TORBAY COUNCIL

Monday, 9 March 2026

CABINET

A meeting of **Cabinet** will be held on

Tuesday, 17 March 2026

commencing at **5.30 pm**

The meeting will be held in the Banking Hall, Castle Circus entrance on the left corner of the Town Hall, Castle Circus, Torquay, TQ1 3DR

Members of the Committee

Councillor David Thomas (Chair)

Councillor Billings
Councillor Bye
Councillor Chris Lewis
Councillor Jacqueline Thomas
Councillor Tranter
Councillor Tyerman

A Healthy, Happy and Prosperous Torbay

Download this agenda via the free modern.gov app on your iPad or Android Device. For information relating to this meeting or to request a copy in another format or language please contact:
Governance Support, Town Hall, Castle Circus, Torquay, TQ1 3DR

Email: governance.support@torbay.gov.uk - www.torbay.gov.uk

CABINET
AGENDA

1. Apologies

To receive apologies for absence.

2. Minutes (Pages 5 - 30)

To confirm as a correct record the Minutes of the meeting of the Cabinet held on 17 February 2026.

3. Disclosure of Interests

(a) To receive declarations of non pecuniary interests in respect of items on this agenda.

For reference: Having declared their non pecuniary interest members may remain in the meeting and speak and, vote on the matter in question. A completed disclosure of interests form should be returned to the Clerk before the conclusion of the meeting.

(b) To receive declarations of disclosable pecuniary interests in respect of items on this agenda.

For reference: Where a Member has a disclosable pecuniary interest he/she must leave the meeting during consideration of the item. However, the Member may remain in the meeting to make representations, answer questions or give evidence if the public have a right to do so, but having done so the Member must then immediately leave the meeting, may not vote and must not improperly seek to influence the outcome of the matter. A completed disclosure of interests form should be returned to the Clerk before the conclusion of the meeting.

(**Please Note:** If Members and Officers wish to seek advice on any potential interests they may have, they should contact Governance Support or Legal Services prior to the meeting.)

4. Urgent Items

To consider any other items the Chairman decides are urgent.

5. Matters for Consideration

6. Brixham Town, Old Paignton and Torquay Harbour Conservation Area Appraisal and Boundary Review Adoption (Pages 31 - 540)

To consider a report on the above.

7. Council Business Plan 2023-2027 - Refresh 2026 (Pages 541 - 586)

To consider a report on the Council Business Plan which has been reviewed and refreshed to take into account progress on delivery against the plan and make any changes required from factors arising since the last review.

8. **Best Start in life - Torbay's Local Plan** (Pages 587 - 652)

To consider a report that sets out the draft Best Start in Life (BSiL) Plan, which is due to be published on the Council's website by 31 March 2026.

9. **Spotlight Review on Education - Report of Children and Young People's Overview and Scrutiny Sub-Board** (Pages 653 - 660)

To respond to the recommendations of the Children and Young People's Overview and Scrutiny Sub-Board.

Live Streaming and Hybrid Arrangements

To encourage more people to engage in our public meetings the Council is live streaming our Cabinet meetings on our YouTube channel in addition to recording the meetings and publishing the recording on our website. To watch the meeting live please visit https://www.youtube.com/user/torbaycouncil.

We are also using hybrid meeting arrangements to enable officers and Councillors who are not members of the Cabinet to either attend the meeting in person or to attend the meeting remotely via Zoom. Anyone attending the meeting remotely must use their raise hand function when they wish to speak and to declare any interests at the appropriate time. If anyone attending the meeting remotely loses connection the meeting will continue and they will have the option to follow the meeting via the YouTube live stream.

This page is intentionally left blank

Minutes of the Cabinet

17 February 2026

-: Present :-

Councillor David Thomas (Chair)

Councillors Billings, Bye, Chris Lewis, Jacqueline Thomas, Tranter and Tyerman

(Also in attendance: Councillors Brook, Bryant, Carter, Cowell, Mandy Darling, Douglas-Dunbar, Law, Barbara Lewis, Long and Tolchard (virtually))

---

75. Minutes

The Minutes of the meeting of the Cabinet held on 16 December 2025 were confirmed as a correct record and signed by the Chairman.

76. Disclosure of Interests

No declarations of interest were made.

77. Urgent Items

The Cabinet considered the item in Minute ??, and not included on the agenda, the Chairman being of the opinion that it was urgent by reason of special circumstances i.e. the matter having arising since the agenda was prepared and it was unreasonable to delay a decision until the next meeting.

78. Matters for Consideration

The Cabinet considered the following matters, full details of which (including the Cabinet's decisions and recommendations to Council) are set out in the Record of Decisions appended to these Minutes.

79. Rent and Service Charge Policy

80. Revenue and Capital Budget 2026/2027

81. Budget Monitoring - Revenue and Capital Outturn 2025/26 Quarter 3

The Cabinet noted the contents of the submitted report which provided a high-level budget summary of the Council's revenue and capital position for the financial year 2025/26, reviewing of budgets and considered year-end forecasts, and the

amendments made to the published 2025/26 Capital Investment Plan, which had been discussed at the meeting of the Overview and Scrutiny Board on 11 February 2026.

82. Implementation of the English Riviera Beach Standards

83. Devon Local Nature Recovery Strategy

84. Access to Devon County Household Waste Recycling Centre - Cabinet Response to Council Recommendation

85. Update on capital investment to implement the Play Park Improvement Strategy Report of the Overview and Scrutiny Board

86. Housing Standards Enforcement Policy Review

87. Housing Ombudsman Self-assessment for Complaint Handling

88. Torbay Council Annual Pay Policy Statement and Review of Pensions Discretions

89. National Year of Reading 2026 | Go All In

90. Notice of Motion - Motor Neurone Disease

Chair

Record of Decisions

Rent and Service Charge Policy

Decision Taker

Cabinet on 17 February 2026.

Decision

1. that the Rent and Service Charge Setting Policy set out at Appendix 1 to the submitted report be approved;

2. that Council on 26 February 2026 be recommended to approve as part of the Revenue Budget Fees and Charges the proposed rent increase for 2026/2027 whereby all Social Housing rents are increased by CPI+1%, equalling 4.8% in total;

3. that rent reviews take place on all Service Occupancy properties and those rents be increased up to open market value; and

4. that delegated authority be provided to the Director of Regeneration, in consultation with the Cabinet Member for Housing and Finance, to approve an annual update to the policy, for the remainder of the period covered by the Rent Standard and Guidance (subject to Government Policy continuing to cap annual increases to rent and service charge to CPI + 1%)

Reason for the Decision

The Council was required to adopt a Rent and Service Charge Policy, which sets the framework for all its housing stock, which manages tenants expectations in respect of annual increases, and gives certainty to the Council for business planning purposes.

Implementation

The decision in respect of 1. and 4. will come into force and may be implemented on 2 March 2026 unless the call-in procedure is triggered (as set out in the Standing Orders in relation to Overview and Scrutiny). The decisions in respect of 2. and 3. will be considered by Council on 26 February 2026 as part of the Revenue and Capital Budget 2026/2027 Proposals.

Information

The Rent and Service Charge Policy sought to ensure that rents and service charges were applied and recovered in accordance with legislative and regulatory requirements and provide a fair and affordable system of charging to customers that represents good value.

At the Cabinet meeting, Councillor Tyerman proposed and Councillor David Thomas seconded a motion that was agreed unanimously, as set out above.

Alternative Options considered and rejected at the time of the decision

There were no alternative options considered.

Is this a Key Decision?

No

Does the call-in procedure apply?

Yes

Declarations of interest (including details of any relevant dispensations issued by the Standards Committee)

None

Published

20 February 2026

Signed: _____ Date: _____
Leader of Torbay Council on behalf of the Cabinet

Record of Decision

Revenue and Capital Budget 2026/2027

Decision Taker

Cabinet on 17 February 2026.

Decision

That Cabinet recommend to Council;

1. that Council Tax is increased by 4.99% for 2026/27, which includes a 2.99% increase plus a 2% levy for Adult Social care);

2. that for 2026/27 net revenue expenditure of £205.3m, resulting in a Council Tax requirement of £101.2m, (a 4.99% increase in Council Tax, of which 2% is for Adult Social Care), be approved;

3. that the proposed Fees and Charges for 2026/27 be approved.

4. that, in accordance with the requirement of the Local Government Act 2003, the advice given by the Chief Finance Officer with respect to the robustness of the budget estimates and the adequacy of the Council's Reserves, (as set out in the Reserves Statement published in November 2025), be noted;

5. that it be noted that the Brixham Town Council precept for 2026/27 of £656,123 will be included as part of the Torbay Council budget for Council Tax setting purposes;

6. that the Capital Strategy 2026/27 and Treasury Management Strategy 2026/27 be approved as published for Cabinet on 2 December 2025;

7. that any technical adjustments to the Revenue and Capital Budget be delegated to the Section 151 in consultation with the Cabinet Member for Housing and Finance; and

8. that it is agreed that any underspend from the current financial year, (2025/2026), will be considered for allocation into priority areas, which take into account the consultation results on the 2026/2027 budget.

Reason for the Decision

The Council has a statutory obligation to set a budget each financial year and must take account of all factors when setting the budget. The Cabinet's response to the recommendations of the Overview and Scrutiny Board were set out in the submitted report.

Implementation

The recommendations of the Cabinet will be considered at the meeting of Council being held on 26 February 2026.

Information

The Council has a statutory responsibility to set a budget each year. By setting and approving the net revenue budget for 2026/27 and the budget allocations proposed, the budget would be used to achieve a range of objectives across several plans within the Council including the ambitions expressed within the Community and Corporate Plan and related strategies.

The Cabinet published its budget proposals on 2 December 2025 and commenced a period of consultation that ran until 18 January 2026. Feedback had been received from members of the public as well as from the Overview and Scrutiny Board who considered the draft budget proposals in December 2025. The provisional Local Government Finance Settlement was received on 17 December 2025, part way through the consultation period, and the Overview and Scrutiny Board subsequently received an update on the material changes to funding and resource assumptions on 7 January 2026. The Final funding Settlement was received on 9 February 2026.

The Cabinet's revised budget proposals, take into account changes announced within the Settlement and consultation feedback. At the meeting, Councillor Tyerman proposed and Councillor David Thomas seconded a motion that was agreed unanimously by the Cabinet, as set out above.

Alternative Options considered and rejected at the time of the decision

None

Is this a Key Decision?

Yes

Does the call-in procedure apply?

No

Declarations of interest (including details of any relevant dispensations issued by the Standards Committee)

None

Published

20 February 2026

Signed: _____ Date: _____
Leader of Torbay Council on behalf of the Cabinet

Record of Decisions

Implementation of the English Riviera Beach Standards

Decision Taker

Cabinet on 17 February 2026.

Decision

1. that the English Riviera Beach Standards (ERBS) be implemented as Torbay's locally owned beach quality framework, and replace the participation in the Blue Flag scheme;

2. that the ERBS would apply a two-tier recognition system (Excellence and Quality Standards) for eligible beaches, with Compliant Natural Beach designation for undeveloped sites;

3. that the operational framework and assessment criteria be approved as set out in the submitted report, including baseline thresholds, scoring methodology, and the annual review process be delegated to the Director of Pride in Place in consultation with the Cabinet Member for Pride in Place to complete any minor revisions required for the effective implementation of the ERBS; and

4. the former Blue Flag accreditation budget (£11,000) be reallocated towards practical improvements required to meet and exceed the ERBS criteria.

Reason for the Decision

The implementation of the English Riviera Beach Excellence and Quality Standards (ERBS) as Torbay's locally owned beach quality framework would replace participation in the Blue Flag scheme. The new ERBS framework would provide a more appropriate, environmentally sensitive and cost-effective approach to beach management within Torbay.

Implementation

This decision will come into force and may be implemented on 2 March 2026 unless the call-in procedure is triggered (as set out in the Standing Orders in relation to Overview and Scrutiny).

Information

Torbay's beaches were central to the area's identity, economy, health and wellbeing. They support tourism, biodiversity, recreation and community life. While the Blue Flag scheme had historically offered recognition, its increasingly prescriptive requirements no longer aligned well with Torbay's diverse coastline, sensitive marine environments and operational realities. In response, Torbay Council had developed a locally defined framework that retained high standards while allowing proportionate, place-based management. The English Riviera Beach Excellence and Quality Standards aligned closely with the strategic priorities of the English Riviera Destination Management Plan 2022 to 2030, which set out the ambition to reposition the English Riviera as a high quality, sustainable and year round coastal destination.

At the meeting Councillor Billings proposed and Councillor Jackie Thomas seconded a motion that was agreed unanimously by the Cabinet, as set out above.

Alternative Options considered and rejected at the time of the decision

The options considered were:

Option 1 – Continue with Blue Flag Accreditation:

Advantages:

- Maintains international recognition and a widely understood quality mark.
- Provides consistency with other UK coastal destinations.

Disadvantages:

- Increasingly prescriptive and operationally restrictive for Torbay's beaches.
- Requires costly infrastructure changes (buoyed zones, lifeguard patrols) incompatible with local conditions and sensitive habitats.
- Estimated cost: £72,000 initial setup + £191,000 annual pressure (lifeguards, maintenance, accreditation fees).
- Risks damaging seagrass meadows and natural character of beaches.

This option was discounted, the option was financially unsustainable, environmentally harmful, and misaligned with Torbay's strategic priorities for flexibility and local accountability.

Option 2 - Withdraw from Blue Flag without introducing a replacement standard:

Advantages:

- Immediate cost savings on accreditation and compliance.
- Removes operational restrictions.

Disadvantages:

- Loss of any formal quality assurance framework for beaches.
- Negative perception from residents, visitors, and businesses; reputational risk.
- No structured approach to maintain standards or drive improvements.

This option was discounted. This option would undermine public confidence and destination marketing, leaving beaches without a clear accountability framework.

Option 3 Implement the English Riviera Beach Standards (ERBS)

Advantages:

- Locally owned, flexible framework tailored to Torbay's coastline and environmental sensitivities.
- Aligns with the English Riviera Destination Management Plan and Torbay Local Plan.
- Delivers higher standards tailored to Torbay's local requirements, ensuring water quality, accessibility, and visitor experience improvements that reflect the area's unique coastal character. Avoids costly and unsuitable infrastructure requirements.
- Investment retained locally for practical improvements (access, signage, biodiversity).

Disadvantages:

- Requires initial stakeholder engagement and branding work.
- Loss of international Blue Flag recognition (mitigated by strong local branding and communications).

This was the preferred option as it delivered a proportionate, environmentally responsible, and cost-effective approach while maintaining high standards and supporting Torbay's strategic vision.

Is this a Key Decision?

No

Does the call-in procedure apply?

Yes

Declarations of interest (including details of any relevant dispensations issued by the Standards Committee)

None

Published

20 February 2026

Signed: _____ Date: _____
Leader of Torbay Council on behalf of the Cabinet

This page is intentionally left blank

Record of Decisions

Devon Local Nature Recovery Strategy

Decision Taker

Cabinet on 17 February 2026.

Decision

1. that as the Supporting Authority Torbay Council, consent be provided for the Devon Local Nature Recovery Strategy (LNRS) to be published; and

2. that delegated authority be provided to Director of Pride in Place (as designated Supporting Authority lead officer), in consultation with the Cabinet Member for Place Development and Economic Growth and Cabinet Member Pride in Place, Transport and Parking, to approve any non- substantive amendments to the LNRS prior to publication (or post publication).

Reason for the Decision

The final draft Devon LNRS addresses requirements set out in the Environment Act 2021. The LNRS has been prepared by Devon County Council (DCC) as the Responsible Authority (RA) in collaboration with a wide range of partners, including Torbay Council. Torbay Council is a Supporting Authority (SA) in the process.

The Strategy needed to be finalised early 2026 in order for Devon to meet the statutory deadlines. The draft LNRS was made available for public consultation for 6 weeks in the autumn of 2025 and some minor amendments had been made to reflect the consultation feedback where practicable.

Implementation

This decision will come into force and may be implemented on 2 March 2026 unless the call-in procedure is triggered (as set out in the Standing Orders in relation to Overview and Scrutiny).

Information

England was considered to be one of the most nature-depleted countries in the world following historic losses and ongoing declines. The Government had made legally binding commitments to end these declines and for nature to recover. Part of this commitment included a statutory requirement for the preparation of LNRS for identified areas across the Country.

All public authorities have a duty to conserve and enhance biodiversity and must have ‘regard’ to relevant local nature recovery strategies in this process. The LNRSs are new spatial strategies that would inform nature recovery at a strategic local level, by mapping habitats, features and key species to identify opportunities and priorities to boost ecological connectivity, diversity and abundance. They would support the delivery of biodiversity net gain and provide a focus for the strengthened duty on all public authorities to conserve and enhance biodiversity.

At the Cabinet meeting, Councillor Chris Lewis proposed and Councillor Bye seconded a motion that was agreed unanimously, as set out above.

Alternative Options considered and rejected at the time of the decision

There were no alternative options considered.

Is this a Key Decision?

No

Does the call-in procedure apply?

Yes

Declarations of interest (including details of any relevant dispensations issued by the Standards Committee)

None

Published

20 February 2026

Signed: _____ Date: _____
Leader of Torbay Council on behalf of the Cabinet

Record of Decisions

Access to Devon County Household Waste Recycling Centre

Decision Taker

Cabinet on 17 February 2026

Decision

That Cabinet be recommended not to pursue access for Torbay's residents to Devon Household Waste Recycling Centres at this time due to the risks outlined in the submitted report.

Reason for the Decision

Torbay Council would not seek access to Devon's Household Waste Recycling Centres at the current stage because of the potential risks to Torbay's recycling performance and income streams, which could be negatively impacted by diverting waste outside our current systems and the anticipated financial and resource implications which although unquantified are likely to be significant. The Council would instead continue to focus on improving its own recycling services and strengthening resident engagement.

Devon County Council officers have confirmed that the Brunel Road facility is currently operating at full capacity and consequently, the site does not have the operational capacity to accommodate any additional demand at this time.

Implementation

This decision will come into force and may be implemented on 2 March 2026 unless the call-in procedure is triggered (as set out in the Standing Orders in relation to Overview and Scrutiny).

Information

At the meeting of Council on 11 December 2025, and following a Liberal Democrat amendment which was incorporated by Councillor Billings in his motion, a recommendation was made to Cabinet that the Director of Pride in Place be requested to explore with Devon County Council the possibility of enabling Torbay Council residents to access the Brunel Road Recycling Centre, Brunel Road, Newton Abbot, to encourage greater recycling and responsible waste disposal, and reduce fly tipping in Torbay and the surrounding area. The Director of Pride in Place and colleagues at Devon County Council subsequently held discussions and recommended not to pursue access.

At the Cabinet meeting, Councillor Billings proposed and Councillor Chris Lewis seconded a motion that was agreed unanimously, as set out above.

Alternative Options considered and rejected at the time of the decision

There were no alternative options considered.

Is this a Key Decision?

No

Does the call-in procedure apply?

Yes

Declarations of interest (including details of any relevant dispensations issued by the Standards Committee)

None

Published

20 February 2026

Signed: _____ Date: _____
Leader of Torbay Council on behalf of the Cabinet

Record of Decisions

Update on capital investment to implement the Play Park Improvement Strategy – Report of the Overview and Scrutiny Board

Decision Taker

Cabinet on 17 February 2026.

Decision

That the Cabinet's response to the update on capital investment to implement the Play Park Improvement Strategy – Report of the Overview and Scrutiny Board be approved as published.

Reason for the Decision

The Cabinet was required to respond to the findings of the Overview and Scrutiny Board.

Implementation

This decision will come into force and may be implemented on 2 March 2026 unless the call-in procedure is triggered (as set out in the Standing Orders in relation to Overview and Scrutiny).

Information

The Cabinet received the report of the Overview and Scrutiny Board on capital investment to implement the Play Park Strategy. In accordance with section D7 of Standing Orders in relation to Overview and Scrutiny as set out in the Constitution, the Cabinet was required to respond to the recommendations of the Overview and Scrutiny Board within two months. Subsequently the Cabinet prepared a response to the recommendations of the Overview and Scrutiny Board which was proposed by Councillor Billings and seconded by Councillor Bye and agreed unanimously by the Cabinet, as set out above.

Alternative Options considered and rejected at the time of the decision

None

Is this a Key Decision?

No

Does the call-in procedure apply?

Yes

Declarations of interest (including details of any relevant dispensations issued by the Standards Committee)

None

Published

20 February 2026

Signed: _____ Date: _____
Leader of Torbay Council on behalf of the Cabinet

Record of Decisions

Housing Standards Enforcement Policy Review

Decision Taker

Cabinet on 17 February 2026.

Decision

1. that the amendments to the current Housing Standards Enforcement Policy set out at appendix 2 to the submitted report be approved; and

2. that delegated authority be provided to the Director of Adult and Community Services, in consultation with the Cabinet Member for Adult and Community Services, Public Health and Inequalities, to authorise forthcoming updates to the Housing Standards Enforcement Policy to include elements that relate to Renters Rights Act 2025 (RRA25).

Reason for the Decision

To ensure the Council could effectively enforce Housing Standards Legislation, a suitable enforcement policy needed to be in place which would describe what the Council would and would not do and how to fulfil the Council's duties.

Implementation

The decision will come into force and may be implemented on 2 March 2026 unless the call-in procedure is triggered (as set out in the Standing Orders in relation to Overview and Scrutiny).

Information

In order for the Council to be able to effectively enforce Housing Standards legislation, a suitable enforcement policy needed to be in place. Such a policy would describe what the Council will (and will not) do and how the Council will act to fulfil its duties.

The current policy had been in place since 2019 following important legislative changes at the time. The Government introduced the Renters Rights Act 2025 (RRA25) which introduced new provisions in addition to the pre-existing responsibilities. As such a review of the policy was necessary in any case. However, a Local Government Ombudsman (LGO) review of the current policy, concluding in November 2025, directed the Council to remove a paragraph relating to situations where the Council would work with landlords 'informally' that is to say without service of a notice. It was due to this direction that the policy must be amended now, 4 months earlier than most of the RRA25 changes were needed.

At the Cabinet meeting, Councillor Tranter proposed and Councillor Tyerman seconded a motion that was agreed unanimously, as set out above.

Alternative Options considered and rejected at the time of the decision

The alternative option was to refuse to adopt the amendments to the existing policy. The way the current policy was drafted was not in line with the LGO direction. The Council would face sanctions for failing to comply. The other amendments bring the Council in line with the first wave of RRA25 provisions, if not adopted the Council would not be in a position to effectively

enforce which would be expressed via our new duties to report.

Is this a Key Decision?

No

Does the call-in procedure apply?

Yes

Declarations of interest (including details of any relevant dispensations issued by the Standards Committee)

None.

Published

20 February 2026

Signed: _____ Date: _____
Leader of Torbay Council on behalf of the Cabinet

Record of Decisions

Housing Ombudsman Self-Assessment for Complaint Handling

Decision Taker

Cabinet on 17 February 2026.

Decision

1. that as the Governing Body, the Cabinet approve the Housing Complaints Policy as set out at Appendix 2 to the submitted report; and

2. that Cabinet note the Self-Assessment Report 2025 as set out at Appendix 1 to the submitted report.

Reason for the Decision

To ensure that Torbay Council achieves best practice in complaint handling and providing a better service to tenants, through the approval of the Housing Complaints Policy. This enables Torbay Council to demonstrate to the Housing Ombudsman that the handling of complaints is in line with the relevant code.

Implementation

This decision will come into force and may be implemented on 2 March 2026 unless the call-in procedure is triggered (as set out in the Standing Orders in relation to Overview and Scrutiny).

Information

The Social Housing (Regulation) Act 2023 (the Act) empowered the Housing Ombudsman to issue a code of practice about the procedures members of the Scheme should have in place for considering complaints. It also placed a duty on the Ombudsman to monitor compliance with a code of practice that it has issued. The statutory Code came into effect from 1 April 2024 and their duty to monitor compliance commenced at the same time.

The Housing Ombudsman Self-Assessment Form should be completed by the complaints officer and it must be reviewed and approved by the landlord's governing body at least annually. Once approved, landlords must publish the self-assessment as part of the annual complaint's performance and service improvement report on their website. The governing body's response to the report must be published alongside this.

At the Cabinet meeting, Councillor Tyerman proposed and Councillor David Thomas seconded a motion that was agreed unanimously, as set out above.

Alternative Options considered and rejected at the time of the decision

The alternative option would be to not submit an annual Self-Assessment, this option was discounted. Landlords that fail to provide the submission or resubmission by the relevant date may be issued a Complaint Handling Failure Notice. All notices would be shared with the Regulator of Social Housing. The Housing Ombudsman may also refer notices not resolved through action to the governing body.

Is this a Key Decision?

No

Does the call-in procedure apply?

Yes

Declarations of interest (including details of any relevant dispensations issued by the Standards Committee)

None

Published

20 February 2026

Signed: _____ Date: _____
Leader of Torbay Council on behalf of the Cabinet

Record of Decisions

Annual Pay Policy and Pension Discretions (LGPS)

Decision Taker

Cabinet on 17 February 2026.

Decision

That Council be recommended:

1. that the Annual Pay Policy Statement 2026/27 as set out at Appendix 1 to the submitted report is approved; and

2. that the Employers Pensions Discretions as set out at Appendix 2 to the submitted report is approved.

Reason for the Decision

To ensure that the Council is compliant with Section 38 (1) of the Localism Act 2011 by the approval of the Annual Pay Policy Statement 2026/27 and that the Employers Pensions Discretions be reviewed and approved by the Council annually in line with the LGPS regulations.

Implementation

The decisions above will be considered at the Council meeting on 26 February 2026.

Information

Section 38 (1) of the Localism Act 2011 requires English and Welsh Authorities to produce a pay policy statement for each financial year. The pay policy statement draws together the Council's overarching policies on pay and conditions and will be published on the Councils Website.

Furthermore, under the current Pensions Regulations, Torbay Council is able to exercise a range of discretions in regard to how the Local Government Pension Scheme (LGPS) is applied to its employees who are members of the Scheme.

At the Cabinet meeting, Councillor Jackie Thomas proposed and Councillor Tyerman seconded a motion that was agreed unanimously, as set out above.

Alternative Options considered and rejected at the time of the decision

There were no alternative options considered.

Is this a Key Decision?

Yes

Does the call-in procedure apply?

No

Declarations of interest (including details of any relevant dispensations issued by the Standards Committee)

None

Published

20 February 2026

Signed: _____ Date: _____
Leader of Torbay Council on behalf of the Cabinet

Record of Decisions

National Year of Reading 2026

Decision Taker

Cabinet on 17 February 2026.

Decision

That the Cabinet:

1. recognises the benefits of reading for educational attainment, wellbeing and social inclusion and declares its formal support for the National Year of Reading;

2. welcomes the campaign objectives and commits to working with Council partners including local libraries, schools, community groups, literacy organisations and businesses to promote reading across Torbay communities; and

3. request that the Director if Corporate Services completes the online pledge to start the actions that will be taken by the Council.

Reason for the Decision

The National Year of Reading 2026 had a simple but ambitious vision to (re)connect people of all ages with reading as a meaningful, modern, and social activity. Reading was not only a skill for school or work but a practice that brings relevance and joy to everyday life, connecting people with stories and ideas that reflect their cultures, interests, and needs. The ambition was that the National Year of Reading 2026 would make lasting change to the reading habits of the nation to reverse the decline in reading for pleasure and unlock one of the most powerful tools for equity and opportunity: a love of reading that lasts a lifetime.

Implementation

This decision will come into force and may be implemented on 2 March 2026 unless the call-in procedure is triggered (as set out in the Standing Orders in relation to Overview and Scrutiny).

Information

The National Year of Reading 2026 had been commissioned by the government and designed as a private/public funded collective action campaign. It was part funded by the Department for Education, with additional funding and support from multi-sector partners including Arts Council England, Julia Rausing Trust, all major and independent book publishers and the Booksellers' Association, Amazon and Spotify, the National Year of Reading 2026 aims to change the nation's reading culture both during the Year and beyond.

As free to access community hubs, libraries were central in the National Year of Reading campaign to engage people of all ages with reading. The Reading Agency has been appointed to work with sector partners to deliver and support public library engagement. The Summer Reading Challenge, which encourages children aged 4 to 11 to keep reading during the summer holidays, and World Book Night, the annual celebration of reading for adults on 23 April, will form key moments for libraries in the National Year of Reading. Throughout the year, The Reading Agency will provide public libraries with resources, toolkits, and print and digital

materials to activate the National Year of Reading. As the statutory duty holder for the libraries service in Torbay, Torbay Council was supporting the National Year of Reading and Cabinet were asked to endorse the initiative, highlighting the opportunities to the public.

At the meeting Councillor Jackie Thomas proposed and Councillor Jackie Bye seconded a motion that was agreed unanimously by the Cabinet, as set out above.

Alternative Options considered and rejected at the time of the decision

There were no alternative options considered.

Is this a Key Decision?

No

Does the call-in procedure apply?

Yes

Declarations of interest (including details of any relevant dispensations issued by the Standards Committee)

None

Published

20 February 2026

Signed: _____ Date: _____
Leader of Torbay Council on behalf of the Cabinet

Record of Decisions

Notice of Motion - Motor Neurone Disease

Decision Taker

Cabinet on 17 February 2026.

Decision

1) that the Director of Adult Social Care be requested introduce a formal fast-track process for home adaptations for individuals with progressive or terminal illnesses such as Motor Neurone Disease (MND), reflecting the approach already used in practice;

2) that timeframe targets are maintained for adaptations as follows:
   - 55 days for simple/minor adaptations
   - Aim to achieve 130 days for complex adaptations, while recognising that major structural works may exceed these timescales due to statutory and technical requirements; and

3) that the Director of Adult Social Care request that priority is given to urgent and progressive-condition cases to ensure adaptations are delivered as quickly as practicable.

Reason for the Decision

To respond to the Motion in respect of MND.

Implementation

This decision will come into force and may be implemented on 2 March 2026 unless the call-in procedure is triggered (as set out in Standing Orders in relation to Overview and Scrutiny).

Information

The Cabinet considered a motion in relation to Motor Neurone Disease and how the Council supports local people living with MND to access home adaptions in a timely manner, notice of which was given in accordance with Standing Order A14.

The motion Promoter, Councillor Carter and Supporter, Councillor Long requested the Cabinet consider:

1) that the Council recognise that people with progressive conditions should be able to apply for adaptations as early as possible following diagnosis, so that their future needs can be anticipated rather than responded to in crisis; and

2) the Council recognises that early interventions can save the taxpayer money by enabling people to manage their condition more effectively and reducing the need for critical interventions at a later stage.

The Cabinet Member for Adult and Community Services, Public Health and Inequalities, Councillor Tranter advised the Cabinet of the following:

Torbay Council does not currently operate a formal fast-track system specifically for MND,

however the approach described within the Motion is already being implemented in practice.

Fast-tracking for progressive illnesses is already a standard practice for the Council. While the Housing Assistance Policy does not explicitly reference MND, Officers routinely fast-track cases where the illness is progressive and the need for adaptation is urgent. Referrals originate through Occupational Therapy colleagues and active discussions are held to ensure that fast-tracking occurs consistently and at the earliest point for individuals with rapidly progressing conditions.

Torbay Council are satisfied that including a clear statement within the Housing Assistance Policy, confirming that cases involving rapidly progressing illnesses would be fast-tracked and would present no operational issues. This amendment to the Policy would formalise and clarify a process that is already in place and functioning well.

In light of the above, Councillor Tranter proposed and Councillor Jackie Thomas seconded a motion that was agreed unanimously, as set out above.

Alternative Options considered and rejected at the time of the decision

None

Is this a Key Decision?

No

Does the call-in procedure apply?

Yes

Declarations of interest (including details of any relevant dispensations issued by the Standards Committee)

None

Published

20 February 2026

Signed: _____ Date: _____
Leader of Torbay Council on behalf of the Cabinet

TORBAY COUNCIL

Meeting: Cabinet **Date:** 17 March 2026

Wards affected: Roundham with Hyde, Clifton with Maidenway, Goodrington with Roselands, Furzeham with Summercombe, St. Peters with St. Marys, Tormohun, Wellswood.

Report Title: Brixham Town, Old Paignton and Torquay Harbour Conservation Area Appraisal and Boundary Review Adoption

When does the decision need to be implemented? After the call-in period has concluded

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

Director Contact Details: Alan Denby, Director of Pride in Place, alan.denby@torbay.gov.uk

1. Purpose of Report

1.1. The Council has secured a designation as a “Heritage Place” by the National Lottery Heritage Fund. The designation and the multiyear funding programme that accompanies it provides an opportunity to complement the capital investment the Council is delivering with its partners with a revitalisation of Torbay drawing on the best of the built environment. This report seeks Cabinet approval to adopt the updated Conservation Area Appraisals (CAAs) and proposed boundary changes to the conservation areas of Brixham Town, Old Paignton and Torquay Harbour.

1.2. The updated appraisals and proposed boundary changes would help protect the characteristics of these areas, including their architectural and historic interests, which make them a distinctive and unique place for local communities. The appraisals are a positive and active tool to celebrate, protect and enhance the places that make Torbay special. They can be used to attract investment alongside maximise heritage and cultural opportunities for the enjoyment and benefit of residents and visitors.

1.3. Those considering investment in the area for new development are able to assess the impact of proposals on the area’s special interest, character and appearance. The appraisals will be a material consideration in decisions affecting each area, will help improve the delivery of our planning service and will support the planned regeneration of Brixham, Paignton and Torquay town centres whilst protecting and enhancing our lived, built and natural environments in line with the established priorities of our Community and Corporate Plan in particular Pride in Place and Economic Growth.

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 acting as a tool to empower local communities and all other relevant stakeholders to celebrate, explore and express the value of the place in which they live and work, and by providing a greater understanding of the special characteristics of each conservation area to inform robust planning decisions. This will allow the Council to enhance the historic environment as an asset within the bay for local communities and the local economy whilst celebrating the distinctiveness and individual identity of the relevant areas of Brixham, Paignton and Torquay.

2.2. The reasons for the proposal, and need for the decision are to ensure that our duty as a Local Authority to designate and periodically review conservation areas and their boundaries under Sections 69 & 71 of the Planning (Listed Buildings and Conservation Areas) Act 1990 are met.

2.3. The review of all 24 conservation areas within the bay is vital to ensure that their distinct identity is fully understood and celebrated in order to allow their special character and appearance to be preserved or enhanced through the development management process or wider heritage or place-based initiatives.

2.4. The review of these three conservation areas (Brixham Town, Old Paignton and Torquay Harbour) was funded by the National Lottery Heritage Fund through the 'Torbay Heritage Place' programme to support the protection and celebration of heritage and culture across the bay over a 10-year period. These appraisals are the first step in the review and updating of all of our 24 conservation areas across the bay.

2.5. The updated CAAs allow us to have an updated and robust evidence base to inform development management proposals within each area and will be used as a material consideration within the planning process, this will provide clarity for residents and business owners using the planning service.

2.6. The updated appraisals and associated boundary changes provide a thorough understanding of positive features within each area to preserve, negative features to be enhanced, and risks to the area's character or appearance through decay, neglect or other threats. This will help inform future management proposals through the subsequent production of a Conservation Area Management Plan (CAMP) for each area which can be produced and delivered in partnership with local communities and relevant stakeholders.

2.7. Up to date appraisals will assist those considering investment in the area for new development to be able to proactively build and understand consensus on the character that it is desirable to preserve or enhance which can be used to inform robust planning decisions and to celebrate new high-quality, sensitive development within the historic environment. They will act as a catalyst for regeneration and will inspire well designed new development which will bring economic and social benefits to the area and local communities.

3. Recommendation(s) / Proposed Decision

3.1. That the Brixham Town, Old Paignton and Torquay Harbour CAAs and associated boundary changes be adopted, (as set out in Appendices 1,3 and 5).

3.2. That delegated authority be given to the Director for Pride in Place in consultation with the Cabinet Member for Place Development and Economic Growth and the Cabinet Member for Pride in Place, Transport and Parking to make minor changes, typographical corrections or non-material amendments to the Brixham Town, Old Paignton and Torquay Harbour Conservation Area Appraisals prior to formal publication.

4. Appendices

Appendix 1: Brixham Town Conservation Area Appraisal

Appendix 2: Brixham Town Heritage Asset Audit

Appendix 3: Old Paignton Conservation Area Appraisal

Appendix 4: Old Paignton Heritage Asset Audit

Appendix 5: Torquay Harbour Conservation Area Appraisal

Appendix 6: Torquay Harbour Heritage Asset Audit

Appendix 7: 2025 Conservation Area Appraisal Reviews – Consultation Summary Report

5. Background Documents

- Appendix 1: Brixham Town Conservation Area Appraisal
- Appendix 2: Brixham Town Heritage Asset Audit
- Appendix 3: Old Paignton Conservation Area Appraisal
- Appendix 4: Old Paignton Heritage Asset Audit
- Appendix 5: Torquay Harbour Conservation Area Appraisal
- Appendix 6: Torquay Harbour Heritage Asset Audit
- Appendix 7: 2025 Conservation Area Appraisal Reviews – Consultation Summary Report

6. Introduction

6.1. Under Sections 69 & 71 of the Planning (Listed Buildings and Conservation Areas) Act 1990, Local Authorities have a duty to designate conservation areas and periodically review their boundaries. Such areas are defined as ‘areas of special architectural or historic interest, the character or appearance of which it is desirable to preserve or enhance’. A CAA is the mechanism by which the local authority defines the special interest of the area.

6.2. Torbay has 24 conservation areas, the majority of which benefit from having associated CAAs. However, many of these documents were produced over a decade ago and over half are at least 15 years old. Historic England in their guidance document *HEAN 1 ‘Conservation Area Appraisal, Designation and Management’* advise that conservation areas should be reviewed every five years. Therefore, there is a clear need for all CAAs to be reviewed to act as up-to-date tools for today’s development context.

6.3. This report relates to the review of three CAAs; Brixham Town, originally produced in 2016 in draft form only, Old Paignton, originally produced in 2007 and Torquay Harbour, originally produced in 2004. All three conservation areas have undergone change since the production of the original appraisals and contain some of the bay's most sensitive heritage assets and areas. They also contain some of the primary regeneration sites within the bay.

6.4. The updated CAAs are the first step in addressing the clear need to review all CAAs within the bay in line with the adopted Torbay Heritage Strategy (2021-2026) and to meet our statutory duties as outlined above.

6.5. The updated CAAs have outlined the need to amend the boundaries of both the Brixham Town and Old Paignton Conservation Areas to account for unmanaged incremental changes which have, over time, diluted the character of an area and therefore warrant removal of certain areas: or to include additional areas of architectural and historic interest within the conservation area boundary. No boundary changes are proposed for the Torquay Harbour Conservation Area. Further detail of these areas and the reasoning behind the amendments for the Brixham Town CAA can be found within the appraisal document (Appendix 1) within the section entitled 'Boundary Review'. The proposed boundary changes for the Old Paignton CAA can be found within the appraisal document (Appendix 3). Full details can be found within the Consultation Summary (Appendix 7).

7. Options under consideration

7.1. Option 1 is to not carry out a review of our existing conservation areas.

7.2. This alternative is not part of the proposal, as this would result in the Council failing to carry out its statutory duty under Sections 69 & 71 of the Planning (Listed Buildings and Conservation Areas) Act 1990.

7.3. Option 2 is to adopt the updated CAAs without the proposed boundary changes.

7.4. Option 3 is to adopt the updated CAAs with some of the proposed boundary changes.

7.5. Option 4 is to propose additional boundary changes not included within the draft documents for the conservation areas, having identified and justified the additional areas to designate or existing areas to remove.

7.6. Based upon the professional judgement of the consultants who carried out the review (Purcell) along with Council officers, and the responses received during the public consultation exercise, these options are not part of the proposal. All proposed changes are considered to be appropriate and in line with the council's duties under Sections 69 & 71 of the Planning (Listed Buildings and Conservation Areas) Act 1990.

8. Financial Opportunities and Implications

8.1. The project to review and update the three conservation areas was appropriately procured and carried out by an external consultant, Purcell. This was fully funded by the National Lottery Heritage Fund as part of the Torbay Heritage Places Programme.

8.2. The process of amending the boundary of a conservation area entails a small cost to advertise to meet the statutory notification requirements as described in the legal implications section below. This cost can be met within existing planning budgets.

8.3. Properties within the proposed extensions to the conservation areas once designated would be required to apply for planning permission for certain works that no longer benefit from permitted development rights. Properties proposed to be removed from the conservation area would have these permitted development rights reinstated. Such works include demolition of unlisted buildings, works to trees and advertisements.

8.4. There may be some increased work to the Council arising from the processing of those applications but the cost of this would be recovered from the associated planning fee.

8.5. The modest costs associated with the above points will be met from existing planning budgets.

8.6. Updated CAAs and associated CAMPs can unlock potential for external grant funding for heritage related projects which can have great benefits to local communities and businesses both directly and indirectly. This can be seen as a clear financial opportunity which can use the historic environment as a tool to enhance local areas and the local economy. Used in a positive and intentional way the revision of the appraisals should complement the Council's capital programme and may act to influence other private investment into the appraisal areas.

9. Legal Implications

9.1. The appraisals and boundary reviews meet the Council's obligations required by the Planning (Listed Building and Conservation Areas) Act 1990. Under Sections 69 and 71 of the Act, the Council should periodically review conservation area boundaries and formulate and publish appraisals defining the special characteristics and interest of these areas. The review of the Brixham Town, Old Paignton and Torquay Harbour Conservation Areas forms part of the Council's rolling programme of providing up-to-date conservation area appraisals for all of its designated conservation areas.

9.2. The principal legal effect of the designation of an area as a conservation area is control over particular demolition of unlisted buildings, control over works to trees, imposition of specific statutory duties on telecommunications operators and a variation of some permitted development rights. In determining applications, the Council also has a duty under the Planning legislation to have regard to the desirability of preserving or enhancing the character or appearance of a conservation area.

9.3. The Act requires the variation of a boundary of a conservation area to be advertised in the London Gazette, a local newspaper and registered as a local land charge. The Secretary of State (DCMS) and Historic England will also be notified.

10. Engagement and Consultation

10.1. The project utilised the opportunity to consult with local residents and stakeholders within the built environment to allow communities to be engaged and participate in the production

of the appraisals and to celebrate and promote each of the three areas as great places to live and work. The proposed boundary changes to the Brixham Town Conservation Area were initially consulted on between 12 December 2024 to 16 January 2025 with the assistance of the Communications & Engagement Team. The results of this initial consultation informed revised proposals for this area. All three updated CAAs and associated boundary changes were subsequently publicly consulted on between 17 March and 07 April 2025.

10.2. The consultation was promoted with a series of six face to face engagement events (two in Torquay, two in Paignton and two in Brixham), three online surveys, plus paper copies of surveys available at Torquay, Paignton and Brixham Libraries, and at Brixham Town Council offices. It was also promoted via the Torbay Council website, newsletter articles, press release, video and social media.

10.3. In addition to this, individual letters were sent to every property affected by the proposed boundary changes, and elected members, relevant Council officers, external partners, statutory consultees, local community groups and relevant heritage organisations were all contacted and were provided with an explanation of the consultation, a link to the documents, and the online survey.

10.4. Upon completion of the full public consultation on all three appraisals, the proposed boundary changes were further assessed by members of the Local Plan Working Party over the Summer of 2025. This informed a change to the proposed boundaries to result in the following:

Old Paignton CAA

- Cecil Road to be included within the conservation area

- St.John’s Court to be excluded from the conservation area

- All other proposed boundary changes (inclusion of Hyde and Dendy Road, St. Michael’s Road and Torbay Road and Paignton Station) as shown within Appendix 3 to be removed from the proposals.

10.5. Following the results of the full public consultation and input from statutory consultees and the Local Plan Working Party officers decided to pursue the formal adoption of the updated CAAs and the proposed boundary changes in line with the recommendations made. Full details can be found within Appendix 7.

11. Procurement Implications

11.1. The project to review and update the three conservation areas was carried out by an external consultant, Purcell. This was fully funded by the National Lottery Heritage Fund as part of the Torbay Heritage Places Programme.

11.2. The external consultant was appropriately procured and was selected after obtaining competitive quotes and inviting briefs to tender. This was carried out with the assistance of the Council’s Procurement Team and in accordance with the requirements of the Procurement Act 2023 and organisational guidelines.

12. Protecting our naturally inspiring Bay and tackling Climate Change

12.1. There are no anticipated negative climate or ecological implications as a result of the proposed adoption of the updated CAAs or proposed amendments to the boundaries of the conservation areas.

12.2. Each updated CAA includes a section on sustainability, and it is expected that the associated Conservation Area Management Plans for each area will go in greater detail on how properties and areas within the conservation areas can contribute to the Council's commitment to address the climate emergency and to assist in the delivery of our Housing Strategy to ensure that homes are safe, warm, fit for purpose and more environmentally friendly.

12.3. Conservation Area designation also increases protection of trees over a certain size.

13. Associated Risks.

13.1. The risk if the proposal is not implemented is the Council failing to carry out its statutory duty under Sections 69 & 71 of the Planning (Listed Buildings and Conservation Areas) Act 1990.

13.2 There is a strategic reputational and operational risk associated with the proposal if deliverable projects or programmes associated with the adopted CAAs are not properly aligned with the established priorities of the Community and Corporate Plan.

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	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.	There are potential barriers to the ability for some people to be able to access the document online for those who are unable or have difficulty accessing the internet.	The document is produced as a pdf and can printed off as a hard copy if required. The document has been written to be as jargon free and simple to use as possible – a glossary has been included. We are working with the graphic design team to ensure that a range of users can access the information using assistive technology where necessary.	Heritage & Design Team with Graphics Design Team – implemented on production of final draft of the document

			The team can still be contacted via the telephone if required.	
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.	There is no differential impact.	n/a	n/a
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 a physical or mental health condition or illness.	There are potential barriers to the ability for some people to be able to access the document online for those who are unable or have difficulty accessing the internet. There is also a need to consider how accessibility requirements can be sensitively achieved within the historic environment.	The document is produced as a pdf and can printed off as a hard copy if required. The document has been written to be as jargon free and simple to use as possible – a glossary has been included. We are working with the graphic design team to ensure that a range of users can access the information using assistive technology where necessary	Heritage & Design Team with Graphics Design Team – implemented on production of final draft of the document

			The team can still be contacted via the telephone if required. Officers need to be aware of the importance of reasonable adjustments and the needs of people with disabilities and learning disabilities. Accessibility requirements within the historic environment can be addressed within the associated management plans for each conservation area.	
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.	There is no differential impact.	n/a	n/a
Marriage and civil partnership	Of those Torbay residents aged 16 and over at the time of 2021 Census, 44.2% of	There is no differential impact.	n/a	n/a

	people were married or in a registered civil partnership.			
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.	There is no differential impact.	n/a	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.	Potential barriers for those who are unable to access the internet or engage with the document because English is not their first language.	The document is produced as a pdf and can printed off as a hard copy if required. The document has been written to be as jargon free and simple to use as possible – a glossary has been included. We are working with the graphic design team to ensure that a range of users can access the information using	Heritage & Design Team with Graphics Design Team – implemented on production of final draft of the document

			assistive technology where necessary The team can still be contacted via the telephone if required.	
Religion and belief	64.8% of Torbay residents who stated that they have a religion in the 2021 census.	There is no differential impact.	n/a	n/a
Sex	51.3% of Torbay's population are female and 48.7% are male	There is no differential impact.	n/a	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.	There is no differential impact.	n/a	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, 5.9 per cent of the population have previously served in the UK armed forces.	There is no differential impact.	n/a	n/a
Additional considerations				

Socio-economic impacts (Including impacts on child poverty and deprivation)	Census 2021 data demonstrates levels of deprivation in Torbay in terms of education, employment, health and housing. Torbay has higher levels of deprivation with 57.9% of households being deprived in terms of 1 or more dimension, compared to 51.7% of households in England and Wales. The percentage of children living in poverty in Torbay is higher than the averages for the UK, the South West and for Exeter, and relatively similar to the average for Plymouth.	There is no differential impact.	n/a	n/a
Public Health impacts (Including impacts on the general health of the population of Torbay)	Life expectancy in Torbay is slightly lower than the England average. Over the plan period, life expectancy in Torbay has decreased by 0.7% from 83.1 to 82.5 for females, and by 0.6% from 79.1 to 78.6 for males.	The document seeks to describe and celebrate the historic environment within a local area. There are proven beneficial links with engagement with the historic environment on mental health and wellbeing.	n/a	n/a

	The general health of the Torbay population is slightly worse than the England and Wales population, with 79.1% describing their general health as good or very good (compared to 81.6% for England and Wales) and 6.4% describing their general health as bad or very bad (compared to 5.4% for England and Wales).			
Human Rights impacts	Under the Human Rights Act 2010 Section 149 requires public authority decision makers to have due regard to the need to eliminate discrimination, advance equality of opportunity and foster good relations between those with a protected characteristic and other parts of the community. This is commonly called the “public sector equality duty”. Public authorities, which includes local planning authorities by definition, are prohibited from acting in a way which is incompatible	There is no differential impact, however all officers need to be aware of the Human Rights Act 2010 Section 149.	n/a	n/a

	with any of the human rights described by the Convention (Section 6 (1)), unless legislation makes this unavoidable.			
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.	There is no differential impact.	n/a	n/a

15. Cumulative Council Impact

15.1. None

16. Cumulative Community Impacts

16.1. None

BRIXHAM TOWN
VOLUME I: CONSERVATION AREA APPRAISAL

ISSUE 03

APRIL 2025



PURCELL

English Riviera UNESCO GLOBAL GEOPARK

unesco Global Geopark

Made possible with Heritage Fund

TORBAY COUNCIL

BRIXHAM TOWN: CONSERVATION AREA APPRAISAL
CONTENTS

EXECUTIVE SUMMARY 03
Purpose of this Guidance 04
How to use the Conservation Area Appraisal 04
Frequently Asked Questions 05
Summary of Special Interest 06
Summary of Heritage Assets within the Brixham Town Conservation Area 07
Summary of Condition, Detracting Features and Opportunities for Enhancement 07

1.0 INTRODUCTION 08
1.1 Brixham Town Conservation Area 09
1.2 Context and Vision for this Conservation Area Appraisal 10
1.3 Summary of Special Interest 11
1.4 Definition of a Conservation Area 11
1.5 Purpose and Scope of the Conservation Area Appraisal 11
1.6 Planning Policy 12
1.7 English Riviera UNESCO Global Geopark 17

2.0 ASSESSING CHARACTER AND SPECIAL INTEREST 18
2.1 Summary History 19
2.2 Illustrated History 21
2.3 Architecture and Built Form 26
2.4 Setting and Key Views 37
2.5 Public Realm 45
2.6 Open Spaces and Trees 47
2.7 Geology and Topography 49
2.8 Archaeological Potential 49

3.0 CHARACTER AREAS 50
3.1 Brixham Harbour 52
3.2 Commercial, Civic and Industrial Core 53
3.3 Historic Residential Areas 55
3.4 South-West Coastal Path and Berry Head Road 57
3.5 Battery Gardens 58

4.0 BOUNDARY REVIEW 59
4.1 Reasons for Reviewing The Boundary 60
4.2 2024/2025 Boundary Changes 61

5.0 AUDIT OF HERITAGE ASSETS 64
5.1 Positive Contributors, Key Buildings and Local Landmarks 65
5.2 Listed Buildings 66
5.3 Opportunities for Enhancement 66

6.0 ISSUES 68
6.1 Condition 69
6.2 Detracting Features 71
6.3 Inappropriate Modern Development 72

7.0 OPPORTUNITIES 73

8.0 CONSERVATION AREA DESIGNATION - CONTROL MEASURES AND BEST PRACTICE GUIDANCE 75
8.1 Control Measures 75
8.2 Conservation Aims and Best Practice 75
8.3 ‘Like For Like’ 75
8.4 Repairs And Replacement 76
8.5 Maintenance 77
8.6 Trees 77
8.7 Public Realm 77
8.8 Modern and New Development 77
8.9 Sustainability 78

APPENDICES
A: Bibliography 81
B: Useful Contacts 82
C: Glossary 83
D: Detailed Historic Development of Brixham 84

EXECUTIVE SUMMARY



EXECUTIVE SUMMARY

Brixham is a historic port town, preserving a diverse range of historic architecture in a dramatic setting. The conservation area designation recognises what is special about Brixham Town, and this document provides guidance on how residents, homeowners, business owners, developers and the local authority can ensure this special interest is preserved and enhanced.

Purpose of this Guidance

This consultation draft of the Brixham Town Conservation Area Appraisal seeks to:

- Record and analyse the special interest of the Brixham Town Conservation Area;
- Recognise the designated and non-designated heritage assets which comprise the Conservation Area;
- Identify issues relating to condition and detracting features, as well as opportunities for enhancement; and
- Provide guidance for the positive management, preservation and enhancement of the conservation area.

A conservation area is defined as an 'area of special architectural or historic interest the character of which is it desirable to preserve of enhance'. Approximately 2.2% of England is covered by conservation areas. It is a requirement under the Planning (Listed Buildings and Conservation Areas) Act 1990 that all local planning authorities 'formulate and publish proposals for the preservation and enhancement' of conservations areas within their jurisdiction, and that these documents are periodically reviewed.

How to use the Conservation Area Appraisal

Section 1.0: Introduction explains what is included within the Brixham Town Conservation Area and what makes it special. It sets out the purpose of the Conservation Area Appraisal: to define and record the special interest of a conservation area, set out a plan of action for its on-going protection and enhancement, and update the boundary where necessary. This section also sets out the relevant planning policies and guidance pertinent to the conservation area.

Section 2.0: Assessing Character and Special Interest provides a summary history of the conservation area, analyses its architecture and built form, identifies key views and assesses the impact of the public realm, open spaces, geology and topography on the character of the conservation area. It also looks at Brixham's important archaeological heritage.

Section 3.0: Character Areas illustrates the various areas throughout the conservation area which have their own distinct character.

Section 4.0: Boundary Review sets out the need to review the conservation area boundary and explains the proposed alterations.

Section 5.0: Audit of Heritage Assets explains the various categories used to understand the spread of both statutory (listed/scheduled) and non-statutory designations within the conservation area.

Section 6.0: Issues identifies the main issues within the conservation area and offers advice on how they might be mitigated/ improved.

Section 7.0: Opportunities sets out opportunities to enhance the conservation area.

Section 8.0: Conservation Area Designation – Control Measures and Best Practice Guidance sets out the implications for planning/development and best practice for the management of development within

the conservation area. It includes advice on repair and replacement, maintenance, new development and sustainability.

Please note, a glossary of technical terms used in this document can be found in Appendix C.

Frequently Asked Questions

Do I need planning permission for demolition and new development with a Conservation Area?

Planning permission will usually be required to totally or substantially demolish buildings or structures within a conservation area (including walls, gate piers and chimneys). Applications for demolition will also need a heritage statement (sometimes called a heritage impact assessment) as part of the application.

Consult with Torbay Council to confirm whether planning permission will be required ahead of any new development.

Are there any additional restrictions on permitted development rights?

Permitted development rights (i.e. changes that are allowed without requiring consent from the local authority) may be restricted. For example, replacement windows, changes to elevational finishes or the installation of satellite dishes may require planning permission. Always confirm any restrictions with Torbay Council before carrying out any works to the exterior of a building within the conservation area. Contact details for the Heritage and Design Team are provided in Appendix C.

What are the implications of Conservation Area designation for tree works?

Trees with a diameter of 75mm or greater measured at 1.5m above the soil level are protected. Any works proposed to these trees require permission from the local authority by means of a planning application. This allows the local authority to determine whether a tree preservation order (TPO) is necessary.

Are there restrictions on advertising and commercial signage?

Advertisements and other commercial signage may be subject to additional controls and/or require planning permission. Contact planning@torbay.gov.uk before installing any advertising infrastructure or commercial signage.

How do I seek pre-application advice?

For pre-application advice on any developments, contact planning@torbay.gov.uk. A pre-planning application will provide guidance on what permission is required.

Please refer to **Section 8.0 – Control Measures and Best Practice**, for further information on development within conservation areas.

Does the UNESCO Global Geopark status bring additional planning restrictions?

No, the UNESCO Global Geopark does not bring any additional planning restrictions over those which already exist in national and local planning legislation, as detailed in Section 1.6.

EXECUTIVE SUMMARY

Summary of Special Interest

The special interest of the Brixham Town Conservation Area is derived from the following key factors:

- **Historical interest:** the conservation area evidences the origins of Brixham Town as a small fishing port and naval supply station, and its rapid growth in the 19th century.
- **Topography and configuration:** the conservation area has a distinctive topography which shaped the direction of development in the town, resulting in tightly clustered development with an organic character, interconnected with small alleys and flights of steps. The dramatic topography also results in a number of striking vistas and glimpsed views of the harbour and wider town from many positions in the conservation area.
- **Architecture:** the conservation area is notable for the number of surviving 18th, 19th and early 20th-century terraces. There are many other attractive historic buildings which tell the story of Brixham's industrial past and its evolution over the course of the 19th century.



Historic England Archive

EXECUTIVE SUMMARY

Summary of Heritage Assets within the Brixham Town Conservation Area

There are 108 listed buildings within the conservation area, (some list entries cover groups of buildings such as whole terraces); these are recognised and statutorily protected for their architectural or historic interest. Additionally, this Conservation Area Appraisal identifies the buildings, structures and features within the conservation area which make a positive contribution to its character. These are recognised as **positive contributors**, **local landmarks** and **key buildings of individual heritage interest**. A full audit of the heritage assets within the conservation area is available in Volume II of this report.

Summary of Condition, Detracting Features and Opportunities for Enhancement

Common problems regarding condition include:

- Poor maintenance including blocked gutters and downpipes which encourage staining and vegetation growth throughout the conservation area.
- Misguided repairs with non-breathable materials such as cement-based render and mortar, causing brick and stonework deterioration.

Detracting features include:

- uPVC windows and rainwater goods.
- Insensitively designed modern shopfronts and inappropriate alterations to surviving historic shopfronts.
- Poor quality infill development and pockets of large scale modern development which do not respect historic plot boundaries.
- Large box dormers to historic terraces.
- Television aerials, satellite dishes and external wires.

Opportunities include:

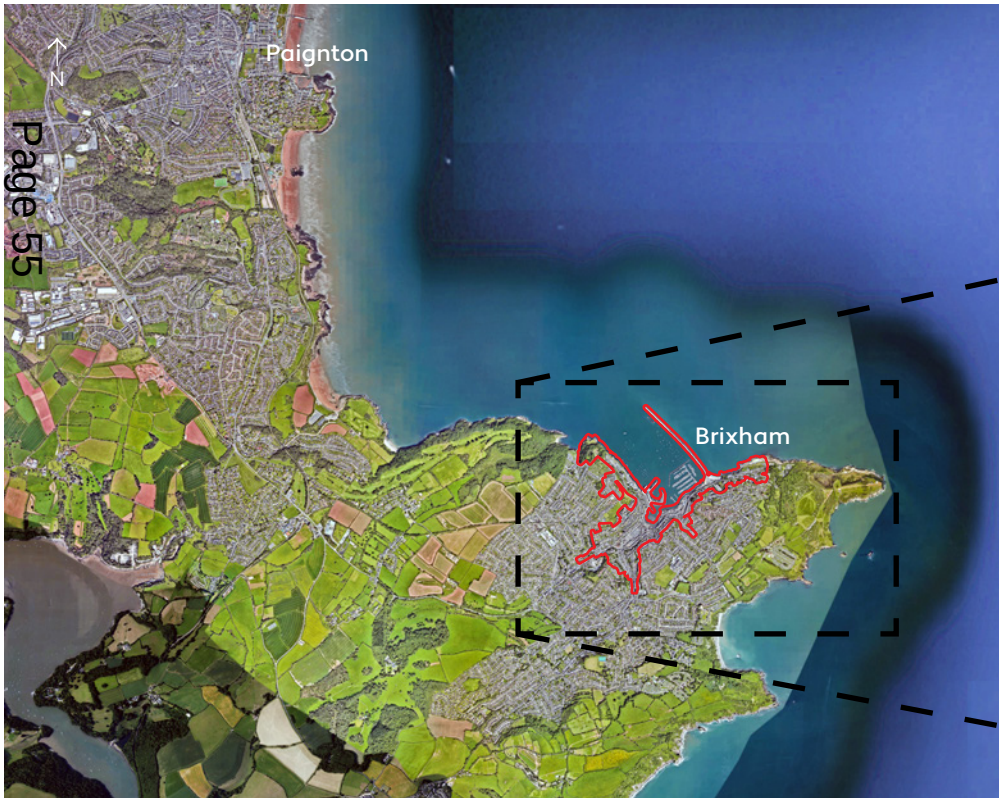
- Upgrading lower-quality modern infill/ development.
- Addressing minor detracting features.
- Improving the contribution of modern shopfronts by introducing traditional detailing.
- Sensitively designed new development.
- Heritage led regeneration.

SECTION 1.0: INTRODUCTION



1.1 Brixham Town Conservation Area

The Brixham Town Conservation Area was originally designated in 1976 and reviewed in 1999 and 2016. The designation covers the historic core of Brixham, around Brixham Harbour, and the 19th and early 20th-century residential development to North/Higher Furzeham Road in the north, New Road in the west, Bolton Street in the south and Berry Head in the east.



Aerial imagery illustrating the location of the Brixham Town Conservation Area in its wider geographical context. High-resolution, zoomable maps are provided within Sections 2 to 5 of this document.

The conservation area was surveyed between 9th and 11th of October 2024.

The proposed boundary changes set out in this document were made available for public consultation between 12th December 2024 and 16th January 2025. A consultation draft of the full Conservation Area Appraisal was subject to a period of public review between 17th March and 7th April 2025. The comments received during these consultation periods were reviewed by Torbay Council and the boundary/document updated accordingly.

Adoption statement pending

1.2 Context and Vision for this Conservation Area Appraisal.

Torbay Council envisages heritage at the heart of the cultural, creative and economic development of Torbay, making our home - the English Riviera UNESCO Global Geopark - a better place in which to live, work, learn and visit.

Caring for our outstanding historic assets and sharing our stories will maximise the potential for heritage to bring social, cultural and economic benefits to all parts of the Bay. To do this, we will develop better understanding of the risks to historic places and of the diverse meanings of heritage to different people.

Torbay Council recognises that our built, natural and cultural heritage are essential to the future success of Torbay. This approach does not prevent development, but encourages a responsible approach, balancing heritage and local need for the benefit of all our communities, now and for future generations.



1.3 Summary of Special Interest

The special interest of the Brixham Town Conservation Area is derived from the following key factors:

Historical Interest

The conservation area continues to evidence the origins of Brixham Town as a small fishing port and naval supply station and its rapid growth in the 19th century following the continued success of the fishing industry.

Topography and Configuration

The distinctive and dramatic topography of the conservation area shaped the direction of 18th and 19th-century development, which was required to step up the cliff face and valleys as well as stretching down the lower ground at New Road and Bolton Street. Much development on the higher ground around the harbour is tightly clustered and curvilinear, lending a highly organic character despite the large number of planned urban terraces.

The many elevated positions throughout the conservation area provide sweeping views of the harbour and wider coastline, as well as across the town.

The main historic thoroughfares have been preserved, as have many historic through-roads, alleyways and long flights of steps across the conservation area.

Architecture

The conservation area preserves many examples of 18th, 19th and early 20th-century terraces, which are its characteristic typology. However, there are also several examples of historic industrial, civic and religious structures which demonstrate the origins of the town and its dramatic expansion during the 19th century.

1.4 Definition of a Conservation Area

A conservation area is defined as an *'area of special architectural or historic interest the character of which it is desirable to preserve or enhance.'*[01]

Conservation areas recognise the unique qualities of an area as a whole. This includes the contribution of individual buildings and monuments but also of other features, including topography, materials, spatial relationships, thoroughfares, street furniture, open spaces and landscaping. All these features contribute to the character and appearance of an area, resulting in a distinctive sense of place.

The extent to which a building, or group of buildings, positively shape the character of a conservation area derives not just from their street-facing elevations but also from the integrity of their historic fabric, overall scale and massing, detailing and materials. Rear and side elevations can also be important.

1.5 Purpose and Scope of the Conservation Area Appraisal

It is a requirement under the *Planning (Listed Buildings and Conservation Areas) Act* 1990 for all local planning authorities to 'formulate and publish proposals for the preservation and enhancement' of conservation areas within their jurisdiction and for these documents to be periodically reviewed.[02]

The Brixham Town Conservation Area was last reviewed with the production of a draft Conservation Area Appraisal in 2016, which was not formally adopted by Torbay Council. The previous appraisal took place in 1999.

01 Section 69 (1), *Planning (Listed Buildings and Conservation Areas) Act* 1990

02 Section 71 (1), *Planning (Listed Buildings and Conservation Areas) Act* 1990.

It is important for local planning authorities to maintain an up-to-date strategy for the positive management of conservation areas so that they can be carefully adapted and continue to thrive. These public documents define and record the special interest of a conservation area and set out a plan of action for its on-going protection and enhancement.

Over time, conservation areas evolve and the integrity of characteristics which underpin their special interest may depreciate due to gradual alteration. It is therefore important to review and take stock of the character of a conservation area at intervals to ensure designation is still suitable and that the proper tools to manage change are in place.

Reviews often find that conservation area boundaries were previously drawn too tightly or include peripheral areas which do not contribute to an understanding of its character. Consequently, it is important to review the boundary and include/exclude buildings and spaces which do/not meet the requirements for conservation area designation.

This Conservation Area Appraisal seeks to:

- Record and analyse the special interest of the Brixham Town Conservation Area;
- Recognise the designated and non-designated heritage assets which comprise the conservation area;
- Identify issues relating to condition and detracting features, as well as opportunities for enhancement; and
- Provide guidance for the positive management, preservation and enhancement of the conservation area.

Although this document is intended to be comprehensive, the omission of any building, structure, feature or space does not imply that said element is not significant or does not positively contribute to the character and special interest of the conservation area. The protocols and guidance provided in **Section 8 (Conservation Area Designation: Control Measures and Best Practice Guidance)** are applicable in every instance.

The assessments which provide the baseline information for this Conservation Area Appraisal have been carried out utilising publicly available resources and through on-site analysis from the public thoroughfares within the conservation area.

1.6 Planning Policy

1.6.1 National Planning Policy

Conservation areas were introduced in the United Kingdom under the Civic Amenities Act 1967. They are now governed under the *Planning (Listed Buildings and Conservation Areas) Act* 1990. The *National Planning Policy Framework* (revised December 2024) sets out the overarching requirement for local planning authorities to identify and protect areas of special interest (paragraph 204).[03]

1.6.2 Local Planning Policy

1.6.2.1 Torbay Local Plan

The Torbay Local Plan 2012-30 was adopted in December 2015 and a draft update will be published for consultation in Spring 2025. The Local Plan details the local planning policies that will shape and guide development in Torbay to 2030. Of specific relevance to Brixham Town Conservation Area are policy HE1: Listed buildings and Policy SS10: Conservation and the historic environment, which are reproduced on the following page.

03 When considering the designation of conservation areas, local planning authorities should ensure that an area justifies such status because of its special architectural or historic interest, and that the concept of conservation is not devalued through the designation of areas that lack special interest.

Torbay Local Plan 2012-2030

Policy HE1: Listed buildings

Development proposals should have special regard to the desirability of preserving any listed building and its setting, or any features of special architectural or historic interest which it possesses. Proposals for the alteration or extension of any listed building will not be permitted if the character of the building would be adversely affected. Suitable uses for listed buildings will be supported where this would help to conserve their historic fabric and character. In appropriate cases, planning policies may be applied in a flexible manner to accommodate such uses. Changes of use, demolition or development which damage the fabric or character of a listed building will not be permitted. New development should respect the significance, scale, form, orientation and architectural detailing of any listed building it affects.

Policy SS10: Conservation and the historic environment

Development will be required to sustain and enhance those monuments, buildings, areas, walls and other features which make an important contribution to Torbay's built and natural setting and heritage, for their own merits and their wider role in the character and setting of the Bay. This includes all designated and undesignated heritage assets, including scheduled monuments, historic buildings (both nationally listed and of local importance), registered historic parks and gardens, conservation areas, and archaeological remains.

All heritage assets will be conserved, proportionate to their importance. In particular approval of a scheme causing substantial harm to, or loss of, a Grade II listed building, park or garden will be exceptional.

Substantial harm to or loss of designated assets of the highest significance, notably scheduled monuments, Grade I and II* listed buildings and Grade I and II* registered parks and gardens will be wholly exceptional.

Proposals that may affect heritage assets will be assessed on the following criteria:

01 The impact on listed and historic buildings, and their settings;

02 The need to encourage appropriate adaptations and new uses;

03 The need to conserve and enhance the distinctive character and appearance of Torbay's conservation areas, while allowing sympathetic development within them;

04 The importance of protecting and promoting the assessment and evaluation of Torbay's ancient monuments and archaeological remains and their settings, including the interpretation and publication of archaeological investigations;

05 The safeguarding of the character and setting of Torbay's historic parks and gardens;

06 The impact on vistas and views of Torbay's historic features and areas which form part of the visual and tourist appeal of Torbay;

07 Whether the impact of development, alteration or loss is necessary in order to deliver demonstrable public benefits, taking into account the significance of the heritage asset. The more important the heritage asset, the greater the benefits that will be needed to justify approval; and

08 Whether new development contributes to the local character and distinctiveness of the area, particularly through a high quality of design, use of appropriate materials, or removal of deleterious features.

Proposals that enhance heritage assets or their setting will be supported, subject to other Local Plan Policies.

1.6.2.2 The Brixham Peninsula Neighbourhood Plan

The Brixham Peninsula Neighbourhood Plan was adopted by Torbay Council in June 2019, and forms part of the Development Plan for Torbay.[04] Of specific relevance to Brixham Conservation Area are policies BH6: Roofscape and dormer management, E6: Views and vistas, E7: Protecting semi-natural and other landscape features, and BE1: Heritage assets and their setting. Policy BH6 is of particular importance and is reproduced adjacent.

Policy BH6: Roofscape and dormer management

BH6.1: To protect local amenity, where planning permission is required: Dormers will only be approved where they:

- are modestly scaled;
- are subservient to the roofscape, by being below the ridge line and set in from the sides and eaves lines;
- are sympathetic to the original fascia and eaves and retain traditional roof features (such as chimney stacks);
- do not include inappropriate projecting roof features (such as Juliette balconies or extractor fans);
- use traditional materials and methods of fixing which are consistent with the local character of the area;
- include windows that are subordinate in size, aligned to the windows below and sympathetic to traditional fenestration in materials, form and expression; and
- do not result in a detrimental impact to neighbouring residential amenity.

BH6.2: Design construction should reflect the traditional, intrinsic qualities of the original building.

BH6.3: Large roof-lights or solar panels can be as visually harmful as poorly designed dormer windows. They should be carefully designed and positioned to avoid impacting on the appearance of a building, particularly where they are not a characteristic feature in the area.

04 https://www.torbay.gov.uk/council/policies/planning-policies/neighbourhood-plans/brixham-np/

1.6.2.3 Torbay Heritage Strategy

The Torbay Heritage Strategy 2021-2026 was adopted in November 2020. The Strategy produced a suite of objectives for the Torbay Area.[05]

Relevant Objectives from the Torbay Heritage Strategy

ID	Objective	Measure of Success
SEC04	Heritage assets in Torbay are protected from the effects of climate change and carbon reduction is central to their management.	Updated Conservation Area Appraisals assess risks from climate change and all guidance for building owners includes reference to mitigation and/or carbon reduction measures.
SEC04	The special and distinctive characteristics of Torbay's Conservation Areas are, where appropriate, preserved and enhanced.	All Conservation Area Appraisals are reviewed, updated and adopted where necessary. Building owners and managers in Conservation Areas feel supported. Proposals that enhance heritage assets or their setting are supported, subject to Local Plan and Neighbourhood Plan policies.
SEC06	Building owners, retailers and developers are encouraged and equipped to enhance the built environment in historic areas.	Proposals for new developments which enhance or better reveal the architectural heritage of their setting are supported. Shop front design guides for Torquay, Paignton and Brixham are published and promoted. Updated Urban Design Guide and Residential Design Guide.

05 Torbay Council, Torbay Heritage Strategy 2021-2026, https://www.torbay.gov.uk/ council/policies/planning-policies/local-plan/ torbay-heritage-strategy/

ID	Objective	Measure of Success
SEC07	Public spaces in historic areas are easy to navigate and, if possible, enhanced by appropriate street furniture and signage	Unnecessary street furniture and signage is removed. Design of all new and replacement street furniture references and enhances the architectural heritage of its setting. Wayfinding in the public realm clearly and consistently aids navigation to key heritage sites and around the historic environment without unnecessary visual intrusion.
HMN03	Ashhole Cavern and Windmill Hill Cave are managed appropriately and protected for the future.	Management plans are agreed between the landowner, Torbay Council and Historic England, and an ongoing review process is in place. Ashhole Cavern and Windmill Hill Cave are removed from the Heritage at Risk Register. The potential for a wider Monument Management Scheme (MMS) for Torbay is explored.
TRW02	The special character of Brixham Town Conservation Area is preserved and enhanced.	Further loss of natural, local slate roofing is discouraged and its use is supported in new buildings and restoration works. Creative interpretation of Brixham's distinctive heritage is accessible in the public realm.

1.6.3 Guidance

This Conservation Area Appraisal has been prepared in line with guidance published by Historic England, the government-appointed body for the management of the historic environment in England, particularly Conservation Area Appraisal, Designation and Management, (updated February 2019). The guidance and publications produced by Historic England are subject to periodic review and users are advised to check for the most up-to-date guidance.

1.7 English Riviera UNESCO Global Geopark

Brixham Town is included within the English Riviera Geopark, a designation awarded by UNESCO to recognise areas of exceptional geological significance, which are managed with a holistic concept of protection, education and sustainable development.[06] Torbay was designated as a Geopark in 2007 on account of the international importance of 32 geo-sites spanning 400 million years. The designation recognises the contribution of Torbay to geological and archaeological sciences and the way that the local geology has shaped human history and endeavor across Torbay. From providing shelter to the earliest prehistoric people and animals in Kents Cavern near Torquay, to protecting Nelson's fleet from the prevailing winds and enabling the development of Brixham as a fishing port, the unique geology and landscape has influenced the history of the English Riviera.

The purpose of a Geopark is to explore, develop and celebrate the links between geological heritage and all other aspects of the area's natural, cultural and intangible heritage.

UNESCO Global Geopark status imposes no additional legislation from a planning perspective. However, the designated status of the Geopark is embedded within local planning policy. Torbay Council's working document, ***English Riveria UNESCO Global Geopark: Briefing Document for Planning*** explains the process for planning applications within or near Sites of Special Interest (SSSIs), Regionally Important Geological Sites (RIGS) and sites of potential geological interest (old quarries, cliff faces etc). There are three RIGS within/partially within the conservation area: Breakwater Quarry, Brixham Cavern and Sharkham Point to Berry Head.[07] Sharkham Point to Berry Head is also a SSSI.



English Riviera

UNESCO GLOBAL GEOPARK

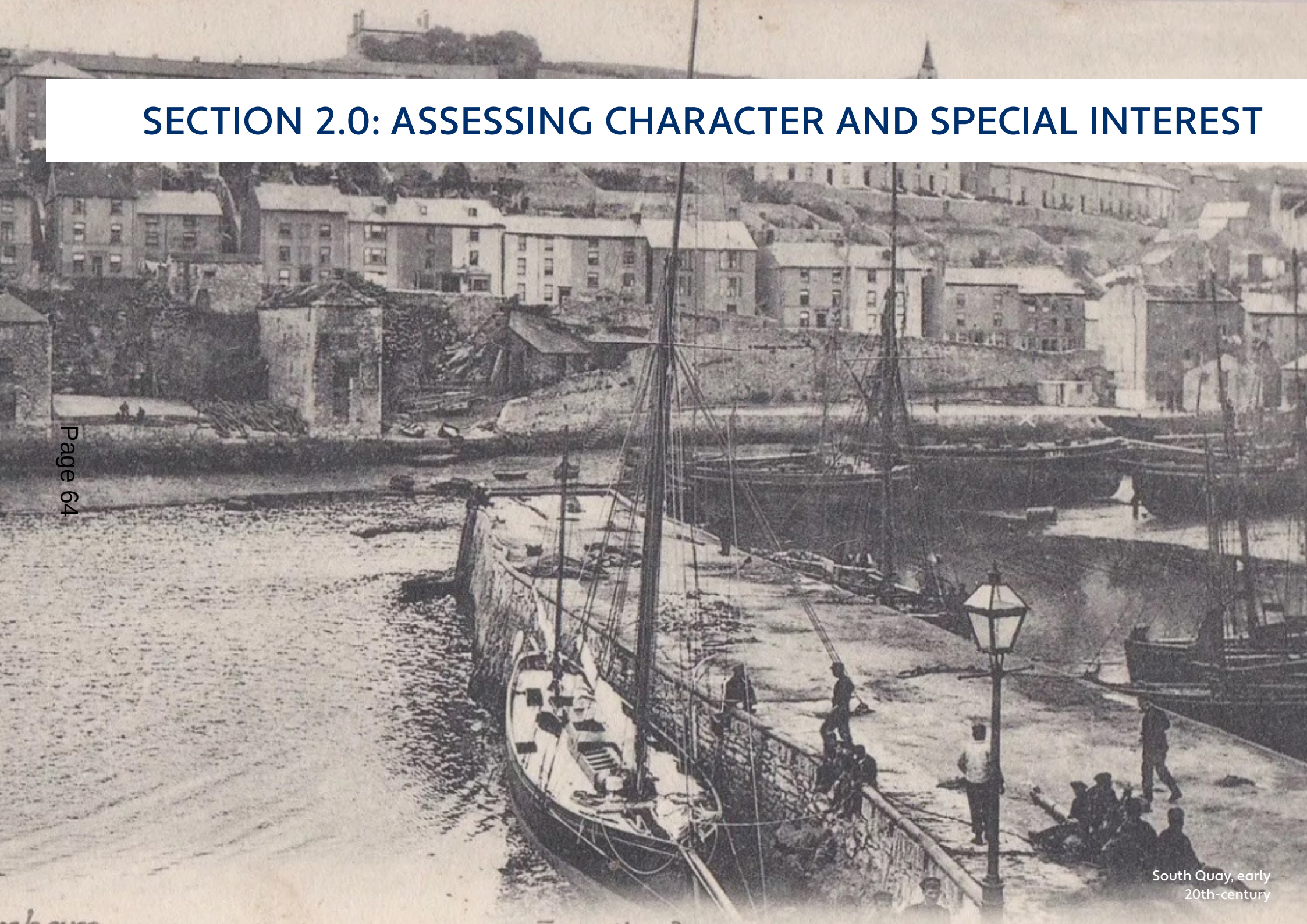
unesco

Global Geopark

06 https://unesco.org.uk/geoparks/

07 Torbay Council, *English Riviera* UNESCO Global Geopark: Briefing Document for Planning, working document V4, updated 04/04/2024.

SECTION 2.0: ASSESSING CHARACTER AND SPECIAL INTEREST



South Quay, early 20th-century

Sections 2.1 and 2.2 provide a brief overview of the history of Brixham. A more detailed history, taken from the draft Conservation Area Appraisal produced in 2016, is provided in Appendix D.

2.1 Summary History

Early History: Archaeological discoveries record prehistoric activity in the area from Middle Palaeolithic times (250,000 – 40,000 BC) – with ancient caves at Ash Hole Cavern, Brixham Cavern and Bench Cavern containing evidence of prehistoric occupation and usage. Evidence has also been recovered for Bronze Age, Iron Age and Roman activity in or adjacent to the conservation area.

Medieval Brixham: During the Middle Ages, modern-day Brixham was known as 'Lower Brixham'. It was not large enough to be mentioned in the Domesday Book of 1086 (unlike the neighbouring 'Higher Brixham', with a nucleus around the medieval St Mary's Church to the south-west of Brixham Harbour). A manorial survey of 1440 indicates that there were a number of cottages around the inner harbour at Lower Brixham – their inhabitants working at sea.

Tudor Brixham: Although the Tudor town was still very small, it had established itself as a successful fishing port by the 1530s. Brixham Quay appears on a coastal defence map from Henry VIII's time, in 1540. In 1588, Francis Drake brought *The Capitana*, the first of the great galleons of the Spanish Armada to be captured, to Brixham.

Brixham in the 17th Century: From the mid-17th century, England was engaged in longer-ranging conflict at sea with the Dutch Republic, France and Spain. This saw the development of port facilities and further infrastructure at Brixham harbour. In 1688, William of Orange's invasion fleet landed at Brixham.

Brixham harbour was the landing site of William of Orange during the Glorious Revolution in 1688.





A statue of William of Orange memorialises the landing of the future King of England at Brixham Harbour in 1688.

18th Century: In the 1750s, Brixham constituted a single street leading to a creek and pond between Middle Street and Fore Street – to the north of the present-day central car park. Brixham fishermen pioneered deep-sea trawling in the 18th century, and many cottages were built on the steep slopes surrounding the harbour to accommodate fishermen, sailors and their families. The town became a major fleet anchorage and supply station during naval conflict with France between 1756-1763. The town continued to serve this important function until the cessation of the Napoleonic Wars in 1815.

19th Century: Following the waning importance of Torbay to the Navy, activity at Brixham throughout the 19th century was dominated by shipbuilding and fishing – both owing much to the invention of the pioneering 'Brixham Trawler' in the early 19th century. The town expanded with new terraced housing, churches, schools and industrial infrastructure, and in the middle of the century boasted the largest fishing fleet in England. The Torbay and Brixham Railway opened in 1868.

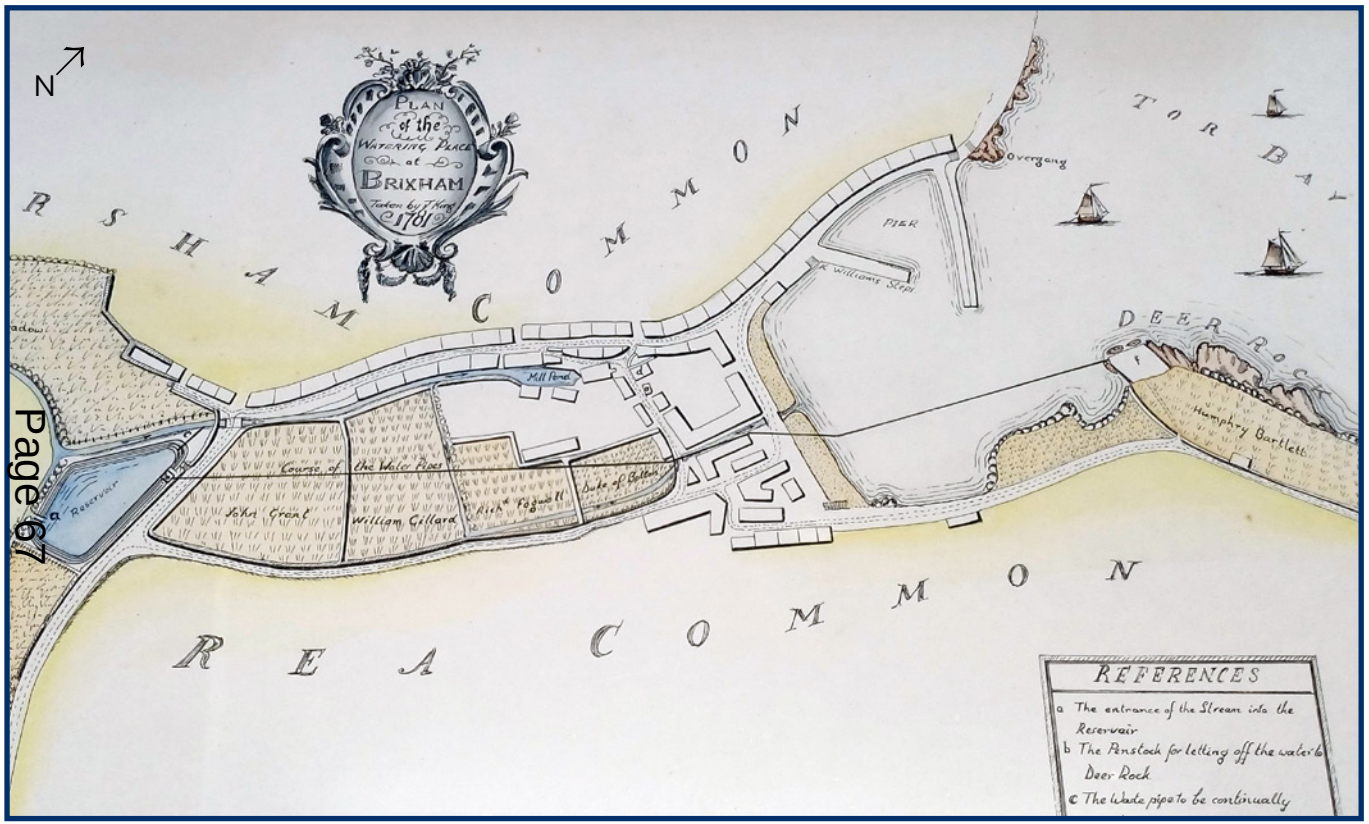


Brixham Harbour from the south-east, 1928. Historic England Archive.

