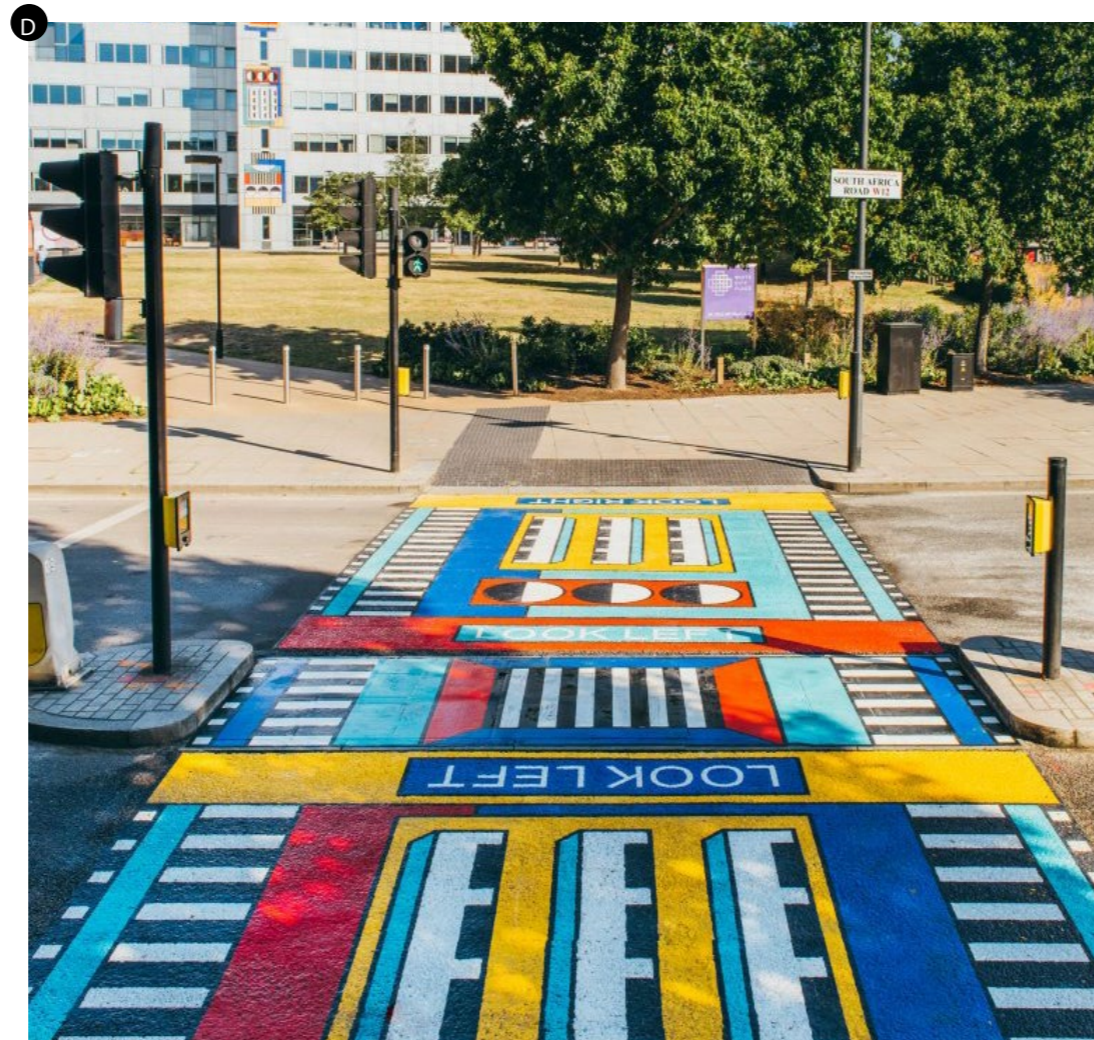
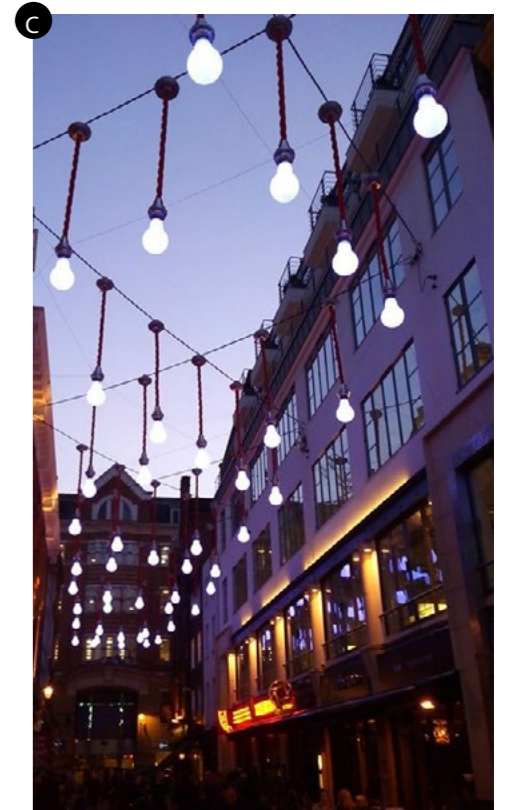
Examples of successful retail streets include:

- A** 'In Bloom' town centre strategies.
- B** Paint activations
- C** Lighting installations
- D** Re-imagining crossings
- E** Umbrella installations along the high street

Improve the main retail street of the town.

A sequence of activations and installations along Fore Street could link to the wider programme of events in the town, adding variety and activity to the high street.

Pages 60-63
These installations shouldn't impact the clear width of the already constrained street and should tie into and reflect the successful festivals and events already held in the town such as the pirate festival and trawler race shown below.



OPPORTUNITY SITE Inner Harbour

Introduction:

Brixham's inner harbour, surrounded by steep terraces forming a natural amphitheatre, is the town's unique selling point and a symbol of its fishing heritage.

Improving the environment for visitors

The benches currently around the harbour are under-sized, without back supports and located in the middle of the public realm, therefore cluttering the space. Bins are likewise uncoordinated and not located in optimal locations.

These should be updated to accommodate a wider variety of numbers of people and be located next to and looking over the harbour to avoid clutter along the coast path route.

The street furniture in general should reflect a holistic design strategy for the whole of Torbay and link into the Torbay Story.

- ✖ Small benches (no back support)
- ✖ Benches with back support
- Kiosk
- Monument

*More detail can be found in proposals for Brixham's Public realm.



OPPORTUNITY SITE Inner Harbour

1928



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Present Day



OPPORTUNITY SITE Inner Harbour

Improving the environment for visitors

The benches currently around the harbour are under-sized, without back supports and located in the middle of the public realm, therefore cluttering the space. Bins are likewise uncoordinated and not located in optimal locations.

As part of the 2014/2016 Harbour Arm refurbishment, over thirty wooden benches were specially made for the space. These were created from the tropical hardwood fenders that once served as buffers between ships and the harbour wall.

Bench surfaces are gently curved so that the rain runs off, but also so that they are equally comfortable to sit on from either side. The strength of the greenheart wood means it does not need an under frame and can be supported on simple metal frames that follow the dovetail shape of the wooden block.



Eden Dock, London. Seating, planting and events

Bispevika, Oslo waterfront



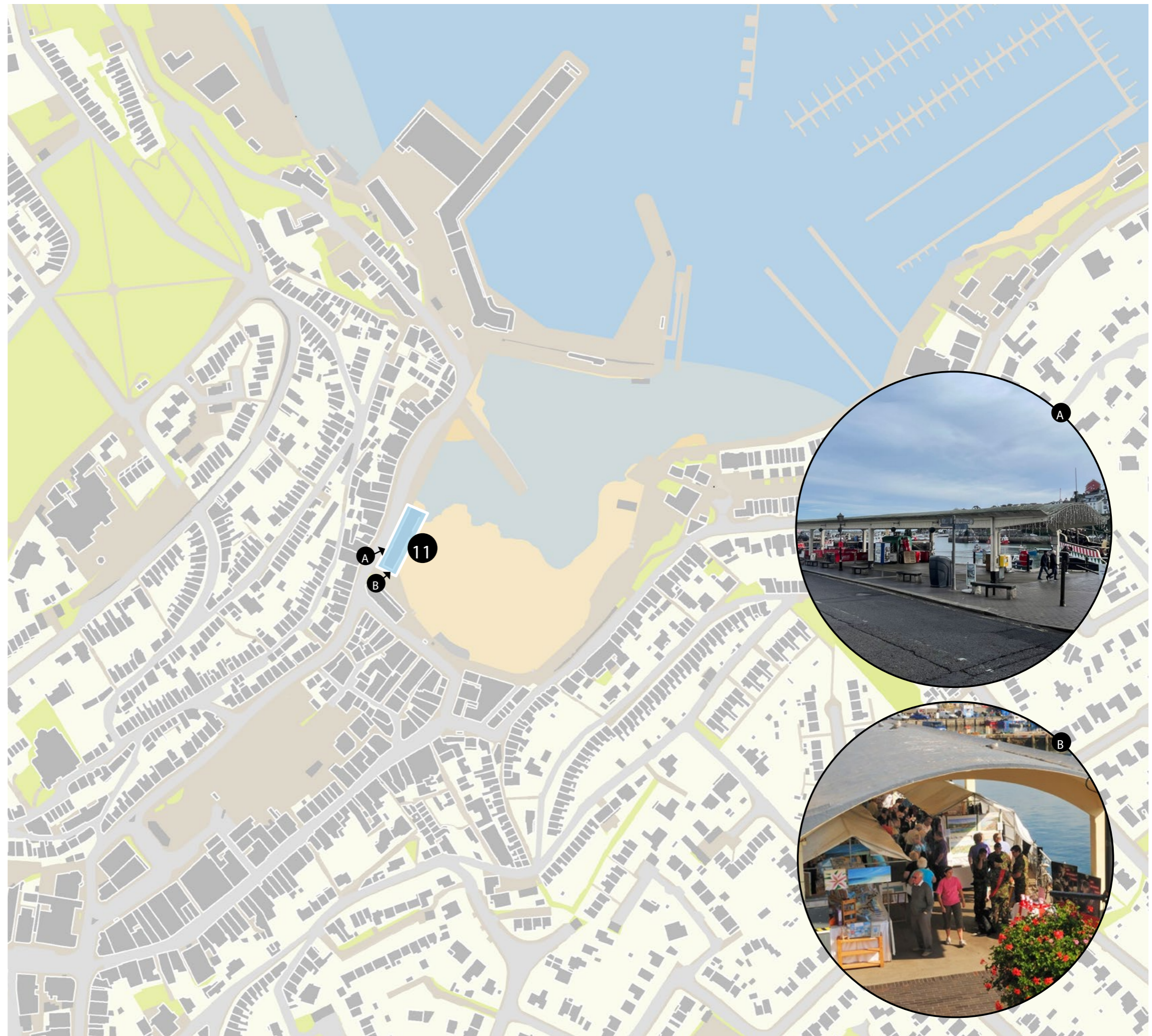
Eden Dock, London. Diversity of planting

OPPORTUNITY SITE Arts & Crafts Market

Introduction:

The current concrete structure is not the same level of quality as the rest of the historic town. It provides vital utility for the town centre and the art and craft market but could, and should, be an iconic part of the town centre experience.

- A** Non market day
- B** Market day



OPPORTUNITY SITE Arts & Crafts Market

Opportunity:

If the structure were to be refurbished or replaced it could act as a catalyst for the harbour area, providing a greater range of uses and attractions for visitors, just as Folkestone, Brighton and Great Yarmouth.



Folkestone Harbour, before regeneration.



Folkestone Harbour, after regeneration.



Folkestone Harbour, Goods Yard market.



Great Yarmouth Market, before.



Great Yarmouth Market, after regeneration.



Shelter Hall, Brighton. Abandoned in the 1990's.







Shelter Hall, Brighton. Re-imagined as a food hall.



OPPORTUNITY SITE South Quay Car park

Visitor Journey

The South Quay area is currently a permit-only car park. Representing a third of the harbour public realm there is the opportunity to significantly improve and diversify the Brixham harbour area to cater for a wider variety of visitors. There are 4 clear opportunities to transform this area:

-  The retaining wall, a blank canvas opportunity. Murals, art, green walling or a combination of all could transform the wall into an instagrammable signature for the town.
-  Family zone. Over time convert from a car park into a family-friendly area with seating, greenery, areas to play and food vendors.
-  Short-term location for street-food vendors.
-  Potential crabbing / family entertainment pontoon.

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South Quay, the blank retaining wall - a blank canvas opportunity.



OPPORTUNITY SITE South Quay Car park

Activating the waterfront.

The opportunity to activate the waterfront for the benefit of residents and visitors by building on the already popular marina's edge.

Examples in Copenhagen, Oslo and Aarhus create destinalional public spaces on the water, bringing in visitors and providing utility for residents.

Murals, family-friendly activities, pop-up food and beverage and retail and leisure opportunities could all activate and enhance the experience of the town centre.

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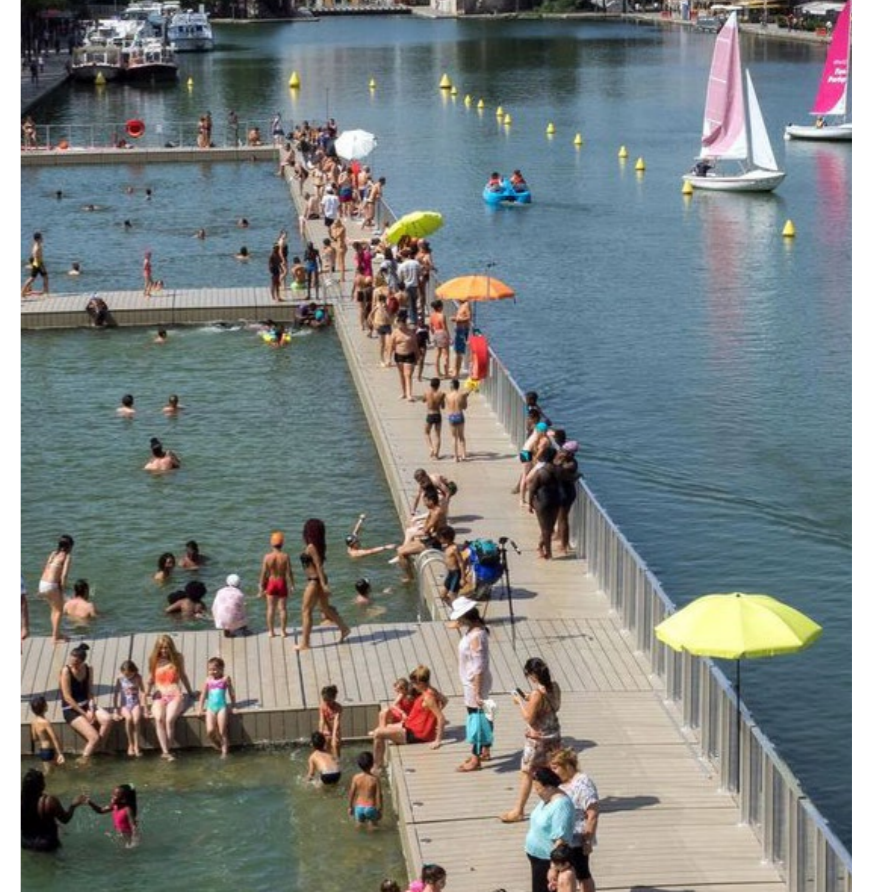
Green wall



Street food vendors



Large-scale mural



Pontoon



Family activities eg. crabbing



Outdoor seating and social areas



Pontoon

OPPORTUNITY SITE South Quay Car park & Inner Harbour

Activating the waterfront.

A partnership between the Eden Project and Canary Wharf has coupled biodiversity with spaces for activities, events and art on the waterfront, providing visitors with places to rest, relax and enjoy.



Eden Dock, London. Seating, planting and events



Kalvebod, Copenhagen, boardwalk



Eden Dock, London. Diversity of planting



Bispevika, Oslo waterfront



Families crabbing off the marina, Brixham

OPPORTUNITY SITE Bridge & Quay

Visitor Journey

The harbour loop could be completed by linking the south-west coast path across to New Pier. This would require changes to the way New Pier and the Harbour operates, however the bridge could open to allow shipping traffic into the harbour.

By implementing this bridge, the harbour can become an entirely connected visitor experience, and by reducing the traffic into the harbour, waterborne activities could also launch from the harbourside.

- A** View back towards the harbour and New Pier (right)
- B** New bridge.
- C** Operation of New Pier altered.
- D** A new range of water-activities could take place in the harbour.



OPPORTUNITY SITE Bridge & Quay

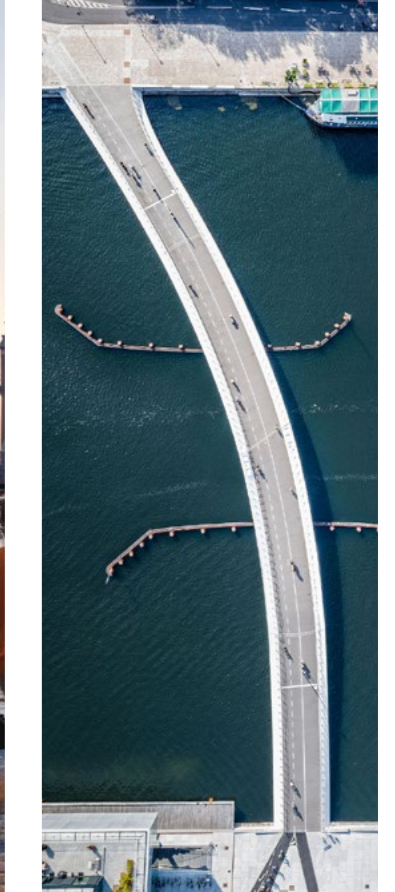
V&A Waterfront Swing Bridge, Cape Town and Lille Langebro, Copenhagen.

The same strategy is used to connect the V&A waterfront in Cape Town. The swing bridge allows traffic through whilst providing access for thousands of people every day.

On a much larger scale, Lille Langebro in Copenhagen accommodates over 10,000 cyclists every day, relieving traffic from the neighbouring vehicular bridge and further connecting safe cycling infrastructure across the city.



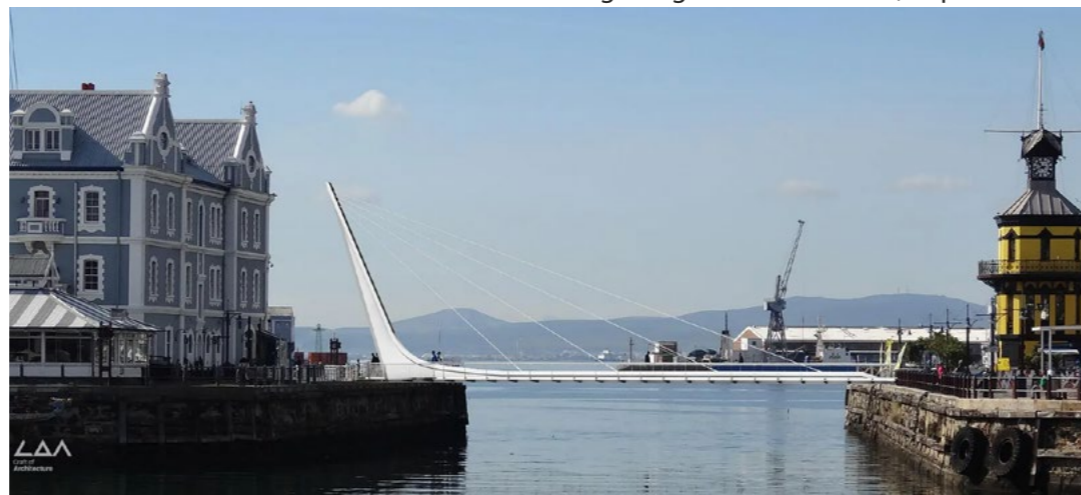
Lille Langebro, Copenhagen



Lille Langebro, Copenhagen



Swing Bridge V&A Waterfront, Cape Town



Swing Bridge V&A Waterfront, Cape Town



Torquay Marina Bridge

OPPORTUNITY SITE Bridge & Quay Complete the harbour loop

Wider regeneration, as at Folkestone.

By working through the steps outlined in the previous pages of this document, a wider regeneration of the entire harbour can be aspired to.

As referenced in this document, Folkestone has undergone significant regeneration over the past 5 years with the creation of the Folkestone Harbour and Seafront Development Company. It aims to revitalise the harbour area to create a new seafront for residents and visitors and includes renovated train station, swing bridge and viaduct, harbour arm public realm, reused lighthouse, boardwalk, street furniture, restored Custom House as well as plans for new homes.



Historic lighthouse.



Falling into disrepair.



Re-imagined as a cafe & restaurant.



Working industrial train station.



Falling into disrepair.



Re-imagined as a key part of the public realm.



Historic viaduct and bridge.



Unused when trains ceased running to ferries.



Revitalised as a linear park with a swing bridge.



Light-industrial heritage.



Disused and abandoned.



Cleared and reconnected via a boardwalk.

OPPORTUNITY SITE

Shoalstone Seawater Pool

Introduction:

Shoalstone Seawater Pool is located on the coastline in Brixham, offering scenic views of the harbour and the sea. While it is an important and popular destination in the town, its connectivity to the rest of Brixham can be seen as somewhat limited, especially for those traveling on foot or public transport

Opportunities for improvement:

- Enhance signage and walkways for easier navigation from Brixham town centre to the pool.
- Introduce frequent, direct public transport or a tourist shuttle to improve access.
- Upgrade accessibility with ramps, smoother paths, and nearby parking for disabled visitors.

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- A** Shoalstone seawater pool
- B** Stepped access to pool
- C** Shoalstone seawater pool aerial

- Pedestrian route from Outer Harbour to Shoalstone Seawater pool (0.6km)



OPPORTUNITY SITE Shoalstone Seawater Pool

Activating the waterfront.

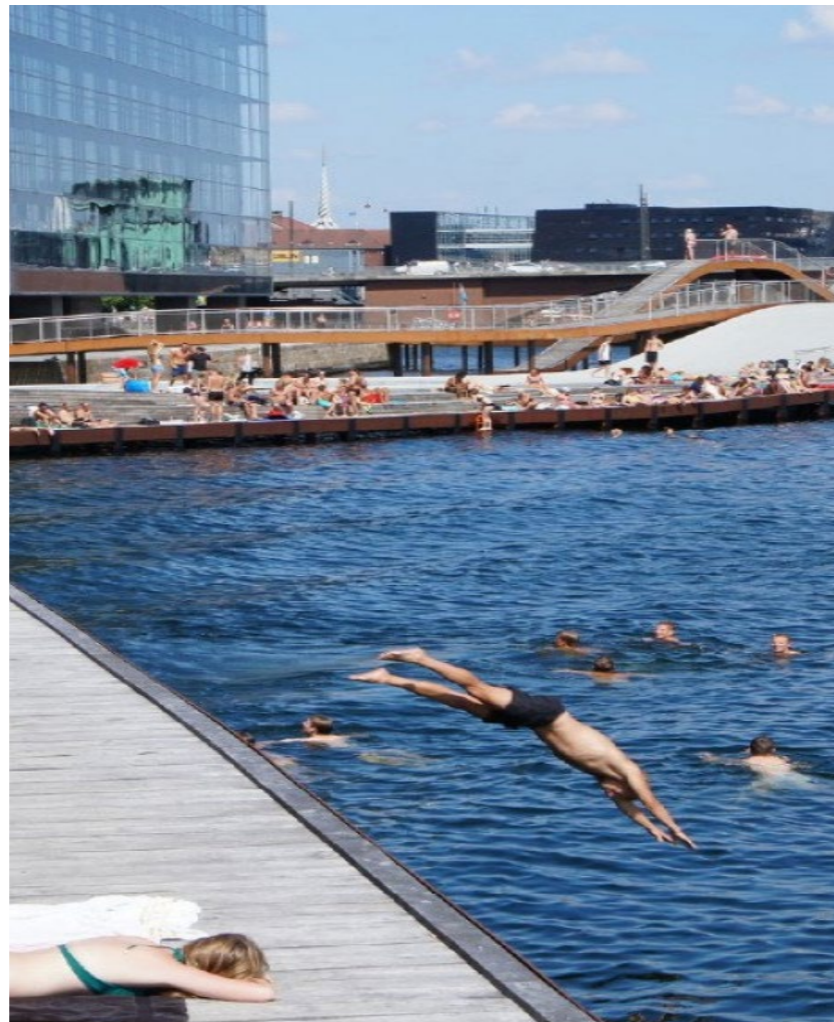
There is opportunity to activate the waterfront by maximising the potential of Shoalstone seawater pool, an existing popular asset.