Early-Mid 20th Century: The Breakwater north of the harbour was completed in 1916. Southern Quay was constructed in c.1930. The quays and shipbuilding yards were requisitioned during the Second World War, and the outer harbour main slipway and hard area (Breakwater Hard) was constructed in 1943.

Later 20th Century: Despite the dwindling size of the fishing fleet in Brixham over the early 20th century, the adoption of large trawlers in the 1960s secured the success of the industry throughout the end of the 20th and into the 21st century. The fish market was moved from the existing marketplace to a new area north of New Pier in the 1970s.

2.2 Illustrated History



Plan of the Watering Place at Brixham, by J King, 1781. Brixham Heritage Museum.

One of the earliest detailed maps of the town is J King's 'Plan of the Watering Place at Brixham', published in 1781. The plan depicts a settlement focussed around the harbour. The northern boundary was formed by Middle Street, the southern by Fore Street and King Street, and the western by Market/ Bolton Street. Built development was limited to the north and partial south side of Middle Street, the western end of King Street and a small area to the west of The Strand.

West of Market Street was a reservoir, which fed King's Quay in the east by means of underground pipes running west to east below the town. The site of the present central car park was mostly occupied by meadows, with a creek and pond on its northern boundary, to the south of Middle Street.

King's plan shows the Eastern Quay in situ, and a now-lost quay known as 'King William's Steps' south-west of the Eastern Quay (which is presumed to have been the landing place of William of Orange in 1688).

The town was bounded to the north by 'Fursham Common', to the south by 'Rea Common', and to the west by 'Tinkers Wood'.

The tithe map, produced in 1840, shows Brixham's growth as a successful fishing port. The central area occupied today by the central car park had been wholly developed. Higher Street had been laid out, connected to Middle Street by Church Hill and Apters Hill. A 'chapel of ease' had been constructed north of Middle Street in the early 19th century, serving the growing population of Lower Brixham – who had until this point been required to attend church in Higher Brixham. The church was ministered by Reverend Henry Francis Lyte from 1824-47, who is best known for his hymn 'Abide with Me'.

The map shows how Brixham was expanding beyond the historic core, with new development on Bolton Street, Ranscombe Road, surrounding the new church and extending down the aptly named 'New Road' – laid out since King's map of 1781. It depicts the Baptist Church of 1801 (at the angle of Market Street and Middle Street), and the Methodist Chapel on Fore Street (1816). The Congregational Chapel in Bolton Street was constructed slightly later, in 1843-45.

The Eastern Quay was reconstructed in 1803-1804, at which time the former pier known as 'King William's Steps' was demolished. Upham's Shipyard (now the site of the residential development at Moorings Reach) was built in 1817, and was the site at which many trawlers and other vessels were constructed throughout the 19th and 20th centuries. Although fishing and ship-building were the primary industries in Brixham at this time, the tithe map also shows two ropewalks north and south of the historic core, alongside various quarries and lime kilns.



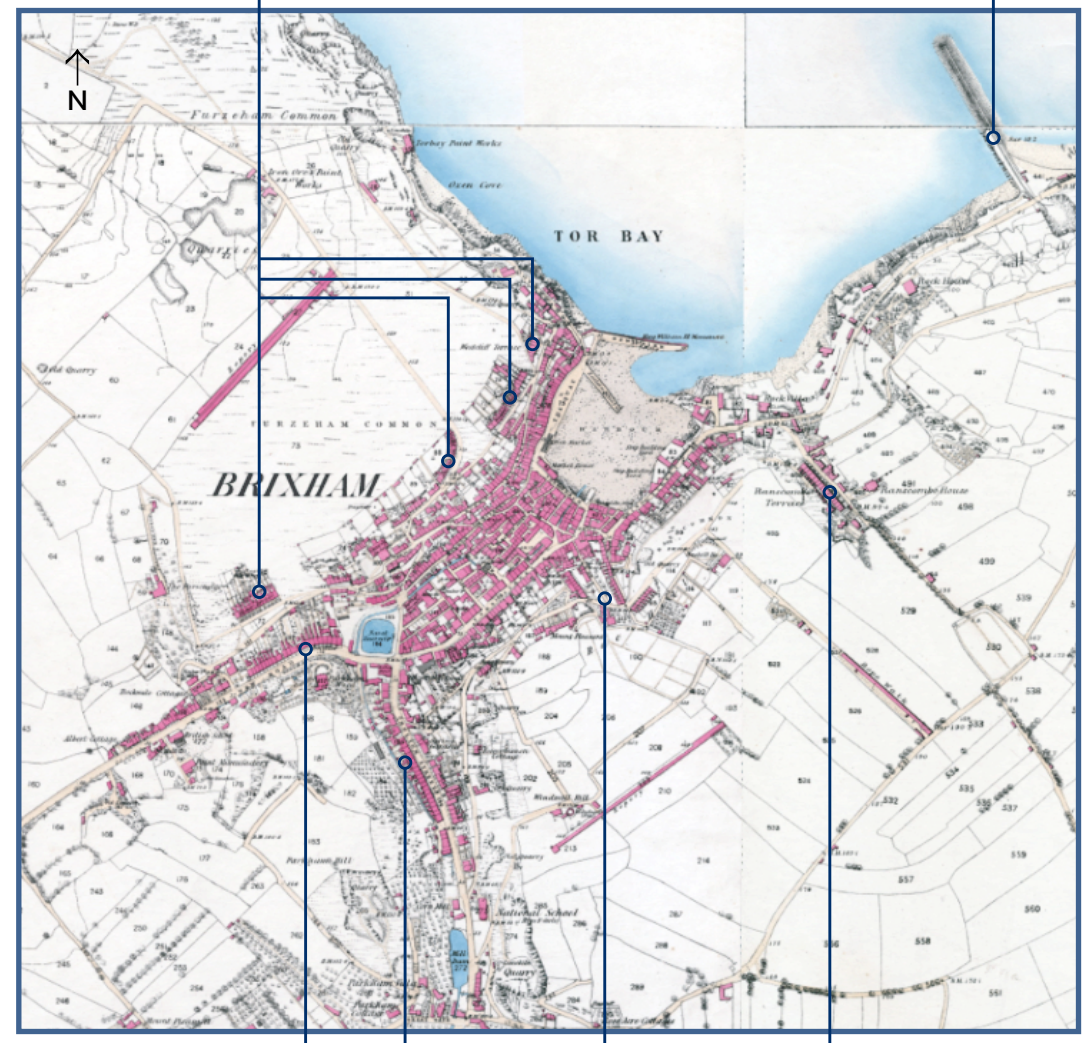
Tithe map of Brixham, 1840

Victorian Brixham was characterised by rapid residential development, with terraced housing and cottages being built around the historic core of the town. New residential development took place in every direction, and roads shown only as footpaths on the tithe map (Station Hill and Prospect Road) had been widened to accommodate new development by the 1873 Ordnance Survey. However the development beyond Rock House, on the south side of Berry Hill, and Berry House (now the Berry Head Hotel) was still sparse.

Industry was still an important part of the townscape – the map shows a paint manufactory, malt house and timber yard off New Road, gas works in the town centre and multiple ship-building yards around the harbour. Rust-proof paint was pioneered in Brixham during the mid-19th century, produced in factories at Oxen Cove and New Road.

The map shows the Breakwater under construction – it was begun in 1843 and completed in 1916. At this point, Brixham had both a National School off Bolton Street and a British School off New Road (the hall of the former National School hall survives today. Key buildings shown in the 1873 map which exist today include the post office (now the Brixham Heritage Museum), the Independent Chapel on Bolton Street and the British Seamans' Boys Home (now the Grenville House Outdoor Education Centre) off King Street.

An important moment in Brixham's history was the discovery of Brixham Cavern, also known as 'Bone Cavern' and 'Windmill Hill Cave', in 1858. Now a scheduled monument on the site of the terraces at Mount Pleasant Road, the discovery of prehistoric vertebrate remains was of international significance.



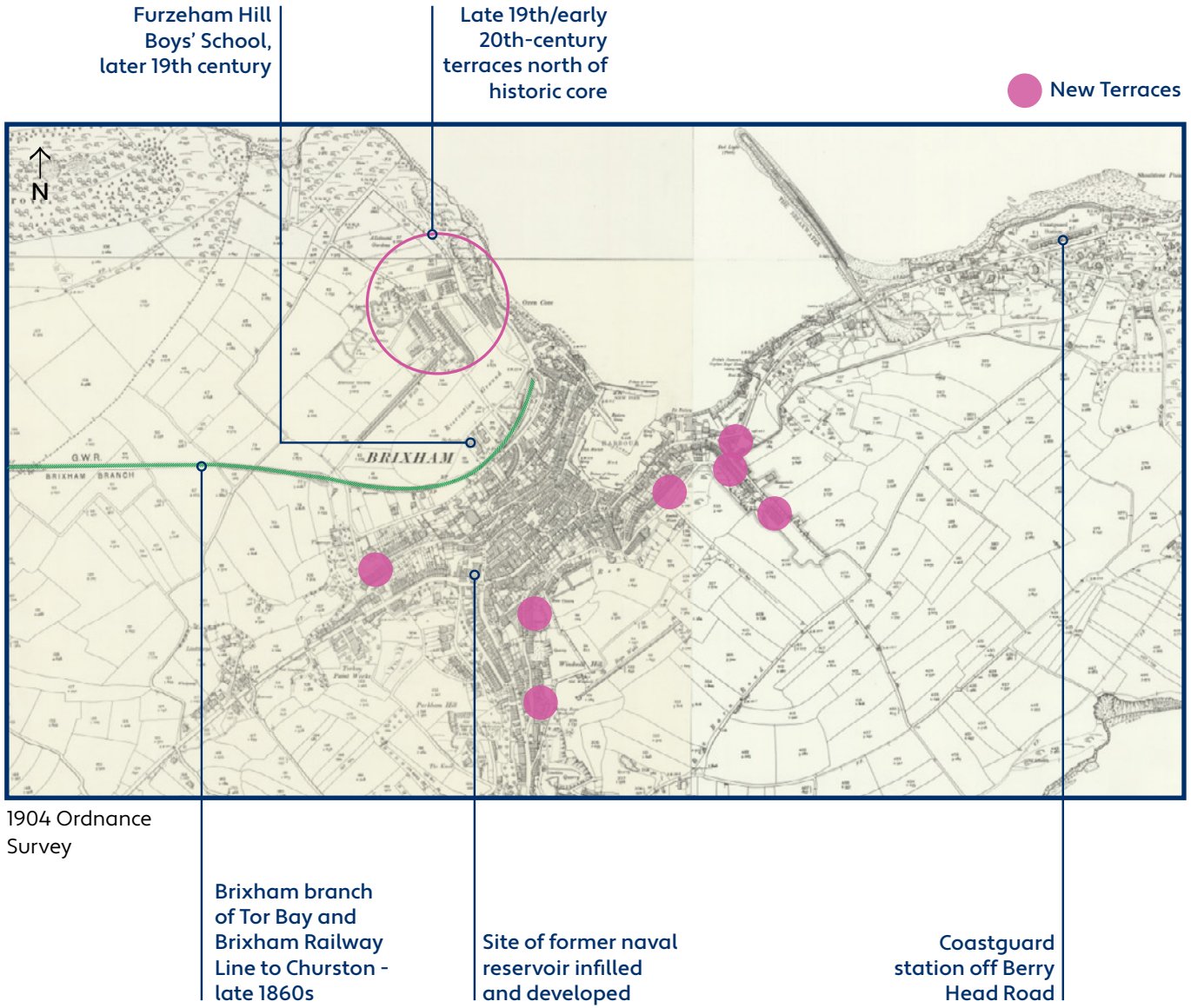
1873 Ordnance Survey

The 1904 Ordnance Survey demonstrates the continued residential development which characterised Brixham during the late 19th and early 20th centuries. New roads and terraces were laid out to the north of the historic core (e.g. Bella Vista Road), south of King Street (New View Road) and north of New Road (Lower Manor Road). The site of the former naval reservoir and the associated watercourse had been infilled and developed as the Town Hall – which is still extant today.

Further development had taken place along Berry Hill – with five linked pairs of semi-detached stone cottages built for coastguards in c.1889. Several other detached houses had been constructed behind the new coastguard station.

Significant changes closer to the town centre included the new railway line and station, which was constructed just south of Furzeham Common in c.1868 (although it is not captured on the 1875 Ordnance Survey). Furzeham Common itself was developed in the later 19th century with the construction of Furzeham Hill Boys' School.

The Breakwater was extended 500m to achieve its current length between 1909 and 1916.



The 1936 Ordnance Survey and 1940s aerial photography shows the continued expansion of residential development around the outskirts of the town, as well as some areas of infill and rebuilding within the conservation area boundary, during the early 20th century. This includes the extension of the terracing on Glenmore Road, a new block at Nos. 44-70 Middle Street, terraces at 1-6, 7-10 and 11-16 Garlic Rea and long terrace groups on Berry Head Road (Nos.25-57).

The emergency coastal battery at Battery Gardens was built in 1940 to protect the harbour. In 1943, the slipway and hard at the southern end of the Breakwater was constructed in preparation for D-Day, and was used by the United States forces on the journey to Normandy. Two large houses in Berry Head Road were demolished to allow tanks to turn on their approach to the slipway – now preserved as Churchill Gardens.

After the Second World War, Brixham began to capitalise in earnest on its ability to attract tourists. Many larger properties in and around the town were converted to serve as accommodation for holiday makers. During the late 1960s, the gas works and surrounding dwellings were demolished to make way for a multi-storey car park in the town centre (itself demolished in 2004).

The railway station was closed in 1963 and was subsequently demolished and redeveloped as a housing estate. In the 1970s, the fish market was moved to its present position off Overgang. Increased tourism in the 20th century has led to the proliferation of restaurants, cafes and pubs around the harbour.

Towards the end of the 20th century, the remaining industrial infrastructure on the South Quay was removed and the Brixham Marina was developed with associated facilities and a public harbour walkway.



Brixham as seen in aerial imagery from 1946. Historic England Archive.

2.3 Architecture and Built Form

2.3.1 The Distinctive Character of Brixham Town

The physical and historical nucleus of Brixham Town is the harbour. The harbour drove the expansion of Brixham in the 18th and 19th centuries – the town was both an important victualling station for the Navy and a highly successful fishing port. The harbour has also been responsible for the growth of tourism in the town, which saw further expansion over the 20th century and shaped the commercial character of the historic core as it is now experienced.

Today, the harbour has a dual character, being both recreational (with a marketplace, marina and a range of pubs and cafes), and industrial (with a working fishery operating off New Pier and the quay east of Overgang Road).

The dramatic topography of the town is key to the sense of enclosure and density within the historic core; built development steps sharply up the cliff to the north-east and south-west of the harbour. Narrow and often steep alleyways are typical throughout the town, connecting primary routes to one another and linking historic residential areas to the commercial core.

Unlike the neighbouring towns of Torquay and Paignton, Brixham did not fashion itself as a seaside resort town until after the Second World War. As a consequence, the built form has a more organic and intimate character than other parts of Torbay – lacking typical features of 19th-century seaside towns such as promenades, large sea-front hotels and public piers.

The built form of Brixham gives the town a post-medieval character, with the dominant typology being the late 19th/early 20th-century terrace. The expansive survival of this typology across the conservation area is important. However, the conservation area also derives historical and architectural interest through the diverse range building typologies which can be found throughout. These include churches, chapels, schools and other large-scale civic infrastructure, industrial buildings, substantial villas and humble vernacular cottages.

Brixham Harbour is the thread connecting the town's past with its present. Brixham's success as a **naval supply** station, highly successful **fishing port** and later an important **tourist destination** all derive from its proximity to the harbour, which is still surrounded and overlooked by many historic buildings.



2.3.2 Architectural Styles and Typologies

Historic Dwellings and Shopfronts

Much of the commercial core, particularly Middle Street, Fore Street, The Strand and the northern extent of Bolton Street, is occupied by historic dwelling houses with inserted 19th and 20th-century shopfronts at ground floor level. Unlike the planned terraces in the surrounding streets, the buildings in the commercial core of Brixham are characterised by variety in style and scale.

Many historic properties along Bolton Street and New Road are still in use as residential dwellings. Together, the 18th and 19th-century houses which survive around the historic core illustrate the evolution of architectural fashions, displaying the Georgian and early Victorian fondness for symmetry and restrained façades alongside later 19th-century tastes for large bay windows and prominent street-fronting gables.



A range of historic buildings converted to provide ground floor shopfronts on Fore Street.



An early 19th-century house on the corner of Fore Street and Bolton Road, with a later ground-floor shopfront.



Grade II listed, early 18th-century cottages at Nos. 24-26 Bolton Road.



The southern end of Bolton Road has a domestic character but is architecturally diverse.

Georgian, Victorian and Edwardian Villas

The conservation area contains several detached, historically high-status villas – including Rea House (early to mid-19th century), Ranscombe House (early/mid-19th century), Furzeham Court House (1832), Rock House (c.1840) and Wolborough House (1910). The area around Berry Head Road in particular, towards the eastern edge of the conservation area, is characterised by detached late-Victorian and Edwardian villas. They are a minimum of three storeys high and are adorned with large gables and turrets, in a mixture of exposed masonry and render.

Brixham has a range of architectural typologies, including historic houses, shops, terraces, important civic buildings and industrial infrastructure. All tell the story of Brixham's past.



Rock House, Berry Head Road.



Wolborough House, Berry Head Road.

The Urban Terrace

The terrace as a typology first appeared at the end of the 17th century, and is characterised by a uniform design, sharing common materials, boundary treatments and planforms. Whilst early Georgian examples were generally high-status developments (such as those found in Bath, Bristol and London), more modest terraces with standard details became common in England during the later 18th century.[08]

Although a distinctive typology seen throughout the 18th, 19th and early 20th century, terraces reflected the wider architectural styles fashionable at the time they were built. Late 18th and early 19th-century terraces in Brixham, which are generally found closer to the historic centre (e.g. those at Pring's Court, Temperance Place and the bottom of King Street) are generally architecturally plain, lacking features such as bay windows, prominent dormers and decorative mouldings found throughout terraces from later in the century. They tend to have classically-inspired, highly symmetrical proportions.

Later 19th-century and early 20th-century generally terraces reflect the late-Victorian rejection of Georgian austerity. Although more restrained examples of late 19th and early 20th-century terraces exist (the development at Mount Pleasant Road for example), they tend to be characterised by prominent bay windows, and are often adorned with sculptural relief and decorative ridge tiles.



An early 19th-century terrace on Ranscombe Road. Note the uniformity of the fenestration across all three houses.



Early 19th-century terraces at Temperance Place.



A mid-Victorian terrace on the west side of New Road. The distinctive street-fronting gables and bay windows with moulded cornices are characteristic of this architectural typology.



A particularly elaborate example of an Edwardian terrace on Berry Head Road.

08 Historic England, *Conserving Georgian and Victorian terraced housing, a guide to managing change*, 2020.

Civic Architecture

The rapid expansion of Brixham over the course of the 19th century is illustrated in the range of civic infrastructure around the historic core. Key civic buildings include the Old Market House on the Harbour (c.1799), the former British Seamans' Boys Home (Grenville House) on Berry Head Road, the Town Hall and former police station (now the Brixham Heritage Museum) off New Road, and the later 19th-century Furzeham Hill Boys School (now Furzeham Primary & Nursery School).

The Old Market House is a vernacular building, constructed using local materials with no (or limited) regard for architectural fashion. It is constructed of exposed rubble stone with large arched openings at ground floor level to permit the movement of goods and people.

Other key civic buildings are 'polite' – designed with aesthetic intent in line with wider architectural tastes. Both Grenville House and Furzeham Primary School display typical high Victorian detailing – with prominent street-fronting gables, tall windows, decorative ridge tiles and the use of brick dressings to articulate windows, doors and string courses. The Gothic revival style is also illustrated in the late-19th century National School hall on Bolton Street – now the Salvation Army church.

The 1886 Town Hall, in contrast, is constructed in an Italianate classical style, using classically-inspired details such as round-headed arched windows, projecting cornices, crescent-shaped fanlights, key stones and scrolled corbels.

The former post-office (now museum) of 1902 uses a different architectural style again, displaying the late 19th/early 20th-century taste for vernacular-inspired architecture in the use of rich red brick and Tudor-Gothic style window and door openings.

Together, these buildings demonstrate both the success of Brixham in the later 19th and early 20th centuries, and the range of architectural styles which were favoured at this time.



The 1880s Town Hall at Bolton Cross.



The former police station on New Road – now the Brixham Heritage Museum.

Churches and Chapels

The Church of All Saints, first constructed between 1819-24 and rebuilt 1884-1906, is a focal point within Brixham Town. It is typical of late-Victorian churches – built in the Gothic Revival style with exposed masonry and large traceried windows.

There are several other historic religious buildings within the historic core, demonstrating the breadth of religious practice in Brixham and wider society during the 19th century. These include the Methodist Church on Fore Street (1816), the Baptist Chapel on Market Street (1801 with later extensions), the former Independent Chapel on Bolton Street – now a community centre (1843-45), and the deconsecrated St Peter's Church off St Peter's Hill (1874).

The non-conformist churches constructed in the early 19th century are typical in their use of classical detailing with round-headed arched openings, projecting moulded cornices, string courses and – in the case of the Methodist Church, a classical portico. The mid-late 19th-century churches on Bolton Street and St Peter's Hill favour the Gothic Revival style, with traceried windows and pointed arches.



Baptist Chapel on Market Street, begun 1801.


Methodist Church on Fore Street, built 1816.


Former Independent Chapel on Bolton Street, built 1843-45.


St Peter's Church, built 1874.


Former hall of Victorian National School on Bolton Street.


The Church of All Saints, rebuilt in the early 20th century.

Industrial Architecture

The historic core retains evidence of the former industrial infrastructure which would have characterised a large part of the town prior to widespread demolition in the 1960s. These buildings are vernacular, prioritising function and economy over architectural fashion. Several examples can be found in the area to the east of the central car park (formerly home to many more industrial buildings before the construction of the multi-storey carpark). They are generally characterised by the use of exposed rubble stone walls, plain architectural detailing and large openings to admit goods as well as light.

The various piers, quays and the breakwater around Brixham Harbour are similarly reminiscent of the town's industrial past.



Looking eastwards down Paradise Place, which retains its historic industrial character.



A former industrial structure off Pump Street.



A former industrial structure on Pump Street.



Eastern Quay, a prominent historic industrial structure at Brixham Harbour.

Offices and Commercial Buildings

There are several large-scale early 20th-century commercial structures on Fore Street, including the former offices of the Brixham Cooperative Society Limited, Lloyds Bank and a string of three-storey red-brick buildings with ground-floor retail spaces wrapping around the northern side of Fore Street and The Strand. Although occupying a limited area of the town, the large Baroque-inspired gables and rich red brick used on these Edwardian structures makes a striking contribution to the townscape.



Lloyds Bank (early 20th-century), on the corner of Pump Street and Fore Street.



Edwardian commercial structures on the north side of Fore Street/The Strand.

The architecturally striking civic and commercial buildings constructed in the Edwardian period demonstrate the confidence and success of Brixham in the early 20th century. They continue to enliven the streetscape in the historic core today.



BCSL stands for the Brixham Cooperative Society Limited - an important institution for the residents of early 20th-century Brixham.

2.3.3 Distinctive Materials and Features of Interest

Common local materials used across the conservation area include:

- **Render:** a common finish found almost unanimously across historic domestic buildings, making the few examples of exposed brick or stone particularly distinctive (an example being the late-19th-century terrace on the corner of Ranscombe Road and King Street).
- **Brick:** brick-built terraces are generally finished with render although brick chimneys are visible across the conservation area. Distinctive examples of exposed red brick can be found in the Edwardian commercial buildings on Fore Street/The Strand and at the former police station on New Road. Red brick is often used to articulate openings to rubble-stone buildings around the historic core, whilst red and yellow brick dressings are found on prominent civic buildings such as the Town Hall, Grenville House and Furzeham Primary School.
- **Devonian limestone:** This grey limestone was historically readily available in the area and is found both in rubble form in industrial buildings and vernacular cottages and squared and/or dressed in larger-scale civic buildings and churches. It can also be found in boundary walls throughout the conservation area.
- **Slate:** the most common roofing finish to historic buildings, with some examples of clay and pantiles. Large pieces of purple-brown Devonian slate are often used in boundary walls.
- **Clay:** hung clay tiles can be found in pockets throughout the conservation area, frequently used to decorate gables and dormers on Edwardian terraces. Hard-fired, cream coloured clay pavers, dating from the late 19th century, can be found throughout the commercial and residential areas of the conservation area.



Detail of the late 19th-century decorative pavers found throughout the conservation area.

There has been widespread replacement of traditional timber sash units with uPVC across the conservation area. Where pastiche replacements have been made in uPVC, these are conspicuous by their disproportionately thick frames and false glazing bars. Despite widespread replacement, there are many instances where traditional timber units have survived.

Doors are a mixture of panelled/glazed timber and modern glazed and uPVC replacements – particularly to domestic properties and commercial units on Bolton Street, New Road and Fore Street.

Common decorative features include:

- Decorative ridge tiles
- Decorative finials to dormers of terraces
- Moulded cornices and window/door surrounds to late 19th and early 20th-century terraces
- Quoins externally demarcating property boundaries
- Red and yellow brick dressings to exposed masonry
- Brightly coloured paint/render throughout

Historic shopfronts are prevalent throughout the conservation area, particularly on The Quay, Middle Street, Fore Street and King Street. However, there are also many examples of unsympathetic modern shopfronts in all commercial areas. Historic shopfronts tend to incorporate a stallriser (a platform below the shop window), glazing articulated by mullions and transoms (horizontal and vertical glazing bars) and a fascia which advertises the name of the business. The fascia may be flanked by corbels at either end and may sit under a projecting moulded cornice. Traditional shopfronts follow the proportions established by the host building; fascias in terraced buildings generally respect party wall divisions and are situated well below first-floor window cills so upper windows are not obscured.



Example of a traditional shopfront on Fleet Street.

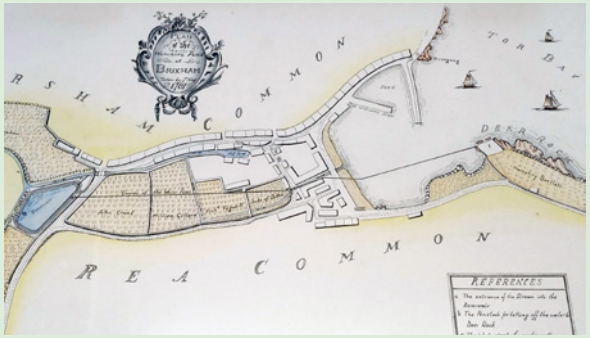
2.3.3 Urban Grain, Configuration and Direction of Movement

The principal thoroughfares in Brixham today accord with the historic hierarchy of the access routes in and out of the town – all leading towards the harbour. Bolton Street, Middle Street, King Street and Overgang Road experience a steady flow of traffic in both directions, as does the mid-19th-century New Road which leads west out of the town centre. Traffic along Fore Street and the narrow and winding residential streets on the slopes above the town centre is far lighter.

The urban grain around the centre of the conservation area is very dense, with buildings generally fronting directly onto the highway. Long rows of buildings are punctuated intermittently by narrow passages leading to other streets or providing access to the rear of buildings. This density is continued in the residential areas which developed on the slopes around the historic core in the 19th century – this is particularly noticeable around All Saints' Church. Narrow alleyways and steep runs of steps are prevalent throughout the conservation area, connecting residential terraces to the historic core of the town.

The latest parts of the conservation area to be developed – the suburban streets north-west of Overgang and towards the end of Berry Head Road – are notably less congested with wider streets and designed gaps between buildings.

The **history** of Brixham can be read today in the configuration of the main thoroughfares, as well as the **intricate alleyways** which form connections across the town. Bolton Street, King Street, Middle Street, Fore Street, Overgang and The Strand can all be seen on an 18th-century map of the town.



2.4 Setting and Key Views

There are several types of views which contribute to and enhance the special interest of Brixham Town and situate the conservation area within its wider setting. The conservation area is bounded to the north-east by the sea. The wider town, which includes the Higher Brixham Conservation Area, is surrounded on all sides by the South Devon Area of National Beauty (AONB). An indicative selection of key view types are provided to illustrate the views analysis, and can be cross-referenced with the accompanying plan on page 39. The selection of views shown here is not exhaustive, but includes the most notable examples.

2.4.1 View Out to Sea From the Quays, Breakwater and Coastal Path (views 01, 02, 03, 23 and 24)

These views facilitate wide-ranging vistas across the sea beyond the Breakwater. The sense of openness in these positions draws a striking contrast to the dense urban grain of the town centre. The coastline at Torquay is prominent in views from these positions, helping to situate the conservation area in its wider geographical context as part of Torbay. Berry Head is also highly visible – the exposed masonry of the coastguard cottages on the headland providing a contrast to the paler rendered finishes which generally characterise the rest of the conservation area.

2.4.2 Views Across the Harbour from the Surrounding Quays and Piers (views 04, 05, 06 and 07)

Views 04-07 facilitate appreciation of the town's dramatic topography – with the colourful façades of the surrounding residential buildings, all orientated towards the harbour, stepping up the cliff-face. Views towards the South Quay take in the imposing 19th-century retaining wall which buttresses the north-west side of King Street. The view from New Pier back across the harbour demonstrates the distinctive 'bowl-shape' of the town, with development curving both around the harbour and sweeping up the cliff face behind.

2.4.3 Views Back Towards Brixham Town from the Breakwater (view 08)

Like the views from New Pier across the harbour, the 'bowl-shape' of the town is readily appreciable when looking back towards Brixham from the Breakwater. The additional distance in views from the Breakwater means the backdrop of the rural landscape is also visible, illustrating the historic relationship between the town and its wider landscape setting.

2.4.4 Views North-East from the Historic Core Towards the Harbour (views 09 and 10)

Views north-eastwards from the town centre out towards the harbour from Paradise Place, Beach Approach, The Strand and Quay Lane are both aesthetically pleasing and historically significant. Intervisibility between these early streets and lanes and the waterfront reflect the historic pattern of development, which has always been orientated towards the harbour as the economic nucleus of the town.

2.4.5 Views of the Harbour from Higher Ground (views 11 and 12)

Elevated, open views down into the harbour are particularly prominent on King Street, but can be found at various positions across the conservation area including from North View Road, Overgang Road and North Furzeham Road. The elevation from these positions enables sweeping views of the entire harbour including the piers, marina and Breakwater. These views are set against the wider coastal backdrop, situating the conservation area within its geographical context as part of Torbay.

There are also important glimpsed views of the harbour throughout the conservation area from the tight residential developments on the cliff slopes.

2.4.6 Views Across Brixham from Higher Ground (Views 13, 14 and 15)

The roofscape of the conservation area plays a particularly important role in views across the town from higher ground. The variety in building heights, particularly within the historic core, lends the roofscape an organic character. There is a sense of unity however in the historic preference for pitched and/or hipped roofs with slate coverings – the retention of these traditional features enhancing the historic character of the town.

Elevated views across the town provide an opportunity to regard key local landmarks – in particular the Church of All Saints, Furzeham Primary School and Wolborough House.

There are also important glimpsed views of the town throughout the conservation area from the tight residential developments on the cliff slopes.

2.4.7 Terraced Streetscape Views (Views 16 and 17)

Much of the conservation area is characterised by coherent groups of terraced properties ranging from the late 18th century to the early 20th century. The effect of the large-scale survival of such groups is to create multiple self-contained streetscapes throughout the conservation area, which add significant visual interest as well as reflecting the historic development patterns of the town.

The characteristics of the various terraces vary between humble two-up, two-down rows with minimal architectural detail to larger three-storey houses with elaborate mouldings and prominent bay windows.

All rely for their architectural effect on the sense of uniformity – with shared proportions, materials, finishes and boundary treatments. The historic integrity of the terraces varies widely throughout the conservation area, with additions such as later box dormers and uPVC windows detracting from the overall effect.

2.4.8 Streetscape Views within the Historic Core (View 18)

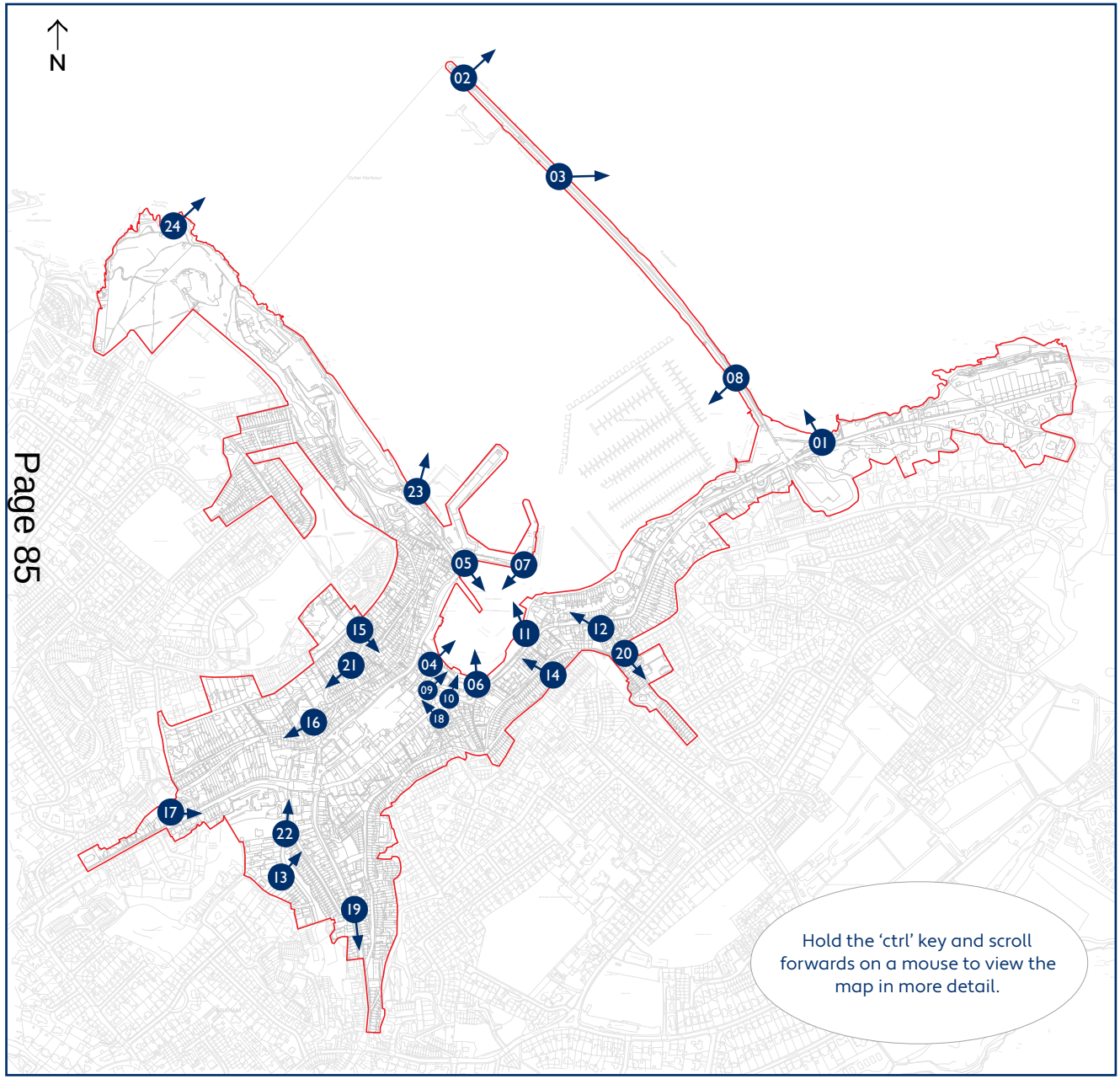
Streetscapes within the historic core of the conservation area capture the diversity in typology, style and scale in this part of Brixham, which contains a range of industrial structures, historic dwellings, shopfronts, civic, commercial and religious buildings.

2.4.9 Glimpsed Views of the Rural Landscape (Views 19 and 20)

At certain positions within the conservation area, the rural landscape west of Brixham can be glimpsed. Where visible, this verdant backdrop punctuates the dense urban grain and allows the town to be appreciated within its wider setting. Key vantage points can be found on Bolton Street, Mount Pleasant Road and around St Mary's Church.

2.4.10 View of the Church of All Saints (Views 21 and 22)

The Church of All Saints is highly prominent in views throughout the conservation area, and can be seen from the lowest point in the town centre as well as from higher ground. The church creates a pleasant focal point within the town and references the growth of Brixham which began in earnest in the early 19th century, when the first iteration of this church was constructed.



This plan is not to scale

© Crown copyright and database rights 2024 OS AC0000849978



View 01: Looking out to sea from the small beach east of the Breakwater.



View 02: Looking north-east from the end of the Breakwater out to sea.



View 03: Looking east from the Breakwater.



View 04: Looking north-east from The Strand, part of the South-West Coastal Path, out across Brixham Harbour.



View 05: Looking south-east from The Quay on the north-west side of the harbour.



View 06: Looking north from The Strand towards the north-west side of Brixham Harbour.



View 07: Looking south-west from New Pier across Brixham Harbour, back towards the town.



View 08: Looking back towards Brixham Town from the Breakwater.



View 09: Looking north-east along Beach Approach towards the harbour.



View 10: Looking north-east along The Strand towards the harbour.



View 11: Looking across Brixham Harbour from King Street.



View 12: A glimpsed view of the harbour between two buildings on Garlic Rea.



View 15: A glimpsed view into the town below from Station Hill.



View 13: Looking north-east across the conservation area from Parkham Road.



View 14: View of the roofscape from Elkins Hill.



View 16: A simple historic terrace on Church Street.



View 17: A later 19th-century terrace on New Road.



View 18: The corner of Pump Street and Fore Street, from which can be seen historic shopfronts, former industrial buildings and an Edwardian bank.



View 19: Looking south down Bolton Street away from the conservation area. The rural landscape terminates the view from this position.



View 20: Looking south towards the surrounding rural landscape down Mount Pleasant Road.



View 21: Looking towards the parish church from Station Hill.



View 22: The Church of All Saints as seen from Parkham Road, off New Road.



View 23: Looking north towards the end of the Breakwater from the South-West Coastal Path.



View 24: Looking east from the South-West Coastal Path at the north of Battery Gardens.

2.5 Public Realm

The public realm encompasses all the spaces and features which are accessible to the public and help bring together a sense of place as a whole.

Streetlighting generally comprises utilitarian modern streetlamps, with traditionally-styled lanterns around the harbour.

Street furniture is mostly concentrated around the harbour, where there are many contemporary public benches, traditionally styled bollards, a mixture of smaller traditionally styled refuse bins and larger, more conspicuous modern bins. There are also several small kiosks selling tickets for local attractions on the north-west side of the harbour. There are modern benches positioned at key vantage points along Berry Head Road.

Most surfaces throughout the conservation area have been replaced with tarmac or modern pavers, however there are important areas where historic finishes survive.

Large areas of the pavement at Fore Street retain historic cream-coloured pavers, which can also be found in pockets throughout the wider conservation area. Other historic finishes are preserved on some pavements, alleyways, street gullies, steps and outside historic residential properties. In many places these finishes are clearly worn by many years of use and have a historic patina. Where they survive, these surfaces provide visual interest and enhance the historic character of the conservation area.



Historic cobbles and kerbstones at the bottom of Ranscombe Road.



Historic surface finish to a private lane off The Strand.



Characteristic cream-coloured pavers at Bella Vista Road.



Victorian encaustic tiles denoting the entrance to a terraced house on Prospect Road.

Street name plates are generally discreet and are a mixture of modern and traditional in style. Traditional name plates are in keeping with the character of the conservation area.

Boundary treatments are variable. A high proportion of the buildings in the historic core, and many domestic terraces further out, front directly onto the public highway. This negates the need for boundary treatments in these areas. Conversely, many of the 19th and 20th-century terraces across the conservation area are set back from the street – most behind low, rendered boundary walls, some of which are topped with traditionally styled cast iron railings. Gate piers are a common feature both in terraces and historically higher status villas. Some terraces are also raised off the pavement, reached by steep flights of steps.

An important feature of the conservation area are the exposed Devonian stone/slate rubble walls, which can reach considerable heights in some areas. The 19th-century retaining wall on the north-west side of King Street is a particularly prominent feature in views across the harbour.

There are several monuments which create focal points within the public realm and provide a level of historic interpretation. These include the Prince of Orange Monument at The Quay, the Prince of Orange Statue at The Strand, the Man and Boy Monument on Kings Quay, and the war memorial on Berry Head Road.



A traditionally styled nameplate. The use of small, dark blue ceramic tiles is prevalent across the conservation area.


Exposed rubble stone wall at Queens Steps.


The Man and Boy Monument on Kings Quay.

2.6 Open Spaces and Trees

The dense pattern of development within Brixham means that public open space and mature trees are limited throughout most of the conservation area. Key public open spaces are found around the harbour - in particular the sheltered area at New Fish Quay, the open space outside the Old Market House, Kings Quay, Breakwater Beach, New Pier and the Breakwater. There are also small seating areas on Berry Head Road.

There are small areas of green open space off North Furzeham Road, in the far north of the conservation area. In the far east is Shoalstone Outdoor Pool, off Berry Head Road.

All these open spaces provide sweeping views across the harbour and points from which to appreciate the dramatic topography of the town.

Mature trees visible from the public realm are generally limited to those in private front gardens – most of which are too small to accommodate larger specimens. Mature trees do occur on the slopes of the inland valleys which flank New Road, Bolton Street and Ranscombe Road. Views of these trees are limited due to the density of development, but where visible, they soften the streetscape and serve as a visual reminder of the rural landscape beyond the town.

There are denser pockets of mature planting at the peripheries of the conservation area on the western boundary of Vicarage Hill and along Overgang Road, which lend a more verdant character in these areas.

The dense woodland at Battery Gardens to the north and around the Berry Head Hotel to the east frame the town in views from the sea and Breakwater, situating the conservation area within the wider rural landscape.



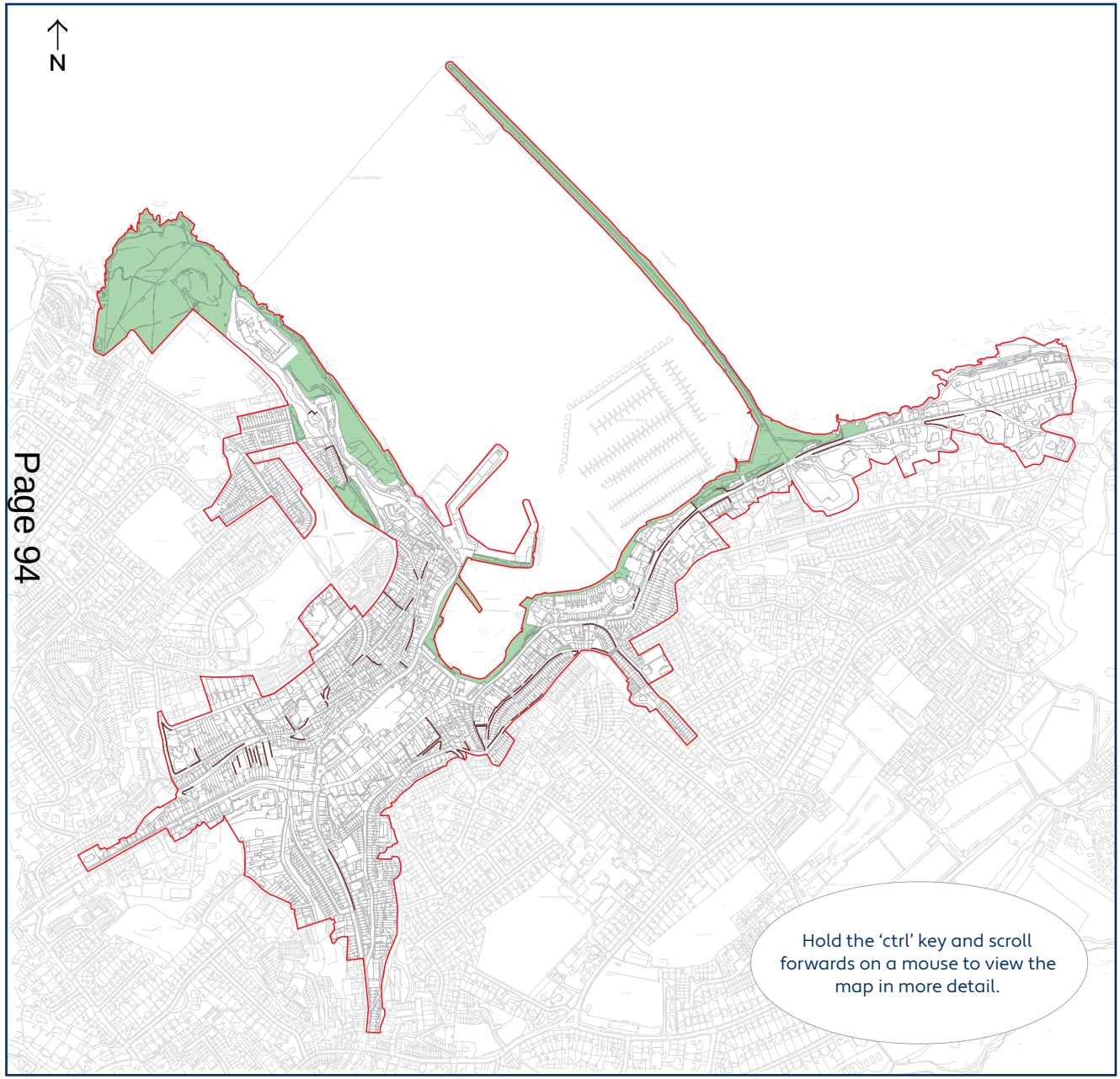
Looking back towards the harbour from the public park off North Furzeham Road.



A small public open space around the war memorial on Berry Head Road.



Looking down Vicarage Hill towards Higher Manor Road.



OPEN SPACES AND IMPORTANT WALLS

- Open Spaces
- Prominent Walls
- 2025 Conservation Area Boundary

This plan is not to scale

This plan is not to scale

© Crown copyright and database rights 2024 OS AC0000849978

2.7 Geology and Topography

The bedrock geology of lower Brixham is predominantly formed of Middle Devonian limestone, with overlying soils and shallow, well-drained brown stony clays and clay loams. The former inner harbour between Middle and Fore Streets comprises silty clays with occasional bands of peat, which sit below infill deposits of the post-medieval period. Local limestone is prevalent in the built environment across the conservation area.

Brixham occupies a 'bowl' shape within the landscape, the lowest points being the harbour, the town centre around the central car park, Bolton Street and New Street. Development rises sharply up the cliff face surrounding the harbour, levelling off at the plateaux historically occupied by Furzeham Common to the north and Rea Common to the south. Bolton Street and New Street both sit at the bottom of valleys and are similarly flanked by historic terraces rising steeply on either side. The dramatic topography is highly characteristic of the conservation area and provides many elevated views throughout.

2.8 Archaeological Potential

Brixham has a rich archaeological heritage. Excavations of prehistoric caves at Windhill Hill Cave (more commonly known as Brixham Cavern) off Windmill Road, Bench Cavern (off Higher Furzeham Road – now lost) and Ashole Cavern (behind Berry Head Road and just outside the conservation area) during the 19th century resulted in internationally important discoveries.[09] The town also preserves important archaeology relating to conflict from the Napoleonic wars and the American War of Independence (largely situated around Berry Head outside the conservation area boundary) and the Second World War. The site of central carpark and the quays surrounding the harbour are likely to retain archaeological remains related to former industrial activity in these areas, both pre- and post-medieval.

09 Historic England, Windmill Hill Cave, https://historicengland.org.uk/listing/the-list/list-entry/1008681;
Historic England, Ashole Cavern, https://historicengland.org.uk/listing/the-list/list-entry/1019133

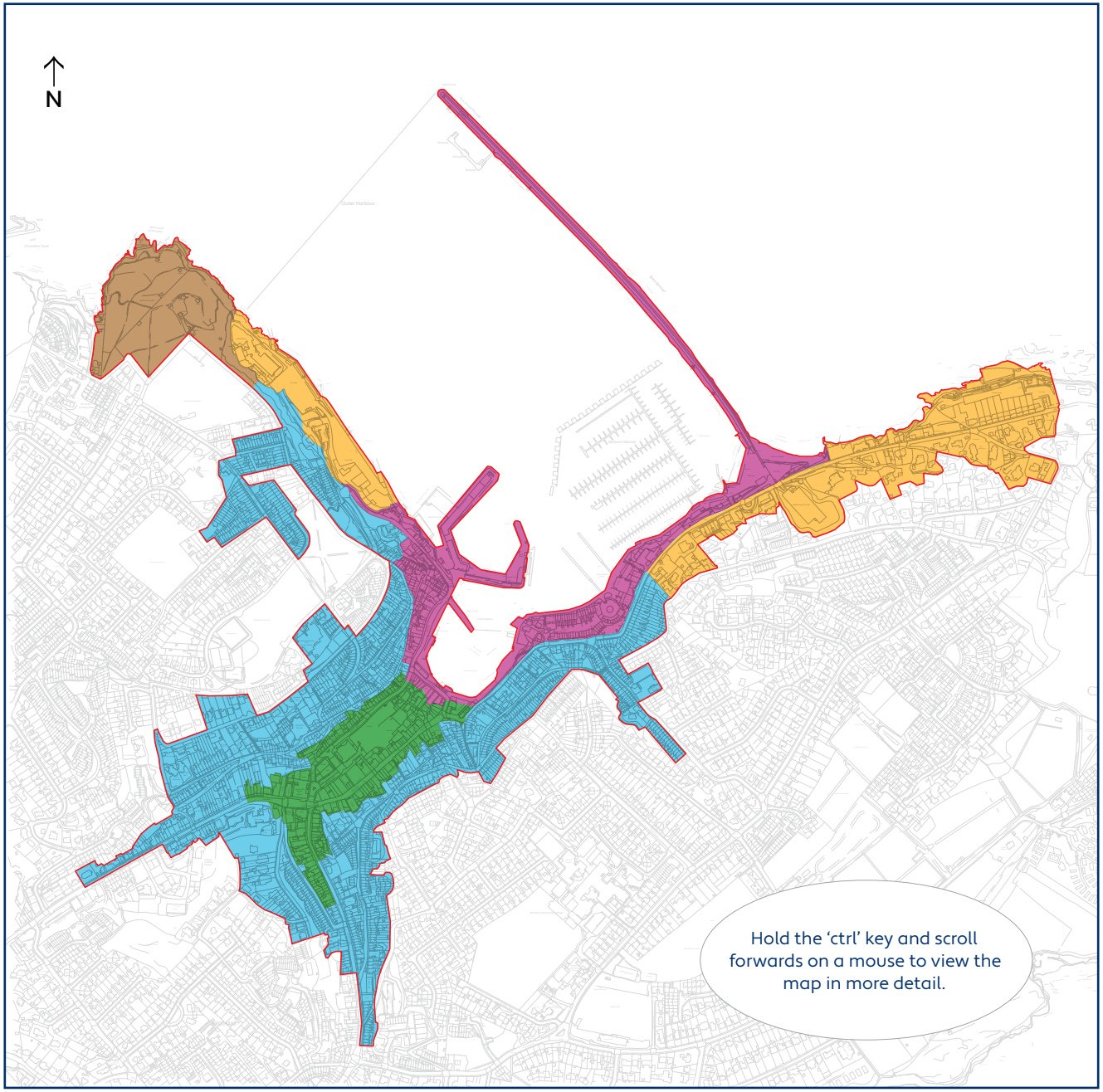
Page 69 of 91

SECTION 3.0: CHARACTER AREAS



SECTION 3.0: CHARACTER AREAS

There are several spaces/groups of buildings throughout the conservation area which share common features and sub-characters. These are not geographically adjacent in every case. This section of the Conservation Area Appraisal identifies each character area's defining features.



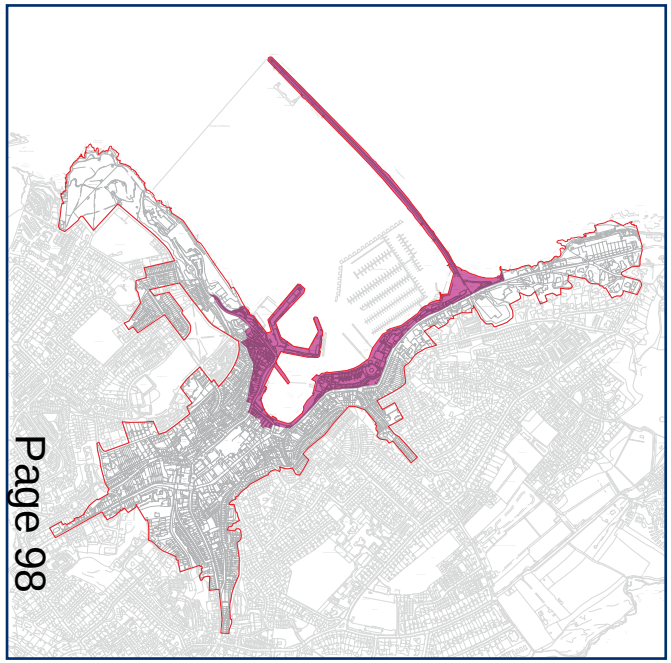
CHARACTER AREAS

- Battery Gardens
- Brixham Harbour
- Commercial, Civic and Industrial Core
- Historic Residential Areas
- South-West Coastal Path and Berry Head Road
- 2025 Conservation Area Boundary

This plan is not to scale

© Crown copyright and database rights 2024 OS AC0000849978

3.1 Brixham Harbour



© Crown copyright and database rights 2024 OS AC0000849978

The Brixham Harbour character area comprises The Quay, New Fish Quay (east of Overgang), The Strand, Southern Quay, Kings Quay, New Pier, the Marina, Breakwater Beach and the Breakwater. The area has an intimate relationship with the harbour, with the water coming right up to the public walkway. The piers, quays and Breakwater have a utilitarian, vernacular aesthetic and many sites around the harbour are still used within the fishing industry. This gives the harbour a dual character; with both recreational aspects (the waterfront kiosks, public seating, pubs and cafes) and visible industrial infrastructure.

The buildings along the north side of The Quay and The Strand front directly onto the public highway, lending a sense of enclosure and intimacy. They range from two to four storeys high, with varying sizes and scales creating an eclectic streetscape. As is characteristic of the wider conservation area, most buildings are rendered, though there are some examples of hung slate tiles, painted brick, weatherboarding and mock-timber framing, which add further visual interest. There are several traditional shopfronts illustrating the precedent for commercial activity along the harbour.

The Old Market House, built of exposed rubble stone, is a prominent building within the character area and identifies the commercial nucleus of the early 19th-century town.

The buildings appear to date from the early to late 19th century, with some areas of modern infill. However, The Quay is one of the oldest streets in the conservation area and it is likely that some older structures survive at least in part behind later façades.

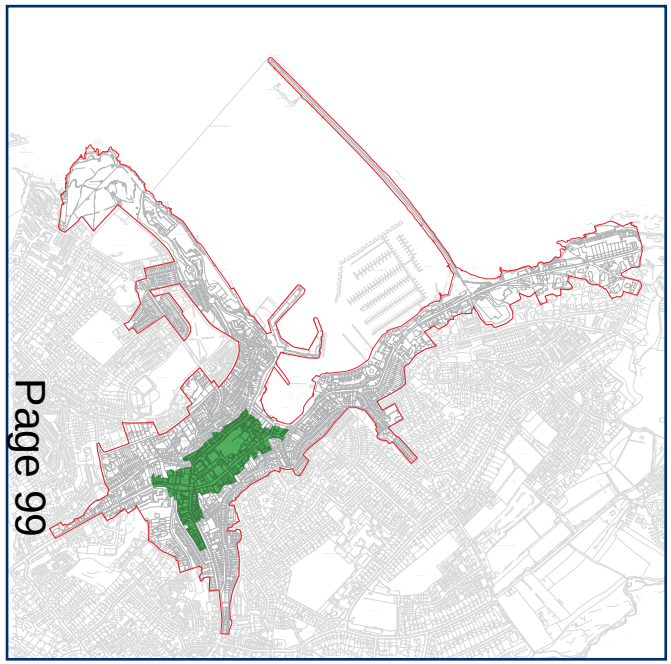
The diversity in scale, style and typology of the built structures around the harbour gives a sense that the area has evolved naturally and incrementally, without the large-scale public realm schemes which characterise other coastal tourist destinations in Torbay.

The harbour draws significant visual interest from views of the surrounding terraces stepping up the cliff face to the north-west and south-east.



Eastern Quay at Brixham Harbour, in situ by 1781 and still in use today.

3.2 Commercial, Civic and Industrial Core



© Crown copyright and database rights 2024 OS AC0000849978

To the west of the waterfront stretches the historic and commercial core of Brixham. It includes the closely packed buildings between The Strand and Pump Street, the central car park, Middle Street, Fore Street, Market Street, Bolton Cross, and the top of New Road and Bolton Street.

The central car park creates a large gap in the urban fabric, at odds with the tightly clustered industrial buildings and cottages which formerly occupied the area. The densely packed structures west of The Strand, intersected by Paradise Place/Furze Lane, Beach Approach and New Quay Lane, give a sense of how the wider area may have appeared prior to the demolition of the 1960s. The buildings around these historic streets have a vernacular character, constructed with unfinished rubble stone and eschewing fine architectural detailing. They range from two to four storeys and are built flush against the public highway, creating a strong sense of enclosure.

Middle Street, which was well developed by King's map of 1781, and Fore Street, developed by the 1840 tithe map, also represent an early part of Brixham's evolution. Although the original character of both streets was likely more domestic than it is today, both feature many historic shopfronts demonstrating a long tradition of commercial activity. There are a handful of historic shopfronts on Bolton Street, but most retail units on Bolton Street and New Road are clearly 20th-century additions/ insertions. Therefore although they have a commercial character today, it is clear that the streets as first laid out would have had a stronger domestic character.

At Bolton Cross is a key group of civic buildings – the Town Hall, former police station and early 20th-century Conservative Club. These commanding structures occupy the approximate site of the former naval reservoir which marked the western boundary of Brixham during the 18th century. Their construction established a tertiary nucleus in the expanding town, in addition to the harbour and the Church of All Saints.



An example of a later 20th-century shopfront on Bolton Street, which incorporates traditional features (a stallriser, timber glazing bars and decorative tiles to the recessed entrance). These features enhance the visual interest of the façade and are in keeping with the historic character of the street and wider conservation area.

This built environment in the commercial, civic and industrial core is characterised by variety in scale and style, ranging from humble dwelling houses on Fore Street with later shopfronts, to the imposing presence of the Town Hall at Bolton Cross.

Throughout the character area, buildings generally abut the highway. In Fore Street this creates a strong sense of enclosure, whilst the south side of Middle Street is bounded for the most part by the central car park and is thus has a far more open character. The sense of enclosure is mitigated on Bolton Street and New Road by the more generous proportions of these thoroughfares.

Historic buildings within this character area are generally rendered, with some prominent examples of exposed red brick on Fore Street (e.g. Lloyds Bank, the terraces at Nos. 7 to 9 and 45-47) and New Road (the former police station) and exposed masonry at the Town Hall. Except for the Edwardian buildings at the eastern end of Fore Street, the police station and the conservative club, buildings generally date from the early to late 19th century. There are pockets of modern infill throughout.



Middle Street, looking south-west.



A particularly striking historic shopfront on Fore Street.

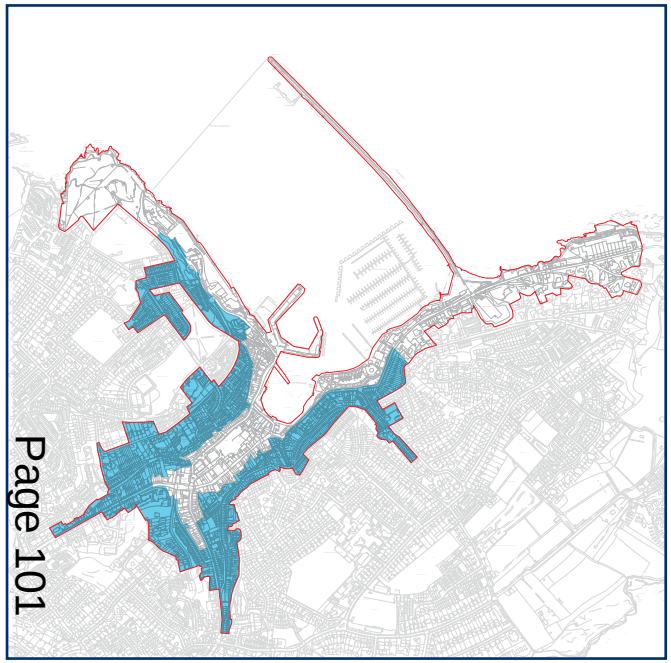


Looking north from Bolton Street towards Bolton Cross.



20th-century shopfronts on the north side of New Road, with the late 19th-century Town Hall in the distance.

3.3 Historic Residential Areas



© Crown copyright and database rights 2024 OS AC0000849978

This character area comprises the residential areas which grew up around the centre of Brixham from the late 18th through to the early 20th centuries. The terraces in this character area are two to three storeys high and are almost unanimously rendered. Included are the early terraces which developed during the late 18th and early to mid-19th centuries (with some later dwellings) on King Street, Overgang, Temperance Place, Church Street and Higher Street.

These buildings are generally characterised by their plain architectural detailing and flush façades, and tend to abut the highway directly. The terraces are built around gently curving and narrow roads and generally radiate from nuclei either at the harbour or the Church of All Saints.

The character of these early areas is congested but tranquil, with the narrow highways deterring traffic and the elevation lending a sense of seclusion from the busy town below.



Early to mid-19th century terraces on Higher Street.



Early 19th-century terrace at Temperance Place.

Much of the conservation area on the higher ground around the historic core and along Bolton Street and New Road is occupied by terraced houses from the late Victorian and Edwardian periods. The terraces range from rows of two or three, up to twenty-seven houses (as on North View Road). Although there are examples of architecturally plainer terraces from later in Brixham's development, many from this era are characterised by prominent bay windows, sculptural relief and decorative ridge tiles. In contrast to their early 19th-century predecessors, they are often set back from the highway behind dwarf walls and/or flights of steps.

These terraces are generally rendered and often painted in bright colours, which adds a high degree of visual interest both in close-range streetscapes and long-range views. A notable outlier to this trend is the late-Victorian terrace on Ranscombe Road, built with exposed local limestone and yellow-brick dressings. The terraces are generally two or three storeys high, with many formerly two-storey houses extended upwards with box dormers.

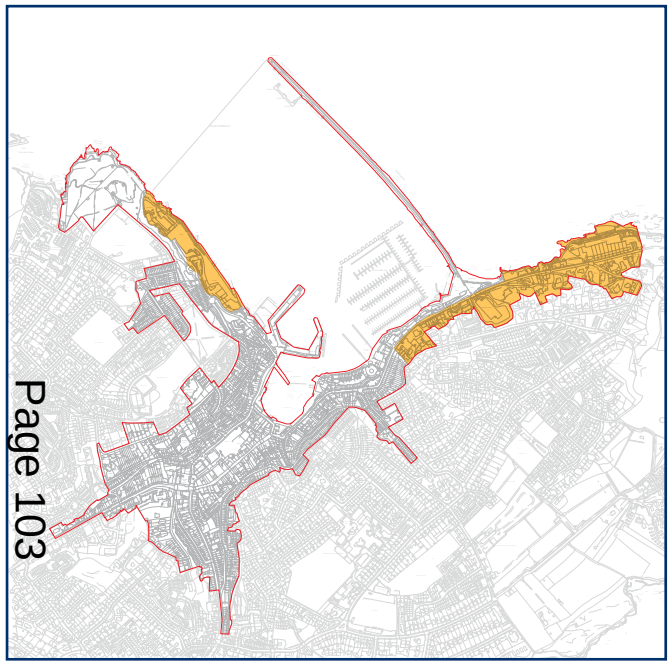


A late 19th-century terrace on North Furzeham Road.



Edwardian terraces on Berry Head Road. The use of mock close-studding to the gables and hung tiles are typical of early 20th-century domestic architecture.

3.4 South-West Coastal Path and Berry Head Road



© Crown copyright and database rights 2024 OS AC0000849978

The South-West Coastal Path runs across the seafront at Brixham – from Battery Gardens in the north to Berry Head in the east. The character area climbs steeply away from Brixham Harbour and this, alongside the relatively sparse built development, creates a sense of separation from the dense urban grain below.

The area includes buildings across a range of ages – from the cluster of 19th-century vernacular structures on Overgang Road, to the large Victorian and Edwardian villas off Berry Head Road. The scale, massing and materiality of the buildings is similarly varied; including render, dressed stone, painted masonry and exposed local limestone. A particularly prominent and attractive group of buildings are the coastguard cottages (c.1882) overlooking the cliff face at the eastern end of Berry Head Road.

The space between buildings in this character area makes for a noticeably looser grain than is found throughout the majority of the town.



The late-19th century coastguard cottages off Berry Head Road. The space between the upper storeys of this terrace creates a more porous streetscape than that found in the majority of the conservation area.



One of several large detached Edwardian villas on Berry Head Road.

3.5 Battery Gardens



© Crown copyright and database rights 2024 OS AC0000849978

This character area encompasses the former military site at Battery Gardens in the far north of the conservation area, which preserves both the remains of a 19th-century practice battery, and infrastructure associated with an emergency battery constructed during the Second World War.

The gardens have a parkland character, reflecting the establishment of a public park on the headland during the 1930s. The gardens are crossed with a multitude of footpaths. The dense woodland which intersects the park contrasts with the more formally landscaped areas which straddle this dense planting to the north and south.

The South-West Coastal Path encloses the gardens to the north, east and west, providing striking views across Torbay and eastwards towards Berry Head.



Looking north into Battery Gardens from the entrance off Northfields Lane.

SECTION 4.0: BOUNDARY REVIEW



4.1 Reasons for Reviewing the Boundary

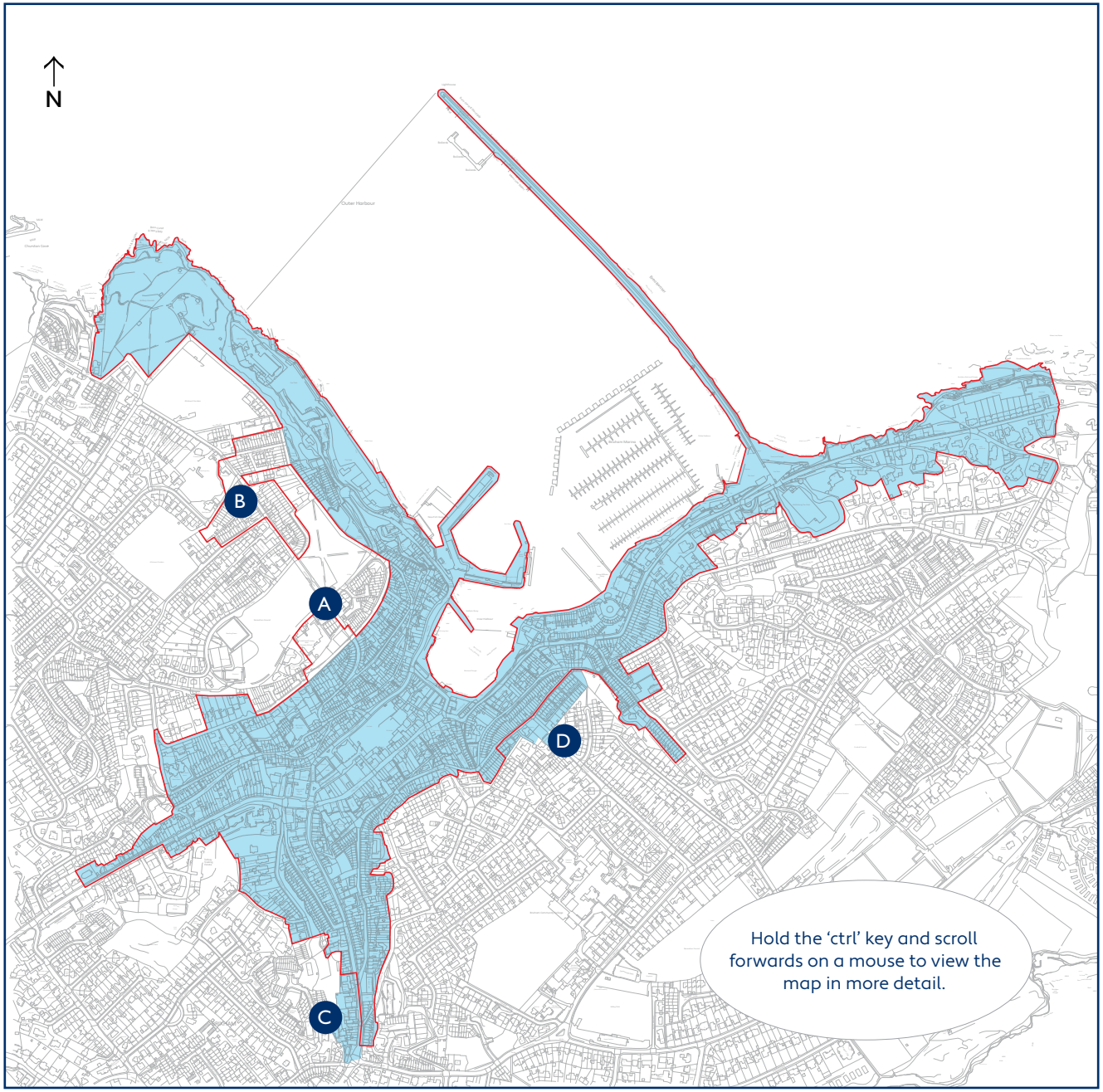
In accordance with the Planning (Listed Buildings and Conservation Areas) Act 1990, the National Planning Policy Framework and Historic England best practice guidance, the boundary of a conservation area should be periodically reviewed and suitably revised in accordance with findings made during this exercise.

The need to review the boundary can be in response to a number of factors: unmanaged incremental changes which have, over time, diluted the character of an area; the boundary may have been drawn too tightly originally; or the special interest of a feature may not have been evident to a previous assessor. Although it is principally the built structures that are recognised in amending the boundary, their accompanying plots often provide an important historical context which should be incorporated together with the building(s).

The boundary of the Brixham Town Conservation Area was last reviewed in 2016 in a draft Conservation Area Appraisal. The draft appraisal recommended the inclusion of the early houses on Bella Vista Road and Furzeham Gardens. It also recommended the exclusion of Battery Gardens, on the basis that the area was of a very different character to the conservation area and has been protected by designation as a scheduled monument since 2002.

4.2 2024/2025 Boundary Changes

This Conservation Area Appraisal identifies several minor amendments to the boundary.



BOUNDARY REVIEW

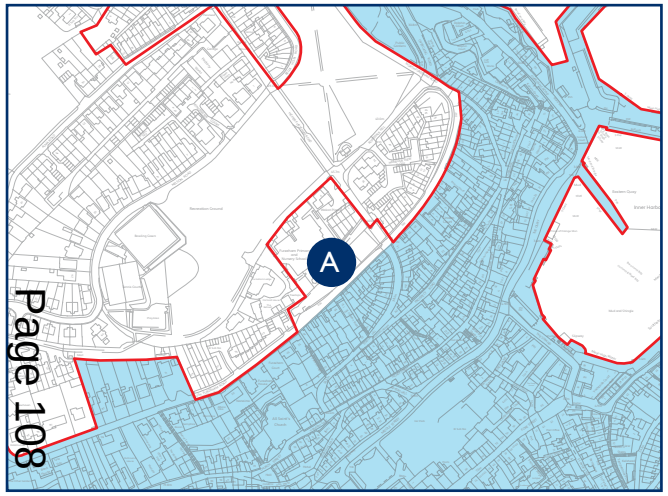
- 2025 Conservation Area Boundary
- 1999 Conservation Area Boundary

This plan is not to scale

© Crown copyright and database rights 2024 OS AC0000849978

Inclusions

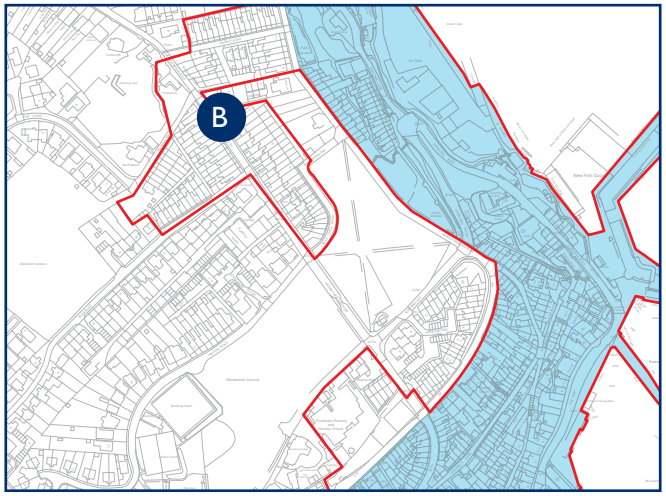
A. Partial inclusion of Furzeham Primary and Nursery School



© Crown copyright and database rights 2024 OS AC0000849978

The boundary is extended 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. The school is prominent in views from the higher ground to the south of the town.

B. Inclusion of terraces at North Furzeham Road, Higher Furzeham Road, Bella Vista Road, Queens Road, Alma Road and Holborn Road.



© Crown copyright and database rights 2024 OS AC0000849978

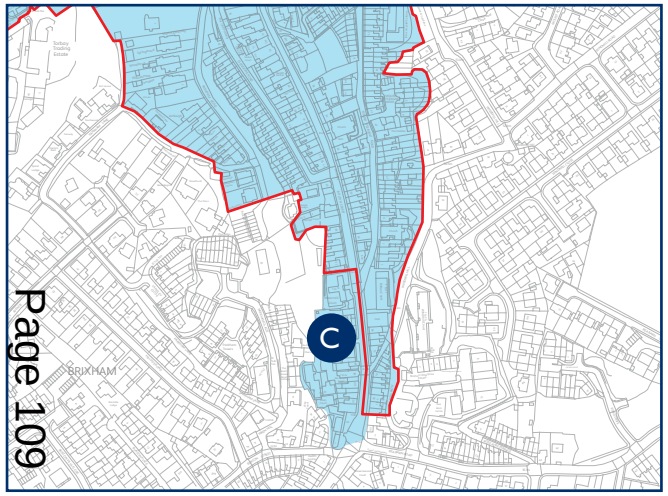
The boundary is extended to include several late 19th and early 20th-century suburban terraces to the north of the town centre – on North Furzeham Road, Higher Furzeham Road, Bella Vista Road, Queens Road, Alma Road, and Holborn Road. These terraces are highly characteristic of the wider conservation area, the late Victorian/ Edwardian terrace being the dominant architectural typology within the existing boundary. Together these historic terraces illustrate the expansion of Brixham during the late 19th and early 20th centuries.

The extension includes the large L-shaped historic building off Higher Furzeham Road, which is depicted on the 1840 tithe map adjacent to a historic quarry. The style, scale and materiality of this structure enhance the historic character of the Brixham Town Conservation Area. The historic boundary wall enclosing the garden to this property is also highly characteristic of the wider conservation area.

The cream-coloured ‘star’ pavers which survive along Bella Vista Road provide a strong visual link between this suburb and the wider conservation area.

Exclusions

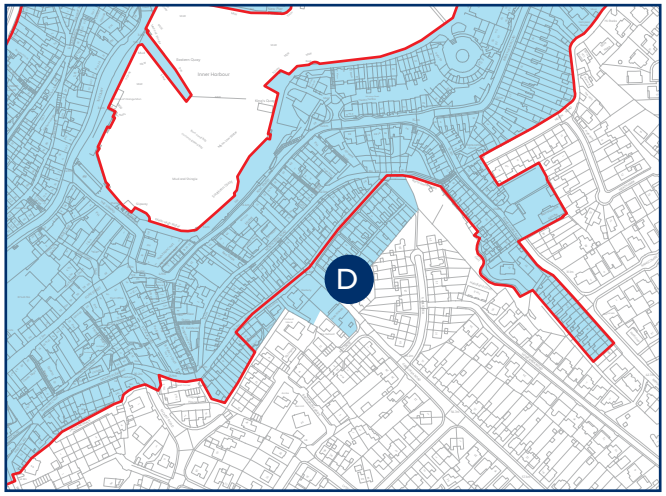
C. Exclusion of development to the south of Bolton Street



© Crown copyright and database rights 2024 OS AC0000849978

The boundary is amended to remove this area of mostly modern development, which detracts from the historic interest and character of the conservation area and has no historic relationship to it. The small terrace of four houses in this area, which dates from the late 19th or early 20th century, is of limited architectural interest and makes a negligible contribution to the historic character of the streetscape.

D. Exclusion of interwar terraces on Garlic Rea, Rea House and modern development on the south side of Elkins Hill.



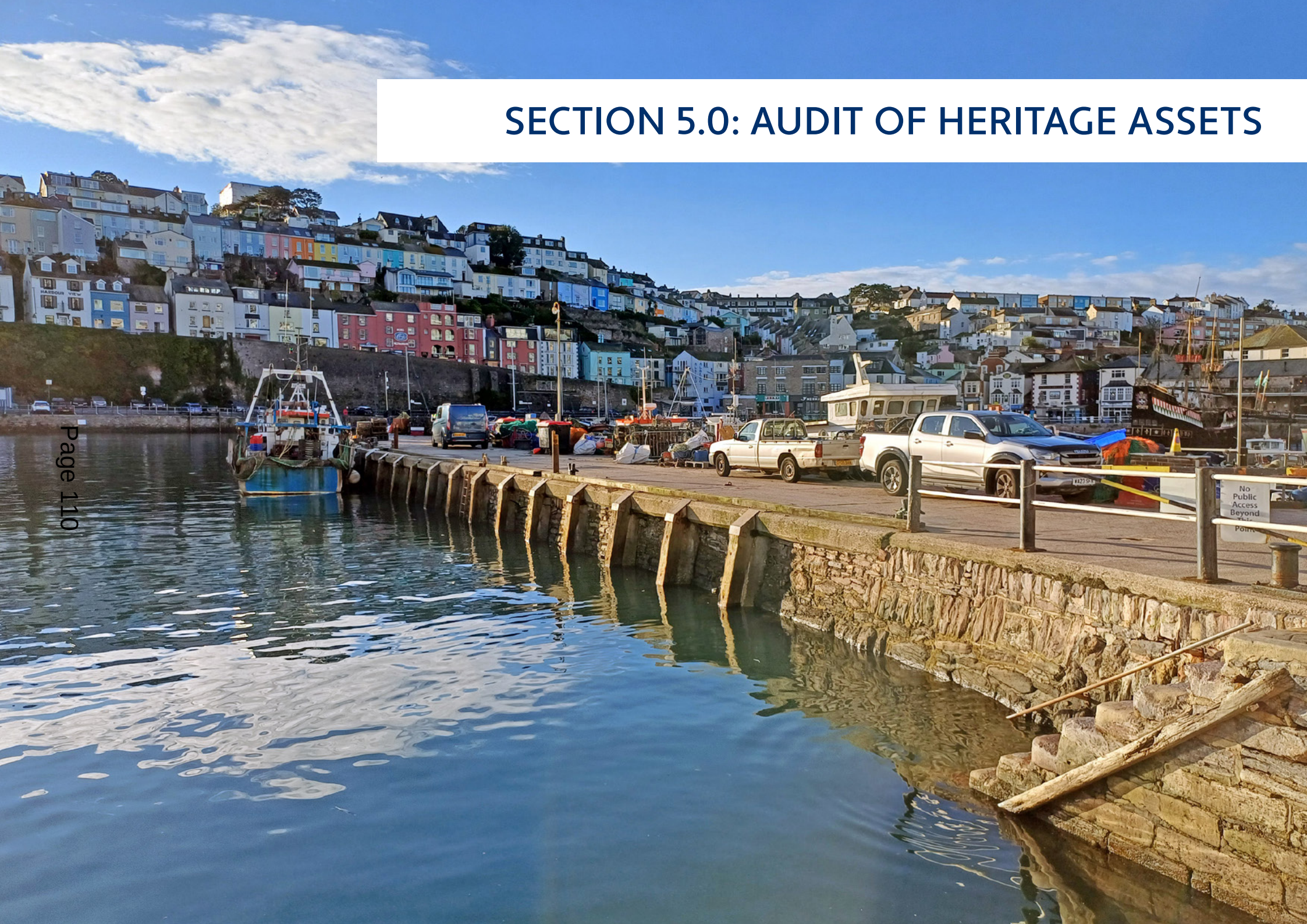
© Crown copyright and database rights 2024 OS AC0000849978

The boundary is amended 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. The inter-war terraces are of limited architectural interest and have been heavily modified with the addition of large box dormers. As later structures they do not accord with the character of the wider conservation area – which is largely dominated by buildings from the late 18th to the early 20th century.

The incline up Great Rea Road away from Garlic Rea and Elkins Hill instates both a geographical and topographical separation between this building and the rest of the conservation area. The architectural interest of the building has been depreciated through the recent addition of a large box dormer.

The properties excluded on the south side of Elkins Hill are modern buildings of a generally low architectural quality. They detract from the special interest of the conservation area and have no historic relationship with it.

SECTION 5.0: AUDIT OF HERITAGE ASSETS



SECTION 5.0: AUDIT OF HERITAGE ASSETS

The Brixham Town Conservation Area is a heritage asset in its own right and contains numerous individual heritage assets. These include both listed and unlisted buildings and structures. This section of the document outlines the heritage assets within the Brixham Town Conservation Area, identifying both individual assets and groups of structures and articulating why they are important.

The audit has been carried out by means of visual examination from public thoroughfares. The intention is to identify these heritage assets, rather than to provide a fully comprehensive and detailed assessment of each individually. It should not be assumed that the omission of any information is intended as an indication that a building or feature is not important. A detailed assessment of heritage significance, specific to a building or site within the conservation area, should always be carried out prior to proposing any change.

Page 115

5.1 Positive Contributors, Key Buildings and Local Landmarks

The buildings within the conservation area have been assessed against the following criteria:

Positive Contributors

A positive contributor is a building, structure or feature which beneficially adds to the overall character of its local area. This is likely to be true of most buildings within a conservation area. The extent to which a building will positively contribute will largely depend on the integrity of its historic form and is not restricted to its principal elevation. For example, roofscapes and side/rear elevations can all make a positive contribution. Modern buildings can also make a positive contribution here provided they have been sensitively designed to suit their setting.

Buildings which meet one or more of the following criteria have been identified as positive contributors, provided their historic form and value have not been substantially eroded:

- Does the structure reflect a substantial number of other elements in the conservation area in age, style, materials, form or other characteristics?
- Does it relate to adjacent designated heritage assets in age, materials or in any other historically significant way?
- Does it contribute positively to the setting of adjacent designated heritage assets?
- Does it individually, or as part of a group, illustrate the development of the settlement in which it stands?
- Does it have significant historic associations with features such as the historic road layout or a landscape feature?
- Does it reflect the functional character or former uses in the area?
- Does its use contribute to the character or appearance of the area?[10]

Local Landmarks

Local landmarks are buildings, structures or features which are visually prominent and recognisable within the local streetscape, and which make a positive contribution to the character of the surrounding area.

Key Buildings of Individual Heritage Interest

Key buildings of individual heritage interest are buildings, structures or features which have a degree of heritage significance drawn from their own heritage interest. The

10 Criteria adapted from Conservation Area Designation, Appraisal and Management, Historic England Advice Note 1 (Second Edition): 2019.

ability to appreciate this heritage interest does not rely on the relationship with surrounding structures (although these may form an important part of its setting).

Key buildings of individual heritage interest are frequently unlisted but can be afforded protection against harmful development by recognition as a non-designated heritage asset by the local planning authority, who may choose to formally recognise their special interest through the adoption of a local list. The identification of positive contributors and/or the adoption of a local list provides no additional planning controls; however, the protection of their status as heritage assets is a requirement of the National Planning Policy Framework and will therefore be a material consideration for local planning authorities in determining planning applications.

A full audit of heritage assets within the Brixham Town Conservation Area is provided in Volume II of this report.

5.2 Listed Buildings

Listed buildings are protected under the Planning (Listed Buildings and Conservation Areas) Act 1990 and are designated for their architectural or historic interest. All listed buildings in England are designated at the recommendation of Historic England and details are recorded on the National Heritage List for England. Listings are ranked from Grade I (the highest level), Grade II* (in the middle) and Grade II (the lowest and most common level).

Statutory listing does not equate to a preservation order intended to prevent change. However, alterations to listed buildings will require listed building consent, which allows the local authority to make decisions that have been informed by an understanding of the building or site's heritage significance. Importantly, national and local planning policies also recognise that changes to un-listed buildings or sites in the setting of a designated heritage asset can affect its special interest.

5.3 Scheduled Monuments

There are two scheduled monuments within the conservation area boundary. Scheduled monuments are protected under the Ancient Monuments and Archaeological Areas Act 1979. Scheduling protects nationally important archaeological sites, which can be above or below ground, and the register is managed by Historic England.

Schedule monument consent is required for any works to/on the site of a scheduled monument.[11]

5.4 Opportunities for Enhancement

The character of the historic core could be greatly enhanced by incorporating traditional details to modern shopfronts and the gradual replacement of inappropriate modern development. The gap in the urban grain around the central car park also represents an opportunity for enhancement.

The contribution made by many buildings to the character of the conservation area could be improved through small alterations as and when the opportunity arises, such as replacing windows with more traditional units and general maintenance to improve outward condition. Due to the high concentration of such buildings throughout the conservation area, they are not individually identified on the accompanying plan.

11 https://historicengland.org.uk/listing/what-is-designation/scheduled-monuments/

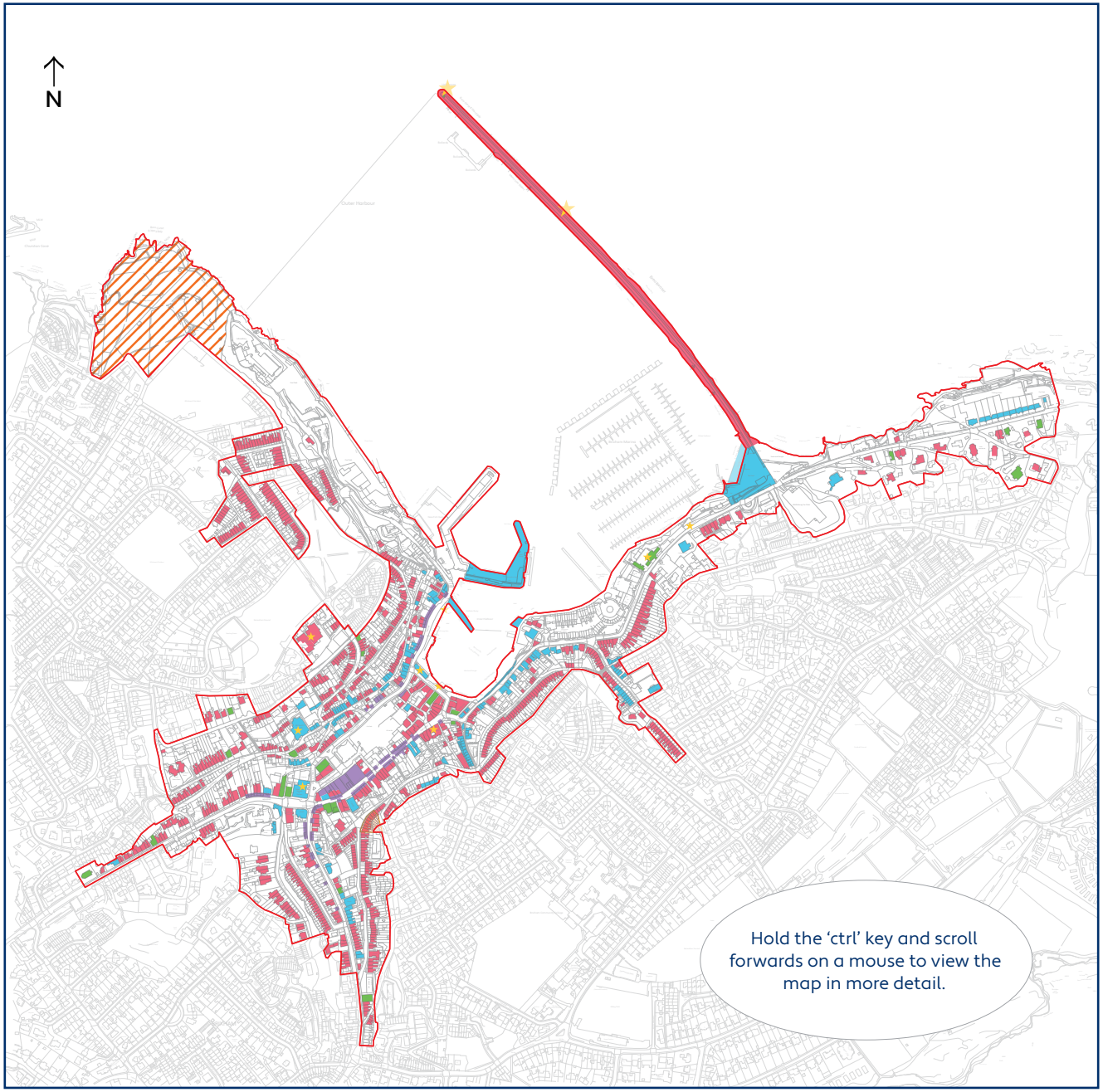
SECTION 5.0: AUDIT OF HERITAGE ASSETS

HERITAGE ASSETS

- Positive Contributor
- Key Building of Individual Heritage Interest
- Listed Building
- Local Landmark
- Opportunity for Enhancement - Shopfronts
- Opportunity for Enhancement - Other Detracting Feature/s
- Windmill Hill Cave and Battery Gardens Scheduled Monuments
- 2025 Conservation Area Boundary

This plan is not to scale

© Crown copyright and database rights 2024 OS AC0000849978



SECTION 6.0: ISSUES



6.1 Condition

Overall, the conservation area is generally in fair condition: the buildings, roads and pavements have been well maintained in most instances. There are several buildings along Fore Street and Bolton Street, both vacant and occupied, which are in poor condition externally. Many common problems could be easily addressed through regular maintenance or the appropriate repair.

A prominent issue within the conservation area is ineffective rainwater management, which is particularly noticeable around the historic core. There are many examples of blocked gutters and downpipes, which can contribute to external staining as well as more serious issues with damp. Regular clearance of/improvements to rainwater goods can easily rectify these issues.

The use of inappropriate materials to repair historic buildings can often stimulate or hasten the deterioration of built fabric. This is because traditional buildings (generally those built before 1919) utilised 'breathable' materials which facilitate the free passage of moisture through a structure.

Although older buildings absorb more moisture than modern structures, this moisture should be able to evaporate in dry conditions. Modern cement-based renders and mortars are not breathable and prevent the evaporation of moisture from a traditional building, thereby causing issues with damp and deterioration. Non-breathable paint applied over walls which were originally intended to be exposed can have a similar impact.

There are several instances throughout the conservation area where boundary walls are suffering from a lack of maintenance which manifests in staining, vegetation growth and missing joints. This could be remedied through the careful removal of vegetation and cementitious mortar and the localised replacement of masonry/brick, bedded in and pointed with lime mortar.

Similarly, there is a lack of maintenance to historic paved steps throughout the conservation area, resulting in vegetation growth and crumbling/loss of historic fabric. These important and characteristic through-routes should be repaired with traditional, breathable materials and the use of cement and concrete should be wholly avoided.

Where timber window units and shopfronts survive, these make an important contribution to the character of the conservation area and should be regularly maintained. There are several examples of rotting joinery to historic window units and shopfronts, and this should be addressed through the replacement of damaged timbers which cannot be salvaged with new timber, and regular re-painting of joinery with breathable paint. Effective management of water runoff will also help to prevent timber decay.

Where buildings within the conservation area are vacant, problems with condition tend to be exacerbated as they go unnoticed for longer periods.



An example of a blocked and broken gutter and failing render to a property on Pump Street.



Extensive vegetation to historic flight of steps.



A gutter to a historic building on Fore Street, completely blocked with vegetation.



Detail of a boundary which has been repointed with non-breatheable cementitious mortar and has extensive vegetation growth. A plant will typically root in mortar joints and force itself deeper as it grows, which can push the built fabric out of position and weaken the integrity of the wall.



Rotting timber detracts from the aesthetic impact of this traditionally styled shopfront on Fore Street.



Deteriorating joinery to original windows at the end of this terrace on Bolton Street. The property is vacant.

6.2 Detracting Features

The replacement of traditional timber-framed windows with uPVC alternatives is common across the conservation area; there are numerous instances where this has taken place on buildings of all types. The materials, style and position within the window reveal (i.e. flush with the elevation, rather than set back) of the uPVC replacements are detrimental to the character of the historic elevations and collectively detract from the special interest of the conservation area. Although they are often perceived to offer environmental benefits, the lifespan of uPVC windows is also considerably shorter than that of well-maintained timber windows and the units cannot be easily recycled. Similarly, the replacement of traditional timber doors with modern designs in uPVC result in features which are discordant with the character of the conservation area.

Many of the historic shopfronts retain much of their traditional character. However, some have been altered with inappropriate additions such as box fascias and expansive float-glass frontages which are overly prominent and do not respect the proportions of the host building. There are many later 20th-century shopfronts on Fore Street, Bolton Street and New Road in particular, which are also out of keeping with both their host building and the wider conservation area. Incorporating traditional features such as a stallriser (a platform below the shop window), glazing articulated by mullions and transoms (horizontal and vertical glazing bars) and a fascia which respects the proportions of the host building can greatly improve the character of modern retail units in conservation areas.

Other minor detracting features include:

- Roof or chimney-mounted television aerials, satellite dishes and trailing wires.
- Large plant equipment on return elevations which are highly visible from the public highway.
- uPVC rainwater goods.
- Unsympathetic, municipal style street lighting.



These shopfronts on Fore Street have been heavily modified through the replacement of the original window units with modern float glass and aluminium frames. Improvements might be made through the introduction of mullions and transoms and the rationalisation of advertising.



The accretion of wall-mounted services on this principal elevation detracts from the aesthetic interest of the host building and the wider streetscape.

6.3 Inappropriate Modern Development

There are many examples of modern development which depreciate the special interest of the conservation area through inappropriate massing and detailing. Flat roofed extensions or infill are also at odds with the varied rooflines throughout the conservation area. Large modern box dormers are prevalent within the conservation area and disrupt the visual uniformity of many historic terraces. New dormers should be modestly scaled, subservient to the established roofscape and sit comfortably within the proportions of the original building. Traditional roof features such as chimney stacks should be retained, and materiality should be consistent with the established historic character. Design construction should reflect the character of the original building. Please refer to policy BH6 of the Brixham Neighbourhood Plan (reproduced in Section 1.6 of this report).

When successfully delivered, development within a conservation area responds to the proportions of historic buildings plots and frontages, existing architectural detailing, and materiality. New development need not replicate the established massing of the historic environment, but should not detract from it. This also applies to developments within the setting of a conservation area.



An example of modern development on Fore Street. The massing of the structure does not respond to historic plot boundaries, whilst the modern detailing of the shopfronts is out of keeping with the character of the streetscape.



Modern box dormers disrupt the historic proportions of these properties on New Road.



SECTION 7.0: OPPORTUNITIES

There is scope to enhance the conservation area through addressing the minor but altogether detracting elements such as external accretions, management of rainwater goods and the appropriate repair of failing elements. Incrementally addressing these issues will have a positive impact and enhance the conservation area.

Although many of the uPVC windows and doors which have already been installed are unlikely to require replacement in the near future, there is scope for any further replacement windows and doors to be carried out using styles, materials and methods that are better suited to enhancing the special interest of the conservation area. It would be especially beneficial for first-generation uPVC double-glazing, which is generally coming to the end of its life cycle, to be replaced with more suitable alternatives, rather than the more visually intrusive standard option.

Some of the low-quality 20th-century architecture within the conservation area could be beneficially re-developed should the opportunity arise. Likewise, the replacement or alteration of unsympathetic shopfronts would greatly enhance the special interest of the conservation area. Considered place-making, such as landscaping, also has the potential to improve the relationship of new design with the conservation area.

Locations for future development within the conservation area and its immediate setting provide an opportunity to enhance the character of the conservation area. The town centre car park is is proposed for mixed use regeneration in the Local Plan and Brixham Peninsula Neighbourhood Plan.

Heritage-led regeneration opportunities have the potential to increase economic returns in the local area whilst celebrating and enhancing the special interest of the conservaion area.[12]

12 Historic England, Heritage and its Role in Development and Place, 2023. https://historicengland.org.uk/research/heritage-counts/heritage-and-economy/place-development/

SECTION 8.0: CONSERVATION AREA DESIGNATION – CONTROL MEASURES AND BEST PRACTICE GUIDANCE



SECTION 8.0: CONSERVATION AREA DESIGNATION – CONTROL MEASURES AND BEST PRACTICE GUIDANCE

8.1 Control Measures

In order to protect and enhance the conservation area, any changes that take place must conserve its character and special interest. Statutory control measures are intended to prevent development that may have an individually or cumulatively negative effect. Control measures within a conservation area include:

- Planning permission will usually be required to totally or substantially demolish buildings or structure (including walls, gate piers and chimneys). This will also need a heritage statement (sometimes called a heritage impact assessment) as part of the application.
- The extent to which permitted development (i.e. changes that are allowed without requiring consent from the local authority) may be restricted. For example, replacement windows, different elevational finishes or the installation of satellite dishes may require planning permission.
- Trees with a diameter of 75mm or greater, measured as 1.5m above the soil level, are protected. Any works proposed to these trees require permission from the local authority by means of a planning application. This allows the local authority to determine whether a tree preservation order (TPO) is necessary.
- Advertisements and other commercial signage may be subject to additional controls and/or require planning permission.

8.2 Conservation Aims and Best Practice

There is no generally accepted detailed definition of 'best practice' in conservation: it is a term used to describe the management of change (including repair) so that the integrity and character of a historic site is not eroded or compromised. It is not the intention of conservation best practice to prevent change from happening: alterations can still be carried out but should be subject to additional scrutiny to ensure that the special interest of the conservation area is protected.

It is the purpose of this Appraisal to provide guidance that will help achieve these aims. Overall, any change in the Brixham conservation area should seek to:

- Preserve its historical features;
- Enhance, where possible, its special interest;
- Positively contribute to its established character; and
- Be high quality.

8.3 'Like-for-Like'

A term that is frequently used in conservation is 'like-for-like' replacement or repair. This is frequently – and mistakenly – taken to mean that a modern alternative that generally echoes the style of the element removed is acceptable. However, this is not accurate. Like-for-like should always be interpreted as an alternative that matches the historic element removed in terms of its material, dimensions, method of construction, finish, means of installation and any other feature specific to the original element, such that the modern replacement is hardly discernible from the original (accepting that its condition will be greatly improved where the original has failed beyond repair).

For example, modern uPVC windows in imitation of Georgian or Victorian-style sash windows but with false glazing bars and a top-hung casement opening mechanism do not constitute a like-for-like replacement for traditional timber-framed Victorian sliding sash windows, although they may appear stylistically similar.

8.4 Repairs and Replacement

Repairs and replacement are inevitable with any building or site, regardless of age; however, within a conservation area, it is especially important that this is carried out sensitively to protect the historic fabric of its buildings and respect the character of the wider area. Key points to remember when looking to carry out repair work or install replacement features are:

- A method of repair that was suitable for one building may not be suitable for another. Repair and replacement should always be considered on a case-by-case basis.
- Repairs using appropriate materials and techniques are always preferable over wholescale replacement.
- Where a historic feature has degraded beyond repair, replacement should be carried out on a like-for-like basis.
- Where seeking to improve failing modern features, a traditionally-designed alternative using appropriate materials is preferable. For example, the replacement of uPVC gutters and downpipes with lead, cast iron or coated aluminium alternatives that better reflect the traditional character of the conservation area.
- Cement-based mortars and/or ribbon pointing are harmful to historic brickwork and masonry. Repairs to any pointing should be carried out in a lime mortar after any cementitious mortar has been raked out. This will ensure the longevity of the historic built fabric.
- Due consideration should be given to the sustainability of the repair or replacement, i.e. what is its lifespan? What maintenance will be required to prolong this?
- Reversibility is an important consideration as better alternative may become available in the future.
- Historic external detailing should be retained or, where damaged beyond repair, replaced on a like-for-like basis. This includes (but is not limited to): the texture and colour of render; size and colour of bricks used, and the bond in which they are laid; stone dressings; and chimneystacks.
- The reinstatement of historic features that have been lost is favourable. For example, re-exposing brickwork that has been rendered or painted over.
- The repair and replacement of windows can have a notable effect on the character and special interest of the conservation area, both positively and negatively. The aim should always be to retain historic windows wherever they survive, carrying out refurbishment work where needed to make sure they remain usable. Timber frames are preferable over uPVC for a number of reasons, mainly their comparative slimness and breathable quality which has a positive knock-on effect on the overall condition of the historic building.

SECTION 8.0: CONSERVATION AREA DESIGNATION – CONTROL MEASURES AND BEST PRACTICE GUIDANCE

8.5 Maintenance

Maintenance differs from repair in that it is a pre-planned, regular activity intended to reduce instances where remedial or unforeseen work is needed. The higher the levels of maintenance, the less need to carry out repairs. Regular maintenance activity should include annual gutter clearing, seasonal vegetation control and repainting external joinery with an oil-based paint. This is not an exhaustive list and each historic building will have its own specific needs. Larger historic buildings and those which are listed may benefit from occasional condition surveys (usually around every five years) to highlight their individual maintenance and repair needs.

The maintenance requirement of a building will depend on its age, materials and susceptibility to wear. Historic England, the Society for the Protection of Ancient Buildings (SPAB) and other heritage bodies publish specialist guidance on the suitable maintenance and repair methods for different historic buildings.

8.6 Trees

Trees are afforded extra protection within the conservation area and there are several tree preservation orders in place. Any tree surgery work should be carried out only once the relevant permission has been sought. The management of the planted elements within the conservation area is beneficial to its overall appearance and potentially also to the condition of the buildings where root damage may pose a threat.

8.7 Public Realm

Public realm features, including bins, bollards, seating and planters, etc. often become outdated in their appearance. This can be due to heavy wear, antisocial behaviour or as a result of poor design and short-lived trends. Successful public realm schemes are contextual, using high-quality materials that echo the character of the wider area. Any additions or amendments to the public realm will also need to take account of highways and other relevant regulations.

8.8 Modern and New Development

It is not the intention of conservation area designation to prevent new development or entirely exclude existing modern development where this is woven into a surrounding historic space. Instead, it puts in place a process whereby any proposals are more thoroughly studied to ensure that the special interest of the conservation area is protected and opportunities to improve its character are identified.

New development can range from entire new buildings to the introduction of new features, however small, on existing buildings. It is acknowledged that there are pressures on housing numbers within the conservation area and that associated planning applications are likely to be submitted in the future.

New development within the setting of the conservation area should also be carefully managed as it has the potential to detract from its character and special interest. The potential for substantial new development inside the conservation area boundary is generally limited to the replacement or alteration of those buildings, generally from the mid-late 20th century, which do not positively contribute to its character.

Any proposals will need to be considered on a case-by-case basis and take account of:

- The significance of any existing building affected;
- The impact on the setting of neighbouring listed buildings, key buildings of individual heritage interest and/or positive contributors;
- How local features and materials can be incorporated into the new design;
- Whether or not any historical plot boundaries survive or could be recoverable;
- The impact of the overall scale, massing and design on the wider streetscape;
- The loss of any important rear/side elevations or views of these;
- Characteristic boundary treatments and planting;
- The potential for below-ground or built archaeology; and
- Any other heritage or conservation constraints identified.

The addition of new features on existing buildings can be detrimental to the individual buildings as well as the overall character of their wider setting if unmanaged. Specifically:

- Television aerials and satellite dishes should not be fixed to principal or highly visible elevations, or chimneystacks.
- Features such as external lighting and security cameras should be as discreet as possible.
- Solar panels should be restricted to rear or secondary elevations, especially where a building forms one of a group.
- Internal alterations can have an external impact; for example, staircases cutting across windows or the removal of chimneybreasts necessitating the removal of the associated chimneystack.
- New/replacement dormers should be modestly scaled, use traditional materials consistent with the character of the area and be subservient to the existing roofscape (for further details see Policy BH6 in the Brixham Peninsula Neighbourhood Plan).

8.9 Sustainability

Maintenance and continued use of historic buildings is inherently sustainable. However, there are growing pressures to improve the energy efficiency of the country's historic building stock in order to reduce carbon emissions, particularly from heating which uses fossil fuel sources. Pressures to increase sustainability performance can be accommodated within the conservation area but will require a bespoke approach to ensure that the measures needed can be viably implemented without harm to its special interest.

Straight-forward measures to improve building performance include:

- Refurbishing historic windows and doors to prevent drafts.
- Re-pointing external walls to prevent damp and air leaks.
- Maintaining rainwater goods.
- Improving and/or expanding green spaces.

- Inserting breathable insulation in loft spaces and suspended floor voids.
- Installing thick curtains or internal shutters.

Double-glazing is now available in slimline, timber frame units which are considerably more sympathetic within historic contexts than earlier versions. It will be necessary to obtain the relevant permissions to install double-glazing. Best practice will always be to retain historic windows wherever possible, with the installation of secondary units being an alternative to full replacement.

The installation of solar panels and other infrastructure such as electric vehicle charging points and heat pumps in a conservation area is generally acceptable, however they must not be installed in a location that is visible from any public highway and their physical and aesthetic impact will need to be carefully considered and mitigated. For more information contact planning@torbay.gov.uk.

Historic England, the Society for the Protection of Ancient Buildings, the Royal Institute of British Architects and other bodies publish extensive guidance on the sensitive adaptation of buildings in response to climate change and sustainability challenges.

APPENDICES

APPENDIX A: **BIBLIOGRAPHY**

History of Brixham

Devon Historic Environment Record.

Torbay Council. *Brixham Town Conservation Area Character Appraisal*, Draft Version, 2016.

Brixham Peninsula Neighbourhood Forum, *Brixham Peninsula Neighbourhood Plan*, 2019.

Travis, John F. *The Rise of the Devon Seaside Resorts*, 1993.

Whitton, Jack. *Torbay, The Visible History*, 2013.

Policy and Guidance

Local Policy and Guidance

Torbay Council, *Torbay Local Plan 2012-2030.* https://www.torbay.gov.uk/council/policies/planning-policies/local-plan/local-plan/

Torbay Council, Torbay Heritage Strategy 2021-2026, https://www.torbay.gov.uk/council/policies/planning-policies/local-plan/torbay-heritage-strategy/

Brixham Peninsula Neighbourhood Forum, *Brixham Peninsula Neighbourhood Plan,* 2019. https://www.torbay.gov.uk/council/policies/planning-policies/neighbourhood-plans/brixham-np/

- Brixham Town Centre Masterplan (Proposed)
- Brixham Town Design Statement

Torbay Council, English Riviera UNESCO Global Geopark: Briefing Document for Planning, working document V4, updated 04/04/2024.

National Policy and Guidance

Conservation Area Designation, Appraisal and Management, Historic England Advice Note 1 (Second Edition): 2019.

Historic England, *Conserving Georgian and Victorian terraced housing, a guide to managing change*, 2020.

UNESCO, *Unesco Global Geoparks in the UK,* https://unesco.org.uk/geoparks/

APPENDIX B: **USEFUL CONTACTS**

Torbay Council Heritage and Design Team

Heritage and Design Team
Planning Department
Torbay Council
Town Hall
Castle Circus
Torquay
TQ1 3DR

email: heritageanddesign@torbay.gov.uk

Tel: 01803 207801

Planning and Building Control Webpages

https://www.torbay.gov.uk/planning-and-building-control/

APPENDIX C: **GLOSSARY**

Terminology	Definition
Baroque	A highly decorative and theatrical style of architecture popular in England during the 17th century. It experienced a revival in the early 20th century.
Classical	Architecture inspired by the buildings of ancient Greece and Rome - characterised by the use of columns and pediments.
Corbel	Stone, wood or metal bracket, often structural but sometimes decorative.
Cornice	A horizontal decorative moulding.
Fanlight	A small semicircular or rectangular light above a doorway.
Fascia	A horizontal band beneath the eaves of a building or over a shopfront.
Fenestration	Architectural terminology for windows and doors.
Finial	Vertical decorative element found on roofs, towers, spires and gables.
Gothic	Architecture inspired by the style of medieval churches - featuring pointed arches and tracery.
Key stone	A wedge-shaped stone found at the apex of a masonry arch.

Terminology	Definition
Massing	Refers to the shape, form and size of a building.
Mullion	A vertical glazing bar on a window or window opening.
Patina	Visible signs of historic use.
Polite building	A building designed with regard for architectural fashion, often by an architect.
Portico	A projecting porch supported by columns.
Quoins	Masonry blocks to the corner of a wall - can be structural or aesthetic.
Rubble stone	Unfinished stone.
Stallriser	A platform below a shop window.
Tracery	Division of openings with stone bars or moulded ribs.
Transom	A horizontal glazing bar on a window or window opening.
Urban grain	The pattern of building plots in an urban environment.
Vernacular building	A building constructed using local materials with limited or no regard for architectural fashion.

APPENDIX D: **DETAILED HISTORIC DEVELOPMENT OF BRIXHAM**

The following text has been extracted from Hal Bishop, 'Brixham Town Conservation Area Character Appraisal', the draft document produced for Torbay Council in 2016.

Historic Environment, Origins & Development

2.1 During the Pleistocene epoch (1.64 million – 10,000 BC) conditions conducive to the appearance of humans can be recognised in two locations, both are raised beaches: the first a limestone platform stretching from Shoalstone Point to about half a mile west of Berry Head; this is about 5 metres above the high tide mark and consists of a bed of pebbles containing flint and chert with shells cemented with sand and shingle. The other is a well-marked platform on the north side of Sharkham point, also about 5 metres above high tide mark, consisting of a thin strip of pebbles and flints with local rocks, coarse sand and shells.

2.2 Prehistoric remains and settlement is well attested from Middle Palaeolithic times (250,000 – 40,000 BC), from three solution caves discovered in the 19th century: Ash Hole Cavern; Brixham, or Windmill Hill, Cavern; and Bench Cavern – all lie within the conservation area or are immediately adjacent to it. Ash Hole (or Ashole) was investigated by the Revd Henry Francis Lyte in 1824; beneath stalagmites he uncovered the bones of elephant, reindeer and hyena species. In the upper layers of the cave earth deposits, well above the stalagmite floor, pottery, bronze metalwork, a Roman coin and human remains were found. In the 1960s the site was re-investigated and it was established that it had been used as rock shelter with occupation from the Neolithic (4000 – 2200 BC), Bronze Age (2200 – 700 BC) and Roman periods. The majority of the pottery was dated to the Bronze Age and was analogous to Cornish Trevisker ware of 1750-1000 BC. The burials recognised by Lyte have been broadly assigned a Romano-British date of c.AD 0-500. In 1858 during the development of housing on Mount Pleasant Road a cave system of galleries and chambers was discovered by workmen. It was investigated by William Pengelly who recognised that, unlike Ash Hole, the cave had been sealed since Palaeolithic times and that *'the last previous event in its history being the introduction of a reindeer antler attached to the upper surface of the stalagmite floor'*. Historically this was most important because the traditionalist argument used against the dating of the Kent's Cavern deposits in Torquay was that it had been open since at least the 17th century and potentially contaminated. Over a period of 12 months at Windmill Hill cavern Pengelly revealed rich faunal remains in layers with Palaeolithic flints: 1600 bones and 32 flints, the latter of Middle Palaeolithic and post-Palaeolithic date (after 10,000 BC). The discovery of the two together in cave earth deposits sealed by stalagmite floors provided the first scientific proof of the contemporaneity of early man in Britain with extinct animal species. Thus Brixham Cavern, as Nature put it in April 1894:

established beyond all doubt the existence of Palaeolithic Man in the Pleistocene Age and caused the whole of the scientific world to awake to the vast antiquity of the human race.

2.3 A third cave now quarried away entirely, Bench Cavern, was revealed in 1861 during quarrying between Higher Furzeham Road and Blackball Lane; Bench House lies to the south of the quarried area. Here similar Pleistocene faunae were uncovered and identified as bear, hyena, wolf, fox, reindeer, ox and hare. Brixham's caves though less well known than Torquay's Kent's Cavern are of international importance with undisturbed cave earth deposits surviving in the two remaining caves. In the fields west of Berry Head Mesolithic (10,000 – 4000 BC) 'microliths' (tiny flints), and larger Neolithic flint tools have also been recovered.

2.4 An Iron Age promontory fort is presumed to have been established on Berry Head – fancifully identified on Donn's 1765 Map of Devonshire as a 'Danish Castle' – with a ditch and ramparts east of the present Napoleonic-period walls of Fort No. 3. Recent archaeological work at the site (2009) has established that the terrace between the walls and the guardhouse is not bedrock but an infilled hollow and thus probably the excavated ditch which would have provided the fill of the rampart. Mid-19th century reports of Roman coins being found in the vicinity may well be late-Iron age copies of Roman types. Also in the mid-19th century Claudian coins (AD41-54) are said to have been found on Furzeham Common. At the same time observations on the common of circles surrounded by ridges were thought to be barrows; however as the inside of the ridges contain a circular path of pebbles this might be better interpreted as the presumed bases of military bell-tents known to have been present in the later-18th and early-19th centuries. As with much of Devon west of the Exe there are few signs of Roman influence with Romano-British settlements continuing as dispersed farmsteads into a post-Roman Iron Age.

2.5 The Brixham referred to in Domesday is Higher Brixham, around whose church the historic manor and parish of *Briseham* developed. The name may be derived from *Brioc* a Celtic personal name and the old English *ham* – 'the homestead or enclosure of Brioc'. If Brixham does derives its name from a Celtic overlord, the vill is likely to predate the Saxon settlement of the area in the 8th century. The manorial system and boundaries which are recorded in Domesday (1086) may have been well established by the 10th century. Certainly the presence of a 'Kingswear' and a 'Kingston' in the vicinity are indicative of the presence of a large Saxon royal estate. The manor at Domesday was held by Judhael of Totnes as Tenant-in-chief. Judhael, who held the manor of Brixham as part of his Honour of Totnes, farmed his own land here: 12 slaves working ½ hide, or c.60 acres. 15 villagers, 12 smallholders and 5 cottagers farmed the other 2 hides, or c.240 acres under the plough; these figures suggest a community of around 200 at the end of the 11th century. Domesday also records the presence of meadow (4 acres), pasture (12 acres) and woodland (12 acres); as well as cattle (4), horses (2), pigs (10), and sheep (180). This record of mixed agriculture taken with the size of population further suggest a settlement of long establishment, with the transition of isolated farms and hamlets into a larger community – a proto-urbanisation. The parish embraced the smaller manors of

Galmpton, Churston (Ferrers), Lupton, Wodhuish, and Coleton – all the estates on the peninsula between the river Dart and Torbay.

2.6 In 1205 the township of *Brikesham* was awarded to Henry de Nonant and valued at £18; from the thirteenth century Brixham was held by various families in dower and often sub-divided, though in 1334 Edward III gave John de Leybourne free warren (the taking of rabbits) in all the demesne lands of Brixham. A deed dated 1335 records a lease given by Henry de Pomeroy (one of the two Lords of the Manor) to one William le Baker of Brixham and his wife Gonnuldathe; the lease contains probably the first mention of a house in Higher Brixham, the house and land being that located in *Bremele Furlong*. From this time increasingly houses and tenements enter the record although often only in relation to another tenement rather than any independent location. New building is mentioned in 1343 when Johannes de Wynston granted to Ely Baker of Brixham and Laurencya his wife 'a house in my tenement of *La Chircherete* [?Church Street] in Brixham, which house I have built anew near the tenement of Clement Boghecleve'. Leases for various properties occur throughout subsequent reigns given by the de Pomeroy overlords, many of the cottages or tenements having substantial small holdings of land. Some sense of size is given by Edward Pomeroy's 1537 grant of his portion of the manor which included 40 messuages (houses with outbuildings and land), a mill, 400 acres of land, and rents in Brixham.

2.7 Higher Brixham shows a typical medieval land arrangement of narrow burgage plots laid out perpendicular to the axis of the main streets with house plots on the frontage itself; the plan form is likely to be a post-Conquest feature rather than a survival of the Saxon one, though the street plan is undoubtedly pre-Conquest. Lower Brixham exhibits none of this; there is no evident pattern. A corn mill is known to have existed within the footprint of 69 Middle Street adjacent to the former inner harbour; while it must have originated as a tidal mill, and may have medieval antecedents – an account claiming that the open creek was dammed in 1172 and tidemills established either side of the harbour is unsubstantiated by documentation. Similarly the claim that a mill on the Fore Street side went out of use in 1560 must also be treated with caution. The earliest documentary evidence to date is a letter from a local citizen to the Navy Board in March 1672 recording the 'large poole' of the Corn Mill. The letter was written in the context of establishing a reservoir for naval use. Churchwardens accounts in 1706 hint at the presence of three mills, though only two are identified: *Higher Mill* in Mill (now Bolton) Street, (see 2.17) and the *Kay Mill* between Middle and Pump Streets.

2.8 Other than manorial leases of land parcels Brixham is disappointingly poorly represented in the extant medieval documents, what little there is tends to be maritime: surveys of customs paid, ships owned and mariners available for royal service. Perhaps the first recorded ship from Brixham is *le batel* (the boat) that landed wheat at Topsham (for the Exeter market) in 1296; later a barge of

Brixham is recorded in the Thames in 1404 while a number of 15th-century customs accounts from Exeter record cargoes of fish. The ship-names *George, Rose* and especially *Mary* are common. Some familiar place names are well attested, Furzeham as *Fursham* in 1475. A lone manorial survey of one-third of the manor of Brixham in 1440 allows an extrapolation, that there were 90 cottages within the whole manor but only 30 farm holdings. The large number of landless cottages must indicate that many of the inhabitants then worked at sea, with most of the cottages being in the lower town. 'Brixham Quay' appears on a Henry VIII's coastal defences map of 1540.

2.9 Throughout the medieval period Brixham is certainly subservient to Dartmouth in population, wealth, and shipping tonnage, and is sometimes subsumed into the returns of the larger haven. John Leland in 1542-3 dismisses Brixham as one of the mere 'Fisher' towns, as opposed to Dartmouth with its extensive overseas trade. This is borne out in Thomas Colshill's 1572 survey of Devon merchant ships in which the total given for 'Torbay' is 5 ships under 60 tons, whereas Dartmouth has 8 ships between 60-100 tons and 24 under 60 tons – smaller fishing vessels are probably not enumerated. But it is to Brixham that Sir Francis Drake brought the *Capitana*, the first of the great galleons of the Spanish Armada to be captured in August 1588. In the Duke of Buckingham's 1619 Survey of All Mariners in Devon, the Dartmouth and the Torbay parishes (Brixham, Paignton, Tormohun, and Saint Marychurch) numbered 1,538 seamen, of which 428 come from Dartmouth, and 151 from Brixham.

2.10 A map of the manor of Brixham (DRO 59/7/5/6) displaying in a cartouche the legend *The Estate of Chas Haynes Esq Surveyd by Josh Willey 1743* showing a rudimentary shoreline, but no inner creek, has been cited as evidence that the inner harbour had already been infilled. This may be the case but otherwise places too much reliance on the map as an accurate survey. It is essentially a depiction of scattered manorial holdings in Higher Brixham; the tenancies and holding sizes being differentiated in coloured inks. Brixham Quay is shown in a quite rudimentary manner as 9 houseblocks on what is probably Middle Street, and 4 on what is probably King Street. It cannot be supported on this evidence that the harbour of 1743 was the same as that known from 1781 (below) as neither creek nor the streams that flowed into it are shown; nor are any mills or quays.

2.11 Of a detailed survey made on behalf of the Admiralty, a map now in Brixham Museum survives. *Plan of the Watering Place at Brixham Taken by J King 1781* shows the newly built naval reservoir (the Old Town Hall and Museum now occupies the site) and its inlets, outlet and overflow, and the area of the creek infilled, laid out as fields, and enclosed in 4 parcels. The Pump Street/Middle Street mill house, its pond and stable are shown and annotated. On the north side house plots are shown from Pring's Court (noted in the Statutory List Description's October 1993 revision as an 18th century group and 'the best-preserved group of listed buildings in Lower Brixham') in the west to the beginning of Overgang Steps (marked) above the eastern quay. On the south

side almost nothing of Fore Street is present, only a range approximating to Nos 67-77 at its eastern end; elsewhere there are buildings either side of New Quay Lane, and a block equivalent to 15-27 King Street. The area between Pump Street and The Strand is well developed. The enclosed fields give the closest picture of the form of the early harbour. Both Eastern Quay and King's Quay are present marking the outer limit of the enclosed area; King William's Steps landward of Eastern Quay is obviously the 17th century quay. In 1786 the mill is described in an admiralty tender as his Majesty's Mill at Brixham Quay, and its land 'on which very advantageous Improvements maybe made'. Within 50 years and possibly much sooner the whole area was built over. The tender document claiming that Brixham itself is the *Greatest-Fishing Place in the West of England*.

2.12 The necessities of longer-ranging wars at sea from the mid-17th century led to the development of some port facilities and a supply infrastructure. When William of Orange's invasion fleet was pushed down the channel to Brixham in 1688 a fortuitous change in wind allowed most of his 300 vessels to land at Brixham. The naval reservoir had been preceded by a fleet watering-facility around 1700; five 12-pounder cannon were issued in 1745 to oppose any Jacobite landings. From the Seven Years War (1756-1763) Torbay became a major fleet anchorage, re-supply station, and safe haven for the channel fleet in westerly gales, especially when it was on blockade duties against the French. In 1779-80 after Spain and France joined the American Revolutionary War gun batteries were established at Berry Head, 'Danish Castle', Fishcombe and Hardy's Head. Maintenance at sea over long periods created enormous supply problems, there were 23,000 men in St Vincent's Squadron in 1800 – only 16 towns in England then had a population in excess of 20,000. While Brixham Quay prospered from fishing and supply activities (the Naval Reservoir on King's 1781 map is the largest structure in the lower town), the higher town was much more part of the agricultural supply economy. Curiously there appears to be no record of a market grant until 1799. Devon's agriculture was of crucial importance for the navy from mid-18th century, with fresh provision needed to supplement dry-stores. The navy's demand certainly enriched farmers, and victualling contractors even more so, but often meant enormous hardship for local people, especially during bad harvests; food riots broke out in 1795 because of the absence of food for local consumption. At the end of the 18th century the Navy's victualling requirements increased from 2 months at sea to 5 months, since the western squadron was its strategic reserve for the entire world and had to have the capacity to follow the French fleet anywhere. In May 1800 John Rodney the Commissioner of the Victualling Board recommended that a depot of provisions was maintained on vessels lying alongside Brixham Pier. The depot ships were administered by a resident 'Storekeeper' (one of the Principal Superior Officers of the Victualling Board – third in seniority behind the Agent Victualler, and the Clerk of the Cheque) who was assisted by clerks, stevedores, coopers and

labourers. The large naval reservoir was improved in 1801 by the laying of bigger iron pipes to increase the speed of taking on fresh water.

2.13 Re-victualling in Torbay has been likened to a pit stop: the fleet had to be able to return to blockading the French coast if the wind changed; contractors were thus on 12-48 hours notice. The arrival of what were in effect floating towns in Torbay necessitated the establishment of a marine guard to prevent the:

> *"scenes of drunkenness, obscenity, blasphemy and consequent casualties (by the men fighting with each other and falling over precipices) which, to the disgrace of His Majesty's Navy obtained heretofore in watering the fleet at Brixham."*

Ships when at the Torbay anchorage were ordered 'petty warrant' victuals – soft bread instead of biscuit, fresh meat and green vegetables – in order to conserve the sea stores; additionally beer, brewed locally as it was short-lived and bulky, was issued at a gallon a day. In 1804 the Victualling Board Ledgers record £4,931 was spent on fresh beef received from Torbay which, though only an anchorage, was in effect the Navy's sixth 'port' in England behind the major dockyards of London, Plymouth, Portsmouth, Chatham and Dover. Yet where is the architectural evidence for the contractors' warehouses, slaughterhouses, cooperage and victualling yards? King's 1781 map shows Brixham Quay during the height of the French-American wars. Admittedly schematic the only 'warehouse-like' buildings shown on the map are those either side of what is now Beach Approach, those in the vicinity of New Quay Lane, and one on the south side of Fore Street, occupying the footprint of Nos 67-77. Nor are there obvious signs of rich merchants', or farmer-contractors' houses in Higher or Lower Brixham. MAP 2 shows the survival of houses built during the 18th century and early 19th century, with only a few showing the type constructed for conspicuous display associated with the supply contractors. Some victuallers are known to have lived in Dartmouth, and a large live cattle depot was located in Ivybridge, but all would have had agents in Brixham. Oxen Cove is obviously the early slaughtering point on the shore, and later the loading point for live cattle and sheep sent out, with fresh vegetables and water, to the ships of the blockading squadrons off France as part of the 'shuttle-service' maintained by the Victualling Board's vessels.

2.14 While King's map shows only Lower Brixham it highlights the area between Middle and Fore Streets, formerly the inner harbour, as almost devoid of buildings (the medieval tide mill is now leat- and pond-fed); east of Pump Street lie the ancillary buildings of the mill and the few 'warehouse' buildings. West and south of what is yet to be established as Bolton Cross lie only meadows; no contiguous development links lower Brixham to higher. Torbay's importance to the navy waned entirely after 1815 and never returned: no further wars were to be fought against the French, steam-ship technology, and the completion of the Plymouth breakwater after 25 years of construction in 1840 made the Bay's anchorage obsolescent in strategic terms. In succeeding decades and with increasing pace Torbay transformed itself from a naval supply depot to a

seaside tourist destination – except Brixham, where until well into the 20th century shipbuilding and fishing, and their service trades remained the chief industry. Another post-1815 loss was the 5-gun 'Furzdon Battery' at Fishcombe Point, now Battery Gardens, first established in 1779-80.

2.15 The impetus of war left a legacy, the *Pier, Haven and Market Act 1799* had authorised the borrowing of £6,000 in order to repair, enlarge and rebuild the public quay. The Strand which King had shown literally as a beach had a high enclosing wall erected on it with a market house above and landing slips below on the seaward side. The eastern Quay was reconstructed in 1803-4 and the older inner pier, King William's Steps, was demolished. The Baptist Church on the corner of Middle and Market Streets was established in 1801. The first census in 1801 recorded a population for all Brixham of 3,671, by 1811 it was 4,371 a 19% increase; a figure usually associated with post-railway industrial expansion but here surely a reflection of the busy navy revictualling station.

2.16 The manor of Brixham was assessed for tithes in 1838; the resultant tithe map which is normally accompanied by a detailed apportionment detailing site names, descriptions, usages and sizes indexed against landowners and occupants is highly unusual. The central area, in contrast to the fields shown on King's 1781 map, is now fully developed, but very few plots are delineated, only six are enumerated between Fore Street and Middle Street with two (?later) additions. On the north side none of the house plots east of Apters Hill appear to be either delineated or numbered, while the south side of Fore Street and King Street have a plethora of plot numbers but only a building frontage against Fore Street with no further divisions (Frontispiece). The houses on Bolton Street have the familiar ligatures linking house site to garden or larger ground; All Saints (originally established as a chapel of ease in 1816 and enlarged with transepts in 1825) is clearly visible but its plot number is missing. It is all very curious.

2.17 In 1842 John Wood published his *Plan of the town of Brixham and Environs* showing both upper and lower towns from 87 Milton Street in the west to Rock House, 59 Berry Head Road in the east; all of Upton in the south, and up to Cumber House on Vicarage Close, and the early 19th century Albert Cottage of 85 New Road (now listed) on the north. It mixes topographical, land use and socio-economic information – named occupiers and landlords. Lower Brixham is characterised by dense development within the former inner harbour, including a Gas Works (opened in 1838 – the gasometer shape appears on the tithe map) and terrace groups climbing up the northern slope to Furzeham Common, and the 'New Church' - All Saints. The non-conformist churches are also prominent on this map: the Baptist Church completed in 1801 at the angle of Market Street and Middle Street, and the Methodist chapel on Fore Street first established in 1816; the Congregational Chapel in Bolton Street followed in 1843-5. On the slopes of Rea Common are located a ropewalk and a windmill. On the west side of Bolton Street (then Mill Street) are the Higher Mill and its large pond

(Watermill Court, and Churchill Court with 87-97 Bolton Street occupy the respective footprints), opposite the mill is the National School, present by 1830 – Bolton Court now occupies its footprint and may even incorporate some of its fabric. Higher Brixham west of the Great Gate area, marked as the Freemasons Hall (which stood east of 1 Burton Street in what is now the busy crossroads of Burton and Bolton Streets with Greenswood and Rea Barn Roads) shows a much more dispersed character with houses in large grounds clearly delineated as gentry holdings. The sociology of the map is fascinating for far from portraying Higher Brixham as a relict medieval town – Lower Brixham is largely 19th century and thus quite different – what is highlighted is the 'polite' landscape of landed holdings in imparked grounds outside the long through-street of historic settlement. The 1841 census records 5,684 souls across the parish, again the major expansion was in the lower town as depicted in the 1838 and 1842 maps.

2.18 William White's *History Gazetteer and Directory of Devonshire of 1850* is among the first detailed guides aimed at new travellers, it describes Brixham at the beginning of the railway age, although distant Torre was still the end of the line at this date and for a further 8 years.

A flourishing market town, seaport and extensive fishing station. Delightfully situated on the southern projecting point of Torbay ... in two parts called Upper and Lower Brixham; the former of which extends in a long straggling street, more than 1½ mile south of Lower Brixham or Brixham Quay and most of it, (with the parish church) is in a picturesque valley ... Brixham is said to have the largest fishery in England. More than 270 sail of vessels, comprising 20,000 tons of shipping, and employing 1600 seamen, belong to the port. And a large number of them are engaged in the fishing trade. [The 1851 census records a population of 5,936.] Iron Ore has been discovered in the parish within the last ten years ... two mines are now working with considerable success, one at Upton on George Cutler's estate [Upton Lodge] and the other on Furzeham Common [This is the area bounded by The Close, Holborn and Higher Furzeham Roads].

2.19 White's summary account adds to the evidence of Wood's map a decade earlier, Brixham Quay was expanding quickly as a harbour and shipping centre while Higher Brixham remained largely the dispersed non-nucleated village surrounded by strip fields with few enclosures. The first large scale mapping was undertaken by the Ordnance Survey in 1862; the First Edition OS County Series surveyed the parish at 1:2500 and is far superior to any previous map. (Five sheets of Lower Brixham were surveyed 1862-4 at the Town Map scale of 1:500, though some were not published until 1874; the OS town maps are some of the finest public maps ever compiled anywhere.) Lower Brixham is characterised by dense development in the central area between Prospect Road from All Saints' Church to Overgang on the north, with Manor Terrace newly built isolated on Higher Manor Road further west; Albert Cottage is still the limit of expansion up New Street while the naval reservoir

on the site of the Town Hall and Museum is still the largest structure. In Battery Gardens the Gun Shed of the Artillery volunteers is present on the site of the Napoleonic battery; quarries, iron ore and paint works are all in evidence on Furzeham Common. On the south side the Bolton Street frontage has been built as far south as Old Mill Court on its west side – the mill and its Dam (pond) is still very much in evidence – and on the east side the National School occupies the site of what is now Bolton Court. South of Fore Street all up to Mount Pleasant has been built up, and 'Bone' (Brixham) Cavern revealed. The King Street and Ranscombe Road terraces have all been developed but eastwards few buildings are present along Berry Head Road, with the exception of Rock House (59 Berry Head Road) in its spacious grounds, until Berry Head Hotel (the former Napoleonic era military hospital of 1809-10) is reached. Small shipyards and ropewalks are typical features on this stretch between the harbour and the nascent breakwater.

2.20 North and south of the built-up areas, confined to the narrow valley and its sides, are areas of common, where ropewalks of up to 250m long were located – to accommodate the length of the nautical cable of 200 yards. By contrast Higher Brixham is characterised, by a relict landscape that is still essentially medieval, with the narrow plots stretching back from the houses fronting the street, and small irregular fields beyond: the narrow curved strip fields lying either side of Southdown Hill would not be unfamiliar to the Domesday inhabitants. Outside this built-up area the 'wastes' and remaining common land of the manor: Windmill Common, Garlic Rea Common, Parkham Common, Burlink Common, and Furzeham Common remained unenclosed for a further six years. The surving Enclosure maps are signed off by the commissioners on 27 June 1868, somewhat later than most places and doubtless necessitated by the connection of the town to Churston on the Torquay and Dartmouth branch of the Great Western Railway in February of that year. The railway re-invigorated the fishing economy for the connection to the main line at Newton Abbot allowed fish to reach Billingsgate and other major urban markets overnight. Similarly the small shipyards were given a boost, the number of brown-sailed trawlers and other fishing vessels of 25-30 tons exceeded 300 by 1900.

2.21 The 1862 OS maps record the lower town at the beginning of its period of independent local government. Like Torquay it moved from the parish government of vestry committees to becoming a Local Board by adopting the various public health acts and the latest Local Government Act in 1862. The need seemed self-evident as the *Dartmouth Chronicle* reported on 2 July 1862, *No town needs it more than Brixham for it possesses neither sewers, nor gas lamps, yet it has a gas company and a population of seven or eight thousand souls*. However the 1861 census gives a total of 5,984, barely an increase of 1% over the previous decade. The sewerage system was established in the early 1870s.

2.22 Most notable on the pre-WWII OS County Series maps surveyed, and re-surveyed in 1862, 1904 and 1933 are the clear differences between the harbour town and the inland village. Higher Brixham characterised by the ubiquitousness of its orchards and closes remains little developed away from its few historic streets, and it is on this land that the later 20th century development of the higher town took off in a frenzy of post-war house-building. The exception was the urban block of Burton Street, Doctors Road and Greenswood Road terraces – the part of Higher Brixham which naturally leads into Bolton Street and is adjacent to Brixham Town. While some parts of Higher Brixham seem hardly to have changed in the 42 years between the first and second edition County Series surveys (that of 1904 was published in 1906), the lower town changed greatly. The breakwater, begun in 1843, had extended from 230m to 440m. Between Rock House (59 Berry Head Road) east to the Berry Head House (hotel) most of the semi-detached, detached and short-run terrace houses (Nos 61-69) present today, either side of the road, were built in this period, including the run of 10 coastguard cottages. Further west longer terraces had been established: Nos 87-93 King Street, 3-13 Berry Head Road, 2-8 and 7-17 Ranscombe Road as infill; and 59-73 Ranscombe Road extending the settlement area up the hill. Closer to the harbour houses also began to extend up the slopes. Above King Street the western 3 houses of the 10a, 10-16 North View Road group had been built on its south side, and on its north the massed terraces of Nos 1-87 in two groups – Nos 35-87 fronting onto the street having only rear gardens giving onto Garlic Rea. A number of long pedestrian steps: Ranscombe, Queen's, Bay View, Rea and North View connected these properties to the lower harbour level of King Street and Ranscombe Road. West of St Peter's Hill and Shinner's Steps North View Road joined Mount Pleasant above Fore Street; Mount Pleasant Road itself was laid out to the west and south with series of terrace groups built, by quarrying the stone immediately to the rear; between the few houses of the earlier 19th century Nos 8-24, 71-99, 59-47, 39-33, 31-15, 11-13, and 1-7 were all constructed. Additionally two further short terraces Belle Vue and Victoria, were fitted into the sharp angle formed by Cavern Road between Mount Pleasant Road and the rear slopes of Bolton Street.

2.23 In Bolton Street itself all remaining plots on the street frontage were developed; those on the south-west side have largely been replaced by subsequent re-development but Nos 89-95, 69-79, 7-11 on the west and 2-8, 14-18, 44-60 and 66-72, on the east all date from this later 19th century expansion, as does 1-7 Windmill Hill. Above Bolton Street the long run of 1-27 Glenmore Road, and the various house groups on Parkham Road above it are part of this urban building campaign, as is the infill block of 4-12 New Road. A number of the buildings in Fore Street are replaced during this period, particularly those on the western end of the south side. However many of those assigned to the period of c.1870-1915 and shown on MAP 2 may simply be new façades on the earlier structures with consequent re-modelling rather than wholesale replacement; in most instances without detailed investigation it will be

impossible to tell from their exteriors alone. The narrow lane connecting Fore Street and King Street was only 12'/4m until widened to almost double in the early 1900s thus allowing a traffic flow from the north side of the harbour to the south and along Berry Head Road.

2.24 On the 1904 OS it can be seen that north of the harbour there are no real new roads within the conservation area between Middle Street and The Quay, with the exception of South Furzeham Road. The urban building forms here are mainly small terrace groups, with a few detached and semi-detached houses, infilling the earlier 19th century pattern: 1-6 Rocklands, Leyburn, Carfax, Homelands and Summer Bank between Higher and Lower Manor Road; Rock Bank West and East are a surprisingly large pair of semis, in complete contrast to the narrow plots of their neighbours, with curtilages of almost ½ acre; Richmond, Westville, Clifton Villa and Hillside. These with the new houses along South Furzeham Road: Nos 71, 75, 81-83, the Montrose group, Furzeham House, Nos 42-50, 24-36 and others: 21-31 Station Hill, 18-18 & 17-33 Prospect Road; and 2-6, 8, 10-18 & 1-17 North Furzeham Road represent this period of building within the envelope of the valley and the barrier of the railway. The railway arrived on the flatter ground of Furzeham Common 150'/45m above the valley, allowing roads to be laid out and terrace groups developed between what had been an industrial area of quarries, a ropewalk, and an ore and paint works. The Bella Vista Road one (currently outside the conservation area with its spacious green) is the most notable of the new terraces here; others include 1-15 Overgang Road and 19-49 Higher Furzeham Road within the conservation area. At the northern extremity of the designated area the former Fursdon Battery site had remained in War Office hands since the land's purchase in 1794. In the latter 19th century the site was used by a volunteer artillery unit, the practice battery in the 1890 included 32lb and, on still-visible rail racers, 64lb smooth-bore muzzle-loading guns. On the south side of the harbour the noticeable change is the new building extending down Berry Head Road: the terrace groups of 1-13; 15-23 are in mid-build with 17 & 19 shown complete on the 1904 OS; 61-69. There are also a number of detached and the semi-detached houses: the lost pair on the site of the Churchill Memorial Gardens; 91, 95. 97, 99-101, 105, 107, 127 and a lost one that occupied what is now the car park next to Ashole Cavern and from whose garden the huge *Macrocarpa* remains.

2.25 Higher Brixham remained part of the Totnes Rural District Council, quite separate from Lower Brixham until both were joined together as an Urban District Council in 1894, with responsibility for the harbour transferred in 1896. A town hall was already in existence, having been built for Lower Brixham between 1882-86 on the site of the naval reservoir in the centre of the town, incorporating a market hall, and a magistrates room. Today it contains Brixham Town Council offices as well as those of the unitary authority (4.4.99). The breakwater was extended by nearly 500m between 1909 and 1916, the ½ million tons of

limestone extracted from 'Breakwater' quarry, situated below Wolborough House, and now the site of a concealed car park (4.4.115)

2.26 The later pattern of development is reflected in the subsequent OS maps; the third edition of 1933 recording changes of the inter-war years shows mainly a pattern of rebuilding, the Middle Street block of Nos 44-70 being the most obvious. Of the few new developments the three 1920s terrace groups 1-6, 7-10, and 11-16 Garlic Rea are typical of their period (spacious front gardens with rear gardens beyond a service lane, paired entries and tranverse gables, see 4.4.76). Along Berry Head Road there are the long terrace groups of Nos 25-57 probably built either side of the Great War; and a remaining handful of detached and semi-detached houses: Nos 71-73, 75 87a, and 111.

2.27 During the Second World War the Admiralty requisitioned the quays and shipbuilding yards and added a dry dock to the tidal ones, and a Coastal Forces pier was built on the seaward side of New Pier, where East Quay is now located. The war saw two distinct building episodes, the first in 1940 when Battery Gardens, variously since 1780 an artillery site, was turned into a coastal defence battery with great speed following the fall of France in June 1940. The complex constructed of shuttered concrete and dug into the side of the hill contained two 4.7"naval guns installations with a connecting barrack block, coastal searchlight emplacements, a Battery Observation Post, rangefinder, generators, magazines and smaller anti-aircraft defences. Though part-dismantled and 'cleared' in 1947 it is one of only 7 of the 116 coastal defence batteries constructed in England to survive in anything approaching a complete state. The area of the gardens was added to the conservation area in September 1999 and scheduled as an ancient monument in March 2002. In 1943 Royal Engineers constructed a slipway (apron) and embarkation hard in the south-western angle of the breakwater and Berry Head Road, and two jetties in preparation for Operation Overlord, the invasion of France. There was also notable townscape loss as a consequence of this: the building on the east corner of Ranscombe and Berry Head Roads (adjacent to the west side of No. 3), and two late-19th century detached houses whose footprints are now occupied by the Churchill Memorial Gardens were demolished for the ease of movement of armoured units before D-Day in June 1944. The gardens' semi-circular shape reflects the fanning out of the tanks as they approached the hard; thereby allowing them to quickly load in groups of 4, onto the 4 Landing Ship Tanks (LST) moored each side of the two jetties.

2.28 As in Higher Brixham within a generation the post-war house-building programme had transformed the recognisably post-medieval pattern of irregular fields, and small enclosures that lie behind the valley slopes to the south and north of the conservation area, subsuming all in a low density sprawl that is characteristic of the later 20th century. This was even more evident after the closure of the railway in 1963 and the expansion of the town towards North Boundary Road to the north-west across the railway footprint. Within the conservation area itself the notable and major changes have

not been on the whole to residential property but to industrial sites outside the historic core, ICI was established in Freshwater Quarry 1947, and as Astra Zeneca have expanded greatly since then. The Fishing Quays have expanded north and west from the New Pier; most recently reclaiming ground below Overgang. With the demolition of the shipyards and docks in the 1980s, a large residential development Moorings Reach was built in the 1990s on their site. Attractively laid out and utilising traditional materials, particularly the slate of the roofs, it lies adjacent to the large Prince William Marina (within the lee of the breakwater) and is fronted by Prince William Quay.

2.29 The town centre, the former creek area, has not been the attractive area it should be since the 1960s; however Fore Street has retained it character, much enhanced by pedestrianisation. The northern half between Middle Street and Brewery Lane, has been much battered. A complete run of shops and small buildings between Market Street and The Quay was demolished doubling Middle Street in width; the gas works and many small artisan workshops were then removed creating large open spaces on the north side. This was followed by the erection of large brutalist concrete multi-storey car park in 1969 (and complemented by a bus station west of Union Lane), completely out of scale and harmony with the small shops and houses that rise up the hill slopes to the north. A new Town Square was laid out west of the car park in the late 1990s in an attempt to improve this highly visible eyesore. Inevitably it was unsuccessful. Demolition of the car park in the mid-2000s removed the eyesore but highlighted the gap in the town centre. For the period 2010-2013 the proposal to infill both the Town Square and the car park gap was based on the provision of a major supermarket. Plans showing it to be a large building that made few concessions to the prevailing townscape proved controversial; but it was economic rather than aesthetic exigencies that prevailed when the scheme was abandoned in 2013.

Purcell ®
Old Police Station, 6 St Peter's Court, Bedminster Parade, Bristol BS3 4AQ
info@purcelluk.com
www.purcelluk.com

All rights in this work are reserved. No part of this work may be reproduced, stored or transmitted in any form or by any means (including without limitation by photocopying or placing on a website) without the prior permission in writing of Purcell except in accordance with the provisions of the Copyright, Designs and Patents Act 1988. Applications for permission to reproduce any part of this work should be addressed to Purcell at info@purcelluk.com.

Undertaking any unauthorised act in relation to this work may result in a civil claim for damages and/or criminal prosecution. Any materials used in this work which are subject to third party copyright have been reproduced under licence from the copyright owner except in the case of works of unknown authorship as defined by the Copyright, Designs and Patents Act 1988. Any person wishing to assert rights in relation to works which have been reproduced as works of unknown authorship should contact Purcell at info@purcelluk.com.

Purcell asserts its moral rights to be identified as the author of this work under the Copyright, Designs and Patents Act 1988.

Purcell® is the trading name of Purcell Architecture Ltd.

© Purcell 2025

Purcell grants Torbay Council a non-exclusive licence to make use of the report providing this is consistent with the purpose for which the report was commissioned and that Purcell remain acknowledged as the author and intellectual property holder as art of any such use, in whole or in part. Purcell has no liability for use of the report for any purpose other than that for which it was originally prepared and produced.

A team of experienced consultants from Purcell jointly contributed to the completion of this Conservation Area Appraisal.

Name	Position	Role
Hettie Dix	Associate Heritage Consultant	Reviewer
Martha Bailey	Heritage Consultant	Author
Tracey Rowe	Senior Graphics Assistant	Report Design

Date	Issue	Revision	Reviewed	Approved
November 2024	01	First Draft	HD	HD
March 2025	02	Final Draft	HD	HD
April 2025	03	Final	HD	HD

All Ordnance Survey mapping is reproduced under Torbay PMSA © Crown copyright and database rights 2024 OS AC0000849978

PURCELL

243516

TORBAY COUNCIL

BRIXHAM TOWN CONSERVATION AREA
VOLUME II: HERITAGE ASSET AUDIT

ISSUE 03

APRIL 2025



PURCELL

English Riviera UNESCO GLOBAL GEOPARK

unesco Global Geopark

Made possible with Heritage Fund

TORBAY COUNCIL

HERITAGE ASSET AUDIT

Address/ Building Name	Character Area	Status	Reason for Inclusion (positive contributors/building of individual interest)	List Entry (Where Applicable)	Photo/Brief Description
Battery Gardens					
World War II Emergency Coastal Battery and Remains of a Victorian Practice Battery	Battery Gardens	Scheduled Monument	N/A	https://historicengland.org.uk/listing/the-list/list-entry/1020411	
Battery Observation Post	Battery Gardens	Grade II Listed Building	N/A	https://historicengland.org.uk/listing/the-list/list-entry/1119691	1940s battery observation post; two-storey building of reinforced concrete.
Bay View Steps					
Kings House, 1, 1A and 2 Bay View Steps	Historic Residential Areas	Grade II Listed Building	N/A	https://historicengland.org.uk/listing/the-list/list-entry/1298294	
Beach Approach					
The Cow Shed, 1-4 Beach Approach	Commercial, Civic and Industrial Core	Positive Contributor	Reflects historic uses of buildings in this character area and uses a common materiality. Makes a positive contribution to the setting of No. 1 Pump Street (Grade II listed).	N/A	

Address/ Building Name	Character Area	Status	Reason for Inclusion (positive contributors/building of individual interest)	List Entry (Where Applicable)	Photo/Brief Description
Bella Vista Road					
2-7 Bella Vista Road	Historic Residential Areas	Positive Contributor	Proportions enhance historic residential character of Bella Vista Road and the surrounding area. The terrace as a group illustrates the expansion of Brixham in the late 19th/early 20th century.	N/A	
8-11 Bella Vista Road	Historic Residential Areas	Positive Contributor	Proportions enhance historic residential character of Bella Vista Road and the surrounding area. The terrace as a group illustrates the expansion of Brixham in the late 19th/early 20th century.	N/A	
12-26 Bella Vista Road	Historic Residential Areas	Positive Contributor	Proportions enhance historic residential character of Bella Vista Road and the surrounding area. The terrace as a group illustrates the expansion of Brixham in the late 19th/early 20th century.	N/A	
Belle View					
1-4 Belle View	Historic Residential Areas	Positive Contributor	The historic proportions of this terrace contribute to the historic residential character of the area, whilst illustrating the evolution of Brixham in the late Victorian / early Edwardian period.	N/A	

Address/ Building Name	Character Area	Status	Reason for Inclusion (positive contributors/building of individual interest)	List Entry (Where Applicable)	Photo/Brief Description
Berry Head Road					
Odd					
3-13 Berry Head Road	Historic Residential Areas	Positive Contributor	Historic proportions and architectural features of this terrace lend historic character and illustrate the development of Berry Head Road during the late 19th and early 20th centuries.	N/A	
15-23 Berry Head Road	Historic Residential Areas	Positive Contributor	Historic proportions and architectural features of this terrace lend historic character and illustrate the development of Berry Head Road during the late 19th and early 20th centuries.	N/A	
25-55 Berry Head Road	Historic Residential Areas	Positive Contributor	Historic proportions and architectural features of this terrace lend historic character and illustrate the development of Berry Head Road during the late 19th and early 20th centuries.	N/A	
Rock House, 59 Berry Head Road	South-West Coastal Path and Berry Head Road	Grade II Listed Building	N/A	https://historicengland.org.uk/listing/the-list/list-entry/1298255	

Address/ Building Name	Character Area	Status	Reason for Inclusion (positive contributors/building of individual interest)	List Entry (Where Applicable)	Photo/Brief Description
61-69 Berry Head Road	South-West Coastal Path and Berry Head Road	Positive Contributor	Historic proportions and architectural features lend historic character and illustrate the development of Berry Head Road during the late 19th and early 20th centuries.	N/A	
71-73 Berry Head Road	South-West Coastal Path and Berry Head Road	Positive Contributor	Historic proportions and architectural features lend historic character and illustrate the development of Berry Head Road during the late 19th and early 20th centuries.	N/A	
75 Berry Head Road	South-West Coastal Path and Berry Head Road	Positive Contributor	Although altered over time, the surviving architectural features lend historic character and reflects the other late 19th and early 20th-century architecture in this part of the conservation area.	N/A	
Wolborough House, 87 Berry Head Road	South-West Coastal Path and Berry Head Road	Grade II Listed Building	N/A	https://historicengland.org.uk/listing/the-list/list-entry/1293248	

Address/ Building Name	Character Area	Status	Reason for Inclusion (positive contributors/building of individual interest)	List Entry (Where Applicable)	Photo/Brief Description
Gateway to Wolborough House	South-West Coastal Path and Berry Head Road	Grade II Listed Building	N/A	https://historicengland.org.uk/listing/the-list/list-entry/1195204	
89-89a Berry Head Road	South-West Coastal Path and Berry Head Road	Positive Contributor	Although altered over time, the surviving architectural features lend historic character and reflect the other late 19th and early 20th-century architecture in this part of the conservation area.	N/A	Former detached Edwardian house with typical features seen across this part of the conservation area including angled bay to one front corner and turret to the other.
91 Berry Head Road	South-West Coastal Path and Berry Head Road	Positive Contributor	Although altered over time, the surviving architectural features lend historic character and reflects the other late 19th and early 20th-century architecture in this part of the conservation area.	N/A	
97 Berry Head Road	South-West Coastal Path and Berry Head Road	Key Building of Individual Heritage Interest	Historic proportions and architectural features lend historic character and illustrate the development of Berry Head Road during the late 19th and early 20th centuries. The building derives particular architectural interest through the retention of its historic proportions, architectural detailing (including cornicing, hood moulds, single-pane timber sash glazing, barge boards and decorative ridge tiles) and its historic boundary treatments.	N/A	

Address/ Building Name	Character Area	Status	Reason for Inclusion (positive contributors/building of individual interest)	List Entry (Where Applicable)	Photo/Brief Description
99-101 Berry Head Road	South-West Coastal Path and Berry Head Road	Positive Contributor	Historic proportions and architectural features lend historic character and illustrate the development of Berry Head Road during the late 19th and early 20th centuries.	N/A	
103 Berry Head Road	South-West Coastal Path and Berry Head Road	Positive Contributor	Historic proportions and architectural features lend historic character and illustrate the development of Berry Head Road during the late 19th and early 20th centuries.	N/A	
105 Berry Head Road	South-West Coastal Path and Berry Head Road	Positive Contributor	Historic proportions and architectural features lend historic character and illustrate the development of Berry Head Road during the late 19th and early 20th centuries.	N/A	
107 Berry Head Road	South-West Coastal Path and Berry Head Road	Positive Contributor	Historic proportions and architectural features lend historic character and illustrate the development of Berry Head Road during the late 19th and early 20th centuries.	N/A	

Address/ Building Name	Character Area	Status	Reason for Inclusion (positive contributors/building of individual interest)	List Entry (Where Applicable)	Photo/Brief Description
109 Berry Head Road	South-West Coastal Path and Berry Head Road	Positive Contributor	Historic proportions and architectural features lend historic character and illustrate the development of Berry Head Road during the late 19th and early 20th centuries.	N/A	
111 Berry Head Road	South-West Coastal Path and Berry Head Road	Key Building of Individual Heritage Interest	Derives a high level of architectural and historic interest through being an impressive late example of Arts and Crafts design, with exposed structural timbers, mullioned windows and fine ironwork windvane to roof of projecting square bay.	N/A	Early 20th-century Arts and Crafts house (possibly 1920s), over two storeys with rich architectural detail inspired by vernacular traditions.
113 Berry Head Road	South-West Coastal Path and Berry Head Road	Positive Contributor	Historic proportions and architectural features lend historic character and illustrate the development of Berry Head Road during the late 19th and early 20th centuries.	N/A	Tall, detached Edwardian house with square angled bay window - differing to pattern-book elements of other Edwardian villas across Berry Head road.
117-119 Berry Head Road	South-West Coastal Path and Berry Head Road	Positive Contributor	Historic proportions and architectural features lend historic character and illustrate the development of Berry Head Road during the late 19th and early 20th centuries.	N/A	

Address/ Building Name	Character Area	Status	Reason for Inclusion (positive contributors/building of individual interest)	List Entry (Where Applicable)	Photo/Brief Description
121 Berry Head Road	South-West Coastal Path and Berry Head Road	Key Building of Individual Heritage Interest	The building is one of few interwar buildings in Brixham and, along with 111 Berry Head Road, is the best preserved. This gives it particular architectural interest.	N/A	
125 Berry Head Road	South-West Coastal Path and Berry Head Road	Positive Contributor	Despite later additions, this building forms part of a group with the other Edwardian villas on Berry Head Road.	N/A	Edwardian villa with corner turret and bay windows with later extensions to front and rear and large box dormer.
127 Berry Head Road	South-West Coastal Path and Berry Head Road	Key Building of Individual Heritage Interest	Historic proportions and architectural features lend historic character and illustrate the development of Berry Head Road during the late 19th and early 20th centuries. The building derives particular architectural interest through the retention of its historic proportions and architectural detailing, including barge boards, a cast-iron balcony to the first floor, hood moulds with decorative keystones and timber sash window units. Boundary treatments are also well preserved.	N/A	
Even					
8 Berry Head Road	South-West Coastal Path and Berry Head Road	Positive Contributor	Historic proportions and sash windows contribute to historic character of the streetscape.	N/A	Plainly detailed 19th-century two-storey cottage.

Address/ Building Name	Character Area	Status	Reason for Inclusion (positive contributors/building of individual interest)	List Entry (Where Applicable)	Photo/Brief Description
Grenville House	Brixham Harbour	Key Building of Individual Heritage Interest, Local Landmark	These buildings are highly visible in views across the harbour, and have particular aesthetic interest on account of their rich architectural detail. As impressive civic infrastructure, they illustrate the success of Brixham in the late 19th century.	N/A	
Brixham War Memorial	South-West Coastal Path and Berry Head Road	Grade II Listed Building, Local Landmark	N/A	https://historicengland.org.uk/listing/the-list/list-entry/1422924	
12 Berry Head Road	South-West Coastal Path and Berry Head Road	Grade II Listed Building	N/A	https://historicengland.org.uk/listing/the-list/list-entry/1293251	Coastguard station of 1899, now private house. Two storeys in rough-faced rubble stone.
14-32 Berry Head Road	South-West Coastal Path and Berry Head Road	Grade II Listed Building	N/A	https://historicengland.org.uk/listing/the-list/list-entry/1298256	
HM Coastguard Rescue Station	South-West Coastal Path and Berry Head Road	Grade II Listed Building	N/A	https://historicengland.org.uk/listing/the-list/list-entry/1298275	Single storey rescue station of c.1889, of coursed rough-faced squared rubble stone.

Address/ Building Name	Character Area	Status	Reason for Inclusion (positive contributors/building of individual interest)	List Entry (Where Applicable)	Photo/Brief Description
Blackball Lane					
? Blackball Lane	Historic Residential Areas	Positive Contributor	Historic proportions lend a historic character to the streescape.	N/A	
Bolton Street					
Odd					
The Bolton Hotel	Commercial, Civic and Industrial Core	Grade II Listed Building	N/A	https://historicengland.org.uk/listing/the-list/list-entry/1218202	
11a & 13a Bolton Street	Commercial, Civic and Industrial Core	Positive Contributor	Traditionally styled shopfronts contribute to commercial character of the historic core.	N/A	

Address/ Building Name	Character Area	Status	Reason for Inclusion (positive contributors/building of individual interest)	List Entry (Where Applicable)	Photo/Brief Description
15 & 17a Bolton Street	Commercial, Civic and Industrial Core	Positive Contributor	Historic proportions and detailing to upper floors contribute to historic character of the streetscape.	N/A	
19 Bolton Street	Commercial, Civic and Industrial Core	Positive Contributor	Traditionally styled shopfronts contribute to commercial character of the historic core.	N/A	
33 Bolton Street	Commercial, Civic and Industrial Core	Positive Contributor	Traditionally styled shopfront contributes to commercial character of the historic core. Decorative ridge tiles add further aesthetic interest.	N/A	
45 Bolton Street	Commercial, Civic and Industrial Core	Positive Contributor	Historic proportions and sash windows contribute to historic character of the streetscape.	N/A	Plainly detailed 19th-century two store dwelling house with later box dormer.

Address/ Building Name	Character Area	Status	Reason for Inclusion (positive contributors/building of individual interest)	List Entry (Where Applicable)	Photo/Brief Description
51 Bolton Street	Historic Residential Areas	Positive Contributor	In form and style this building is different to the rest of the structures on Bolton Street (and the wider conservation area). It adds to the historic character of the streetscape whilst providing a visual contrast with the surrounding architecture.	N/A	
53 Bolton Street	Historic Residential Areas	Positive Contributor	Historic proportions and boundary treatment contribute to historic character of the streetscape.	N/A	
55-57 Bolton Streeet	Historic Residential Areas	Positive Contributor	Historic proportions contribute to historic character of the streetscape.	N/A	
63-67 Bolton Street	Historic Residential Areas	Positive Contributor	Despite much alteration to doors and windows, the historic proportions of the building are still readable and the façade retains a recessed panelled entrance and blind arches, which add historic character and aesthetic interest.	N/A	19th-century terrace of two-storey houses with later dormer at No. 63.