Shoalstone seawater pool, Brixham



Sea lido, Aarhus



Kalvebod, Copenhagen



Sea lido, Aarhus

BRIXHAM Key Sites Summary

This long-list of projects, interventions and opportunities provide a variety of different opportunities to improve the vitality and vibrancy of Brixham, building on its established strengths and tackling some of its physical barriers.

Overleaf is a summary of the key focus areas where interventions could make the most impact.

- 1 Brixham Central Car Park
- 2 Fish Market
- 3 Oxen Cove Car Park South
- 4 Oxen Cove Car Park North
- 5 Brixham Laboratory
- 6 Brixham Marina Car Park
- 7 Breakwater Beach Car Park
- 8 Town Square
- 9 Fore Street
- 10 Inner Harbour
- 11 Market
- 12 South Quay Car Park
- 13 Bridge & Quay
- 14 Shoalstone Seawater Pool



BRIXHAM

Key Focus Areas

Enhance connectivity between the harbour and central car park by strengthening the pedestrian link to improve access and flow.

Refurbish or replace the market building to create a vibrant and functional community and visitor hub.

Activate public spaces along the harbour by introducing new seating, planters, and gathering areas to create a welcoming environment for locals and visitors.

Page 83
Transform South Quay car park into a visitor attraction, incorporating murals, green walls, and a signature 'Brixham backdrop'.

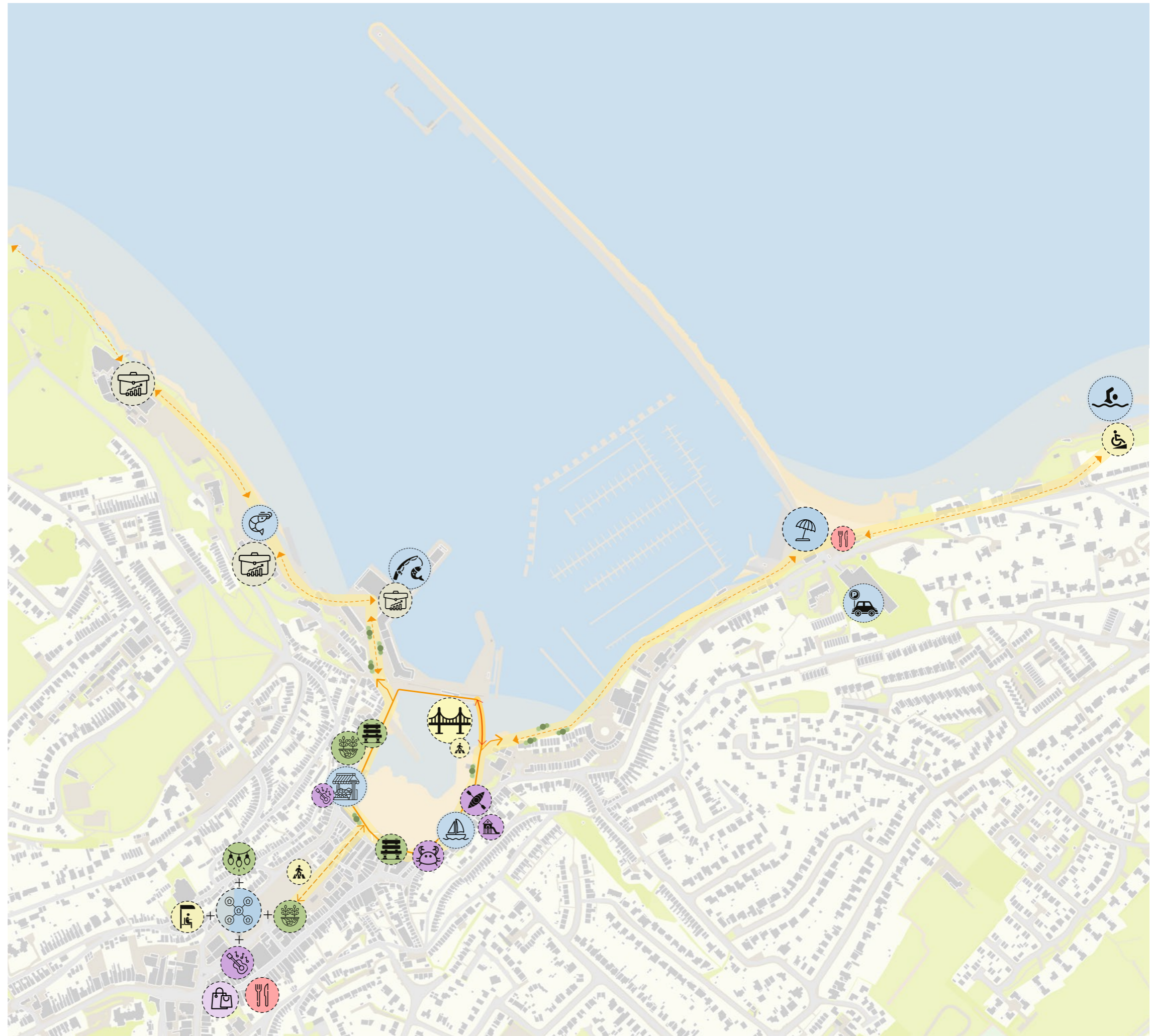
Create family-friendly zones for family-oriented activities, such as waterfront crabbing, street food, and interactive play spaces, potentially extending pontoons to support these activities.

Complete the harbour loop with a bridge connecting South Quay to New Pier and the Fish Market, creating a seamless walking route.

Upgrade the Town Square and bus shelter area by improving the aesthetics of this gateway to the town to provide a more inviting first impression.

Revitalize the western end of Fore Street by addressing the disconnection from the harbour, enhancing its visual appeal and accessibility.

Integrate parking with key attractions by ensuring clear wayfinding and convenient parking access for visitors to key amenities.



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TORBAY REGENERATION VISION: SUMMARY

Torquay | Paignton | Brixham

Torbay Summary Report Outline

Torbay is home to the vibrant towns of Torquay, Brixham, and Paignton. The Torbay Place Vision sets out a bold ambition to reposition the area for long-term success, while ensuring each town develops its own distinct identity and role within the Bay.

This forward-thinking vision aims to attract investment, drive business growth, and promote heritage and cultural activities—creating a vibrant, thriving environment for residents, businesses, and visitors.

This vision acts as a strategic tool for marketing and investment, empowering Torbay Council and its regeneration partners, Willmott Dixon and Milligan to showcase opportunities, attract funding, and deliver an ambitious portfolio of regeneration and placemaking initiatives.

Developed in collaboration with local stakeholders, the document builds on existing statutory plans, including Neighbourhood Plans and Masterplans, to provide clear direction on investment opportunities, priorities for new projects, and interventions within the town centre and supporting infrastructure.

It will be reviewed and updated annually to ensure it reflects evolving macro- and micro-level factors.

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Torbay Regeneration Vision Summary Report

00 Introduction
Torbay
Context
Local Urban Centres
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Key Town Identities

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Key Towns
Pedestrian Connections
Ferry Connections
Cycling Connections
Active Travel Fund

02 The Three Towns
Torbay Story
Heritage
Mapping
Workshops & key sites
Timeline
Key Principles
Common Key Principles
Conclusion

INTRODUCTION

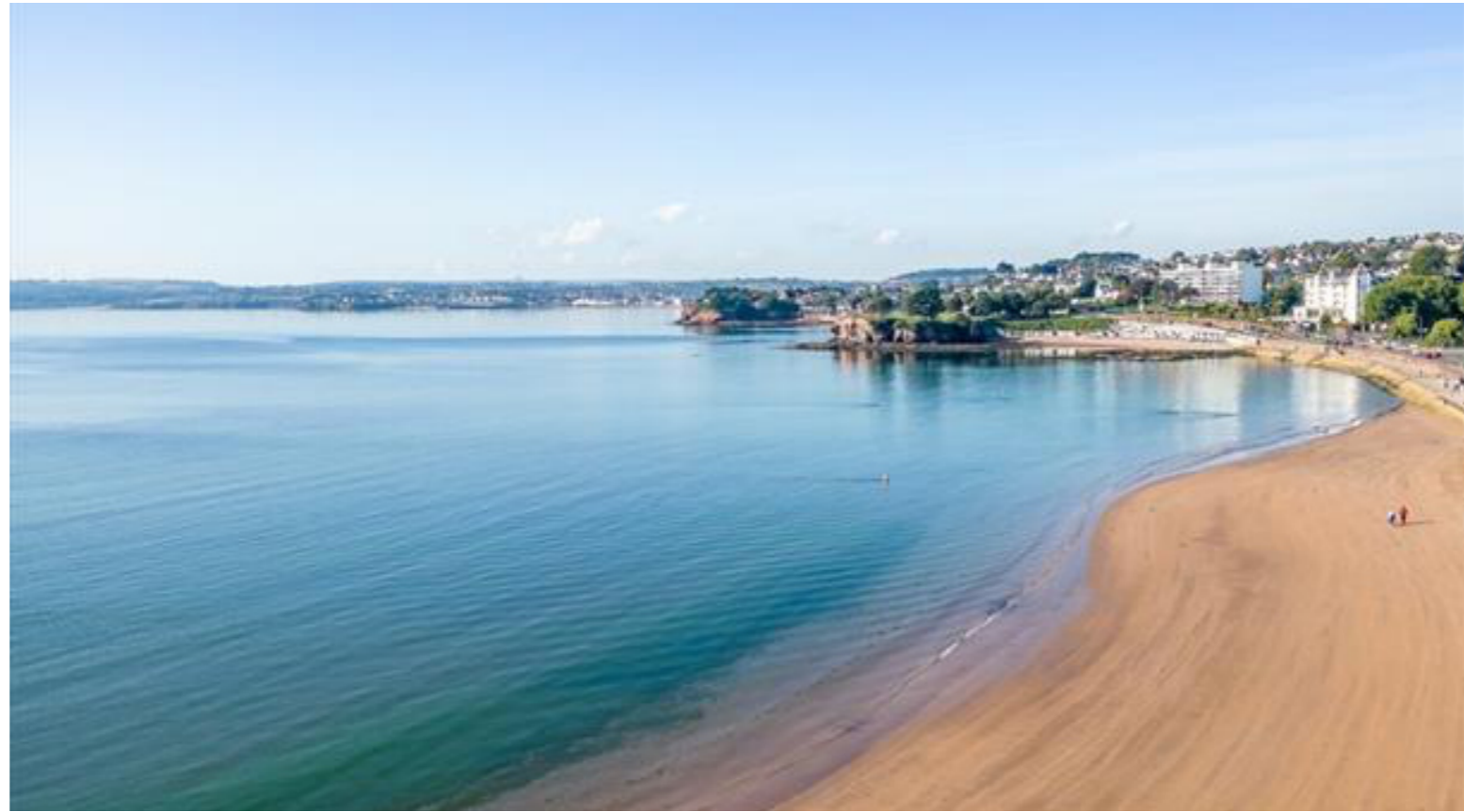
Torbay: The English Riviera

TORBAY

The English Riviera

Torbay, often referred to as The English Riviera, is a picturesque coastal area in South Devon, England, encompassing the towns of Torquay, Paignton, and Brixham. Known for its mild climate, sandy beaches, and palm-lined promenades, Torbay has long been a popular seaside resort. The area blends traditional charm with modern attractions, offering everything from historic sites and scenic harbours to lively entertainment and water sports. Its nickname reflects both its Mediterranean-style scenery and its enduring appeal as a holiday destination.





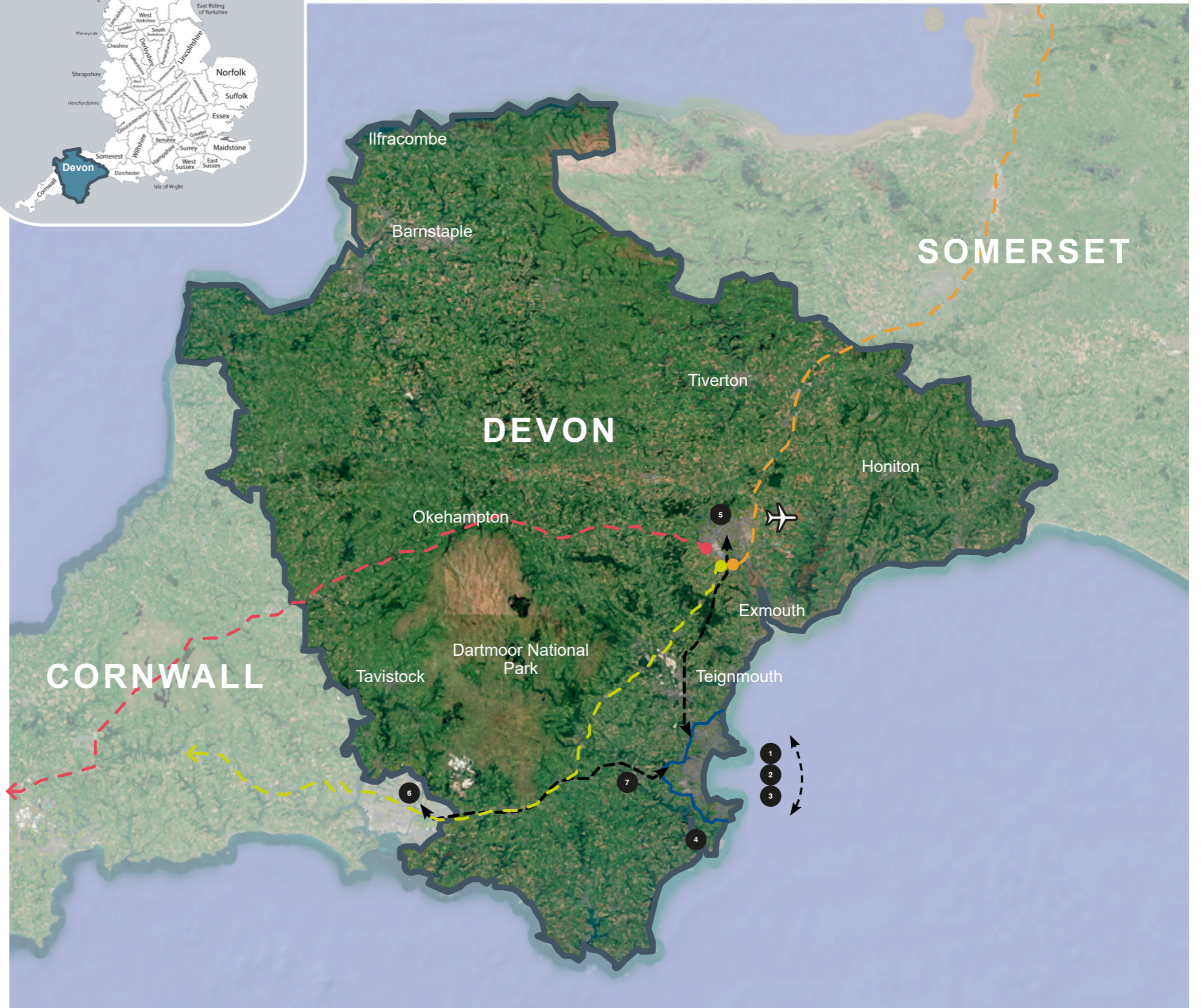
TORBAY County Context

Torbay is a prominent coastal area in the south of Devon, often regarded as one of the county's key tourist destinations. Nestled along the English Channel, it includes the three towns of Torquay, Paignton, and Brixham, each contributing to the area's diverse character and appeal. Within the broader context of Devon, Torbay stands out for its unique microclimate, sandy beaches, and vibrant seaside culture. It plays a significant role in Devon's economy, particularly through tourism, maritime industries, and hospitality. With its blend of natural beauty, historical interest, and coastal charm, Torbay exemplifies the best of Devon's coastal living.



- 1 Torquay
 - 2 Paignton
 - 3 Brixham
 - 4 Dartmouth
 - 5 Exeter
 - 6 Plymouth
 - 7 Totnes
- - M5
 - - A30
 - - A38
- Exeter Airport

Birmingham - 3 hours.
London - 3 hour drive, 2:45 by train.
Manchester - 4.5 hours.



TORBAY

Local Towns

- 1 Torquay
- 2 Paignton
- 3 Brixham
- 4 Dartmouth
- 5 Exeter
- 6 Plymouth
- 7 Totnes

- M5
- A30
- A38
- Train Lines

✈ Exeter Airport

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Torbay to Dartmouth:
• By car: ~11 miles / ~30–35 minutes (includes ferry from Kingswear)
• By public transport: ~50–70 minutes
• Typical route: Train from Torquay/Paignton to Kingswear (via Paignton), then foot ferry to Dartmouth

Torbay to Exeter:
• By car: ~25 miles / ~35–45 minutes
• By public transport: ~50–60 minutes
• Typical route: Direct train from Torquay or Paignton to Exeter St Davids or Central

Torbay to Plymouth:
• By car: ~32 miles / ~50–60 minutes
• By public transport: ~1 hour 10 minutes – 1 hour 30 minutes
• Typical route: Train from Torquay or Paignton to Plymouth (direct or via Newton Abbot)

Torbay to Totnes:
• By car: ~10 miles / ~20–25 minutes
• By public transport: ~20–30 minutes
• Typical route: Direct train from Torquay or Paignton to Totnes



TORBAY

Complementary Local Centres

Exeter

Exeter boasts a rich cultural, architectural, and educational heritage. Known for its medieval cathedral, Roman walls, and vibrant quayside, Exeter blends history with a modern atmosphere. Home to the University of Exeter, the city has a youthful, dynamic population. Ancient landmarks like the Gothic cathedral and Guildhall, combined with contemporary amenities and green spaces, highlight Exeter's unique mix of tradition and innovation. The picturesque River Exe further enhances the city's charm.

Totnes

Totnes is renowned for its unique, eclectic character, rich history, and alternative culture. Famous for well-preserved medieval architecture like Totnes Castle and East Gate arch, it's a hub for artists, musicians, and eco-conscious individuals. The town features bustling market days, independent shops, and organic cafes, all contributing to its charm. Set on the picturesque River Dart, Totnes blends natural beauty, rich heritage, and a progressive, bohemian spirit.

Dartmouth

Dartmouth is celebrated for its rich maritime heritage and scenic coastal beauty. Known for the historic Royal Naval College and landmarks like Dartmouth Castle, the town features charming narrow streets and a bustling harbour. Dartmouth's vibrant cultural scene includes annual events like the Dartmouth Regatta and Food Festival, reflecting its lively community. Its identity is a captivating blend of history, seafaring tradition, and coastal charm, enhanced by artisanal shops and waterside eateries amidst the stunning South Devon landscape.

Plymouth

Plymouth is steeped in maritime history and known for its significant naval base. Famous for landmarks like the historic Plymouth Hoe, the Royal Citadel, and the Mayflower Steps, the city celebrates its seafaring heritage. Plymouth's identity is also shaped by its modern waterfront development, bustling cultural scene, and prestigious educational institutions like the University of Plymouth. With a mix of historical sites, contemporary amenities, and scenic coastal beauty, Plymouth embodies a dynamic blend of tradition and innovation.

Exeter

Cathedral | University | National retailers | Public Spaces | Heritage



Totnes

Market Town | Heritage | Independent retailers



Dartmouth

Naval College | Regatta | Sailing | Geographical Location



Plymouth

Naval City | Royal William Yard | Port | Retail | Heritage



TORBAY

Key Town Identities



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Torquay
Natural Beauty | Historic Charm | Vibrant Marina

Torquay is renowned for its stunning beaches, vibrant marina, and mild climate. Often dubbed the “English Riviera,” Torquay boasts a blend of Victorian elegance and modern attractions, including the iconic Torquay Pavilion and the Living Coasts zoo and aquarium. The town’s lively waterfront, palm-lined promenades, and rich literary history as the birthplace of Agatha Christie contribute to its unique charm. Torquay’s identity is a delightful mix of natural beauty, historical allure, and contemporary seaside resort appeal.



Paignton
Long Beaches | Family Entertainment | Leisure Offers

Paignton is known for its beautiful beaches, family-friendly attractions, and traditional pier. Famous for its long sandy shoreline and Paignton Zoo, the town offers a blend of natural beauty and entertainment. Paignton’s colourful beach huts, bustling promenade, and scenic coastline embody a classic British seaside experience. Its identity is a vibrant mix of coastal charm, recreational fun, and community spirit, making it a beloved destination for visitors and residents alike.



Brixham
Fishing Heritage | Maritime History | Community | Vibrant Arts Scene

Brixham is celebrated for its rich maritime history and thriving fishing industry. Known for its colourful harbour-side cottages, bustling fish market, and historic replica of Sir Francis Drake’s ship, the Golden Hind, Brixham has a deep connection to the sea. The town’s identity is shaped by its traditional fishing heritage, maritime traditions, and welcoming community spirit. With stunning coastal views, charming narrow streets, and a vibrant arts scene, Brixham offers a blend of historical charm and coastal beauty that captivates visitors and residents alike.

TORBAY

The Torbay Story

The Torbay Story articulates the distinctiveness, character and opportunities of the area, highlights what makes it special, what there is on offer and why it should be on peoples list to visit. The overarching story consists of themes (overleaf) that represent hat needs to be focused on for Torbay to prosper. The themes combine elements that are already important in the area, alongside the potential of the place and lesser-known ingredients of the Torbay experience. The Story highlights the distinctive character of its three towns:

TORQUAY

PAIGNTON

BRIXHAM

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Torquay is...Leading on leisure and lifestyle by the sea

Torquay is the best known of the Torbay towns and as a destination brand the heart of the English Riviera and a premier experience. From the inviting blue Bay to the gardens and galleries, to the harbour side cafes and restaurants and the surrounding captivating countryside it is a place that inspires. The location is also part of the UNESCO Global Geopark which recognises outstanding landscape, and coupled with a mild micro climate the attraction is clear to see.

The marina is the epicentre of the place experience and a place to be seen just wandering around looking at the yachts and soaking in the elegant atmosphere. Whilst there is plenty to do in Torquay other possibilities are a centre for creative writing, building on the DNA of Agatha Christie and others, a home for the Geopark to tell the story of the landscape and activation of the public realm, it has a lot of stories to tell! Ultimately, Torquay is perfectly positioned to benefit from the focus on leisure and lifestyle so many are discovering, this has been its proposition for decades and it intends to retain and develop that brand quality and experience for the enjoyment of generations to come.

Paignton is...Family fun on the foreshore.

Paignton is the classic British seaside town and wants to be the best bucket and spade experience anywhere. It boasts a beautiful sandy beach, brightly coloured beach huts, a promenade and pier. Right next to the beach is family friendly fun at the Geoplay Park where young and old spend time together. The water-based activities, a special climate, along with exotic palm trees, make it feel like a real place of escape.

With the nearby Zoo, steam train, refurbishment of the famous Picture House (the oldest surviving cinema in Europe) and potential for more food and drink brands it just needs to package it all up and deliver fun and frolics by the sea.

Paignton is also...The Centre for enterprise, electronics and entrepreneurship:

Paignton is also a place that excites entrepreneurs - as seen by the cluster of technology businesses who call it home. As well as right across Torbay, here there is 'tech by the sea' epitomised by EPIC, the Electronics and Photonics Innovation Centre, a purpose-built hub with laboratories and offices, but also research and development and product development facilities. It is home to various international tech businesses who find the quality of the environment, both work and natural, to be extremely attractive.

Paignton, along with other parts of the Bay, can be a hub for tech entrepreneurs and start-up businesses with people who want to return to the area, perhaps from nearby universities or who have studied at the renowned South Devon College.