Address/ Building Name	Character Area	Status	Reason for Inclusion (positive contributors/building of individual interest)	List Entry (Where Applicable)	Photo/Brief Description
69-77 Bolton Street	Historic Residential Areas	Positive Contributor	Integrity of historic proportions and architectural features across the terrace enhances the historic character of the streetscape, adds aesthetic interest, and illustrates the evolution of Bolton Street as a residential area in the 19th century.	N/A	
Even					
2 Bolton Street	Commercial, Civic and Industrial Core	Positive Contributor	Parapet adds visual interest and surviving features from historic shopfront enhance commercial character of the historic core.	N/A	
4-8 Bolton Street	Commercial, Civic and Industrial Core	Positive Contributor	The terrace illustrates the growth of late Victorian/ Edwardian Brixham and enhance the historic character of the conservation area. The integrity of the historic proportions and architectural details to the upper floors ensure visual unity of the terrace.	N/A	
10-12 Bolton Street	Commercial, Civic and Industrial Core	Positive Contributor	The building illustrates the evolution of Brixham in the 19th century and the shopfronts, especially that to No. 10, enhance the commercial character in this part of Bolton Street.	N/A	

Address/ Building Name	Character Area	Status	Reason for Inclusion (positive contributors/building of individual interest)	List Entry (Where Applicable)	Photo/Brief Description
Thor House, 20 Bolton Street	Commercial, Civic and Industrial Core	Grade II Listed Building	N/A	https://historicengland.org.uk/listing/the-list/list-entry/1298276	
24-26 Bolton Street	Historic Residential Areas	Grade II Listed Building	N/A	https://historicengland.org.uk/listing/the-list/list-entry/1195169	
28 Bolton Street	Historic Residential Areas	Positive Contributor	Historic proportions and boundary treatment contribute to historic character of the streetscape.	N/A	
30 Bolton Street	Historic Residential Areas	Positive Contributor	Historic proportions, boundary treatment and historic materiality (slate roof, clay ridge tiles) contribute to historic character of the streetscape.	N/A	

Address/ Building Name	Character Area	Status	Reason for Inclusion (positive contributors/building of individual interest)	List Entry (Where Applicable)	Photo/Brief Description
32 Bolton Street	Historic Residential Areas	Key Building of Individual Heritage Interest, Local Landmark	The building illustrates the evolution of Brixham in the 19th century. It has individual heritage interest on account of the integrity of its historic proportions and architectural detailing.	N/A	
Drake House, 34 Bolton Street	Historic Residential Areas	Grade II Listed Building	N/A	https://historicengland.org.uk/listing/the-list/list-entry/1298277	
United Reformed Church	Historic Residential Areas	Grade II Listed Building	N/A	https://historicengland.org.uk/listing/the-list/list-entry/1195171	
36-42 Bolton Street	Historic Residential Areas	Grade II Listed Building	N/A	https://historicengland.org.uk/listing/the-list/list-entry/1293217	

Address/ Building Name	Character Area	Status	Reason for Inclusion (positive contributors/building of individual interest)	List Entry (Where Applicable)	Photo/Brief Description
44-52 Bolton Street	Historic Residential Areas	Positive Contributor	Legibility of historic proportions across the terrace enhances the historic character of the streetscape, adds aesthetic interest, and illustrates the evolution of Bolton Street as a residential area in the 19th century.	N/A	
54-60 Bolton Street	Historic Residential Areas	Positive Contributor	Integrity of historic proportions across the terrace enhances the historic character of the streetscape, adds aesthetic interest, and illustrates the evolution of Bolton Street as a residential area in the 19th century.	N/A	
62-64 Bolton Street	Historic Residential Areas	Grade II Listed Building	N/A	https://historicengland.org.uk/listing/the-list/list-entry/1293217	
64A Bolton Street	Historic Residential Areas	Positive Contributor	Historic proportions to upper floors and retained boundary treatment enhance the historic character of the streetscape and illustrate the former residential character of Bolton Street. Later inserted shopfront to fihs and chip shop is traditionally styled and makes a positive contribution to the streetscape.	N/A	

Address/ Building Name	Character Area	Status	Reason for Inclusion (positive contributors/building of individual interest)	List Entry (Where Applicable)	Photo/Brief Description
Hall adjacent to Bolton Court	Historic Residential Areas	Key Building of Individual Heritage Interest	This building makes an important contribution to the conservation area, being an imposing presence within the street scene and illustrating the evolution of Brixham during the 19th century. It has individual heritage interest on account of its fine architectural detailing.	N/A	
66-72 Bolton Street	Historic Residential Areas	Positive Contributor	Historic proportions, architectural details and boundary treatments create a visual unity to this Victorian development, enhancing the character of the streetscape and illustrating the evolution of Bolton Street as a residential area in the 19th century.	N/A	
74-78 Bolton Street	Historic Residential Areas	Positive Contributor	Historic proportions contribute to historic character of the streetscape.	N/A	
Brixham Harbour					
Duke of Clarence Tablet on New Pier	Brixham Harbour	Grade II Listed Building	N/A	https://historicengland.org.uk/listing/the-list/list-entry/1208339	

Address/ Building Name	Character Area	Status	Reason for Inclusion (positive contributors/building of individual interest)	List Entry (Where Applicable)	Photo/Brief Description
Walls and Quays on all four sides of Harbour	Brixham Harbour	Grade II Listed Building	N/A	https://historicengland.org.uk/listing/the-list/list-entry/1208367	Walls and Quays from New Pier to Kings Quay
Retaining Wall on South East Side of Southern Quay	Brixham Harbour	Grade II Listed Building	N/A	https://historicengland.org.uk/listing/the-list/list-entry/1298278	Retaining Wall on South East Side of Southern Quay
Prince of Orange Monument	Brixham Harbour	Grade II Listed Building	N/A	https://historicengland.org.uk/listing/the-list/list-entry/1218728	
Rubble-stone buildings of Kings Quay	Brixham Harbour	Positive Contributor	Reflects historic uses of buildings in this character area and uses a common materiality. Makes a positive contribution to the setting of the Coastguard Station (Grade II Listed).	N/A	
Breakwater Lighthouse	Brixham Harbour	Key Building of Individual Heritage Interest, Local Landmark	Derives historic interest by marking the conclusion of the Breakwater's construction in 1916. Derives aesthetic interest through surviving architectural detailing.	N/A	

Address/ Building Name	Character Area	Status	Reason for Inclusion (positive contributors/building of individual interest)	List Entry (Where Applicable)	Photo/Brief Description
Slipway and Hard	Brixham Harbour	Grade II Listed Building	N/A	https://historicengland.org.uk/listing/the-list/list-entry/1393571	
Breakwater	Brixham Harbour	Positive Contributor, Local Landmark	A striking local landmark in a historic materiality which provides important views into and out of the conservation area.	N/A	Harbour wall, constructed in phases between 1843 and 1916.
Prince of Orange statue	Brixham Harbour	Grade II Listed Building, Local Landmark	N/A	https://historicengland.org.uk/listing/the-list/list-entry/1291780	
Brewery Lane					
1 Brewery Lane	Commercial, Civic and Industrial Core	Positive Contributor	Historic proportions to upper storeys contribute to historic character of streetscape.	N/A	

Address/ Building Name	Character Area	Status	Reason for Inclusion (positive contributors/building of individual interest)	List Entry (Where Applicable)	Photo/Brief Description
Church Hall	Commercial, Civic and Industrial Core	Positive Contributor	Historic proportions and architectural details contribute to historic character of streetscape.	N/A	
Cavern Road					
2-4 Cavern Road		Grade II Listed Building	N/A	https://historicengland.org.uk/listing/the-list/list-entry/1195179	
Kenwood House	Historic Residential Areas	Positive Contributor	Historic proportions, materiality and architectural detailing enhance the historic character of the streetscape. Highly recognisable as a late Victorian building which illustrates the evolution of Brixham in the 19th century.	N/A	

Address/ Building Name	Character Area	Status	Reason for Inclusion (positive contributors/building of individual interest)	List Entry (Where Applicable)	Photo/Brief Description
Church Hill East					
Smugglers Haunt Hotel	Commercial, Civic and Industrial Core	Positive Contributor	Building contributes to the commercial character of the historic core.	N/A	
Church Street					
Odd					
Church of All Saints	Historic Residential Areas	Grade II Listed Building, Local Landmark	N/A	https://historicengland.org.uk/listing/the-list/list-entry/1293023	
1, 3 and 5 Church Street	Historic Residential Areas	Grade II Listed Building	N/A	https://historicengland.org.uk/listing/the-list/list-entry/1208697	

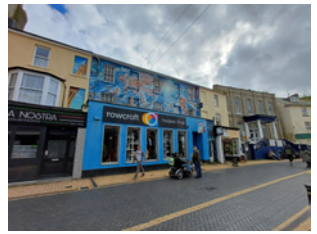
Address/ Building Name	Character Area	Status	Reason for Inclusion (positive contributors/building of individual interest)	List Entry (Where Applicable)	Photo/Brief Description
7-13 Church Street	Historic Residential Areas	Positive Contributor	Historic proportions contribute to historic residential character of Church Street.	N/A	Early-mid 19th century terrace of four set over two storeys with a later attic lit by modern box dormers.
15-17 Church Street	Historic Residential Areas	Positive Contributor	Historic proportions contribute to historic residential character of Church Street.	N/A	Early-mid 19th century pair of houses.
19-21 Church Steet	Historic Residential Areas	Positive Contributor	Historic proportions contribute to historic residential character of Church Street.	N/A	Late 19th century pair of houses with double-height bay windows to east and west. Later box dormer to No. 21.
23 Church Street	Historic Residential Areas	Positive Contributor	Despite later alterations, the historic proportions of the property are still legible and add to the historic character of the streetscape.	N/A	19th-century house, altered with addition of flat roof porch, box dormer and uPVC windows.
27 Church Street	Historic Residential Areas	Positive Contributor	Historic proportions and materiality contribute to historic residential character of Church Street.	N/A	
29-39 Church Street	Historic Residential Areas	Positive Contributor	Historic proportions and architectural details contribute to historic residential character of Church Street.	N/A	

Address/ Building Name	Character Area	Status	Reason for Inclusion (positive contributors/building of individual interest)	List Entry (Where Applicable)	Photo/Brief Description
Even					
2 Church Street	Historic Residential Areas	Grade II Listed Building	N/A	https://historicengland.org.uk/listing/the-list/list-entry/1293019	
4 Church Street	Historic Residential Areas	Grade II Listed Building	N/A	https://historicengland.org.uk/listing/the-list/list-entry/1195181	
12-14 Church Street	Historic Residential Areas	Positive Contributor	Historic proportions and architectural features contribute to historic residential character of Church Street.	N/A	
20-22 Church Street	Historic Residential Areas	Positive Contributor	Historic proportions contribute to historic residential character of Church Street.	N/A	

Address/ Building Name	Character Area	Status	Reason for Inclusion (positive contributors/building of individual interest)	List Entry (Where Applicable)	Photo/Brief Description
24-32 Church Street	Historic Residential Areas	Positive Contributor	Historic proportions contribute to historic residential character of Church Street.	N/A	
Masonic Hall	Historic Residential Areas	Key Building of Individual Heritage Interest	Building derives a high level of architectural and historic interest through the retention of its original proportions, materiality, architectural details and boundary treatments.	N/A	
Elkins Hill					
1-11 Elkins Hill	Historic Residential Areas	Positive Contributor	The terrace as a group makes an important contribution to the historic residential character of this part of the conservation area, and illustrates the expansion of Brixham during the 19th-century.	N/A	
Fore Street					
1-3 Fore Street	Commercial, Civic and Industrial Core	Postitive Contributor	Historic proportions and detailing to upper floors contribute to historic character of the streetscape.	N/A	

Address/ Building Name	Character Area	Status	Reason for Inclusion (positive contributors/building of individual interest)	List Entry (Where Applicable)	Photo/Brief Description
4 Fore Street	Commercial, Civic and Industrial Core	Positive Contributor	Traditionally styled shopfront contributes to commercial character of the historic core.	N/A	
5 Fore Street	Commercial, Civic and Industrial Core	Key Building of Individual Heritage Interest	This building makes a striking contribution to the historic commercial character of Fore Street. It has a high level of aesthetic value derived from its rich architectural detailing and the combination of materiality (brick, render and exposed limestone).	N/A	
6 Fore Street	Commercial, Civic and Industrial Core	Grade II Listed Building	N/A	https://historicengland.org.uk/listing/the-list/list-entry/1195158	
7-9 Fore Street	Commercial, Civic and Industrial Core	Key Building of Individual Heritage Interest	This building makes a striking contribution to the historic commercial character of Fore Street. It also has close visual relationships with Nos. 64-72 at the other end of the street. It has a high level of aesthetic value and illustrates a typical Edwardian fashions for confident urban architecture using richly coloured materials.	N/A	

Address/ Building Name	Character Area	Status	Reason for Inclusion (positive contributors/building of individual interest)	List Entry (Where Applicable)	Photo/Brief Description
8 Fore Street	Commercial, Civic and Industrial Core	Postitive Contributor	Historic proportions and detailing to upper floors contribute to historic character of the streetscape.	N/A	
11-13 Fore Street	Commercial, Civic and Industrial Core	Postitive Contributor	Historic proportions and historic window units to upper floors contribute to historic character of the streetscape. The shopfront to No. 13 is a good example of how modern shopfronts can be enhanced with traditional details.	N/A	
12 Fore Street	Commercial, Civic and Industrial Core	Positive Contributor	Historic proportions and detailing to upper floors contribute to historic character of the streetscape.	N/A	
Methodist Church, Fore Street	Commercial, Civic and Industrial Core	Grade II Listed Building	N/A	https://historicengland.org.uk/listing/the-list/list-entry/1292430	

Address/ Building Name	Character Area	Status	Reason for Inclusion (positive contributors/building of individual interest)	List Entry (Where Applicable)	Photo/Brief Description
15-23 Fore Street	Commercial, Civic and Industrial Core	Positive Contributor	Historic proportions and historic window units to upper floors contribute to historic character of the streetscape.	N/A	
24-26 Fore Street	Commercial, Civic and Industrial Core	Positive Contributor	Historic proportions and detailing to upper floors contribute to historic character of the streetscape.	N/A	
25-27 Fore Street	Commercial, Civic and Industrial Core	Positive Contributor	Historic proportions and historic window units to upper floors contribute to historic character of the streetscape. Ghost sign to gable end of no. 25 adds further historic interest.	N/A	Three-storey 19th-century building with surviving timber sash windows to first and second floors, over modern ground floor shopfronts.
29 Fore Street	Commercial, Civic and Industrial Core	Positive Contributor	Traditionally styled shopfront contributes to commercial character of the historic core.	N/A	

Address/ Building Name	Character Area	Status	Reason for Inclusion (positive contributors/building of individual interest)	List Entry (Where Applicable)	Photo/Brief Description
33 Fore Street	Commercial, Civic and Industrial Core	Positive Contributor	Historic proportions and detailing to upper floors contribute to historic character of the streetscape.	N/A	
35-41 Fore Street	Commercial, Civic and Industrial Core	Positive Contributor	Historic proportions of upper floors contribute to the historic character of the streestcape. Traditional features to shopfronts at Nos. 39 and 37 contribute to the commercial character of the historic core.	N/A	
42 Fore Street	Commercial, Civic and Industrial Core	Positive Contributor	Historic proportions and detailing to upper floors contribute to historic character of the streetscape.	N/A	
43-47 Fore Street	Commercial, Civic and Industrial Core	Positive Contributor	The terraces form an attractive and coherent visual group, contributing to the aesthetic interest and historic character of the streetscape.	N/A	

Address/ Building Name	Character Area	Status	Reason for Inclusion (positive contributors/building of individual interest)	List Entry (Where Applicable)	Photo/Brief Description
52-52a Fore Street	Commercial, Civic and Industrial Core	Positive Contributor	Historic proportions and detailing to upper floors contribute to historic character of the streetscape. Traditional detailing to shopfront at No. 52 enhances the commercial character of the historic core.	N/A	
54-56 Fore Street	Commercial, Civic and Industrial Core	Positive Contributor	Historic proportions, retained windows and traditional detailing to shopfronts enhances the historic commercial character of the streetscape.	N/A	
58-60 Fore Street	Commercial, Civic and Industrial Core	Positive Contributor	Historic proportions, retained windows and traditional detailing to shopfronts enhances the historic commercial character of the streetscape.	N/A	
59-57 Fore Street	Commercial, Civic and Industrial Core	Positive Contributor	Historic proportions and detailing to upper floors contribute to historic character of the streetscape.	N/A	

Address/ Building Name	Character Area	Status	Reason for Inclusion (positive contributors/building of individual interest)	List Entry (Where Applicable)	Photo/Brief Description
60a Fore Street (also known as 1-3 Old Foundry Court)	Commercial, Civic and Industrial Core	Positive Contributor	Although much altered through conversion to residential use, the industrial proportions of the building are still partly legible and illustrate the former industrial character in this part of the conservation area.	N/A	Former three-storey industrial structure since converted to residential use.
The Old Coaching Inn, 61 Fore Street	Commercial, Civic and Industrial Core	Grade II Listed Building	N/A	https://historicengland.org.uk/listing/the-list/list-entry/1209860	
62 -74 Fore Street	Commercial, Civic and Industrial Core	Positive Contributor	Contribute to historic commercial character of the historic core. The terraces form an attractive and coherent visual group.	N/A	
67-69 Fore Street	Commercial, Civic and Industrial Core	Positive Contributor	Highly ornate shopfront to number 69, with glazed ceramic tiles to stallriser and slender glazing bars to windows/doors, provides a high degree of aesthetic interest and enhances the commercial character of the streetscape. The historic fenestration patterns of both properties lend historic character.	N/A	

Address/ Building Name	Character Area	Status	Reason for Inclusion (positive contributors/building of individual interest)	List Entry (Where Applicable)	Photo/Brief Description
71 Fore Street	Commercial, Civic and Industrial Core	Postive Contributor	Historic proportions and materiality contribute to historic character of the streetscape.	N/A	
73-75 Fore Street	Commercial, Civic and Industrial Core	Positive Contributor, Local Landmark	Contributes to historic commercial character of the historic core.	N/A	
77 Fore Street	Commercial, Civic and Industrial Core	Positive Contributor	Historic proportions of upper floors contribute to the historic character of the streestcape.	N/A	19th-century house with later modern shopfronts at ground floor level.
81 Fore Street	Commercial, Civic and Industrial Core	Positive Contributor	Contributes to historic commercial character of the historic core.	N/A	

Address/ Building Name	Character Area	Status	Reason for Inclusion (positive contributors/building of individual interest)	List Entry (Where Applicable)	Photo/Brief Description
Blue Anchor	Commercial, Civic and Industrial Core	Positive Contributor	Contributes to historic commercial character of the historic core.	N/A	
85 Fore Street	Commercial, Civic and Industrial Core	Positive Contributor	Traditional shopfront features contribute to commercial character of the historic core.	N/A	
Furze Lane					
? Furze Lane	Commercial, Civic and Industrial Core	Positive Contributor	Reflects historic uses of buildings in this character area and uses a common materiality. Makes a positive contribution to the setting of No. 1 Pump Street (Grade II listed).	N/A	
Glenmore Road					
1-28 Glenmore Road	Historic Residential Areas	Positive Contributor	Despite the addition of large box dormers to several of the properties, the historic proportions of this terrace are largely intact and make an important contribution to the historic residential character of the area, whilst illustrating the evolution of Brixham in the late Victorian / early Edwardian period.	N/A	

Address/ Building Name	Character Area	Status	Reason for Inclusion (positive contributors/building of individual interest)	List Entry (Where Applicable)	Photo/Brief Description
Heath Road					
1, 2 and 3 Heath Road	Historic Residential Areas	Grade II Listed Building	N/A	https://historicengland.org.uk/listing/the-list/list-entry/1209900	
Higher Furzeham Road					
1-14 Trafalgar Terrace	Historic Residential Areas	Positive Contributor	Despite the addition of large box dormers to several of the properties, the historic proportions of this terrace make an important contribution to the historic residential character of the area, whilst illustrating the evolution of Brixham in the late Victorian / early Edwardian period.	N/A	
1-6 Victoria Place	Historic Residential Areas	Positive Contributor	Despite the addition of large box dormers to most of the properties, the historic proportions of this terrace make an important contribution to the historic residential character of the area, whilst illustrating the evolution of Brixham in the late Victorian / early Edwardian period.	N/A	
Furzeham Primary and Nursery School	Historic Residential Areas	Positive Contributor, Local Landmark	The Victorian school complex contains several attractive buildings demonstrating the growth of Brixham in the 19th century. The school is prominent in views from the higher ground to the south of the town.	N/A	Former Victorian boys' school. Complex of exposed masonry buildings in the Gothic style.

Address/ Building Name	Character Area	Status	Reason for Inclusion (positive contributors/building of individual interest)	List Entry (Where Applicable)	Photo/Brief Description
Higher Manor Road					
Clifton Villa	Historic Residential Areas	Positive Contributor	Historic proportions and architectural features contribute to historic residential character of Higher Manor Road.	N/A	
Westville	Historic Residential Areas	Positive Contributor	Historic proportions and architectural features contribute to historic residential character of Higher Manor Road.	N/A	Late 19th or early 20th-century property formerly part of long semi-detached pair. Dominated by pair of full-height canted bay windows later extended through hipped roof and joined in a larger dormer extension.
Richmond House	Historic Residential Areas	Key Building of Individual Heritage Interest	Historic proportions and architectural features contribute to historic residential character of Higher Manor Road. The building derives a high level of architectural interest through the retention of its historic proportions and architectural featuresm including barge-boards, ridge tiles, slate or clay tiles to transverse dormer and dentiled string course.	N/A	

Address/ Building Name	Character Area	Status	Reason for Inclusion (positive contributors/building of individual interest)	List Entry (Where Applicable)	Photo/Brief Description
Manor Terrace (1-11 Higher Manor Road)	Historic Residential Areas	Positive Contributor	Historic proportions, architectural features and boundary treatments contribute to historic residential character of Higher Manor Road.	N/A	
Rock Bank East and West	Historic Residential Areas	Positive Contributor	Historic proportions, architectural features and boundary treatments contribute to historic residential character of Higher Manor Road.	N/A	
Higher Street					
Odd					
1 and 1a Higher Street	Historic Residential Areas	Grade II Listed Building	N/A	https://historicengland.org.uk/listing/the-list/list-entry/1195159	
3-9 Higher Street	Historic Residential Areas	Grade II Listed Building	N/A	https://historicengland.org.uk/listing/the-list/list-entry/1209927	Early 19th-century terrace of four houses, set over three storeys. Sash windows survive.

Address/ Building Name	Character Area	Status	Reason for Inclusion (positive contributors/building of individual interest)	List Entry (Where Applicable)	Photo/Brief Description
11-13 Higher Street	Commercial, Civic and Industrial Core	Positive Contributor	Evidence of former openings and materiality reflect historic industrial function of the buildings and enhance the historic character of the streetscape.	N/A	Former industrial structures on corner of Higher Street and Apters Hill, since converted to residential use.
19-21 Higher Street	Historic Residential Areas	Positive Contributor	Historic proportions contribute to historic residential character of Higher Street.	N/A	
Nos. 25, 27 and 29 Higher Street	Historic Residential Areas	Grade II Listed Building	N/A	https://historicengland.org.uk/listing/the-list/list-entry/1209940	
43 Higher Street	Historic Residential Areas	Positive Contributor	Historic proportions, materiality and architectural features contribute to historic character of Higher Street.	N/A	

Address/ Building Name	Character Area	Status	Reason for Inclusion (positive contributors/building of individual interest)	List Entry (Where Applicable)	Photo/Brief Description
51-53 Higher Street	Historic Residential Areas	Positive Contributor	Historic proportions, materiality and architectural features contribute to historic character of Higher Street.	N/A	19th century cottages, plainly detailed, 53 has recessed studded plank door with decorative ironwork straps. Large roof extension to No. 51.
57 Higher Street	Historic Residential Areas	Positive Contributor	Historic proportions and materiality contribute to historic character of Higher Street.	N/A	Single storey late 19th-century cottage or workshop.
Even					
2 Higher Street	Historic Residential Areas	Positive Contributor	Historic proportions contribute to historic residential character of Higher Street.	N/A	
4 Higher Street	Historic Residential Areas	Positive Contributor	Despite the later roof extension, the historic proportions fo the first two storeys contribute to historic residential character of Higher Street.	N/A	
6-10 Higher Street	Historic Residential Areas	Positive Contributor	Despite loss of historic windows/doors and addition of box dormers, the historic proportions of the house are still legible to the lower storeys and as part of the wider group on this street they make a contribution to the historic residential character of Higher Street.	N/A	

Address/ Building Name	Character Area	Status	Reason for Inclusion (positive contributors/building of individual interest)	List Entry (Where Applicable)	Photo/Brief Description
12-14 Higher Street	Historic Residential Areas	Grade II Listed Building	N/A	https://historicengland.org.uk/listing/the-list/list-entry/1298270	
16-18 Higher Street	Historic Residential Areas	Grade II Listed Building	N/A	https://historicengland.org.uk/listing/the-list/list-entry/1209933	
20-22 Higher Street	Historic Residential Areas	Grade II Listed Building	N/A	https://historicengland.org.uk/listing/the-list/list-entry/1195160	
24-26 Higher Street	Historic Residential Areas	Positive Contributor	Despite loss of historic windows the historic proportions of the house make a contribution to the historic residential character of Higher Street.	N/A	19th-century pair of houses, two storeys, plainly detailed with block-lined principal façade.

Address/ Building Name	Character Area	Status	Reason for Inclusion (positive contributors/building of individual interest)	List Entry (Where Applicable)	Photo/Brief Description
The Manor House, 28 Higher Street	Historic Residential Areas	Grade II Listed Building	N/A	https://historicengland.org.uk/listing/the-list/list-entry/1195161	
30-32 Higher Street	Historic Residential Areas	Grade II Listed Building	N/A	https://historicengland.org.uk/listing/the-list/list-entry/1209958	
34-38 Higher Street	Historic Residential Areas	Positive Contributor	Materiality and evidence of former usage contribute to historic character of the streetscape and add visual interest.	N/A	
40-42 Higher Street	Historic Residential Areas	Positive Contributor	Historic proportions contribute to historic residential character of Higher Street.	N/A	

Address/ Building Name	Character Area	Status	Reason for Inclusion (positive contributors/building of individual interest)	List Entry (Where Applicable)	Photo/Brief Description
44-46 Higher Street	Historic Residential Areas	Positive Contributor	Historic proportions contribute to historic residential character of Higher Street.	N/A	
48-50 Higher Street	Historic Residential Areas	Grade II Listed Building	N/A	https://historicengland.org.uk/listing/the-list/list-entry/1298271	
Chandler's Cottage, 56-58 Higher Street	Historic Residential Areas	Grade II Listed Building	N/A	https://historicengland.org.uk/listing/the-list/list-entry/1292391	
60-60A Higher Street	Historic Residential Areas	Grade II Listed Building	N/A	https://historicengland.org.uk/listing/the-list/list-entry/1195162	Early to mid-19th century mirrored pair of houses over three storeys. List entry notes it was one house in 1975 but has since been coverted back to two.

Address/ Building Name	Character Area	Status	Reason for Inclusion (positive contributors/building of individual interest)	List Entry (Where Applicable)	Photo/Brief Description
62-68 Higher Street	Historic Residential Areas	Positive Contributor	Historic proportions and architectural details contribute to historic residential character of Higher Street.	N/A	
70-72 Higher Street	Historic Residential Areas	Positive Contributor	Historic proportions contribute to historic residential character of Higher Street.	N/A	
74-76 Higher Street	Historic Residential Areas	Positive Contributor	Despite later box dormers, proportions and historic timber framed bow windows contribute to historic residential character of Higher Street.	N/A	

Address/ Building Name	Character Area	Status	Reason for Inclusion (positive contributors/building of individual interest)	List Entry (Where Applicable)	Photo/Brief Description
80 Higher Street	Historic Residential Areas	Positive Contributor	Historic proportions contribute to historic residential character of Higher Street.	N/A	
82 Higher Street	Historic Residential Areas	Positive Contributor	Incorporates former industrial rubble-wall structure which illustrates former industrial usage of area and lends historic character.	N/A	
Higher Steps					
1 Higher Steps	Historic Residential Areas	Positive Contributor	Historic proportions contribute to historic character of Higher Street.	N/A	

Address/ Building Name	Character Area	Status	Reason for Inclusion (positive contributors/building of individual interest)	List Entry (Where Applicable)	Photo/Brief Description
Holborn Road					
1-8 Holborn Road	Historic Residential Areas	Positive Contributor	Despite the addition of large box dormers to several of the properties, the historic proportions of this terrace make an important contribution to the historic residential character of the area, whilst illustrating the evolution of Brixham in the late Victorian / early Edwardian period.	N/A	Terraces on Holborn Road
King Street					
Odd					
Abide Home Care	Commercial, Civic and Industrial Core	Positive Contributor	Enhances historic character of conservation area. Shopfront contributes to the commercial character of the historic core.	N/A	
1 King Street	Commercial, Civic and Industrial Core	Key Building of Individual Heritage Interest	This building has a high degree of aesthetic and historic interest. It is a good example of a period building in a very prominent position that has preserved most of its original features. The shopfront makes a particularly important contribution to the conservation area.	N/A	
Ye Olde Coffin House	Commercial, Civic and Industrial Core	Grade II Listed Building	N/A	https://historicengland.org.uk/listing/the-list/list-entry/1298287	Early 19th-century house with historic bow windows to ground floor. Four storeys, with a mixture of sash and uPVC casement windows.

Address/ Building Name	Character Area	Status	Reason for Inclusion (positive contributors/building of individual interest)	List Entry (Where Applicable)	Photo/Brief Description
The New Quay Inn, 7 King Street	Commercial, Civic and Industrial Core	Grade II Listed Building	N/A	https://historicengland.org.uk/listing/the-list/list-entry/1195165	
13 King Street	Commercial, Civic and Industrial Core	Positive Contributor	Historic proportions of upper storey contribute to historic character of streetscape.	N/A	
25-27 King Street	Historic Residential Areas	Positive Contributor	Historic proportions contribute to historic character of King Street.	N/A	
29-31 King Street	Historic Residential Areas	Grade II Listed Building	N/A	https://historicengland.org.uk/listing/the-list/list-entry/1195126	

Address/ Building Name	Character Area	Status	Reason for Inclusion (positive contributors/building of individual interest)	List Entry (Where Applicable)	Photo/Brief Description
33 King Street	Historic Residential Areas	Grade II Listed Building	N/A	https://historicengland.org.uk/listing/the-list/list-entry/1298292	
37 King Street	Historic Residential Areas	Positive Contributor	Historic proportions contribute to historic character of King Street.	N/A	
39 King Street	Historic Residential Areas	Positive Contributor	Historic proportions and architectural features contribute to historic character of King Street.	N/A	
The Quayside Hotel (Part of), 45, 47 and 49 King Street	Historic Residential Areas	Grade II Listed Building	Historic proportions and architectural features contribute to historic character of King Street.	https://historicengland.org.uk/listing/the-list/list-entry/1195127	

Address/ Building Name	Character Area	Status	Reason for Inclusion (positive contributors/building of individual interest)	List Entry (Where Applicable)	Photo/Brief Description
51-53 King Street	Historic Residential Areas	Grade II Listed Building	N/A	https://historicengland.org.uk/listing/the-list/list-entry/1195128	
57-59 King Street	Historic Residential Areas	Grade II Listed Building	N/A	https://historicengland.org.uk/listing/the-list/list-entry/1298293	
Harbour View Hotel, 65 King Street	Historic Residential Areas	Grade II Listed Building	N/A	https://historicengland.org.uk/listing/the-list/list-entry/1195129	
71-73 King Street	Historic Residential Areas	Positive Contributor	Historic proportions contribute to historic character of King Street.	N/A	

Address/ Building Name	Character Area	Status	Reason for Inclusion (positive contributors/building of individual interest)	List Entry (Where Applicable)	Photo/Brief Description
75 and 77 King Street	Historic Residential Areas	Grade II Listed Building	N/A	https://historicengland.org.uk/listing/the-list/list-entry/1195130	
The Maritime Inn, 79 King Street	Historic Residential Areas	Grade II Listed Building	N/A	https://historicengland.org.uk/listing/the-list/list-entry/1292284	
Waterloo House, 81 King Street	Historic Residential Areas	Grade II Listed Building	N/A	https://historicengland.org.uk/listing/the-list/list-entry/1195131	
83-85 King Street	Historic Residential Areas	Grade II Listed Building	N/A	https://historicengland.org.uk/listing/the-list/list-entry/1210168	

Address/ Building Name	Character Area	Status	Reason for Inclusion (positive contributors/building of individual interest)	List Entry (Where Applicable)	Photo/Brief Description
87-93 King Street	Historic Residential Areas	Positive Contributor	Historic proportions and architectural features contribute to historic character of King Street. Terrace evidences evolution of Edwardian Brixham.	N/A	
Torfrey, 95 King Streeet	Historic Residential Areas	Grade II Listed Building	N/A	https://historicengland.org.uk/listing/the-list/list-entry/1195132	
97 King Street	Historic Residential Areas	Positive Contributor	Historic proportions and architectural features to upper storeys contribute to historic character of King Street.	N/A	
Even					
Coastguard Station	Brixham Harbour	Grade II Listed Building	N/A	https://historicengland.org.uk/listing/the-list/list-entry/1217809	

Address/ Building Name	Character Area	Status	Reason for Inclusion (positive contributors/building of individual interest)	List Entry (Where Applicable)	Photo/Brief Description
3-4 King Street	Commercial, Civic and Industrial Core	Positive Contributor	Reflects historic industrial uses of buildings in this character area and uses a materiality common to the historic core. Traditionally styled shopfront contributes to commercial character of the historic core.	N/A	
12 King Street	Commercial, Civic and Industrial Core	Positive Contributor	Historic proportions enhance the historic character of the streetscape, whilst former shopfront establishes presence of historic commercial activity to the west end of King Street.	N/A	
14-16 King Street	Commercial, Civic and Industrial Core	Grade II Listed Building	N/A	https://historicengland.org.uk/listing/the-list/list-entry/1292330	
18-22 King Street	Commercial, Civic and Industrial Core	Positive Contributor	Historic proportions enhance the historic character of the streetscape.	N/A	

Address/ Building Name	Character Area	Status	Reason for Inclusion (positive contributors/building of individual interest)	List Entry (Where Applicable)	Photo/Brief Description
28 King Street	Historic Residential Areas	Positive Contributor		N/A	
Kiln Path					
Lime Kilns	Historic Residential Areas	Grade II Listed Building	N/A	https://historicengland.org.uk/listing/the-list/list-entry/1210072	
Lower Manor Road					
Leyburn, Carfax and Homelands	Historic Residential Areas	Positive Contributor	Historic proportions, surviving architectural details (including bargeboards) and boundary treatments enhance historic residential character of Lower Manor Road.	N/A	
Shenstone	Historic Residential Areas	Positive Contributor	Historic proportions and boundary treatments enhance historic residential character of Lower Manor Road.	N/A	

Address/ Building Name	Character Area	Status	Reason for Inclusion (positive contributors/building of individual interest)	List Entry (Where Applicable)	Photo/Brief Description
1-6 Rocklands	Historic Residential Areas	Positive Contributor	Historic proportions and boundary treatments enhance historic residential character of Lower Manor Road.	N/A	Late 19th or early 20th-century terrace of 6 set high above street level behind tall boundary walls topped with cast iron railings and reached by flights of steps. Paired central doors with triple round-headed openings above (central blind).
Market Street					
Market Street	Commercial, Civic and Industrial Core	Grade II Listed Building	N/A	https://historicengland.org.uk/listing/the-list/list-entry/1195133	
Brixham Baptist Church	Commercial, Civic and Industrial Core	Key Building of Individual Heritage Interest	A good example of an early 19th-century non-conformist church, typical in its use of Classical detailing. The building derives a high degree of architectural interest from the architectural integrity of its north and west facades and the survival of historic boundary treatments.	N/A	

Address/ Building Name	Character Area	Status	Reason for Inclusion (positive contributors/building of individual interest)	List Entry (Where Applicable)	Photo/Brief Description
Middle Street					
6 Middle Street	Commercial, Civic and Industrial Core	Positive Contributor	Traditional features of shopfront contributes to commercial character of the historic core.	N/A	
8-12 Middle Street	Commercial, Civic and Industrial Core	Positive Contributor	Traditional features of shopfronts contribute to commercial character of the historic core.	N/A	
14-16 Middle Street	Commercial, Civic and Industrial Core	Positive Contributor	Traditional features of shopfront contributes to commercial character of the historic core.	N/A	
18-20 Middle Street	Commercial, Civic and Industrial Core	Positive Contributor	Traditional features of shopfront contributes to commercial character of the historic core.	N/A	

Address/ Building Name	Character Area	Status	Reason for Inclusion (positive contributors/building of individual interest)	List Entry (Where Applicable)	Photo/Brief Description
22 Middle Street	Commercial, Civic and Industrial Core	Grade II Listed Building	N/A	https://historicengland.org.uk/listing/the-list/list-entry/1217831	
Mayflower Court, 24-26 Middle Street	Commercial, Civic and Industrial Core	Grade II Listed Building	N/A	https://historicengland.org.uk/listing/the-list/list-entry/1195134	
28 Middle Street	Commercial, Civic and Industrial Core	Positive Contributor	Traditional shopfront and historic proportions of property contribute to the commercial character of the historic core.	N/A	
30-32 Middle Street	Commercial, Civic and Industrial Core	Positive Contributor	Historic proportions and sash windows to upper floors contribute to historic character of the streetscape.	N/A	

Address/ Building Name	Character Area	Status	Reason for Inclusion (positive contributors/building of individual interest)	List Entry (Where Applicable)	Photo/Brief Description
34-38 Middle Street	Commercial, Civic and Industrial Core	Positive Contributor	Traditional features of shopfront contributes to commercial character of the historic core.	N/A	
46 Middle Street	Commercial, Civic and Industrial Core	Positive Contributor	Traditional shopfront contributes to the commercial character of the historic core.	N/A	
0 Middle Street	Commercial, Civic and Industrial Core	Positive Contributor	Traditional shopfront contributes to the commercial character of the historic core.	N/A	
58 Middle Street	Commercial, Civic and Industrial Core	Positive Contributor	Traditional shopfront contributes to the commercial character of the historic core.	N/A	

Address/ Building Name	Character Area	Status	Reason for Inclusion (positive contributors/building of individual interest)	List Entry (Where Applicable)	Photo/Brief Description
72 Middle Street	Commercial, Civic and Industrial Core	Positive Contributor	Historic materiality and architectural features (transverse gable, barge boards) enhance the historic character of the streetscape.	N/A	
74 Middle Street	Commercial, Civic and Industrial Core	Grade II Listed Building	N/A	https://historicengland.org.uk/listing/the-list/list-entry/1217849	
86 Middle Street	Commercial, Civic and Industrial Core	Grade II Listed Building	N/A	https://historicengland.org.uk/listing/the-list/list-entry/1217860	
87 Middle Street	Commercial, Civic and Industrial Core	Positive Contributor	Traditional shopfront contributes to the commercial character of the historic core.	N/A	Small late 19th or early 20th-century building with large modern dormer and historic shopfromt and ground floor level.

Address/ Building Name	Character Area	Status	Reason for Inclusion (positive contributors/building of individual interest)	List Entry (Where Applicable)	Photo/Brief Description
Mount Ararat					
1-2 Mount Ararat	Historic Residential Areas	Positive Contributor	Proportions enhance historic residential character of North View Road.	N/A	
Mount Pleasant					
Odd					
115-117 Mount Pleasant	Historic Residential Areas	Positive Contributor	Proportions and boundary treatments contribute to historic residential character of Mount Pleasant.	N/A	
119-124 Mount Pleasant	Historic Residential Areas	Positive Contributor	Proportions contribute to historic residential character of Mount Pleasant.	N/A	

Address/ Building Name	Character Area	Status	Reason for Inclusion (positive contributors/building of individual interest)	List Entry (Where Applicable)	Photo/Brief Description
125 Mount Pleasant	Historic Residential Areas	Positive Contributor	Proportions and architectural detailing, which are particularly well preserved below the later box dormer, enhance historic residential character of Mount Pleasant.	N/A	
127-133 Mount Pleasant	Historic Residential Areas	Grade II Listed Building	N/A	https://historicengland.org.uk/listing/the-list/list-entry/1218147	
Front Garden Wall and Gate Piers at No 133	Historic Residential Areas	Grade II Listed Building	N/A	https://historicengland.org.uk/listing/the-list/list-entry/1298300	
135 Mount Pleasant	Historic Residential Areas	Positive Contributor	Proportions and architectural detailing enhance historic residential character of Mount Pleasant.	N/A	

Address/ Building Name	Character Area	Status	Reason for Inclusion (positive contributors/building of individual interest)	List Entry (Where Applicable)	Photo/Brief Description
Even					
32-34 Mount Pleasant	Historic Residential Areas	Positive Contributor	Proportions contribute to historic residential character of Mount Pleasant.	N/A	
Mount Pleasant Road					
Odd					
1-7 Mount Pleasant Road	Historic Residential Areas	Positive Contributor	The proportions and architectural details to this terrace are well preserved and contribute to the historic residential character of Mount Pleasant Road and the surrounding area.	N/A	
Church, 9 Mount Pleasant Road	Historic Residential Areas	Positive Contributor	Historic proportions and materiality (slates) enhance historic character of Mount Pleasant Road and the surrounding area.	N/A	

Address/ Building Name	Character Area	Status	Reason for Inclusion (positive contributors/building of individual interest)	List Entry (Where Applicable)	Photo/Brief Description
11-13 Mount Pleasant Road	Historic Residential Areas	Positive Contributor	Despite later alterations, this pair of houses contributes to the historic residential character of Mount Pleasant Road and the surrounding area.	N/A	
15-25 Mount Pleasant Road	Historic Residential Areas	Positive Contributor	Despite later alterations, this terrace contributes to the historic residential character of Mount Pleasant Road and the surrounding area.	N/A	
27-31 Mount Pleasant Road	Historic Residential Areas	Positive Contributor	Despite later alterations, this terrace contributes to the historic residential character of Mount Pleasant Road and the surrounding area.	N/A	
33-39 Mount Pleasant Road	Historic Residential Areas	Positive Contributor	Proportions and boundary treatment contribute to historic residential character of Mount Pleasant Road.	N/A	

Address/ Building Name	Character Area	Status	Reason for Inclusion (positive contributors/building of individual interest)	List Entry (Where Applicable)	Photo/Brief Description
41-43 Mount Pleasant Road	Historic Residential Areas	Positive Contributor	Despite later alterations, this pair of houses contributes to the historic residential character of Mount Pleasant Road and the surrounding area.	N/A	
47-59 Mount Pleasant Road	Historic Residential Areas	Positive Contributor	Despite later alterations, as a group this terrace contributes to the historic residential character of Mount Pleasant Road and the surrounding area.	N/A	
61-69 Mount Pleasant Road	Historic Residential Areas	Positive Contributor	Despite later alterations, as a group this terrace contributes to the historic residential character of Mount Pleasant Road and the surrounding area.	N/A	
71-89 Mount Pleasant Road	Historic Residential Areas	Positive Contributor	Despite later alterations, as a group this terrace contributes to the historic residential character of Mount Pleasant Road and the surrounding area.	N/A	

Address/ Building Name	Character Area	Status	Reason for Inclusion (positive contributors/building of individual interest)	List Entry (Where Applicable)	Photo/Brief Description
85 Mount Pleasant Road	Historic Residential Areas	Positive Contributor	Proportions, sash windows and boundary treatment contribute to historic residential character of Mount Pleasant Road.	N/A	
87 Mount Pleasant Road	Historic Residential Areas	Positive Contributor	Proportions, sash windows and boundary treatment contribute to historic residential character of Mount Pleasant Road.	N/A	
91-111 Mount Pleasant Road	Historic Residential Areas	Positive Contributor	Though much altered through the addition of box dormers and uPVC windows, the terrace as a group contributes to the historic residential character of Mount Pleasant Road and illustrates the expansion of Brixham during the late 19th century.	N/A	
Even					
4-6 Mount Pleasant Road	Historic Residential Areas	Positive Contributor	Proportions and sash windows enhance historic residential character of Mount Pleasant Road.	N/A	

Address/ Building Name	Character Area	Status	Reason for Inclusion (positive contributors/building of individual interest)	List Entry (Where Applicable)	Photo/Brief Description
8-24 Mount Pleasant Road	Historic Residential Areas	Positive Contributor	Despite later alterations, as a group this terrace contributes to the historic residential character of Mount Pleasant Road and the surrounding area.	N/A	
26 Mount Pleasant Road	Historic Residential Areas	Positive Contributor	Proportions and architectural details enhance historic residential character of Mount Pleasant Road.	N/A	Two storey late 19th-century house with basement and full-height canted bay window to Victoria Place frontage. Reads from Victoria Place as a continuation of the terrace at 1-6 Victoria Place.
New Road					
Odd					
Brixham Town Hall	Commercial, Civic and Industrial Core	Grade II Listed Building, Local Landmark	N/A	https://historicengland.org.uk/listing/the-list/list-entry/1298263	

Address/ Building Name	Character Area	Status	Reason for Inclusion (positive contributors/building of individual interest)	List Entry (Where Applicable)	Photo/Brief Description
Brixham Heritage Museum	Commercial, Civic and Industrial Core	Key Building of Individual Heritage Interest	Alongside the adjacent Town Hall and Conservative Club, the former police station illustrates the evolution of late Victorian and Edwardian Brixham and the growth of another civic and commercial nucleus around Bolton Cross, on what was the periphary of the settlement in the late 18th century. The building derives individual heritage interest from the integrity of its historic proportions and detailing.	N/A	
Conservative Club	Commercial, Civic and Industrial Core	Key Building of Individual Heritage Interest	Alongside the adjacent Town Hall and Museum (former police station), the Conservative Club illustrates the evolution of late Victorian and Edwardian Brixham and the growth of another civic and commercial nucleus around Bolton Cross, on what was the periphary of the settlement in the late 18th century. The building has a high level of individual aesthetic and historic interest on account of its unusual and experimental design, illustrating the sense of freedom and play which characterised Edwardian architecture.	N/A	
Grosvenor House, 3 New Road	Commercial, Civic and Industrial Core	Grade II Listed Building	N/A	https://historicengland.org.uk/listing/the-list/list-entry/1195144	
7-9 New Road	Commercial, Civic and Industrial Core	Positive Contributor	Despite much modification, historic proportions of upper floors are still legible and enhance the historic character of the conservation area. The historic nailhead and strapwork door to No.7a, deeply recessed within a pilastered and corniced entry, adds aesthetic interest.	N/A	

Address/ Building Name	Character Area	Status	Reason for Inclusion (positive contributors/building of individual interest)	List Entry (Where Applicable)	Photo/Brief Description
15 New Road	Historic Residential Areas	Positive Contributor	Integrity of historic proportions and architectural details contribute to the historic residential character of this part of New Road.	N/A	Part of larger 19th-century terrace. Plainly detailed, set over two storeys with ground floor bay window.
17-19 New Road	Historic Residential Areas	Positive Contributor	Despite later alterations, the designed symmetry of the building is still evident in its proportions. The retention of the carriage way adds historic character to the streetscape.	N/A	
21-23 New Road	Historic Residential Areas	Positive Contributor	Historic proportions contribute to historic character of the streetscape and enhance residential character to this part of New Road.	N/A	
25 New Road	Historic Residential Areas	Positive Contributor	Historic proportions and retained architectural details enhance the residential character to this part of New Road.	N/A	Double width early-mid 19th-century house set over two-storeys with canted bay windows to ground floor and principal entrance door in panelled recess in Classical surround. Sash windows to first floor with large dormer above.

Address/ Building Name	Character Area	Status	Reason for Inclusion (positive contributors/building of individual interest)	List Entry (Where Applicable)	Photo/Brief Description
27-37 New Road	Historic Residential Areas	Positive Contributor	Historic proportions enhance the residential character to this part of New Road.	N/A	
39-41 New Road	Historic Residential Areas	Positive Contributor	Historic proportions, surviving architectural details and partial retention of ground floor shop front enhance the historic character of the streetscape.	N/A	
45-49 New Road	Historic Residential Areas	Positive Contributor	Historic proportions and surviving architectural details enhance the historic residential character to this part of New Road.	N/A	
51-55 New Road	Historic Residential Areas	Positive Contributor	Historic proportions and surviving architectural details enhance the historic residential character to this part of New Road.	N/A	

Address/ Building Name	Character Area	Status	Reason for Inclusion (positive contributors/building of individual interest)	List Entry (Where Applicable)	Photo/Brief Description
57-63 New Road	Historic Residential Areas	Positive Contributor	Historic proportions and surviving architectural details enhance the historic residential character to this part of New Road.	N/A	
The Golden Lion Public House, New Road	Historic Residential Areas	Key Building of Individual Heritage Interest	This building appears on the 1842 tithe map as a public house with the same name. It derives architectural and historic interest through the retention of its historic proportions, large ground floor windows with leaded lights, sash windows above and other architectural details.	N/A	
67-71 New Road	Historic Residential Areas	Positive Contributor	Historic proportions enhance the residential character to this part of New Road.	N/A	
73-83 New Road	Historic Residential Areas	Positive Contributor	Historic proportions enhance the residential character to this part of New Road.	N/A	

Address/ Building Name	Character Area	Status	Reason for Inclusion (positive contributors/building of individual interest)	List Entry (Where Applicable)	Photo/Brief Description
85 New Road	Historic Residential Areas	Grade II Listed Building	N/A	https://historicengland.org.uk/listing/the-list/list-entry/1292092	
87 New Road	Historic Residential Areas	Positive Contributor	Historic proportions and traditional details (shutters and sash windows) enhance the residential character to this part of New Road.	N/A	
91 New Road	Historic Residential Areas	Key Building of Individual Heritage Interest	Traditional details and materials enhance the historic character of the conservation area. The building has individual heritage interest on account of its unusual design, being an early 20th-century civic building designed in the style of a Victorian church or school house.	N/A	
Even					
United Reformed Church	Commercial, Civic and Industrial Core	Positive Contributor	Historic proportions enhance the residential character to this part of New Road.	N/A	

Address/ Building Name	Character Area	Status	Reason for Inclusion (positive contributors/building of individual interest)	List Entry (Where Applicable)	Photo/Brief Description
Corner House, New Road	Commercial, Civic and Industrial Core	Grade II Listed Building	N/A	https://historicengland.org.uk/listing/the-list/list-entry/1292104	Early 19th-century stable and coach house block with later metal framed windows.
4-8 New Road	Historic Residential Areas	Positive Contributor	Historic proportions and surviving architectural features enhance the residential character to this part of New Road.	N/A	
New Quay Lane					
2 New Quay Lane	Brixham Harbour	Positive Contributor	Reflects historic uses of buildings in this character area and uses a common materiality.	N/A	
North Furzeham Road					
Odd					
5-13 North Furzeham Road	Historic Residential Areas	Positive Contributor	Despite later alterations, the terrace as a group enhances historic character of the streetscape and illustrates evolution of Brixham in the later 19th/early 20th century.	N/A	

Address/ Building Name	Character Area	Status	Reason for Inclusion (positive contributors/building of individual interest)	List Entry (Where Applicable)	Photo/Brief Description
15-17 North Furzeham Road	Historic Residential Areas	Positive Contributor	Historic proportions, surviving architectural features and boundary treatments enhance historic residential character of the streetscape.	N/A	
19-49 North Furzeham Road	Historic Residential Areas	Positive Contributor	Despite later alterations, the terrace as a group enhances historic character of the streetscape and illustrates evolution of Brixham in the later 19th/early 20th century.	N/A	
Even					
2-6 North Furzeham Road	Historic Residential Areas	Positive Contributor	Despite later alterations, terrace as a group enhances historic character of the streetscape and illustrates evolution of Brixham in the later 19th/early 20th century. Where sash windows survive these are enhancing features.	N/A	
8 North Furzeham Road	Historic Residential Areas	Positive Contributor	Despite later roof extension, historic proportions are still legible and alongside surviving architectural features and boundary treatments, this contributes to the historic character of the streetscape.	N/A	

Address/ Building Name	Character Area	Status	Reason for Inclusion (positive contributors/building of individual interest)	List Entry (Where Applicable)	Photo/Brief Description
10-12 North Furzeham Road	Historic Residential Areas	Positive Contributor	Proportions enhance historic residential character of North Furzeham Road.	N/A	
12-18 North Furzeham Road	Historic Residential Areas	Positive Contributor	Despite addition of later box dormers, historic proportions of the terrace are still legible. This alongside surviving architectural features (bay windows, boundary treatments) contribute to historic residential character of North Furzeham Road.	N/A	
24-34 North Furzeham Road	Historic Residential Areas	Positive Contributor	Despite addition of later box dormers, the historic proportions of the terrace are still legible. This alongside surviving architectural features (bay windows, boundary treatments, ridge tiles, sash windows) contribute to historic residential character of North Furzeham Road, and illustrates the expansion of Brixham in the late 19th century.	N/A	
North View Road					
Odd					
1-33 North View Road	Historic Residential Areas	Positive Contributor	Though much altered through the addition of box dormers and uPVC windows, the terrace as a group makes an important contribution to the historic residential character of this part of the conservation area, and illustrates the expansion of Brixham during the late 19th-century. Many properties retain decorative hood moulds to entrance doors.	N/A	

Address/ Building Name	Character Area	Status	Reason for Inclusion (positive contributors/building of individual interest)	List Entry (Where Applicable)	Photo/Brief Description
35-87 North View Road	Historic Residential Areas	Positive Contributor	Though much altered through the addition of box dormers and, particularly towards the eastern end of the terrace, large uPVC windows, the terrace as a group makes an important contribution to the historic residential character of this part of the conservation area, and illustrates the expansion of Brixham during the late 19th century.	N/A	
Even					
4 North View Road	Historic Residential Areas	Positive Contributor	Proportions enhance historic residential character of North View Road.	N/A	
6-8 North View Road	Historic Residential Areas	Positive Contributor	Proportions enhance historic residential character of North View Road.	N/A	
10-14 North View Road	Historic Residential Areas	Positive Contributor	Proportions enhance historic residential character of North View Road.	N/A	

Address/ Building Name	Character Area	Status	Reason for Inclusion (positive contributors/building of individual interest)	List Entry (Where Applicable)	Photo/Brief Description
Old Foundry Court					
? Old Foundry Court	Commercial, Civic and Industrial Core	Positive Contributor	Materiality and proportions contribute to historic industrial character in this part of the conservation area.	N/A	
Overgang					
The Old Custom House, 1 Overgang Road	Brixham Harbour	Grade II Listed Building	N/A	https://historicengland.org.uk/listing/the-list/list-entry/1195106	
2-3 Overgang Road	Historic Residential Areas	Positive Contributor	Despite later box dormer to No. 2, proportions of this pair enhance historic residential character of Overgang Road and surrounding streets.	N/A	

Address/ Building Name	Character Area	Status	Reason for Inclusion (positive contributors/building of individual interest)	List Entry (Where Applicable)	Photo/Brief Description
4-7 Overgang Road	Historic Residential Areas	Positive Contributor	Proportions and visible rubble-stone construction to Nos. 6 and 7 enhance historic residential character of Overgang Road and surrounding streets.	N/A	
29-30 Overgang	Historic Residential Areas	Positive Contributor	Despite later alterations, historic proportions remain legible and enhance historic residential character of Overgang and surrounding streets.	N/A	
31-32 Overgang	Historic Residential Areas	Positive Contributor	Proportions enhance historic residential character of Overgang and surrounding streets.	N/A	
33 Overgang	Historic Residential Areas	Grade II Listed Building	N/A	https://historicengland.org.uk/listing/the-list/list-entry/1195107	

Address/ Building Name	Character Area	Status	Reason for Inclusion (positive contributors/building of individual interest)	List Entry (Where Applicable)	Photo/Brief Description
33A Overgang	Historic Residential Areas	Positive Contributor	Proportions and historic architectural features (dormer, chimney stacks, boundary treatments) enhance historic residential character of Overgang and surrounding streets.	N/A	
35 Overgang	Historic Residential Areas	Grade II Listed Building	N/A	https://historicengland.org.uk/listing/the-list/list-entry/1298283	
Overgang Road					
Retaining Wall to Path fronting Custom House, Kelivn Court, Nos 11-17 Overgang	Brixham Harbour	Grade II Listed Building	N/A	https://historicengland.org.uk/listing/the-list/list-entry/1195108	
2-3 Overgang Road	Historic Residential Areas	Positive Contributor	Despite later alterations, this pair of houses contributes to the historic residential character of the wider area.	N/A	

Address/ Building Name	Character Area	Status	Reason for Inclusion (positive contributors/building of individual interest)	List Entry (Where Applicable)	Photo/Brief Description
11-14 Overgang Road	Historic Residential Areas	Grade II Listed Building	N/A	https://historicengland.org.uk/listing/the-list/list-entry/1298282	
Ostend					
Ostend Cottages	Historic Residential Areas	Positive Contributor	Proportions contibute to historic residential character of Temperance Place.	N/A	
Paradise Place					
2 Paradise Place	Commercial, Civic and Industrial Core	Positive Contributor	Reflects historic uses of buildings in this character area and uses a common materiality. Makes a positive contribution to the setting of No. 1 Pump Street (Grade II listed).	N/A	
1 Paradise Place	Commercial, Civic and Industrial Core	Grade II Listed Building	N/A	https://historicengland.org.uk/listing/the-list/list-entry/1298284	

Address/ Building Name	Character Area	Status	Reason for Inclusion (positive contributors/building of individual interest)	List Entry (Where Applicable)	Photo/Brief Description
Parkham Road					
Parkham Wood House	Commercial, Civic and Industrial Core	Grade II Listed Building	N/A	https://historicengland.org.uk/listing/the-list/list-entry/1393203	
Mount Kennedy, Springwood, Woodlands, Willowsmere, Cherndale, and No. 7 Parkham Road	Historic Residential Areas	Positive Contributor	Proportions and architectural treament enhance historic character of the streetscape and illustrate the evolution of Brixham in the late 19th-century.	N/A	
Ashleigh Terrace	Historic Residential Areas	Positive Contributor	Proportions and architectural treament enhance historic character of the streetscape and illustrate the evolution of Brixham in the late 19th-century.	N/A	
Trevio, Harlow, Farnborough, Hillsboro, Farlanes and Rozel, Parkham Road	Historic Residential Areas	Positive Contributor	Proportions and architectural treament enhance historic character of the streetscape and illustrate the evolution of Brixham in the late 19th-century.	N/A	

Address/ Building Name	Character Area	Status	Reason for Inclusion (positive contributors/building of individual interest)	List Entry (Where Applicable)	Photo/Brief Description
Seascape and Clevedon House	Historic Residential Areas	Positive Contributor	Proportions and architectural treament enhance historic character of the streetscape and illustrate the evolution of Brixham in the late 19th-century.	N/A	
Windjammer	Historic Residential Areas	Positive Contributor	Proportions and architectural treament enhance historic character of the streetscape and illustrate the evolution of Brixham in the late 19th-century.	N/A	
Prings Court					
1 Prings Court	Historic Residential Areas	Grade II Listed Building	N/A	https://historicengland.org.uk/listing/the-list/list-entry/1218274	
Marjon, 2 Prings Court	Historic Residential Areas	Grade II Listed Building	N/A	https://historicengland.org.uk/listing/the-list/list-entry/1195110	

Address/ Building Name	Character Area	Status	Reason for Inclusion (positive contributors/building of individual interest)	List Entry (Where Applicable)	Photo/Brief Description
3 Prings Court	Historic Residential Areas	Grade II Listed Building	N/A	https://historicengland.org.uk/listing/the-list/list-entry/1292041	
Crocus Cottage, 4 Prings Court	Historic Residential Areas	Grade II Listed Building	N/A	https://historicengland.org.uk/listing/the-list/list-entry/1195111	
5 Prings Court	Historic Residential Areas	Grade II Listed Building	N/A	https://historicengland.org.uk/listing/the-list/list-entry/1218296	
6, 6a and 6b Prings Court	Historic Residential Areas	Grade II Listed Building	N/A	https://historicengland.org.uk/listing/the-list/list-entry/1195112	

Address/ Building Name	Character Area	Status	Reason for Inclusion (positive contributors/building of individual interest)	List Entry (Where Applicable)	Photo/Brief Description
Prospect Road					
? Prospect Road		Positive Contributor	Proportions contribute to historic character of streetscape.	N/A	
1-7 Prospect Road	Historic Residential Areas	Positive Contributor	This group of buildings has particularly high architectural interest on account of its materiality (rare for a Brixham terrace), architectural detailing, boundary treatments and single-pane windows (lost to No. 5).	N/A	
9 and 9a Prospect Road	Historic Residential Areas	Positive Contributor	Despite later box dormer, historic proportions are still legible and, alongside surving features (chimney stacks, visible rubble-stone construction), contribute to historic character of streetscape.	N/A	
17-25 Prospect Road	Historic Residential Areas	Positive Contributor	Despite later alterations, historic proportions, architectural detailing and boundary treatments of the terrace enhance the historic residential character of Prospect Road.	N/A	

Address/ Building Name	Character Area	Status	Reason for Inclusion (positive contributors/building of individual interest)	List Entry (Where Applicable)	Photo/Brief Description
29-33 Prospect Road	Historic Residential Areas	Positive Contributor	Proportions and surviving sash windows enhance the historic residential character of Prospect Road.	N/A	
35 Prospect Road (and outbuilding)	Historic Residential Areas	Positive Contributor	Proportions, sash windows and visible historic materiality (to outbuilding) enhance the historic residential character of Prospect Road.	N/A	
37 Prospect Road	Historic Residential Areas	Positive Contributor	Former industrial rubble-wall structure which illustrates former industrial usage of area and lends historic character.	N/A	
Even					
48-54 Prospecrt Road	Historic Residential Areas	Positive Contributor	Despite later alterations, this terrace as a group contributes to the historic residential character of Prospect Road and the surrounding area.	N/A	19th-century terrace of four, set over two-storeys back from street level. Former gardens/boundary treatments converted to car parking spaces and modern dormers to all.

Address/ Building Name	Character Area	Status	Reason for Inclusion (positive contributors/building of individual interest)	List Entry (Where Applicable)	Photo/Brief Description
36-46 Prospect Road	Historic Residential Areas	Positive Contributor	Despite later alterations, this terrace as a group, with retained historic boundary treatments, contributes to the historic residential character of Prospect Road and the surrounding area.	N/A	
30-34 Prospect Road	Historic Residential Areas	Positive Contributor	Despite later alterations, this terrace as a group, with retained historic boundary treatments, contributes to the historic residential character of Prospect Road and the surrounding area.	N/A	
26-28 Prospect Road	Historic Residential Areas	Positive Contributor	Despite later alterations, this pair of houses, with retained historic boundary treatments, contributes to the historic residential character of Prospect Road and the surrounding area.	N/A	
22-24 Prospect Road	Historic Residential Areas	Positive Contributor	Despite later alterations, this pair of houses, with retained historic boundary treatments, contributes to the historic residential character of Prospect Road and the surrounding area.	N/A	

Address/ Building Name	Character Area	Status	Reason for Inclusion (positive contributors/building of individual interest)	List Entry (Where Applicable)	Photo/Brief Description
8-18 Prospect Road	Historic Residential Areas	Positive Contributor	Historic proportions, architectural detailing and boundary treatments of the terrace enhance the historic residential character of Prospect Road.	N/A	
6 Prospect Road	Historic Residential Areas	Positive Contributor	Historic proportions enhance the historic residential character of Prospect Road.	N/A	
2-4 Prospect Road	Historic Residential Areas	Positive Contributor	Historic proportions enhance the historic residential character of Prospect Road.	N/A	

Address/ Building Name	Character Area	Status	Reason for Inclusion (positive contributors/building of individual interest)	List Entry (Where Applicable)	Photo/Brief Description
Pump Street					
5-7 Pump Street	Commercial, Civic and Industrial Core	Positive Contributor	Much modern intervention but retains exposed masonry at ground floor level and restored beam hoists at upper levels, harking back to their former industrial usage.	N/A	Former rubble-stone industrial building, converted to residential usage.
The Merchant's Loft	Commercial, Civic and Industrial Core	Positive Contributor	Reflects historic uses of buildings in this character area and uses a common materiality. Makes a positive contribution to the setting of No. 1 Pump Street (Grade II listed).	N/A	
The Pump House	Commercial, Civic and Industrial Core	Positive Contributor, Local Landmark	Reflects historic uses of buildings in this character area and uses a common materiality. Makes a positive contribution to the setting of No. 1 Pump Street (Grade II listed).	N/A	

Address/ Building Name	Character Area	Status	Reason for Inclusion (positive contributors/building of individual interest)	List Entry (Where Applicable)	Photo/Brief Description
Queens Road					
1-17 Queens Road	Historic Residential Areas	Positive Contributor	Despite addition of later box dormers, the historic proportions of the terrace are still legible. This alongside surviving architectural features (bay windows, boundary treatments, ridge tiles, sash windows) contribute to historic residential character of North Furzeham Road, and illustrates the expansion of Brixham in the late 19th century.	N/A	
Ranscombe Court					
Ranscombe Court	Historic Residential Areas	Grade II Listed Building	N/A	https://historicengland.org.uk/listing/the-list/list-entry/1218302	
Ranscombe Road					
Odd					
1-17 Ranscombe Road	Historic Residential Areas	Positive Contributor	Historic proportions, architectural detailing and materiality enhance the historic residential character of Ranscombe Road. Terrace illustrates evolution of late-Victorian Brixham.	N/A	

Address/ Building Name	Character Area	Status	Reason for Inclusion (positive contributors/building of individual interest)	List Entry (Where Applicable)	Photo/Brief Description
19-29 Ranscombe Road	Historic Residential Areas	Positive Contributor	Historic proportions enhance the historic residential character of Ranscombe Road. Terrace illustrates evolution of 19th-century Brixham.	N/A	
31-35 Ranscombe Road	Historic Residential Areas	Grade II Listed Building	N/A	https://historicengland.org.uk/listing/the-list/list-entry/1218343	
39-49 Ranscombe Road	Historic Residential Areas	Grade II Listed Building	N/A	https://historicengland.org.uk/listing/the-list/list-entry/1195115	
51 Ranscombe Road	Historic Residential Areas	Positive Contributor	Historic proportions enhance the historic residential character of Ranscombe Road.	N/A	Large 19th-century house set over two storeys with an attic lit by later pitched dormers.

Address/ Building Name	Character Area	Status	Reason for Inclusion (positive contributors/building of individual interest)	List Entry (Where Applicable)	Photo/Brief Description
57 Ranscombe Road	Historic Residential Areas	Positive Contributor	Historic proportions, materiality and boundary wall contribute to historic residential character of Ranscombe Road.	N/A	
59-87 Ranscombe Road	Historic Residential Areas	Positive Contributor	Historic proportions, architectural detailing and boundary treatments enhance the historic residential character of Ranscombe Road. Terrace illustrates evolution of Edwardian Brixham.	N/A	
Even					
2-8 Ranscombe Road	Historic Residential Areas	Positive Contributor	Historic proportions and architectural detailing enhance the historic residential character of Ranscombe Road. Terrace illustrates evolution of early 19th-century Brixham.	N/A	
Crabbers Cottage, 10 Ranscombe Road	Historic Residential Areas	Grade II Listed Building	N/A	https://historicengland.org.uk/listing/the-list/list-entry/1195113	

Address/ Building Name	Character Area	Status	Reason for Inclusion (positive contributors/building of individual interest)	List Entry (Where Applicable)	Photo/Brief Description
12-16 Ranscombe Road	Historic Residential Areas	Grade II Listed Building	N/A	https://historicengland.org.uk/listing/the-list/list-entry/1218332	
18-20 Ranscombe Road	Historic Residential Areas	Grade II Listed Building	N/A	https://historicengland.org.uk/listing/the-list/list-entry/1195114	
22-26 Ranscombe Road	Historic Residential Areas	Positive Contributor	Historic proportions enhance the historic residential character of Ranscombe Road. Illustrates early 19th-century development of Brixham.	N/A	
Randcombe House Hotel	Historic Residential Areas	Grade II Listed Building	N/A	https://historicengland.org.uk/listing/the-list/list-entry/1218353	

Address/ Building Name	Character Area	Status	Reason for Inclusion (positive contributors/building of individual interest)	List Entry (Where Applicable)	Photo/Brief Description
Sea View Terrace					
1-15 Sea View Terrace	Historic Residential Areas	Positive Contributor	The terrace as a whole illustrates the evolution of Brixham in the late 19th century.	N/A	
South Furzeham Road					
Even					
2 South Furzeham Road	Historic Residential Areas	Positive Contributor	Terminates terrace at 12-18 North Furzeham Road, group as a whole contributes to historic character of streetscape.	N/A	
4-6 South Furzeham Road	Historic Residential Areas	Positive Contributor	Historic proportions and sash windows to No. 4 contribute to historic residential character of the streetscape.	N/A	

Address/ Building Name	Character Area	Status	Reason for Inclusion (positive contributors/building of individual interest)	List Entry (Where Applicable)	Photo/Brief Description
12 South Furzeham Road	Historic Residential Areas	Positive Contributor	Historic proportions contribute to historic residential character of the streetscape.	N/A	
14 South Furzeham Road	Historic Residential Areas	Positive Contributor	Historic proportions, sash windows and surviving boundary treatments contribute to historic residential character of the streetscape.	N/A	
16-18 South Furzeham Road	Historic Residential Areas	Positive Contributor	Historic proportions contribute to historic residential character of the streetscape.	N/A	
Beacon House	Historic Residential Areas	Positive Contributor	Historic proportions and surviving architectural features (including moulded chimney stack) contribute to historic residential character of the streetscape.	N/A	

Address/ Building Name	Character Area	Status	Reason for Inclusion (positive contributors/building of individual interest)	List Entry (Where Applicable)	Photo/Brief Description
1-4 Montrose, South Furzeham Road	Historic Residential Areas	Positive Contributor	Historic proportions contribute to historic residential character of the streetscape.	N/A	
Albina Villa	Historic Residential Areas	Positive Contributor	Historic proportions and architectural features contribute to historic residential character of the streetscape.	N/A	
38-50 South Furzeham Road	Historic Residential Areas	Positive Contributor	Historic proportions, architectural features and boundary walls contribute to historic residential character of the streetscape.	N/A	
Furzeham House, 60 South Furzeham Road	Historic Residential Areas	Positive Contributor	Historic proportions and architectural features contribute to historic residential character of the streetscape.	N/A	

Address/ Building Name	Character Area	Status	Reason for Inclusion (positive contributors/building of individual interest)	List Entry (Where Applicable)	Photo/Brief Description
Odd					
The Other Garden	Historic Residential Areas	Positive Contributor	Historic materiality and architectural detailing contribute to historic character of streetscape.	N/A	
81-83 South Furzeham Road	Historic Residential Areas	Positive Contributor	Historic proportions and architectural features contribute to historic residential character of the streetscape.	N/A	
77-79 South Furzeham Road	Historic Residential Areas	Positive Contributor	Historic proportions and architectural features contribute to historic residential character of the streetscape.	N/A	
75 South Furzeham Road	Historic Residential Areas	Key Building of Individual Heritage Interest	Historic proportions and architectural features contribute to historic residential character of the streetscape. The building derives a high level of architectural interest through the integrity of its historic proportions and architectural features.	N/A	

Address/ Building Name	Character Area	Status	Reason for Inclusion (positive contributors/building of individual interest)	List Entry (Where Applicable)	Photo/Brief Description
71 South Furzeham Road	Historic Residential Areas	Positive Contributor	Historic proportions and architectural features contribute to historic residential character of the streetscape.	N/A	
Station Hill					
Odds					
Furzeham Court House	Historic Residential Areas	Grade II Listed Building	N/A	https://historicengland.org.uk/listing/the-list/list-entry/1218415	Detached house of 1832 over two storeys in Classical style.
Gate Piers 35m south=-east of Furzeham Court House	Historic Residential Areas	Grade II Listed Building	N/A	https://historicengland.org.uk/listing/the-list/list-entry/1298286	Masonry gate piers, early to mid 19th-century.
The Queens Arms	Historic Residential Areas	Key Building of Individual Heritage Interest	Historic proportions and architectural details contribute to historic character of the streetscape, whilst the continued hospitality use continues to illustrate the relationship between the building and the arrival of the railway. The building derives a high level of aesthetic interest through the surviving architectural features including sash windows, detached hood moulds above each dooor lintel and terracotta crestings.	N/A	

Address/ Building Name	Character Area	Status	Reason for Inclusion (positive contributors/building of individual interest)	List Entry (Where Applicable)	Photo/Brief Description
1 Station Hill	Historic Residential Areas	Positive Contributor	Historic proportions and architectural details contribute to historic residential character of the streetscape.	N/A	
3-7 Station Hill	Historic Residential Areas	Positive Contributor	Historic proportions and architectural details contribute to historic residential character of the streetscape.	N/A	
9-11 Station Hill	Historic Residential Areas	Positive Contributor	Historic proportions and architectural details contribute to historic residential character of the streetscape.	N/A	
13-15 Station Hill	Historic Residential Areas	Positive Contributor	Historic proportions and architectural details contribute to historic residential character of the streetscape.	N/A	

Address/ Building Name	Character Area	Status	Reason for Inclusion (positive contributors/building of individual interest)	List Entry (Where Applicable)	Photo/Brief Description
21 Station Hill	Historic Residential Areas	Key Building of Individual Heritage Interest	Architectural proportions are in harmony with adjacent terrace at No. 23-21, but this building has a particularly high level of aesthetic interest on account of its elaborate decoration.	N/A	
23-31 Station Hill	Historic Residential Areas	Positive Contributor	Historic proportions contribute to historic residential character of the streetscape.	N/A	
Avens					
Sunny Bank, 6-8 Station Hill	Historic Residential Areas	Grade II Listed Building	N/A	https://historicengland.org.uk/listing/the-list/list-entry/1218399	
10-16 Station Hill	Historic Residential Areas	Positive Contributor	Historic proportions and boundary treaments contribute to historic residential character of the streetscape.	N/A	

Address/ Building Name	Character Area	Status	Reason for Inclusion (positive contributors/building of individual interest)	List Entry (Where Applicable)	Photo/Brief Description
18 Station Hill	Historic Residential Areas	Positive Contributor	Historic proportions and boundary treament contribute to historic residential character of the streetscape.	N/A	
20-22 Station Hill	Historic Residential Areas	Positive Contributor	Despite later roof extension, the historic proportions of the lower storeys contribute to the historic residential character of Station Road.	N/A	
24-52 Station Hill	Historic Residential Areas	Positive Contributor	Historic proportions and boundary treatments contribute to historic residential character of the streetscape.	N/A	
St Peters Hill					
1-3 St Peters Hill	Historic Residential Areas	Positive Contributor	Historic proportions contribute to historic residential character of the streetscape.	N/A	Early to mid 19th-century house, three bays wide over three storeys, fronting onto courtyard off St Peters Hill (along with Nos. 4-5).

Address/ Building Name	Character Area	Status	Reason for Inclusion (positive contributors/building of individual interest)	List Entry (Where Applicable)	Photo/Brief Description
4-5 St Peters Hill	Historic Residential Areas	Positive Contributor	Historic proportions contribute to historic residential character of the streetscape.	N/A	Early to mid 19th-century pair of houses, three-storeys, plainly detailed, fronting into couryard off St Peters Hill.
6-7 St Peters Hill	Historic Residential Areas	Positive Contributor	Historic proportions and boundary treatments contribute to historic residential character of the streetscape.	N/A	Late 19th or early 20th-century pair of houses set over two storeys with rubble stone boundary walls.
9-10 St Peters Hill	Historic Residential Areas	Positive Contributor	Historic proportions and boundary treatments contribute to historic residential character of the streetscape.	N/A	Early to mid 19th-century pair of houses, three-storeys, plainly detailed.
22-23 St Peters Hill	Historic Residential Areas	Grade II Listed Building	N/A	https://historicengland.org.uk/listing/the-list/list-entry/1195117	
St Peters Court (formerly St Peters Church)	Historic Residential Areas	Positive Contributor	Proportions, materiality and architectural detailing enhance historic character of streetscape and illustrate the evolution of Brixham during the 19th century.	N/A	

Address/ Building Name	Character Area	Status	Reason for Inclusion (positive contributors/building of individual interest)	List Entry (Where Applicable)	Photo/Brief Description
Temperance Place					
7-29 Temperance Place	Historic Residential Areas	Grade II Listed Building	N/A	https://historicengland.org.uk/listing/the-list/list-entry/1195119	
Temperance Place Steps	Historic Residential Areas	Grade II Listed Building	N/A	https://historicengland.org.uk/listing/the-list/list-entry/1195118	
4 Temperance Place	Historic Residential Areas	Positive Contributor	Proportions enhance historic character of Temperance Place / King Street. Contributes to setting of adjacent listed buildings.	N/A	

Address/ Building Name	Character Area	Status	Reason for Inclusion (positive contributors/building of individual interest)	List Entry (Where Applicable)	Photo/Brief Description
6-8 Temperance Place	Historic Residential Areas	Grade II Listed Building	N/A	https://historicengland.org.uk/listing/the-list/list-entry/1218448	
10-12 Temperance Place	Historic Residential Areas	Grade II Listed Building	N/A	https://historicengland.org.uk/listing/the-list/list-entry/1291970	
The Quay					
K6 Telephone Kiosk	Brixham Harbour	Grade II Listed Building	N/A	https://historicengland.org.uk/listing/the-list/list-entry/1298289	

Address/ Building Name	Character Area	Status	Reason for Inclusion (positive contributors/building of individual interest)	List Entry (Where Applicable)	Photo/Brief Description
28 and 20 The Quay	Brixham Harbour	Grade II Listed Building	N/A	https://historicengland.org.uk/listing/the-list/list-entry/1218715	
27 and 27a The Quay	Brixham Harbour	Grade II Listed Building	N/A	https://historicengland.org.uk/listing/the-list/list-entry/1195122	
26 and 26a The Quay	Brixham Harbour	Positive Contributor	Historic proportions and architecutral details contribute to the historic character of the streetscape.	N/A	
Sprat and Mackerel Public House, 24 The Quay	Brixham Harbour	Grade II Listed Building	N/A	https://historicengland.org.uk/listing/the-list/list-entry/1218578	

Address/ Building Name	Character Area	Status	Reason for Inclusion (positive contributors/building of individual interest)	List Entry (Where Applicable)	Photo/Brief Description
23 The Quay	Brixham Harbour	Grade II Listed Building	N/A	https://historicengland.org.uk/listing/the-list/list-entry/1195121	
16-18 The Quay	Brixham Harbour	Positive Contributor	Historic proportions of upper storeys contribute to the historic character of the streetscape.	N/A	Early 19th-century two storey houses with modern ground floor shopfronts.
15 The Quay	Brixham Harbour	Positive Contributor	Historic proportions of upper storeys contribute to the historic character of the streetscape. Historic shopfront contibutes to commercial character of the area.	N/A	
13 The Quay	Brixham Harbour	Positive Contributor	Historic proportions of upper storeys and architectural details (leaded lights, mock timber framing) contribute to the historic character of the streetscape.	N/A	

Address/ Building Name	Character Area	Status	Reason for Inclusion (positive contributors/building of individual interest)	List Entry (Where Applicable)	Photo/Brief Description
14 The Quay	Brixham Harbour	Positive Contributor	Historic proportions of upper storeys and architectural details (sash windows, high-level consoles) contribute to the historic character of the streetscape.	N/A	
10 The Quay	Brixham Harbour	Grade II Listed Building	N/A	https://historicengland.org.uk/listing/the-list/list-entry/1218568	
9 The Quay	Brixham Harbour	Grade II Listed Building	N/A	https://historicengland.org.uk/listing/the-list/list-entry/1298288	
8 The Quay	Brixham Harbour	Positive Contributor	Historic proportions and architecutral details contribute to the historic character of the streetscape.	N/A	

Address/ Building Name	Character Area	Status	Reason for Inclusion (positive contributors/building of individual interest)	List Entry (Where Applicable)	Photo/Brief Description
5, 6 and 7 The Quay	Brixham Harbour	Grade II Listed Building	N/A	https://historicengland.org.uk/listing/the-list/list-entry/1195120	
4 The Quay	Brixham Harbour	Positive Contributor	Historic proportions, surviving architecutral details and traditional features to ground floor shopfront contribute to the historic character of the streetscape.	N/A	
2 and 3 The Quay	Brixham Harbour	Grade II Listed Building	N/A	https://historicengland.org.uk/listing/the-list/list-entry/1291936	
The Strand					
8-9 The Strand	Brixham Harbour	Positive Contributor	Historic proportions, architectural detailing and traditionally styled shopfront contribute to historic character of the streetscape.	N/A	

Address/ Building Name	Character Area	Status	Reason for Inclusion (positive contributors/building of individual interest)	List Entry (Where Applicable)	Photo/Brief Description
5-6 The Strand	Brixham Harbour	Positive Contributor	Historic proportions, architectural detailing and traditional features to ground floor shopfronts contribute to historic character of the streetscape.	N/A	
4 The Strand	Brixham Harbour	Key Building of Individual Heritage Interest	Historic proportions, architectural detailing and traditional features to ground floor shopfront contribute to historic character of the streetscape. Particular architectural interest is derived from the historic panelled entrance door, which sits under a fanlight and is articulated by an small pedimented porch supported on moulded piers. The proportions of the primary facade are well preserved.	N/A	
The Strand	Brixham Harbour	Positive Contributor	Historic proportions, architectural detailing and traditional features to ground floor shopfront contribute to historic character of the streetscape.	N/A	
Old Market House	Commercial, Civic and Industrial Core	Grade II Listed Building, Local Landmark	N/A	https://historicengland.org.uk/listing/the-list/list-entry/1298290	

Address/ Building Name	Character Area	Status	Reason for Inclusion (positive contributors/building of individual interest)	List Entry (Where Applicable)	Photo/Brief Description
Union Lane					
The Long Bar Public House	Commercial, Civic and Industrial Core	Positive Contributor	Contributes to the commercial character of the historic core.	N/A	
Victoria Terrace					
1-6 Victoria Terrace	Historic Residential Areas	Positive Contributor	The historic proportions of this terrace are largely intact, including cast-iron railings in line with party walls, and contribute to the historic residential character of the area, whilst illustrating the evolution of Brixham in the late Victorian / early Edwardian period.	N/A	
Victoria Road					
? Victoria Road	South-West Coastal Path and Berry Head Road	Positive Contributor	Historic proportions and architectural features lend historic character and illustrate the development of Berry Head Road during the late 19th and early 20th centuries.	N/A	

Address/ Building Name	Character Area	Status	Reason for Inclusion (positive contributors/building of individual interest)	List Entry (Where Applicable)	Photo/Brief Description
Westcliff Terrace					
1-7 Westcliff Terrace	Historic Residential Areas	Positive Contributor	Historic proportions and surviving architectural features enahnce the historic residential character of the streetscape.	N/A	
Windmill Hill					
53-61 Windmill Hill	Historic Residential Areas	Positive Contributor	Historic proportions contribute to historic residential character in this part of the conservation area.	N/A	Plainly detailed late 19th-century terrace.

Purcell ®
Old Police Station, 6 St Peter's Court, Bedminster Parade, Bristol BS3 4AQ
info@purcelluk.com
www.purcelluk.com

All rights in this work are reserved. No part of this work may be reproduced, stored or transmitted in any form or by any means (including without limitation by photocopying or placing on a website) without the prior permission in writing of Purcell except in accordance with the provisions of the Copyright, Designs and Patents Act 1988. Applications for permission to reproduce any part of this work should be addressed to Purcell at info@purcelluk.com.

Undertaking any unauthorised act in relation to this work may result in a civil claim for damages and/or criminal prosecution. Any materials used in this work which are subject to third party copyright have been reproduced under licence from the copyright owner except in the case of works of unknown authorship as defined by the Copyright, Designs and Patents Act 1988. Any person wishing to assert rights in relation to works which have been reproduced as works of unknown authorship should contact Purcell at info@purcelluk.com.

Purcell asserts its moral rights to be identified as the author of this work under the Copyright, Designs and Patents Act 1988.

Purcell® is the trading name of Purcell Architecture Ltd.

© Purcell 2025

Purcell grants Torbay Council a non-exclusive licence to make use of the report providing this is consistent with the purpose for which the report was commissioned and that Purcell remain acknowledged as the author and intellectual property holder as art of any such use, in whole or in part. Purcell has no liability for use of the report for any purpose other than that for which it was originally prepared and produced.

A team of experienced consultants from Purcell jointly contributed to the completion of this Conservation Area Appraisal.

Name	Position	Role
Hettie Dix	Associate Heritage Consultant	Reviewer
Martha Bailey	Heritage Consultant	Author
Tracey Rowe	Senior Graphics Assistant	Report Design

Date	Issue	Revision	Reviewed	Approved
November 2024	01	First Draft	HD	HD
January 2025	02	Final Draft	HD	HD
April 2025	03	Final	HD	HD

PURCELL

243516

TORBAY COUNCIL

This page is intentionally left blank

OLD PAIGNTON
VOLUME I: CONSERVATION AREA APPRAISAL

ISSUE 04

FEBRUARY 2026



PURCELL

English Riviera UNESCO GLOBAL GEOPARK

unesco Global Geopark

Heritage Fund

TORBAY COUNCIL

OLD PAIGNTON: CONSERVATION AREA APPRAISAL

CONTENTS

EXECUTIVE SUMMARY 03
Purpose of this Guidance 04
How to use the Conservation Area Appraisal 04
Frequently Asked Questions 05
Summary of Special Interest 06
Summary of Heritage Assets within the Old Paignton Town Conservation Area 07
Summary of Condition, Detracting Features and Opportunities for Enhancement 07

1.0 INTRODUCTION 08
1.1 Old Paignton Conservation Area 09
1.2 Context and Vision for this Conservation Area Appraisal 10
1.3 Summary of Special Interest 11
1.4 Definition of a Conservation Area 11
1.5 Purpose and Scope of the Conservation Area Appraisal 11
1.6 Planning Policy 12
1.7 English Riviera UNESCO Global Geopark 16

2.0 ASSESSING CHARACTER AND SPECIAL INTEREST 17
2.1 Summary History 18
2.2 Illustrated History 20
2.3 Architecture and Built Form 26
2.4 Setting and Key Views 46
2.5 Public Realm 54
2.6 Open Spaces and Trees 59
2.7 Geology and Topography 61
2.8 Archaeological Potential 61

3.0 CHARACTER AREAS 62
3.1 Historic Settlement and Early 19th Century Development 64
3.2 Fisher Street 66
3.3 Late-19th Century Town Centre 68
3.4 Late-19th Century/Early-20th Century Inner Suburb 71

4.0 BOUNDARY REVIEW 73
4.1 Reasons for Reviewing the Boundary 74
4.2 2025 Boundary Changes 74

5.0 AUDIT OF HERITAGE ASSETS 80
5.1 Positive Contributors, Key Buildings and Local Landmarks 81
5.2 Listed Buildings 82
5.3 Opportunities for Enhancement 82
5.4 Buildings at Risk 84

6.0 ISSUES 85
6.1 Condition 86
6.2 Detracting Features 88
6.3 Inappropriate Modern Development 90

7.0 OPPORTUNITIES 91

8.0 CONSERVATION AREA DESIGNATION - CONTROL MEASURES AND BEST PRACTICE GUIDANCE 93
8.1 Control Measures 93
8.2 Conservation Aims and Best Practice 93
8.3 ‘Like For Like’ 93
8.4 Repairs And Replacement 95
8.5 Maintenance 95
8.6 Trees 96
8.7 Public Realm 96
8.8 Modern and New Development 96
8.9 Sustainability 97

APPENDICES
A: Bibliography 99
B: Useful Contacts 100
C: Glossary 101
D: Detailed Historic Development of Old Paignton 102

EXECUTIVE SUMMARY



EXECUTIVE SUMMARY

Old Paignton is a historic resort town with medieval origins, preserving a diverse range of architectural typologies reflecting the development of the settlement over time. The conservation area designation recognises what is special about Old Paignton, and this document provides guidance on how residents, homeowners, business owners, developers and the local authority can ensure this special interest is preserved and enhanced.

Purpose of this Guidance

The Old Paignton Conservation Area Appraisal seeks to:

- Record and analyse the special interest of the Old Paignton Conservation Area;
- Recognise the designated and non-designated heritage assets which comprise the conservation area;
- Identify issues relating to condition and detracting features, as well as opportunities for enhancement; and
- Provide guidance for the positive management, preservation and enhancement of the conservation area.

A conservation area is defined as an 'area of special architectural or historic interest the character of which is it desirable to preserve of enhance'. Approximately 2.2% of England is covered by conservation areas. It is a requirement under the Planning (Listed Buildings and Conservation Areas) Act 1990 that all local planning authorities 'formulate and publish proposals for the preservation and enhancement' of conservations areas within their jurisdiction, and that these documents are periodically reviewed.

How to use the Conservation Area Appraisal

Section 1.0: Introduction explains what is included within the Old Paignton Conservation Area and what makes it special. It sets out the purpose of the Conservation Area Appraisal: to define and record the special interest of a conservation area, set out a plan of action for its on-going protection and enhancement, and update the boundary where necessary. This section also sets out the relevant planning policies and guidance pertinent to the conservation area.

Section 2.0: Assessing Character and Special Interest provides a summary history of the conservation area, analyses its architecture and built form, identifies key views and assesses the impact of the public realm, open spaces, geology and topography on the character of the conservation area. It also looks at Old Paignton's important archaeological heritage.

Section 3.0: Character Areas illustrates the various areas throughout the conservation area which have their own distinct character.

Section 4.0: Boundary Review sets out the need to review the conservation area boundary and explains the proposed alterations.

Section 5.0: Audit of Heritage Assets explains the various categories used to understand the spread of both statutory (listed/scheduled) and non-statutory designations within the conservation area.

Section 6.0: Issues identifies the main issues within the conservation area and offers advice on how they might be mitigated/ improved.

EXECUTIVE SUMMARY

Section 7.0: Opportunities sets out opportunities to enhance the conservation area.

Section 8.0: Conservation Area Designation – Control Measures and Best Practice Guidance sets out the implications for planning/development and best practice for the management of development within the conservation area. It includes advice on repair and replacement, maintenance, new development and sustainability.

Please note, a glossary of technical terms used in this document can be found in Appendix C.

Frequently Asked Questions

Do I need planning permission for demolition and new development with a conservation area?

Planning permission will usually be required to totally or substantially demolish buildings or structures within a conservation area (including walls, gate piers and chimneys). Applications for demolition will also need a heritage statement (sometimes called a heritage impact assessment) as part of the application.

Consult with Torbay Council to confirm whether planning permission will be required ahead of any new development.

Are there any additional restrictions on permitted development rights?

Permitted development rights (i.e. changes that are allowed without requiring consent from the local authority) may be restricted. For example, replacement windows, changes to elevational finishes or the installation of satellite dishes may require planning permission. Always confirm your obligations with Torbay Council before carrying out any works to the exterior of a building within the conservation area. Contact details for the Heritage and Design Team are provided in Appendix C.

What are the implications of conservation area designation for tree works?

Trees with a diameter of 75mm or greater measured at 1.5m above the soil level are protected. Any works proposed to these trees require permission from the local authority by means of a planning application. This allows the local authority to determine whether a tree preservation order (TPO) is necessary.

Are there restrictions on advertising and commercial signage?

Advertisements and other commercial signage may be subject to additional controls and/or require planning permission. Contact planning@torbay.gov.uk before installing any advertising infrastructure or commercial signage.

How do I seek pre-application advice?

For pre-application advice on any developments, contact planning@torbay.gov.uk. A pre-planning application will provide guidance on what permission is required.

Please refer to **Section 8.0 – Control Measures and Best Practice**, for further information on development within conservation areas.

Does the UNESCO Global Geopark status bring additional planning restrictions?

No, the UNESCO Global Geopark does not bring any additional planning restrictions over those which already exist in national and local planning legislation, as detailed in Section 1.6.