Brixham is...A creative food and fishing fusion

Brixham is a wonderful and colourful collision of creativity, craft, food and fishing; a very special place. You can enjoy the best in seafood from fish and chips to memorable restaurant meals, knowing that the provenance of the product is literally right next to you. This is a place of glorious disconnects, epitomised by enjoying the best in gourmet seafood whilst watching fish being landed in one of the busiest fishing ports in the UK; an industrially inspired, quality dining experience.

From art and craft markets to events and festivals such as Brixfest, Brixham comes together as a community, but one that welcomes others to enjoy the experience it offers. However, there are other aspects of creativity to be found in the businesses within Brixham Laboratory, a science and technology-based hub sitting right next to the sea. Here there are leading edge companies in the fields of marine, environmental, photonics and water quality. Brixham is a compelling collection of experiences.

TORBAY

The Torbay Story

The 'big idea' for Torbay connects its businesses, leisure and tourism trade and its natural environment to utilise these assets better. Radiating influence, building confidence, cultivating and encouraging strong leadership, developing new relationships, bringing business and place together. The three overarching themes include:

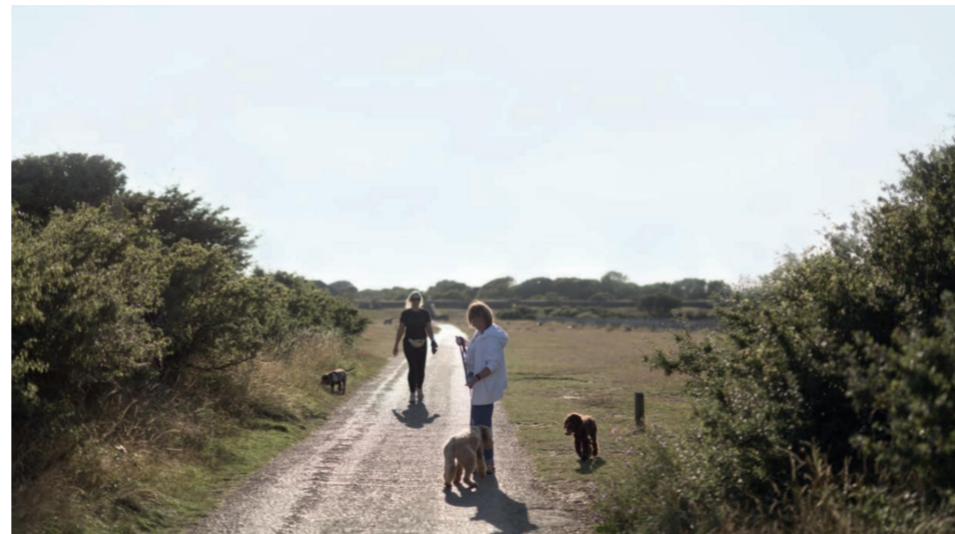


Tech by the bay

Torbay is home to a myriad of amazing tech businesses scattered across the glorious natural environment; many are located here because of it.

Globally significant companies specialising in environmental services, marine engineering, green technology and water testing are headquartered in Torbay. Business in Torbay is all about knowledge. It is an economy based on ideas, innovation, thinking and ingenuity where 'small' is big and beautiful.

Torbay aims to grow its relationships with regional universities to extend these specialisms, with a particular priority of encouraging start-up businesses attracted by current clusters but also the environment to live and work in.



The hub for active adventurers

As people re-evaluate increasingly pressurised lives, there is a real focus on mental and physical health and a shift to prioritise friends, family and personal life.

The Torbay Story is about a connection with nature where you can explore the environment and yourself whilst being healthy; the options are endless. The combination of active experiences on offer provides a celebration of outdoor enjoyment for all ages and abilities.



Torbay: The premier marine and natural experience

Torbay is a place rich in texture, with a wide range of assets from craft and creativity to fishing and food. From photonics to the pier and beach. From Agatha Christie to the UNESCO Geopark. Active sport to events and festivals. Torbay's outstanding marine and natural experience is as important for attracting, retaining and growing leading edge tech businesses as it is for bringing visitors to the area and being a place where people want to live.

CONNECTIVITY

Connecting Across The Bay

TORBAY

Key Towns

Key Places & Population (Based on 2021 Census)

Torbay
Population: 136,218
Average age 44

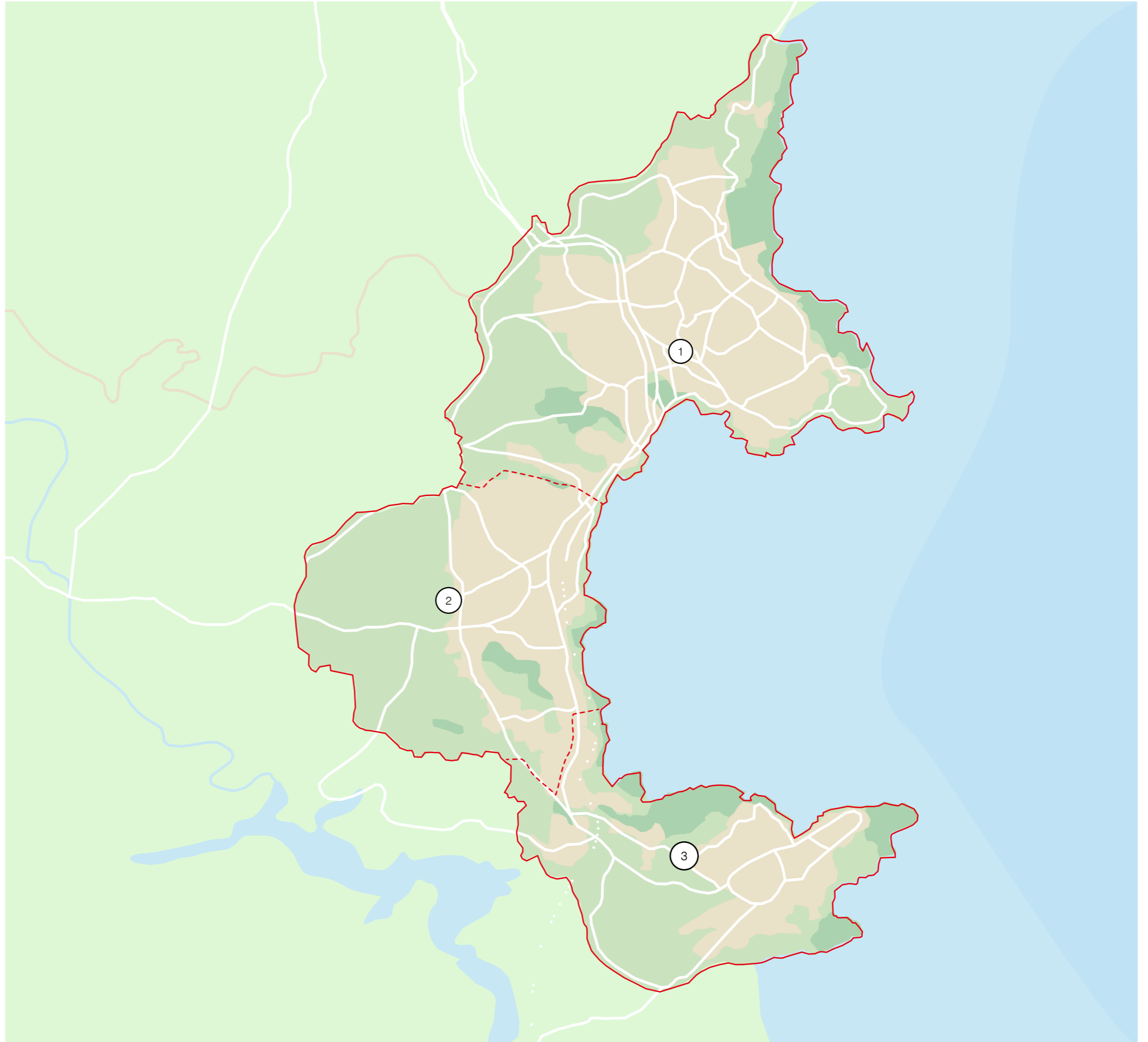
① Torquay
Population: 52,037
Primarily Aged: 35 +

② Paignton
Population: 67,488
Primarily Aged: 35 +

③ Brixham
Population: 17,457
Primarily Aged: 35 +






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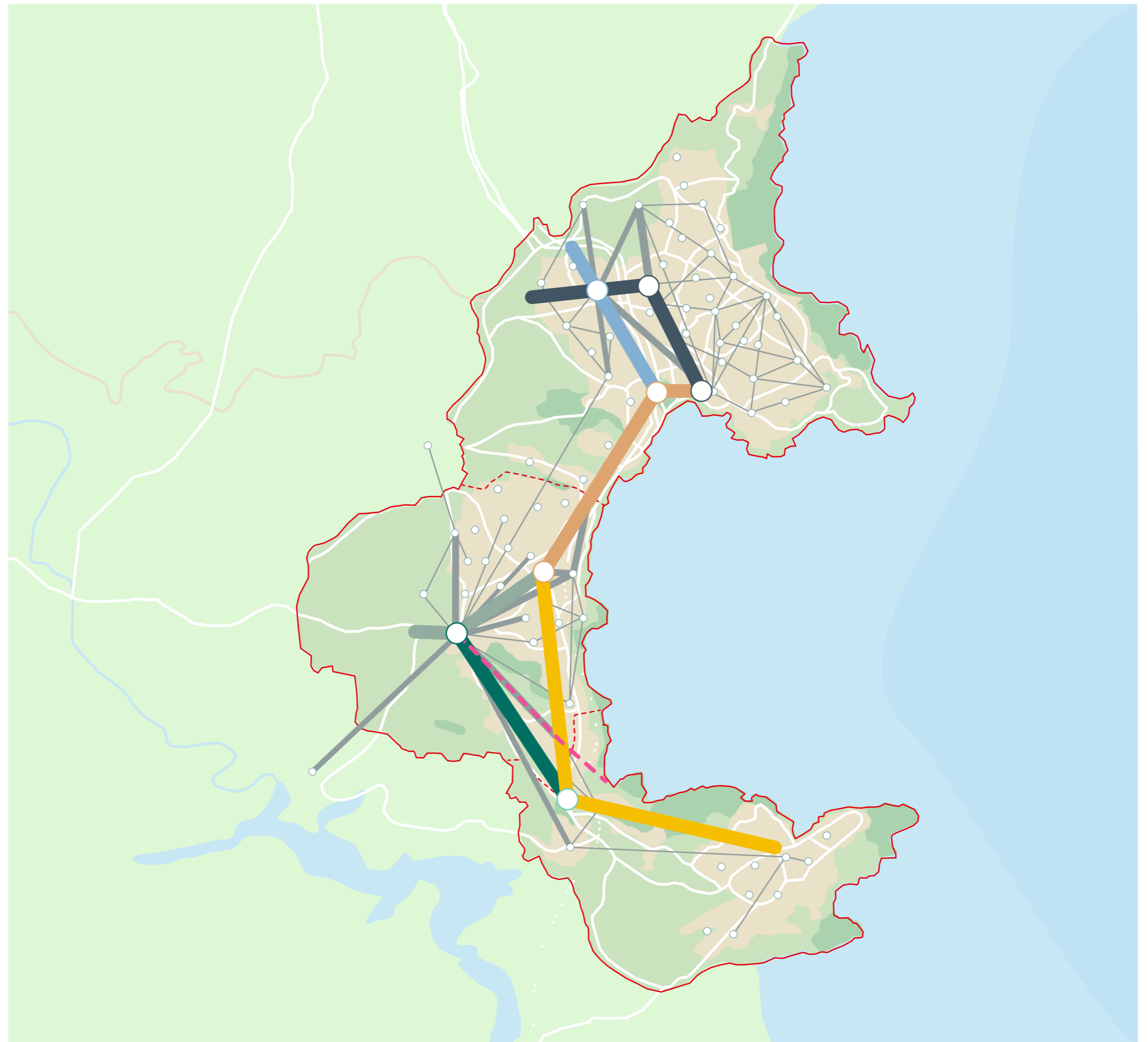
- Town Boundaries



TORBAY Desire Lines

The LCWIP outlines a number of datastreams that lead to the following desire lines:

-  Torquay Harbour to Paignton, as the top priority.
-  An emerging cycle network in Torquay, connecting town centre, train station, hospital, growth areas and key tourist and school destinations.
-  Paignton to Collaton St. Mary.
-  Paignton to Brixham.
-  An additional significant desire line was identified between Tweenaway and Broadsands, however was not taken forward in the LCWIP development as there is already a generally good level of cycle provision along the route.



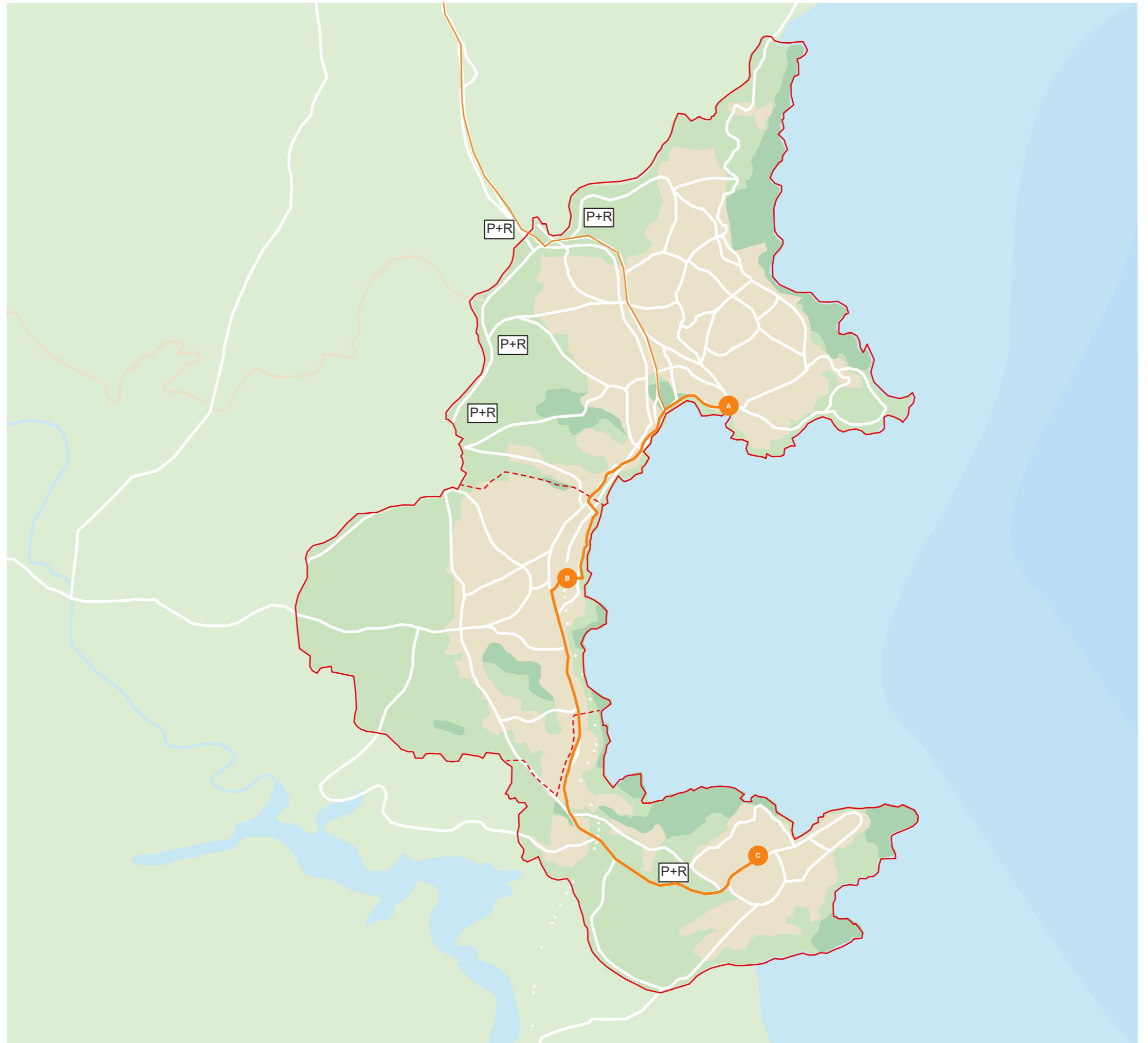
TORBAY

Vehicle Connections

Torquay, Paignton, and Brixham - the three towns that make up Torbay - are well-connected by road and public transport, making travel between them easy and convenient, however can get very congested at peak times in the summer months. Torquay and Paignton are just 3.5 miles apart, taking around 10–15 minutes by car via the A3022, and are also linked by regular train and bus services. Paignton to Brixham is approximately 6 miles, with a scenic 15–20 minute drive along the coast, while Torquay to Brixham is about 8.5 miles and takes around 20–25 minutes by road, typically via Paignton. The towns are served by the frequent Stagecoach Gold bus service (Route 12), providing reliable connections throughout the area. While Brixham does not have a railway station, both Torquay and Paignton are on the rail network, offering further transport links across South Devon

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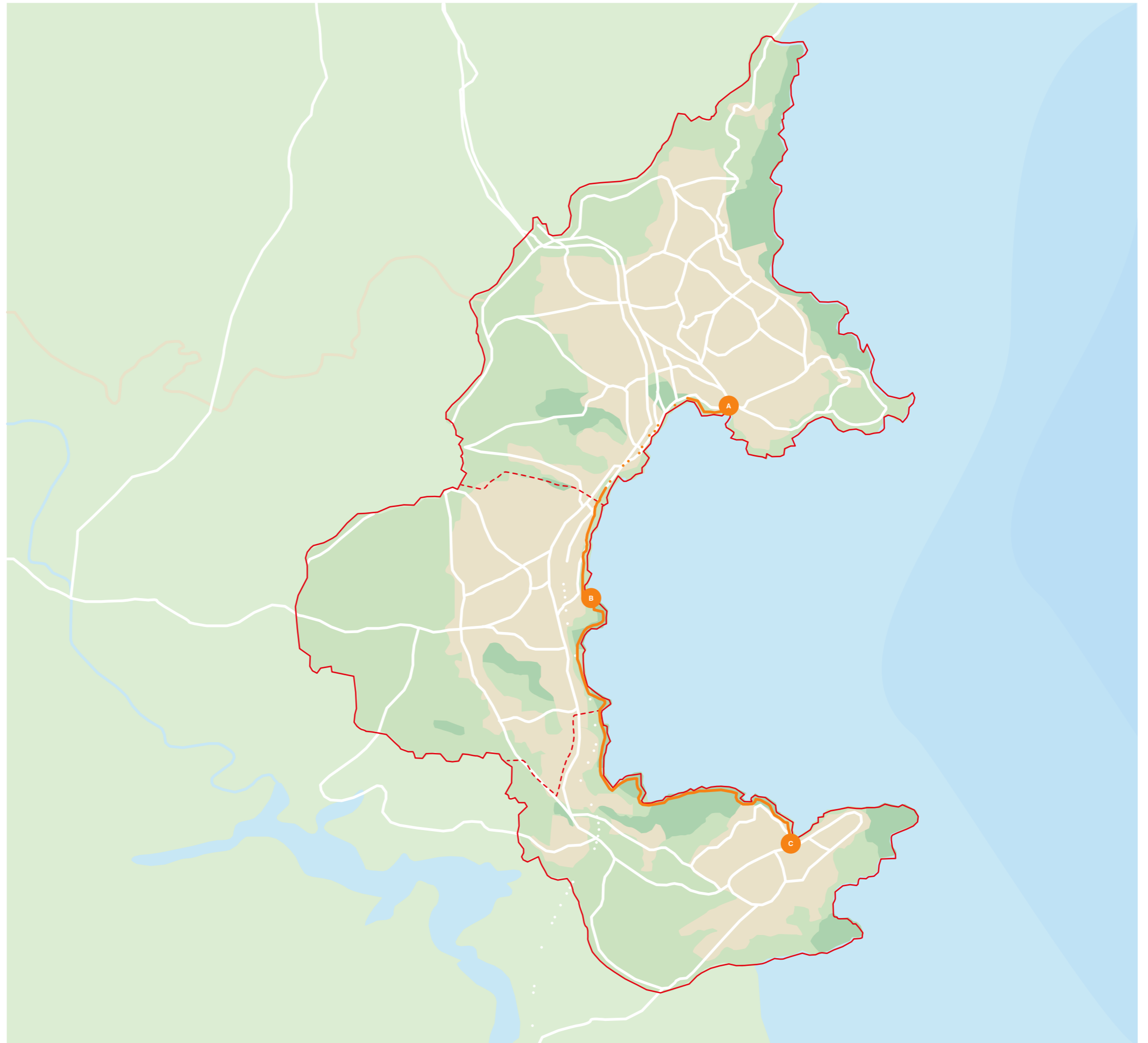
- Torquay centre
- Paignton centre
- Brixham centre
- → ● 5.2KM (11 mins)
- → ● 8.5KM (15 mins)



TORBAY Pedestrian Connections

Torquay, Paignton, and Brixham are connected by scenic sections of the South West Coast Path, offering excellent pedestrian access between the three towns. The walk from Torquay to Paignton is around 3.5 miles and takes about 1.5 hours, following a mostly level, paved path with beautiful sea views and beach stops. From Paignton to Brixham, the 6.5-mile route is more challenging, with varied terrain and coastal scenery, taking around 2.5 to 3 hours. The full walk from Torquay to Brixham covers approximately 10 miles and takes 4 to 5 hours, rewarding walkers with panoramic views, coves, and beaches along the way. These well-marked trails make Torbay an ideal area for coastal walking.

- Page 101
- Torquay harbour
 - Paignton harbour
 - Brixham harbour
 - South West Coast Path
 - Break in South West Coast Path
 - 14.2KM (3 hrs 25 mins)



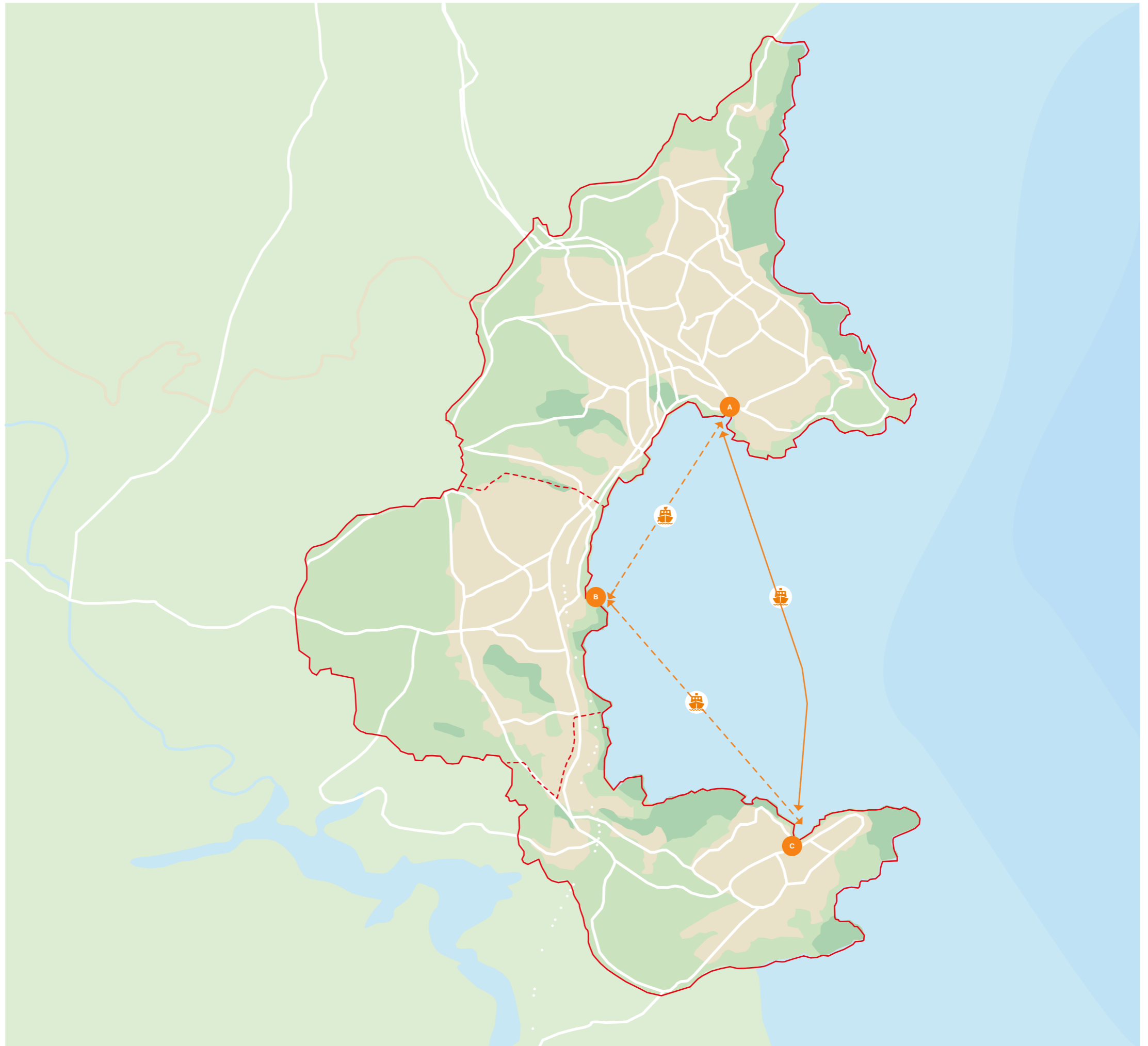
TORBAY

Ferry Connections

Ferry services connect the towns of Torquay, Paignton, and Brixham, providing a scenic and convenient way to travel across Torbay. The Western Lady Ferry offers regular sailings from Torquay to Brixham, with a journey time of about 30 minutes. Paignton Pleasure Cruises operates services between Paignton, Torquay, and Brixham, with multiple departures throughout the day. Additionally, WeFerry provides connections between Brixham, Torquay, and Paignton, offering a comfortable travel option. These services primarily operate from April to October, offering not only practical transport but also beautiful views of the bay, making them a popular choice for both locals and visitors.

- Torquay harbour
- Paignton harbour
- Brixham harbour
- Torquay to Paignton (30 mins, hourly)
- Paignton to Brixham (20 mins, hourly)
- Torquay to Brixham (30 mins, hourly)

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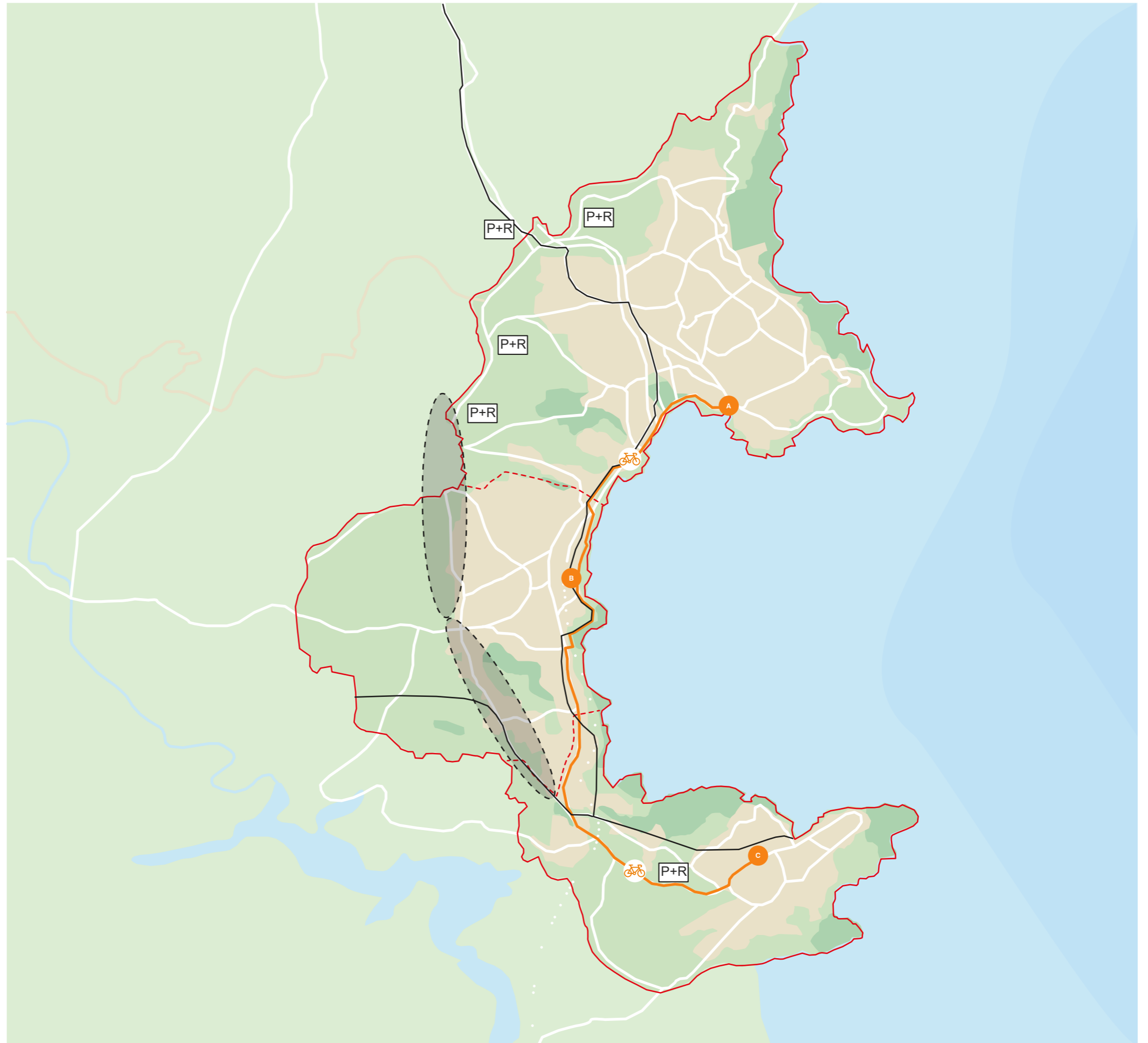
TORBAY Cycling Connections

Cycling between Torquay, Paignton, and Brixham is a popular and scenic way to explore Torbay. The route from Torquay to Paignton is about 3.5 miles and follows the flat, dedicated Torbay to Paignton Cycle Path, taking around 15–20 minutes. Paignton to Brixham is approximately 6 miles and can be cycled along the A3022 or the more scenic South West Coast Path, taking about 25–30 minutes. For a longer ride, the route from Torquay to Brixham is 8.5 miles, with options along the A379 or the coast path, offering a more challenging but rewarding experience, typically taking 35–45 minutes. These routes offer a mix of flat paths and more hilly terrain, providing a great way to enjoy the coastal views of the area.

- A Torquay centre
- B Paignton centre
- C Brixham centre

- Google maps quickest route:
- B → C 5.6 KM (20 mins)
 - B → A → C 8.7 KM (32 mins)

- National cycle route
- Western Corridor Improvements
- P+R Park & Ride possibilities

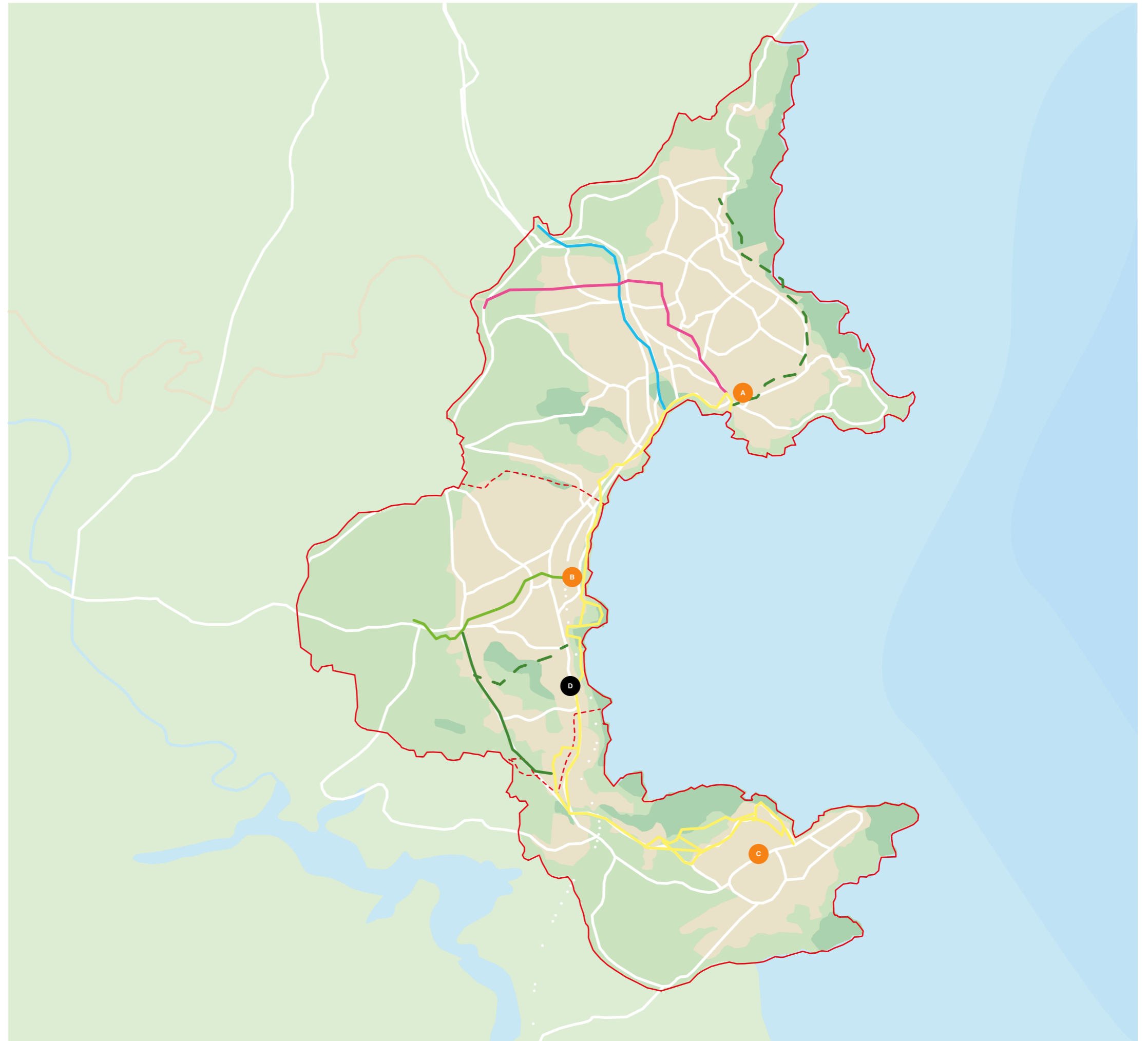


TORBAY

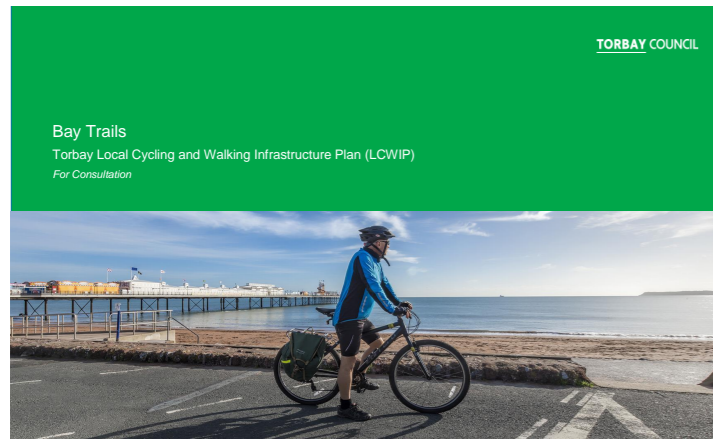
Cycling Improvements

The proposed five trails in Torbay would transform cycling infrastructure, offering over 27km of traffic-free or low-traffic routes suitable for all ages and abilities. With widened paths and improved accessibility, including for mobility scooter users, the trails would serve as a new tourist attraction, connecting key destinations and showcasing the Bay's natural beauty. They aim to regenerate town centres, enhance commuting and school travel options, and benefit residents, particularly in central Paignton and Torquay's most deprived areas.

- A Torquay centre
- B Paignton centre
- C Brixham centre
- D Pinch point in cycle path
- Beaches Trail
- Hospital Trail
- Town Trail
- Zoo Trail
- Brixham Road
- - - Other Future Cycle Routes

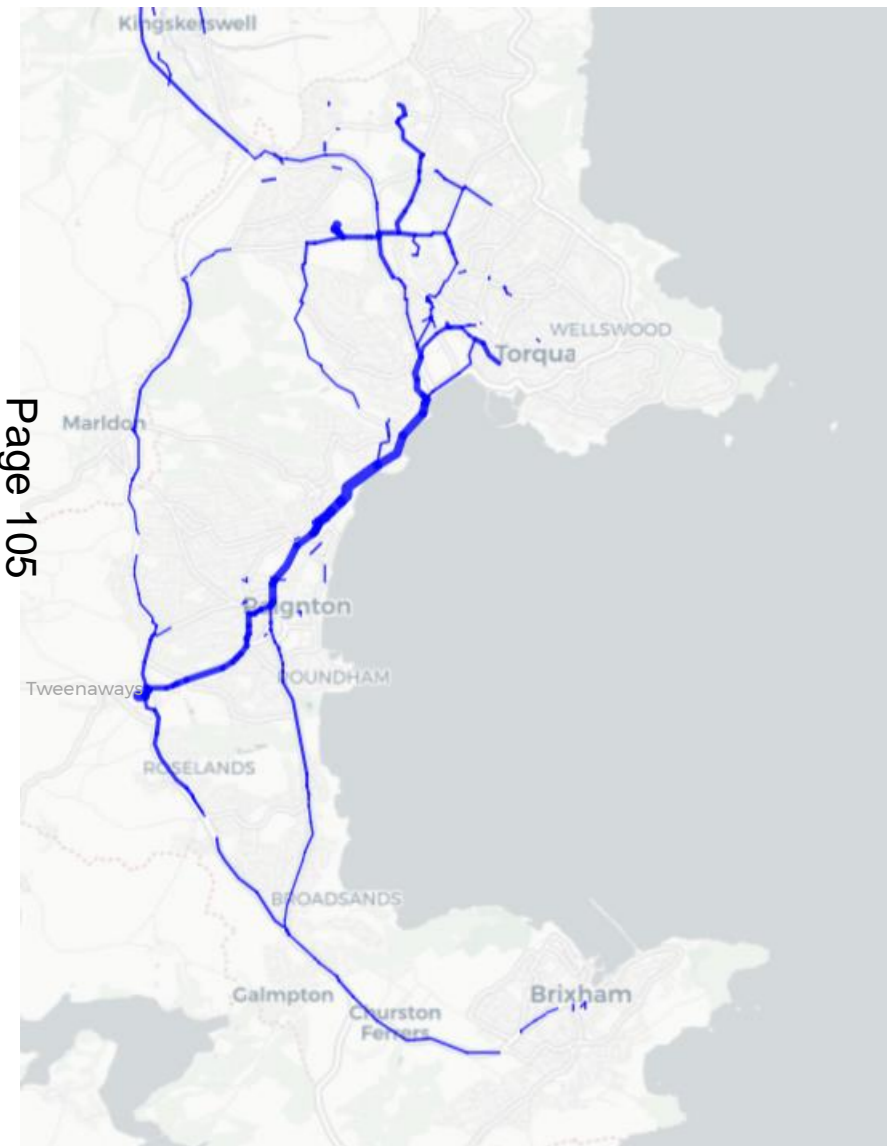


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TORBAY Cycling Data

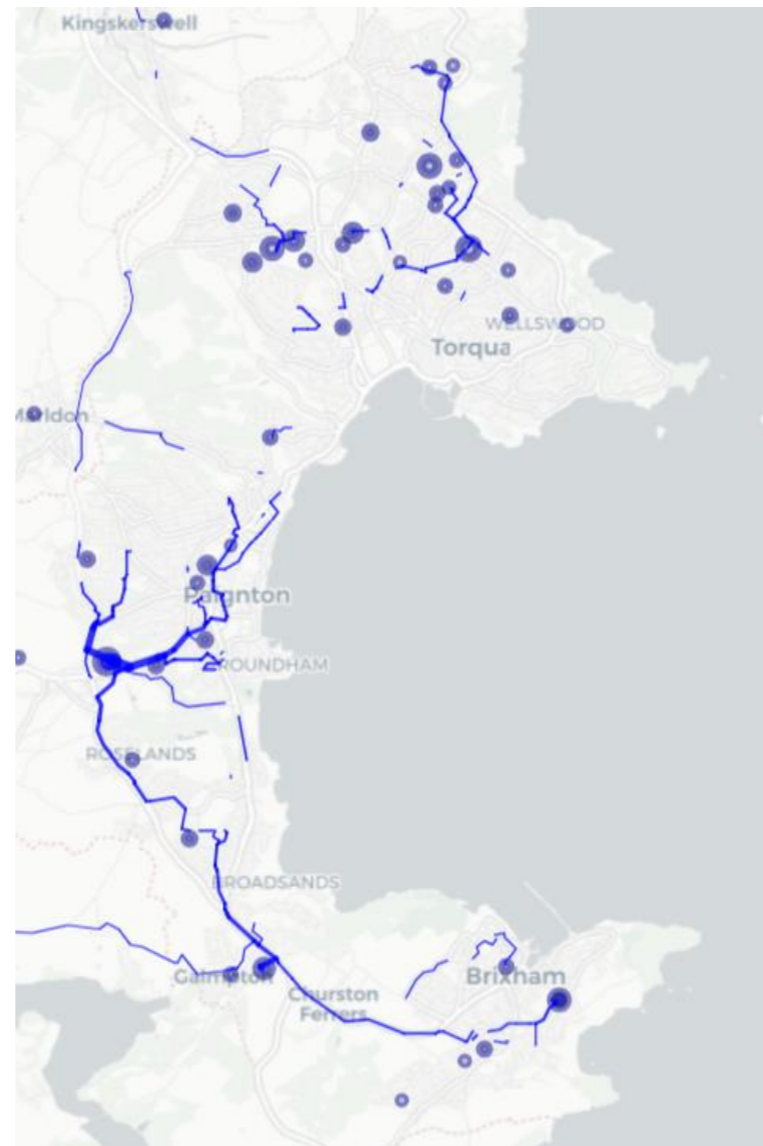
Data from the LCWIP also illustrates cycle usage across the bay, outlined here:



Page 105

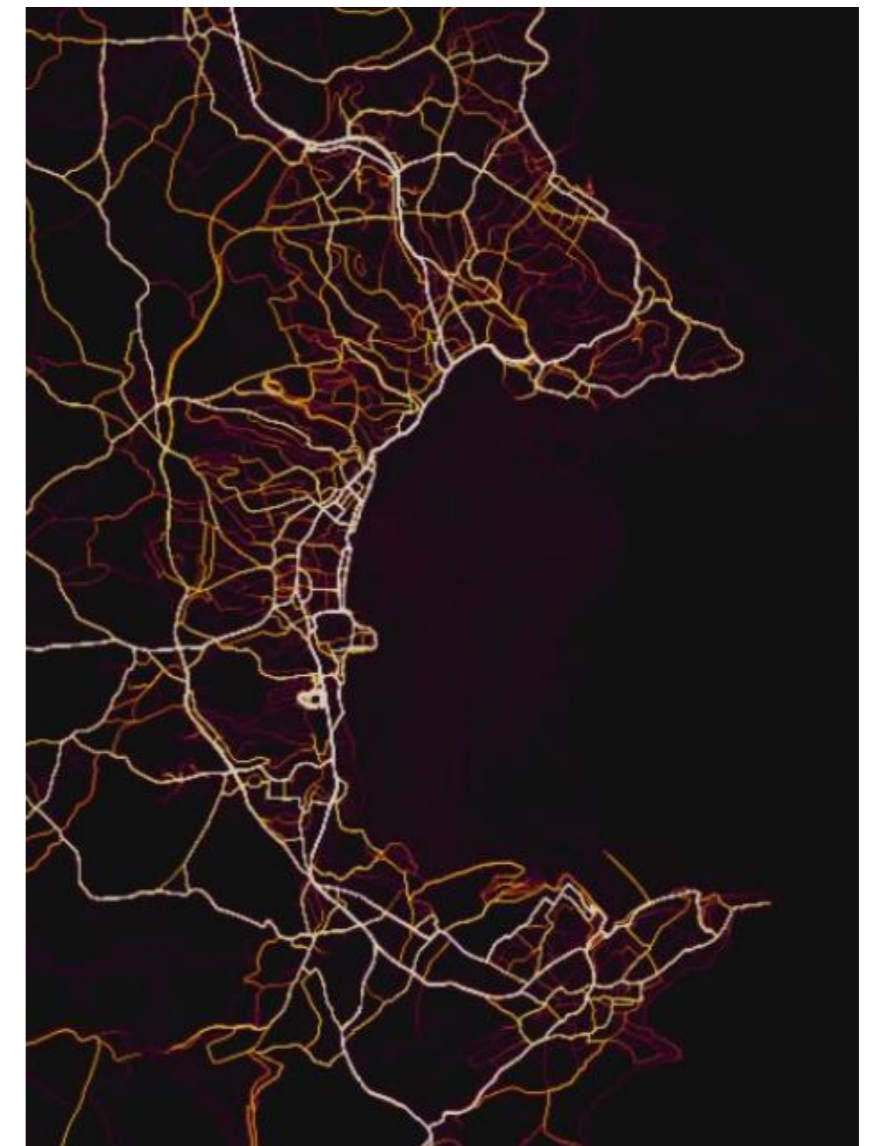
Commuter cycle flows:
Increased width = increased usage.
(Source: Propensity to cycle tool)

The estimated routes taken by people cycling to work in Torbay in 2011 for the top 30% of cycle routes only. Teenaways to Paignton along Totnes Road and on to Torquay is by far the most popular route.



School cycle flows:
Increased width = increased usage.
(Source: Propensity to cycle tool)

Estimated cycle-to-school trips based on the 2011 census data highlight Totnes Road around Paignton community & Sports Academy as an important route.



Strava cycle flows:
Brighter colours = increased usage.
(Source: Strava)

The strava heatmap tends towards confident sports/leisure cyclists and shows the coastal route between Paignton and Torquay and on towards Newton Abbot is a popular route.

TORBAY

Active Travel Fund Phase 1

Torbay has received £41K from the Government's Emergency Active Travel Fund to deliver six experimental "pop-up" schemes. These were delivered in two phases and aimed to create safer walking and cycling environments, support social distancing, and reduce reliance on public transport as the economy reopened after lockdown.