EXECUTIVE SUMMARY

Summary of Special Interest

The special interest of the Old Paignton Conservation Area is derived from the following key factors:

- **Historical interest:** The conservation area evidences the historic settlement of Paignton as preserved in the medieval street pattern around Winner Street and Church Street. The expansive 19th and 20th-century developments to the south and east of the historic core illustrate the rapid growth and popularity of the town as a seaside resort.
- **Topography and configuration:** The historic core of Paignton lies inland at the base of a steep slope, with flat former marshland extending to the shoreline. As such, the conservation area is a self-contained area away from the Esplanade and the seafront.
- **Architecture:** Paignton has a wide range of architectural typologies, predominantly 19th-century, which evidences the expansion of the town throughout that century.



EXECUTIVE SUMMARY

Summary of Heritage Assets within the Old Paignton Conservation Area

There are 72 listed buildings and one scheduled monument within the conservation area; these are recognised and statutorily protected for their architectural or historic interest. Additionally, this Conservation Area Appraisal identifies the buildings, structures and features within the conservation area which make a positive contribution to its character. These are recognised as **positive contributors**, **local landmarks** and **key buildings of individual heritage interest**. A full audit of the heritage assets within the conservation area is available in Volume II of this report.

Summary of Condition, Detracting Features and Opportunities for Enhancement

Common problems regarding condition include:

- Misguided repairs with non-breathable materials such as cement-based render and mortar, causing brick and stonework deterioration.
- Poor maintenance including blocked gutters and downpipes which encourage staining and vegetation growth throughout the conservation area.

Detracting features include:

- uPVC windows and rainwater goods.
- Insensitively designed modern shopfronts and inappropriate alterations to surviving historic shopfronts.
- Flat-roof and dormer window extensions.
- Poor quality infill.
- Television aerials, satellite dishes and external wires.

Opportunities include:

- Upgrading lower-quality modern infill.
- Addressing minor detracting features.
- Improving the contribution of modern shopfronts by introducing traditional detailing.
- Encouraging regular maintenance.
- Sensitively designed new development.
- Heritage led regeneration.

SECTION 1.0: INTRODUCTION



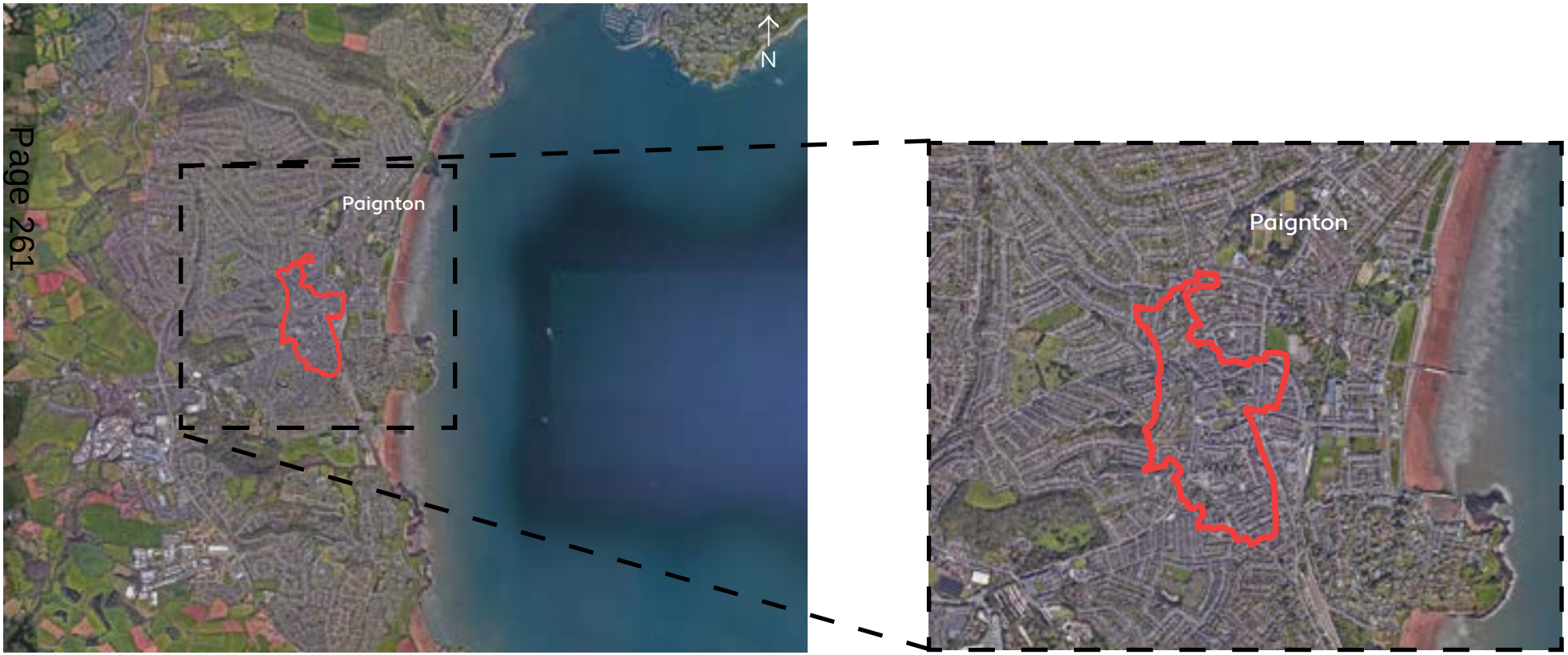
1.1 Old Paignton Conservation Area

The Old Paignton Conservation Area was originally designated in 1976, extended in 1987 and reviewed in 2007. The designation covers the historic medieval core of Paignton, with the Church and remains of the Bishops Palace, to the north and Victorian villas and terraces to the south.

The conservation area was surveyed on 14th and 15th January 2025.

A consultation draft of this Conservation Area Appraisal was subject to a period of public review between 17th March and 7th April 2025. The comments received during this consultation period were reviewed by Torbay Council and the document updated accordingly.

Adoption statement pending



Aerial imagery illustrating the location of the Old Paignton Conservation Area in its wider geographical context. High-resolution, zoomable maps are provided within Sections 2 to 5 of this document.

1.2 Context and Vision for this Conservation Area Appraisal

Torbay Council envisages heritage at the heart of the cultural, creative and economic development of Torbay, making our home - the English Riviera UNESCO Global Geopark - a better place in which to live, work, learn and visit.

Caring for our outstanding historic assets and sharing our stories will maximise the potential for heritage to bring social, cultural and economic benefits to all parts of the Bay. To do this, we will develop better understanding of the risks to historic places and of the diverse meanings of heritage to different people.

Torbay Council recognises that our built, natural and cultural heritage are essential to the future success of Torbay. This approach does not prevent development, but encourages a responsible approach, balancing heritage and local need for the benefit of all our communities, now and for future generations.



1.3 Summary of Special Interest

The special interest of the Old Paignton Conservation Area is derived from the following key factors:

Historical interest

The Old Paignton Conservation Area preserves the medieval settlement focused around the Bishops' Palace and evidences the town's 19th-century development into a popular seaside resort.

Topography and Configuration

Old Paignton has an unusual configuration as it is centred around the medieval thoroughfares of Winner Street and Church Street which are set back inland away from the shoreline of Torbay. The historic centre of the town developed between the base of a steep hillside to the west and a sandy marshland to the east which extended down to the shoreline. This marshland was drained in the 19th century and later developed into the Victorian commercial core of Paignton. The principal thoroughfares through the town are aligned on a north-south axis along the coastline serving as access to Torquay in the north and Brixham in the south.

Architecture

Old Paignton has a wide range of architectural typologies, predominantly residential, that reflect the historic development of the town. This includes small cottages and terraces along the winding narrow streets of the historic medieval town, early 19th-century villas, late 19th-century Victorian terraces, and early 20th-century semi-detached houses and terraces. Public buildings in Paignton include 19th-century civic architecture of public halls, the theatre and the picture house, in addition to churches and small chapels.

1.4 Definition of a Conservation Area

A conservation area is defined as an *'area of special architectural or historic interest the character of which it is desirable to preserve or enhance.'*[01]

Conservation areas recognise the unique qualities of an area as a whole. This includes the contribution of individual buildings and monuments but also of other features, including topography, materials, spatial relationships, thoroughfares, street furniture, open spaces and landscaping. All these features contribute to the character and appearance of an area, resulting in a distinctive sense of place.

The extent to which a building, or group of buildings, positively shape the character of a conservation area derives not just from their street-facing elevations but also from the integrity of their historic fabric, overall scale and massing, detailing and materials. Rear and side elevations can also be important.

1.5 Purpose and Scope of the Conservation Area Appraisal

It is a requirement under the *Planning (Listed Buildings and Conservation Areas) Act* 1990 for all local planning authorities to 'formulate and publish proposals for the preservation and enhancement' of conservation areas within their jurisdiction and for these documents to be periodically reviewed.[02]

01 Section 69 (1), *Planning (Listed Buildings and Conservation Areas) Act* 1990

02 Section 71 (1), *Planning (Listed Buildings and Conservation Areas) Act* 1990.

The Old Paignton Conservation Area was last reviewed in 2007. It is important for local planning authorities to maintain an up-to-date strategy for the positive management of conservation areas so that they can be carefully adapted and continue to thrive. These public documents define and record the special interest of a conservation area and set out a plan of action for its on-going protection and enhancement.

Over time, conservation areas evolve and the integrity of characteristics which underpin their special interest may depreciate due to gradual alteration. It is therefore important to review and take stock of the character of a conservation area at intervals to ensure designation is still suitable and that the proper tools to manage change are in place.

Reviews often find that conservation area boundaries were previously drawn too tightly or include peripheral areas which do not contribute to an understanding of its character. Consequently, it is important to review the boundary and include/exclude buildings and spaces which do/not meet the requirements for conservation area designation.

This Conservation Area Appraisal seeks to:

- Record and analyse the special interest of the Old Paignton Conservation Area;
- Recognise the designated and non-designated heritage assets which comprise the conservation area;
- Identify issues relating to condition and detracting features, as well as opportunities for enhancement; and
- Provide guidance for the positive management, preservation and enhancement of the conservation area.

Although this document is intended to be comprehensive, the omission of any building, structure, feature or space does not imply that said element is not significant or does not positively contribute to the character and special interest of the conservation area. The protocols and guidance provided in **Section 8 (Conservation Area Designation: Control Measures and Best Practice Guidance)** are applicable in every instance.

The assessments which provide the baseline information for this Conservation Area Appraisal have been carried out utilising publicly available resources and through on-site analysis from the public thoroughfares within the conservation area.

1.6 Planning Policy

1.6.1 National Planning Policy

Conservation areas were introduced in the United Kingdom under the Civic Amenities Act 1967. They are now governed under the Planning (Listed Buildings and Conservation Areas) Act 1990. The National Planning Policy Framework (revised December 2024) sets out the overarching requirement for local planning authorities to identify and protect areas of special interest (paragraph 204).[03]

1.6.2 Local Planning Policy

1.6.2.1 Torbay Local Plan

The Torbay Local Plan 2012-30 was adopted in December 2015 and a draft update will be published for consultation in Spring 2025. The Local Plan details the local planning policies that will shape and guide development in Torbay to 2030. are policy HE1: Listed buildings and Policy SS10: Conservation and the historic environment, which are reproduced on the following page.

03 When considering the designation of conservation areas, local planning authorities should ensure that an area justifies such status because of its special architectural or historic interest, and that the concept of conservation is not devalued through the designation of areas that lack special interest.

Torbay Local Plan 2012-2030

Policy HE1: Listed buildings

Development proposals should have special regard to the desirability of preserving any listed building and its setting, or any features of special architectural or historic interest which it possesses. Proposals for the alteration or extension of any listed building will not be permitted if the character of the building would be adversely affected. Suitable uses for listed buildings will be supported where this would help to conserve their historic fabric and character. In appropriate cases, planning policies may be applied in a flexible manner to accommodate such uses. Changes of use, demolition or development which damage the fabric or character of a listed building will not be permitted. New development should respect the significance, scale, form, orientation and architectural detailing of any listed building it affects.

Policy SS10: Conservation and the historic environment

Development will be required to sustain and enhance those monuments, buildings, areas, walls and other features which make an important contribution to Torbay's built and natural setting and heritage, for their own merits and their wider role in the character and setting of the Bay. This includes all designated and undesignated heritage assets, including scheduled monuments, historic buildings (both nationally listed and of local importance), registered historic parks and gardens, conservation areas, and archaeological remains.

All heritage assets will be conserved, proportionate to their importance. In particular approval of a scheme causing substantial harm to, or loss of, a Grade II listed building, park or garden will be exceptional.

Substantial harm to or loss of designated assets of the highest significance, notably scheduled monuments, Grade I and II* listed buildings and Grade I and II* registered parks and gardens will be wholly exceptional.

Proposals that may affect heritage assets will be assessed on the following criteria:

01 The impact on listed and historic buildings, and their settings;

02 The need to encourage appropriate adaptations and new uses;

03 The need to conserve and enhance the distinctive character and appearance of Torbay's conservation areas, while allowing sympathetic development within them;

04 The importance of protecting and promoting the assessment and evaluation of Torbay's ancient monuments and archaeological remains and their settings, including the interpretation and publication of archaeological investigations;

05 The safeguarding of the character and setting of Torbay's historic parks and gardens;

06 The impact on vistas and views of Torbay's historic features and areas which form part of the visual and tourist appeal of Torbay;

07 Whether the impact of development, alteration or loss is necessary in order to deliver demonstrable public benefits, taking into account the significance of the heritage asset. The more important the heritage asset, the greater the benefits that will be needed to justify approval; and

08 Whether new development contributes to the local character and distinctiveness of the area, particularly through a high quality of design, use of appropriate materials, or removal of deleterious features.

Proposals that enhance heritage assets or their setting will be supported, subject to other Local Plan Policies.

1.6.2.2 The Paignton Neighbourhood Plan

The Paignton Neighbourhood Plan was adopted by Torbay Council in 2018, and forms part of the Development Plan for Torbay.[04] Of specific relevance to the Old Paignton Conservation Area are policies PNP1 (b): Local Green Space, PNP1 (c): Design Principles, PNP2: Town Centre, PNP11: Old Town, PNP16: Victoria Street.

1.6.2.3 Torbay Heritage Strategy

The Torbay Heritage Strategy 2021-2026 was adopted in November 2020. The Strategy produced a suite of objectives for the Torbay Area.[05]

Relevant Objectives from the Torbay Heritage Strategy

ID	Objective	Measure of Success
SEC04	Heritage assets in Torbay are protected from the effects of climate change and carbon reduction is central to their management.	Updated Conservation Area Appraisals assess risks from climate change and all guidance for building owners includes reference to mitigation and/or carbon reduction measures.
SEC04	The special and distinctive characteristics of Torbay's Conservation Areas are, where appropriate, preserved and enhanced.	All Conservation Area Appraisals are reviewed, updated and adopted where necessary. Building owners and managers in Conservation Areas feel supported. Proposals that enhance heritage assets or their setting are supported, subject to Local Plan and Neighbourhood Plan policies.
SEC06	Building owners, retailers and developers are encouraged and equipped to enhance the built environment in historic areas.	Proposals for new developments which enhance or better reveal the architectural heritage of their setting are supported. Shop front design guides for Torquay, Paignton and Brixham are published and promoted. Updated Urban Design Guide and Residential Design Guide.
SEC07	Public spaces in historic areas are easy to navigate and, if possible, enhanced by appropriate street furniture and signage.	Unnecessary street furniture and signage is removed. Design of all new and replacement street furniture references and enhances the architectural heritage of its setting. Wayfinding in the public realm clearly and consistently aids navigation to key heritage sites and around the historic environment without unnecessary visual intrusion.

Page 266

04 https://www.torbay.gov.uk/media/12972/paignton-neighbourhood-plan.pdf

05 Torbay Council, Torbay Heritage Strategy 2021-2026, https://www.torbay.gov.uk/ council/policies/planning-policies/local-plan/ torbay-heritage-strategy/

ID	Objective	Measure of Success
MED02	The special character of Old Paignton Conservation Area is preserved and enhanced.	Design of new sea defences protects the Conservation Area from flooding while recognising its distinct character (see SEC04). Further loss of natural, local slate roofing is discouraged and its use is supported in new buildings and restoration works. Traffic in the Conservation Area is reduced.
MED03	The Bishop's Palace is appropriately managed.	No immediate risk of decay.
TRANSPORT05	The special characters of Roundham and Paignton Harbour and Torquay Harbour Conservation Areas area preserved and enhanced.	Traffic in the Conservation Areas is reduced. Further loss of historic features is discouraged. Walking and cycling in these areas is encouraged. Further loss of natural, local slate roofing is discouraged and its use is supported in new buildings and restoration works.
LIT01	Paignton Picture House is restored and converted to new use. It is well used by the community and is an anchor heritage site within a regenerated town centre.	Future use is agreed by all interested parties and a plan for conservation, conversion and ongoing management is in place. Paignton Picture House Trust is well managed and sufficiently resourced to deliver the management plan. Works are on schedule to achieve community access and use. Paignton Picture House is integrated into the programme of wider town centre regeneration.

1.6.3 Guidance

This Conservation Area Appraisal has been prepared in line with guidance published by Historic England, the government-appointed body for the management of the historic environment in England, particularly Conservation Area Appraisal, Designation and Management, (updated February 2019). Their guidance and publications are subject to periodic review and users are advised to check for the most up-to-date guidance.

1.7 English Riviera UNESCO Global Geopark

The Old Paignton Conservation Area is included within then English Riviera Geopark, a designation awarded by UNESCO to recognise areas of exceptional geological significance, which are managed with a holistic concept of protection, education and sustainable development.[06] Torbay was designated as a Geopark in 2007 on account of the international importance of 32 geo-sites spanning 400 million years. The designation recognises the contribution of Torbay to geological and archaeological sciences and the way that the local geology has shaped human history and endeavor across Torbay. From providing shelter to the earliest prehistoric people and animals in Kents Cavern near Torquay, to protecting Nelson's fleet from the prevailing winds and enabling the development of Brixham as a fishing port, the unique geology and landscape has influenced the history of the English Riviera.

The purpose of a Geopark is to explore, develop and celebrate the links between geological heritage and all other aspects of the area's natural, cultural and intangible heritage.

UNESCO Global Geopark status imposes no additional legislation from a planning perspective. However, the designated status of the Geopark is embedded within local planning policy. Torbay Council's working document, *English Riveria UNESCO Global Geopark: Briefing Document for Planning* explains the process for planning applications within or near Sites of Special Interest (SSSIs), Regionally Important Geological Sites (RIGS) and sites of potential geological interest (old quarries, cliff faces etc).

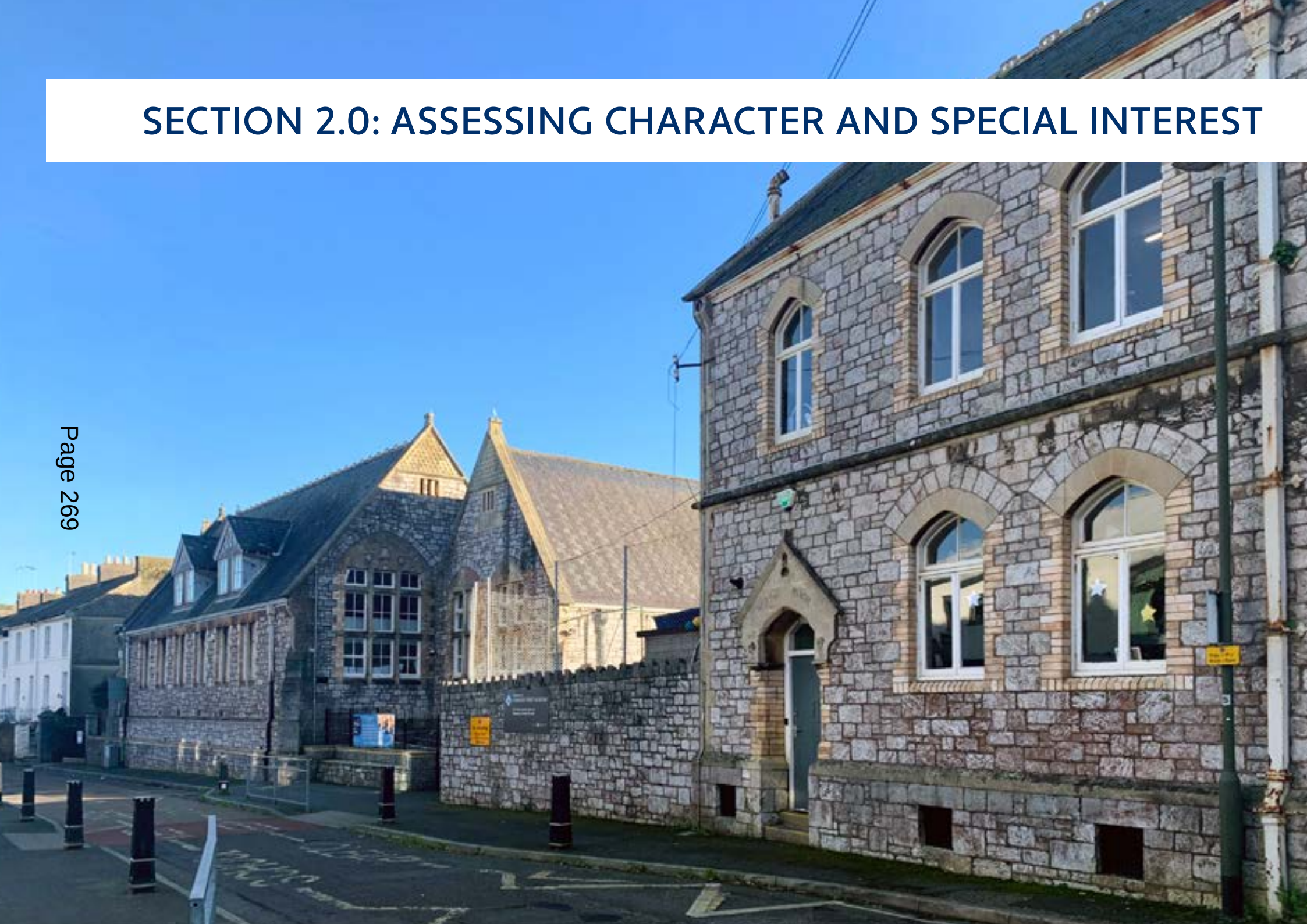


English Riviera UNESCO Global Geopark

unesco Global Geopark

06 https://unesco.org.uk/geoparks/

SECTION 2.0: ASSESSING CHARACTER AND SPECIAL INTEREST



Sections 2.1 and 2.2 provide a brief overview of the history of Old Paignton. A more detailed history, taken from the 2007 Conservation Area Appraisal, is provided in Appendix D.

2.1 Summary History

Early History: Archaeological remains have provided evidence of activity in the area around Paignton from the prehistoric and Roman periods, with remains from the Neolithic period found at Broadsands and Iron Age pottery discovered within Bishops' Palace. Paignton is understood to have become a permanent settlement in the late Saxon period named Paega's Tun, the farm or settlement (tun) of Paega (a Saxon farmer) and/or his people.

Medieval Paignton: A medieval settlement was formed around Bishops' Palace on Tower Street, which was the largest and most valuable of the nine manorial houses in the possession of the See of Exeter and was occupied by the Bishops of Exeter as a rural retreat up until the Reformation. Paignton was listed as 'Peintone' in the Doomsday Book in 1086 with 52 villagers and smallholdings, but with no parish church or houses recorded. The settlement was comprised of a market, a fishery, meadows, pastures, woodland and a salthouse, all of which was centred around the Winner Street and Church Street area.

Tudor Paignton: Paignton was recorded as having a small pier for boats in 1525, suggesting an established fishing trade within the area. Bishops' Palace was surrendered by John Vessey, the last medieval Bishop of Exeter in 1545 and transferred to Sir William Herbert, the first Earl of Pembroke, in 1557. Herbert included Paignton within his Pembroke Survey of 1567 which provides a detailed record of the manor and its tenants. Within this survey, Winner Street is called 'Wynerde Street', indicating there was a vineyard in this location and that this was a wine producing area.

Paignton in the 17th and 18th centuries: The Herbert family vacated the manor at Paignton during the English Civil War in the 1640s which created a period of destitution throughout the 17th and 18th centuries. There was increased poverty amongst the tenant farmers, with 18th-century chroniclers commenting that the land was overgrown and flooded with standing water, making it 'almost incapable of any improvement'. By the end of the 18th century there were approximately 1575 inhabitants of Paignton. Dwellings were constructed with mud walls and thatched roofs and were surrounded by large orchards.

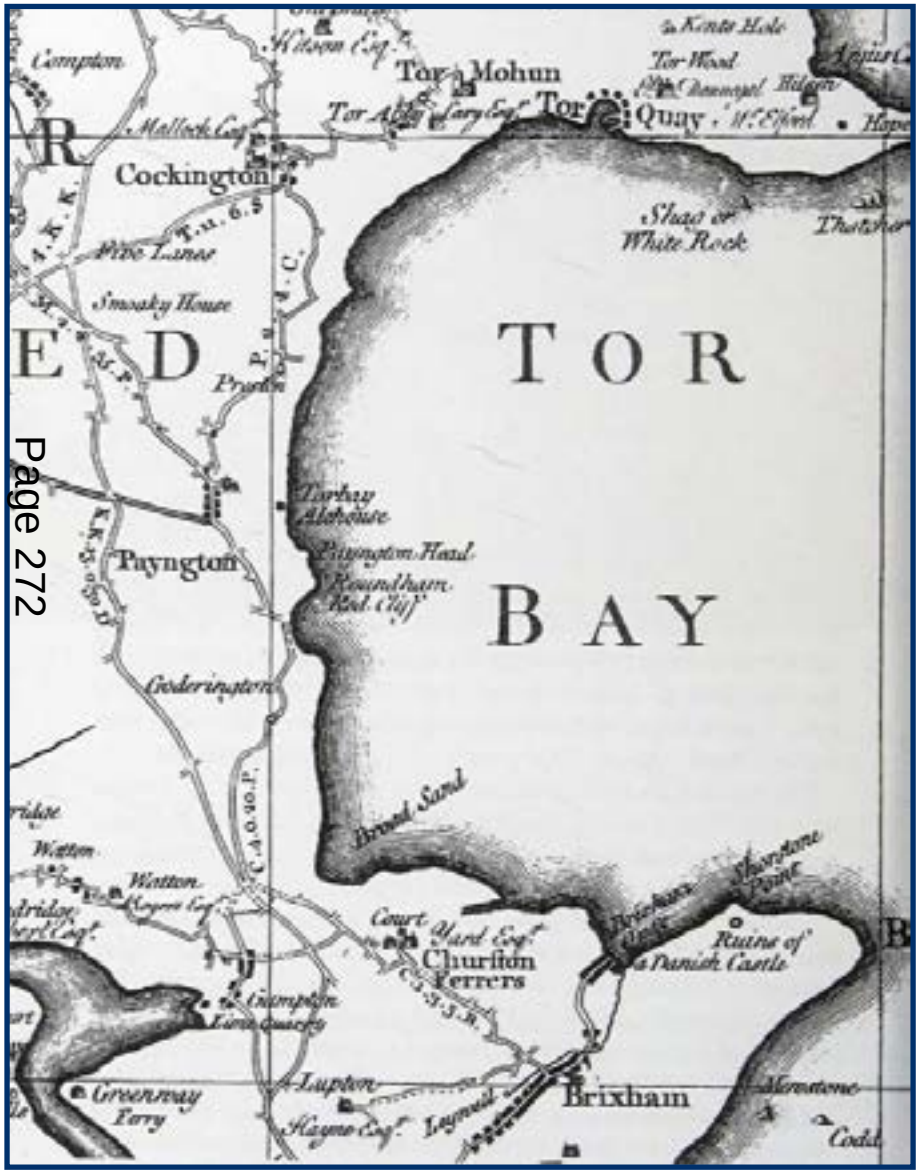
Early 19th Century: The slow revitalisation of Paignton began in the early 19th century with the naval and military presence within Torbay during the French Wars of this period. The provision of supplies to the army and navy based within Torquay and Brixham provided major economic activity for the formerly deprived area. Paignton was developed as a resort following the end of the wars, with Regency style cottages and villas constructed and shopping streets remodelled in the 1820s and 30s. The harbour was reconstructed in 1837 and the population increased by 60% between 1801 and 1841.

Late 19th Century: The Dartmouth and Torbay Railway extended to Paignton in 1859 which resulted in a second phase of development as the town was established as a seaside resort. Victorian terraces and detached and semi-detached villas were constructed between the new station and Winner Street. In 1879 Paignton Pier was constructed and the first performance of Gilbert and Sullivan's Pirates of Penzance

was staged at the Royal Bijou Theatre. Local architects George Soudon Bridgman and WG Couldrey designed much of the late Victorian housing developments throughout Paignton, which was completed by the 1890s, and created a cohesive sense of place.

20th Century: Smaller-scale development continued within Paignton into the early 20th century to provide infill housing as the town continued to be a popular seaside resort.

2.2 Illustrated History



Benjamin Donn 1765

Benjamin Donn's map of Torbay from 1765 illustrates Paignton as a small settlement in the centre of the bay. The town is shown as far inland, with a principal street parallel to the shoreline; this can be assumed to be Winner Street.

This map shows 'Torbay Alehouse' on the beach east of the historic town. This building is understood to be Torbay House, a Tudor inn which was only accessible from the sea or across the sand dunes until the mid-19th century.

The 1840s tithe map of Paignton shows a linear medieval settlement along Winner Street and Fisher Street, with a cluster of development around Church Street, Princes Street and Kirkham Street.

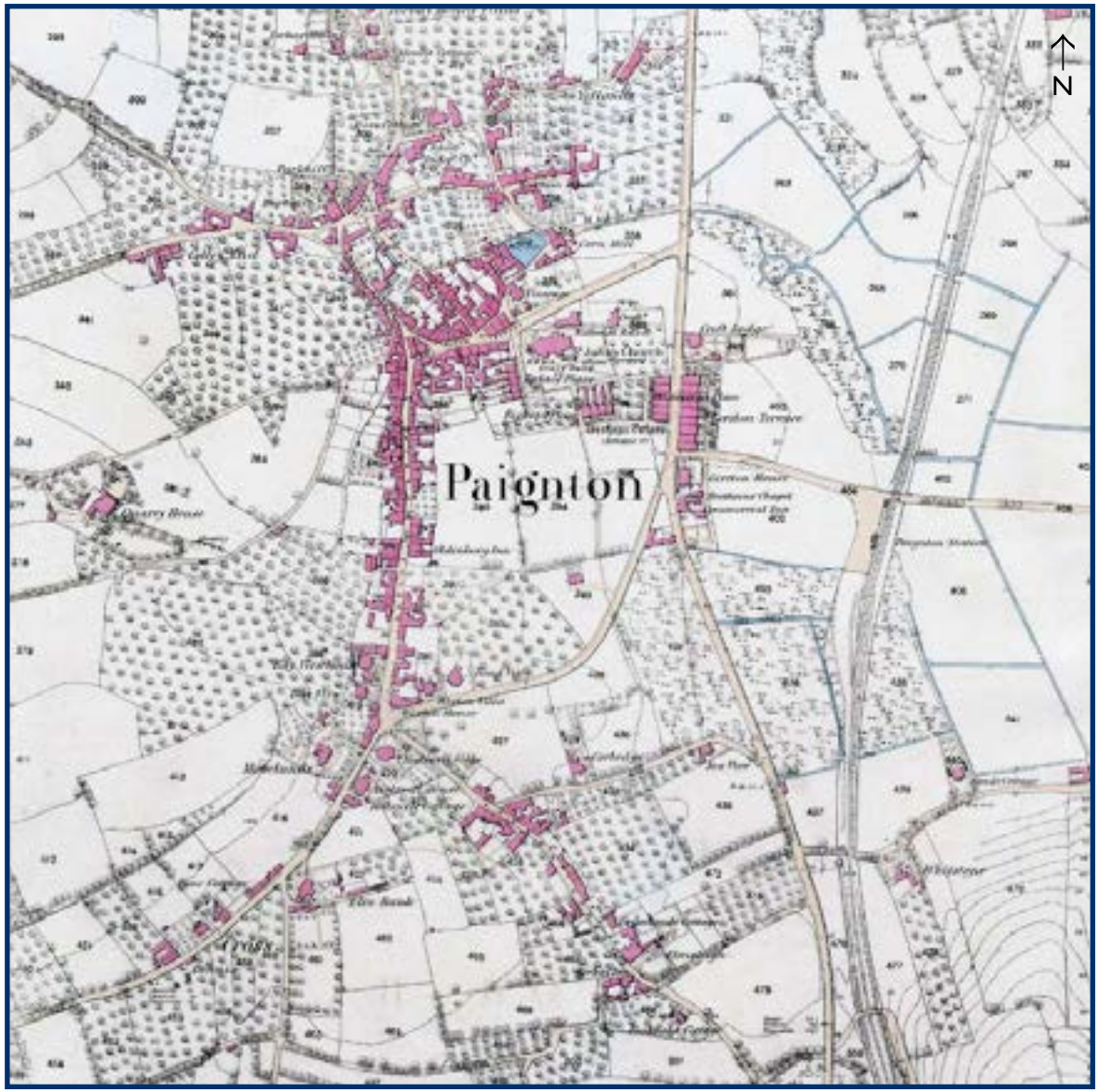
The tithe map provides an illuminating snapshot of Paignton prior to its largescale development into a resort town. Early-19th century housing is shown on the peripheries of the medieval town and the establishment of new connecting roads and turnpikes, such as Totnes Road and Dartmouth Road, indicate the expansion of the town in the following decades.



1840s Tithe map

The 1863 Devon County Map illustrates Paignton during the point at which the town began to rapidly develop into a Victorian seaside resort. The newly constructed trainline and associated station is shown intersecting the marshland between the historic town and Paignton beach; this area of land is also shown with a network of canals to drain the marshland. Small clusters of new development are shown to have been built, including terraces on Torquay Road and the first large villas on Totnes Road.

This map also shows the proliferation of orchards that surrounded the urban settlement that were used for growing apples for cider. The orchards were interspersed with the new housing developments which are shown with generously sized gardens.

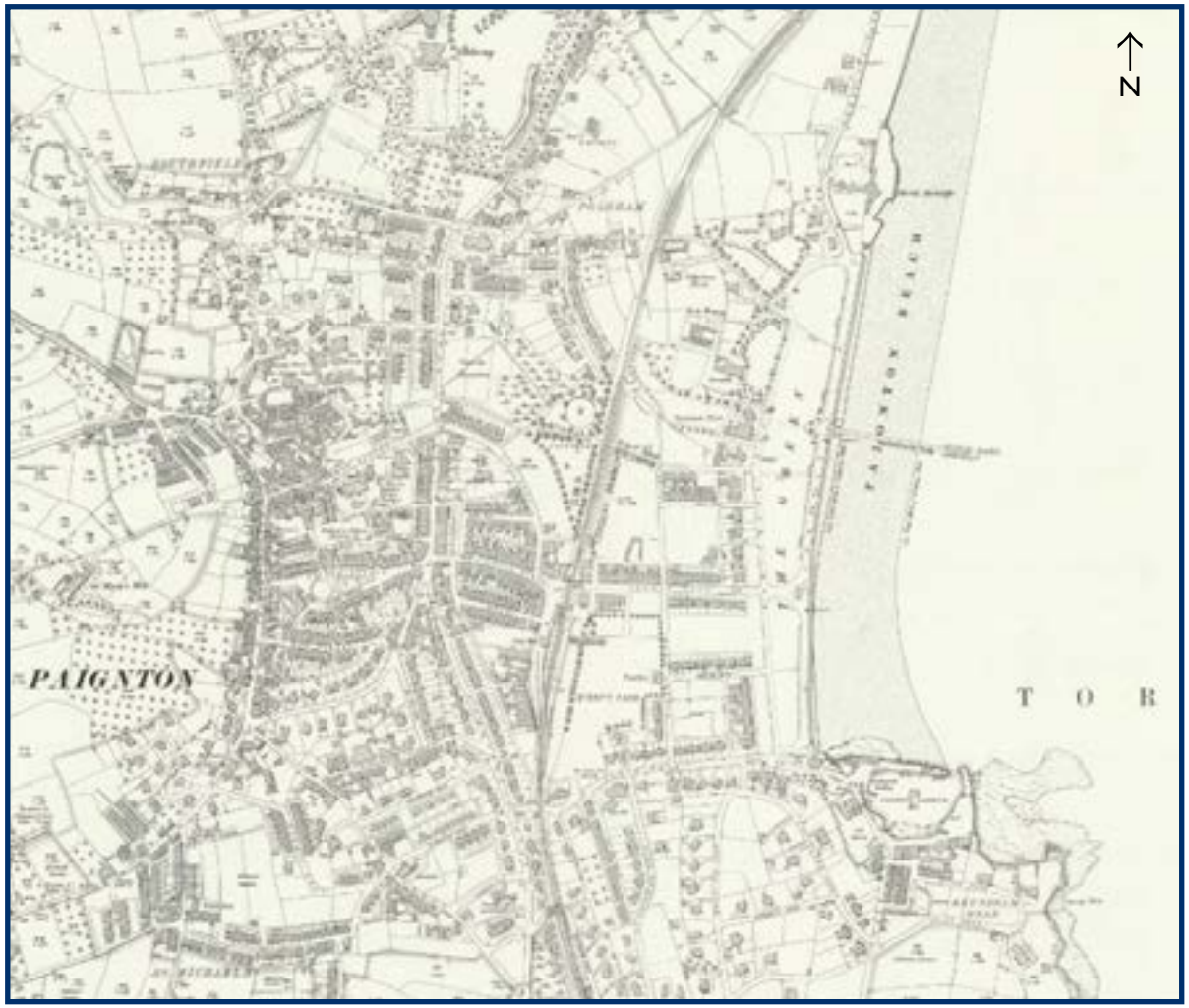


1863 Devon County Map

The 1904 Devon County Map records the extensive development of Paignton in the late 19th century as the town became established as a popular seaside resort. The area between Winner Street, Fisher Street and the trainline had been infilled with large villas and smaller terraced houses

All open agricultural land within the conservation area boundary that was illustrated in the 1863 county map had been infilled with residential housing by 1904. The only open spaces shown are the formal gardens at the centre of Palace Avenue.

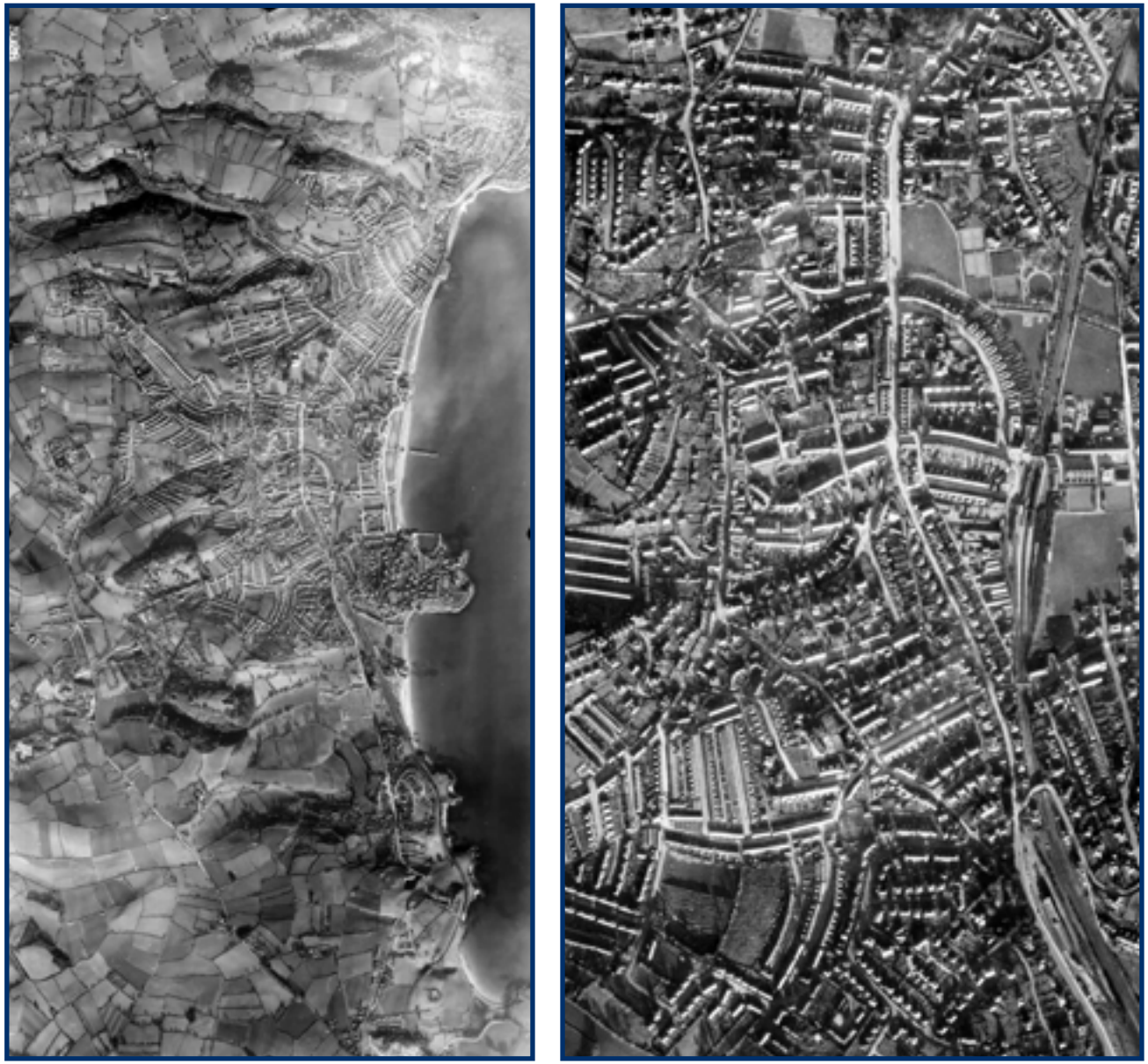
East of the trainline, the marshland down to Paignton beach had been drained and streets of terraced houses constructed, notably Torbay Road which lead directly to the sea. A pier, first constructed in 1879, is shown extending east to the sea with a connecting esplanade running along the length of Paignton beach.



1904 Devon County Map

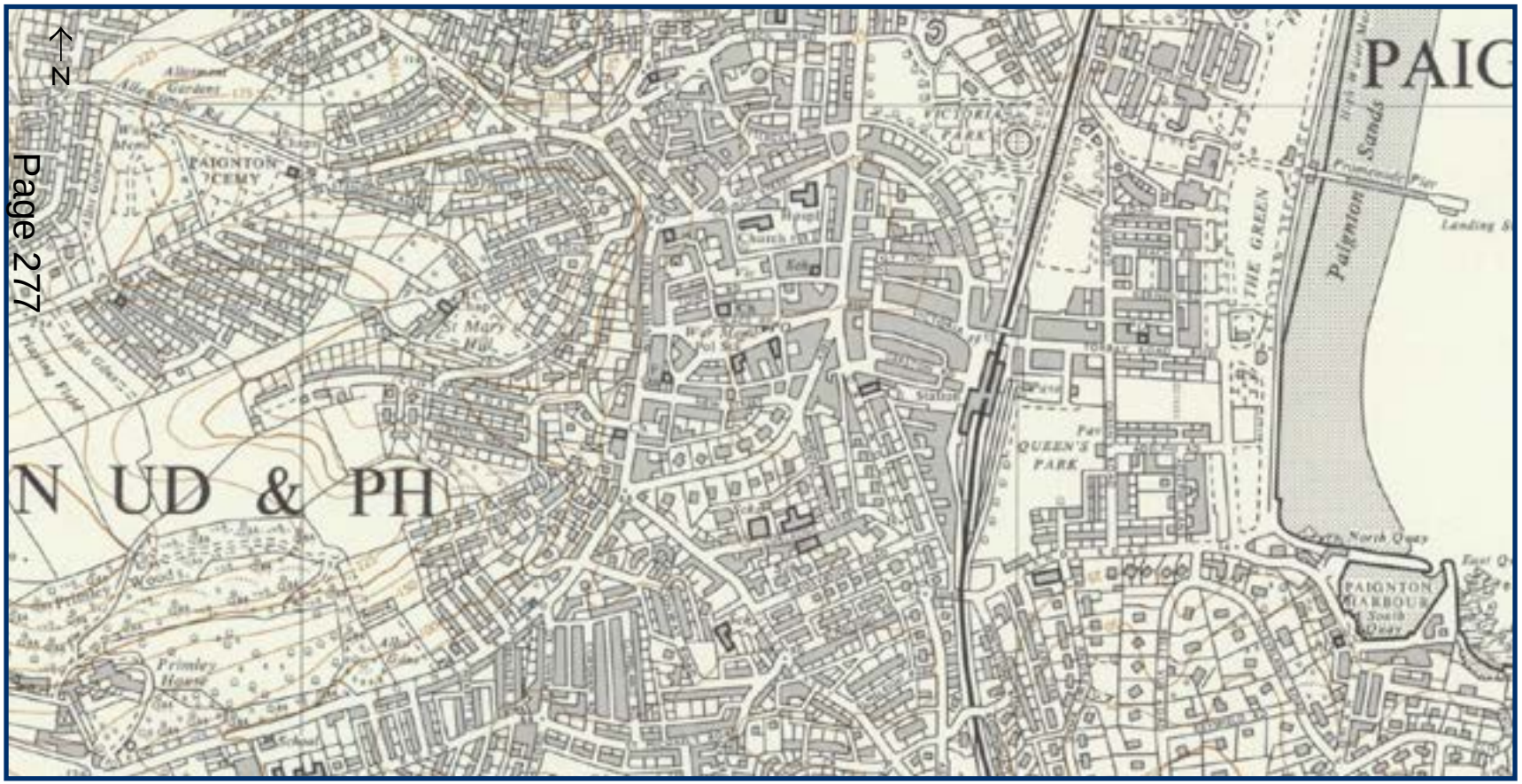
The 1944 aerial images of Paignton taken by the US Air Force during the Second World War show the town after the major phases of development in the 19th and early 20th centuries. The majority of land had been infilled with residential housing for holiday maker accommodation, and the only open space within the conservation area boundary was the garden at Palace Avenue.

More widely, the development of Torbay can be seen with housing constructed to the north of Paignton through Polsham towards Torquay, as well as to south to Roundham Head and Goodrington.



1944 US Air Force aerial photography of Paignton. (Historic England Archive, USAAF us_7ph_gp_loc147_v5028).

The 1951 Ordnance Survey records the development captured in the previous aerial photography from 1944. The remaining open space is shown to have been further infilled since the beginning of the 20th century, including the areas between the trainline and Paignton beach.



2.3 Architecture and Built Form

2.3.1 The Distinctive Character of Old Paignton

Paignton is characterised by its two distinct halves; the medieval historic core, and the 19th and 20th-century developments.

The historic core is focussed around the former Bishops' Palace and the adjacent Church of St John. As significant property of the Bishop of Exeter, the settlement developed around supporting the manor house and its extensive lands, which included vineyards and orchards to the north and west.

This historic importance makes this area of Paignton distinctive in its street layout; a principal, winding thoroughfare to the west with offshoots to the Church, Bishops' Palace and later residential areas. There is diversity in building size, proportion and style which is illustrative of the incremental development of the area over several hundreds of years.

The historic core of Paignton has a higher density of buildings with smaller plots; there are the remnants of some burgage plots in place along Winner Street. The prevalent material is the local red Breccia sandstone, although this has often been obscured by external renders and Georgian façades.

The 19th and 20th-century development of Paignton occurred after the arrival of the railway in the 1859 and generally infilled the areas of land between Winner Street and the railway line. This expansion was split between the provision of a town centre to the north with civic buildings, commercial premises and the open gardens of Palace Avenue and residential streets to the south. These areas are characteristically 19th-century in the design of the buildings, use of materials and layout of space and density in the street design.

Paignton's popularity as a seaside resort in the late 19th and early 20th centuries meant that development took place in larger phases than in the historic medieval portion of the town; entire streets or terraces of houses were built together in a single phase and by the same architects. This can be seen in streets such as Palace Avenue, Victoria Street and Elmsleigh Road.

As a result, Paignton has a dual character representing the medieval and late 19th to early 20th-century phases of development. This is illustrated in the size, typology and style of the buildings in each area and the materials used in their construction.

2.3.2 Architectural Styles and Typologies

Commercial and Hospitality Structures

Commercial and hospitality buildings are found in two distinct areas within the conservation area: along the principal medieval streets of Winner Street and Church Street, and in the late 19th-century town centre on Palace Avenue, Torquay Road, Totnes Road and Victoria Street. As a historic route through Paignton and around Torbay, traditionally styled historic shopfronts have been inserted into buildings along Winner Street and Church Street which were likely first built as houses. The commercial buildings in the planned 19th-century developments are more consistent in terms of size and scale which suggests that these buildings were designed to be mixed use with shop premises on the ground floor and residential housing above. Most shopfronts within the 19th-century town centre have been replaced with modern units.







Buildings along Church Street and Winner Street which have had shopfronts inserted into their ground floors. The detailing and quality of design varies between individual buildings, but some shopfront have been replaced with modern units.



The 19th-century mixed used terrace on the north side of Victoria Street, with regular bays and similar sized shopfront units on the ground floor.



Ground floor shop units with residential housing above on Palace Avenue.

Pubs, inns and hotels are also present within the conservation area as a subsection of this typology, indicating Paignton's historic development into a popular seaside resort in the late 19th century. Smaller, more modest pubs and inns are found along the historic thoroughfares of Winner Street and Fisher Street, whereas grander purpose-built 19th-century inns and hotels are found on Church Street, Torquay Road and Dartmouth Road. Some of these types of buildings are still in use as pubs, however others have either been adapted for other uses or are unoccupied.



The Torbay Inn on Fisher Street, still in use as an inn.



A listed former public house on Winner Street, modest in scale with indications of 18th and 19th-century adaptations and amendments.



The Coach House Inn on Church Street, a larger inn which has been adapted in the 19th century.



The former Victoria Hotel on Church Street, adapted for use as a Chinese restaurant.



The former Crown and Anchor public house, now unoccupied and in a poor state of repair. The road through the carriage-arch is a thoroughfare through to Tower Road named after the pub, Crown and Anchor Way.



Old Well House on Torquay Road, a purpose-built inn from the 19th century.



The Lime Tree on Dartmouth Road, a late 19th-century inn.

Civic buildings

The late 19th and early 20th-century expansion of Paignton is demonstrated with the construction of civic buildings, particularly in the Palace Avenue and Victoria Street area. These buildings are typical of this time period whilst also utilising local materials which makes them unique to Paignton.

Civic buildings of note include the Old Town Hall on Totnes Road, the Salvation Army Hall on Princes Street, and the former Post Office on Palace Avenue.

Bank buildings are prominent features of the conservation area, notably Lloyds Bank which sits as a landmark on the corner of Palace Avenue and Totnes Road. This building is constructed with local red sandstone but is articulated with yellow sandstone and grey granite blocks. It was built in a highly decorative late-Victorian style with moulded corbels and keystones to the windows, balustraded parapets with decorative urns, and a clock mounted to a pediment above the central entrance doorway.



The former Post Office on Palace Avenue.



The Salvation Army Hall on Princes Street.



Lloyds Bank on the corner of Palace Avenue and Totnes Road.

The Palace Theatre on Palace Avenue is also a key landmark building in Paignton. Originally constructed as a public hall in 1890 (as indicated by an inscription on the principal façade), the building was adapted into a theatre in the early 20th century. It is constructed in local red sandstone with yellow brushed brick quoins and sandstone dressings to the windows, gables and as coping stones.

Educational buildings are also distinctive within the streetscape in Paignton. The former School of Art and Science on Bishop's Place was built in 1908 and was designed in a 17th-century style and constructed in local red sandstone with semi-circular headed windows. The east elevation has sgraffito panels that illustrate Applied Design, Sculpture, Painting and Architecture.

Curledge Street Academy is comprised of the historic girls' and boys' school buildings as a part of the Board School, built in 1885 and 1895 respectively after relocating from Church Street. These are constructed in a Tudor-revival style typical of 19th-century National Schools with grey rubble limestone and Bathstone dressings, and large windows for maximum light into the schoolrooms.



The Palace Theatre on Palace Avenue, originally built as a public hall.



The former School of Art and Science on Bishop's Place.



The historic boys' school on Curledge Street built in 1885, now part of the Curledge Street Academy.



The historic girls' school on Curledge Street built in 1895, now part of the Curledge Street Academy.

Historic villas and semi-detached housing

High status residential housing in the areas of late 19th and early 20th-century development can be subdivided into two categories: substantial and mid-sized historic villas and semi-detached houses.

The substantial houses are found on Totnes Road, Dartmouth Road and Grosvenor Road and all sit within large plots of land which historically would have been gardens. Most of these large houses have been subdivided into flats or converted for other uses and therefore their surrounding gardens have been converted into carparking with hard landscaping. This has detrimentally impacted the setting of these buildings and the character of the wider conservation area.

These substantial houses have been designed in a diversity of styles with additional decorative features ranging from regular and ordered Georgian proportions to eclectic high Victorian with elaborate features to gabled Arts and Crafts houses with large bay windows. Some mid-sized villas have survived as single dwellings or have been converted into offices.



An early 19th-century house on Totnes Road, converted to use as offices by St John Ambulance



A mid-19th-century house on Totnes Read with corner turret and wrought iron balcony.



A substantial house on the corner of Totnes Road and Midvale Road with mock timber close studding to the gables and a distinctive timber porch, now converted into assisted living accommodation.



A late 19th-century house on Grosvenor Road, subdivided into flats.



A late 19th-century house on Dartmouth Road with elaborate decorative detailing to the window and door openings.



A mid-sized listed villa on Totnes Road at the junction with Fisher Street, with distinctive Gothic windows.



A mid-sized villa on Grosvenor Road which survives as a single dwelling.

Semi-detached housing is also interspersed in the late 19th and early 20th-century development areas, some of which is a similar size and scale to the detached historic villas. Typically, these buildings have two-storey bay windows and porches or canopies. Nineteenth-century examples range from simpler designs to highly decorative schemes with plasterwork and cornice detailing. Twentieth-century examples of this building type can be found towards the southern end of the conservation area on Elmsleigh Park and Dartmouth Road and have brick and plaster detailing to string courses and cornices.



Red brick semi-detached housing on Elmsleigh Park with bay windows, rendered first floors and pitched porches.



Twentieth-century semi-detached houses on Dartmouth Road.



Large semi-detached houses on Totnes Road of a similar size and scale to the neighbouring detached historic villas.



Semi-detached houses on Grosvenor Road with symmetrical canted bay windows.



A pair of semi-detached houses on Mabel Place with decorative plasterwork and cornicing.

Terraced housing

A key characteristic feature of Paignton is the prevalence of planned terraces. As groups of buildings, they are striking within the streetscape and have a high survival of historic features despite the loss of historic windows with replacement uPVC units. These terraces occur predominantly in the areas of late 19th-century expansion and development but there are also instances of terraces which infill areas in the medieval areas of Paignton such as Fisher Street and off Well Street.

There is a wide range of architectural style, scale and external finishes to the domestic terraces across the conservation area. Generally, individual houses within terraces are modest in scale however there are examples of larger dwellings within these groups, such as on Grosvenor Road.

Short and medium length terraces are symmetrical in design, typically with projecting bays or features such as canted bay windows denoting the end properties. Long terraces, some of which occupy an entire street such as Gerston Road, are made up of regular bays and matching detailing. Terraces are either externally rendered and in some cases are painted in a variety of colours, or have exposed brick with detailing in contrasting coloured brick or ashlar stone.



A short symmetrical terrace on Elmsleigh Road with exposed red brick, yellow brick articulation, and canted bay windows to the end houses.





Two terraces which face each other on New Street. These differ in architectural style and level of decorative detailing



The exposed yellow brick terraces on Gerston Road. The entire street is lined on either side with houses in matching style and scale.



An example of a symmetrical infill terrace on Fisher Street.



Larger dwellings within a terrace on Grosvenor Road.

The area between Well Street, Church Street and Kirkham Street was infilled with terraced housing in the 19th century in an area which is understood to have historically been orchards in the possession of the Bishops' Palace estate. These terraces, along Princes Street, Millbrook Road and Brent Road, are more modest in scale than other examples of this typology in the southern portion of the conservation area; they are smaller in scale, have limited architectural detailing and all face directly onto narrow single-carriage roads. Individually the houses have little special interest, however as a group they have a cohesive aesthetic and distinctive sense of place. The street pattern in this area of Paignton contributes strongly to the historic character of this part of the conservation area for the density of the housing, the scale of each individual dwelling and the narrow meandering of the road layout.



The historic terraces on Princes Street.



Brent Road, where the density of the housing means the street is too narrow for cars.



The historic terraces on Millbrook Road.

Churches and Chapels

The Church of St John the Baptist is a focal point of the medieval core of Old Paignton. Constructed in the 12th century and with subsequent alterations and adaptations in the 13th, 14th, 15th, 19th and 20th centuries, St John's is constructed in the local red Breccia sandstone with Bathstone dressings and is one of the largest surviving medieval churches in Devon.



The tower of the Church of St John the Baptist as seen from Church Street.

There are several examples of non-conformist chapels across the conservation area, illustrating the diversity of the religious practices of residents and visitors to Paignton in the 19th and 20th centuries. The Palace Avenue Methodist Church, the United Reform Church on Dartmouth Road and the Paignton Baptist Church on Winner Street are all designed in the late 19th-century Gothic Revival Style and each utilise local red rubble sandstone for exterior walls and decorative articulation, with additional Bathstone dressings. The Bible Christian Chapel on Southfield Road is one of the earliest non-conformist chapels in Devon, constructed in 1823 with an additional caretaker's house added in 1830. This chapel has distinctive Y-tracery Gothic windows with leaded stained glass.



The Palace Avenue Methodist Church, constructed in local red rubble sandstone and in a Gothic Revival style.



The United Reform Church on Dartmouth Road with attached Sunday School to the north. These buildings have been constructed in grey limestone with decorative articulations in Bathstone and red sandstone.



The Bible Christian Chapel on Southfield Road, one of the earliest non-conformist chapels in Devon. This chapel has distinctive Gothic Y-tracery stained glass windows to the north, west and south elevations.

Other non-conformist places of worship are also evident in Paignton and have been built in styles other than Gothic Revival. Historic mapping shows a chapel on the junction of Colley End Road and Winner Street as early as the 1840s. This chapel, built for a Baptist congregation, has been converted into flats. It has been built in a simple neo-classical style with three large semi-circular headed windows and a side porch to the left. The Catholic Church of the Sacred Heart and Thérèse of the Child Jesus on Cecil Road was constructed in 1931 in a Romanesque style, with a large tower. This church is distinctive within Paignton for this architectural style and the use of red brick.



The former Baptist chapel on Colley End Road in a simple neo-classical style.



The Catholic Church of the Sacred Heart and Thérèse of the Child Jesus on Cecil Road in a Romanesque style and constructed in red brick.

Light industrial buildings

Individual examples of light industrial buildings can be found across Old Paignton, but these are restricted to the historic medieval areas in the northern half of the conservation area. These buildings are predominantly warehouses but also include former brewery buildings. This type of building is almost exclusively constructed in the local red sandstone and has a higher solid-to-void ratio than the surrounding residential and commercial buildings due to the larger scale of the industrial buildings and their smaller sized windows. All of the buildings within this typology in the Old Paignton Conservation Area have been converted into residential housing, however external scarring indicates larger openings for vehicles on the ground floor or for hoists for storing goods on upper floors and illustrates the former use of these structures.



Former brewery buildings on Princes Street, as seen from Church Street, now used as housing.



A former listed warehouse named Effords on Southfield Road.



A former warehouse associated with the brewery on Princes Street.



Former warehouses on Well Street, now used as housing.



Former warehouses on Well Street, now used as housing.



A former listed warehouse on Kirkham Street, later used as a mechanics garage and now unoccupied.



A former warehouse on Bishop's Place with ground floor rear access and a partially infilled opening to the centre of the first floor.

2.3.3 Distinctive Materials and Features of Interest

Common local materials used across the conservation area include:

Render or stucco

Render and stucco is the predominant external treatment to façades within the conservation area. There is an even distribution of rendered buildings across the medieval and 19th-century developments and render is a treatment used for both residential and commercial buildings.

Brick

Brick is a common building material for both residential and commercial properties, typically terraced houses and shops. The use of brick is concentrated to the areas of late 19th-century development, in particular Palace Avenue and Victoria Street. Terraced residential properties such as those of Gerston Road and Tower Street have openings articulated in contrasting brick colours. The use of brick within historic groups and terraces has a striking effect and positively contributes to the 19th-century character of the conservation area.

Exposed red rubble Breccia sandstone

Local red rubble Breccia sandstone is used in large landmark buildings, substantial retaining walls and in buildings around the historic medieval core, generally the northern half of the Old Paignton Conservation Area. This local stone is used in a diverse range of buildings including ecclesiastical buildings, recreational buildings, industrial warehouses, and the rear elevations of residential houses. The colour and texture of the stone is distinct from the render and brick of the majority of the buildings in the conservation area, so its use is notable where it does occur.

Slate

The majority of roofs in the conservation area are covered with natural slate, or artificial slate replacements. As a local traditional material used across the Torbay area, the use of slate positively contributes to the character and appearance of the conservation area.

Clay tiles

There are individual instances of the use of clay tiles as roof coverings across the conservation area. These vary in form from plain tiles to pantiles and double Roman tiles. Some roofs have had either slate or clay tiles replaced with concrete tiles.

Thatch

There are notable instances of the use of thatch as a roof covering to individual timber framed listed buildings traditionally constructed with cob walls in the medieval portions of Old Paignton. These are on Eaton Place, Fisher Street, Sunbury Road and Kirkham Street.

Windows

There has been widespread replacement of traditional timber sash units with uPVC across the conservation area, although there are many instances where traditional timber units have survived. Where pastiche replacements have been made in uPVC, these are conspicuous by their disproportionately thick frames and false glazing bars.

Doors

Doors are a mixture of panelled/glazed timber and modern glazed and uPVC replacements.

Shopfronts

Historic shopfronts are prevalent throughout the conservation area, particularly on Winner Street and Church Street. However, there are also many examples of unsympathetic modern shopfronts in the commercial areas, particularly on Palace Avenue and Victoria Street. Historic shopfronts tend to incorporate a stallriser (a platform below the shop window), glazing articulated by mullions and transoms (horizontal and vertical glazing bars) and a fascia which advertises the name of the business. The fascia may be flanked by corbels at either end and may sit under a projecting moulded cornice. Traditional shopfronts follow the proportions established by the host building; fascias in terraced buildings generally respect party wall divisions and are situated well below first-floor window cills so upper windows are not obscured.

Common decorative features include:

- Decorative ridge tiles
- Decorative finials to dormers of terraces
- Moulded cornices and window and door surrounds to late 19th and early 20th-century terraces
- Red and yellow brick or limestone dressings to exposed masonry
- Barge boards to later 19th and early 20th-century terraced houses

2.3.4 Urban Grain, Configuration and Direction of Movement

The principal thoroughfares through Paignton, Torquay Road and Dartmouth Road, follow the north-south axis around the bay area, north to Torquay and south to Goodrington and Brixham. Subsidiary roads, such as Colley End Road and Totnes Road, branch west inland off these roads towards Totnes. Secondary streets connect the principal thoroughfares and are primarily residential or lead east to the Esplanade and Paignton Beach.

Winner Street is the historic route through Paignton and extends south down to Fisher Street. Medieval burgage plots are still distinguishable along these streets and within the northern end of the conservation area, and the density and close proximity of buildings is distinctive in character.

Later housing developments to the southern half of the conservation area contrast this historic form; from early 19th-century villas in large plots with surrounding gardens to late 19th-century Victorian terraces and early 20th-century semi-detached houses. These streets, including Grosvenor Road, Elmsleigh Road, Elmsleigh Park, The Riviera, Totnes Road, and Dartmouth Road, have wider roads with the houses set back for front gardens with rear access tracks and alleyways.

Paignton's medieval form has been preserved within the winding thoroughfares of Winner Street and Fisher Street that connected the historic settlement to Torquay in the north and Brixham in the south. This route is shown as the principal road on historic maps of the town.

2.4 Setting and Key Views

There are several types of views which contribute to and enhance the special interest of Old Paignton and situate the conservation area within its wider setting. The Old Paignton Conservation Area is a built-up area and as such there are no wide vistas or panoramic views. Notably, due to the topography of the surrounding land and the position of the medieval historic core, there are no views of the sea from within the conservation area boundary.

An indicative selection of these key view types are provided to illustrate the views analysis, and can be cross-referenced with the accompanying plan. The selection of views shown here is not exhaustive, but includes the most notable examples.

2.4.1 Views of Winner Street and Church Street (Views 1-7)

These views are of the medieval street that travels south along the western side of the conservation area and demonstrate the density of the built environment of the historic core of Old Paignton. Winner Street gently ascends to the north to facilitate the topography of the area. The street varies in widths between the two sides, giving the street its distinctive character. The intersection of Winner Street and Church Street creates a wide, open space with larger inn buildings and historic shopfronts, indicating the former status of these two streets as the historic centre of Paignton.

2.4.2 Views of Historic Street Patterns in the Historic Core (Views 8-11)

The north portion of the conservation area is characterised by the historic terraces of houses and the interaction of subsidiary streets to Winner Street and Church Street. Glimpsed views along these residential streets illustrate the infilling of plots of land, formerly the orchards of the medieval Bishops' Palace, into 19th-century housing. The topography of the area is also demonstrated in these views, particularly the lower-lying bowl beneath Church Street. The narrow, alleyway type streets, particularly Kirkham Street, emphasise the historic characteristics of this section of the conservation area.

2.4.3 Views of Bishop's Palace and Coverdale Tower (Views 12-17)

The medieval Bishops' Palace and Coverdale Tower are key landmarks within the conservation area. Due to the built-up nature of the historic town and the 19th-century developments, there are limited views of these structures unless immediately adjacent to them on Tower Road, Church Path and Palace Place. There are glimpsed views of Coverdale Tower from Coverdale Road and Bishops' Place.

2.4.4 Views of the Church of St John the Baptist (Views 18-20)

As with the Bishops' Palace and Coverdale Tower, views of St John's Church are limited within the conservation area due to the density of buildings and mature trees that surround it. These views are restricted to the streets immediately adjacent to the Church and there are no long-distance views from within the conservation area.

2.4.5 Views of late 19th-Century Town Centre Streetscape (Views 21-28)

The late 19th-century development of Paignton between the newly opened station and the medieval historic core transformed the character and appearance of the town. Key views within this area are streetscape and group views of collections of landmark 19th-century buildings.

These include the primary commercial street, Victoria Street, and the approach specifically from the east where visitors would arrive in Paignton. The route through Victoria Street and towards Palace Avenue is a key thoroughfare which is emphasised by the aspect and relationship of the buildings to one another along Victoria Street and Palace Avenue.

There is a distinctive use of materials and uniformity of design, scale and use of the buildings. Despite most shopfronts being modern in construction and materials, there is a high rate of survival of architectural features above the shops which strongly contributes to the historic character of the conservation area.

Views of the open green space of Palace Avenue gardens are also distinct within this section of the conservation area. These views are principally from the east and west on the approach to Palace Avenue.

2.4.6 Views of Central Residential Areas (Views 29-32)

The central inner suburb residential areas are characterised by late 19th and early 20th-century housing, predominantly large villas and short terraces. Views between streets are glimpsed whilst travelling along Dartmouth Road and Fisher Street into the inner suburb area.

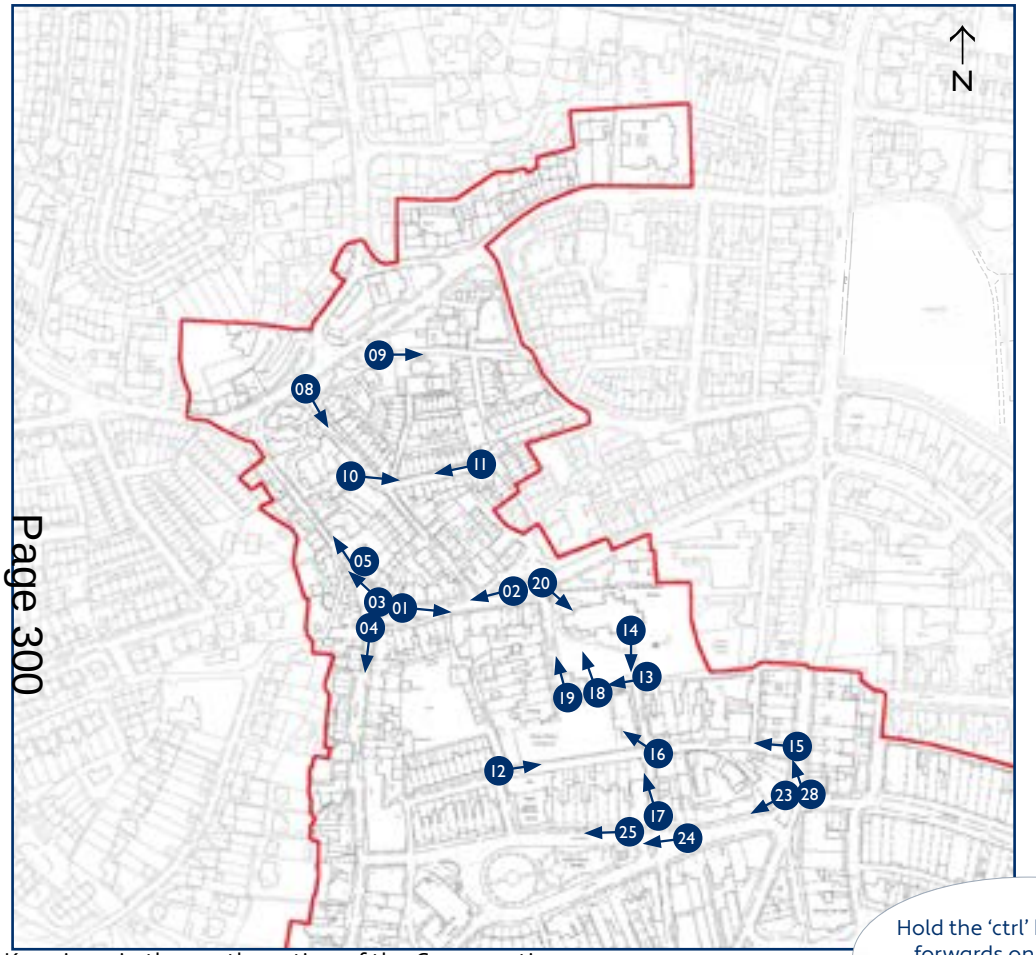
These views allow for an appreciation of the diversity of architectural styles and each street's distinct historic character. This is particularly felt along Curledge Street with its historic school buildings and series of terraced houses.

2.4.7 Views of Totnes Road and Dartmouth Road (Views 33-37)

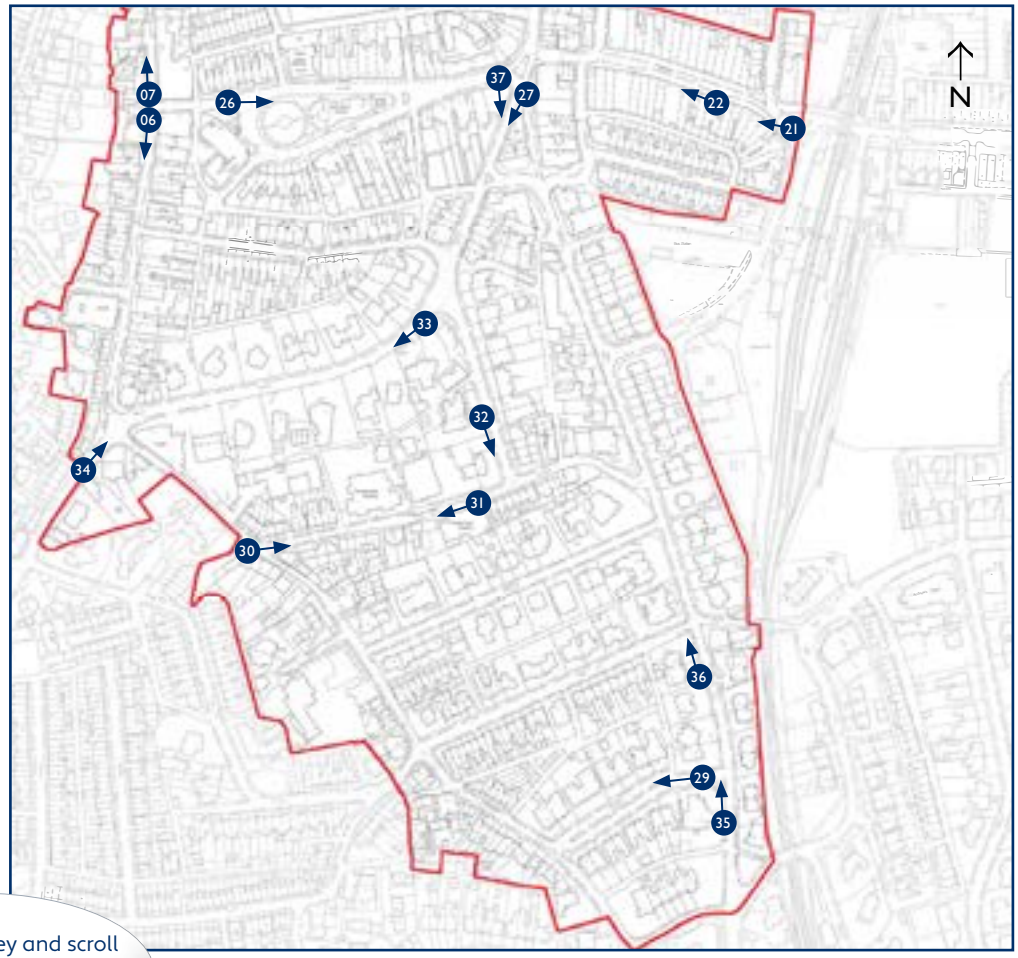
Totnes Road and Dartmouth Road are characterised by large detached and semi-detached villas and wide roads which act as principal routes through Paignton.

Totnes Road is an early 19th-century development and views both east and west along it are indicative of their historic character. Mature trees and hedging soften the streetscape and give visual interest to the main route through the conservation area.

Dartmouth Road affords views north across Paignton and towards the north of the town which sits on a steep hill overlooking the sea. St John's Church is visible in view 36 from midway along Dartmouth Road surrounded by 19th and 20th-century development.



Key views in the north section of the Conservation Area. Base plan Torbay PMSA © Crown copyright and database rights 2024 OS AC0000849978



Key views in the south section of the Conservation Area. Base plan Torbay PMSA © Crown copyright and database rights 2024 OS AC0000849978

Hold the 'ctrl' key and scroll forwards on a mouse to view the map in more detail.



View 1: Church Street, looking east.



View 2: Church Street, looking west.



View 3: The intersection of Winner Street and Church Street, looking north.



View 4: The intersection of Winner Street and Church Street, looking south.



View 5: Winner Street, looking north towards Coley End Road.



View 7: Winner Street, looking north.



View 9: Kirkham Street, looking east.



View 11: Princes Street, looking west towards the higher topography of the cliffside.



View 6: Winner Street, looking south.



View 8: Well Street, looking south-east.



View 10: Well Street, looking east at the junction with Brent Road and Princes Street.



View 12: Tower Road, looking east.



View 13: Church Path, looking west.



View 14: The churchyard of St John's Church, looking south.



View 15: View from Torquay Road looking west down Bishop's Place.



View 16: The corner of Tower Road and Church Path, looking north-west.



View 17: Coverdale Road, looking north.



View 18: Church of St John the Baptist as seen from Church Path, looking north.



View 19: Palace Place, looking north



View 20: The tower of St John the Baptist Church as seen from the corner of Palace Place and Church Street.



View 21: The junction of Hyde Road into Station Square at the east end of Victoria Street, looking west.



View 22: Victoria Street, looking west.



View 23: The junction of Torquay Road and Palace Avenue, looking west.



View 24: Palace Avenue, looking west.



View 25: The north side of Palace Avenue, looking west.



View 26: The north side of Palace Avenue, looking east.



View 27: The junction of Torquay Road, Palace Avenue and Totnes Road, looking south.



View 28: Torquay Road, looking north.



View 29: Elmsleigh Park, looking west.



View 30: The junction of Curledge Street and Fisher Street, looking east.



View 31: Curledge Street, looking west.



View 32: Midvale Road, looking south towards Curledge Street.



View 33: Totnes Road, looking south-east.



View 34: Totnes Road, looking north-east.



View 35: Dartmouth Road, looking north.



View 36: Dartmouth Road at the junction with Elmsleigh Road and Sands Road, looking north.



View 37: The junction of Totnes Road and Dartmouth Road, looking south.

2.5 Public Realm

The public realm encompasses all the spaces and features which are accessible to the public and help bring together a sense of place as a whole.

Streetlighting generally comprises utilitarian modern streetlamps, with traditionally-styled lanterns around the open green space of Palace Avenue and along Victoria Street.

Street furniture, such as traditionally-styled benches, is concentrated within Victoria Street and Palace Avenue as the principal commercial and open green spaces within the conservation area. Bollards are found across the conservation area and are styled on Coverdale Tower at the Bishop's Palace creating a distinctive sense of place and connection to a significant surviving medieval monument.



Street furniture on Victoria Street


Bollards on Curledge Street, designed to emulate Coverdale Tower at the Bishop's Palace.

Most surfaces throughout the conservation area have been replaced with tarmac or modern pavers, however there are localised areas where historic surface treatments have survived. Cream coloured pavers can be found around Palace Avenue, notably in the forecourt of the Methodist Church, in addition to the flight of steps between Church Street and Princes Street.

Some historic kerbstones have survived in places with replacement pavement slabs and cobblestones. Individual instances of historic cobblestones are also still in situ, such as outside Eaton Place. Where these historic finishes are visible, they contribute to the historic and aesthetic interest of the conservation area.



The cream pavers in situ in the forecourt of the Palace Avenue Methodist Church.



The cream pavers to the steps between Church Street and Princes Street.



Surviving historic kerbstones on Palace Avenue, with replacement modern slabs to the pavement and tarmacked road.



The historic cobblestones in place outside of Eaton Place.

A series of cast iron decorative columns supporting a canopy outside of the former department store on Palace Avenue and positively contribute to the historic character of the conservation area. These columns are emulated on other canopied buildings outside of the conservation area boundary on Torbay Road on the approach to the Esplanade.

Street name plates are generally discreet and are a mixture of modern and traditional in style. Traditional name plates, either in metal or tile or painted onto masonry, are in keeping with the character of the conservation area and the wider historic aesthetic of Torbay.



The cast iron columns of the former department store on Palace Avenue.



Painted name plate to Princes Street.



Tile name plate to Eaton Place.



Metal name plate to Palace Avenue.

Boundary treatments are variable. A notable proportion of the buildings in the historic core and Fisher Street front directly onto the public highway. This negates the need for boundary treatments in these areas. Conversely, many of the 19th and 20th-century terraces across the conservation area are set back from the street – most behind low masonry boundary walls, some of which are topped with modern styled blockwork, and hedging. Gate piers are a common feature both in terraces and historically higher status villas. Some terraces are also raised off the pavement, reached by flights of steps.



An example of the residential boundary treatments within the late 19th and early 20th-century inner suburb character area, as found on Elmsleigh Road.

An important feature of the conservation area are the boundary walls built with local red Breccia sandstone, which can reach considerable heights in some areas. Many of these are retaining walls, which illustrate how local topography has shaped development across the town. Many of these walls have been adapted and enlarged over time.



Boundary wall constructed in rubble stone to Elmsleigh Park.



An adapted boundary wall to Tower House School on Fisher Street.



A mid-20th-century low boundary wall on Mabel Place.



Historic red Breccia sandstone rubble boundary walls with likely medieval origins on Kirkham Street.

2.6 Open Spaces and Trees

Due to the proliferation of development that took place in Paignton in the 19th and early 20th centuries, there is limited open space within the conservation area.

This primarily includes the central area of Palace Avenue, a planned formal garden constructed in the late 19th century with the development of the surrounding street. This garden today has a hedgerow boundary lined with trees, encompassing managed lawns. These areas are intersected with tarmac paths and flowerbeds and benches are interspersed throughout the garden. A mature tree occupies the eastern end of the open space, beneath which the Paignton War Memorial has been erected.

The churchyard of St John the Baptist Church is also a key open green space; situated between Church St and Palace Place, the churchyard is bounded by red sandstone walls and is lined with large mature trees throughout. The trees, along with the surrounding buildings, largely obscure the Church and the churchyard therefore is a contrasting open space within the dense urban character of the surrounding area.

Trees are found across the conservation area lining the public boundary of properties along principal roads such as Totnes Road and Dartmouth Road. Secondary residential roads such as Elmsleigh Park and Colley End Road have small areas of grass with accompanying trees and vegetation which soften the streetscape. The pedestrianised Victoria Street in the town centre is interspersed with large mature trees which differentiates the street from surrounding vehicular thoroughfares and adds interest to the streetscape.



Palace Avenue gardens, looking west.



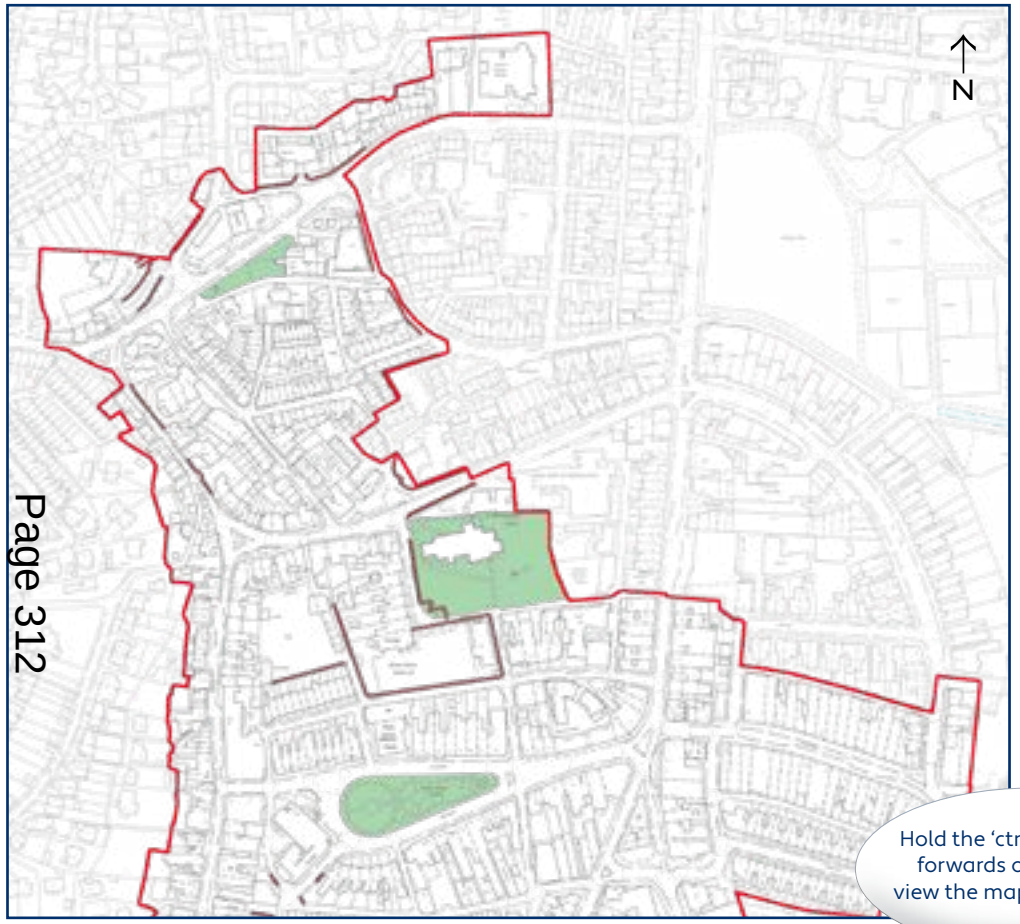
Palace Avenue gardens, looking north-east.