- A** Torquay centre
- B** Paignton centre
- C** Brixham centre

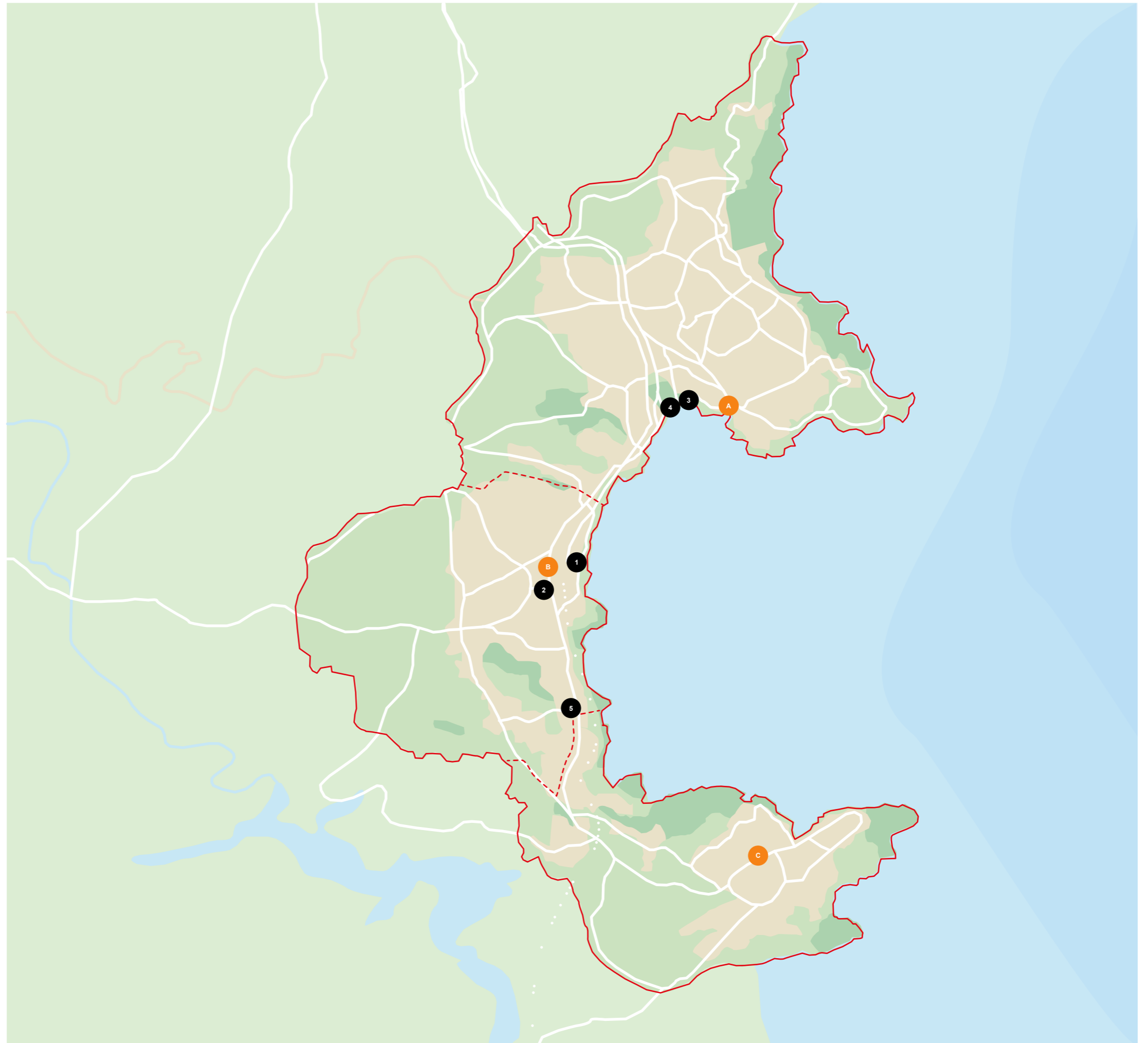
1 Marine Drive, Paignton
Temporary widening of high footfall footpath in seafront location to aid social distancing

2 Station Square, Paignton
Closure of the traffic lane to provide extended footpath in town centre location to aid social distancing

3 Torre Abbey Seafront and Meadows
Conversion of existing wide footpaths to shared footpath/cycleways to link into existing cycle provision

4 Torbay Road, Torquay
Temporary widening of high footfall footpath in seafront location to aid social distancing

5 Dartmouth Road, Paignton
Temporary arrangement to provide shared footpath/cycleway to link to existing cycle provision.



TORBAY Connections Summary

When overlaying the routes for pedestrians, cyclists and vehicles there are clear points of conflict along the route.

- A Torquay centre
- B Paignton centre
- C Brixham centre

1 Torbay Road is the most direct route between Torquay and Paignton. It is a two lane road, with cycle lanes painted on the road surface from the junction with Rathmore Road South, however these are not consistent along the route. The traffic light junction with Cockington Lane can get very congested, especially during the summer months.

2 The road is constrained on both sides with houses and the cliff so improvements to the street itself would be limited.

3 At Paignton you can either dive through the town along Hyde Road or via Esplanade Road along the coast. There is more choice and routes for walkers and cyclists away from these main vehicular routes.

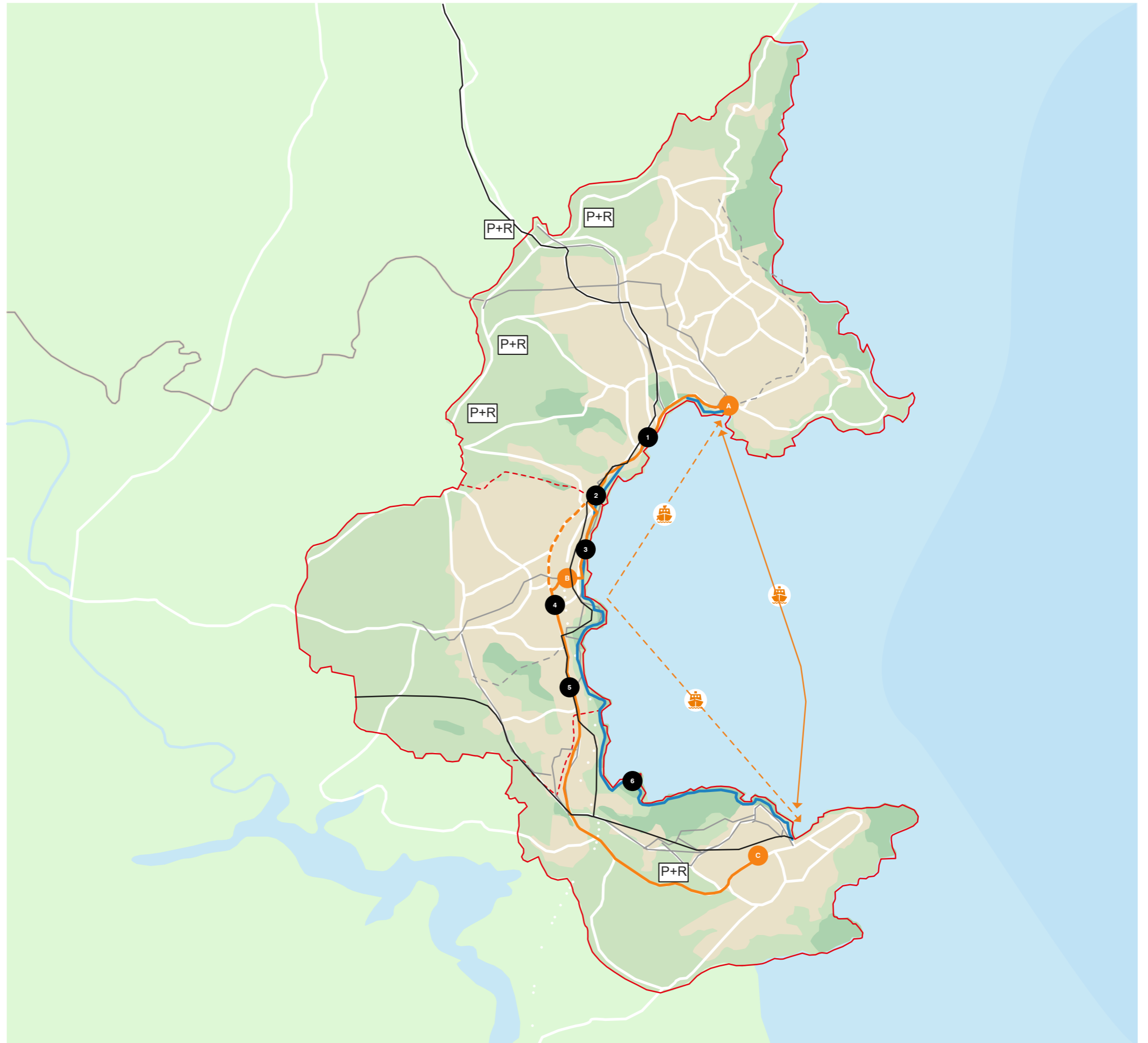
4 At Goodrington the Road is wider to more easily accommodate traffic going to the beach and car parks.

5 When carrying on to Brixham the main vehicular and cycling route is again along a constrained 2 lane road.

6 Experienced walkers can hike between Brixham and Paignton along the South West Coast Path.

P+R There are a number of opportunities for Park and Ride, as identified in the LCWIP.

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TORBAY Connections Summary

The coastal linking road provides the spine for movement across the bay. There are a number of pinch points at junctions which cause significant congestion during the busy summer months. These include within the town centres themselves.

- A Torquay centre
- B Paignton centre
- C Brixham centre

In Torquay, Torbay Road leads to Fleet Walk Car Park, as well as the bus stops at the Marina. The Strand, with newly delivered pedestrian improvements, provides access to Beacon Quay car park and on to Babbacombe. This is a busy area for visitors which causes some conflict.

Paignton acts as the link between the three towns, and the gyratory system circles the retail core of the town, cutting it off from its surroundings and is commonly congested to the detriment of the town. The coastal route acts as an additional route through the town, however cuts off the attractions of the beach from Torbay Road and the high street.

The large capacity car parks at Goodrington could be used to capture traffic arriving at the south of the town to avoid excessive numbers of cars in the town centre.

Brixham Central car park is well located to capture visitors within easy access to the high street and harbour. There is a series of awkward turns for vehicles to do if they want to pass through the town centre, disconnecting the high street from the harbour, but considerably slowing down traffic.

- Major Road (A)
- Distributor Road (B)
- One Way town centre through routes
- Pedestrianised (shared space)
- Rail Lines
- Car park



THE THREE TOWNS

Torquay | Paignton | Brixham

TORBAY

The Three Towns

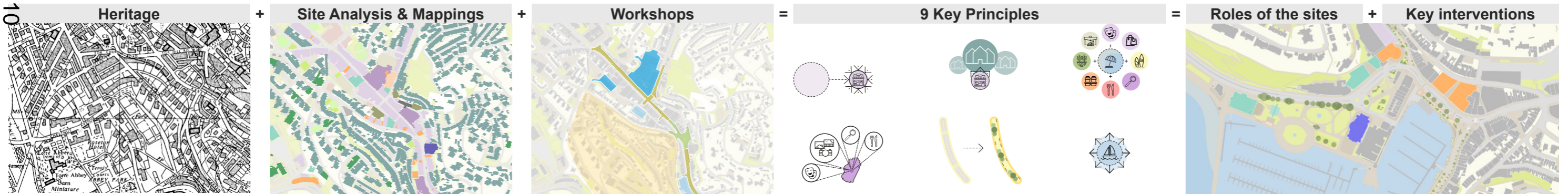
Alongside this summary report are three 'Regeneration Vision' documents that detail the vision for the three towns.

The following pages summarise the physical mapping exercise and the heritage of the towns, before looking at the opportunities and key principles that have been drawn out in each report.

This chapter looks at this process, outlined below:



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TORBAY Heritage

TORQUAY

Prehistoric and Roman Era

Evidence of human activity in Torquay suggest that early humans inhabited the area around 40,000 years ago.

During the Roman era, the region that includes modern-day Torquay was part of the Dumnonii territory.

Medieval Period

In the medieval period, Torquay was a small fishing hamlet. Torre Abbey, founded in 1196, played a crucial role in the area's development. The abbey became one of the most influential religious establishments in Devon, contributing to the local economy and community.

18th and 19th Century: Growth and Prosperity

In the late 18th and early 19th centuries Torquay started gaining popularity as a health resort, enjoyed by naval officers during the Napoleonic Wars (1803-1815).

The advent of the railway in 1848 made Torquay more accessible to tourists. This period saw significant development, to cater to the influx of visitors. The town's architecture reflects its Victorian prosperity.

20th Century

Torquay established itself as one of Britain's premier seaside resorts.

The post-war period saw a resurgence in tourism, although the latter half of the 20th century brought challenges as the rise of overseas travel impacted traditional British seaside resorts.

Today

In recent years, Torquay has revitalised its tourism industry by promoting its heritage, natural beauty, and cultural events. The town is part of the English Riviera UNESCO Global Geopark, recognised for its geological significance and stunning landscapes.

PAIGNTON

Origins

The town's name is derived from "Paega's town," and by the time of the Domesday Book in 1086, Paignton, recorded as "Pagentone," was primarily a fishing and farming village.

The Middle Ages

In the 14th century, Paignton Parish Church, dedicated to St. John the Baptist, was constructed and became a focal point of the town.

Paignton developed as a small yet thriving settlement, known for agriculture and its maritime economy.

18th and 19th Century: Growth and Prosperity

The arrival of the South Devon Railway in 1859 connected Paignton to the broader region, making it easily accessible to visitors from all over the country. Paignton quickly grew into a popular seaside destination for Victorians. This era saw significant urban and infrastructural development, including hotels, guesthouses, and the construction of Paignton Pier in 1879.

20th Century to Present

As part of the "English Riviera" alongside Torquay and Brixham, Paignton has since become a beloved resort town, known for its family-friendly beaches, vibrant esplanade, and attractions like Paignton Zoo, which opened in 1923.

Present

Modern Paignton is a blend of historical charm and contemporary tourism, maintaining its place as one of Devon's key holiday destinations while retaining traces of its ancient and medieval past.

BRIXHAM

Prehistoric Beginnings (Paleolithic to Iron Age)

Brixham's origins trace back to prehistoric times, with evidence of early human habitation found at Berry Head. The natural limestone caves provided shelter and resources, making the area a vital hub for early communities.

Roman and Saxon Influence

During the Roman period, Brixham's strategic coastal location fostered minor trade and settlement activity.

By the Saxon era, Brixham had begun to emerge as a small fishing village, eventually being mentioned in the Domesday Book of 1086.

12th Century to 16th Century

In the medieval period, Brixham grew as a fishing and trading port. The construction of St. Mary's Church in the 14th century became central to the community.

The town's seafaring culture expanded, with its fishermen venturing further afield, marking the start of its reputation as a hub for maritime activity.

18th to 19th Century

Brixham became renowned for its trawling techniques, cementing its status as a leading fishing port.

The Napoleonic Wars brought fortifications to Berry Head highlighting the town's strategic importance.

The harbour area expanded, with traditional cottages and maritime infrastructure shaping the town's distinctive character.

Tourism and Modern Identity

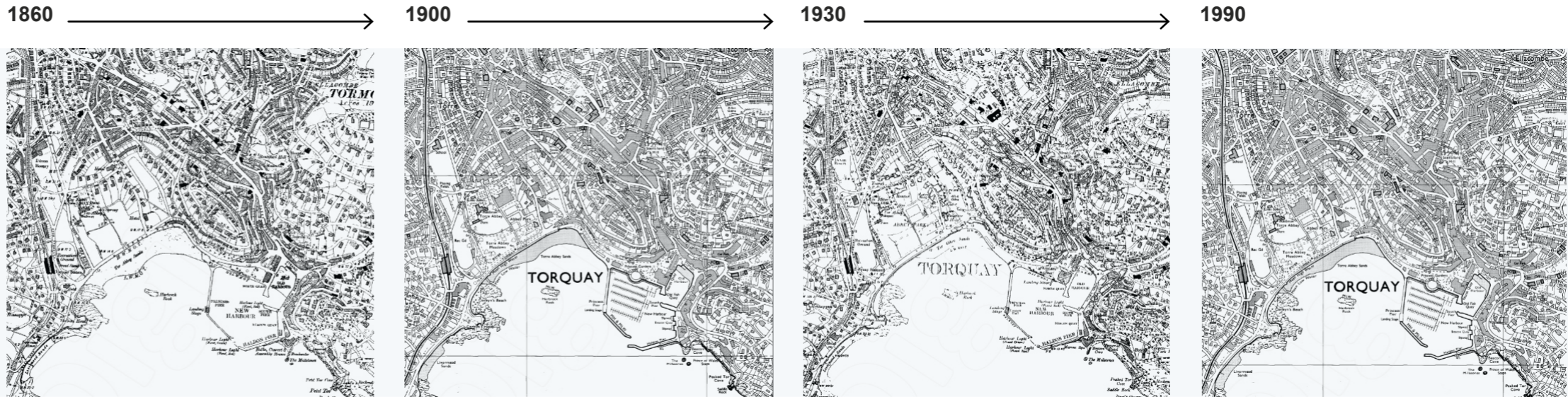
The 20th century saw Brixham adapt to the challenges of industrial decline by embracing tourism.

Today, Brixham balances its rich fishing heritage with modern attractions, drawing visitors to its picturesque harbour, annual Pirate Festival, and preserved architectural landmarks.

TORBAY

Heritage Mapping

Torquay transformed from a small seaside village into a popular resort over two centuries. It rose to prominence between 1860 and 1900 as a top Victorian destination with grand villas, hotels, and improved infrastructure. Growth continued in the early 20th century, despite the World Wars. After WWII, Torquay modernised and embraced domestic tourism. From the 1960s, new attractions and better accessibility sustained its appeal. Since 1990, revitalisation efforts, eco-tourism, cultural events, and its UNESCO Geopark status have helped maintain its vibrancy as a diverse and attractive destination.



Since 1860, Paignton has evolved from a small fishing village into a popular seaside resort on the English Riviera. The railway's arrival in 1859 and the pier's construction in 1879 sparked a tourism boom, with hotels and attractions developing rapidly. The 1920s were a golden age, marked by major additions like the Zoo and Picture House. After WWII, domestic tourism thrived with holiday camps and family attractions. From the 1960s, modernisation responded to overseas competition, and recent efforts have emphasised sustainable, family-focused tourism while preserving Paignton's traditional charm.



From 1860 onward, Brixham grew from a small fishing village into a key maritime hub, driven by its fishing industry, shipbuilding, and infrastructure like the 1867 Breakwater. Between 1900 and 1930, it became both a prosperous fishing port and a growing tourist destination, aided by steam trawlers and railway access. By the late 1930s, tourism and maritime heritage coexisted successfully. Post-WWII, the 1960s brought more leisure travel, holiday camps, and cultural events. By the 1980s, Brixham balanced its fishing legacy with tourism and heritage preservation. Today, it remains a vibrant mix of working port and seaside destination.



TORBAY

PAIGNTON

BRIXHAM

TORBAY Heritage

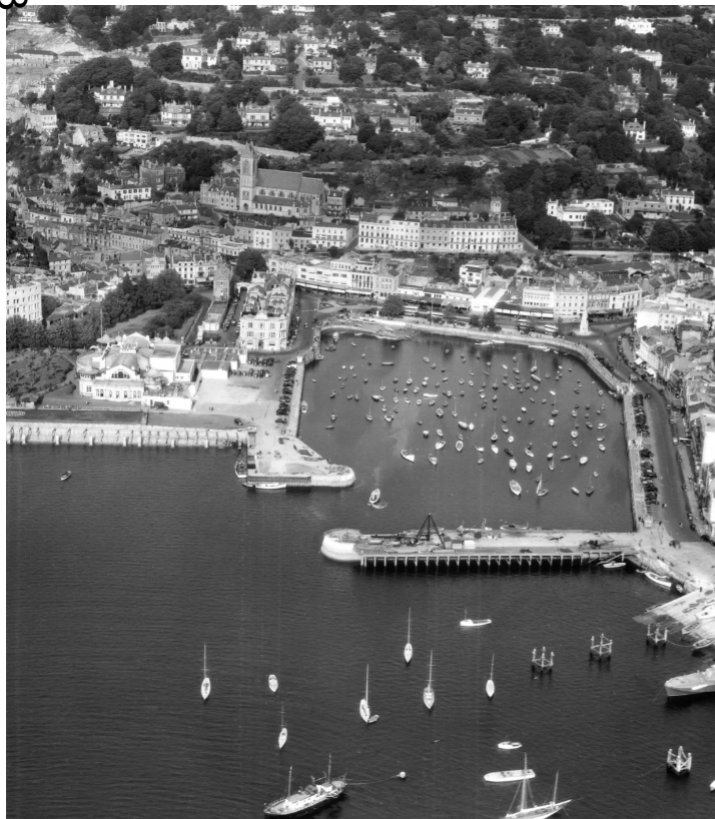
How Torbay has developed over time, through the lens of aerial photography.



Brixham in 1928



Paignton in 1947



Torquay in 1947



Torquay in 1928



Paignton in 1928

TORQUAY

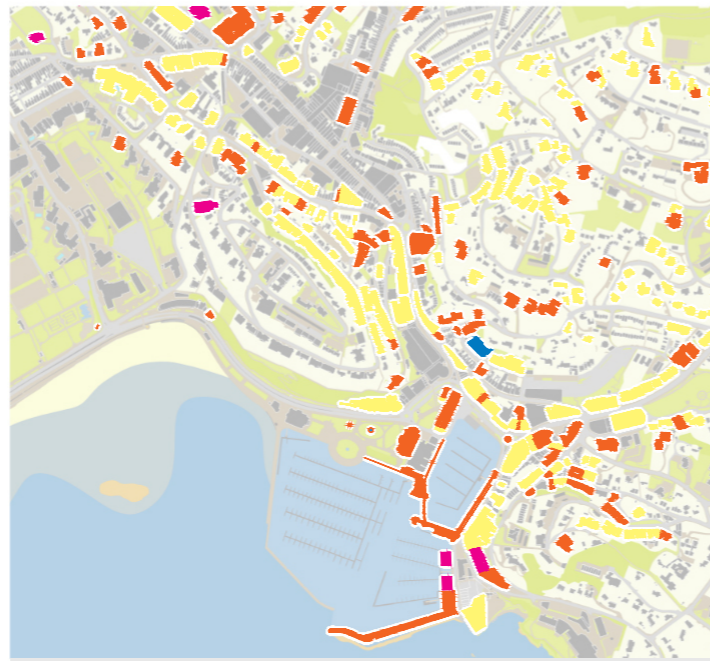
Mapping Summary

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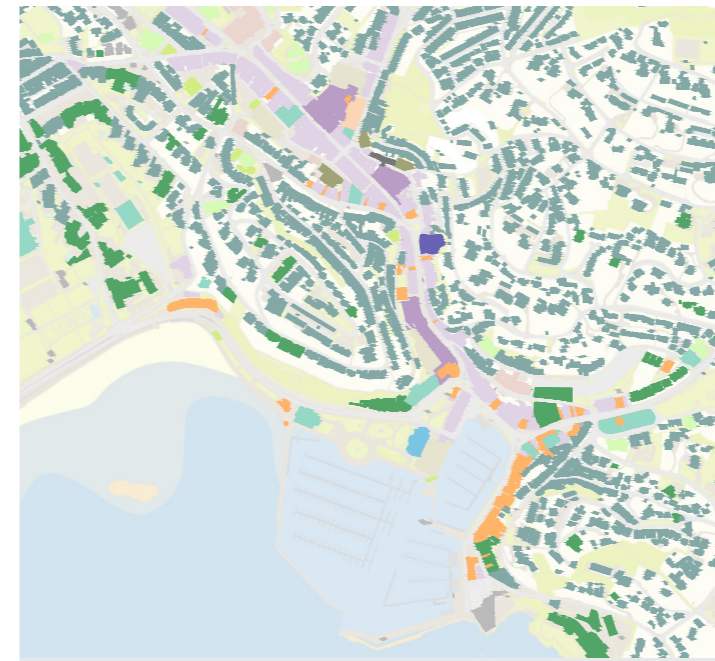


Page 114

Zones



Listed Buildings



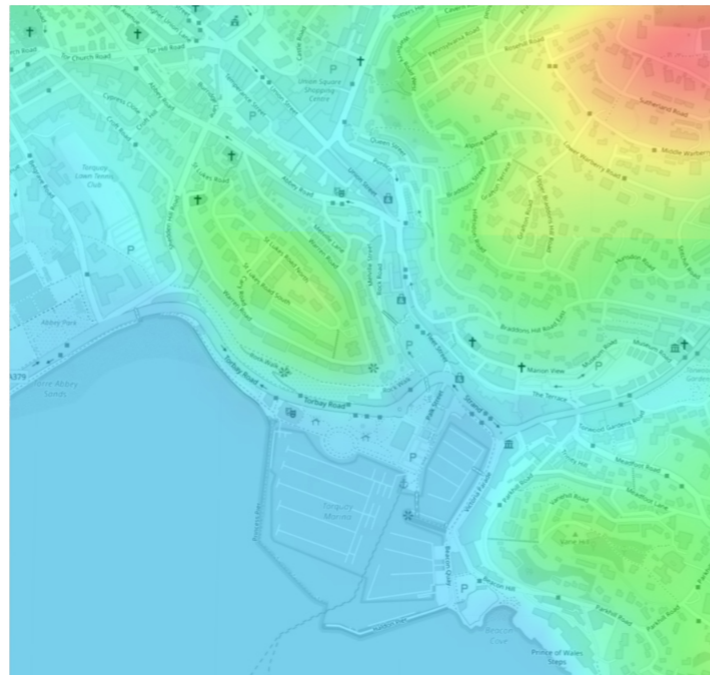
Uses



Movement



Flood Zones



Topography



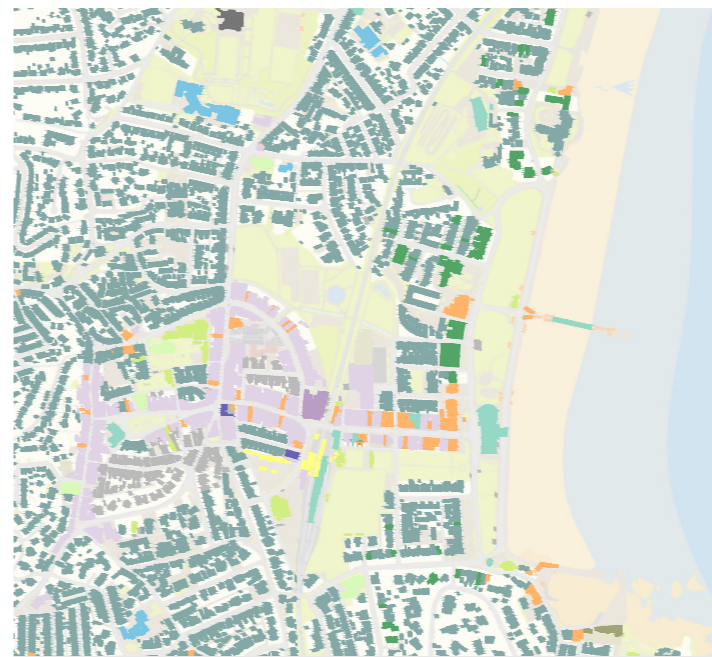
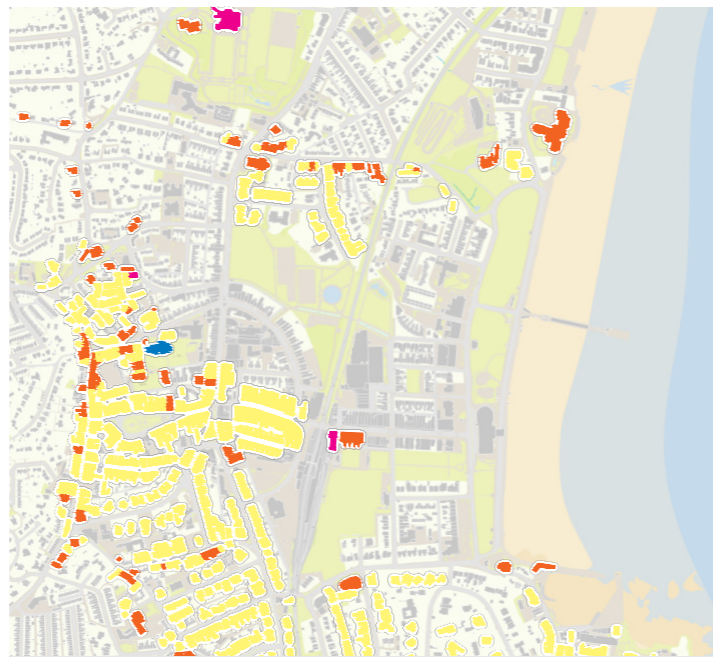
Green Space



Parking

PAIGNTON Mapping Summary

The mapping exercise included a number of different analysis, including:

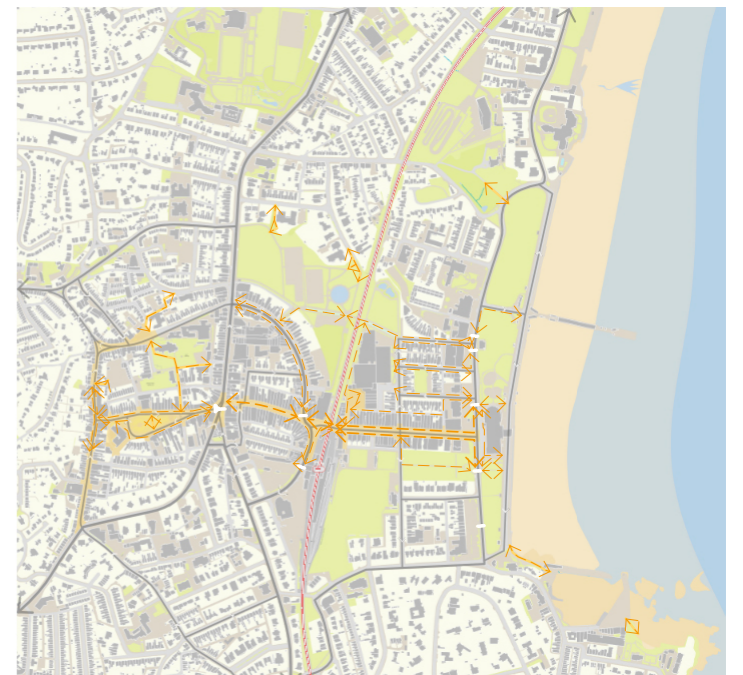
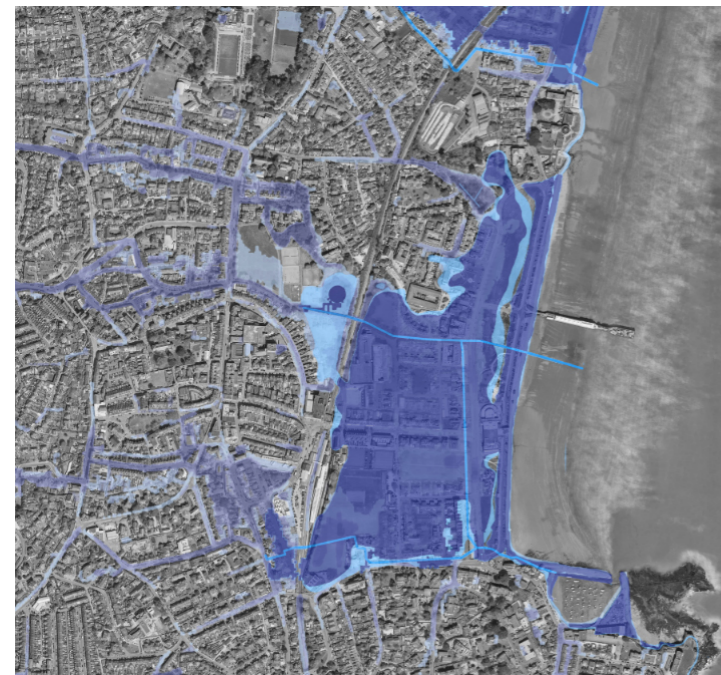


Zones

Listed Buildings

Uses

Vehicle Movement



Flood Zones

Topography

Green Space

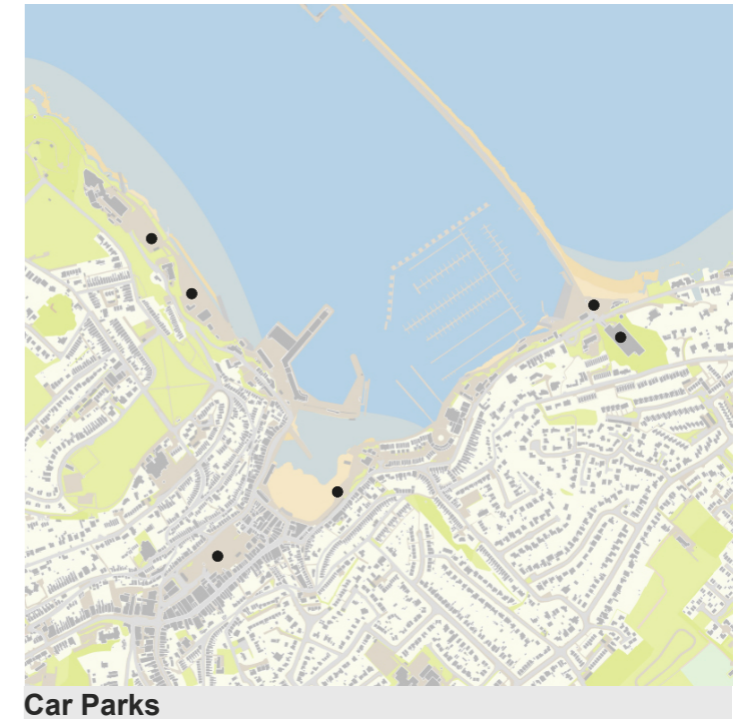
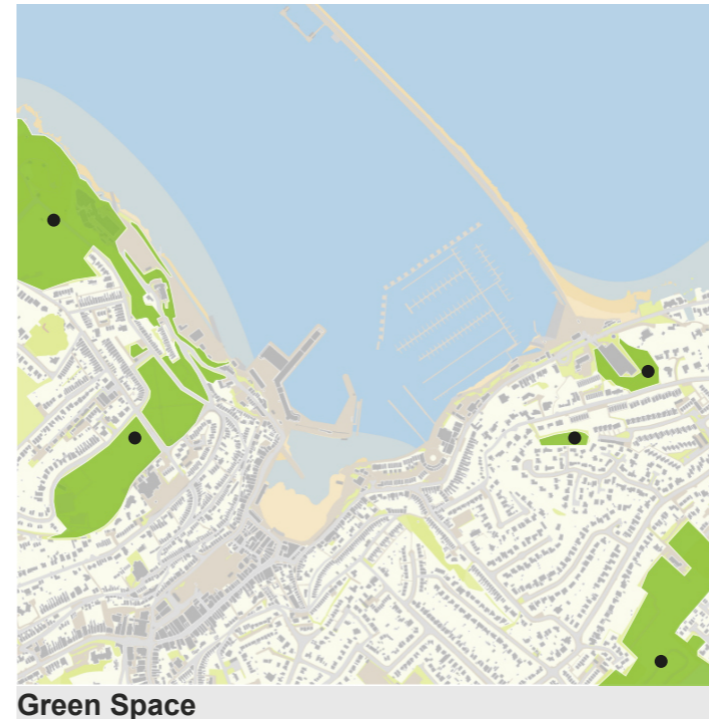
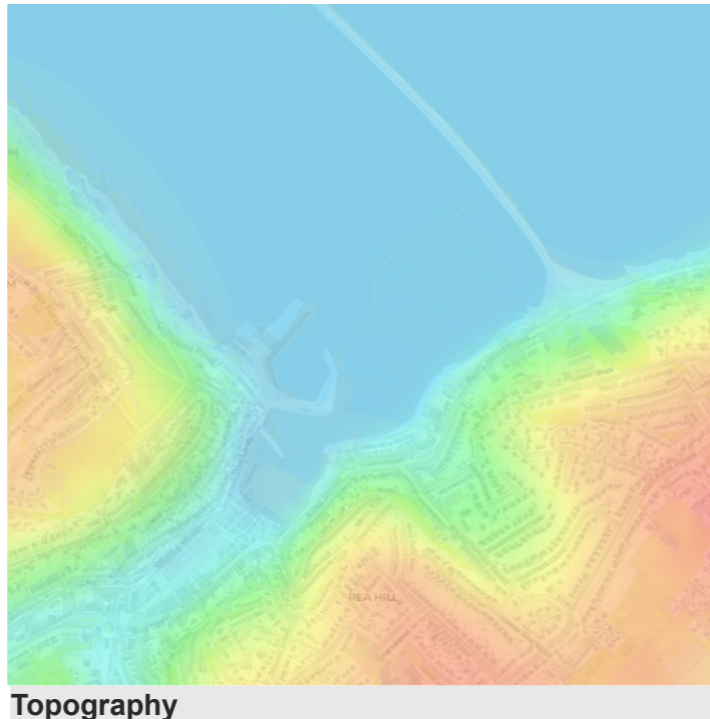
Pedestrian Movement

Page 115

BRIXHAM

Mapping Summary

The mapping exercise included a number of different analysis, including:

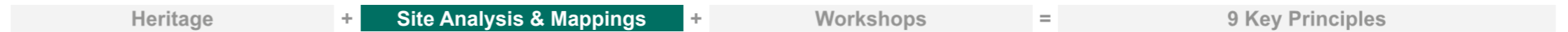


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TORBAY Opportunities

Looking at the heritage of the three towns, the planning context, and the mapping exercise has resulted in a number of opportunities being identified for each of the towns. Shown here.

This exercise also identified a series of opportunity sites across the three towns. The following pages illustrate these sites.



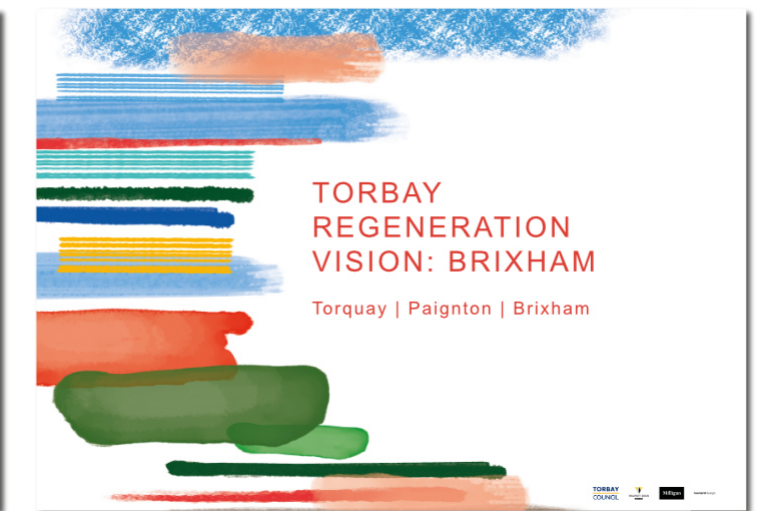
Opportunities

1. Re-balance the holiday market to higher quality hotels, self catered apartments and shorter year-round breaks to take advantage of this growing market.
2. Change Torquay's perception from a 'Seaside Destination' to a 'Vibrant Coastal Town'.
3. Reduce the size of the retail core. Strengthen retail south of the GPO roundabout.
4. Encourage a mix of uses to the north of the GPO roundabout. Potentially a mixed-use, residential neighbourhood targeted at local residents.
5. Fix the issues around Castle Circus..
6. Restore the Pavilion to a cultural destination.
7. Better connect across Torbay via roads, cycling and public transport.
8. Improve the public realm.
9. Improve the public realm of Fleet Street.
10. Encourage more street activations, including a market, street food, entertainment and events.



Opportunities

1. Support and enhance the popular leisure attractions of the town.
2. Provide new leisure offers and attractions to bring in a wider variety of visitors and extend the season beyond the summer months.
3. A number of regeneration opportunity sites currently exist across the town centre which could support its vitality going forwards.
4. Diversify the economy beyond tourism, through initiatives such as supporting local businesses and attracting new industries.
5. Implement a signage and wayfinding strategy to better connect across the town.
6. Simplify the road system to ease congestion across the town centre.
7. Alongside wayfinding, signage and simplifying the roads network, rationalise the parking strategy for the town.
8. Concentrate the retail of the town in the centre.
9. Better connect the town centre and Torbay Road to the seafront.
10. Create a safer environment along the seafront and promenade.



Opportunities

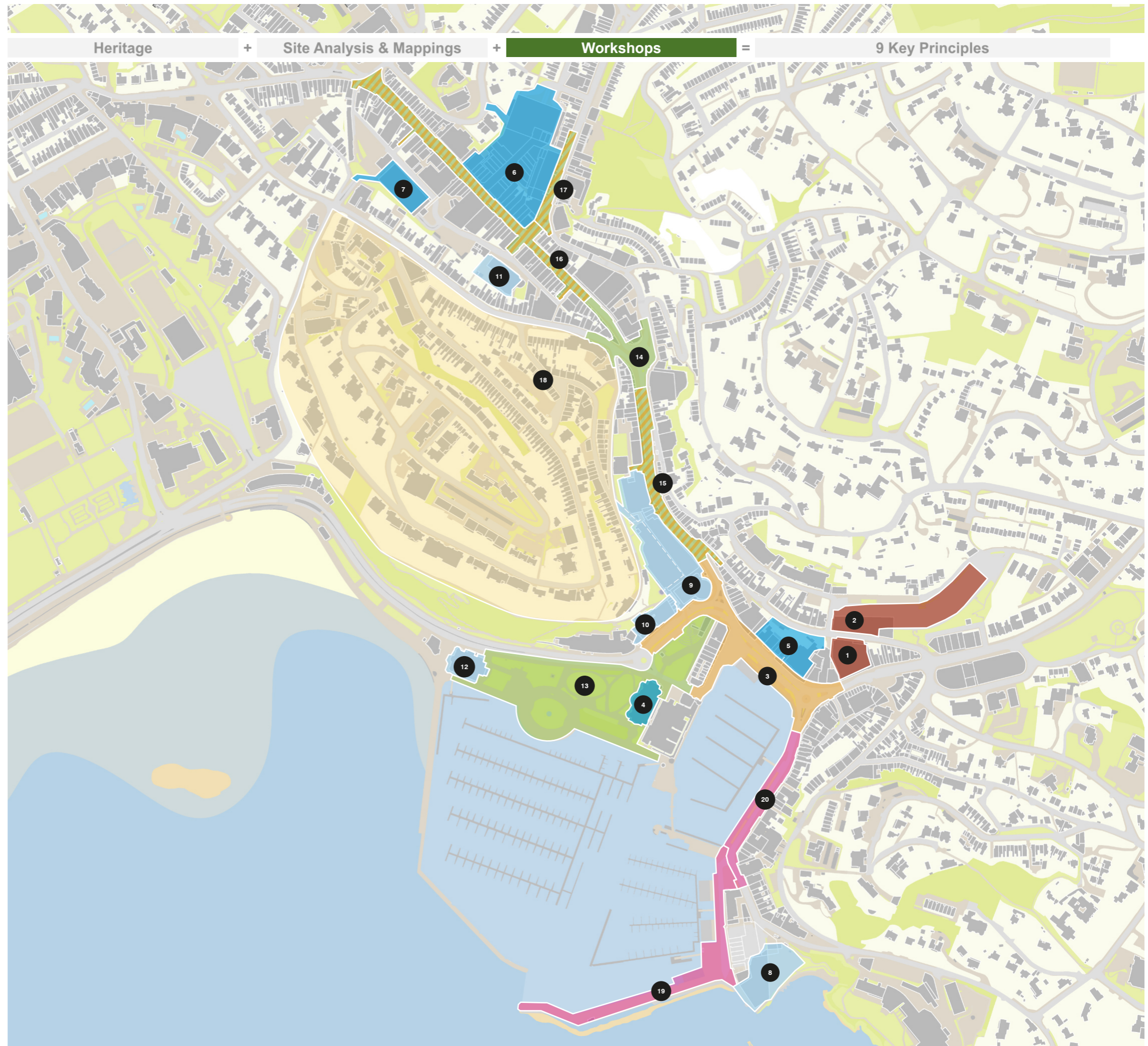
1. The link between Central Car Park and the harbour along Paradise Pl. and Pump Street.
2. Refurbishment or replacement of the market structure.
3. Improved provision of benches and planters along the harbour.
4. Activation of the South Quay Car Park for pedestrians, such as creating a proper 'Brixham backdrop' for photos and visitors, e.g. murals or a green wall.
5. Turn the space into a family friendly zone, with more street food offers and space to sit and children to play (e.g.. crabbing along the wall). There is potential to extend a pontoon to create additional space for crabbing & waterfront activities.
6. Potential to complete the loop around the harbour with a bridge linking South Quay to New Pier and the Fish-market.
7. Away from the harbour, the bus shelter and surrounding area of Town Square could be improved to create a better gateway into the town.
8. The Western End of Fore Street should be the gateway into the town, however suffers because of its distance from the harbour and disconnection from the loop with Middle Street, leading to vacant units.
9. Integrate parking access to the main attractions and amenities.

TORQUAY

Key Focus Areas

This map was provided as a starter for 10 to assess the potential opportunities within the town. The timeline of key sites in the town is illustrated in different colours, from already delivered to future opportunities.

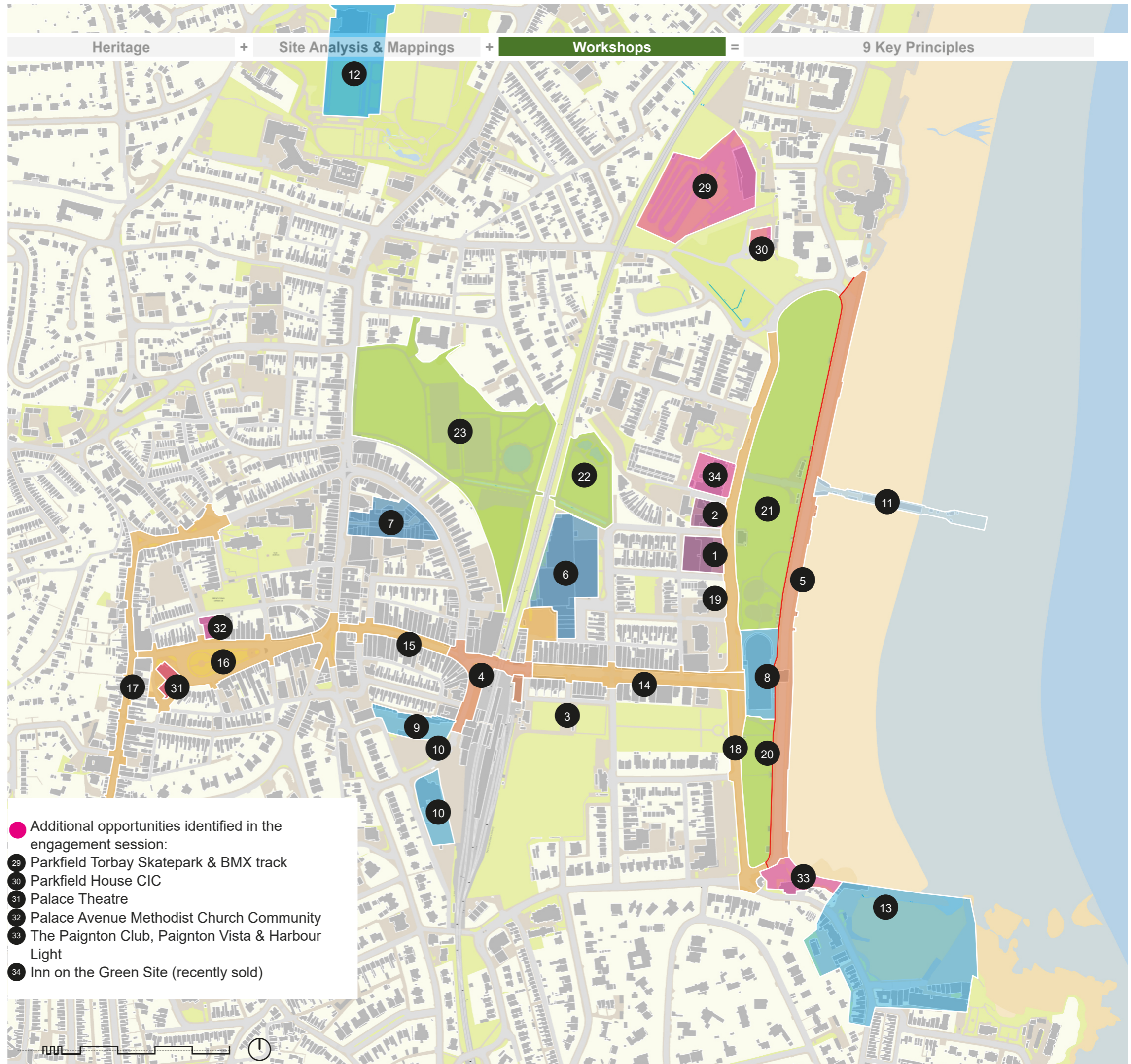
- Delivered Sites
 - 1 Hilton
 - 2 Premier Inn Torquay Harbour
- Sites In Progress
 - Harbour Public Realm
- Proposed Sites
 - 3 The Pavilion
 - 4 Debenhams
 - 5 Union Square
 - 6 Lower Union Lane
- Opportunity Sites
 - 8 Living Coast
 - 9 Fleet Walk
 - 10 The Arcades
 - 11 BT Building
 - 12 Princess Theatre
- Public Realm Opportunities
 - 13 Princess Gardens
 - 14 GPO Roundabout Public Realm
 - 15 Fleet Street Public Realm
 - 16 Union Street
 - 17 Market Street
- Other Opportunities
 - 18 Making Melville Marvellous
- Other Public Realm Opportunities
 - 19 Beacon Quay
 - 20 Victoria Parade



PAIGNTON Key Focus Areas

The same exercise was compiled for Paignton.