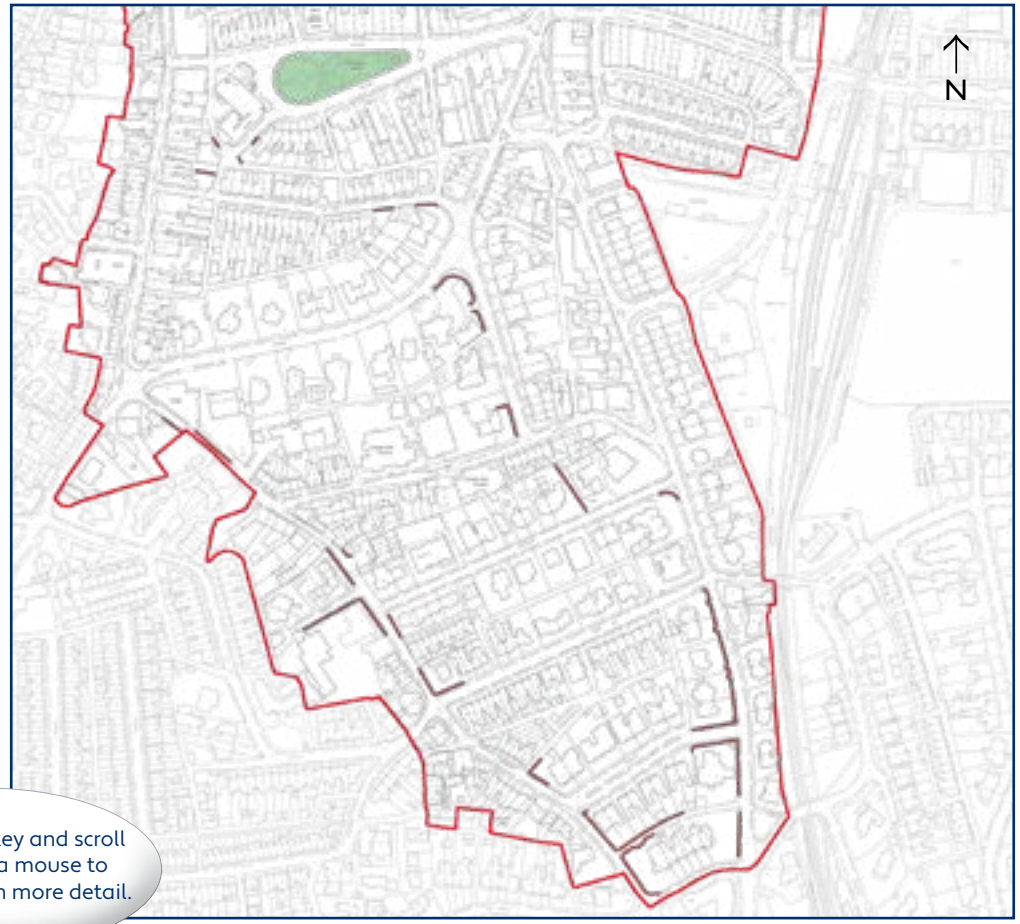
The churchyard of St John the Baptist Church, looking south-east with Coverdale Tower visible.



The churchyard of St John the Baptist Church, looking west.



Open spaces and important walls in the north section of the conservation area. Base plan Torbay PMSA © Crown copyright and database rights 2024 OS AC0000849978



Open spaces and important walls in the south section of the conservation area. Base plan Torbay PMSA © Crown copyright and database rights 2024 OS AC0000849978

Hold the 'ctrl' key and scroll forwards on a mouse to view the map in more detail.

OPEN SPACES AND IMPORTANT WALLS

- Open Spaces
- Prominent Walls
- 2025 Conservation Area Boundary

This plan is not to scale

2.7 Geology and Topography

Paignton, including the Old Paignton Conservation Area, has a bedrock geology of Breccia and red sandstone from the Permian period. The flatter former marshland that approaches the shoreline to the east of the conservation area has clay, sand and gravel sedimentary superficial deposits from the Quaternary period.

The historic settlement from late Saxon times, located in the present-day Winner Street and Church Street area, was located at the foot of the breccia slopes where they gave way to level ground that ran towards the sea. Today, the shoreline is over half a mile from the former historic centre of the town, Winner Street. The sandy marshland that lay between the historic settlement and sea was enclosed and drained from the mid-18th century onwards and is now the location of extensive 19th-century developments. The topography of the steep hill is still visible as a westerly slope between Winner Street and Winner Hill Road. The separation of the town from the beach is further emphasised by the location of the railway line with runs along the east Esplanade south to Brixham.

2.8 Archaeological Potential

Archaeological evidence has been discovered suggesting the early presence of humans to the south of Paignton in Goodrington dating from the prehistoric and Roman periods. Neolithic remains have also been found further south at Broadsands beach between Paignton and Brixham.

As a well-recorded medieval settlement, there is archaeological potential in the historic core of Paignton, specifically around Winner Street, Fisher Street, and the area between Church Street and Colley End Road/ Cecil Road.

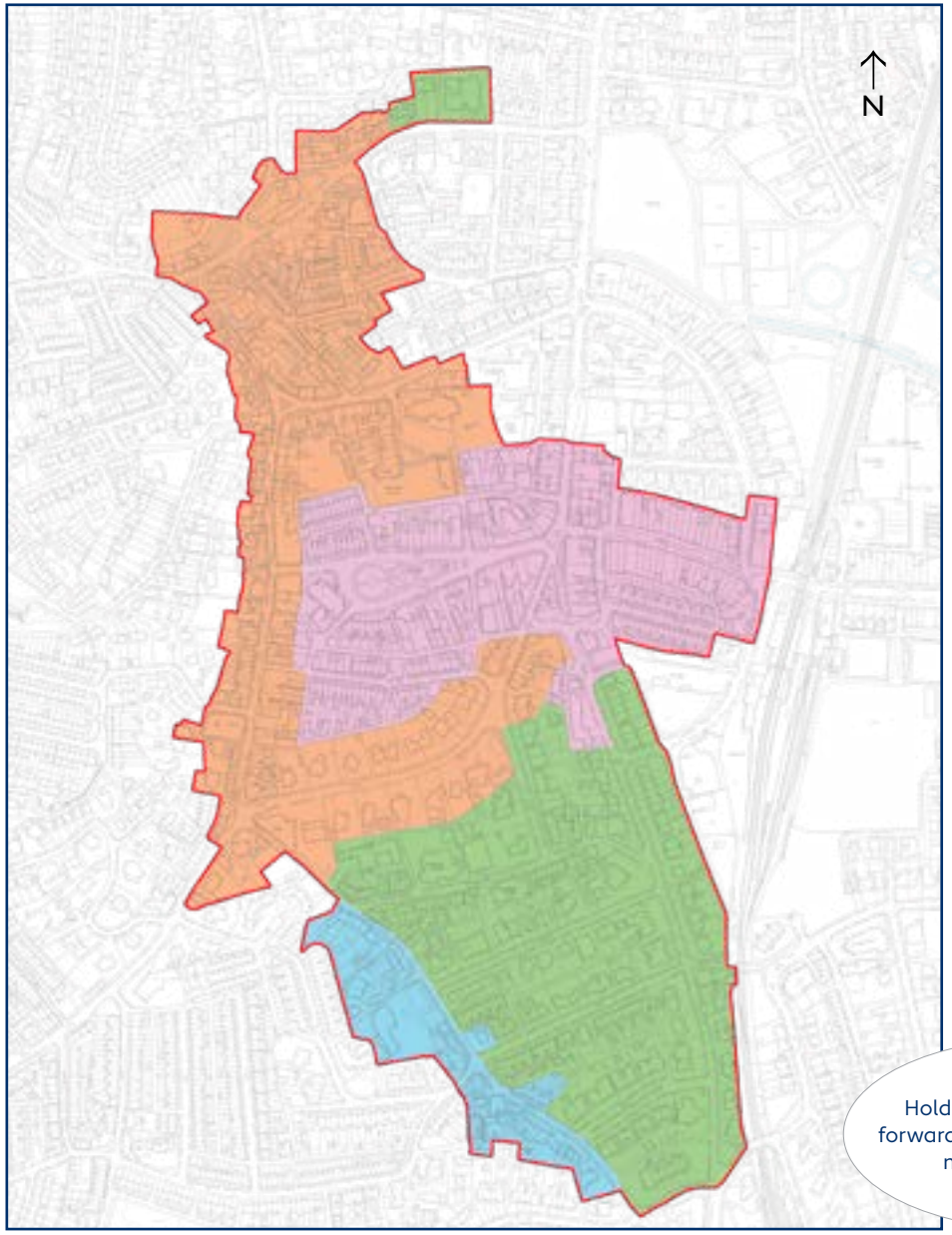
Excavations were undertaken at the Bishops' Palace in 2001 which uncovered Iron Age pottery fragments on the site of the existing parish hall within the medieval walls of the former manor house. These investigations also determined that Winner Street was the principal road through the town and is medieval in origin. Early excavations from the 1990s on Church Street at the site of the hospital neighbouring St John's Church identified the northern boundary of the pre-conquest settlement. St John's Church incorporates 12th-century fabric and is understood to likely have been built on the remains of an earlier late Saxon church.

Further archaeological investigation may yield evidence of the early settlement of Paignton in the historic core around Winner Street and Church Street.

SECTION 3.0: CHARACTER AREAS



There are several spaces/groups of building throughout the conservation area which share common features and sub-characters. This section of the Conservation Area Appraisal identifies each character area's defining features; these areas were first identified in the 2007 Conservation Area Appraisal and largely remain the same.



CHARACTER AREAS

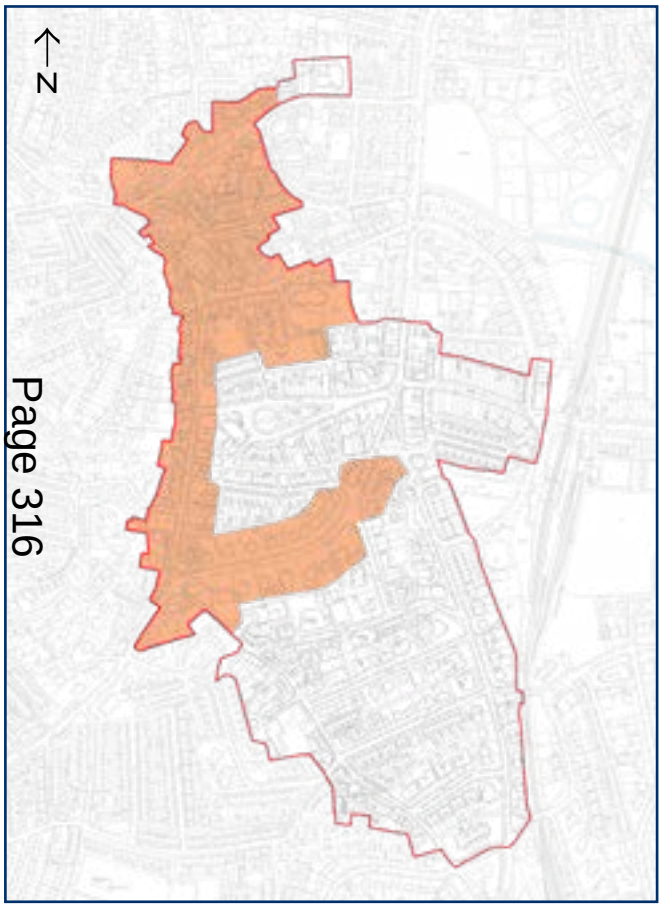
- Historic Settlement and Early 19th-Century Development
- Fisher Street
- Late 19th-Century Town Centre
- Late 19th-Century/Early 20th-Century Inner Suburb
- 2025 Conservation Area Boundary

This plan is not to scale

© Crown copyright and database rights 2024 OS AC0000849978

Hold the 'ctrl' key and scroll forwards on a mouse to view the map in more detail.

3.1 Historic Settlement and Early 19th Century Development



© Crown copyright and database rights 2024 OS AC0000849978

Characteristic Features:

- Narrow winding streets with buildings fronting directly onto the pavement.
- Small plots arranged tightly together.
- Covered walkways and alleyways leading to rear access and yard or subsidiary streets.
- Red Breccia sandstone and rendered façades with Georgian proportions and timber sash windows.
- Early 19th century villas in large plots surrounded by mature trees.

The historic settlement and early 19th century development character area includes Winner Street, Church Street, Princes Street, Brent Street, Millbrook Road, Kirkham Street, Well Street, parts of Colley End Road, Southfield Road and Cecil Road, Palace Place, Tower Road and Crown and Anchor Way.

The historic core is centred around the Bishops' Palace, Church Street and Winner Street, and extends south to Fisher Street. The Bishops' Palace walls, Coverdale Tower, the Church of St John and Kirkham House are all key landmarks within the historic settlement character area. They each demonstrate the use of vernacular materials in medieval design, principally the local red Breccia sandstone.



Coverdale Tower and the surviving walls of the former Bishops' Palace on Tower Street.

Winner Street and Fisher Street are the medieval thoroughfares through the historic settlement and the built form illustrates the gradual incremental development that took place over several hundreds of years. Winner Street is the historic commercial centre of Paignton, with several examples of commercial shop buildings and public houses. Examples of traditional shopfronts do survive; however a large proportion of buildings have either been inappropriately adapted with modern shopfronts or are unoccupied and therefore in poor condition. Nevertheless, there is a definitive historic commercial character to Winner Street which is emphasised by the narrowness of the street and the gradual incline as the road extends to the north.

This historic character is reflected in the housing north of the church along Princes Street, Millbrook Road and Brent Road, where early 19th-century terracing was constructed to infill the former orchards of the Bishops' Palace. These streets are high density housing, with small plots and yards to the rear of each house.

Totnes Road is also included in this character area as it houses early examples of large villas built as Paignton slowly began to gain a reputation as a seaside resort in the early-19th century prior to the arrival of the railway. These buildings all sit within large plots with mature trees lining the road, creating a sense of space and softening the streetscape.



Winner Street, looking north.

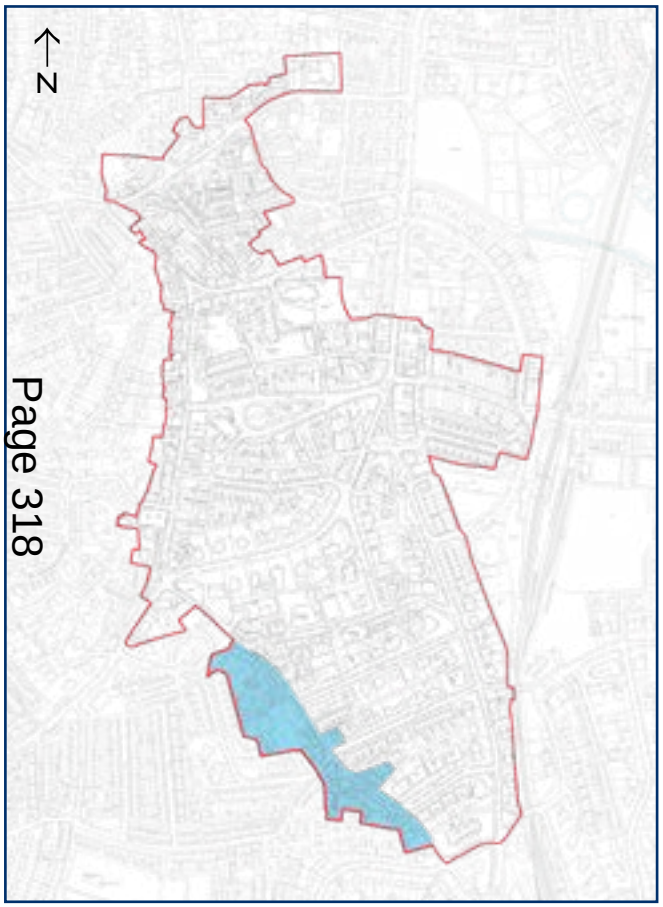


Millbrook Road in the area north of the Church, an example of high-density terraced housing.



Totnes Road, looking south-west, where the large villas each sit within generous plots with hedging and mature trees.

3.2 Fisher Street



© Crown copyright and database rights 2024 OS AC0000849978

Characteristic Features:

- Narrow winding street of predominantly residential buildings.
- Substantial retaining boundary walls constructed in red rubble sandstone to accommodate the topography of the street.
- Examples of traditional vernacular architecture using local materials such as cob and thatch.
- Short symmetrical terraces of mid-19th-century houses.

Fisher Street extends south from the junction of Winner Street at Totnes Road and is a continuation of the medieval thoroughfare through Paignton. The area includes Fisher Street, Sunbury Road, Eaton Place, Grosvenor Terrace and Mabel Place. The name 'Fisher Street' is understood to originate from the road being the route to Roundham and Goodrington Sands where the harbour and landing stages were located respectively.

This area has similarities with Winner Street for the narrowness of the street, the diversity of building sizes and proportions, and the gentle winding incline looking northwards. Together this suggests an incremental development across a long period of time as the settlement grew. There are also examples of substantial retaining boundary walls constructed in red rubble stone which contribute positively to the historic residential character of the area.



The substantial red rubble sandstone walls of Fisher Street, some of which had red brick inserts and have been externally rendered.

SECTION 3.0: CHARACTER AREAS: FISHER STREET

Fisher Street is predominantly residential in character, with individual examples of other building typologies. This includes the Torbay Inn pub, Tower House School, and a former warehouse which all are found along Fisher Street.

Two small collections of houses, on Sunbury Road and Eaton Place, demonstrate the local vernacular architecture and use of traditional cob and thatch materials. Both of these groups are individually listed and are distinctive within the streetscape.

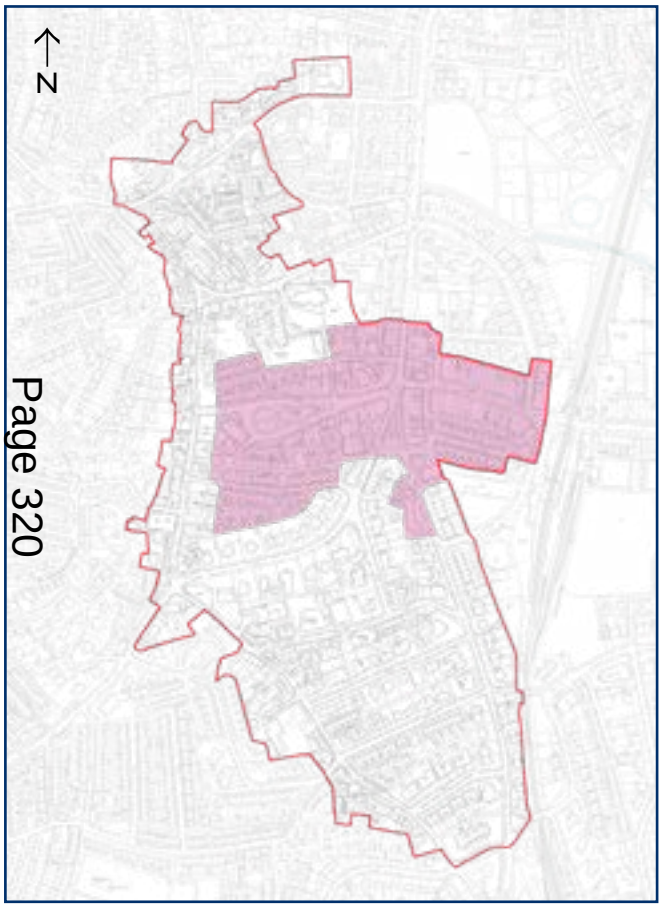


The Torbay Inn on Fisher Street.



The vernacular buildings of Eaton Place, a short terrace of cob and thatch cottages.

3.3 Late 19th-Century Town Centre



© Crown copyright and database rights 2024 OS AC0000849978

Characteristic Features:

- Planned terraces of buildings, for both commercial and residential use, which differ in style but are a common feature and indicate phases of development of the area.
- Regular proportions and fenestration which creates a cohesive character across the area.
- Distinctive use of materials, such as yellow brushed brick on Victoria Street, Palace Avenue and Torquay Road and red rubble sandstone on Palace Avenue.
- Architectural features such as oriel windows, canted bay windows and detailing in decorative tiles and moulded stonework.
- The open green space of Palace Avenue gardens with planting and mature trees.

The late 19th-century town centre character area includes Palace Avenue, New Street, Victoria Street, Gerston Road, Tower Street and portions of Torquay Road, Totnes Road and Dartmouth Road.

This area of Paignton was a planned development created in reaction to the popularity of the town as a seaside resort after the opening of the railway station in 1859. It was designed by local architects George Soudon Bridgman and WG Couldrey and appear as an architectural set piece which gives this central area a cohesive sense of place.



Victoria Street, looking west. The street has a cohesive 19th century character with two curved terraces facing one another, and is pedestrianised with mature trees and street furniture.

Common materials include brushed yellow brick, red brick and local red rubble sandstone. The majority of shopfronts in this area are modern in construction and use inappropriate materials, however historic features such as the cast iron columns to the unoccupied department store on Palace Avenue are still in place.

Victoria Street, Palace Avenue and the intersection of Torquay Road are the principal commercial area in Paignton today and serve as the thoroughfare from the medieval Winner Street through to the station and beyond to the seafront via Torbay Road. Presently, Torquay Road, Totnes Road and Dartmouth Road are the main route around Torbay so are heavily trafficked; this creates a significant barrier between Victoria Street and Palace Avenue and therefore a noticeable drop in footfall in Palace Avenue.



A terrace on the south side of Palace Avenue, with shops and commercial units to the ground floor and residential housing on the upper floors.



The heavily trafficked junction along Totnes Road and Torquay Road between Palace Avenue and Victoria Street.

Page 295

Landmarks in this area include the open green space of Palace Avenue Gardens, the Palace Avenue Theatre, and the collection of buildings that face the intersection between Victoria Street, Palace Avenue, Torquay Road and Totnes Road; the Lloyds Bank building, the HSBC building, the unoccupied former department store and the Liberal Club building.

This area also has examples of terraced houses which, as individual groups of houses, have a distinct historic character. These terraced houses are found on Gerston Road, New Street, the west end of Tower Road and the west end of Palace Avenue. These groups, as sets of planned terraces, all have access roads to rear gardens which are a wider feature of the 19th-century residential developments in Paignton.



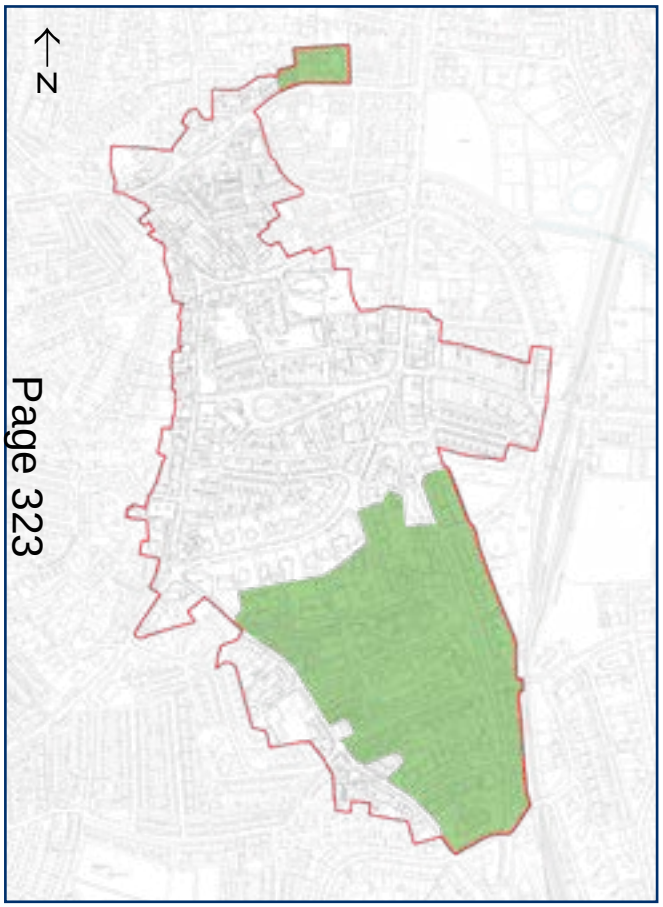
The Palace Avenue Theatre on Palace Avenue, constructed in local red rubble sandstone with yellow brick and moulded limestone detailing.



The terrace of houses at the west end of Tower Road.

Page 215

3.4 Late 19th-Century/Early 20th-Century Inner Suburb



© Crown copyright and database rights 2024 OS AC0000849978

Characteristic Features:

- Planned development of residential streets, each with their own distinct character.
- Large villas, both detached and semi-detached.
- Short terraces of houses in complimentary architectural styles.
- Use of red brick, red rubble sandstone and external renders.
- Regular proportions and symmetry, with some examples of elaborate decorative features to larger properties.

The late 19th and early 20th-century inner suburb character area includes the section of the Old Paignton Conservation Area south of Totnes Road and between Fisher Street and Dartmouth Road: the Riviera, Elmsleigh Park, Elmsleigh Road, Grosvenor Road, Curledge Street, Midvale Road and Dartmouth Road.

This area is principally residential, with large detached and semi-detached villas and series of terraced houses. There is a mixture of late 19th-century architectural styles that complement one another and a consistent use of red brick and external render which creates a historic character to the area. The development of this suburb was completed in the early 20th century with isolated instances of later development and infill.



The view of Curledge Street from Fisher Street, demonstrating the variety of residential styles within the southern inner suburb of the Paignton Conservation Area.

SECTION 3.0: CHARACTER AREAS: LATE 19TH-CENTURY TOWN CENTRE/EARLY 20TH-CENTURY INNER SUBURB

The larger villas in these residential areas have generously sized plots which historically would have been gardens; most of these have been converted into car parking facing the streets which has also resulted in a loss of historic boundary treatments. Some roads have some mature trees and hedging which softens the streetscape, most notably Elmsleigh Park which has a central island of mature trees along the street.

Boundary treatments facing the roads in this area are generally masonry walls, some of which are topped with hedging. These boundary walls are half-height and constructed in brick, whereas more substantial retaining walls to accommodate the topography of the area are constructed in red rubble sandstone.

Key landmarks of this area include the Curledge Street Academy school buildings, constructed in the late 19th century. These are large buildings distinctive in the streetscape for their scale and use of grey limestone which contrasts with the local red sandstone that is a common feature in Paignton.



Elmsleigh Park with an island of mature trees in the centre of the street.



The historic Girls' School building, now a part of the Curledge Street Academy, on the north side of Curledge Street. The construction date of 1895 is inscribed at the apex of the principal building.



The historic Boys' School building, now a part of the Curledge Street Academy, on the south side of Curledge Street.

SECTION 4.0: BOUNDARY REVIEW



SECTION 4.0: BOUNDARY REVIEW

4.1 Reasons for Reviewing the Boundary

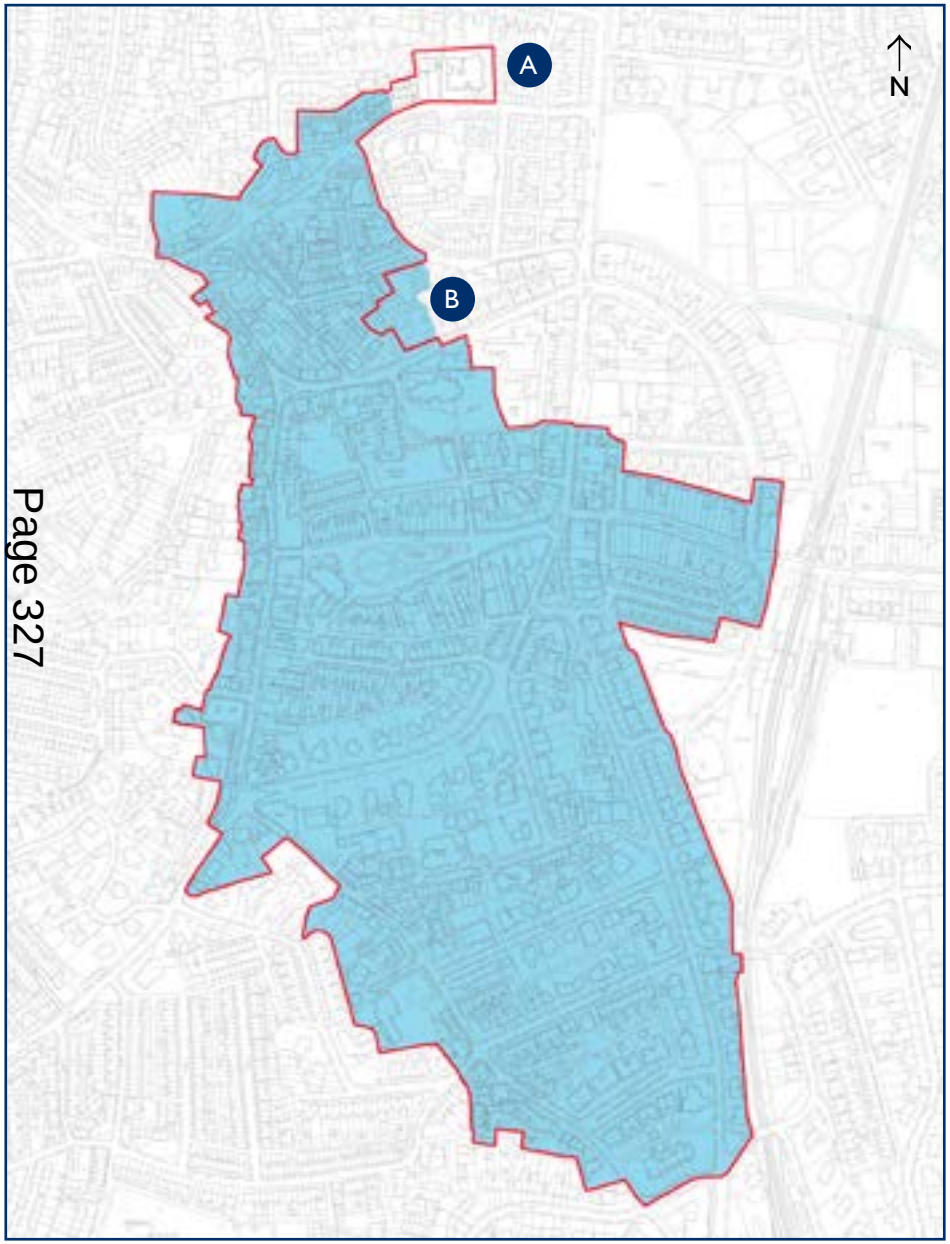
In accordance with the Planning (Listed Buildings and Conservation Areas) Act 1990, the National Planning Policy Framework and Historic England best practice guidance, the boundary of a conservation area should be periodically reviewed and suitably revised in accordance with findings made during this exercise.

The need to review the boundary can be in response to a number of factors: unmanaged incremental changes which have, over time, diluted the character of an area; the boundary may have been drawn too tightly originally; or the special interest of a feature may not have been evident to a previous assessor. Although it is principally the built structures that are recognised in amending the boundary, their accompanying plots often provide an important historical context which should be incorporated together with the building(s).

The boundary of the Old Paignton Conservation Area was last reviewed in 2007, at which time no changes were made.

4.2 2025 Boundary Changes

This Conservation Area Appraisal identifies several minor amendments to the boundary. These are identified on the plan over the page.



BOUNDARY REVIEW

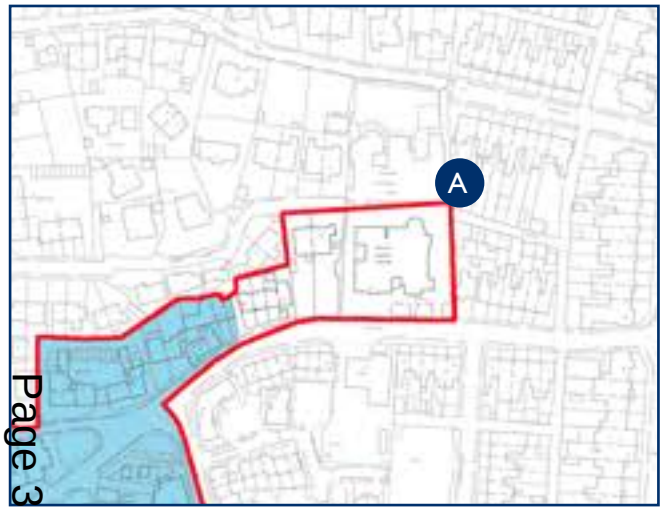
- 2025 Conservation Area Boundary
- 1999 Conservation Area Boundary

This plan is not to scale

© Crown copyright and database rights 2024 OS AC0000849978

Inclusions

A. Partial inclusion of Cecil Road



© Crown copyright and database rights 2024 OS AC0000849978

The boundary is amended to include a minor extension east along Cecil Road from the existing boundary line to include a row of early 20th-century houses and the 1931 Catholic Church of the Sacred Heart and Thérèse of the Child Jesus. The church and the adjoining 1950s building are landmarks and are distinctive from the surrounding built environment. The two buildings are constructed in a distinctive Romanesque style with red brick. The church is not listed but is illustrative of the historic development of a local catholic congregation in Paignton in the 19th and 20th centuries.



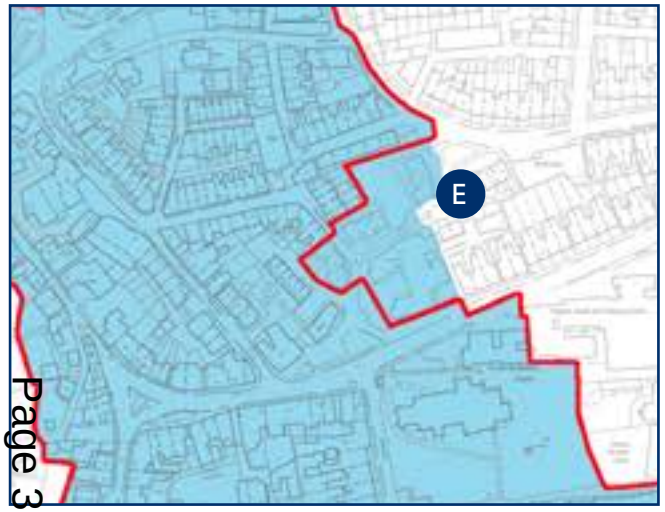
The Church of the Scared Heart and Thérèse of the Child Jesus on Cecil Road.



Early 20th-century houses on Cecil Road.

Exclusions

B. Exclusion St John's Court, Princes Street



© Crown copyright and database rights 2024 OS AC0000849978

St John's Court, a modern development on the corner of Princes Street opposite the church, is excluded from the conservation area. This development is of no architectural interest and detracts from the historic interest and character of the conservation area.

The site has substantial red rubble sandstone boundary walls to the south and east which relate to the retaining masonry walls nearby, and it is therefore proposed that these should remain in the conservation area.



St John's Court as seen from Church Street.

SECTION 5.0: AUDIT OF HERITAGE ASSETS



SECTION 5.0: AUDIT OF HERITAGE ASSETS

The Old Paignton Conservation Area is a heritage asset in its own right and contains numerous individual heritage assets. These include both listed and unlisted buildings and structures. This section of the document outlines the heritage assets within the Old Paignton Conservation Area, identifying both individual assets and groups of structures and articulating why they are important. A full list of heritage assets is included in Volume II of this report.

The audit has been carried out by means of visual examination from public thoroughfares. The intention is to identify these heritage assets, rather than to provide a fully comprehensive and detailed assessment of each individually. It should not be assumed that the omission of any information is intended as an indication that a building or feature is not important. A detailed assessment of heritage significance, specific to a building or site within the conservation area, should always be carried out prior to proposing any change.

5.1 Positive Contributors, Key Buildings and Local Landmarks

The buildings within the conservation area have been assessed against the following criteria:

Positive Contributors

A positive contributor is a building, structure or feature which beneficially adds to the overall character of its local area. This is likely to be true of most buildings within a conservation area. The extent to which a building will positively contribute will largely depend on the integrity of its historic form and is not restricted to its principal elevation. For example, roofscapes and side/rear elevations can all make a positive contribution. Modern buildings can also make a positive contribution here provided they have been sensitively designed to suit their setting.

Buildings which meet one or more of the following criteria have been identified as positive contributors, provided their historic form and value have not been substantially eroded:

- Does the structure reflect a substantial number of other elements in the conservation area in age, style, materials, form or other characteristics?
- Does it relate to adjacent designated heritage assets in age, materials or in any other historically significant way?
- Does it contribute positively to the setting of adjacent designated heritage assets?
- Does it individually, or as part of a group, illustrate the development of the settlement in which it stands?
- Does it have significant historic associations with features such as the historic road layout or a landscape feature?
- Does it reflect the functional character or former uses in the area?
- Does its use contribute to the character or appearance of the area?[01]

01 Criteria adapted from Conservation Area Designation, Appraisal and Management, Historic England Advice Note 1 (Second Edition): 2019.

Local Landmarks

Local landmarks are buildings, structures or features which are visually prominent and recognisable within the local streetscape, and which make a positive contribution to the character of the surrounding area.

Key Buildings of Individual Heritage Interest

Key buildings of individual heritage interest are buildings, structures or features which have a degree of heritage significance drawn from their own heritage interest. The ability to appreciate this heritage interest does not rely on the relationship with surrounding structures (although these may form an important part of its setting).

Key buildings of individual heritage interest are frequently unlisted but can be afforded protection against harmful development by recognition as a non-designated heritage asset by the local planning authority, who may choose to formally recognise their special interest through the adoption of a local list. The identification of positive contributors and/or the adoption of a local list provides no additional planning controls; however, the protection of their status as heritage assets is a requirement of the National Planning Policy Framework and will therefore be a material consideration for local planning authorities in determining planning applications.

5.2 Listed Buildings

Listed buildings are protected under the Planning (Listed Buildings and Conservation Areas) Act 1990 and are designated for their architectural or historic interest. All listed buildings in England are designated at the recommendation of Historic England and details are recorded on the National Heritage List for England. Listings are ranked from Grade I (the highest level), Grade II* (in the middle) and Grade II (the lowest and most common level).

Statutory listing does not equate to a preservation order intended to prevent change. However, alterations to listed buildings will require listed building consent, which allows the local authority to make decisions that have been informed by an understanding of the building or site's heritage significance. Importantly, national and local planning policies also recognise that changes to un-listed buildings or sites in the setting of a designated heritage asset can affect its special interest.

5.3 Scheduled Monuments

There are two scheduled monuments within the conservation area boundary. Scheduled monuments are protected under the Ancient Monuments and Archaeological Areas Act 1979. Scheduling protects nationally important archaeological sites, which can be above or below ground, and the register is managed by Historic England.

Schedule monument consent is required for any works to/on the site of a scheduled monument.[02]

5.4 Opportunities for Enhancement

The contribution made by many buildings to the character of the conservation area could be improved through small alterations as and when the opportunity arises, such as replacing windows with more traditional units and general maintenance to improve outward condition. Due to the high concentration of such buildings throughout the conservation area, they are not individually identified on the accompanying plan.

02 https://historicengland.org.uk/listing/what-is-designation/scheduled-monuments/

SECTION 5.0: AUDIT OF HERITAGE ASSETS

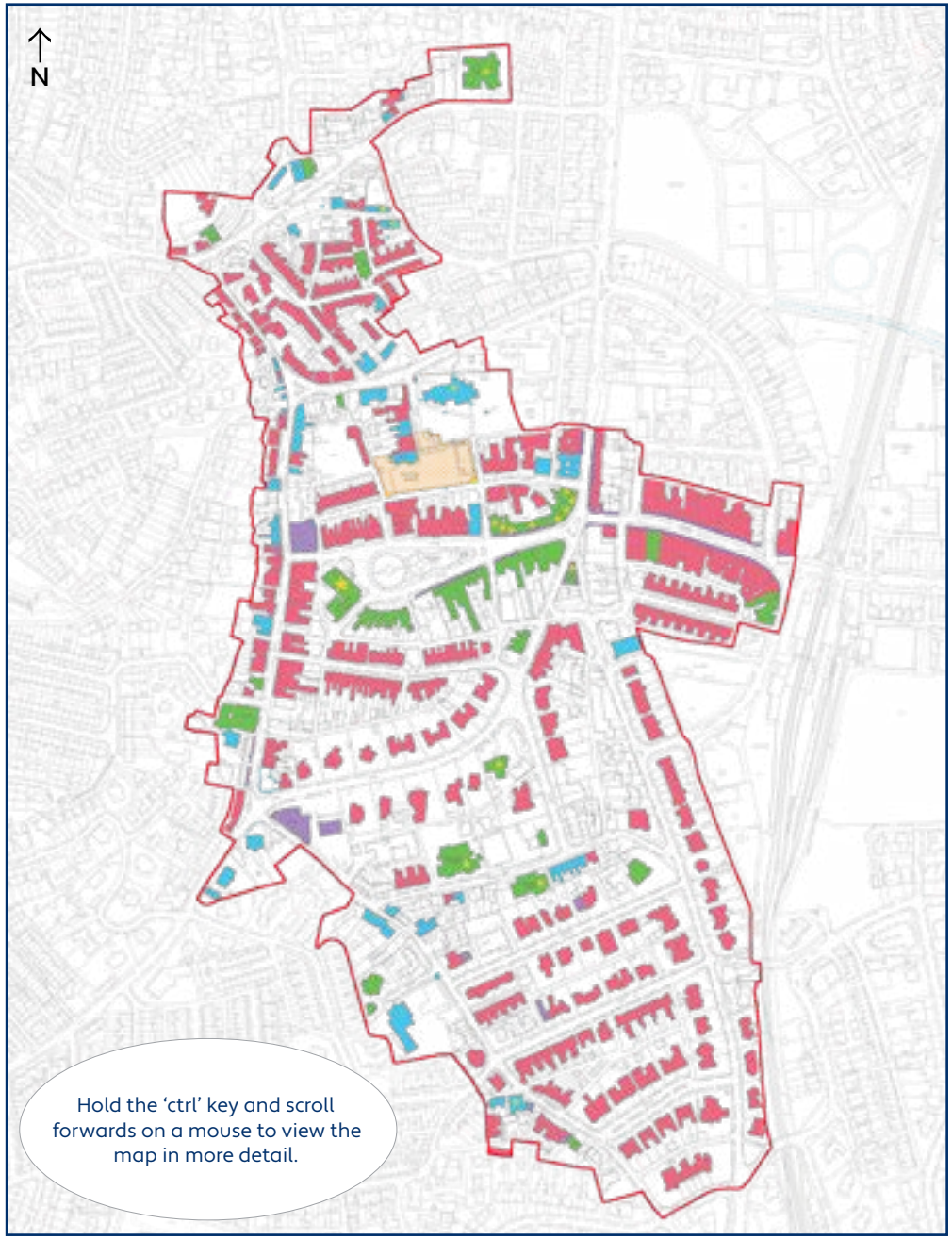
Paignton is designated as a strategic policy area under the Torbay Local Plan, specifically policies SDP1 (Paignton) and SDP2 (Paignton Town Centre and Seafront). These policies aim to regenerate the town centre and improve the relationship with the medieval historic core, the late 19th-century inner suburbs and the seafront. The proposals seek to improve the public spaces with green infrastructure, revitalised leisure and retail opportunities, and enhance the historic character of Paignton.

HERITAGE ASSETS

- Positive Contributor
- Key Building of Individual Heritage Interest
- Listed Building
- ★ Local Landmark
- Opportunity for Enhancement - Shopfronts
- Opportunity for Enhancement - Other Detracting Feature/s
- Scheduled Monument
- 2025 Proposed Conservation Area Boundary

This plan is not to scale

© Crown copyright and database rights 2024 OS AC0000849978



5.4 Buildings at Risk

Bishops' Palace is a scheduled monument and a Grade II* listed building and is currently listed on Historic England's Heritage at Risk Register. The most recent report describes the condition of the standing structure at risk from 'vegetation growth, especially valerian on the wall tops and growing from crevices, [which] threatens the medieval walls'[03]. Historic England grant funded works to remove vegetation from the masonry in 2016.

Torbay Cinema is also listed on the Heritage at Risk Register and sits just outside the conservation area on Torbay Road. It is a Grade II* listed building and is poor condition due to prolonged disuse since the cinema closed in 1999. Repair works are currently underway to ensure the future ongoing use of the building as a cinema[04].

03 Heritage at Risk Register, The Bishop's Palace, https://historicengland.org.uk/advice/heritage-at-risk/search-register/list-entry/1644473

04 Heritage at Risk Register, Torbay Cinema, https://historicengland.org.uk/advice/heritage-at-risk/search-register/list-entry/49405

SECTION 6.0: ISSUES



6.1 Condition

Overall, the conservation area is generally in fair condition: the buildings, roads and pavements have been well maintained in most instances. Many residential buildings in the southern half of the conservation area appear to be regularly maintained and are therefore in good condition. Many common problems that do occur could be easily addressed through regular maintenance or the appropriate repair.

A prominent issue within the conservation area is ineffective rainwater management, which is particularly noticeable around the historic core. There are many examples of blocked gutters and downpipes, which can contribute to external staining as well as more serious issues with damp. Regular clearance of/improvements to rainwater goods can easily rectify these issues.

The use of inappropriate materials to repair historic buildings can often stimulate or hasten the deterioration of built fabric. This is because traditional buildings (generally those built before 1919) utilised 'breathable' materials which facilitate the free passage of moisture through a structure. Although older buildings absorb more moisture than modern structures, this moisture should be able to evaporate in dry conditions. Modern cement-based renders and mortars are not breathable and prevent the evaporation of moisture from a traditional building, thereby causing issues with damp and deterioration. Non-breathable paint applied over walls which were originally intended to be exposed can have a similar impact.

There are several instances throughout the conservation area where boundary walls are suffering from a lack of maintenance which manifests in staining, vegetation growth and missing joints. This could be remedied through the careful removal of vegetation and cementitious mortar and the localised replacement of masonry/brick, bedded in and pointed with lime mortar.

Where timber window units and shopfronts survive, these make an important contribution to the character of the conservation area and should be regularly maintained.

There are several examples of rotting joinery to historic window units and shopfronts, and this should be addressed through the replacement of damaged timbers which cannot be salvaged with new timber, and regular re-painting of joinery with breathable paint. Effective management of water runoff will also help to prevent timber decay.

Where buildings within the conservation area are vacant, problems with condition tend to be exacerbated as they go unnoticed for longer periods. This is evident on Winner Street where there are a high proportion of unoccupied shops which have fallen into a state of disrepair including deteriorating traditional timber shopfronts. The former Bailey's Hotel on Station Square is a prominent historic building which has been left to fall derelict.



A historic shop on Winner Street which has deteriorating fabric on the upper floors, including areas of failed render and rotting timberwork including windows.



A house on Winner Street which has been externally rendered in concrete, leading to significant issues with dame which is causing areas of the render to fail.



The former Crown and Anchor pub on Church Street which has been left unoccupied and been left in a poor condition.



A listed house on the corner of Winner Street and Church Street which has been externally painted in a modern non-permeable paint leading to areas of cracking, bubbling and failure. The timber windows are also rotting in places.



The former Bailey's Hotel on Station Square which is in a poor state of repair on the upper floors. Inoccupation has led to vegetation being allowed to grow on the front façade, windows become missing, and rainwater goods left to fail causing the building to be in a derelict condition.

6.2 Detracting Features

The replacement of traditional timber-framed windows with uPVC alternatives is common across the conservation area; there are numerous instances where this has taken place on buildings of all types. The materials, style and position within the window reveal (i.e. flush with the elevation, rather than set back) of the uPVC replacements are detrimental to the character of the historic elevations and collectively detract from the special interest of the conservation area. Although they are often perceived to offer environmental benefits, the lifespan of uPVC windows is also considerably shorter than that of well-maintained timber windows and the units cannot be easily recycled. Similarly, the replacement of traditional timber doors with modern designs in uPVC result in features which are discordant with the character of the conservation area.

Page 388

Many of the historic shopfronts retain much of their traditional character. However, many have been altered with inappropriate additions such as box fascias and expansive float-glass frontages which are overly prominent and do not respect the proportions of the host building. There are many later 20th-century shopfronts on Victoria Street, Palace Avenue, Torquay Road and Winner Street in particular, which are also out of keeping with both their host building and the wider conservation area. Incorporating traditional features such as a stallriser (a platform below the shop window), glazing articulated by mullions and transoms (horizontal and vertical glazing bars) and a fascia which respects the proportions of the host building can greatly improve the character of modern retail units in conservation areas.

Other minor detracting features include:

- Roof or chimney-mounted television aerials, satellite dishes and trailing wires.
- Large plant equipment on return elevations which are highly visible from the public highway.
- uPVC rainwater goods.
- Unsympathetic, municipal style street lighting.
- Collections of bins, both commercial and domestic, on pavements or in prominent positions within the streetscape.
- High volume of parked cars along narrow streets, coupled with highly trafficked principal roads.
- Hard surfaces applied to former gardens surrounding large detached houses and the loss of front boundary walls to provide car parking.



A pair of buildings on Church Street which have had their traditional shopfronts incrementally replaced with uPVC units, including the replacement of an upper floor window.



Modern shopfronts on a terrace of buildings on Torquay Road. Adaptation of these buildings for the commercial businesses has included the infill of upper floor windows.



Modern replacement shopfronts on Victoria Street.



Modern 20th-century shop extensions to the front elevation to a terrace of houses on Palace Avenue. A single property in the centre of this terrace has not been extended, illustrating how the terrace would have historically appeared when they were residential houses.



The south terrace of Palace Avenue with a range of modern shopfront adaptations and replacement windows on the first floor.



Hard surfaces applied to the historic garden of a substantial house on Dartmouth Road for car parking with refuse bins in clear view.

6.3 Innapropriate Modern Development

There are many examples of modern development which depreciate the special interest of the conservation area through inappropriate massing and detailing. This includes the attachment of modern dwellings to historic villas and the adaptation of buildings with inappropriate materials or that are poorly designed so they are incongruous with the surrounding character and appearance of the conservation area.

When successfully delivered, development within a conservation area responds to the proportions of historic buildings plots and frontages, existing architectural detailing, and materiality. This also applies to developments within the setting of a conservation area.



A 20th-century dwelling attached to a historic semi-detached villa on Elmsleigh Road.



A modern dwelling attached to a historic house with distinctive ironmongery on Fisher Street.



A modern shopfront extension added to the front elevation of a former newsagents on Fisher Street.



Modern uPVC sunroom extensions to the front elevation of a terrace of houses on Elmsleigh Road.



Inappropriate interventions to the balcony of a house on Dartmouth Road which depreciates the historic character of the building and the appearance of the surrounding conservation area.



SECTION 7.0: OPPORTUNITIES

There is scope to enhance the conservation area through addressing the minor but altogether detracting elements such as external accretions, management of rainwater goods and the appropriate repair of failing elements. Incrementally addressing these issues will have a positive impact and enhance the conservation area.

Although many of the uPVC windows and doors which have already been installed are unlikely to require replacement in the near future, there is scope for any further replacement windows and doors to be carried out using styles, materials and methods that are better suited to enhancing the special interest of the conservation area. It would be especially beneficial for first-generation uPVC double-glazing, which is generally coming to the end of its life cycle, to be replaced with more suitable alternatives, rather than the more visually intrusive standard option.

Some of the low-quality 20th-century architecture within the conservation area could be beneficially re-developed should the opportunity arise. Likewise, the replacement or alteration of unsympathetic shopfronts would greatly enhance the special interest of the conservation area. Considered place-making, such as landscaping, also has the potential to improve the relationship of new design with the conservation area.

Locations for future development within the conservation area also provide an opportunity to enhance the character of the conservation area.

Heritage-led regeneration opportunities have the potential to increase economic returns in the local area whilst celebrating and enhancing the special interest of the conservaion area.[01]

01 Historic England, Heritage and its Role in Development and Place, 2023. https://historicengland.org.uk/research/heritage-counts/heritage-and-economy/place-development/

SECTION 8.0: CONSERVATION AREA DESIGNATION – CONTROL MEASURES AND BEST PRACTICE GUIDANCE



SECTION 8.0: CONSERVATION AREA DESIGNATION – CONTROL MEASURES AND BEST PRACTICE GUIDANCE

8.1 Control Measures

In order to protect and enhance the conservation area, any changes that take place must conserve its character and special interest. Statutory control measures are intended to prevent development that may have an individually or cumulatively negative effect. Control measures within include:

- Planning permission will usually be required to totally or substantially demolish buildings or structure (including walls, gate piers and chimneys). This will also need a heritage statement (sometimes called a heritage impact assessment) as part of the application.
- The extent to which permitted development (i.e. changes that are allowed without requiring consent from the local authority) may be restricted. For example, replacement windows, different elevational finishes or the installation of satellite dishes may require planning permission.
- Trees with a diameter of 75mm or greater, measured as 1.5m above the soil level are protected. Any work proposed to these trees require permission from the local authority by means of a planning application. This allows the authority to determine whether a tree preservation order (TPO) is necessary.
- Advertisements and other commercial signage may be subject to additional controls and/or require planning permission.

8.2 Conservation Aims and Best Practice

There is no generally accepted detailed definition of 'best practice' in conservation: it is a term used to describe the management of change (including repair) so that the integrity and character of a historic site is not eroded or compromised. It is not the intention of conservation best practice to prevent change from happening: alterations can still be carried out but should be subject to additional scrutiny to ensure that the special interest of the conservation area is protected.

It is the purpose of this Appraisal to provide guidance that will help achieve these aims. Overall, any change in the Old Paignton Conservation Area should seek to:

- Preserve its historical features;
- Enhance, where possible, its special interest;
- Positively contribute to its established character; and
- Be high quality.

8.3 'Like-for-Like'

A term that is frequently used in conservation is 'like-for-like' replacement or repair. This is frequently – and mistakenly – taken to mean that a modern alternative that generally echoes the style of the element removed is acceptable. However, this is not accurate or acceptable. Like-for-like should always be interpreted as an alternative that matches the historic element removed in terms of its material, dimensions, method of construction, finish, means of installation and any other feature specific to the original element, such that the modern replacement is hardly discernible from the original (accepting that its condition will be greatly improved where the original has failed beyond repair).

For example, modern uPVC windows in imitation of Georgian or Victorian-style sash windows but with false glazing bars and a top-hung casement opening mechanism do not constitute a like-for-like replacement for traditional timber-framed Victorian sliding sash windows, although they may appear stylistically similar.

8.4 Repairs and Replacement

Repairs and replacement are inevitable with any building or site, regardless of age; however, within a conservation area, it is especially important that this is carried out sensitively to protect the historic fabric of its buildings and respect the character of the wider area. Key points to remember when looking to carry out repair work or install replacement features are:

- A method of repair that was suitable for one building may not be suitable for another. Repair and replacement should always be considered on a case-by-case basis.
- Repairs using appropriate materials and techniques are always preferable over wholescale replacement.
- Where a historic feature has degraded beyond repair, replacement should be carried out on a like-for-like basis.
- Where seeking to improve failing modern features, a traditionally-designed alternative using appropriate materials is preferable. For example, the replacement of uPVC gutters and downpipes with lead, cast iron or coated aluminium alternatives that better reflect the traditional character of the conservation area.
- Cement-based mortars and/or ribbon pointing are harmful to historic brickwork and masonry. Repairs to any pointing should be carried out in a lime mortar after any cementitious mortar has been raked out. This will ensure the longevity of the historic built fabric.
- Due consideration should be given to the sustainability of the repair or replacement, i.e. what is its lifespan? What maintenance will be required to prolong this?
- Reversibility is an important consideration as better alternative may become available in the future.
- Historic external detailing should be retained or, where damaged beyond repair, replaced on a like-for-like basis. This includes (but is not limited to): the texture and colour of render; size and colour of bricks used, and the bond in which they are laid; stone dressings; and chimneystacks.
- The reinstatement of historic features that have been lost is favourable. For example, re-exposing brickwork that has been rendered or painted over.
- The repair and replacement of windows can have a notable effect on the character and special interest of the conservation area, both positively and negatively. The aim should always be to retain historic windows wherever they survive, carrying out refurbishment work where needed to make sure they remain usable. Timber frames are preferable over uPVC for a number of reasons, mainly their comparative slimness and breathable quality which has a positive knock-on effect on the overall condition of the historic building.

8.5 Maintenance

Maintenance differs from repair in that it is a pre-planned, regular activity intended to reduce instances where remedial or unforeseen work is needed. The higher the levels of maintenance, the less need to carry out repairs. Regular maintenance activity should include annual gutter clearing, seasonal vegetation control and repainting external joinery with an oil-based paint. This is not an exhaustive list and each historic building will have its own specific needs.

Larger historic buildings and those which are listed may benefit from occasional condition surveys (usually around every five years) to highlight their individual maintenance and repair needs.

The maintenance requirement of a building will depend on its age, materials and susceptibility to wear. Historic England, the Society for the Protection of Ancient Buildings (SPAB) and other heritage bodies publish specialist guidance on the suitable maintenance and repair methods for different historic buildings.

8.6 Trees

Trees are afforded extra protection within the conservation area and there are several tree preservation orders in place. Any tree surgery work should be carried out only once the relevant permission has been sought. The management of the planted elements within the conservation area is beneficial to its overall appearance and potentially also to the condition of the buildings where root damage may pose a threat.

8.7 Public Realm

Public realm features, including bins, bollards, seating and planters, etc. often become outdated in their appearance. This can be due to heavy wear, antisocial behaviour or as a result of poor design and short-lived trends. Successful public realm schemes are contextual, using high-quality materials that echo the character of the wider area. Any additions or amendments to the public realm will also need to take account of highways and other relevant regulations.

8.8 Modern and New Development

It is not the intention of conservation area designation to prevent new development or entirely exclude existing modern development where this is woven into a surrounding historic space. Instead, it puts in place a process whereby any proposals are more thoroughly studied to ensure that the special interest of the conservation area is protected and opportunities to improve its character are identified.

New development can range from entire new buildings to the introduction of new features, however small, on existing buildings. It is acknowledged that there are pressures on housing numbers within the conservation area and that associated planning applications are likely to be submitted in the future.

New development within the setting of the conservation area should also be carefully managed as it has the potential to detract from its character and special interest. The potential for substantial new development inside the conservation area boundary is generally limited to the replacement or alteration of those buildings, generally from the mid-late 20th century, which do not positively contribute to its character. Any proposals will need to be considered on a case-by-case basis and take account of:

- The significance of any existing building affected;
- The impact on the setting of neighbouring listed buildings, key buildings of individual heritage interest and/or positive contributors;
- How local features and materials can be incorporated into the new design;
- Whether or not any historical plot boundaries survive or could be recoverable;

- The impact of the overall scale, massing and design on the wider streetscape;
- The loss of any important rear/side elevations or views of these;
- Characteristic boundary treatments and planting;
- The potential for below-ground or built archaeology; and
- Any other heritage or conservation constraints identified.
- The addition of new features on existing buildings can be detrimental to the individual buildings as well as the overall character of their wider setting if unmanaged. Specifically:
- Television aerials and satellite dishes should not be fixed to principal or highly visible elevations, or chimneystacks.
- Features such as external lighting and security cameras should be as discreet as possible.
- Solar panels should be restricted to rear or secondary elevations, especially where a building forms one of a group.
- Internal alterations can have an external impact; for example, staircases cutting across windows or the removal of chimneybreasts necessitating the removal of the associated chimneystack.

8.9 Sustainability

Maintenance and continued use of historic buildings is inherently sustainable. However, there are growing pressures to improve the energy efficiency of the country's historic building stock in order to reduce carbon emissions, particularly from heating which uses fossil fuel sources. Pressures to increase sustainability performance can be accommodated within the conservation area but will require a bespoke approach to ensure that the measures needed can be viably implemented without harm to its special interest.

Straight-forward measures to improve building performance include:

- Refurbishing historic windows and doors to prevent drafts.
- Re-pointing external walls to prevent damp and air leaks.
- Maintaining rainwater goods.
- Improving and/or expanding green spaces.
- Inserting breathable insulation in loft spaces and suspended floor voids.
- Installing thick curtains or internal shutters.

Double-glazing is now available in slimline, timber frame units which are considerably more sympathetic within historic contexts than earlier versions. It will be necessary to obtain the relevant permissions to install double-glazing. Best practice will always be to retain historic windows wherever possible, with the installation of secondary units being an alternative to full replacement.

The installation of solar panels and other infrastructure such as electric vehicle charging points and heat pumps in a conservation area is generally acceptable, however they must not be installed in a location that is visible from any public highway and their physical and aesthetic impact will need to be carefully considered and mitigated. For more information, contact contact planning@torbay.gov.uk

Historic England, the Society for the Protection of Ancient Buildings, the Royal Institute of British Architects and other bodies publish extensive guidance on the sensitive adaptation of buildings in response to climate change and sustainability challenges.

APPENDICES



APPENDIX A: **BIBLIOGRAPHY**

History of Old Paignton

Devon Historic Environment Record:

- MDV8902: Torbay House, Paignton https://www.heritagegateway.org.uk/Gateway/Results_Single.aspx?uid=MDV8902&resourceID=104

Historic England Archive, USAAF Aerial Photography, ref: USAAF us_7ph_gp_loc147_v_5028

Paignton Heritage Society, https://www.paigntonheritagesociety.co.uk/, 2024.

Paignton Neighbourhood Forum, *Paignton Neighbourhood Plan*, 2017.

Torbay Council. *Old Paignton Conservation Area Character Appraisal*, 2007.

Travis, John F. The Rise of the Devon Seaside Resorts, 1993.

Whitton, Jack. Torbay, The Visible History, 2013.

Policy and Guidance

Local Policy and Guidance

Torbay Council, Torbay Local Plan 2012-2030. https://www.torbay.gov.uk/council/policies/planning-policies/local-plan/local-plan/

Torbay Council, Torbay Heritage Strategy 2021-2026, https://www.torbay.gov.uk/council/policies/planning-policies/local-plan/torbay-heritage-strategy/

Paignton Neighbourhood Forum, Paignton Neighbourhood Plan, 2017. https://www.torbay.gov.uk/council/policies/planning-policies/neighbourhood-plans/paignton-np/

Torbay Council, English Riviera UNESCO Global Geopark: Briefing Document for Planning, working document V4, updated 04/04/2024.

National Policy and Guidance

Conservation Area Designation, Appraisal and Management, Historic England Advice Note 1 (Second Edition): 2019.

Historic England, Conserving Georgian and Victorian terraced housing, a guide to managing change, 2020.

UNESCO, Unesco Global Geoparks in the UK, https://unesco.org.uk/geoparks/

APPENDIX B: **USEFUL CONTACTS**

Torbay Council Heritage and Design Team

Heritage and Design Team
Planning Department
Torbay Council
Town Hall
Castle Circus
Torquay
TQ1 3DR

email: heritageanddesign@torbay.gov.uk,

Tel: 01803 207801

Planning and Building Control Webpages

https://www.torbay.gov.uk/planning-and-building-control/

APPENDIX C: **GLOSSARY**

Terminology	Definition
Baroque	A highly decorative and theatrical style of architecture popular in England during the 17th century. It experienced a revival in the early 20th century.
Classical	Architecture inspired by the buildings of ancient Greece and Rome - characterised by the use of columns and pediments.
Corbel	Stone, wood or metal bracket, often structural but sometimes decorative.
Cornice	A horizontal decorative moulding.
Fanlight	A small semicircular or rectangular light above a doorway.
Fascia	A horizontal band beneath the eaves of a building or over a shopfront.
Fenestration	Architectural terminology for windows and doors.
Finial	Vertical decorative element found on roofs, towers, spires and gables.
Gothic	Architecture inspired by the style of medieval churches - featuring pointed arches and tracery.
Key stone	A wedge-shaped stone found at the apex of a masonry arch.

Terminology	Definition
Massing	Refers to the shape, form and size of a building.
Mullion	A vertical glazing bar on a window or window opening.
Patina	Visible signs of historic use.
Polite building	A building designed with regard for architectural fashion, often by an architect.
Portico	A projecting porch supported by columns.
Quoins	Masonry blocks to the corner of a wall - can be structural or aesthetic.
Rubble stone	Unfinished stone.
Stallriser	A platform below a shop window.
Tracery	Division of openings with stone bars or moulded ribs.
Transom	A horizontal glazing bar on a window or window opening.
Urban grain	The pattern of building plots in an urban environment.
Vernacular building	A building constructed using local materials with limited or no regard for architectural fashion.

APPENDIX D: **DETAILED HISTORIC DEVELOPMENT OF OLD PAIGNTON**

The following text has been extracted from Hal Bishop, 'Old Paignton Conservation Area Character Appraisal', the document produced for Torbay Council in 2007.

Historic Environment, Origins and Development

Prehistoric (Neolithic) and Roman activity is recorded in the Goodrington area around 800m (½ mile) to the south. In 2001 residual late Iron Age pottery (c.200 BC) was uncovered on the site of the present parish hall within the medieval walls of the Bishops' Palace; but as a permanent settlement Paignton seems to date from the later Saxon period, as suggested by place name evidence Paega's Tun – or it may be a resettlement of an earlier pre-Saxon site. An established manor before the Conquest, the estate passed to the See of Exeter in 1050 with which it remained until the reformation. In the Domesday Book (1086), Paignton is PEINTONE; 52 villagers, 40 smallholders and 5 pig men are recorded as well as 36 'slaves'. These last worked on the manorial lord's own demesne with 8 plough teams employed on 6 hides (a hide was normally a standard 120 acres of arable land in cultivation – in the south-west its real extent could be less), or around 720 acres. In addition 41 acres of woodland, 40 of pasture, and 18 of meadow are recorded on which the villagers and smallholders kept 4 cobs, 16 pigs, 20 cattle and 350 sheep. The 133 men enumerated probably indicates a population of around 400-500 across the manor. What is significant about Paington in Domesday is its non-urban character: neither its parish church nor its houses are mentioned. If the 52 villagers occupied the main settlement, the 40 smallholders were scattered across the manorial land. These outlying hamlets can be identified, among them Collaton St Mary (Colethorn); Yalberton (Aleburn); and Stantor (Stontorre). Meadows, pastures, woodland and a salthouse are also recorded. Paignton was thus an important manorial centre with a market, fishery and other industries, long before Torquay developed.

The pre-Conquest late-Saxon manor of Paignton was concentrated in the Winner Street and Church Street area; in the 1990s eleventh- and twelfth-century pottery was found north of the Parish church of St John on the site of the Church Street hospital, which may indicate the limits of late Saxon and early medieval settlement. St John's, which incorporates 12th century fabric, is almost certainly built on the site of an earlier Saxon church. Winner Street has long been assumed to have been the principal street of the town. Archaeological observations in January 2001 along its length, recorded no earlier layout. By the end of the medieval period the town extended north to Kirkham House, a late-medieval house with the remains of a 15th century kitchen block, at the junction of Kirkham Street and Littlegate Road (formerly Mill Lane). To the south medieval ribbon development extended along Fisher Street towards the harbour area.

The last Saxon bishop Leofric was not dispossessed by the Conqueror but died in 1072; it is often asserted that his Norman successor Osbern (1072-1103) built a 'palace' but there is no evidence for this; no episcopal registers survive before the time of Walter Bronescombe 1257-80. The extant walled area of the Bishops' Palace is substantially late 14th century with late 19th century rebuilding on earlier foundations. Paignton was one of the 9 rural manorial houses – the term palace was not used except for the main diocesan residence – belonging to the bishops, and was resided in from time to time, as recorded in their registers. Bishop Bronescombe visited almost every year, and Grandissson (1327-69) was present on many occasions including

a continuous period of 76 days in 1329. The demesne complex would have had to accomodate the episcopal retinue, as well as the permanent manorial officials in charge of the valuable estate. But how the enclosed area today relates to the early manorial buildings is not known. While the episcopal registers are usually the first documentary evidence of a house, they are rarely definitively located. Additionally Paignton appears to have had a second separate house belonging to the bishop, recorded as Peyngton Episcopi, which may have been outside the town in one of the surrounding hamlets – wherever, it was distinct from the 'palace' site.

The town's fortunes rose with those of the Bishops of Exeter; with the exception of Crediton, the Paignton manor was the most valuable possession of the see. In 1295 Edward I granted Bishop Thomas Bytton a charter granting a weekly market and an annual fair to be held at the manor: a sure sign of prosperity. Water was brought from springs at Lower Westerland via open leats and culverts the 3 miles to the town centre principally to supply the palace and the manorial Corn Mill. The last mill on the site was only demolished in the 1870s, the site is now occupied by the four blocks of 31-49 Littlegate Road and the landscaped area to the north-west just outside the conservation area. The line of the leat still forms the boundaries between the curtilages of Winner Hill Road and Winner Street on the downslope side. Other than domestic wells this medieval supply was the only source of water brought into Paignton until 1872. The mill outflow followed the line of Littlegate Road eastwards before flowing through dykes and drains, whose layout largely dictated the future shape of Victoria Park, to the sea.

A survey made of the episcopal houses shortly after the translation of Bishop Redman (1495-1501) to Ely records while Paignton Episcopi was utterly destroyed and fallen down within Paignton, the palace site was scarely better; no less than £70 was required to make it fit for the Bishop to ly therein. This is not long after the 1379 licence given by King Richard II to the Bishops to crenellate, and is considered the date of the enclosing walls and the surviving so-called Coverdale tower. Bishop Lacy (1420-55) only stayed on three occasions, the last being in 1447.

John Leland, Henry VIII's antiquary passed through in 1525, recording the presence of a small pier for boats, presumably the quay at Roundham harbour. At the Reformation the last medieval bishop John Vesey (1519-51 dep; res. 1553-4) was forced by the king to dispossess the see of its temporal holdings outside Exeter. The manor was leased to Sir Thomas Speke in 1545, and the freehold conveyed to him outright in 1549. In 1557 Speke conveyed the manor to the courtier Sir William Herbert, first Earl of Pembroke. In 1567 the Herberts commissioned a survey of all their lands and properties; the resultant Pembroke Survey provides a detailed record of the manor, its tenants and customs. While the survey is an invaluable historical record with the customs of the manor given in English, and the tenancies and copyholds in Latin, topographic description is almost entirely absent with very little information relating any of the properties detailed to their location, other than by street. The plan attached to the survey is the earliest known drawing of the town; as a map it is schematic rather than representational, although the parish church is clearly located. Nevertheless, it does allow a tantalising glimpse of the layout and building types at that time. Winner Street, the principal area of settlement and thoroughfare, is recorded

as Wynerde Street, i.e. vineyard, which has long been taken to indicate that this was a former wine growing area. A large walled structure, which can only be the Bishops' Palace is shown but is not located in its current position, while the survey records it as having become 'ruinous', confirming the dilapidations noted in 1501. Other parts of the complex, the great stable and barn are described as decayed (below).

The Herbert family appear to have alienated the manor during the English Civil War in the 1640s. Certainly the 17th and 18th century is one of increasing desuetude; court rolls, recording manorial business, which are extant from the 1660s paint a uniform picture of decline: the decay or ruinous state of wells, bridges, walls etc. In 1750 Dr. Richard Pococke, then travelling through Devon, described Paignton as a poor town of farmers at the bottom of the bay. His contemporary Jeremiah Milles, (Precentor, then Dean of Exeter 1762-84) spent many years in the middle of the century amassing material for a projected History of Devon; although it was never published the manuscript is an excellent historical and topographical miscellany. Milles noted from his informant in 1754 that:

> *The Marshes between ye Church & Water Side till about 9 years ago were overgrown wth Sedge & Rushes & deemed almost incapable of any Improvemt but ye Several Owners joyning together & Employing an Engineer have by draining of ye Standing Water made what was before not worth 5 Shillings per Annum already 25s, & in a little time are in hopes to make it worth [more].*

Two other notable 18th century chroniclers made journeys to, or notes on Paignton. The dilettante clergyman the Rev John Swete passed through in June 1793 where he identified the Palace remains, and painted the building whose remnants form the south-west corner of the churchyard (4.1.3), and the Coverdale Tower (4.1.4). His description also allows the identification of buildings now entirely lost:

> *... near the Western end of the Church, is yet standing, the gateway that led into the Palace ...The Principal Buildings lay South and East of this, and are boundaries on these points to the Churchyard.*

In his 1797 The History of Devonshire Richard Polwhele noted, at a time when the number of inhabitants was around 1,575 (1801 Census), that:

> *The greater part of the houses are built of mud walls and covered with thatch, but not remarkable for neatness or commodiousness . . . [There is] a great quantity of orchard ground.*

The land which was laid out to the east of the churchyard after 1745 can be seen on the 1840 tithe map as large fields with near-regular boundaries, constrained only by the exigencies of the land-drains to the sea shore. The contrast between the reclaimed area and the surviving medieval strip fields to the north, which stretch south from Polsham Road, and the enclosed fields south of Sands Road is very noticeable.

However the earlier part of the 19th century seems to begin a period of steadier development and consolidation after two centuries of neglect. The revictualling of the Channel Fleet in its Torbay haven being a major economic activity, even if the focus of the naval and military presence was on Torquay and Brixham. The slow development as a resort follows the end of the long French wars when several typical

Regency cottages with their distinctive fenestration were built; a number of other houses or shops were newly built or remodelled during the 1820s and 1830s, in Cecil Road, Curledge Street and Fisher Street, as well as in the Winner Street/Church Street core. A National School was established in 1829 in the Rectory grounds, the enlarged building has now been absorbed into the District Hospital. The revivification of the town is reflected in the rising population recorded in the national censuses: 1,639 in 1801; 1,796 in 1821 and 2,501 in 1841 – a rise of 60% over 40 years.

The 1840 tithe map is an extremely valuable document for it records two seemingly contradictory things: the fossilisation of the medieval town; and the blueprint for expansion with the new turnpikes of Totnes Road (including the Church Street extension, which was extended north and east of the Church to meet it), and Dartmouth Road, which would act as springboards for the first phase of expansion to 1860. As a medieval relict the 'urban' settlement is shown lying clustered around the church and the adjacent streets: Winner, Church, Well and Princes Streets (then Duck Street), and a more linear settlement stretching from the north end of Winner Street, and what was Culverhay Street, and down Mill Lane (now Littlegate Road). At the northern and southern extents of the town both Spratt Lane (later rationalised as Cecil Road), and Fisher Street to the south of Winner Street are also of medieval origin and show signs of ribbon development along their lengths. By contrast the Church Street extension and the newly constructed Totnes Road, from the Winner Street/Fisher Street junction in the south, to its junction at the Lower and Higher Polsham Roads cross-roads on the north, can clearly be seen cutting across the medieval and later field boundaries, as does Dartmouth Road linking Totnes Road and Fisher Street.

The tithe map also shows the earliest villas within the conservation area to be those either side of Totnes Road south of the Winner Street/Fisher Street junction. Moorlands on the north side (since demolished, the site is now occupied by 50-80 Totnes Road, and 2-8 Primley Park East) sat in its own grounds approached by a winding carriage drive, much like its contemporaries in Torquay. On the south side Halswell Villa (1820s), Halswell House (1840s) and Halswell Cottage (1820s) occupy a triangular area between Totnes Road and Fisher Street. All survive as 47, 53 and 55 Totnes Road. The only other surviving villas within the conservation area are those of Bay View (21 Winner Street) and Parkhill approached from Southfield Road. Also shown is the watercourse above Winner Street, established during the tenure of the medieval bishops, which was culverted to cross Church and Winner Streets leading to the Mill Dam, whose site is occupied by 51-65 Littlegate Road and the car park behind.

In 1850 William White's History, Gazetteer and Directory of Devonshire described the town as:

> *A neat and improving village and bathing place delighfully situated ... along the shore of a beautiful bay. Paignton has risen into notice as a place of resort for invalids during the last fifteen years, and is capable of being made a firstrate watering place, having a good beach, and a large extent of contiguous ground, which may be converted into a beautiful esplanade and carriage drive.*

The census in 1851 records a population of 2,746, about 250 of whom attended the National school. The scattering of villas put up in the 1850s began the formation of the embryonic resort; but these were built between Southfield and Redcliff – the Baroque Mughal Tower here dates from 1853 – along the Polsham Roads where they are close to the sea to the north of the present conservation area, though partly within that of Polsham.

The Dartmouth and Torbay Railway's arrival in 1859, over a substantial embankment (with greatly improved land drainage and a subdivision of the fields into smaller units) allowed a second, and much greater, phase of development resulting in the creation of the Victorian new town east of Winner Street over the next 40 years, with Victoria Street, connecting the station to the Totnes and Dartmouth Road junction. The development over this period is clearly seen when the First Edition OS County Series map surveyed in 1861 and the Second Edition surveyed in 1904 are compared.

The OS 1861 map shows a few further villas within the conservation area, Bay House View (33 Winner Street) being the only one still extant. After this date villas and semi-detached pairs developed along Totnes and Dartmouth Roads, the new through routes. These followed a standard two-storey pattern, often with attic dormers. Between Fisher Street and Dartmouth Road other new residential roads were laid out, the detached, semi-detached and short terraces built were integrated into a landscape of mature trees, often apple orchards, and shrubs and provided with gardens relative to their size, bounded by walls of local stone and topped by hedges. The orchards, mostly yielding cider apples, are omnipresent on the 1861 map – within the old manor boundaries 300 acres are recorded as being given over to the cider crop. Elsewhere in what will be the centre of the town the terraces of 1-4 Bishops' Place, Gerston Place (3-17 Torquay Road) and Gerston Terrace (1 Victoria Street and 2-28 Torquay Road) have been established. Isolated in fields two houses (Nos. 3 & 5) of what will be the first New Street terrace of eight have been built but not yet the road itself.

An indication of Paignton's increasing Victorian popularity was that in 1879 the town was home to the first performance of Gilbert & Sullivan's Pirates of Penzance at the Royal Bijou Theatre, to the rear of the former Gerston Hotel at the junction of Victoria Street and Hyde Road. A contemporary account Paignton and its Attractions published in 1885 acknowledged that while some of the new development had an imposing frontage, there was also disquiet about its scale which was seen as destroying some of the hitherto most charming aspects of the neighbourhood. Yet at this time the area of the town centre was still entirely undeveloped; photographs from the 1880s show the central area south of the medieval Palace walls, the Bishops'Place terraces, and the area from the rear of Winner Street to Totnes Road as far as the northern curtilage of the New Street houses (3ha/7½ acres) as all under cultivation – the famous poll cabbages, i.e., the area had remained open for more than the 800 years since Domesday.

The spacious well laid-out Victorian town centre (Cherry & Pevsner) is almost entirely a creation of the local architects, George Soudon Bridgman, and W G Couldrey. The Palace Avenue area – 'The Palace Building estate' – with its teardrop-shaped gardens, and public hall were designed by Bridgman and Couldrey in 1886. Their original ground plan, which survives, shows a rather different composition form the one that was eventually built. It had been intended that

the public hall should sit within the wide hemispherical end of the garden with a long Palace Avenue frontage to the north, while the southern and western frontages would give onto an elegant crescent – Nos. 42-54 Palace Avenue with their half-timbering preserve the incipient curvature and form of the much larger proposed 'Victoria Crescent'. Such a location would have made the hall the most visible building in the new town centre. In the event the public hall, now the Palace Theatre, was built in 1890 at the west end of Palace Avenue on the 11 plots originally designated as the western part of Victoria Crescent, on land behind what is now 44-58 Winner Street. It sits to the south-west, and eccentrically opposite the broad end of the oval garden which takes on a teardrop shape as the avenue widens from its narrow eastern entry to the west.

The relocation of the public hall from the garden site allowed its ground plan to be increased by around 50% and a caretaker's cottage was added shortly afterwards. The alignment of the hall and the abbreviated crescent in fact allow a much more attractive, if irregular, close to Palace Avenue than if it had been built within the garden: the garden area was doubled and vistas opened up which would not have been possible otherwise. The integrity of Bridgman and Coudrey's overall design was not compromised; elsewhere the relocation of the hall allowed the north side of the avenue to be broken up. The Methodist church and Sunday school were interposed amongst the house plots; Palace Avenue was linked to Crown and Anchor Way across Tower Road, eliding the new design into the historic town; while a fire station was built in the south-west corner of the former Gerston meadow, in the gardens of what would have been part of Victoria Crescent. The whole forms a very pleasing, if irregular, composition an admirable urban ensemble (Cherry & Pevsner) either side of Palace Avenue Gardens.

By the end of the 1890s redevelopment was complete: the late Victorian town centre was connected through to the Saxon and medieval town to the north and west, and east and south to the railway, esplanade and suburbs. By 1904, the date of the survey of the second edition of the OS County Series, the conservation area is shown almost entirely built up. All subsequent redevelopment has been infill, or demolition and rebuilding, most of this has taken place in the later 20th century; although Elmsleigh, a solitary 1830s villa in its own grounds, was demolished by 1933 and replaced by the interwar terraces of 24-42 Elmsleigh Road and 23, 25-37 Fisher Street. Its contemporary Greenlands Cottage survives as 21 Fisher Street.

The later 20th century work is undistinguished, generally commercial premises concentrated on or near the junctions of the through routes: Victoria Street/Torbay Road; Fisher Street/Totnes Road; Dartmouth Road/Totnes Road. Changes to residential property tend to be on a smaller scale such as extensions; replacement roofs; and the loss of gardens to off-road parking; often, though it is the least considered and most common such as replacement doors and windows which prove to be the most detrimental.

In 2000 the council in partnership with English Heritage and local interest groups promoted a Heritage Economic Regeneration Scheme (HERS) for the Winner and Church Street area. This ran for four years 2000-2004. The scheme involved the repair and restoration of some fifty historic shops and buildings indicated by the newly crafted copper shop-signs by the artist Karen Green. Additionally several public art commissions were undertaken including a

metal sculptural mural at the top of Winner street created by Spencer Larcombe, a local artist-blacksmith, to celebrate the Golden Jubilee of Queen Elizabeth II (4.1.17). As a result of the scheme the number of vacant shops fell dramatically and the area has a new vitality which is celebrated by the local community. Outside these two streets, good urban design has been promoted by the Council's Conservation and Design section (part of Planning and Development Services). Close collaboration with the architects has seen the implementation of at least three excellent schemes: new development at 1-5 Well Street; sympathetic conversion of industrial premises to residential at Laura Place off Well Street; and the conversion of the large 1906 Co-operative building in Winner Street to residential and the remodelling of the 1930s shop. Each form distinctive new building complexes.

Development whether major or minor within the historic town centre usually necessitates groundworks, as do the many interventions of Statutory Undertakers. Archaeological observation and recording of all such works, which in most instances are carried out as a condition of any planning permission continues to provide further evidence of the history of the town. All such evidence is entered into the Torbay Historic Environment Record (HER) and informs the decision-making process of all subsequent planning applications.

Purcell ®
Old Police Station, 6 St Peter's Court, Bedminster Parade, Bristol BS3 4AQ
info@purcelluk.com
www.purcelluk.com

All rights in this work are reserved. No part of this work may be reproduced, stored or transmitted in any form or by any means (including without limitation by photocopying or placing on a website) without the prior permission in writing of Purcell except in accordance with the provisions of the Copyright, Designs and Patents Act 1988. Applications for permission to reproduce any part of this work should be addressed to Purcell at info@purcelluk.com.

Undertaking any unauthorised act in relation to this work may result in a civil claim for damages and/or criminal prosecution. Any materials used in this work which are subject to third party copyright have been reproduced under licence from the copyright owner except in the case of works of unknown authorship as defined by the Copyright, Designs and Patents Act 1988. Any person wishing to assert rights in relation to works which have been reproduced as works of unknown authorship should contact Purcell at info@purcelluk.com.

Purcell asserts its moral rights to be identified as the author of this work under the Copyright, Designs and Patents Act 1988.

Purcell® is the trading name of Purcell Architecture Ltd.

© Purcell 2025

Purcell grants Torbay Council a non-exclusive licence to make use of the report providing this is consistent with the purpose for which the report was commissioned and that Purcell remain acknowledged as the author and intellectual property holder as art of any such use, in whole or in part. Purcell has no liability for use of the report for any purpose other than that for which it was originally prepared and produced.

A team of experienced consultants from Purcell jointly contributed to the completion of this Conservation Area Appraisal.