- Delivered Sites
 - 1 Mercure Hotel
 - 2 Ibis Styles Hotel
- Sites In Progress
 - 3 Paignton Picture House
 - 4 Station Square Public Realm
 - 5 Flood Defences
- Proposed Sites
 - 6 Victoria Centre
 - 7 Crossways
- Opportunity Sites
 - 8 Cinema
 - 9 Bus Station
 - 10 Library and Car Park
 - 11 Pier
 - 12 Oldway Mansion
 - 13 Harbour Area
- Streetscape Opportunities
 - 14 Torbay Road Public Realm
 - 15 Victoria Street Public Realm
 - 16 Palace Avenue Public Realm
 - 17 Winner Street Public Realm
 - 18 Esplanade Road Public Realm
- Green Space Opportunities
 - 20 Paignton South
 - 21 Paignton Green & Geopark
 - 22 Victoria Park
- Other Opportunities
 - 24 Goodrington Car Parks
 - 25 Paignton Zoo
- Torbay Business Park:
 - 26 EPIC
 - 27 The Electronics and Photonics Production Park
 - 28 South Devon College



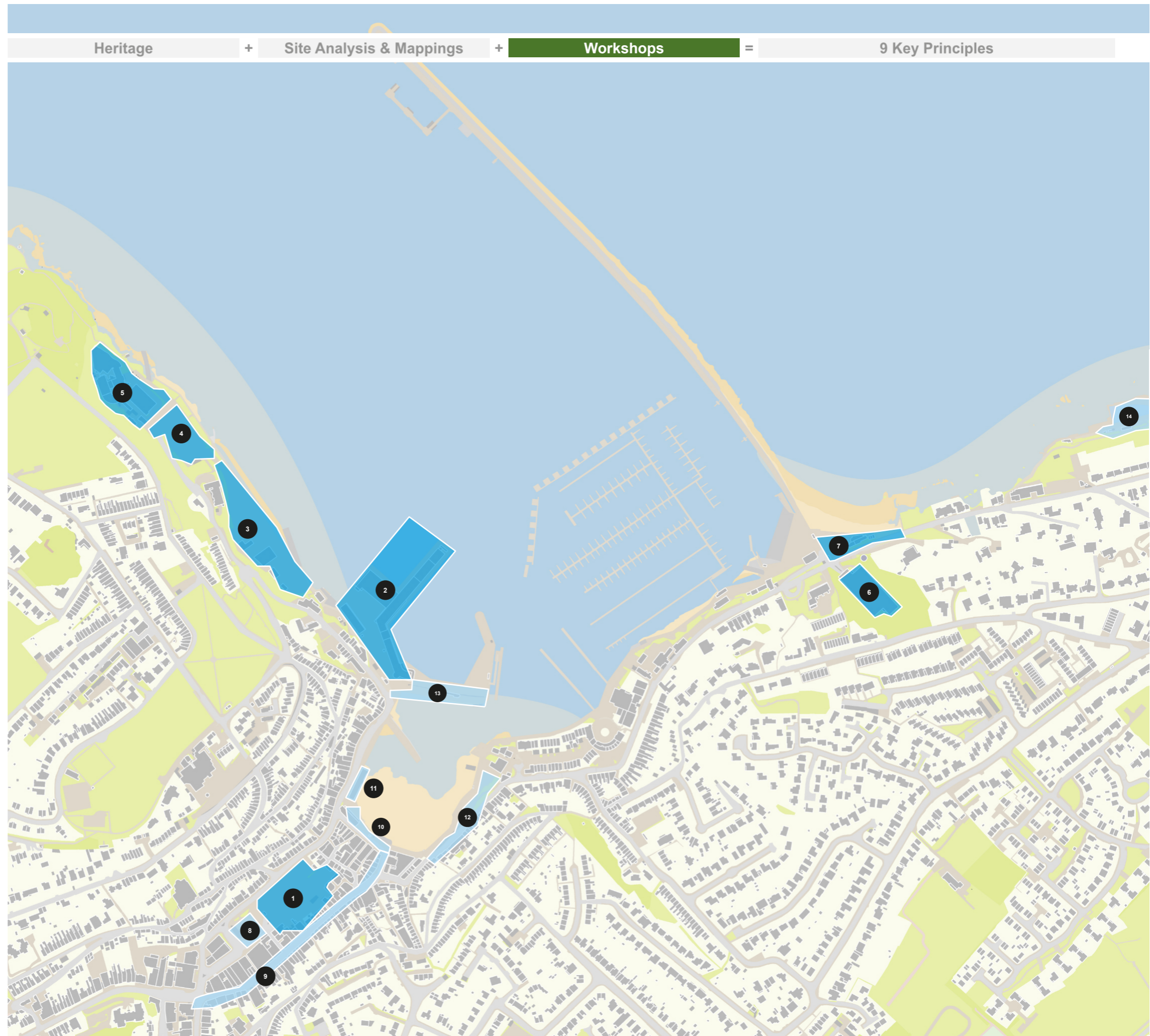
BRIXHAM

Key Focus Areas

The same exercise was also compiled for Brixham, which provides significant opportunities for public realm enhancements to enhance its town centre. Sites where proposals have been put forward previously are highlighted as 'proposed'. Opportunity sites are also identified.

- Proposed
- 1 Car Park
- 2 Fish Market
- 3 Oxen Cove Car Park South
- 4 Oxen Cove Car Park North
- 5 Brixham Laboratory
- 6 Brixham Marina Car Park
- 7 Breakwater Beach Car Park

- Opportunities
- 8 Town Square
- 9 Fore Street
- 10 Inner Harbour
- 11 Market
- 12 South Quay Car Park
- 13 Bridge & Quay
- 14 Shoalstone Seawater Pool



TORBAY Timeline

These sites form a timeline illustrating how Torbay can be regenerated in the years to come.



TORQUAY

PAIGNTON

BRIXHAM

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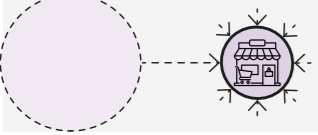



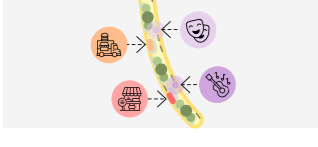


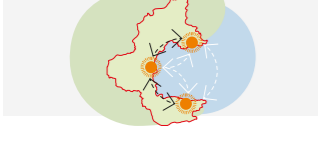
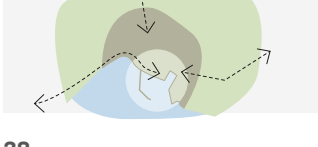
| Delivered sites | Sites in-progress | Proposed sites | Opportunity sites | Public realm opportunities | Other opportunities |
|---|---|---|---|--|--|
| The Hilton Premier Inn Torquay Harbour | Harbour Public Realm | The Pavilion Debenhams Union Square Lower Union Lane | Living Coast Fleet Walk The Arcades BT Building Princess Theatre | Princess Gardens GPO Roundabout Public Realm Fleet Street Public Realm Union Street Market Street | Beacon Quay Victoria Parade Making Melville Marvellous |
| Mercure Hotel Ibis Styles Hotel | Paignton Picture House Station Square Public Realm Flood Defences | Victoria Centre Crossways | Cinema Bus Station Pier Oldway Mansion Harbour Area | Torbay Road Public Realm Victoria Street Public Realm Palace Avenue Public Realm Winner Street Public Realm Esplanade Road Public Realm Paignton South Paignton Green & Geopark Victoria Park | Goodrington Car Parks Paignton Zoo Torbay Business Park: EPIC, The Electronics and Photonics Production Park, South Devon College |
| | | Car Park Fish Market Oxen Cove Car Park South Oxen Cove Car Park North Brixham Laboratory Brixham Marina Car Park Breakwater Beach Car Park | Town Square Fore Street Inner Harbour Market South Quay Car Park Bridge & Quay Shoalstone Seawater Pool | | |

TORBAY


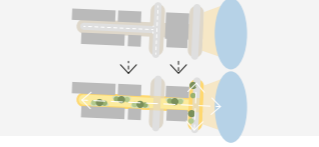


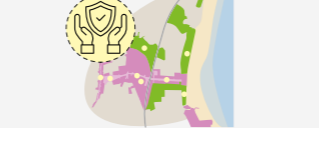
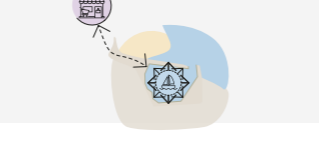

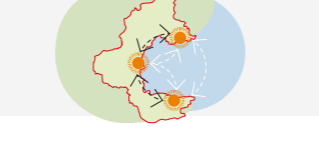

Key Principles Summary

Key principles inform the overall strategy for the each of the towns, and have been created by combining the knowledge gained through the site analysis and mapping, heritage assessment, planning documentation and the individual town's identity.

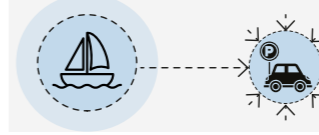
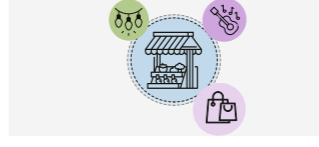

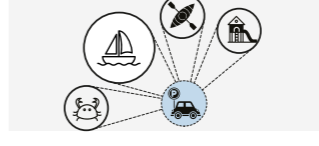
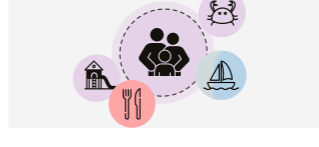
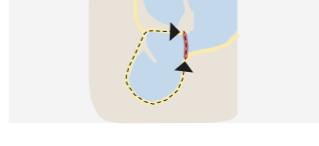
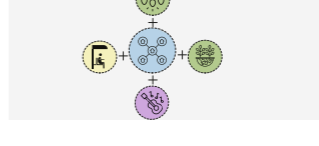

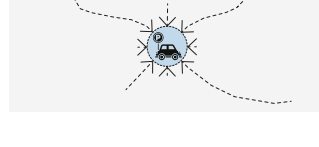
TORQUAY

-  Encourage mixed-use, residential neighbourhoods to the north of the GPO roundabout.
-  Reduce the size of, and strengthen the Retail Core.
-  Change the perception of Torquay from a 'Seaside destination' to 'Vibrant Coastal Town'.
-  Restore the Pavilion into a cultural destination.
-  Encourage more street activations: A market, street food, entertainment and events.
-  Improve the public realm of Fleet Street.
-  Focus on the Harbour area and work outwards.
-  Better connect across Torbay.
-  Improve the arrival experience into Torquay.

PAIGNTON

-  Reduce the size of the Retail Core to support Torbay Road as the primary retail and leisure boulevard.
-  Opportunity to reconnect the centre of town with the seafront along Torbay Road.
-  Improve signage and wayfinding to Paignton's car parks.
-  Provide space for events and festivals to enliven the town, and extend the visitor season.
-  Increase the perception of safety in the town, particularly around Victoria Park, Victoria Street, Palace Avenue and Gerston Road.
-  Extend an support the Harbour Market to create a destinational experience.
-  Protect and support key assets such as Paignton Zoo, Oldway Mansion and the Pier.
-  Better connect across Torbay.
-  Provide space and activities for younger residents, such as theatres, watersports and an improved cinema offer.

BRIXHAM

-  Enhance connectivity between the harbour and central car park by strengthening the pedestrian link to improve access and flow.
-  Refurbish or replace the market building to create a vibrant and functional community and visitor hub.
-  Activate public spaces along the harbour to create a welcoming environment for locals and visitors.
-  Transform South Quay car park into a visitor attraction, incorporating murals, green walls, and a signature 'Brixham backdrop'.
-  Create family-friendly zones for family-oriented activities, on the waterfront.
-  Complete the harbour loop with a bridge connecting South Quay to New Pier and the Fish Market, creating a seamless walking route.
-  Upgrade the Town Square and bus shelter area to provide a more inviting first impression.
-  Revitalize the western end of Fore Street by enhancing its visual appeal and accessibility.
-  Integrate parking with key attractions by ensuring clear wayfinding and convenient parking access for visitors to key amenities.

TORBAY

Key Principles Across the three towns

While there are notable crossovers in the key principles shared among the three towns, each also has distinct principles that apply specifically to its unique context and needs.

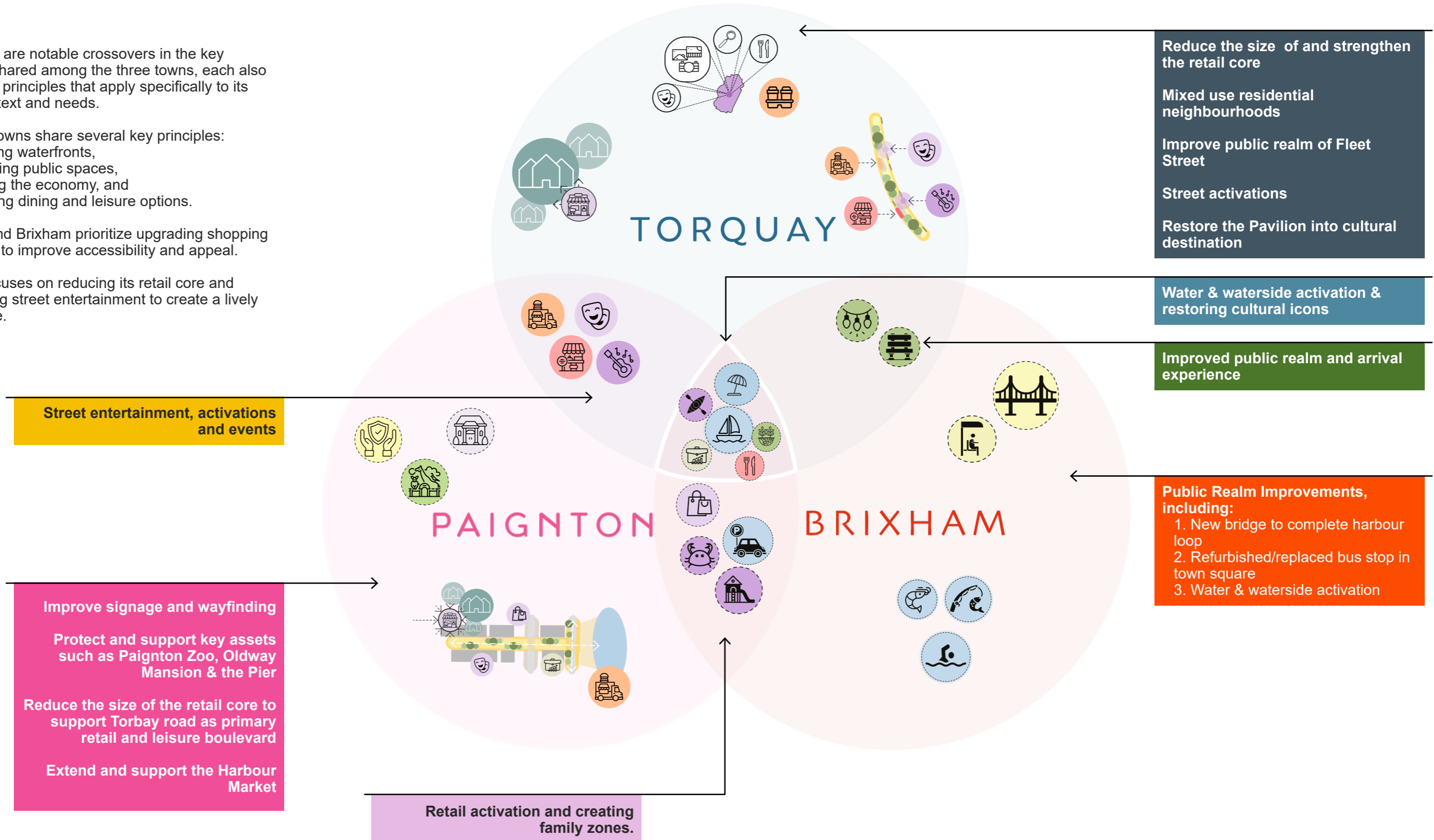
The three towns share several key principles:

- Activating waterfronts,
- Enhancing public spaces,
- Boosting the economy, and
- Improving dining and leisure options.

Paignton and Brixham prioritize upgrading shopping boulevards to improve accessibility and appeal.

Torquay focuses on reducing its retail core and emphasising street entertainment to create a lively atmosphere.

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TORBAY Common Key Principles

Consistent across all three towns are a number of principles focusing on activating the waterfront, taking advantage of Torbay's stunning coastline as an attraction for visitors and residents alike.

Also consistent across the three towns is the restoration of iconic buildings to safeguard Torbay's heritage and reflect the cultural value of the three towns.

Water & waterside activation & restoring cultural icons



TORBAY Common Key Principles

Also common between the towns is the desire to activate existing streets with events, festivals and activities. To strengthen the retail offers of the towns and creating family-friendly town centres, as well as improving the public realm and arrival experience into the towns.

Street entertainment, activations and events



Retail activation and creating family zones.



Improved public realm and arrival experience



TORBAY

Key Principles

Specific points to the three towns are outlined below, and reflect their individual identity and character. Reinforcing the values from the Torbay Story .

TORQUAY

- Reduce the size of and strengthen the retail core
- Mixed use residential neighbourhoods
- Improve public realm of Fleet Street
- Street activations
- Restore the Pavilion into cultural destination



PAIGNTON

- Improve signage and wayfinding
- Protect and support key assets such as Paignton Zoo, Oldway Mansion & the Pier
- Reduce the size of the retail core to support Torbay road as primary retail and leisure boulevard
- Extend and support the Harbour Market



BRIXHAM

- Public Realm Improvements, including:
 1. New bridge to complete harbour loop
 2. Refurbished/replaced bus stop in town square
 3. Water & waterside activations.



TORBAY Conclusion

The three regeneration visions for Torquay, Paignton and Brixham outline key principles, a network of sites categorised at different stages of development and a series of key interventions which can be phased over time.

These regeneration visions have been created with a comprehensive evidence base, including, a heritage assessment and mappings of social demographics, policy, town centre zones (in policy), uses, conservation areas, vehicular routes, car parks, pedestrian routes, green spaces, topography, flood zones, peacemaking & circulation. These aspects all came together into a SWOT analysis.

Comments were canvassed from key stakeholders in each of the towns. Questions included what the towns strengths and weaknesses are, what issues they currently suffer from and what opportunities there are.

This evidence base resulted in nine key principles for development, guiding the aspirations for the sites for the future.

These three regeneration visions are linked by this report, which highlights how the three towns are linked, and provide complementary offers to visitors, residents and workers.



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Brixham Town Centre Place Vision and Torbay Vision – Report of the Overview and Scrutiny Board

Report to Cabinet on 16 December 2025

Background

1. The Overview and Scrutiny Board met on 4 December 2025 to consider the submitted Brixham Town Centre Place Vision and overarching Torbay Vision and responded to questions together with the Director of Regeneration and Place Delivery – David Carter. The purpose of the documents was to attract external investment in Brixham and Torbay.
2. Beth Huntley, member of the public made oral representations in respect of sustainable cycling provision within the Torbay Vision document.
3. The Mayor of Brixham Town Council, Councillor Nicholls made oral representations in respect of the Brixham Town Centre Place Vision and questioned if the Brixham document should clarify that it seeks external investment rather than Council delivery.
4. Members raised the following questions:
 - What was the purpose of the Vision documents?
 - Why does the Brixham Vision include completed projects like South Quay?
 - How will language be adapted to reflect Brixham's identity?
 - How will the document capture diversity across Torbay?
5. The following responses were received:
 - The purpose of the documents was a regeneration vision to attract external investment, rather than being a delivery plan.
 - The Brixham Vision document was a living tool for events such as UK Real Estate Investment and Infrastructure Forum (UKREIIF) and investor engagement which promotes Brixham and identifies potential investment options.
 - Feedback had been received from Brixham Town Council which would be incorporated into the final version presented to Cabinet in respect of local identity.
 - Focus remains on regeneration of three town centres; community diversity was noted for consideration for future updates.
 - The documents will clearly state their purpose as an investment vision.

5. Conclusion

- 5.1 The Board reflected and debated the information provided to them, both verbal and written and formed the following recommendations to the Cabinet. On being put to the vote, the motion was declared carried unanimously.

6. Recommendations

- 6.1 That the Cabinet be recommended:
1. that, subject to the inclusion of the comments made by Brixham Town Council and it being made clearer that the intention of the document is a regeneration vision document to encourage external investment in Brixham rather than what the Council will deliver, and inclusion of reference to the ferry and park and ride, the Cabinet approve the use of the Brixham Vision document to steer both the delivery of current regeneration sites and the development of future proposals for the sites and areas of public realm identified by the vision as suggested priorities;
 2. that subject to it being made clearer that the intention of the document is a regeneration vision document to encourage external investment in Torbay rather than what the Council will deliver and the document reviewed to ensure that suitable provision for cycling is included, the Cabinet approve the use of the Torbay Vision document to provide an overarching strategic place vision that works with the three Town Centre Visions and influences the delivery of current regeneration sites and the development of future proposals for the sites and areas of public realm identified by the vision as suggested priorities; and
 3. that the documents are updated as and when is necessary by presenting the revised document and evidence base to Cabinet.

Background Papers

[Agenda for Overview and Scrutiny Board on Thursday, 4 December 2025, 5.30 pm](#)

Meeting: Cabinet

Date: 16 December 2025

Wards affected: Wards in Paignton

Report Title: Acquisition of land and linked development of up to 25 homes for social rent in Paignton

When does the decision need to be implemented? 19 December 2025

Cabinet Member Contact Details:

Cllr. Alan Tyerman – Cabinet Member for Housing and Finance
alan.tyerman@torbay.gov.uk.

Director Contact Details:

David Carter – Director of Regeneration
david.carter@torbay.gov.uk

1. Purpose of Report

- 1.1. To endorse the acquisition and linked development of the site identified in Exempt Appendices 1 and 2 in Paignton, to deliver up to 25 homes, for 100% social rented housing for households with a local connection to Torbay.
- 1.2. To endorse the stated delegations to officers as set out in Section 3, to acquire the land and enter into a linked build contract to deliver the project.

2. Reason for Proposal and its benefits

- 2.1. In May 2025, Torbay Council's Cabinet agreed to the establishment of an Accommodation Repurposing Programme, with an initial funding package of £20.000m of prudential borrowing, to enable schemes to be progressed for approval by Cabinet.
- 2.2. The scheme outlined in this paper fully meets the objectives of the Accommodation Repurposing Programme and will conform with the funding mechanisms, management proposals and lettings policies as specified in paragraphs 6.9, 6.10 and 6.11 of the original Programme report.

3. Recommendation(s) / Proposed Decision

- 3.1. That Cabinet:

- 3.1.1. Provide delegated authority to the Director of Regeneration, in consultation with the Cabinet Member for Housing and Finance and the Director of Finance, to acquire the Land identified in Exempt Appendix 1 and to enter into a linked Design & Build JCT build contract with the developer, all as set out in Exempt Appendix 2 (subject to satisfactory completion of all necessary due diligence, an acceptable amount of Homes England grant funding, and of an Acceptable Planning Permission).
- 3.1.2. Approve an Overall Project Budget of £4.913m (including build cost, land cost and all internal/on-costs), to be funded by an allocation of prudential borrowing of up to £2.098m from the £20.000m of capital headroom approved by Council in May 2025, combined with an allocation of other internal/external affordable housing subsid(ies), and subject to grant funding from Homes England's Affordable Homes Programme.
- 3.1.3. Provide delegated authority to the Director of Finance, in consultation within the Cabinet Member for Housing and Finance and the Director of Regeneration to increase the Overall Project Budget by maximum of £100,000 (if necessary), to fund any amendments required to the scheme to secure an Acceptable Planning Permission. Such increase in budget to funded by an increase to the Homes England Grant and/or other internal/external subsidies only (subject to approval of an updated Full Business case and independent Value for Money review);
- 3.1.4. Provide delegated authority to the Head of Strategic Housing and Delivery to finalise all terms to acquire and develop the site, and to work with Homes England to secure the maximum possible allocation of grant funding to support the project's delivery.

Appendices

1. Exempt Appendix 1 – Location Plan
2. Exempt Appendix 2 – Business Case
3. Exempt Appendix 3 – Valuation
4. Exempt Appendix 4 – Independent Value for Money Report
5. Exempt Appendix 5 – Commercial advice note.

Background Documents

- Torbay Council Housing Delivery Plan (First Review, June 2025)

4. Introduction

- 4.1. Torbay is a uniquely beautiful yet economically vulnerable coastal region facing significant and compounding housing challenges. While the area is nationally renowned for its natural environment and appeal as a tourism destination, these attributes mask entrenched issues of housing unaffordability, deprivation, and inequality.
- 4.2. The Bay faces:

- A lack of affordable housing: There is a significant shortfall in homes available for social rent. Many residents are priced out of the local market due to private rent inflation, low average incomes and open market sales values that are not affordable to the local working population.
 - Stagnant housing delivery: Private market delivery has slowed significantly in recent years due to viability concerns, developer reluctance, and the limited availability of unconstrained, developable land.
 - High housing demand and unmet need: 1,600 households are typically registered on Devon Home Choice with a need for social housing in Torbay at any given time. This includes growing numbers of families, older people, single-person households, and those facing eviction or unsuitable living conditions.
 - Increased reliance on temporary accommodation: The Council has seen a rise in homelessness presentations and is experiencing pressure to find suitable placements. Without a supply of social housing to meet this need, this leads to a revenue cost to the Council in securing short-term, unsustainable temporary accommodation solutions.
 - Poor housing quality and hidden homelessness: A significant proportion of Torbay's housing stock is older and in poor condition, particularly in the private rented sector. This has led to health inequalities, increased fuel poverty, and greater demand on local health and social care services.
- 4.3. These factors combined are creating a housing system under strain, with consequences that extend beyond bricks and mortar that impact upon educational attainment, community wellbeing, public health, and economic prosperity.
- 4.4. To address this, the Council has recognised the need to strategically intervene to increase housing delivery on brownfield sites and prioritise growth within existing town boundaries to reduce the need for growth in rural areas. The Council has adopted a five-year Housing Delivery Plan, endorsed by the Cabinet Member for Housing & Planning (on behalf of Cabinet), which is also supported by wider Group Leaders. The Plan seeks to increase the number of affordable homes built in Torbay, including on sites delivered directly by the Council, within the existing built-up area of our towns.
- 4.5. Whilst considerable progress has been made in the two years since the programme was originally conceived, and since the May 2025 Cabinet endorsement, further sites are required to both increase the amount of development taking place within established settlement boundaries, and to increase our current direct delivery rates to help meet local needs, and national and local housing targets. As such, and with clear evidence of extant local demand, this report seeks authority to bring forward the next site for delivery within our growing social housing delivery programme.
- 4.6. This report proposes a deliverable, medium-term opportunity to increase the social housing stock for local people, at a rent that is genuinely affordable. This would be achieved by redeveloping a small brownfield site in central Paignton, as identified in Exempt Appendices 1 and 2. The scheme will deliver up to 25 units of social housing for households aged 55+.

The site is near community facilities, food retail and within nearby range of medical facilities. A bus route is also close by.

- 4.7. The site was widely marketed by the original vendor through established local and regional channels, specifically for affordable housing. In this instance, no partner Registered Provider was interested in the project. To ensure we meet our established local housing need, and provide investment in our economy, it is therefore proposed that the Council delivers the site as part of its over-arching Accommodation Repurposing Programme.
- 4.8. The proposed scheme is of a high design quality and is considered likely to provide a 'regenerative effect' to the local surrounding neighbourhood. All homes are expected to have private outdoor space, as well as access to landscaped shared gardens, parking, and views out across the Bay. The scheme will also make provision for Biodiversity Net Gain improvements and feature low carbon space and water heating.
- 4.9. The delivery model, known as a 'package deal' in the social housing industry, will result in the Council acquiring the site from the developer at the point at which they secure a viable planning consent for social housing, with the council simultaneously entering into a construction contract with the developer to build the consented scheme on the Council's behalf. Working with a developer in this way offers the Council a speedy, very low upfront risk mechanism to secure additional affordable housing, with minimal internal resources required to secure the scheme through to construction. Package Deals are a common delivery mechanism for social housing, offering both the developer and the Council a minimal risk route to delivery, which secures early commitment from both parties. The model ensures that responsibility for the initial site purchase and the securing of a viable planning consent is the responsibility of the developer partner. If they cannot secure an Acceptable Planning Permission or the Council is unable to secure the necessary quantum of Homes England grant, any deal would fall away with no contractual obligation to proceed further. However, if a suitable planning consent is secured and grant confirmed, and the final construction price is viable, the Council will purchase the land at the pre-agreed price and enter into a linked JCT Design & Build Contract to build out the project.
- 4.10. In this instance, the proposal is to deliver the project specifically for households aged 55+, to help free-up some of the existing large family homes located nearby. Enabling and encouraging downsizing is critical as it enable us to make better use of the existing housing stock. It also potentially helps the council save revenue, as people are encouraged to live independently for longer with simple domiciliary care (if required), rather than moving into expensive residential care facilities unnecessarily.
- 4.11. The main benefits to the Council of this approach can be summarised as:
 - i. No upfront cost-risk – the risk of securing a planning consent rests with the developer.
 - ii. Other than a returnable deposit payment on exchange of contracts, payment for the land is not made unless and until a deliverable and acceptable planning consent is achieved.
 - iii. Certainty of delivery – as the build contract effectively forms part of the land purchase, there is no need for protracted tendering or procurement processes to secure a development partner; and,

- iv. The construction cost is known at the outset – a price is agreed as part of the land contract, which means viability testing can be undertaken at the earliest point with sensible allowances made for project contingencies etc. The only variation to this is in circumstances where the planning system requires unanticipated changes to design (however, this has largely been mitigated in this instance by early discussion and pre-application enquiry with the Local Planning Authority).
- 4.12. Clearly, any commercial construction activity comes with a degree of risk; however, the other benefit of the package deal approach is that the ‘buildability’ of the site is considered from the earliest stages, as it is the developer that will be building out the project who is responsible for designing it and undertaking the initial land due diligence. Whilst there is always a potential for unexpected costs to arise due to unforeseen issues, the developer will be responsible for the upfront ground investigations and for securing all the necessary consents for utilities and accesses etc. Additionally, the developer is able to design a scheme from the outset knowing how they would want to build it most efficiently – rather than having to create a build strategy around someone else’s design, which is not necessarily created with ease of construction in mind.
- 4.13. The project has been through extensive viability testing, with the outturn of this detailed in Exempt Appendix 2. Assuming normal levels of Homes England grant can be secured, the scheme is viable for the council, based on the build-price negotiated with the developer for their proposed design. Officers’ viability appraisal has considered construction cost, internal fees and management costs, and debt-financing arrangements. The scheme can be delivered with the level of rental income exceeding the cost of borrowing from Year 1 assuming an ‘interest only’ financing structure; alternatively, adopting a traditional annuity/MRP financing mechanism generates a fractional deficit in Year 1 of -£1,837, with (growing) surpluses generated every year thereafter. The Council is currently awaiting approval from its Auditors to adopt the proposed ‘interest only’ model for social housing purposes; however, in the (unlikely) event that approval is not forthcoming, the minor revenue shortfall in Year 1 can be funded as a ‘one-off’ from £1.200m of revenue allocated to support affordable housing schemes, in the 2025/26 budget.
- 4.14. The scheme is reliant upon securing Homes England grant. However, this is normal and officer’s highlight Torbay’s success in securing grant funding since the Council started building homes again in 2024. We have already secured grant to support the St. Kilda’s redevelopment, along with the Brampton Court Hotel scheme, and two recent off-the-shelf purchases in Torquay and Paignton. Additionally, grant has been secured for the LAHF properties, too. We have a strong relationship with Homes England; they are aware of this project, and we anticipate being able to secure grant at a level that makes this project deliverable and viable. In the unlikely event that we are unable to secure an appropriate allocation of grant, the project will not proceed (which is a standard, contractual condition for such projects).
- 4.15. Furthermore, it is worth noting the announcement in November in respect of the launch of the new Social and Affordable Homes Programme, which will be delivered over 10 years from April 2026. This is particularly relevant, as for the first time this specifically identifies the importance of Council-delivered social housing and indicates the level of additional

support that will be given to projects delivered by Local Authorities. Officers are as confident as it is possible to be at this point, that this project will be welcomed by Homes England; it represents an excellent opportunity for Torbay to demonstrate how it is playing its part to meet the national ambition in respect of housing growth, whilst concentrating our directly delivered activities on brownfield sites to protect our green fields.

- 4.16. To support the project, officers have procured three independent reviews which are attached at Exempt Appendices 3, 4 & 5. These are a Red Book valuation, a Value for Money review and supporting statement of the build cost, and an advice note on the supportability of the package deal approach, respectively.
- 4.17. At the time of drafting, the developer intends to submit the planning application in December 2025, which would mean the council taking ownership of the land in early 2026, with a start on site shortly thereafter. This is subject to change or delay through the planning process, or any unexpected matters that may arise; but gives an indication of the desire and expectation that the project will quickly progress. As our construction partner will have been secured as part of the land purchase, we can make a considerable time saving to the project, meaning we can deliver homes quickly. The developer expects to build the scheme within approximately 12-14 months, meaning the homes would be complete approximately Summer 2027.

5. Options under consideration

- 5.1. **Option 1** Is to proceed with the acquisition and development to deliver up to 25 new homes for social rent, to be let through Devon Home Choice to eligible households with a local connection to the local area. This delivers the following for the Council:
- Accelerated delivery of affordable housing: The council takes direct action to address a growing shortfall in affordable homes, reducing the pressure on the superheated local market.
 - Strategic use of allocated funds: Utilising the already-approved funding to support housing delivery allows the Council to invest in long-term tangible assets rather than spending on temporary, reactive housing solutions
 - Increased control and oversight: Council involvement ensures alignment with Torbay's housing design standards, climate policies, Local Plan, inclusive housing goals and political priorities.
 - Improved long-term financial sustainability: Reducing reliance on expensive residential care facilities will have long-term benefits for the Council's revenue budget.
- 5.2. This delivers the following to the community:
- Up to 25 high-quality affordable homes in a location with high local demand and limited supply.

- Increased housing choice for local residents, particularly for older people wishing to downsize, in turn freeing up larger homes to be reallocated to other families.
 - Sustainable and well-connected development, located near essential services (healthcare, shops, transport) with parking, cycle storage, and waste management integrated into the design.
 - Confidence in local leadership: Demonstrates the Council's ability to act in the public interest, lead regeneration, and deliver for its residents.
- 5.3. **Option 2** is not to proceed, effectively stepping away from the opportunity to bring forward a brownfield site to support the local housing market. This will avoid capital risk; but will not improve the housing situation and will be less likely to secure delivery of the site to meet Local Plan targets in the short-medium term. It would also be reputationally damaging for the authority in respect of a project that has wide political support and is supported for this use by the vendor. It would also mean Torbay misses an opportunity to increase its social housing stock.
- 5.4. On the balance of considerations, officers recommend proceeding as set out in **Option 1**.

6. Legal Implications

- 6.1. The Council will be entering into a commercial arrangement to purchase an asset on the open market and develop it out. Expert external solicitors have been appointed to undertake the conveyance and contract arrangements, and the transaction will not proceed unless and until the relevant due diligence has been undertaken to a satisfactory conclusion and identified risks are sufficiently mitigated.
- 6.2. Once we have exchanged contracts, the Council will not be able to withdraw from the purchase without considerable penalty.
- 6.3. The Council will need to ensure an adequate asset management strategy is in place to protect the Council's interests and also the public in respect of Health and Safety etc.
- 6.4. Officers have spent considerable time working through the legal and procurement implications of this project and have procured the Commercial Advice Note provided at Exempt Appendix 5.

7. Financial Implications

- 7.1. Proceeding with this project will necessitate securing grant funding; utilising internal ring-fenced grants; and committing prudential borrowing to fund the remainder (paid for by rental income). The Overall Project Cost is expected to be £4.913m, to deliver 25 homes for social rent. This includes the price of the consented land, the cost of the linked build contract and all internal/project on-costs. Whilst a large proportion of the project can be

funded by grant funding from Homes England, it will also require the Council to invest £2.098m of the £20.000m capital headroom approved in May 2025.

- 7.2. To deliver the 32 homes that are currently approved as part of this programme (which includes the Brampton Court Hotel 'Hotels to Homes' project, as well as the two off-the-shelf purchases approved by the Council in August 2025 and completed in mid-November), a total of £3.196m has been committed. Adding the scheme identified in Exempt Appendix 2 into this programme results in a total investment commitment of £5.294m, which will deliver 57 homes for social rent.
- 7.3. All homes delivered as part of this programme generate rental income, which is used to pay off the borrowing required to fund the proportion of the project that cannot be paid for through Homes England grant. This project is expected to provide c.25 new homes for older people, with an annual first full year's net rent (i.e. after management, maintenance and long-term maintenance sinking funds are accounted for) of approximately £0.105m, which rises with inflation (and in accordance with the 10-year rent settlement announced by government earlier in 2025).
- 7.4. In respect of payment profile, if approved, the Council's first financial payment would be a 10% returnable (stakeholder) deposit on the land at Exchange of Contracts. Once a deliverable planning consent has been secured, along with Homes England grant (and assuming the necessary contractual conditions are met as expected, the next payment will be the remaining 90% of the land purchase price. Exchange of Contracts would likely take place in Spring 2026; completion being c.3 months later.
- 7.5. The construction contract would be a standard JCT Design & Build Contract, based upon the most recent 2024 iteration (as amended). The payment profile would be based upon monthly valuations of work undertaken, independently monitored on our behalf by an Employer's Agent. The overall budget will be set out in the contract; contingency funding (which is part of the overall cost reported in Exempt Appendix 2) would only be used if required as a result of on-site changes.

8. Engagement and Consultation

- 8.1. The community will be consulted on the principle of the sites' redevelopment through the planning process.
- 8.2. The Head of Strategic Housing & Delivery has extensively briefed the Portfolio Holder for Housing and Finance, and the other Cabinet members in advance of this proposal. The Shadow Cabinet Member has also been briefed on the proposal.

- 8.3. Senior Council officers have also been made aware of the proposal through the Capital & Growth Board and Housing Capital Programme Board.

9. Procurement Implications

- 9.1. Property transactions, such as land and residential property acquisitions, are exempt from the Public Contracts Regulations 2015. Therefore, a formal competitive procurement procedure is not required for this acquisition.
- 9.2. However, the Council will still comply with its own internal Contract Procedure Rules and demonstrate best value in line with the Local Government Act 1999, this includes:
- Evidence that the acquisition represents value for money;
 - A clear and transparent decision-making process;
 - Appropriate financial and legal due diligence.
 - It should be noted that the Council has obtained a Red Book valuation which supports the price being paid for the site; as such it represents good Value for Money and is commercially supportable.
- 9.3. The Council has appointed an external conveyancing firm to act on its behalf in managing the legal aspects of the transaction and contract, and an Employer's Agent will be brought on board, too. This will ensure we have relevant market knowledge, experience in public sector conveyancing and contract administration, and capacity to work within the required timescales. The appointment of the firms not only ensures a compliant and well-managed transaction but also supports the delivery of a value-for-money acquisition in line with the Council's legal and procurement responsibilities.

10. Protecting our naturally inspiring Bay and tackling Climate Change

- 10.1. The proposal outlined represents an opportunity to embed climate-conscious, environmentally responsible design principles into the fabric of our built environment. It supports Torbay Council's declared Climate Emergency and the subsequent Climate Emergency Action Plan by creating homes that are both low-carbon and environmentally sustainable, while preserving the character and ecological integrity of the Bay.
- 10.2. The development will be delivered in accordance with current best practice in sustainable construction and environmental protection, delivering:
- Energy-efficient homes: The development will be designed to at least meet minimum Building Regulations, with a focus on enhanced fabric performance (insulation, air tightness, and glazing) to reduce energy consumption and fuel poverty. If further enhancements can be viably delivered above the minimum standards at the point of delivery, they will be.

- Low-carbon building materials and methods: Where feasible, the scheme will promote the use of sustainable, low-emission materials and modern methods of construction (MMC) to minimise environmental impact.
- Renewable energy and futureproofing: The project will explore integration of solar panels, energy-efficient heating systems (e.g. air source heat pumps), and electric vehicle (EV) charging infrastructure to support low-carbon lifestyle for residents. The scheme would be delivered without recourse to carbon-intensive space and water heating (i.e., “no gas”).
- Sustainable transport: Provision for secure bicycle storage and good access to public transport will reduce car dependency, in line with sustainable travel objectives.

10.3. Climate change disproportionately affects vulnerable populations. Providing safe, secure, and energy-efficient housing contributes to climate resilience by reducing exposure to extreme weather conditions; helping low-income households better manage rising costs; and support equitable access to housing that meets modern environmental and health standards.

11. Associated Risks

11.1. There are risks associated with any commercial activity. The risks associated with this scheme are described throughout this paper.

12. Equality Impact Assessment

| Protected characteristics under the Equality Act and groups with increased vulnerability | Data and insight | Equality considerations (including any adverse impacts) | Mitigation activities | Responsible department and timeframe for implementing mitigation activities |
|--|---|--|---|---|
| <p>Age</p> <p style="writing-mode: vertical-rl; transform: rotate(180deg);">Page 141</p> | <p>18% of Torbay residents are 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.</p> <p>There are 139,479 people in Torbay (ONS Mid-Year Estimate 2022), and 1 in 4 are aged 65 or over (36,612 people, or 27%) which is higher compared to across England (where the 65s and over make up 18%).</p> <p>By 2043, it is estimated that over one in three (34%) of Torbay's population will be aged 65 years and over (52,033), compared to 24% across England.</p> | <p>Due to the client group to be targeted, this project will benefit older people looking to downsize. Younger people will not normally be eligible for a home on this site (unless as part of a household that includes an older person in need).</p> <p>Other schemes being brought forward by the Council will address the specific needs of the family with children cohort.</p> | <p>Designed to meet Building Regulations Part M4(2) or standards as a minimum (accessible and adaptable dwellings).</p> | <p>Strategic Housing</p> |
| <p>Carers</p> | <p>At the time of the 2021 census there were 14,900 unpaid carers in Torbay. 5,185 of these provided 50 hours or more of care.</p> | <p>No adverse impact. Lettings would not discriminate against the caring responsibilities of future tenants.</p> | <p>N/A</p> | <p>Housing Management</p> |
| <p>Disability</p> | <p>In the 2021 Census, 23.8% of Torbay residents answered that their day-to-day activities were</p> | <p>Due to being new-build properties, the buildings will adhere to Building Regulations. Any additional support needs</p> | <p>Consider accessibility and mental health</p> | <p>Strategic Housing</p> |

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| | <p>limited a little or a lot by a physical or mental health condition or illness.</p> <p>The Torbay Joint Strategic Needs Assessment highlights that two-thirds of adults aged over 65 are expected to be living with multiple health conditions (multi-morbidity) by 2035. Seventeen percent would be living with four or more diseases, double the number in 2015. One-third of these people would have a mental illness like dementia or depression</p> | would be assessed at the time of letting the properties. | needs in designs of conversions. | |
| Gender reassignment | 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. This proportion is similar to the Southwest and is lower than England. | No adverse impacts are anticipated. Trans individuals would not be excluded from the accommodation unless there was a requirement to have same sex accommodation. | N/A | ALL |
| Marriage and civil partnership | 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. | No adverse impact expected. The marital status of occupants should not influence the suitability of the homes. | NA | ALL |
| Pregnancy and maternity | Over the period 2010 to 2021, the rate of live births (as a proportion of females aged 15 to 44) has been slightly but significantly higher in Torbay (average of 63.7 per 1,000) than England (60.2) and the South West (58.4). There has been a notable fall in the numbers of live births since the middle of the last decade across all areas. | The project is specifically designed for older people, which will likely exclude this cohort. Other schemes being brought forward by the Council will address the specific needs of the family with children cohort. | NA | Housing Management. |
| Race | In the 2021 Census, 96.1% of Torbay residents described their ethnicity as white. This is a higher proportion than the South West and | No adverse impact expected as we would not discriminate on the lettings of the TA homes based on ethnicity. | NA | Housing Management |

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| | England. Black, Asian and minority ethnic individuals are more likely to live in areas of Torbay classified as being amongst the 20% most deprived areas in England. | | | |
| Religion and belief | 64.8% of Torbay residents stated that they have a religion in the 2021 census. | No adverse impact expected as religion would not be a consideration in the lettings process | NA | Housing Management |
| Sex | 51.3% of Torbay's population are female and 48.7% are male | No adverse impact expected. | NA | Housing Management |
| Sexual orientation | In the 2021 Census, 3.4% of those in Torbay aged over 16 identified their sexuality as either Lesbian, Gay, Bisexual or, used another term to describe their sexual orientation. | No adverse impact expected. | NA | Housing Management |
| Armed Forces Community | In 2021, 3.8% of residents in England reported that they had previously served in the UK armed forces. In Torbay, 5.9 per cent of the population have previously served in the UK armed forces. | Theoretically, affordable housing is more likely to be available to former service personnel and their families, as there is a degree of preference awarded to such households when they join the housing register. | Consider needs during the lettings process | Housing Management |
| Additional considerations | | | | |
| Socio-economic impacts (Including impacts on child poverty and deprivation) | Torbay's economy is ranked among the weakest in England. Average wages continue to be significantly below the regional and national average with less of the population in full-time employment than England. | No negative impact expected. Affordable housing supports those in need of a safe and warm home. | NA | NA |
| Public Health impacts (Including impacts on the general health of | | By providing suitable, safe, and warm affordable housing we can lower public health impacts and improve the health of occupants. | NA | NA |

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| the population of Torbay) | | | | |
| Human Rights impacts | | No negative impact expected | NA | NA |
| Child Friendly | Torbay Council is a Child Friendly Council, and all staff and Councillors are Corporate Parents and have a responsibility towards cared for and care experienced children and young people. | This project will be unlikely to support the direct needs of children. Albeit it's possible they may benefit indirectly through proximity/reliance on grandparents etc., who might provide care. | Other schemes being brought forward by the Council will address the specific needs of the family with children cohort. | Housing Management |

13. Cumulative Council Impact

- 13.1. An increase to the Council's portfolio of social housing, which requires ongoing management etc. However, suitable allowances are always made in the financial modelling to ensure the long-term, appropriate management and maintenance of our housing stock.

14. Cumulative Community Impacts

- 14.1. The provision of additional affordable accommodation will reduce future pressure on having to pay for expensive residential care placements when they are not really required. The whole purpose of this and similar schemes is to provide a stock of homes that are designed to help people live independently for as long as possible. to that end, it is worth noting that the project has the specific support from colleagues in the Adult Social Care team, as it will help them manage demand on their services, and provide efficient care services to a number of households in a single location.
- 14.2. There would be significant positive impact on local communities by addressing long-standing housing-needs, improving the quality of life for vulnerable residents, and contributing to the overall sustainability and cohesion of neighbourhoods within Torbay.
- 14.3. Keeping residents in Torbay ensures continued local spending and engagement with small businesses, schools, GPs and community services, as well as paying rental income to service the debt associated with the construction.

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