Name	Position	Role
Hettie Dix	Associate Heritage Consultant	Reviewer
Holly Houghton	Heritage Consultant	Author
Tracey Rowe	Senior Graphics Assistant	Report Design

Date	Issue	Revision	Reviewed	Approved
February 2025	01	First Draft	HH	HD
March 2025	02	Second Draft	HH	HD
April 2025	03	Final Document	HH	HD

All Ordnance Survey mapping is reproduced under Torbay PMSA © Crown copyright and database rights 2024 OS AC0000849978

PURCELL

243516

TORBAY COUNCIL

This page is intentionally left blank

TORQUAY HARBOUR
VOLUME I: CONSERVATION AREA APPRAISAL

ISSUE 03

APRIL 2025



PURCELL

English Riviera UNESCO GLOBAL GEOPARK

unesco Global Geopark

Made possible with Heritage Fund

TORBAY COUNCIL

TORQUAY HARBOUR: CONSERVATION AREA APPRAISAL

CONTENTS

EXECUTIVE SUMMARY 03
Purpose of this Guidance 04
How to use the Conservation Area Appraisal 04
Frequently Asked Questions 05
Summary of Special Interest 06
Summary of Heritage Assets within the Torquay Harbour Conservation Area 07
Summary of Condition, Detracting Features and Opportunities for Enhancement 07

1.0 INTRODUCTION 08
1.1 Torquay Harbour Conservation Area 09
1.2 Context and Vision for this Conservation Area Appraisal 10
1.3 Summary of Special Interest 11
1.4 Definition of a Conservation Area 11
1.5 Purpose and Scope of the Conservation Area Appraisal 11
1.6 Planning Policy 12
1.7 English Riviera UNESCO Global Geopark 16

2.0 ASSESSING CHARACTER AND SPECIAL INTEREST 17
2.1 Summary History 18
2.2 Illustrated History 20
2.3 Architecture and Built Form 26
2.4 Setting and Key Views 34
2.5 Public Realm 44
2.6 Open Spaces and Trees 46
2.7 Geology and Topography 50
2.8 Archaeological Potential 50

3.0 CHARACTER AREAS 51
3.1 Harbour 53
3.2 Commercial and Civic Core 55
3.3 Historic Residential Areas 57

4.0 BOUNDARY REVIEW 59

5.0 AUDIT OF HERITAGE ASSETS 62
5.1 Positive Contributors, Key Buildings and Local Landmarks 63
5.2 Listed Buildings 64
5.3 Opportunities for Enhancement 64
5.4 Heritage At Risk 66
5.5 Adjoining Conservation Areas 66

6.0 ISSUES 67
6.1 Condition 68
6.2 Detracting Features 70
6.3 Inappropriate Modern Development 72

7.0 OPPORTUNITIES 73

8.0 CONSERVATION AREA DESIGNATION - CONTROL MEASURES AND BEST PRACTICE GUIDANCE 75
8.1 Control Measures 76
8.2 Conservation Aims and Best Practice 76
8.3 ‘Like-For-Like’ 76
8.4 Repairs and Replacement 77
8.5 Maintenance 78
8.6 Trees 78
8.7 Public Realm 78
8.8 Modern and New Development 78
8.9 Sustainability 79

APPENDICES 81
A: Bibliography 82
B: Useful Contacts 83
C: Glossary 84
D: Detailed Historic Development 86

EXECUTIVE SUMMARY



EXECUTIVE SUMMARY

Torquay Harbour is a historic resort town, preserving a diverse range of historic architecture in a dramatic coastal setting. The conservation area designation recognises what is special about Torquay Harbour, and this document provides guidance on how residents, homeowners, business owners, developers and the local authority can ensure this special interest is preserved and enhanced.

Purpose of this Guidance

This consultation draft of the Torquay Harbour Conservation Area Appraisal seeks to:

- Record and analyse the special interest of the Torquay Harbour Conservation Area;
- Recognise the designated and non-designated heritage assets which comprise the conservation area;
- Identify issues relating to condition and detracting features, as well as opportunities for enhancement; and
- Provide guidance for the positive management, preservation and enhancement of the conservation area.

A conservation area is defined as an 'area of special architectural or historic interest the character of which is it desirable to preserve of enhance'. Approximately 2.2% of England is covered by conservation areas. It is a requirement under the Planning (Listed Buildings and Conservation Areas) Act 1990 that all local planning authorities 'formulate and publish proposals for the preservation and enhancement' of conservations areas within their jurisdiction, and that these documents are periodically reviewed.

How to use the Conservation Area Appraisal

Section 1.0: Introduction explains what is included within the Torquay Harbour Conservation Area and what makes it special. It sets out the purpose of the Conservation Area Appraisal: to define and record the special interest of a conservation area, set out a plan of action for its on-going protection and enhancement, and update the boundary where necessary. This section also sets out the relevant planning policies and guidance pertinent to the conservation area.

Section 2.0: Assessing Character and Special Interest provides a summary history of the conservation area, analyses its architecture and built form, identifies key views and assesses the impact of the public realm, open spaces, geology and topography on the character of the conservation area.

Section 3.0: Character Areas illustrates the various areas throughout the conservation area which have their own distinct character.

Section 4.0: Boundary Review assesses the existing conservation area boundary and explains why no alterations are proposed.

Section 5.0: Audit of Heritage Assets explains the various categories used to understand the spread of both statutory (listed/scheduled) and non-statutory designations within the conservation area.

Section 6.0: Issues identifies the main issues within the conservation area and offers advice on how they might be mitigated/ improved.

Section 7.0: Opportunities sets out opportunities to enhance the conservation area.

EXECUTIVE SUMMARY

Section 8.0: Conservation Area Designation – Control Measures and Best Practice Guidance sets out the implications for planning/development and best practice for the management of development within the conservation area. It includes advice on repair and replacement, maintenance, new development and sustainability.

Please note, a glossary of technical terms used in this document can be found in Appendix C.

Frequently Asked Questions

Do I need planning permission for demolition and new development with a conservation area?

Planning permission will usually be required to totally or substantially demolish buildings or structures within a conservation area (including walls, gate piers and chimneys). Applications for demolition will also need a heritage statement (sometimes called a heritage impact assessment) as part of the application.

Consult with Torbay Council to confirm whether planning permission will be required ahead of any new development.

Are there any additional restrictions on permitted development rights?

Permitted development rights (i.e. changes that are allowed without requiring consent from the local authority) may be restricted. For example, replacement windows, changes to elevational finishes or the installation of satellite dishes may require planning permission. Always confirm your obligations with Torbay Council before carrying out any works to the exterior of a building within the conservation area. Contact details for the Heritage and Design Team are provided in Appendix C.

What are the implications of conservation area designation for tree works?

Trees with a diameter of 75mm or greater measured at 1.5m above the soil level are protected. Any works proposed to these trees require permission from the local authority by means of a planning application. This allows the authority to determine whether a tree preservation order (TPO) is necessary.

Are there restrictions on advertising and commercial signage?

Advertisements and other commercial signage may be subject to additional controls and/or require planning permission. Contact planning@torbay.gov.uk before installing any advertising infrastructure or commercial signage.

How do I seek pre-application advice?

For pre-application advice on any developments, contact planning@torbay.gov.uk. A pre-planning application will provide guidance on what permission is required.

Please refer to **Section 8.0 – Control Measures and Best Practice**, for further information on development within conservation areas.

Does the UNESCO Global Geopark status bring additional planning restrictions?

No, the UNESCO Global Geopark does not bring any additional planning restrictions over those which already exist in national and local planning legislation, as detailed in Section 1.6.

EXECUTIVE SUMMARY

Summary of Special Interest

The special interest of the Torquay Harbour Conservation Area is derived from the following key factors:

- **Historical interest:** the conservation area evidences the growth of Torquay as a high-end resort town in the late 18th and 19th centuries, and its continued success thereafter. The town has an association with Agatha Christie, who was born in Torquay in the 1890s and spent much time here.
- **Topography and configuration:** the topography of the conservation area has resulted in distinctive layers of development which climb up the cliffs and valley slopes. There are many striking views of the harbour and wider town from various positions in the conservation area, and the terraces and villas built on the hillsides are highly visible from the main commercial streets at the lowest points in the town. There is an interesting contrast between the wide commercial streets and narrower proportions of residential areas, which are often interconnected by steep flights of steps.
- **Architecture:** Most architecture in the conservation area dates from the 19th and 20th centuries, illustrating the town's transition from a small fishing port into a prestigious resort. The rich mixture of architectural typologies demonstrates the evolution of architectural fashion from the late 18th to the 20th centuries and lends significant visual interest and historic character.



EXECUTIVE SUMMARY

Summary of Heritage Assets within the Torquay Harbour Conservation Area

There are 75 listed buildings within the conservation area (some listings cover groups of buildings such as whole terraces); these are recognised and statutorily protected for their architectural or historic interest. Additionally, this Conservation Area Appraisal identifies the buildings, structures and features within the conservation area which make a positive contribution to its character. These are recognised as **positive contributors, local landmarks** and **key buildings of individual heritage interest**. A full audit of the heritage assets within the conservation area is available in Volume II of this report.

Summary of Condition, Detracting Features and Opportunities for Enhancement

Common problems regarding condition include:

- Misguided repairs with non-breathable materials such as cement-based render and mortar, causing brick and stonework deterioration.
- Poor maintenance including blocked gutters and downpipes which encourage staining and vegetation growth throughout the conservation area.

Detracting features include:

- uPVC windows and rainwater goods.
- Insensitively designed modern shopfronts.
- Flat-roof extensions/infill.
- Television aerials, satellite dishes and external wires.
- Inappropriate modern boundary treatments.
- High visibility of commercial refuse bins.

Opportunities include:

- Upgrading lower-quality modern infill/ extensions.
- Addressing minor detracting features.
- Improving the contribution of modern shopfronts by introducing traditional detailing.
- Encouraging regular maintenance.
- Sensitively designed new development.
- Heritage led regeneration.

SECTION 1.0: INTRODUCTION



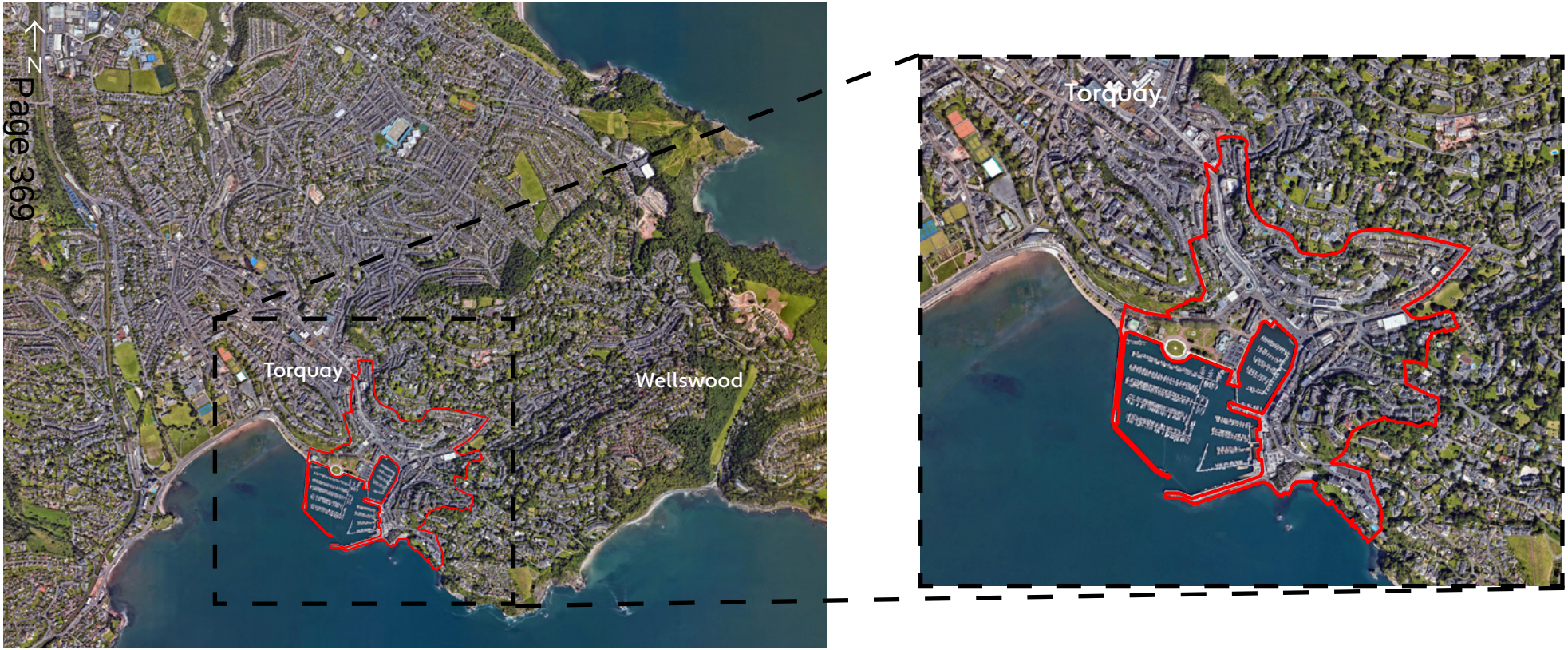
1.1 Torquay Harbour Conservation Area

The Torquay Harbour Conservation Area was originally designated in 1975, extended in 1988 and last reviewed in 2004. The boundary was not revised at that time. The designation covers Torquay Harbour and the principal commercial streets around the waterfront. It also encompasses areas of 19th and early 20th-century residential development, reaching to Warren Road in the west, Vanehill Road in the east, and following the line of Braddons Hill Road East to the north.

The conservation area was surveyed between 9th and 10th of December 2024.

A consultation draft of this Conservation Area Appraisal was subject to a period of public review between 17th March and 7th April 2025. The comments received during this consultation period were reviewed by Torbay Council and the document updated accordingly.

Adoption statement pending



Aerial imagery illustrating the location of the Torquay Harbour Conservation Area in its wider geographical context. High-resolution, zoomable maps are provided within Sections 2 to 5 of this document.

1.2 Context and Vision for this Conservation Area Appraisal

Torbay Council envisages heritage at the heart of the cultural, creative and economic development of Torbay, making our home - the English Riviera UNESCO Global Geopark - a better place in which to live, work, learn and visit.

Caring for our outstanding historic assets and sharing our stories will maximise the potential for heritage to bring social, cultural and economic benefits to all parts of the Bay. To do this, we will develop better understanding of the risks to historic places and of the diverse meanings of heritage to different people.

Torbay Council recognises that our built, natural and cultural heritage are essential to the future success of Torbay. This approach does not prevent development, but encourages a responsible approach, balancing heritage and local need for the benefit of all our communities, now and for future generations.



1.3 Summary of Special Interest

The special interest of the Torquay Harbour Conservation Area is derived from the following key factors:

Historical Interest

Built development within the conservation area illustrates the evolution of Torquay as a successful resort town over the course of the later 18th and 19th centuries. The continued prosperity of the town is evidenced by the large number of ornate civic and commercial buildings constructed in the Edwardian period and large hotels built on the waterfront in the inter-war period. The conservation area also has associations with Agatha Christie, who was born in Torquay in the 1890s and spent much time here.

Topography and Configuration

Built development in Torquay has necessarily responded to the dramatic topography of this coastal location, resulting in layers of development climbing up the cliffs and valley slopes. The topography results in a number of striking views of the harbour and wider town from many positions in the conservation area, whilst the terraces and villas built on the hillsides are highly visible from the main commercial streets at the lowest points in the town. The generous proportions of the principal commercial streets contrast with the narrow pedestrian routes which navigate the steep slopes of the hills where most residential development is concentrated.

Architecture

Most architecture in the conservation area dates from the 19th and 20th centuries, this being the period when the town expanded and developed from a small fishing port into a prestigious resort. There is a rich mixture of architectural typologies including historic terraces, grand villas, commercial structures, civic buildings, churches and chapels. The range of building types and styles demonstrates the evolution of architectural fashion from the late 18th to the 20th centuries and lends significant visual interest and historic character.

1.4 Definition of a Conservation Area

A conservation area is defined as an 'area of special architectural or historic interest the character of which it is desirable to preserve or enhance.'[01]

Conservation areas recognise the unique qualities of an area as a whole. This includes the contribution of individual buildings and monuments but also of other features, including topography, materials, spatial relationships, thoroughfares, street furniture, open spaces and landscaping. All these features contribute to the character and appearance of an area, resulting in a distinctive sense of place.

The extent to which a building, or group of buildings, positively shape the character of a conservation area derives not just from their street-facing elevations but also from the integrity of their historic fabric, overall scale and massing, detailing and materials. Rear and side elevations can also be important.

1.5 Purpose and Scope of the Conservation Area Appraisal

It is a requirement under the Planning (Listed Buildings and Conservation Areas) Act 1990 for all local planning authorities to 'formulate and publish proposals for the preservation and enhancement' of conservation areas within their jurisdiction and for these documents to be periodically reviewed.[02]

01 Section 69 (1), *Planning (Listed Buildings and Conservation Areas) Act* 1990

02 Section 71 (1), *Planning (Listed Buildings and Conservation Areas) Act* 1990.

The Torquay Harbour Conservation Area was last reviewed in 2004. It is important for local planning authorities to maintain an up-to-date strategy for the positive management of conservation areas so that they can be carefully adapted and continue to thrive. These public documents define and record the special interest of a conservation area and set out a plan of action for its on-going protection and enhancement.

Over time, conservation areas evolve and the integrity of characteristics which underpin their special interest may depreciate due to gradual alteration. It is therefore important to review and take stock of the character of a conservation area at intervals to ensure designation is still suitable and that the proper tools to manage change are in place.

Reviews often find that conservation area boundaries were previously drawn too tightly or include peripheral areas which do not contribute to an understanding of its character. Consequently, it is important to review the boundary and include/exclude buildings and spaces which do/not meet the requirements for conservation area designation.

This Conservation Area Appraisal seeks to:

- Record and analyse the special interest of the Torquay Harbour Conservation Area;
- Recognise the designated and non-designated heritage assets which comprise the conservation area;
- Identify issues relating to condition and detracting features, as well as opportunities for enhancement; and
- Provide guidance for the positive management, preservation and enhancement of the conservation area.

Although this document is intended to be comprehensive, the omission of any building, structure, feature or space does not imply that said element is not significant or does not positively contribute to the character and special interest of the conservation area. The protocols and guidance provided in **Section 8 (Conservation Area Designation: Control Measures and Best Practice Guidance)** are applicable in every instance.

The assessments which provide the baseline information for this Conservation Area Appraisal have been carried out utilising publicly available resources and through on-site analysis from the public thoroughfares within the conservation area.

1.6 Planning Policy

1.6.1 National Planning Policy

Conservation areas were introduced in the United Kingdom under the Civic Amenities Act 1967. They are now governed under the Planning (Listed Buildings and Conservation Areas) Act 1990. The National Planning Policy Framework (revised December 2024) sets out the overarching requirement for local planning authorities to identify and protect areas of special interest (paragraph 204).[03]

1.6.2 Local Planning Policy

1.6.2.1 Torbay Local Plan

The Torbay Local Plan 2012-30 was adopted in December 2015 and a draft update will be published for consultation in spring 2025. The Local Plan details the local planning policies that will shape and guide development in Torbay to 2030. Of specific relevance to Torquay Harbour Conservation Area are policy HE1: Listed buildings and policy SS10: Conservation and the historic environment, which are reproduced on the following page.

03 When considering the designation of conservation areas, local planning authorities should ensure that an area justifies such status because of its special architectural or historic interest, and that the concept of conservation is not devalued through the designation of areas that lack special interest.

Torbay Local Plan 2012-2030

Policy HE1: Listed buildings

Development proposals should have special regard to the desirability of preserving any listed building and its setting, or any features of special architectural or historic interest which it possesses. Proposals for the alteration or extension of any listed building will not be permitted if the character of the building would be adversely affected. Suitable uses for listed buildings will be supported where this would help to conserve their historic fabric and character. In appropriate cases, planning policies may be applied in a flexible manner to accommodate such uses. Changes of use, demolition or development which damage the fabric or character of a listed building will not be permitted. New development should respect the significance, scale, form, orientation and architectural detailing of any listed building it affects.

Policy SS10: Conservation and the historic environment

Development will be required to sustain and enhance those monuments, buildings, areas, walls and other features which make an important contribution to Torbay's built and natural setting and heritage, for their own merits and their wider role in the character and setting of the Bay. This includes all designated and undesignated heritage assets, including scheduled monuments, historic buildings (both nationally listed and of local importance), registered historic parks and gardens, conservation areas, and archaeological remains.

All heritage assets will be conserved, proportionate to their importance. In particular approval of a scheme causing substantial harm to, or loss of, a Grade II listed building, park or garden will be exceptional.

Substantial harm to or loss of designated assets of the highest significance, notably scheduled monuments, Grade I and II* listed buildings and Grade I and II* registered parks and gardens will be wholly exceptional.

Proposals that may affect heritage assets will be assessed on the following criteria:

01 The impact on listed and historic buildings, and their settings;

02 The need to encourage appropriate adaptations and new uses;

03 The need to conserve and enhance the distinctive character and appearance of Torbay's conservation areas, while allowing sympathetic development within them;

04 The importance of protecting and promoting the assessment and evaluation of Torbay's ancient monuments and archaeological remains and their settings, including the interpretation and publication of archaeological investigations;

05 The safeguarding of the character and setting of Torbay's historic parks and gardens;

06 The impact on vistas and views of Torbay's historic features and areas which form part of the visual and tourist appeal of Torbay;

07 Whether the impact of development, alteration or loss is necessary in order to deliver demonstrable public benefits, taking into account the significance of the heritage asset. The more important the heritage asset, the greater the benefits that will be needed to justify approval; and

08 Whether new development contributes to the local character and distinctiveness of the area, particularly through a high quality of design, use of appropriate materials, or removal of deleterious features.

Proposals that enhance heritage assets or their setting will be supported, subject to other Local Plan Policies.

1.6.2.2 Torquay Neighbourhood Plan

The Torquay Neighbourhood Plan was adopted by Torbay Council in 2019, and forms part of the Development Plan for Torbay.[04] Of specific relevance to the Torquay Harbour Conservation Area are policies TH8: Established architecture, TH10: Protection of the historic built environment, TJ3: Commercial street scenes and TT2: Change of use in conservation areas and listed buildings.

1.6.2.3 Torbay Heritage Strategy

The Torbay Heritage Strategy 2021-2026 was adopted in November 2020. The Strategy produced a suite of objectives for the Torbay Area.[05]

Relevant Objectives from the Torbay Heritage Strategy

ID	Objective	Measure of Success
SEC04	Heritage assets in Torbay are protected from the effects of climate change and carbon reduction is central to their management.	Updated Conservation Area Appraisals assess risks from climate change and all guidance for building owners includes reference to mitigation and/or carbon reduction measures.
SEC04	The special and distinctive characteristics of Torbay's Conservation Areas are, where appropriate, preserved and enhanced.	All Conservation Area Appraisals are reviewed, updated and adopted where necessary. Building owners and managers in Conservation Areas feel supported. Proposals that enhance heritage assets or their setting are supported, subject to Local Plan and Neighbourhood Plan policies.
SEC06	Building owners, retailers and developers are encouraged and equipped to enhance the built environment in historic areas.	Proposals for new developments which enhance or better reveal the architectural heritage of their setting are supported. Shop front design guides for Torquay, Paignton and Brixham are published and promoted. Updated Urban Design Guide and Residential Design Guide.
SEC07	Public spaces in historic areas are easy to navigate and, if possible, enhanced by appropriate street furniture and signage	Unnecessary street furniture and signage is removed. Design of all new and replacement street furniture references and enhances the architectural heritage of its setting. Wayfinding in the public realm clearly and consistently aids navigation to key heritage sites and around the historic environment without unnecessary visual intrusion.

04 Torquay Neighbourhood Plan Forum, Torquay Neighbourhood Plan, 2019. https://www.torbay.gov.uk/council/policies/planning-policies/neighbourhood-plans/torquay-np/

05 Torbay Council, Torbay Heritage Strategy 2021-2026, https://www.torbay.gov.uk/ council/policies/planning-policies/local-plan/ torbay-heritage-strategy/

ID	Objective	Measure of Success
RST02	Torquay Pavilion is conserved and where appropriate enhanced, with a viable and sustainable commercial use.	The building is safe to access, further decay has been halted and a programme of restoration is in place where financially possible. There is ongoing constructive engagement between all interested parties. Appropriate long-term management of the building in line with its cultural and historic value is agreed. Proposals which conserve and enhance the building and find appropriate new uses for it will be supported.
RST04	Princess Gardens and Royal Terrace Gardens are maintained and protected for the future.	The Gardens continue to be maintained to a high quality. The Gardens are removed from the Heritage At Risk Register. Historic parks and gardens are key assets in the new Torbay Green Infrastructure Plan.
RST05	The special characters of Roundham and Paignton Harbour and Torquay Harbour Conservation Areas area preserved and enhanced.	Traffic in the Conservation Areas is reduced. Further loss of historic features is discouraged. Walking and cycling in these areas is encouraged. Further loss of natural, local slate roofing is discouraged and its use is supported in new buildings and restoration works.

1.6.3 Guidance

This Conservation Area Appraisal has been prepared in line with guidance published by Historic England, the government-appointed body for the management of the historic environment in England, particularly Conservation Area Appraisal, Designation and Management, (updated February 2019). Their guidance and publications are subject to periodic review and users are advised to check for the most up-to-date guidance.

1.7 English Riviera UNESCO Global Geopark

Torquay is included within the English Riviera Geopark, a designation awarded by UNESCO to recognise areas of exceptional geological significance, which are managed with a holistic concept of protection, education and sustainable development.[06] Torbay was designated as a Geopark in 2007 on account of the international importance of 32 geo-sites spanning 400 million years. The designation recognises the contribution of Torbay to geological and archaeological sciences and the way that the local geology has shaped human history and endeavour across Torbay. From providing shelter to the earliest prehistoric people and animals in Kents Cavern near Torquay, to protecting Nelson's fleet from the prevailing winds and enabling the development of Brixham as a fishing port, the unique geology and landscape has influenced the history of the English Riviera.

The purpose of a Geopark is to explore, develop and celebrate the links between geological heritage and all other aspects of the area's natural, cultural and intangible heritage.

UNESCO Global Geopark status imposes no additional legislation from a planning perspective. However, the designated status of the Geopark is embedded within local planning policy. Torbay Council's working document, ***English Riveria UNESCO Global Geopark: Briefing Document for Planning*** explains the process for planning applications within or near Sites of Special Interest (SSSIs), Regionally Important Geological Sites (RIGS) and sites of potential geological interest (old quarries, cliff faces etc).

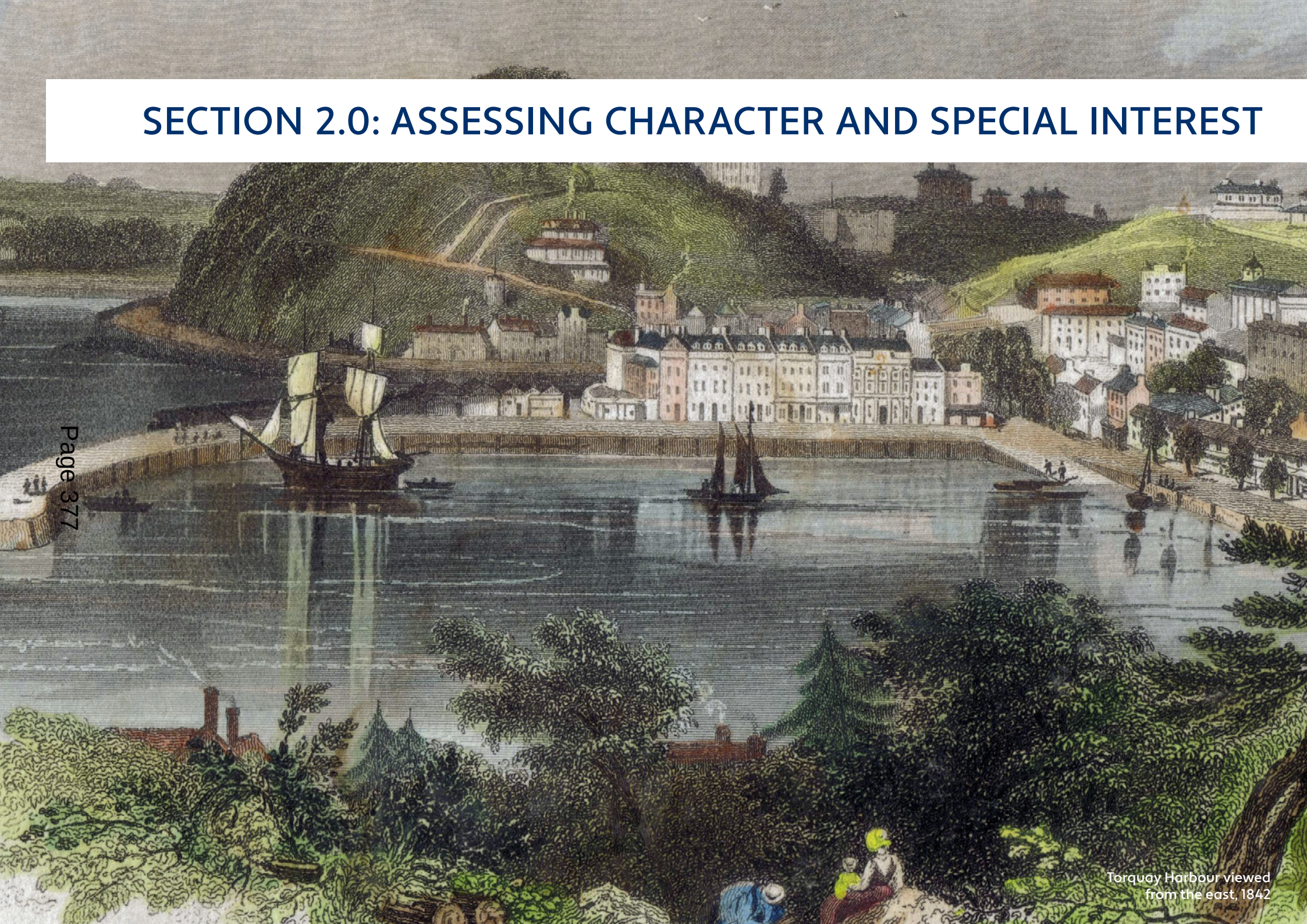


English Riviera UNESCO GLOBAL GEOPARK

unesco Global Geopark

06 https://unesco.org.uk/geoparks/

SECTION 2.0: ASSESSING CHARACTER AND SPECIAL INTEREST



Torquay Harbour viewed from the east, 1842

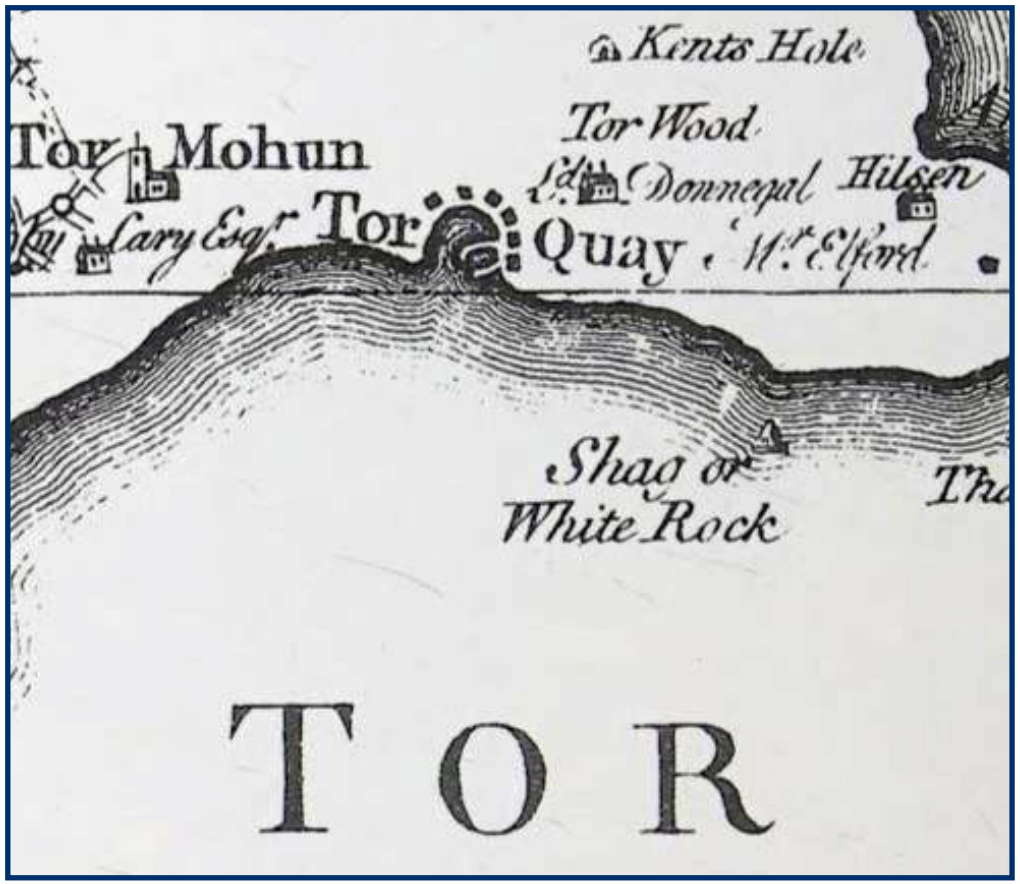
Sections 2.1 and 2.2 provide a brief overview of the history of Torquay, with a particular focus on the area within the conservation area boundary. A more detailed history, taken from the 2004 Conservation Area Appraisal, is provided in Appendix D.

2.1 Summary History

Early History: The historic settlement of Toremohun – north-west of Torquay Harbour - was located around the parish church of St Saviour/St Andrew, taking its name from Tor Hill to the east of the church. Torre Abbey, the wealthiest Premonstratensian abbey in England, exercised a strong influence on the area from its foundation in 1196 to its dissolution in 1539.

The Historic Port and Fishing Village: The extent of the earliest settlement at Torquay is unclear. However, dwellings and a quay had been established on The Strand by the mid-16th century, demonstrating that a small port and fishing village were established by this time. A rivulet known as the Flete Brook ran along the approximate line of Fleet Street down to the sea until it was culverted in the 19th century.

Torquay in the 18th Century: Torquay remained a small fishing port until the end of the 18th century. The Reverend John Swete explained that the village in the early 1780s had 'but one decent house'. In 1792, Swete noted that 'a range of neat houses hath risen within a few years', as efforts were made to transform the village into a resort for wealthy visitors.[07]



Benjamin Donn's map of Torbay, drawn up in 1765, shows 'Tor Quay' as a small settlement around the harbour, with the older settlement at 'Tor Mohun' depicted to the north-west.

07 Torbay Council. 'Torquay Harbour Conservation Area Character Appraisal', 2004.

Early 19th Century: The transformation from small coastal village to fashionable seaside resort was accelerated in the early 19th century. The two great landowners in Torquay – the Palk and Cary families - capitalised on the fashionable association between sea bathing and good health and the increasing demand for luxurious coastal retreats amongst the upper classes. Various terraces and hotels were constructed in the first two decades of the 19th century, and the first medicinal baths opened in 1817 (on the site of the Hotel Regina on Beacon Quay).



Torquay Harbour developed as a fashionable resort town in the late 18th and early 19th century, capitalising on the association between sea-bathing and good health.

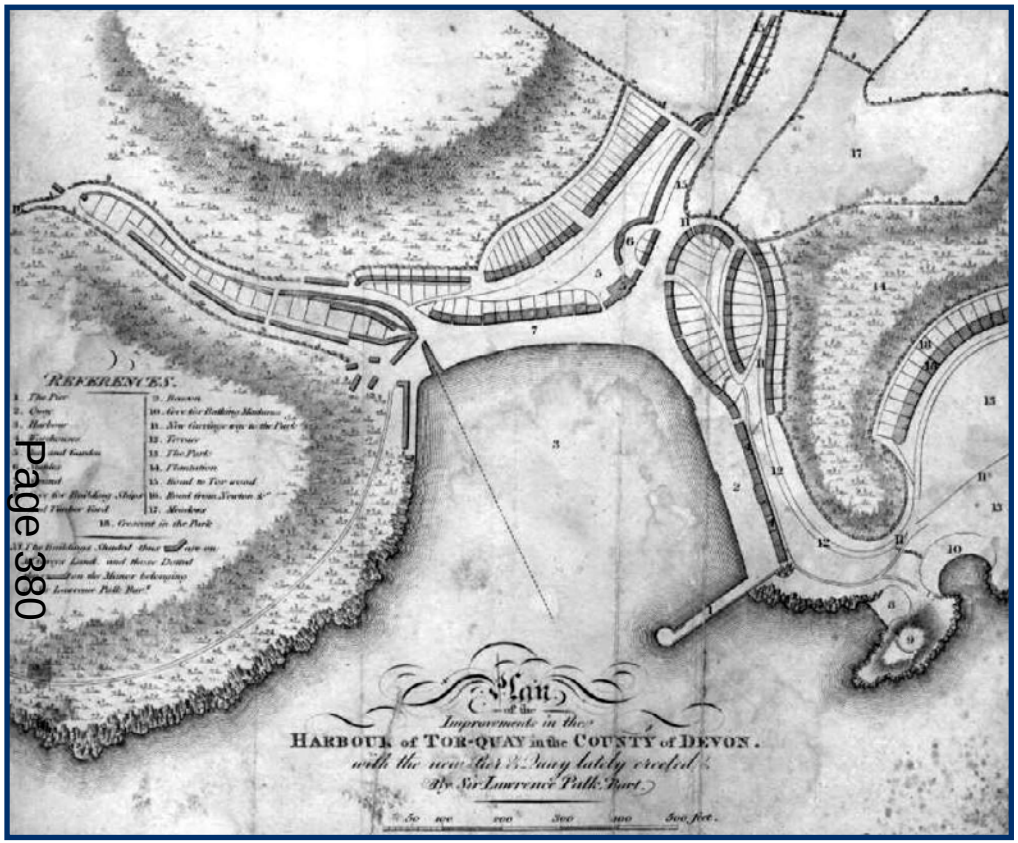
Mid-19th Century: The arrival of the railway in Torquay in 1859 brought more visitors and more investment. The Torbay Hotel (still extant) and Imperial Hotel (now largely obscured from the public realm by later extensions) were constructed during the 1860s, as train services encouraged shorter stays. The Strand was widened in 1867 and a new slipway built alongside the north-west corner of the inner harbour. Haldon Pier was also built at this time, and Cary Green was laid out in the 1870s.

Late 19th Century: In 1890, works started on the promenade known as Princess Pier, on the western boundary of the conservation area – the foundation stone laid by Queen Victoria's daughter. Princess Gardens was laid out on reclaimed land in front of the widened Torbay Road.

Torquay in the Early 20th Century: The distinctive clock tower on the Strand was built in 1902. The shopping arcade at 3-21 Torwood Street was constructed between 1909 and 1915, and the post office on Fleet Street in 1912. The 1930s saw the construction of several substantial buildings within the conservation area – including the former 'omnibus depot' west of Torwood Gardens and the Queen's Hotel off Victoria Parade.

Later 20th Century: Torquay experienced much residential development in the later 20th century. Some of these structures (such as the 1960s Shirley Towers to the east of the harbour and Lytton House to the west), are highly visible from within the conservation area. In the 1980s, a large area west of Fleet Street was completely redeveloped and the Fleet Walk shopping complex was built. George Street, which had been first laid out in the late 18th century, was removed entirely at this time.

2.2 Illustrated History



A map showing planned improvements to Torquay Harbour, 1808. *Torquay Museum*.

The growth of seaside resorts in Devon was facilitated by a range of factors, including the promotion of sea-bathing by the medical profession from the mid-18th century, improved coach travel from the 1780s, the promotion of resorts by travel writers in the late 18th century, and naval conflict with France and Spain during the later 18th and early 19th centuries. Conflict at sea also meant higher taxation and rising prices, which drew many wealthier families to the new resorts offering high-end accommodation at more affordable prices than established towns like London and Bath.[08]

The young resort at Torquay catered for wealthy families seeking permanent or seasonal residence, and for looking to convalesce in the Bay's temperate climate. In 1809, it was reported that Torquay was 'peculiarly favourable for nervous and consumptive complaints, the air being warm and dry'.[09]

A plan dated 1808, showing planned 'Improvements in the Harbour of Torquay', depicts the newly built pier and quay (south pier and Victoria Parade) and Palk's 'Higher Terrace' constructed in 1811. It also shows the town prior to the construction of the inner harbour, which was completed in 1815. Although the plan reflects Palk's intentions for Torquay at this time, rather than the reality of what was constructed, it helpfully demonstrates how the early town grew around the nucleus of the harbour.

08 John F. Travis, *The Rise of the Devon Seaside Resorts*, 1993.
09 Ibid.

Most of England's south coast resorts grew more slowly after the 1830s than they had at the beginning of the 19th century. Torquay, however, continued to expand rapidly, capitalising on its sheltered climate which continued to attract visitors during the winter season.[10]

An engraving of 1832 shows Torquay Harbour as seen from the south pier. It depicts the inner harbour, enclosed to the west by Vaughan Parade and North Quay.

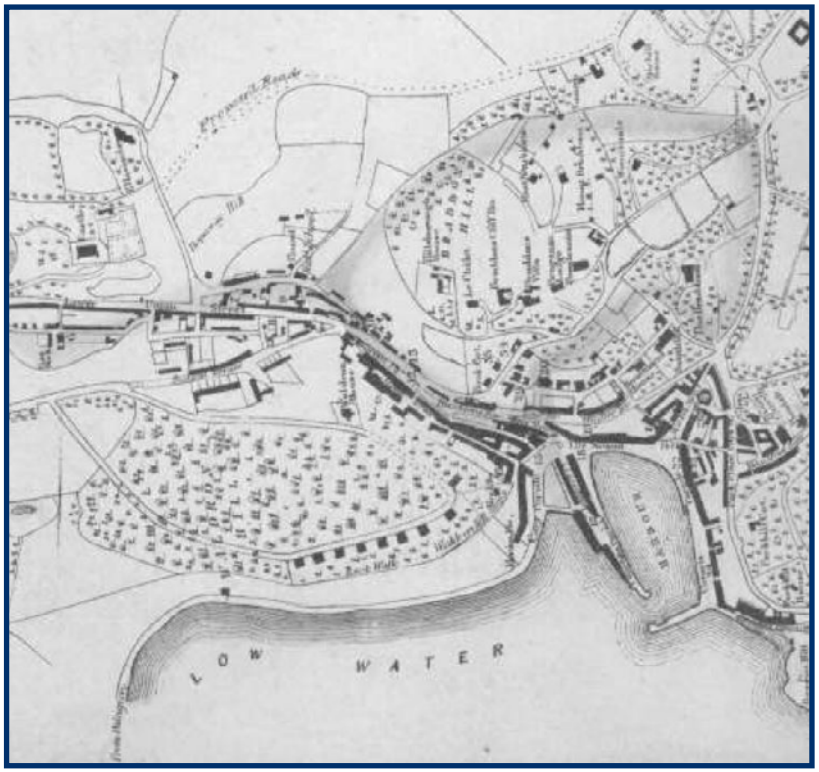
The harbour is lined with terraces on all sides, whilst Palk's 'Higher Terrace' of 1811 forms a focal point on the slopes of Braddons Hill.

A map entitled 'Plan of Torquay & Environs', published by Turner & Co in 1842 shows development wrapping around the Harbour from

Peaked Tor Cove in the east, up Victoria Parade, along The Strand, down Vaughan Parade and along Cary Parade. Terraced properties are shown lining the southern end of Torwood Road, up to the junction with Parkhill Road and along The Terrace to the north of the harbour. Late-Georgian villas can also be seen adorning Braddons Hill, to the north of the harbour.



A wood engraving from 1832, showing Torquay Harbour from south pier.



Torquay Harbour as shown in a map from 1842. *(Torquay Museum.)*

10 Ibid.

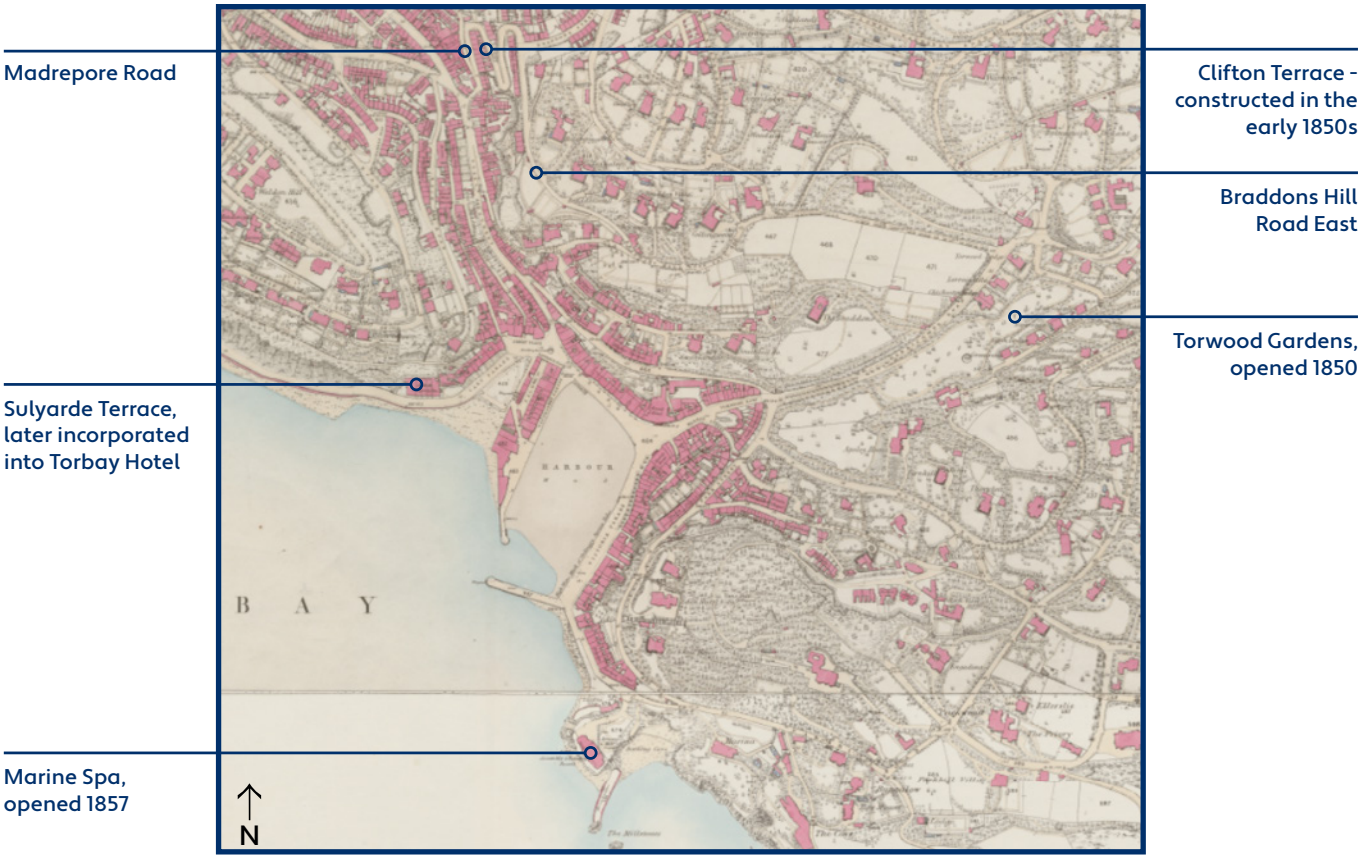
In 1850, William White's *History, Gazetteer and Directory of Devonshire*, described the changes that had taken place in Torquay over the last decade;

'Such has been the increasing influx of visitors to Torquay during the last ten years, that its number of dwellings has been doubled in that period, and many wealthy families have now handsome mansions here, in which they reside continuously, or during autumn and winter'.[11]

White described the harbour as the site of shops and houses for tradesmen, above which sat 'handsome terraces'. The 'upper tiers' of the village were crowned with 'ranges of neat houses and elegant villas'.[12]

The 1863 Ordnance Survey illustrates this layout well. It also shows how the town had grown since the early 1840s, with additional villas behind the late Georgian residences on Braddons Hill, a new road and terraced housing at Braddons Hill Road East and Madrepore Road, and development extending west down Torbay Road with the construction of Sulyarde Terrace (which was later incorporated into the Torbay Hotel). The map shows Torwood Gardens, a purpose-built public park laid out by 1850 and the Marine Spa (opened 1857) at Beacon Cove.

The 1863 map shows Fleet Street as the main route between Torquay Harbour and the older settlement of Tormohun to the north-east. The map identifies the whole area as 'Torquay', indicating the extent to which the historic distinction between the two former settlements of Tor Quay and Tormohun had been eroded.



Torquay Harbour as depicted in the 1863 Ordnance Survey (surveyed 1854-1863).

11 William White, *History, Gazetteer and Directory of Devonshire*, 1850.

12 Ibid.

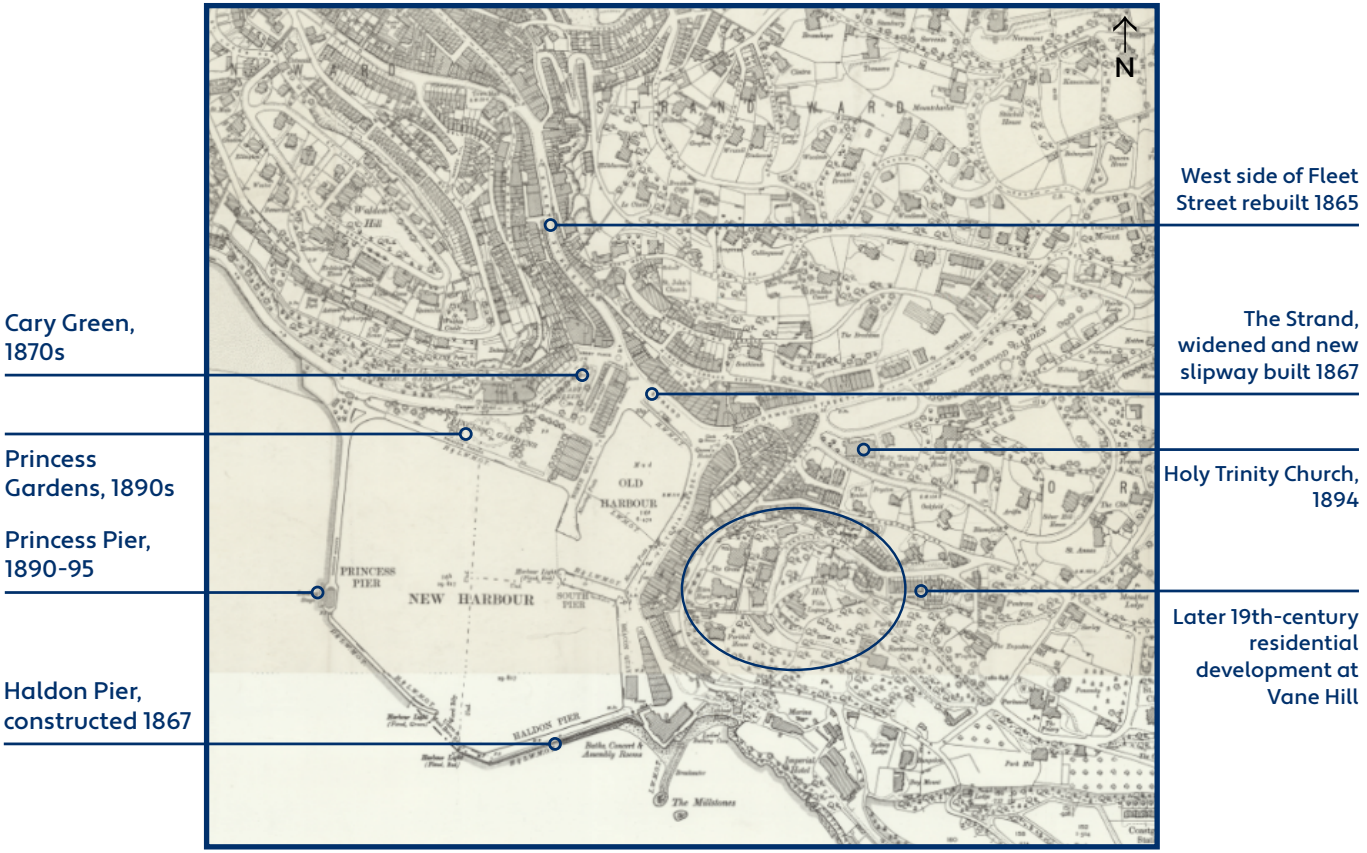
The 1906 Ordnance Survey depicts the significant changes undergone at Torquay Harbour from the 1860s onwards.

In 1865, the west side of Fleet Street between Union Street and the Strand was completely rebuilt and the street widened. The Strand was also widened in 1867, subsuming the existing slipway and requiring the construction of a new slipway in the north-west corner of the inner harbour. Haldon Pier, which forms the southern boundary of the conservation area, was also built at this time. This pier would originally have facilitated views of the Victorian marine spa, later the site of the 'Living Coasts' marine zoo. Cary Green was laid out in the 1870s.

Princess Pier, on the western boundary of the conservation area, was constructed between 1890 and 1895, and Princess Gardens was laid out just south of Torbay Road around the same time. It is presumed that North Quay was also widened in the 1890s.

The 1906 Ordnance Survey shows new villas and terraces in the Vane Hill area, several of which survive today. It depicts some additional terraced properties south of Torwood Gardens (1-4 Torwood Close) and the former Holy Trinity Church off Montpellier Road (built 1894).

This map depicts Torquay as Agatha Christie, born here in 1890, would have known it in her youth.



Torquay Harbour as depicted in the 1906 Ordnance Survey (surveyed 1904).

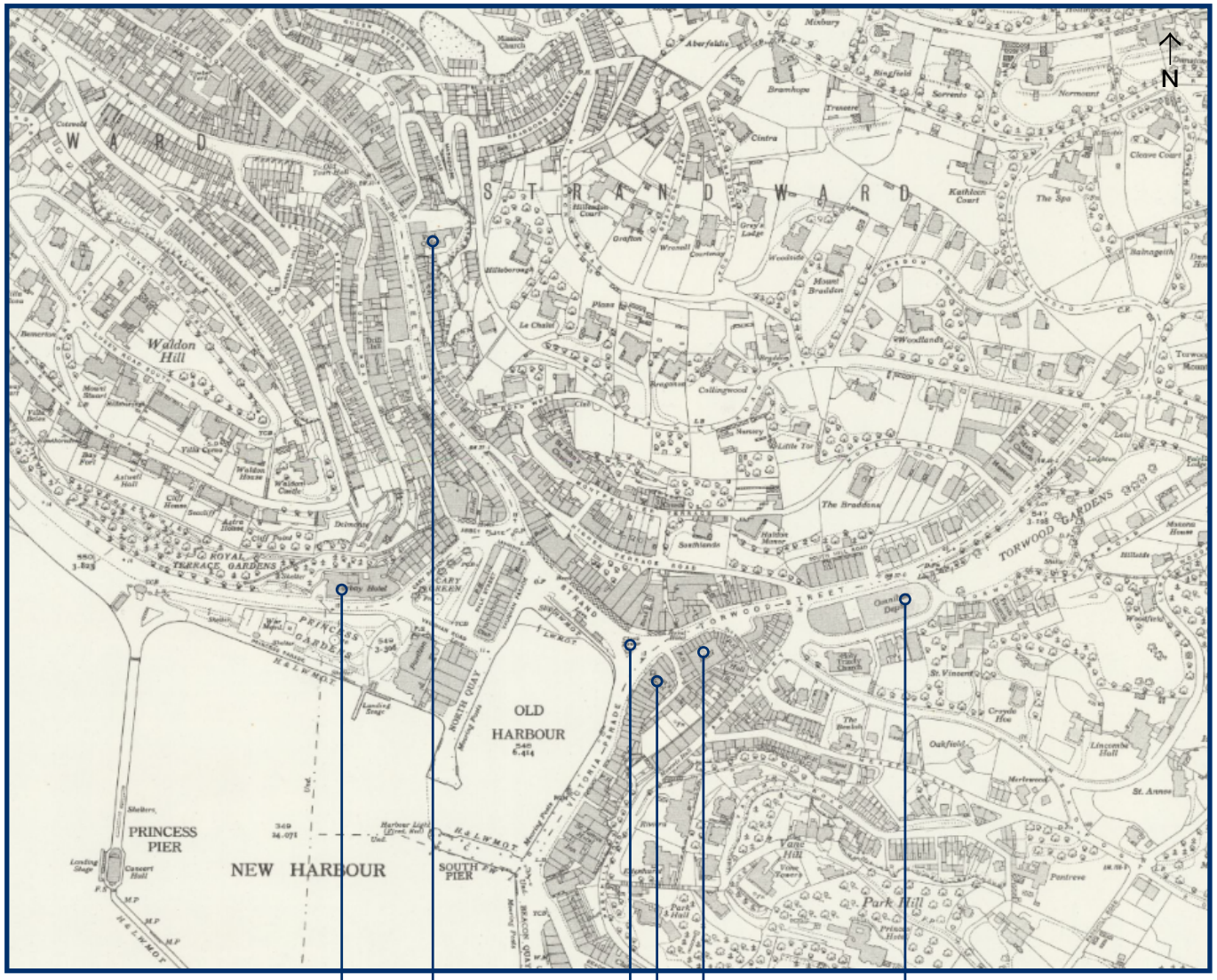
The 1935 Ordnance Survey depicts some important Edwardian developments, including the Pavilion adjacent to the inner harbour, the shopping arcade (originally designed as a theatre) off Victoria Parade and the post office on the eastern side of Fleet Street.

This map also shows the prominent interwar architecture within the conservation area - the former bus depot (now a bowling alley) and the Queen's Hotel off Victoria Parade.

During the Second World War, Torquay Harbour was developed with the addition of two reinforced concrete slipways off Beacon Quay. The slipways were used by American troops as embarkation points for the crossing to 'Utah' beach in Normandy for the D-Day landings.



Torquay Harbour includes some importat examples of inter-war architecture, including Queen's Quay (a former hotel) and the bus depot, pictured here during the mid-20th century.

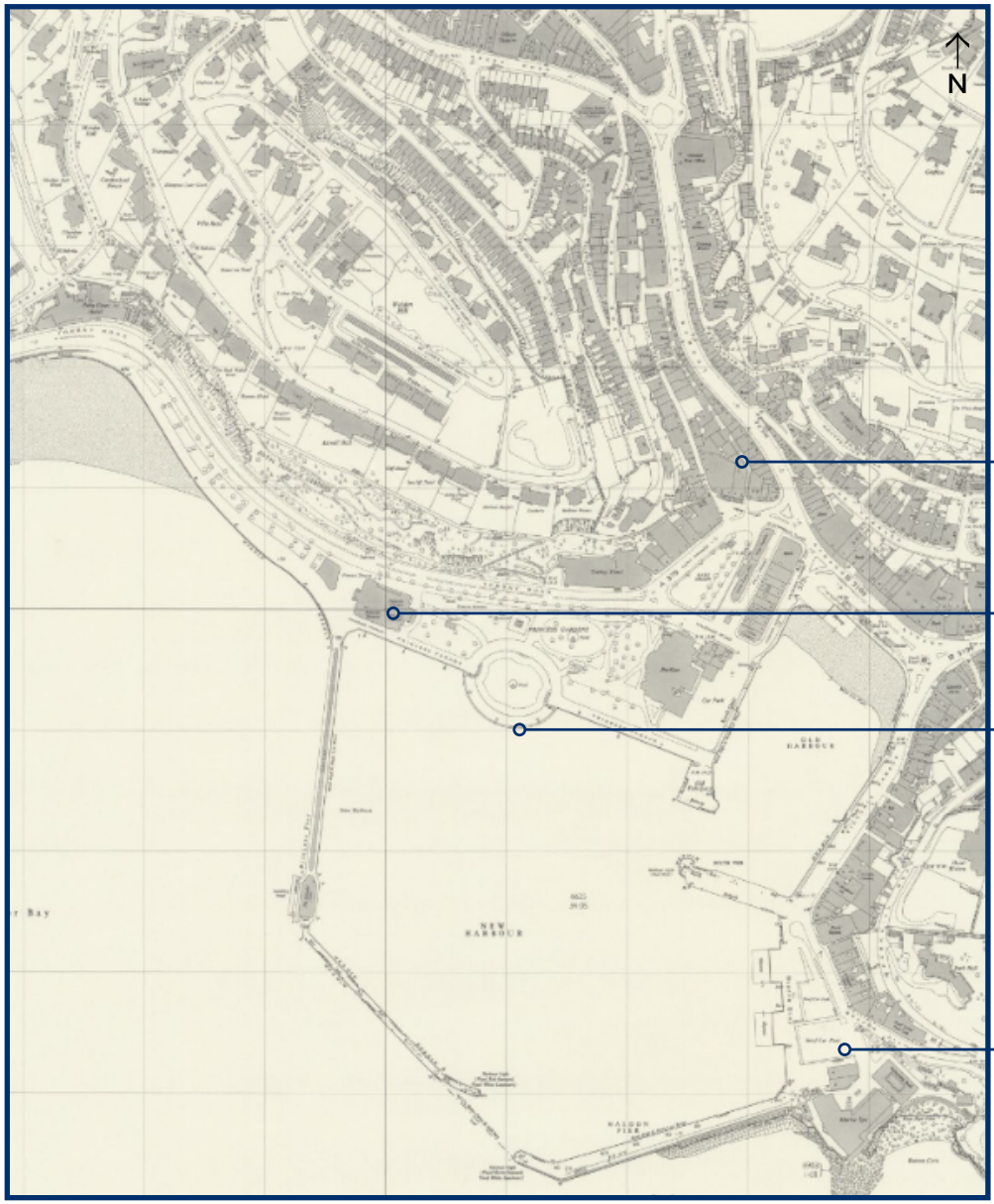


Torquay Harbour as depicted in the 1935 Ordnance Survey (surveyed 1933-34).

Torquay Harbour underwent several key changes during the later 20th and early 21st centuries, some of which are depicted on the 1971 Ordnance Survey. These included:

- The construction of the Princess Theatre in the early 1960s.
- The enlargement of Princess Parade (by the 1971 Ordnance Survey).
- The redevelopment of Beacon Quay with retail units and roof-top car parking.
- The construction of the marina and multi-storey car park adjacent to the pavilion in the mid-1980s.
- The wholesale redevelopment of the large area west of Fleet Street in the 1980s when the Fleet Walk retail complex was constructed. This saw the removal of the 18th-century residential road known as George Street, which formerly ran between Swan Street and Fleet Street.
- The regeneration of the harbour in the early 2000s, including the construction of a new bridge linking the north and south piers and the redevelopment of Beacon Quay (introducing a coastal zoo on the site of the former Victorian marine spa).

In 2024-25, public realm improvements were carried out at the Strand, with traffic reduced to a single lane, pedestrian routes widened and the 20th-century clock tower north of the harbour brought back into the public realm.



Torquay Harbour as depicted in the 1971 Ordnance Survey.

2.3 Architecture and Built Form

2.3.1 Architectural Styles and Typologies

Commercial and Hospitality Structures

Torquay's long history as a resort town is reflected in the number of commercial buildings which line the primary streets. These include purpose-built hotels, public houses and retail structures, as well as the ground-floor retail units which occupy historic residential buildings along Fleet Street, Torwood Street, Vaughan Parade, Walk Street and Victoria Parade.

Hotels range from 19th-century Neoclassical structures (Torbay Hotel off Torbay Road and the Hotel Regina off Beacon Hill), to the 'Art Moderne' style of the 1930s Queens Quay off Victoria Parade, and the many later 20th and 21st-century hotels which capitalise on wide-ranging views across the waterfront.

Given the popularity of Torquay as a holiday destination during the 19th century, it is likely that ground-floor shopfronts have always been an important part of the streetscape around the harbour.

Aerial imagery from the 1920s and 1930s shows active commercial frontages along Victoria Parade, the Strand, Vaughan Parade and Fleet Street.[13] Although a large number of historic shopfronts have been altered or lost, many retain traditional features which enhance the historic commercial character of the harbour area.



A Grade II listed commercial structure off the Strand, built around 1900. The terracotta fascia above the shopfront reading 'UPHOLSTERERS, CABINET MAKERS' identifies the historic usage of the building.



Queens Quay, since converted into apartments but originally built as hotel in the fashionable 'Art Moderne' style of the 1930s, favouring horizontal lines, rounded corners and limited ornamentation.



The Torbay Hotel, constructed during the 1860s. In the early 20th century, the adjacent residential terrace known as Sulyarde Terrace was incorporated into the hotel.

13 Historic aerial imagery of Torquay Harbour is available to view via https://historicengland.org.uk/images-books/archive/collections/aerial-photos/

Civic Buildings

There are a large number of historic civic buildings which survive throughout the conservation area. Together, they reflect the prosperity of Torquay in the later 19th and early 20th centuries, add a sense of grandeur to surrounding streetscapes, and illustrate a range of architectural fashions popular during the Victorian and Edwardian periods.

Key civic buildings within the conservation area include the Edwardian Pavilion in Princess Gardens, Torquay Museum off Babbacombe Road, the former banks at 1 Vaughan Parade, 7-8 Fleet Street and 8 The Strand, the Post Office on Fleet Street and the clock tower at the intersection of Torwood Street, the Strand and Victoria Parade.

The historic shopping precinct at the bottom of Torwood Street was originally designed as a theatre. Although never utilised as such, its origins are reflected by the names of Irving and Garrick (presumably famous actors Henry Irving and David Garrick) featured over the projecting cornice to the Torwood Street façade.

The arcade beneath the site of the Living Coasts marine zoo denotes the former location of the Victorian marine spa, once an important part of the town's civic infrastructure.

Departing from the revivalist styles of the Georgian, late Victorian and Edwardian period was the 1930s coach depot between Torwood Street and Torwood Gardens Road, built for a local touring company. This Art-Deco building occupies a prominent position within the streetscape and illustrates the sustained influx of visitors to Torquay Harbour in the 1930s.



The former bank on the corner of Fleet Street and The Terrace, constructed in 1889.



The Post Office on Fleet Street was opened in 1912.



Lloyds Bank on Vaughan Parade, built c.1900.



The east elevation of the former interwar coach depot, between Torwood Street and Torwood Gardens Road.

Historic Villas and Substantial Houses

The large houses and villas around Torquay Harbour illustrate the town's historic function as a highly fashionable resort, attracting wealthy residents and visitors looking to rent a house with grounds for the season.

The 1840s villa known as Delmonte on Rock Road is a notable landmark. Another is Villa Lugano off Vanehill Road. This 1870s villa, constructed in a bold Italianate style in exposed local limestone and articulated with bands of red and yellow brick, is highly visible from several points within the conservation area.

There are also an important group of Grade II listed, late-Georgian villas on the north side of Braddons Hill Road West – Sunnycliff, Braddons Hill House and Villa Belvedere.

The villas on Higher and Lower Woodfield Road in the Lincombes Conservation Area and on the northern side of Braddons Hill Road East in the Warberries Conservation Area are highly visible from within the Torquay Harbour Conservation Area and make an important contribution to its setting.

Together, these Georgian and Victorian residences recall the origins of Torquay as a high-status waterfront resort, enhancing the historic character of the town and adding significant architectural interest.



Villa Lugano, now divided into three separate properties, was constructed in the 1870s and is highly visible throughout the Torquay Harbour Conservation Area.



Braddons Hill House, a Georgian villa on Braddons Hill Road West.



Villa Belvedere, a Georgian villa on Braddons Hill Road West.



A Grade II Georgian house on The Terrace.

Terraced Houses

The terrace as a typology first appeared at the end of the 17th century, and is characterised by a uniform design, sharing common materials, boundary treatments and planforms. Whilst early-Georgian examples were generally high-status developments (such as those found in Bath, Bristol and London), more modest terraces with standard details became common in England during the later 18th century.[14]

The conservation area contains many terraces from the Georgian, Victorian and Edwardian eras. These buildings reflect the steady growth of Torquay over the 19th and early 20th centuries, and demonstrate the evolution of architectural fashion during this time.

Particularly significant within the conservation area is the Grade II listed 'Higher Terrace' of 1811, which sits above and fronts onto the harbour. This crescent-shaped Neoclassical terrace is typically Georgian and constitutes one of the earliest developments in the emerging resort town.

Another early survivor is the 1831 terrace at Nos.3-15 Vaughan Parade, constructed in a highly visible position facing the inner harbour. The Grade II* listed Beacon Terrace, built in 1833, was also carefully sited to be appreciable from the harbour, stepping up Beacon Hill and orientated towards the waterfront.

There are many examples of terrace groups on the slopes above the harbour. Many utilise the restrained Neoclassicism which was popular during the late Georgian and early Victorian periods. Those terraces constructed in the later 19th and early 20th centuries are generally identifiable through their use of bay windows and features inspired by vernacular architecture – such as mock timber framing. The terrace groups on the north side of Babbacombe Road are particularly striking examples of this style.



Early-mid 19th century terrace on Meadfood Lane. Each house is three bays wide and has a plain architectural treatment, which is typical of this time period.



A plainly detailed mid-19th century terrace on Madrepore Road.



A small terrace off Vanehill Road, using the street-fronting gables typical of high-Victorian domestic architecture.



An Edwardian terrace on the north side of Babbacombe Road. Note the mock timber close-studding to the gables.

14 Historic England, *Conserving Georgian and Victorian terraced housing, a guide to managing change*, 2020.

Churches and Chapels

There are several churches and chapels throughout the conservation area, some still in use as places of worship and others now serving other functions. The most prominent is the former Church of the Holy Trinity off Torwood Gardens Road, constructed in the 1890s. The tall spire of this Gothic Revival church is highly visible throughout the conservation area. Also prominent is the Church of St John the Evangelist, built between 1861-73 with a west tower of 1884-85.

Non-conformist churches are also represented by the former Salem Chapel of 1839 on Fleet Street (becoming the Vivian Institute in 1887), the former Presbyterian chapel of 1862 on Torwood Gardens Road and the Wesleyan Methodist chapel of 1873 (now known as the Riviera Life Church) on Babbacombe Road. The latter also has a spire which makes an important contribution to views within the conservation area.

Of all the churches and chapels in the conservation area, only the early-Victorian Salem Chapel utilises a Neoclassical style. All others were constructed during the mid-late 19th century, when the Gothic Revival was particularly popular. The expansion of Torquay during this era is therefore well represented by the ecclesiastical architecture within the conservation area.



The former Church of the Holy Trinity off Torwood Gardens Road, constructed in the 1890s.



Church of St John the Evangelist, built between 1861-73 with a west tower of 1884-85, viewed from Fleet Street.



The former Presbyterian chapel of 1862 on Torwood Gardens Road.



The former Salem Chapel of 1839 on Fleet Street.

2.3.2 Distinctive Materials and Features of Interest

Common local materials used across the conservation area include:

Pale render and stucco: the dominant finish within the conservation area and the most common finish for domestic structures.

Exposed limestone: dressed limestone is the common materiality used for large-scale civic structures. The darker grey local limestone is more common for churches and chapels, often incorporating paler limestone dressings. Exposed limestone is used to great effect for some domestic structures, such as the terraces and villas around Vanehill Road. Local limestone is also found in boundary walls, steps and kerb stones throughout the conservation area.

Brick: the use of brick, often painted, is common in buildings from the second half of the 19th century, with several examples on Fleet Street. The decorative use of exposed red and yellow brick is unusual but is used to great effect at the former Freemason's Lodge on Park Hill Road and the substantial boundary wall to the Edwardian terraces on Torewood Street. Exposed red brick is also unusual and where it is seen (as on the principal façade of the former Salem Chapel, the large commercial premises at 16 the Strand and the former Bank of Scotland at 8 the Strand) it makes a striking visual contribution to the streetscape.

Slate: slate is the most common roofing material throughout the conservation area. Although many buildings have shallow pitched roofs behind parapets which can make roof finishes difficult to discern from street level, roofing slates are readily appreciable from many positions throughout the town by virtue of the steep topography.

Clay: although less common than slate, there are also some examples of plain clay-tiled roofs within the conservation area. Small pockets of hard-fired clay pavers also survive throughout the conservation area. Historic clay chimney pots survive in large numbers.

Cast iron: there is a high survival rate for cast iron features throughout the conservation area, principally as boundary treatments (such as the listed railings to St John's Church or those separating Fleet Street from Braddons Hill Road West) gates (e.g. those to the Torquay Museum) and balustrades (e.g. to the Georgian terrace on Beacon Hill).

Such features make an important contribution to the historic and architectural interest of the conservation area.

Common decorative features include:

- Decorative ridge tiles
- Brackets, cornices and detailing to eaves and architraves across various architectural typologies
- Limestone dressings to windows and doors of domestic buildings
- Mock timber close-studding and barge boards to later 19th and early 20th-century terraced houses
- Sculptural relief to large-scale civic and commercial structures



Sculptural relief articulates the primary façade of the Edwardian Post Office on Fleet Street.

Windows: there has been widespread replacement of traditional timber sash units with uPVC across the conservation area, although there are many instances where traditional timber units have survived. Where pastiche replacements have been made in uPVC, these are conspicuous by their disproportionately thick frames and false glazing bars.

Doors: are a mixture of panelled/glazed timber and modern glazed and uPVC replacements.

Shopfronts: there are several examples of shopfronts along the principal commercial streets which retain or incorporate traditional details However, there are also many examples of unsympathetic modern shopfronts in all commercial areas.

Historic shopfronts tend to incorporate a stallriser (a platform below the shop window), glazing articulated by mullions and transoms (horizontal and vertical glazing bars) and a fascia which advertises the name of the business.

The fascia may be flanked by corbels at either end and may sit under a projecting moulded cornice. Traditional shopfronts follow the proportions established by the host building; fascias in terraced buildings generally respect party wall divisions and are situated well below first-floor window cills so upper windows are not obscured.



A traditionally styled shopfront on Victoria Parade, which makes a positive contribution to the streetscape. Reducing the size of the large fascia at the top of the building could further improve its historic character.

2.3.3 Urban Grain, Configuration and Direction of Movement

The principal vehicular thoroughfares in the conservation area are Torbay Road, the Strand, Torwood Street and Babbacombe Road, along which there is steady flow of traffic travelling in both directions. Traffic within the residential areas on the slopes around the harbour is significantly lighter. Fleet Street is semi-pedestrianised.

The urban grain in those parts of the towns closest to the harbour (the Strand, Fleet Street, Madrepore Road, the eastern end of Torbay Road, Victoria Parade, Beacon Hill, the bottom of Parkhill Road, the bottom of Meadfoot Lane, The Terrace and Montpelier Road) is dense. Buildings are tightly packed and generally front on to the highway or are set slightly back from the road behind low boundary walls or railings.

The effect of this density is mitigated in some areas by the width of the roads (the Strand and Fleet Street having been substantially widened during the 19th century), views across the harbour, the punctuation provided by areas of open space (e.g. Cary Green), and long-range views along Torwood Street towards the greenery at Torwood Gardens.

This fine grain contrasts with the sense of openness experienced at Princess Gardens, Torwood Gardens and the various piers around the harbour.

The generous proportions of the streets illustrate the planned development of Torquay during the late 18th and 19th centuries. The many narrow pedestrian routes and flights of steps interconnecting different parts of the conservation area provide a contrast to this and lend an intimate character.

There is a looser grain to the suburban areas further away from the harbour (Vanehill Road, Meadfoot Road and the top of Meadfood Lane, Torwood Gardens Road, the top of Parkhill Road, Babbacombe Road, Museum Road, Braddons Hill Road East and West). This is created by larger gardens, designed gaps between buildings and a higher concentration of trees on the street and within private gardens.



Looking south along Babbacombe Road towards the harbour. Note the generous proportions of the road.



One of many important pedestrian routes within the conservation area, which lend an organic, intimate character where they survive.

2.4 Setting and Key Views

Much of the Torquay Harbour Conservation Area is low-lying within the surrounding landscape. The harbour is the lowest point, but both Fleet Street and Torwood Street/ Babbacome Road lie at the bottom of valleys and represent the approximate line of former watercourses which have since been culverted. From these low-lying areas, the steep slopes of the surrounding hills and cliff-faces can be appreciated.

There are several types of views which contribute to and enhance the special interest of Torquay Harbour and situate the conservation area within its wider setting. An indicative selection of these key view types is provided to illustrate the views analysis, and can be cross-referenced with the accompanying plan on page 37. The selection of views shown here is not exhaustive but includes the most notable examples.

2.4.1 Views Across the Harbour from Surrounding Quays and Piers (views 01-08)

Views across Torquay Harbour from Beacon Quay allow the Strand to be appreciated in its entirety. Although the earliest buildings on the Strand were swept away during development in the 19th and 20th centuries, the historic relationship between the Strand and the waterfront has been preserved. Behind the Strand, Palk's white-rendered terrace of 1811 is highly visible, with the mature trees higher up the slope serving as a reminder of the formerly rural character of Braddons Hill.

Looking north-west, the late-Georgian terraces on Vaughan Parade lend a visual uniformity which contrasts with the varying height and scale of the buildings on the Strand. Views westwards incorporate the Edwardian Pavilion, which is set against a backdrop of villas and hotels in the Belgravia Conservation Area, and the rugged slopes of Waldon Hill.

Looking east across the harbour, views from Old Fish Quay and Princess Pier take in the many layers of development which stretch along Victoria Parade and step up the slopes of the hill behind. Despite the prominence of the post-war apartment blocks, the tower of the Victorian Villa Lugano remains the highest building on Vane Hill.

The additional distance afforded in views looking towards the town from South Pier brings the proportions of the early 19th-century Inner Harbour into perspective, enclosed to the south by South Pier and to the west by Old Fish Quay.

Similarly, looking back towards the town from Haldon Pier and Princess Pier shows the harbour in its wider landscape setting, surrounded by steep hills to the north, east and west. Higher Terrace, situated centrally in relation to the Inner Harbour, remains highly prominent in these longer-range views. St John's Church is also clearly visible, and the spires of the former Church of the Holy Trinity (Torwood Gardens Road) and the Riviera Life Church (Babbacombe Road) can be glimpsed in the distance.

All these views allow appreciation of the harbour's evolution since the early 19th century, from the Georgian development at The Terrace, Vaughan Parade and Beacon Terrace, to Victorian, Edwardian, post-war and modern development. All views are foregrounded by the marina, which serves as a reminder of Torquay's close relationship with the water and lends a recreational character.

2.4.2 Views Out to Sea from Quays, Piers and Beacon Cove (views 09-13)

Views out to sea enhance the coastal setting of the conservation area. Those from Haldon Pier and Princess Pier, looking beyond the harbour, create a striking contrast with the busy marina. The coastline at Paignton and Brixham is readily visible in views southwards away from the town, situating the conservation area in its wider geographical context as part of Torbay.

Views from Beacon Cove take in the jagged cliff face, giving a sense of how Torquay would have appeared prior to the widespread development of the resort town in the late 18th and early 19th centuries.

2.4.3 Views South-Eastwards Down Babbacombe Road/Torwood Street (Views 14 and 15)

The generous proportions of this long street provide sweeping views on the approach to Torquay Harbour from the north-east. From Babbacombe Road, the former Church of the Holy Trinity forms the focal point and indicates that the heart of the conservation area lies further downhill. The view is terminated by the distant coastline around Brixham, just visible above the 1930s bus depot.

Rounding the bend in the road at Torwood Street, the clock tower comes into view, set against the backdrop of the Inner Harbour and denoting the nucleus of the conservation area.

2.4.4 Views Towards the Clock Tower (views 16, 17 and 18)

The Gothic style Edwardian clock tower at the intersection of Torwood Street, Victoria Parade and the Strand is a highly prominent feature within the townscape. The clock tower is triangular on plan and has three faces, directly addressing each of the three streets. The survival of the designed views towards the clock tower enhances the historic and architectural interest of the conservation area.

2.4.5 Views of the Harbour from Higher Ground (views 19, 20, 21 and 22)

The steep topography facilitates views down to the harbour from many points within the conservation area. These views provide the opportunity to appreciate the shape of the harbour and observe the historic piers in context.

The configuration of development within Torquay means the varied roofscape of the town features prominently in many of these elevated views; demonstrating the prominence of slate roof tiles across the conservation area.

Set against the wider coastal backdrop of Torbay, these views situate the conservation area within its wider geographical context.

2.4.6 Views of the Townscape from Higher Ground (Views 23, 24 and 25)

View of the townscape from elevated positions within the conservation area highlight the eclecticism of ages and styles which characterise this part of Torquay. The evolution of the town over the 19th, 20th and 21st centuries is clearly appreciable, with Georgian and Edwardian terraces visible alongside post-war architecture and modern commercial buildings.

These views provide an opportunity to regard roof details and materials, which are not always visible from street level. The mature trees punctuating built development, both in the Torquay Harbour Conservation Area and those adjacent, serve as a reminder of the historic rural character of the hills on which Torquay was developed.

2.4.7 Streetscape Views – Suburban Residences (Views 26, 27, 28 and 29)

The conservation area is characterised by the historic terrace groups constructed during the Georgian, Victorian and Edwardian eras. The high rate of survival of such groups provides self-contained streetscape views throughout the conservation area, adding significant visual interest and illustrating the development pattern of the town.

Stylistically, the terraces range from the restrained Neoclassical style of the Georgian development closest to the harbour, to the Victorian dwellings around Vane Hill with their exposed masonry and prominent street-fronting gables, to the ornate Edwardian development along Babbacombe Road and Torwood Gardens Road. Some are configured in gentle crescent shapes (Higher Terrace, Parkhill Road), others purposefully stepping up the hillside (Beacon Terrace, 1-8 Madrepore Road) and others in a simple linear pattern (44-52 Warren Road). This variety in architectural style and planform creates significant visual interest.

All rely for their architectural effect on the sense of uniformity – with shared proportions, materials, finishes and boundary treatments. The historic integrity of the terraces varies widely throughout the conservation area, with additions such as later box dormers and uPVC windows detracting from the overall effect in places.

2.4.8 Streetscape Views – Commercial Core (Views 30 and 31)

Streetscape views within the primary commercial areas capture the diversity of styles, scales and architectural typologies which exist in this part of Torquay. Beacon Quay, the Strand and Fleet Street are architecturally eclectic, featuring commercial structures, civic buildings, shopfronts and historic dwellings from a range of time periods.

2.4.9 Views Incorporating the Former Church of the Holy Trinity, the Riviera Life Church and St John's Church – (Views 32, 33, 34 and 35)

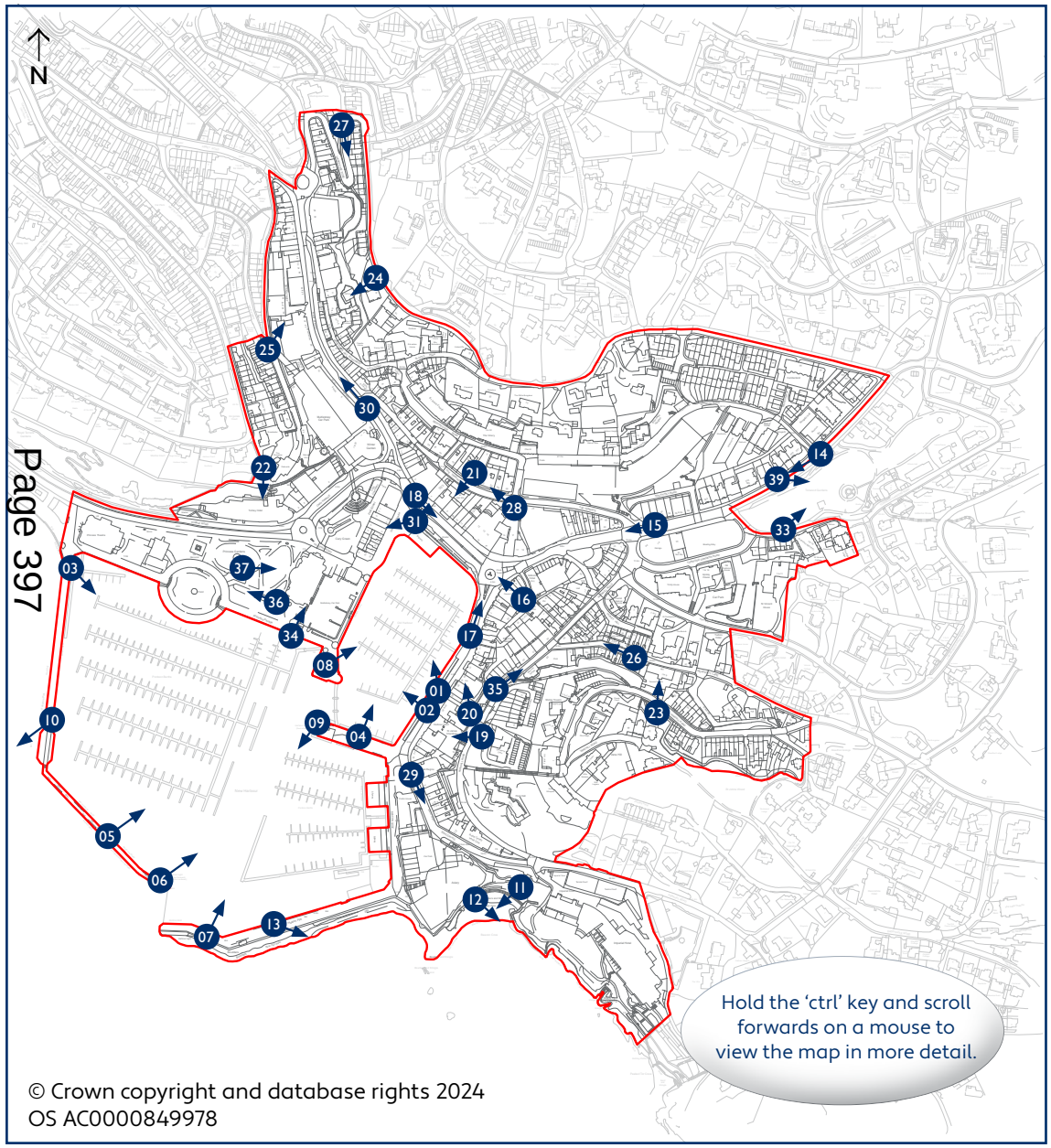
The spires of the former Church of the Holy Trinity, the Riviera Life Church and the tower of St John's Church make an important contribution to the historic interest and character of the conservation area. Breaking above the skyline, the spires and tower enhance the varied roofscape. St John's is set highest out of the three and is the most appreciable when viewed from the piers and quays along the harbour.

2.4.10 Views Across Princess Gardens (Views 36 and 37)

The Grade II Registered Princess Gardens provide formal, landscaped green space on the western edge of the conservation area. The gardens are an important part of the setting for the Grade II listed fountain of c.1894, Pavilion of 1909 and war memorial of 1920, providing open space in which all can be appreciated. Views across and from within the gardens create a break in the dense urban grain of the adjacent commercial core.

2.4.11 Views Across Torwood Gardens (View 38, see also View 33)

Torwood Gardens lies within the Lincombes Conservation Area, but is partially bounded by the Torquay Conservation Area. The gardens have an informal parkland character, and views across them from within the conservation area lend a verdant character and soften the surrounding streetscapes.



© Crown copyright and database rights 2024
OS AC0000849978



View 01: Looking north-west from Beacon Quay towards the Strand.



View 02: Looking west from Beacon Quay towards Old Fish Quay and the Pavilion.



View 03: Looking east from the bottom of Princess Pier across the harbour towards Beacon Quay.



View 04: Looking north-east towards the Strand from South Pier.



View 05: Looking north-east from Princess Pier towards the Inner Harbour.



View 06: Looking east from the end of Princess Pier towards Beacon Quay.



View 07: Looking north-east from Princess Pier towards the Inner Harbour.



View 08: Looking north-east from Old Fish Quay towards the Strand.



View 09: Looking south-west from the end of South Pier towards the harbour mouth between Haldon and Princess Piers.



View 10: Looking south from Princess Pier towards the coastline at Brixham.



View 11: Looking south-west from Beacon Cove towards the coastline at Paignton.



View 12: Looking south-east from Beacon Cove.



View 13: Looking east towards the headland at Saddle Rock from Haldon Pier.



View 14: Looking south-west down Babbacome Road towards the former Church of the Holy Trinity.



View 15: Looking south down Torwood Road towards the clock tower.



View 16: Looking west towards the clock tower from the top of Victoria Parade.



View 17: Looking north along Beacon Quay towards the clock tower.



View 18: Looking east along the Strand towards the Edwardian clock tower.



View 19: Looking west towards the harbour from Parkhill Road.



View 20: Looking north-west over the harbour from Parkhill Road.



View 21: Looking south over the harbour from The Terrace.



View 22: Looking south over the harbour from the flight of steps connecting Rock Walk and Warren Road.



View 23: Looking down into the town from Vanehill Road.



View 24: Looking across the town from Braddons Hill Road East.



View 25: Looking east across the valley from Rock Road.



View 26: Early-mid 19th century terraces on the south side of Meadfoot Lane.



View 27: Mid 19th-century terraces on Montpelier Road.



View 28: The Terrace of 1811, viewed from the eastern end.



View 29: Looking up Beacon Hill towards the Georgian terrace.



View 30: Looking north-west along Fleet Street.



View 31: Looking along the Georgian terrace at Vaughan Parade.



View 32: Looking south-west down Torwood Gardens Road.



View 33: Looking north across Torwood Gardens.



View 34: Looking north-east from Princess Parade towards St John's Church.



View 35: Looking north-east along Parkhill Road. This view point captures the spires of the former Church of the Holy Trinity as well as that of the Riviera Life Church on Babbacome Road.



View 36: Looking west across Princess Gardens towards the Princess Theatre.



View 37: Looking east across Princess Gardens towards the Pavilion.



View 38: Looking east across Torwood Gardens from Babbacombe Road.

2.5 Public Realm

The public realm encompasses all the spaces and features which are accessible to the public and help bring together a sense of place as a whole.

Streetlighting generally comprises utilitarian modern streetlamps. Street furniture is limited – there are large contemporary benches lining Beacon Quay and smaller, more traditional benches situated at various points throughout the conservation area – for instance within Torwood Gardens and within a small wedge-shaped piece of open space at the junction of Beacon Hill and Parkhill Road.

Public waste bins around the harbour are generally traditionally styled and blend with the streetscape. However there are many large plastic waste bins elsewhere in the conservation area, some presumably servicing commercial premises, which detract from the historic character and aesthetic interest of the area.

Most surfaces throughout the conservation area have been replaced with tarmac or modern pavers, however pockets of historic finishes remain. For instance, some original cream-coloured clay pavers survive to the front steps of the Edwardian properties on Babbacombe Road, and can also be found in small sections along historic pedestrian routes.

Local limestone and slate survive as surface finishes in many areas – predominantly as kerb stones or within the long flights of steps found at intervals throughout the town. Small areas of cobbles and historic sets also survive in places (the decorative cobbled finish outside Nos. 1 & 2 Montpellier Road being a particularly notable example). Where these historic finishes are visible, they contribute to the historic and aesthetic interest of the conservation area.



Historic sets to the slipway at the Inner Harbour.



Historic flagstones to a small alley off Parkhill Lane.



Local limestone and slate can be found in kerbstones across the conservation area.



Hard-fired, cream coloured clay pavers surviving to the front steps of a property on Babbacombe Road. The pavers survive in other smaller, localised areas throughout the conservation area – suggesting they were much far more common.

Street name plates are generally discreet and are a mixture of modern and traditional in style. Traditional name plates are in keeping with the character of the conservation area.

Boundary treatments are variable. A high proportion of the buildings in the historic core, and many domestic terraces further out, front directly onto the public highway. This negates the need for boundary treatments in these areas. Conversely, many of the 19th and 20th-century terraces across the conservation area are set back from the street – most behind low, rendered boundary walls, some of which are topped with traditionally styled cast iron railings.

Gate piers are a common feature both in terraces and historically higher status villas. Where they exist, traditionally styled cast-iron railings complement the historic character of the town.

An important feature of the conservation area is boundary walls built with local limestone, which can reach considerable heights in some areas. Many of these are retaining walls, which illustrate how local topography has shaped development across the town.

There are several public monuments and installations which create focal points within the public realm. These include the 'Vanishing Point' public art installation on Beacon Quay, the clock tower, the bust of Agatha Christie and the concrete sculpture commemorating the 'Year of the Pedestrian' in Cary Green, and the fountain and war memorial within Princess Gardens.



A traditionally styled nameplate. The use of small, dark blue ceramic tiles is found in many places throughout the conservation area and must once have been far more prevalent.



A local limestone wall along Madrepore Road.



Traditionally styled cast-iron railings on Victoria Parade, which extend along the Strand, Vaughan Parade and Old Fish Quay.



An element of the 'Vanishing Point' installation known as 'The Ring', on Beacon Quay. This piece of public art explores the involvement of Torquay in the D-Day landings.

2.6 Open Spaces and Trees

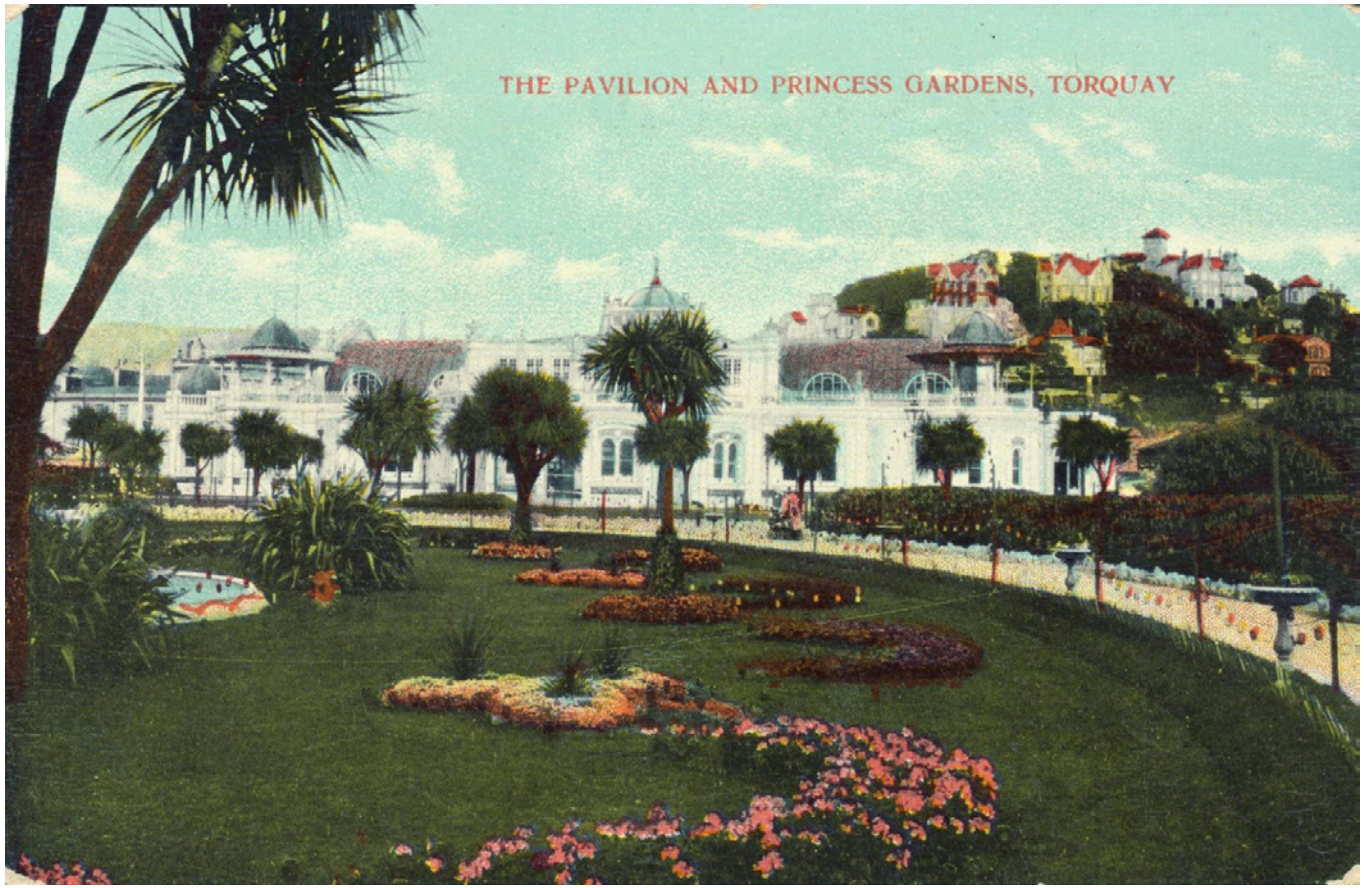
There are several important open spaces within the conservation area. Princess Gardens, to the west, is a Grade II Registered landscape. The gardens were first opened in 1894 as part of a public realm improvement scheme which included the series of terraced walks along the face of Waldon Cliff above Torbay Road (within the Belgravia Conservation Area).

The ornamental fountain was an early feature of the gardens, which continued to be enhanced during the early 20th century with the addition of the Pavilion in 1909 and the war memorial in 1920. The gardens were extended west of Princess Parade during the 1930s.[15]

Princess Gardens reflect the continued development of Torquay in the late 19th century and offers a break in the dense development to the north, east and west.

The gardens form part of the setting for four listed buildings (the fountain, war memorial, Pavilion and mid-19th century Toll House just beyond the boundary), and for Princess Pier, which was built in tandem with the gardens. The gardens also provide important views across the harbour.

The gardens remain publicly accessible, giving them an important communal value.

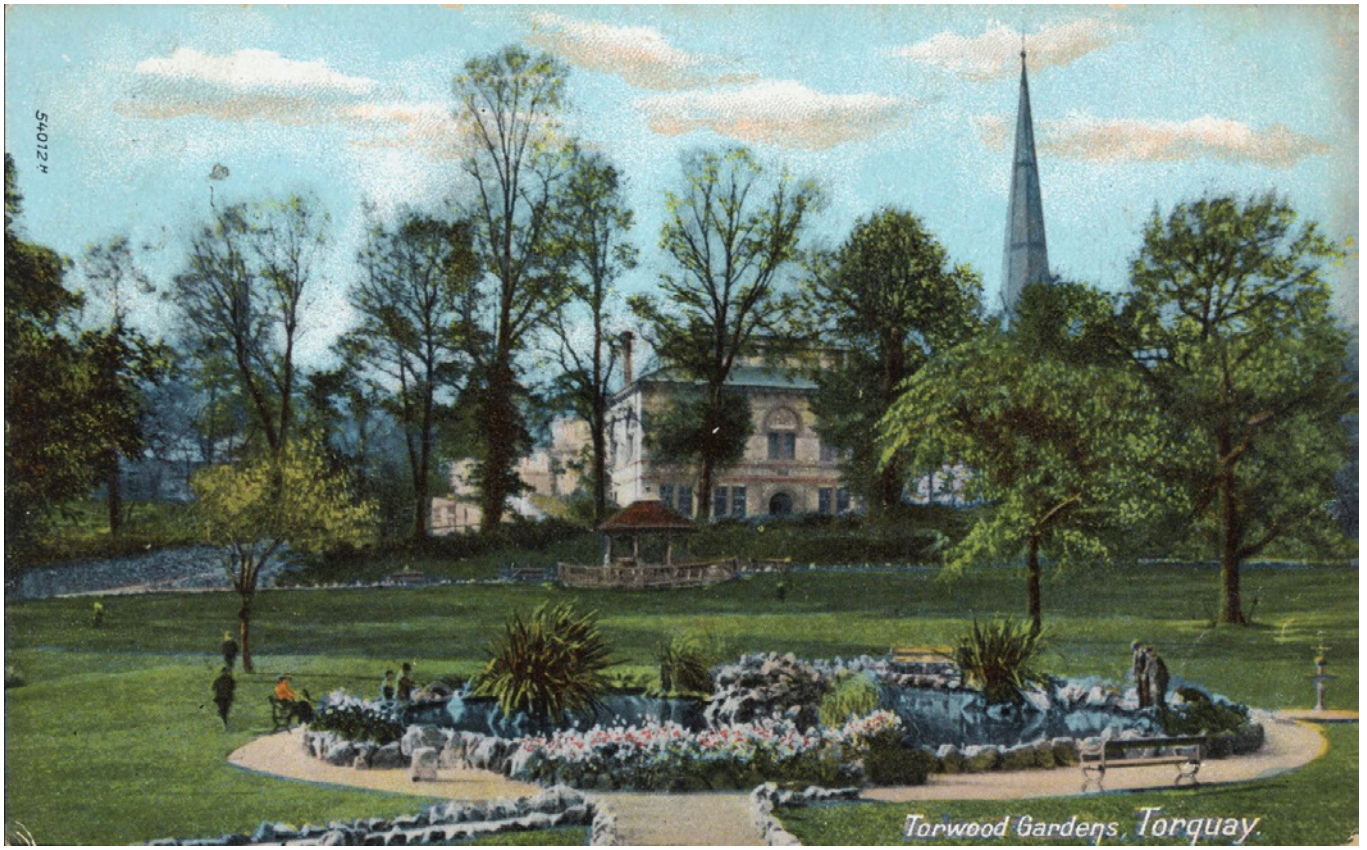


A postcard from the early 1900s, looking across Princess Gardens towards the Pavilion. *Historic England Archive*

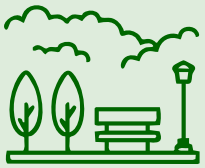
15 https://historicengland.org.uk/listing/the-list/list-entry/1001507?section=official-list-entry

Torwood Gardens lies within the Lincombes Conservation Area, but is partially bounded by the Torquay Conservation Area and is an important part of its setting. Laid out by 1850, this small public park provides a break in the urban grain and facilitates views of the surrounding historic streetscapes, with their mixture of historic villas, terraces, churches and civic buildings.

Despite the formal flower beds south of the park's central point (shown as the site of a pond in postcards from the early 1900s), the space generally has an informal parkland quality. This is enhanced by the abundance of mature trees around the perimeter and within the north-eastern end of the park.



A postcard from the early 1900s, looking north across Torwood Gardens to the former pond, with Torquay Museum in the background. *Historic England Archive*.



Where open space exists within the conservation area, it provides a contrast with the dense development of the town and offers important amenity value.

Another area of open green space is provided by Cary Green, which was first created in the 1870s when Vaughan Road was created connecting Vaughan Parade with Cary Parade. The green has been heavily re-landscaped in modern times and today has a semi-formal character, derived from the prominent water feature, public art and tiered walkway which connects to the Fleet Walk complex via a bridge over Cary Parade. Cary Green is a public open space with communal value, and forms part of the setting for surrounding heritage assets including the Pavilion, Cary Estate Office, former bank and Georgian terraces on Vaughan Parade (all Grade II listed).

South Pier, Haldon Pier and Princess Pier provide important areas of public open space, facilitating sweeping views of the harbour, the coastline at Paignton and Torquay, and points from which to appreciate the dramatic topography of the conservation area.

The small beach accessed via a winding footpath down the cliff-face at Beacon Cove provides a rugged and intimate character. Located away from the core of the town and enclosed to the north, east and west by the cliff-face, the cove offers a tranquil position from which to appreciate the coastal setting of the conservation area.

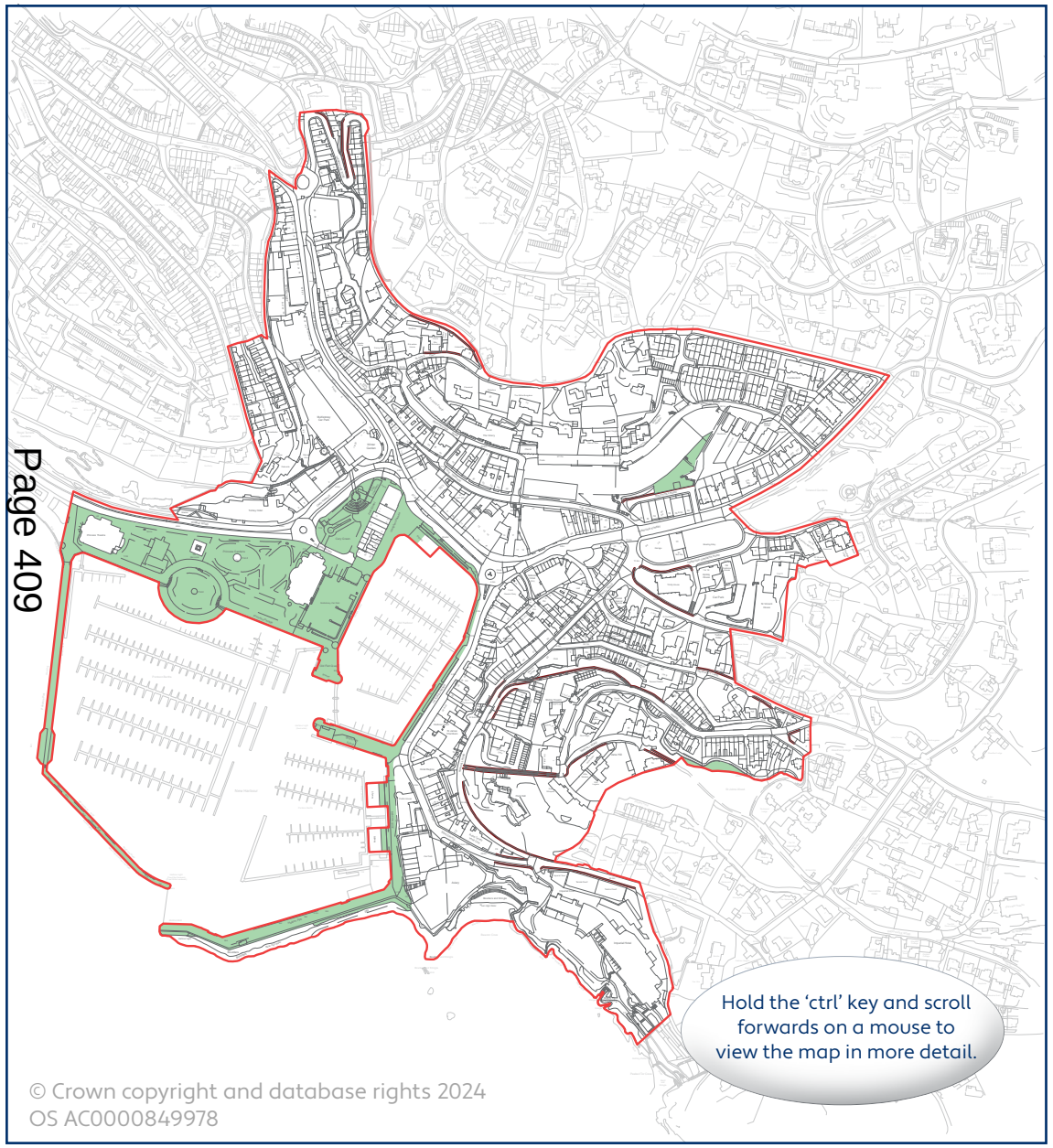
The hard-landscaped, wedge-shaped open space at the corner of Parkhill Road and Beacon Hill provides striking views across the bay towards Brixham.



Looking down the late 19th-century Princess Pier.



A small area of open space at the junction of Parkhill Road and Beacon Hill, bounded with traditional iron railings.



© Crown copyright and database rights 2024
OS AC0000849978

OPEN SPACES AND IMPORTANT WALLS

- Open Spaces
- Prominent Walls
- 2025 Conservation Area Boundary

This plan is not to scale

2.7 Geology and Topography

The bedrock geology of Torquay Harbour is predominantly formed of limestone and mudstone, with a bedrock of mudstone, siltstone, limestone and sandstone below Princess Gardens and to the north of Torwood Street/Babbacobe Road. Superficial deposits comprise clay, silt, sand and gravel.[16] Local limestone is prevalent in the built environment across the conservation area.

Much of the Torquay Harbour Conservation Area is low-lying within the surrounding landscape. The harbour is the lowest point, but both Fleet Street and Torwood Street/ Babbacombe Road are at the bottom of valleys and represent the approximate line of former watercourses which have since been culverted. From these low-lying areas, the steep slopes of the surrounding hills and cliff-faces can be appreciated. The harbour is bounded to the west by Waldon Hill, to the north by Braddons Hill and to the east by Park Hill. The dramatic topography is highly characteristic of the conservation area and provides many elevated views throughout.

16 British Geological Survey Data

2.8 Archaeological Potential

There is little evidence for prehistoric activity within the conservation area, however stratified evidence for human habitation stretching back to the Palaeolithic period (350,000 – 10,000 BC) was discovered one mile north-east of the harbour at Kent's Cavern.[17] Evidence for Roman activity is similarly scarce, although five Roman coins were recovered from Cary Parade in the 1930s.[18]

It is possible that a fishing quay was present in the vicinity of Torquay harbour prior to the founding of Torre Abbey in 1196, but the location and extent of this is unknown.[19] The settlement appears to have grown up around an eastern quay which was established in the 16th century.

17 https://historicengland.org.uk/listing/the-list/list-entry/1010745

18 Devon & Dartmoor HER, HER No. MDV124233

19 Avalon Planning & Heritage, *12-14 The Strand, Torquay, Devon, Written Scheme of Investigation for a Staged Programme of Archaeological Works*, March 2023.

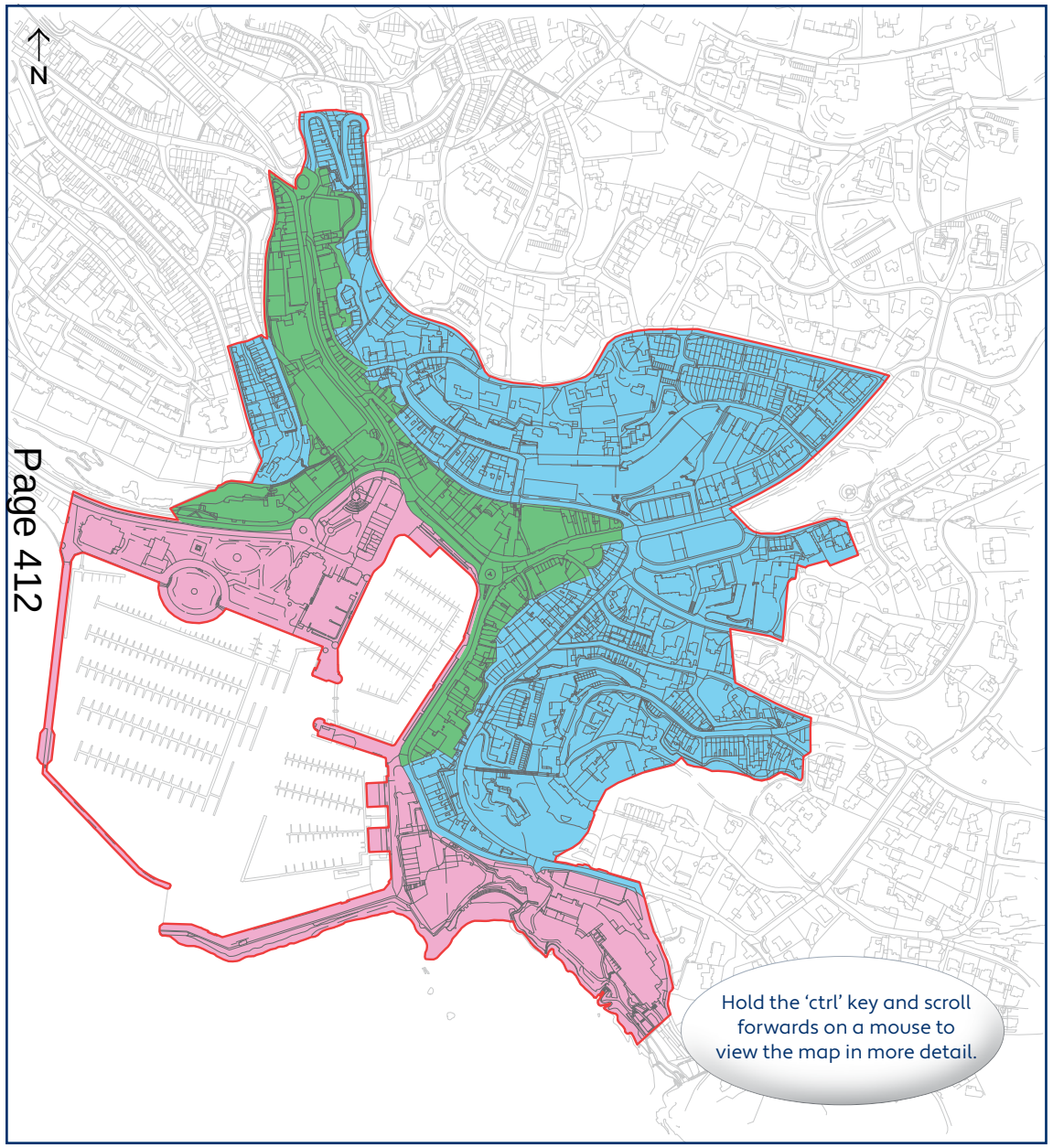
The land immediately around the harbour may preserve evidence relating to medieval activity in Torquay, and the development of the early settlement during the early-modern period. Most of the conservation area was undeveloped until the 19th century, and therefore has less archaeological potential to reveal information about the early settlement.

Kent's Cavern, approximately one mile north-east of Torquay Harbour, is a pre-historic cave system. Within this site were discovered the most important known early Stone Age cave deposits in Britain, including artifacts and fossilized human remains radiocarbon dated to 31,000 years ago.



SECTION 3.0: CHARACTER AREAS





There are several spaces/groups of buildings throughout the conservation area which share common features and sub-characters. These are not geographically adjacent in every case. This section of the Conservation Area Appraisal identifies each character area's defining features.

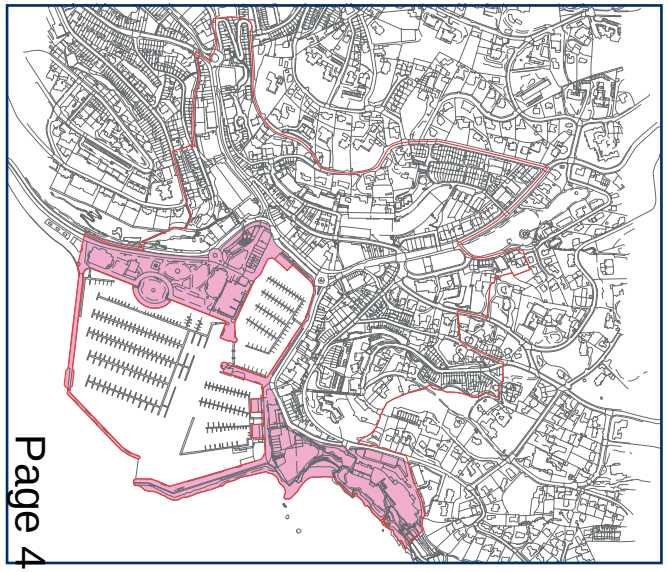
CHARACTER AREAS

- The Harbour
- Commercial, Civic and Industrial Core
- Historic Residential Areas
- 2025 Conservation Area Boundary

This plan is not to scale

© Crown copyright and database rights 2024 OS AC0000849978

3.1 Harbour



© Crown copyright and database rights 2024 OS AC0000849978

Characteristic features:

- Recreational character
- Large areas of open space
- Long range views across the harbour and back towards the town

The harbour character area includes the quays and piers around Torquay Harbour, Princess Gardens, Cary Green, the built development on Beacon Quay, the site of the Victorian marine spa, Beacon Cove and the Imperial Hotel. It largely comprises open space, but contains several substantial structures, the largest of which (the Imperial Hotel) reaching seven storeys.



Agatha Christie photographed roller skating along the eastern arm of Princess Pier in the early 20th century.

This part of the conservation area has a historic recreational character, enhanced by the presence of the marina, public gardens, promenades, entertainment venues (the Pavilion and the 1950s Princess Theatre) and the generous provision of public seating along Beacon Quay. Princess Pier, which retains much of its original timber floor finish and long rows of ornate public benches, makes a particularly important contribution to the historic character of the harbour and provides significant visual interest.



The Victorian marine spa at the bottom of Beacon Quay, pictured in the 1930s. The archways visible from Haldon Pier today once provided access from a swimming pool to the sea.

This character area is characterised by important views across the harbour. Views from the quays and piers back towards the town illustrate the town's dramatic topography and provide a point from which to regard key landmarks breaking the skyline, including St George's Church, Higher Terrace and the 19th-century villas set high on the surrounding hills.

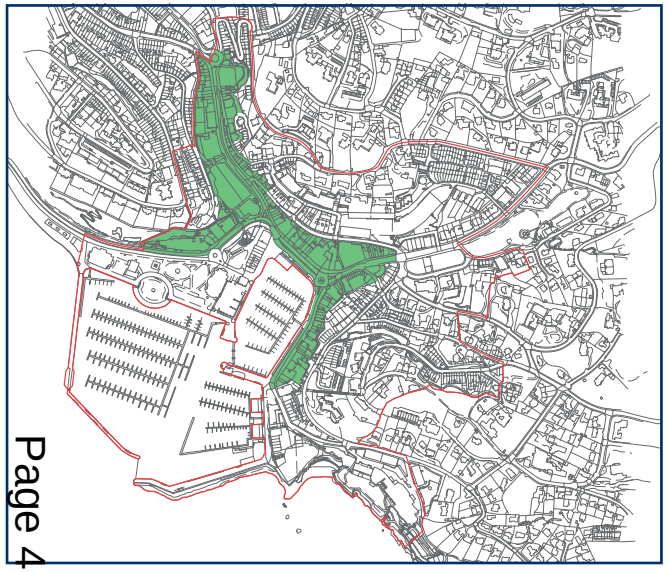
Views out to sea also make an important contribution to the character of this area; visually connecting the harbour to its coastal setting and illustrating its spatial relationship to the rest of Torbay.

The Edwardian Pavilion in Princess Gardens is a highly prominent building within the character area.



Looking out across the Marina from Beacon Quay.

3.2 Commercial and Civic Core



© Crown copyright and database rights 2024 OS AC0000849978

Characteristic features:

- Commercial character
- Variety in height, scale, style, materiality and architectural typology
- Tight urban grain

The commercial and civic core comprises the built development on the north side of Torbay Road/Cary Parade, Fleet Street, the Strand, the south-western extent of Torwood Street/Babbacombe Road and Victoria Parade. The buildings appear to date from the mid-19th century onwards. The area contains a range of historic typologies including purpose-built commercial structures, ground-floor shopfronts, civic buildings and hotels. Modern structures are also prevalent, the most notable being the 1980s retail complex at Fleet Walk.

The area is characterised by significant variety in height and scale, with buildings ranging from simple two storey houses on the Strand to the five-storey building known as 'Harbour Point' on Victoria Parade, originally built as a hotel in the 1920s. Plot boundaries and façade widths are similarly varied.

An eclectic mixture of architectural styles and typologies enhances the lively character of the streetscape within this character area. The upper storeys of historic buildings largely utilise symmetrical, Neoclassical conventions, but this ranges from the restrained façades of the mid-19th century buildings to the elaborate sculpture adorning Edwardian civic structures.

Queens Quay and the former bus depot lend further diversity as striking examples of interwar architecture. The 1920s Harbour Point is more traditionally styled but uses the metal-framed windows typical of this period.

Pale render is the most prevalent finish, but the commercial core also contains examples of painted brick, pale limestone and exposed red brick. A particularly striking contrast is created with the exposed red sandstone utilised to construct the mid-19th century Cary Estate Office off Palk Street.

The urban grain is notably tight, with buildings generally fronting directly onto the public highway.

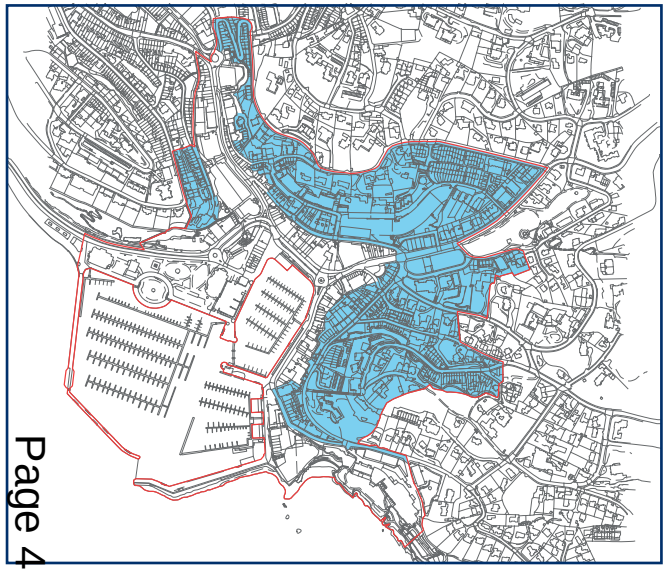


Victoria Parade, viewed from South Pier. Note the diverse range in the scale and style of the buildings.



Historic signage above a bakery on Fleet Street enhances the commercial character of the streetscape.

3.3 Historic Residential Areas



© Crown copyright and database rights 2024 OS AC0000849978

Characteristic features:

- Residential character derived from both historic and modern development
- Historic terrace groups from the Georgian to Edwardian eras
- Substantial Georgian and Victorian villas
- Elevation provides sense of distance from town centre and long-range views across the town
- Visibility of rear and side elevations in many places due to steep topography

This is the largest character area within the conservation area and reaches from Beacon Hill in the east to Warren Road in the west. The area contains several Georgian terraces constructed near the harbour during the early development of the resort town; Higher Terrace (1811), Beacon Terrace (1833) and 3-15 Park Hill Road (1820s or 1830s).

It encompasses several rendered Victorian terraces (e.g. 2-8 Madrepore Road) as well as the striking rubble-stone terraces around Vane Hill, built in the 1860s and '70s. The late 19th and early 20th centuries are also well represented, with terraces on Torwood Gardens Road and Babbacombe Road showcasing typical stylistic features from this era such as projecting bay windows and street-fronting gables.

The terrace groups are generally two or three storeys high, some extended with modern dormers. Some front directly onto the highway, with those further away from the historic core more likely to be set slightly back behind low walls or railings.



A late 19th or early 20th-century terrace on Braddons Hill Road East, known today as Cumberland.



Edwardian terraces on Torwood Gardens Road.

SECTION 3.0: CHARACTER AREAS: HISTORIC RESIDENTIAL AREAS

Alongside the range of historic terraces found throughout this area, there are several substantial houses and villas from the Georgian and Victorian periods. The 1820s villa known as Delmonte on Rock Road and the 1870s Villa Lugano on Vane Hill are the most visually prominent, but other examples include the villas along Braddons Hill Road West and the Georgian houses on Montpellier Road.

The modern development within this character area is largely residential. There are several substantial detached dwellings on Braddons Hill which, whilst contemporary in appearance, follow the historic development pattern in this area. The modern terraces on Braddons Hill Road East echo the architectural uniformity seen in the adjacent historic terraces.

Much development within this character area is located on higher ground above the harbour, and as such is characterised by a distinct sense of separation from the harbour and commercial core.

There are many striking views across the town and into adjoining conservation areas. The layered nature of development stepping up from the harbour means that the side and rear elevations of the buildings within this character area are often highly visible.



Georgian houses on the corner of Montpellier Road and Braddons Hill Road West.



Modern terraced development at the top of Braddons Hill Road East.

P/05/1118

SECTION 4.0: BOUNDARY REVIEW



SECTION 4.0: BOUNDARY REVIEW

In accordance with the Planning (Listed Buildings and Conservation Areas) Act 1990, the National Planning Policy Framework and Historic England best practice guidance, the boundary of a conservation area should be periodically reviewed and suitably revised in accordance with findings made during this exercise.

The need to review the boundary can be in response to a number of factors: unmanaged incremental changes which have, over time, diluted the character of an area; the boundary may have been drawn too tightly originally; or the special interest of a feature may not have been evident to a previous assessor. Although it is principally the built structures that are recognised in amending the boundary, their accompanying plots often provide an important historical context which should be incorporated together with the building(s).

The boundary of the Torquay Harbour Conservation Area was last reviewed in 2004. No boundary changes were proposed at that time.

The Torquay Harbour Conservation Area is bounded to the north-east by Warberries Conservation Area, to the north-west by Abbey Road Conservation Area, to the east by Lincombes Conservation Area and to the west by Belgravia Conservation Area.

Although each conservation area has its own characteristics, there is inevitably a degree of overlap across the boundaries. Changes within the boundary of one conservation area have the potential to impact the setting of any adjacent designations.

In a limited number of cases, buildings or areas may sit more comfortably within another boundary. The primary examples are:

- Royal Terrace Gardens (Belgravia Conservation Area). This area was laid out in the 1890s as part of public realm improvements around the harbour including the establishment of Princess Gardens and Princess Pier. The Royal Terrace Gardens have a stronger historic relationship with the Torquay Harbour Conservation Area than the Belgravia Conservation Area.
- Built development on Warren Hill (Torquay Harbour Conservation Area). The eastern side of Warren Hill features 19th-century terraces which are orientated away from the harbour and at quite a distance from it, reached by the long Rock Walk steps. This development sits comfortably within the wider streetscape of Warren Hill, which is largely part of the Belgravia Conservation Area, and has a stronger relationship with this designation.

However, given that above sites are already protected through their inclusion within a conservation area, and that development proposals must consider impacts on the setting of adjacent designations under planning policy (see Section 1.6), it is not critical to amend the boundary of either the Belgravia or the Torquay Harbour Conservation Areas in these locations.

Page 220

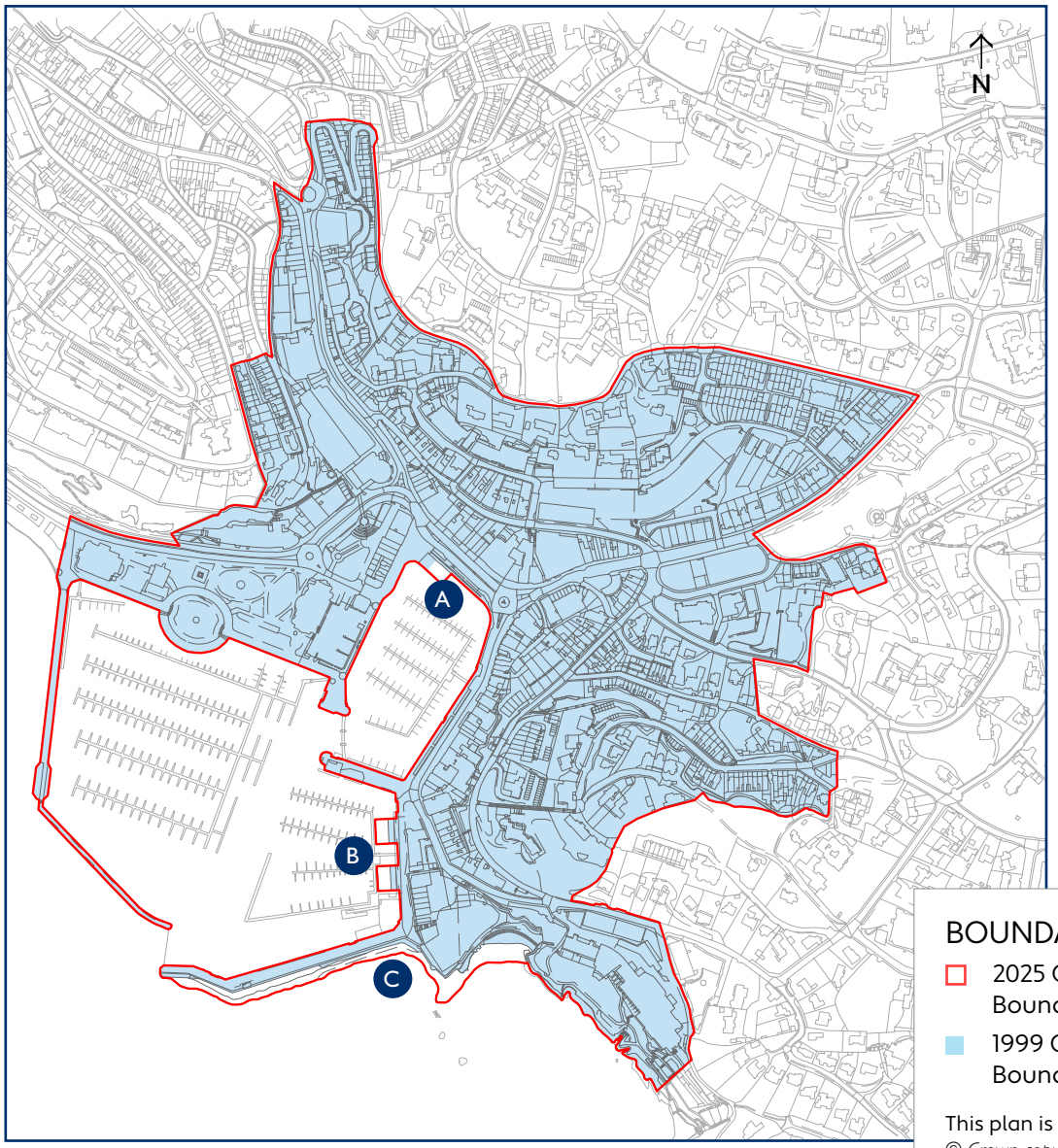
SECTION 4.0: BOUNDARY REVIEW

This Conservation Area Appraisal identifies three minor amendments to the existing boundary:

a minor extension to encompass the entire historic slipway off the Strand, which was constructed in 1867;

b minor extension to encompass the entirety of the slipways off Beacon Quay, constructed ahead of D-Day in 1943;

c minor extension to include the full extent of Beacon Cove and the boulders/ shingle south and east of Haldon Pier. The marine spa, constructed adjacent to Beacon Cove in 1857, contained a swimming pool with arches open to the sea (the western arches are still visible from Haldon Pier). The arches on the eastern side of the structure provided access to a women-only bathing cove (Beacon Cove). The ballroom and reading rooms above the pool overlooked the surrounding coastline. These parts of the conservation area are therefore closely connected to the site of the marine spa, which was a landmark building within the resort town during the Victorian era until its demolition in the 1970s.



BOUNDARY REVIEW

2025 Conservation Area Boundary

1999 Conservation Area Boundary

This plan is not to scale

© Crown copyright and database rights 2024 OS AC0000849978

SECTION 5.0: AUDIT OF HERITAGE ASSETS



SECTION 5.0: AUDIT OF HERITAGE ASSETS

The Torquay Harbour Conservation Area is a heritage asset in its own right and contains numerous individual heritage assets. These include both listed and unlisted buildings and structures. This section of the document outlines the heritage assets within the Torquay Harbour Conservation Area, identifying both individual assets and groups of structures and articulating why they are important. A full list of heritage assets is included in Volume II of this report.

The audit has been carried out by means of visual examination from public thoroughfares. The intention is to identify heritage assets, rather than to provide a fully comprehensive and detailed assessment of each individually. It should not be assumed that the omission of any information is intended as an indication that a building or feature is not important. A detailed assessment of heritage significance, specific to a building or site within the conservation area, should always be carried out prior to proposing any change.

Page 123

5.1 Positive Contributors, Key Buildings And Local Landmarks

The buildings within the conservation area have been assessed against the following criteria:

Positive Contributors

A positive contributor is a building, structure or feature which beneficially adds to the overall character of its local area. This is likely to be true of most buildings within a conservation area. The extent to which a building will positively contribute will largely depend on the integrity of its historic form and is not restricted to its principal elevation. For example, roofscapes and side/rear elevations can all make a positive contribution. Modern buildings can also make a positive contribution here provided they have been sensitively designed to suit their setting.

Buildings which meet one or more of the following criteria have been identified as positive contributors, provided their historic form and value have not been substantially eroded:

- Does the structure reflect a substantial number of other elements in the conservation area in age, style, materials, form or other characteristics?
- Does it relate to adjacent designated heritage assets in age, materials or in any other historically significant way?
- Does it contribute positively to the setting of adjacent designated heritage assets?
- Does it individually, or as part of a group, illustrate the development of the settlement in which it stands?
- Does it have significant historic associations with features such as the historic road layout or a landscape feature?
- Does it reflect the functional character or former uses in the area?
- Does its use contribute to the character or appearance of the area?[20]

20 Criteria adapted from Conservation Area Designation, Appraisal and Management, Historic England Advice Note 1 (Second Edition): 2019.

Local Landmarks

Local landmarks are buildings, structures or features which are visually prominent and recognisable within the local streetscape, and which make a positive contribution to the character of the surrounding area.

Key Buildings of Individual Heritage Interest

Key buildings of individual heritage interest are buildings, structures or features which have a degree of heritage significance drawn from their own heritage interest. The ability to appreciate this heritage interest does not rely on the relationship with surrounding structures (although these may form an important part of its setting).

Key buildings of individual heritage interest are frequently unlisted but can be afforded protection against harmful development by recognition as a non-designated heritage asset by the local planning authority, who may choose to formally recognise their special interest through the adoption of a local list. The identification of positive contributors and/or the adoption of a local list provides no additional planning controls; however, the protection of their status as heritage assets is a requirement of the National Planning Policy Framework and will therefore be a material consideration for local planning authorities in determining planning applications.

5.2 Listed Buildings

Listed buildings are protected under the Planning (Listed Buildings and Conservation Areas) Act 1990 and are designated for their architectural or historic interest. All listed buildings in England are designated at the recommendation of Historic England and details are recorded on the National Heritage List for England. Listings are ranked from Grade I (the highest level), Grade II* (in the middle) and Grade II (the lowest and most common level).

Statutory listing does not equate to a preservation order intended to prevent change. However, alterations to listed buildings will require listed building consent, which allows the local authority to make decisions that have been informed by an understanding of the building or site's heritage significance. Importantly, national and local planning policies also recognise that changes to un-listed buildings or sites in the setting of a designated heritage asset can affect its special interest.

5.3 Opportunities for Enhancement

The contribution made by many buildings to the character of the conservation area could be improved through small alterations as and when the opportunity arises, such as replacing windows with more traditional units and general maintenance to improve outward condition. Due to the high concentration of such buildings throughout the conservation area, they are not individually identified on the accompanying plan.

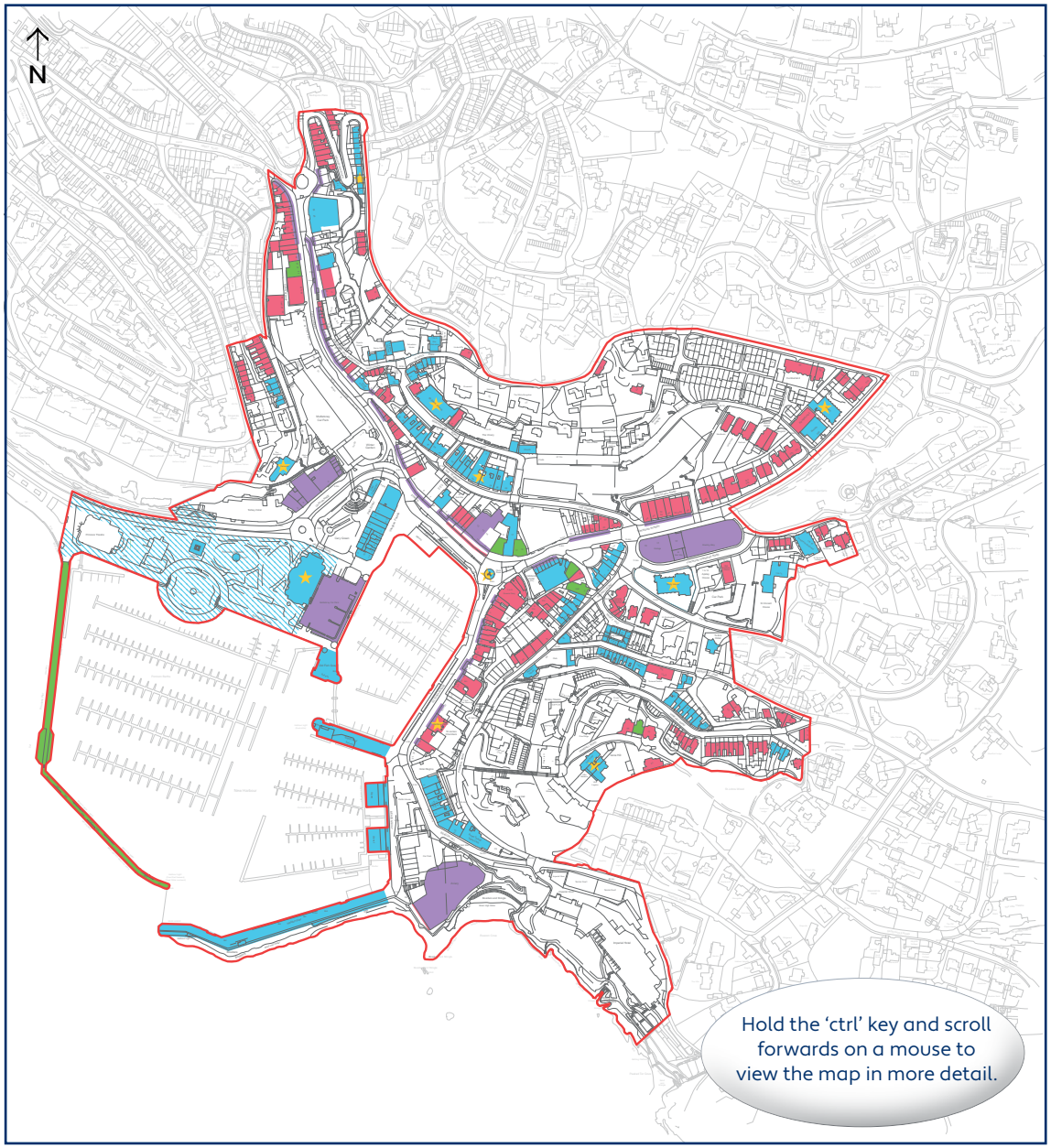
Many shopfronts throughout the conservation area could benefit from the incorporation of traditional details.

The accompanying plan identifies several areas which have the potential to be sensitively re-developed to complement the established character of the conservation area. These include:

- The Pavilion/Marina car park;
- The former Aviary off Beacon Quay;
- The Golden Palms complex off Cary Parade;

- The site of the 1930s bus depot off Torwood Street, presently occupied by a bowling alley and various commercial units; and
- Nos.12 and 13 The Strand, constructed in the 1960s.[21]

The Pavilion/Marina Car Park was designated as a 'committed development site' in the Local Plan 2012-2030.



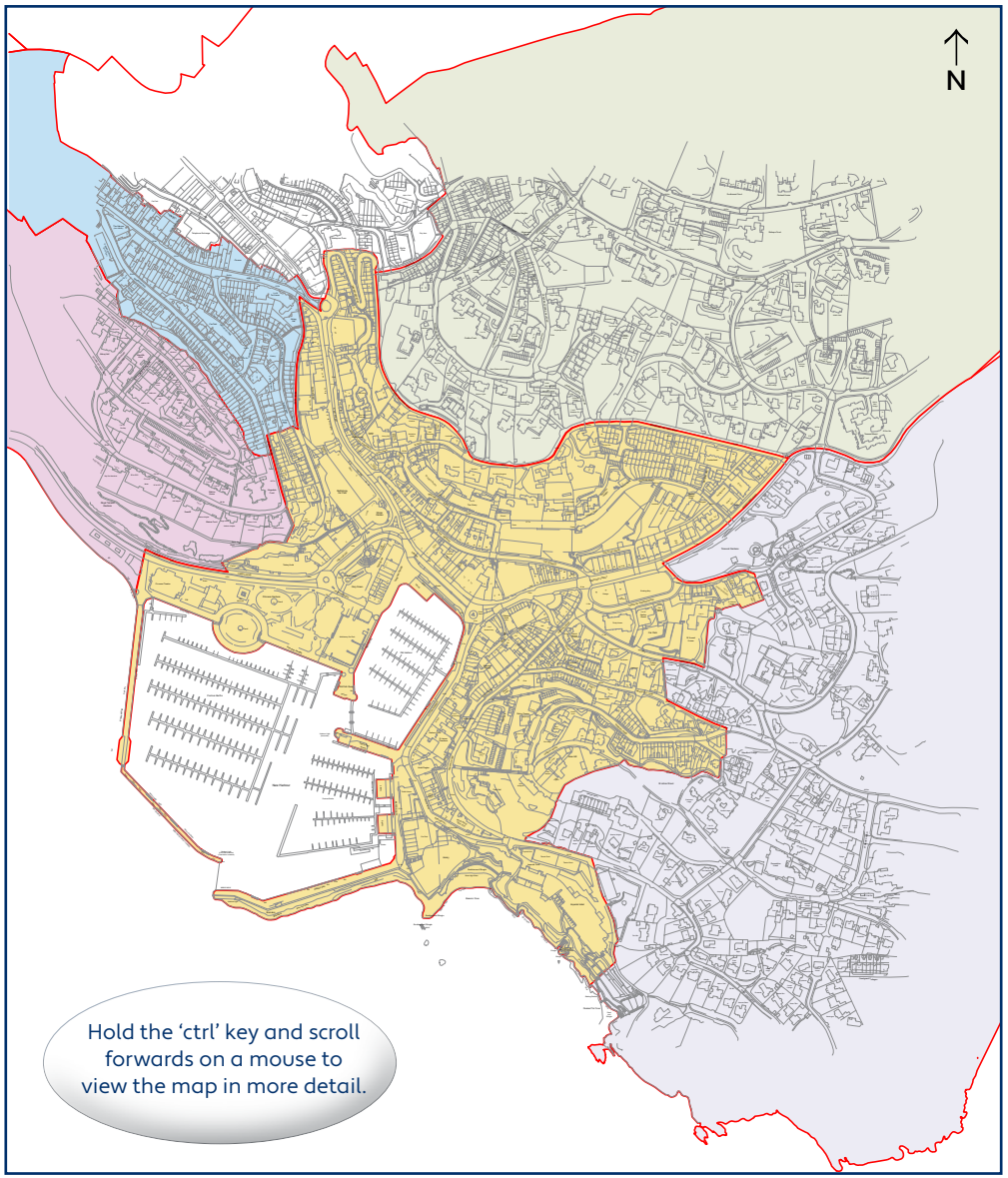
21 In January 2023, planning permission was granted for the redevelopment of the former Debenhams store at 12-14 the Strand for mixed-use commercial and residential development (reference P/2022/0806).

5.4 Heritage At Risk

Princess Gardens is a Grade II Registered Park and Garden and is currently included on Historic England's Heritage at Risk Register. The most recent report records the condition of the park as 'generally satisfactory but with significant localised problems.'[22]

5.5 Adjoining Conservation Areas

Torquay Harbour Conservation Area is bounded to the north-east by Warberries Conservation Area, to the north-west by Abbey Road Conservation Area, to the east by Lincombes Conservation Area and to the west by Belgravia Conservation Area.



CONSERVATION AREAS

- Torquay Harbour Conservation Area
- Warberries Conservation Area
- Lincombes Conservation Area
- Belgravia Conservation Area
- Abbey Road Conservation Area

This plan is not to scale

© Crown copyright and database rights 2024 OS AC0000849978

22 Heritage at Risk Register, Princess Gardens, https://historicengland.org.uk/advice/heritage-at-risk/search-register/list-entry/25858

SECTION 6.0: ISSUES



6.1 Condition

Overall, the conservation area is generally in fair condition. The roads and pavements have been well maintained. Many buildings are well looked after, however there are examples of structures of all typologies which are deteriorating. Many common problems could be easily addressed through regular maintenance or the appropriate repair.

A prominent issue within the conservation area is ineffective rainwater management. There are many examples of blocked gutters and downpipes, which can contribute to external staining as well as more serious issues with damp. Regular clearance of/ improvements to rainwater goods can easily rectify these issues.

The use of inappropriate materials to repair historic buildings can often stimulate or hasten the deterioration of built fabric. This is because traditional buildings (generally those built before 1919) utilised 'breathable' materials which facilitate the free passage of moisture through a structure.

Although older buildings absorb more moisture than modern structures, this moisture should be able to evaporate in dry conditions. Modern cement-based renders and mortars are not breathable and prevent the evaporation of moisture from a traditional building, thereby causing issues with damp and deterioration. Non-breathable paint applied over walls which were originally intended to be exposed can have a similar impact.

There are several instances throughout the conservation area where boundary walls are suffering from a lack of maintenance which manifests in staining, vegetation growth and missing joints. This could be remedied through the careful removal of vegetation and cementitious mortar and the localised replacement of masonry/brick, bedded in and pointed with lime mortar.

Where timber window units and shopfronts survive, these make an important contribution to the character of the conservation area and should be regularly maintained.

There are several examples of rotting joinery to historic window units and shopfronts, and this should be addressed through the replacement of damaged timbers which cannot be salvaged with new timber, and regular re-painting with breathable paint. Effective management of water run-off will also help to prevent timber decay.

Where buildings within the conservation area are vacant, problems with condition tend to be exacerbated as they go unnoticed for longer periods.

Due to the topography of the town, lack of maintenance to the rear of buildings can have a marked effect on the public realm. For instance, the setting of the Grade II listed Higher Terrace and the many other listed buildings along The Terrace is currently much depreciated by views of poorly-maintained rear elevations to structures on the Strand. Overgrown vegetation and refuse around buildings visible from higher points in the town also has a detrimental effect.



A deteriorating historic boundary wall on Vanehill Road.



Rotting joinery to a historic shopfront on Fleet Street.



The bottom section of this downpipe is missing to a residential property on Braddons Hill Road West, which has resulted in substantial staining to the wall below.



Poor maintenance, including staining, graffiti and overgrown vegetation, depreciates the setting of the many listed buildings along The Terrace.



Refuse accruing behind single-storey shops on Fleet Street, at the junction with The Terrace. On the left is a badly deteriorating downpipe.



Lack of maintenance to the Grade II listed railings opposite St John's Church on Montpellier Road puts this important asset at risk.

6.2 Detracting Features

The replacement of traditional timber-framed windows with uPVC alternatives is common across the conservation area; there are numerous instances where this has taken place on buildings of all types. The materials, style and position within the window reveal (i.e. flush with the elevation, rather than set back) of the uPVC replacements are detrimental to the character of the historic elevations and collectively detract from the special interest of the conservation area. Although they are often perceived to offer environmental benefits, the lifespan of uPVC windows is also considerably shorter than that of well-maintained timber windows and the units cannot be easily recycled. Similarly, the replacement of traditional timber doors with modern designs in uPVC result in features which are discordant with the character of the conservation area.

Many shopfronts retain or incorporate traditional features. However, the majority have been altered with inappropriate additions such as box fascias and expansive float-glass frontages which are overly prominent and do not respect the proportions of the host building. Incorporating traditional features such as a stallriser (a platform below the shop window), glazing articulated by mullions and transoms (horizontal and vertical glazing bars) and a fascia which respects the proportions of the host building can greatly improve the character of modern retail units in conservation areas.

The impact of surface-mounted plant equipment on rear and side elevations is particularly prominent within the conservation area due to the steep topography, which enables buildings to be seen from multiple angles within the public realm. For the same reason, flat-roof extensions to rear and side elevations depreciate the historic character of the conservation area in many cases.

Where they exist, unsympathetic modern boundary treatments detract from the character of the conservation area. These are prevalent in residential parts of the town and to the rear of buildings along the main commercial streets, and range from modern boarded fencing to concrete walls, utilitarian metal railings and bollards.

The impact of refuse bins is also notably detracting in several parts of the conservation area. A key example is the row of bins in the centre of Fleet Street, just south of Braddons Hill Road West.

Other minor detracting features include:

- Roof or chimney-mounted television aerials, satellite dishes and trailing wires.
- uPVC rainwater goods.
- Unsympathetic, municipal style street lighting.



The replacement of the original timber framed windows in this Victorian house on Vanehill Road with uPVC units depreciates the architectural interest of the façade and the wider streetscape.



Two contrasting shopfronts on Fleet Street. The shopfront to the right retains some traditional features including a stallriser and recessed entrance door. Historic tiles denote the entrance to the shopfront from street level. The shopfront on the left has an oversized fascia, detracting window stickers and an expansive modern glass frontage.



Highly visible plant equipment to structures on the site of the former bus depot detracts significantly from the historic and architectural interest of the conservation area.



A range of detracting modern boundary treatments to an area of hard standing opposite Higher Terrace, on The Terrace.



Municipal metal fencing on Princess Pier detracts from the historic and architectural interest of this important heritage asset.



Large refuse bins lining the east side of Fleet Street.

6.3 Inappropriate Modern Development

There are many examples of modern development which depreciate the special interest of the conservation area through inappropriate massing and detailing. Flat roofed extensions or infill are also at odds with the varied rooflines throughout the conservation area.

When successfully delivered, development within a conservation area responds to the proportions of historic buildings plots and frontages, existing architectural detailing, and materiality. New development need not replicate the established massing of the historic environment, but should not detract from it. This also applies to developments within the setting of a conservation area.



An unsympathetic extension to a listed building on the corner of Parkhill Road and Torwood Street.



This modern infill structure on the east side of Fleet Street detracts from the historic character of the streetscape.

SECTION 7.0: OPPORTUNITIES



There is scope to enhance the conservation area through addressing the minor but altogether detracting elements such as external accretions, management of rainwater goods and the appropriate repair of failing elements. Incrementally addressing these issues will have a positive impact and enhance the conservation area.

Although many of the uPVC windows and doors which have already been installed are unlikely to require replacement in the near future, there is scope for any further replacement windows and doors to be carried out using styles, materials and methods that are better suited to enhancing the special interest of the conservation area. It would be especially beneficial for first-generation uPVC double-glazing, which is generally coming to the end of its life cycle, to be replaced with more suitable alternatives, rather than the more visually intrusive standard option.

Some of the low-quality 20th-century architecture within the conservation area could be beneficially re-developed should the opportunity arise. Likewise, the replacement or alteration of unsympathetic shopfronts would greatly enhance the special interest of the conservation area. Considered place-making, such as landscaping, also has the potential to improve the relationship of new design with the conservation area.

Locations for future development within the conservation area, including The Pavilion/ Marina car park and the former aviary off Beacon Quay, also provide opportunities to enhance the character of the conservation area through heritage-led regeneration and the introduction of high-quality architecture and vibrancy to the street scene.[23]

23 Historic England, Heritage and its Role in Development and Place, 2023. https://historicengland.org.uk/research/heritage-counts/heritage-and-economy/place-development/

SECTION 8.0: CONSERVATION AREA DESIGNATION – CONTROL MEASURES AND BEST PRACTICE GUIDANCE



SECTION 8.0: CONSERVATION AREA DESIGNATION – CONTROL MEASURES AND BEST PRACTICE GUIDANCE

8.1 Control Measures

In order to protect and enhance the conservation area, any changes that take place must conserve its character and special interest. Statutory control measures are intended to prevent development that may have an individually or cumulatively negative effect. Control measures within include:

- Planning permission will usually be required to totally or substantially demolish buildings or structure (including walls, gate piers and chimneys). This will also need a heritage statement (sometimes called a heritage impact assessment) as part of the application.
- The extent to which permitted development (i.e. changes that are allowed without requiring consent from the local authority) may be restricted. For example, replacement windows, different elevational finishes or the installation of satellite dishes may require planning permission.
- Trees with a diameter of 75mm or greater, measured as 1.5m above the soil level are protected. Any work proposed to these trees require permission from the local authority by means of a planning application. This allows the authority to determine whether a tree preservation order (TPO) is necessary.
- Advertisements and other commercial signage may be subject to additional controls and/or require planning permission.

8.2 Conservation Aims and Best Practice

There is no generally accepted detailed definition of 'best practice' in conservation: it is a term used to describe the management of change (including repair) so that the integrity and character of a historic site is not eroded or compromised. It is not the intention of conservation best practice to prevent change from happening: alterations can still be carried out but should be subject to additional scrutiny to ensure that the special interest of the conservation area is protected.

It is the purpose of this Appraisal to provide guidance that will help achieve these aims. Overall, any change in the Torquay Harbour Conservation Area should seek to:

- Preserve its historical features;
- Enhance, where possible, its special interest;
- Positively contribute to its established character; and
- Be high quality.

8.3 'Like-for-Like'

A term that is frequently used in conservation is 'like-for-like' replacement or repair. This is frequently – and mistakenly – taken to mean that a modern alternative that generally echoes the style of the element removed is acceptable. However, this is not accurate or acceptable. Like-for-like should always be interpreted as an alternative that matches the historic element removed in terms of its material, dimensions, method of construction, finish, means of installation and any other feature specific to the original element, such that the modern replacement is hardly discernible from the original (accepting that its condition will be greatly improved where the original has failed beyond repair).

For example, modern uPVC windows in imitation of Georgian or Victorian-style sash windows but with false glazing bars and a top-hung casement opening mechanism do not constitute a like-for-like replacement for traditional timber-framed Victorian sliding sash windows, although they may appear stylistically similar.

8.4 Repairs and Replacement

Repairs and replacement are inevitable with any building or site, regardless of age; however, within a conservation area, it is especially important that this is carried out sensitively to protect the historic fabric of its buildings and respect the character of the wider area. Key points to remember when looking to carry out repair work or install replacement features are:

- A method of repair that was suitable for one building may not be suitable for another. Repair and replacement should always be considered on a case-by-case basis.
- Repairs using appropriate materials and techniques are always preferable over wholescale replacement.
- Where a historic feature has degraded beyond repair, replacement should be carried out on a like-for-like basis.
- Where seeking to improve failing modern features, a traditionally-designed alternative using appropriate materials is preferable. For example, the replacement of uPVC gutters and downpipes with lead, cast iron or coated aluminium alternatives that better reflect the traditional character of the conservation area.
- Cement-based mortars and/or ribbon pointing are harmful to historic brickwork and masonry. Repairs to any pointing should be carried out in a lime mortar after any cementitious mortar has been raked out. This will ensure the longevity of the historic built fabric.
- Due consideration should be given to the sustainability of the repair or replacement, i.e. what is its lifespan? What maintenance will be required to prolong this?
- Reversibility is an important consideration as better alternative may become available in the future.
- Historic external detailing should be retained or, where damaged beyond repair, replaced on a like-for-like basis. This includes (but is not limited to): the texture and colour of render; size and colour of bricks used, and the bond in which they are laid; stone dressings; and chimneystacks.
- The reinstatement of historic features that have been lost is favourable. For example, re-exposing brickwork that has been rendered or painted over.
- The repair and replacement of windows can have a notable effect on the character and special interest of the conservation area, both positively and negatively. The aim should always be to retain historic windows wherever they survive, carrying out refurbishment work where needed to make sure they remain usable. Timber frames are preferable over uPVC for a number of reasons, mainly their comparative slimness and breathable quality which has a positive knock-on effect on the overall condition of the historic building.

SECTION 8.0: CONSERVATION AREA DESIGNATION – CONTROL MEASURES AND BEST PRACTICE GUIDANCE

8.5 Maintenance

Maintenance differs from repair in that it is a pre-planned, regular activity intended to reduce instances where remedial or unforeseen work is needed. The higher the levels of maintenance, the less need to carry out repairs. Regular maintenance activity should include annual gutter clearing, seasonal vegetation control and repainting external joinery with an oil-based paint. This is not an exhaustive list and each historic building will have its own specific needs. Larger historic buildings and those which are listed may benefit from occasional condition surveys (usually around every five years) to highlight their individual maintenance and repair needs.

The maintenance requirement of a building will depend on its age, materials and susceptibility to wear. Historic England, the Society for the Protection of Ancient Buildings (SPAB) and other heritage bodies publish specialist guidance on the suitable maintenance and repair methods for different historic buildings.

8.6 Trees

Trees are afforded extra protection within the conservation area and there are several tree preservation orders in place. Any tree surgery work should be carried out only once the relevant permission has been sought. The management of the planted elements within the conservation area is beneficial to its overall appearance and potentially also to the condition of the buildings where root damage may pose a threat.

8.7 Public Realm

Public realm features, including bins, bollards, seating and planters, etc. often become outdated in their appearance. This can be due to heavy wear, antisocial behaviour or as a result of poor design and short-lived trends. Successful public realm schemes are contextual, using high-quality materials that echo the character of the wider area. Any additions or amendments to the public realm will also need to take account of highways and other relevant regulations.

8.8 Modern and New Development

It is not the intention of conservation area designation to prevent new development or entirely exclude existing modern development where this is woven into a surrounding historic space. Instead, it puts in place a process whereby any proposals are more thoroughly studied to ensure that the special interest of the conservation area is protected and opportunities to improve its character are identified.

New development can range from entire new buildings to the introduction of new features, however small, on existing buildings. It is acknowledged that there are pressures on housing numbers within the conservation area and that associated planning applications are likely to be submitted in the future.

New development within the setting of the conservation area should also be carefully managed as it has the potential to detract from its character and special interest. Any proposals will need to be considered on a case-by-case basis and take account of:

- The significance of any existing building affected;

- The impact on the setting of neighbouring listed buildings, key buildings of individual heritage interest and/or positive contributors;
- How local features and materials can be incorporated into the new design;
- Whether or not any historical plot boundaries survive or could be recoverable;
- The impact of the overall scale, massing and design on the wider streetscape;
- The loss of any important rear/side elevations or views of these;
- Characteristic boundary treatments and planting;
- The potential for below-ground or built archaeology; and
- Any other heritage or conservation constraints identified.

The addition of new features on existing buildings can be detrimental to the individual buildings as well as the overall character of their wider setting if unmanaged.

Specifically:

- Television aerials and satellite dishes should not be fixed to principal or highly visible elevations, or chimneystacks.
- Features such as external lighting and security cameras should be as discreet as possible.
- Solar panels should be restricted to rear or secondary elevations, especially where a building forms one of a group.
- Internal alterations can have an external impact; for example, staircases cutting across windows or the removal of chimneybreasts necessitating the removal of the associated chimneystack.

8.9 Sustainability

Maintenance and continued use of historic buildings is inherently sustainable. However, there are growing pressures to improve the energy efficiency of the country's historic building stock in order to reduce carbon emissions, particularly from heating which uses fossil fuel sources. Pressures to increase sustainability performance can be accommodated within the conservation area but will require a bespoke approach to ensure that the measures needed can be viably implemented without harm to its special interest.

Straight-forward measures to improve building performance include:

- Refurbishing historic windows and doors to prevent drafts.
- Re-pointing external walls to prevent damp and air leaks.
- Maintaining rainwater goods.
- Improving and/or expanding green spaces.
- Inserting breathable insulation in loft spaces and suspended floor voids.
- Installing thick curtains or internal shutters.

Double-glazing is now available in slimline, timber frame units which are considerably more sympathetic within historic contexts than earlier versions. It will be necessary to obtain the relevant permissions to install double-glazing. Best practice will always be to retain historic windows wherever possible, with the installation of secondary units being an alternative to full replacement.

SECTION 8.0: CONSERVATION AREA DESIGNATION – CONTROL MEASURES AND BEST PRACTICE GUIDANCE

The installation of solar panels and other infrastructure such as electric vehicle charging points and heat pumps in a conservation area is generally acceptable, however they must not be installed in a location that is visible from any public highway and their physical and aesthetic impact will need to be carefully considered and mitigated. For more information contact planning@torbay.gov.uk.

Historic England, the Society for the Protection of Ancient Buildings, the Royal Institute of British Architects and other bodies publish extensive guidance on the sensitive adaptation of buildings in response to climate change and sustainability challenges.

APPENDICES



Aerial photograph of
Torquay Harbour in 1934

APPENDIX A: **BIBLIOGRAPHY**

History of Torquay

Devon Historic Environment Record.

Torbay Council. 'Torquay Harbour Conservation Area Character Appraisal', 2004.

Torbay Council. Torquay, *Queen of the Watering Places*, no date.

Travis, John F. The Rise of the Devon Seaside Resorts, 1993.

Whitton, Jack. Torbay, The Visible History, 2013.

White, William, *History, Gazetteer and Directory of Devonshire*, 1850.

Policy and Guidance

Local Policy and Guidance

Torbay Council, Torbay Local Plan 2012-2030. https://www.torbay.gov.uk/council/policies/planning-policies/local-plan/

Torbay Council, Torbay Heritage Strategy 2021-2026, https://www.torbay.gov.uk/council/policies/planning-policies/local-plan/torbay-heritage-strategy/

Torquay Neighbourhood Plan Forum, Torquay Neighbourhood Plan, 2019. https://www.torbay.gov.uk/council/policies/planning-policies/local-plan/torbay-heritage-strategy/

Torbay Council, English Riviera UNESCO Global Geopark: Briefing Document for Planning, working document V4, updated 04/04/2024.

National Policy and Guidance

Conservation Area Designation, Appraisal and Management, Historic England Advice Note 1 (Second Edition): 2019.

Historic England, Conserving Georgian and Victorian terraced housing, a guide to managing change, 2020.

UNESCO, Unesco Global Geoparks in the UK, https://unesco.org.uk/geoparks/

APPENDIX B: **USEFUL CONTACTS**

Torbay Council Heritage and Design Team

Heritage and Design Team
Planning Department
Torbay Council
Town Hall
Castle Circus
Torquay
TQ1 3DR

email: heritageanddesign@torbay.gov.uk,

Tel: 01803 207801

Planning and Building Control Webpages

https://www.torbay.gov.uk/planning-and-building-control/

APPENDIX C: **GLOSSARY**

Terminology	Definition
Art Deco	An architectural style common in the 1920s and 1930s, characterised by bold geometric shapes and sleek lines.
Art Moderne	An architectural style common in the 1920s and 1930s, similar to Art Deco, favouring horizontal lines, rounded corners and limited ornamentation.
Barge boards	An ornamental board fixed to the gable end of a roof structure.
Baroque	A highly decorative and theatrical style of architecture popular in England during the 17th century. It experienced a revival in the early 20th century.
Classical	Architecture inspired by the buildings of ancient Greece and Rome - characterised by the use of columns and pediments.
Close studding	Setting vertical timbers close together to create a decorative effect.
Corbel	Stone, wood or metal bracket, often structural but sometimes decorative.
Cornice	A horizontal decorative moulding.
Dressings	Decorative masonry or brick detailing around windows and doors.

Terminology	Definition
Eaves	The part of the roof that meets or overhangs the walls of a building.
Edwardian	Associated with the reign of King Edward VII (1901-10) this is used to describe architecture from around the first decade of the 20th century.
Façade	The exterior wall or face of a building.
Fanlight	A small semicircular or rectangular light above a doorway.
Fascia	A horizontal band beneath the eaves of a building or over a shopfront.
Fenestration	Architectural terminology for windows and doors.
Finial	Vertical decorative element found on roofs, towers, spires and gables.
Georgian	Refers to architecture constructed from around 1714 to 1830.
Italianate	A 19th-century 'revival' style using Classical principles but with key characteristics such as deep eaves, round-headed arches and square towers.
Key stone	A wedge-shaped stone found at the apex of a masonry arch.

Terminology	Definition
Massing	Refers to the shape, form and size of a building.
Mullion	A vertical glazing bar on a window or window opening.
Non-conformist	A member of a Protestant Church which dissents from the established Church of England.
Patina	Visible signs of historic use.
Planform	The configuration of a group of buildings, or the arrangement of spaces within a structure.
Polite building	A building designed with regard for architectural fashion, often by an architect.
Portico	A projecting porch supported by columns.
Quoins	Masonry blocks to the corner of a wall - can be structural or aesthetic.
Revivalist	Architecture which looks back to past styles.
Rubble stone	Unfinished stone.
Stallriser	A platform below a shop window.
Tracery	Division of openings with stone bars or moulded ribs.
Transom	A horizontal glazing bar on a window or window opening.
Urban grain	The pattern of building plots in an urban environment.
Vernacular building	A building constructed using local materials with limited or no regard for architectural fashion.
Victorian	Refers to architecture constructed from around 1714 to 1837-1900.

The following text has been extracted from Hal Bishop, 'Torquay Harbour Conservation Area Character Appraisal', 2004.

Historic Environment, Origins and Development

2.1 One of the most important and extensive pre-historic sites in northwest Europe is to be found only a mile northeast of the harbourside and ¾ mile beyond the boundary of the conservation area at Kent's Cavern. Here in a solution cave stratified deposits of human and animal habitation stretching back to the Palaeolithic (350,000 – 10,000BC) have been found. The limestone formation, which underlies most of Torquay lends itself to such occupation, as other observations of cave systems in Torbay now lost attest.

2.2 Torquay, of course, derives initially from Torre, Old English Torr, a rocky hill. However the historic settlement of Torre was located around the parish church of St Saviour/St Andrew (Tormohun Conservation Area), the rocky hill being Tor Hill east of the church. The pre-Conquest manor of this name is first recorded in 1086 in Domesday Book as one of the 11 Devonshire manors bestowed upon William the Usher as its tenant-in-chief – as he was of the neigbbouring manor of Ilsham. Domesday totals the adult male population to be 32, from which one might estimate a total population of perhaps 100-120, but there is no evidence from this period of any settlement at the harbour. Outside the manorial and parish centre a mill had been established on the Flete (in the vicinity of 15-17 Union Street) by the end of the 13th century, with the mill pool around Pimlico.

2.3 The dominant historic and topographic influence on the area from 1196 until 1539 was Torre Abbey (Belgravia conservation area); this house of Premonstratensian canons had their own quay in the vicinity of Livermead. The Abbey acquired the manor of Torre from the Mohun family in 1370 and with it any fish cellars or other maritime buildings on the strand which may have been present. The precise extent of early settlement within the conservation area is unlikely to be known in the absence of archaeological evidence. Documents are scarce and the place-name evidence of the medieval period is difficult to locate within the modern ground plan.

2.4 In 1539 Henry VIII's Antiquary, John Leland, described the Flete as a pretty brook which goeth into the the sea at Torrebay, Torrebay village and priory a mile off. This suggests that there was still no significant settlement. However by the middle of that century, dwellings on the Strand had been established and there was a rudimentary quay: a will of 1556 refers to cellars at Flyett; the form Torrekay is found in 1591; and from the 17th century there are more property details recorded in leases, releases and indentures for the Strand/ Fleet Street area. Eighteenth-century drawings and paintings show a small harbour enclosed by two stone built quays which extend outwards from the Strand and the Victoria Parade side.

2.5 Away from the harbour in the Torwood Valley, the Ridgeway family had acquired an outlying grange of Torre Abbey's in 1540 and the rest of the secular manor of Torre in 1553. Incorporating some of the surviving Grange buildings, they built Torwood

Manor on Torwood Mount (Warberries Conservation Area) in 1579. Their holdings then comprised almost all former monastic and manorial lands east of the Flete Brook. In 1598 they acquired Torre Abbey itself and remaining domain, but in 1649 the Ridgeways sold this portion – the old Abbey estate – to John Stowell of Bovey Tracey. Stowell in turn sold the monastic demesne and the manorial land west of the river to the Cary family, late of Cockington, in 1662 (the Carys had held the manor of St Marychurch since 1595). The Palk family in turn acquired the Torre/Torwood estate from the Ridgeway heirs in 1768; until after 1790/1800, this area east of the Fleet, with the exception of the manor buildings higher up the Torwood valley, had no other buildings outside the harbour area. Benjamin Donn's 1765 map of Devonshire shows Tor Quay as a scatter of cottages around the harbour inlet with Tor Mohun as a quite separate village to the west – no road is shown linking either with [St] Mary Church.

2.6 By 1770, the area around the harbour, with its five inns, was known variously as Tor Kay, Torquay or Flete; this village and the ancient settlement of Torre, and the households at Torre Abbey and Torwood together had an estimated population of no more than 500. A late 18th century dilettante traveller the Rev. John Swete travelled through Torbay in the 1780s and 90s leaving valuable written accounts illustrated by his own sketches and paintings. His description of the Flete Mill, by then a dilapidated medieval relict, is a lyric to the sublime. But his observations regarding the nascent development are more down to earth and extremely informative; writing in 1792 Swete describes the harbour village thus:

On the western side a craggy promontory extended itself into the bay, forming a fine shelter to the cove in which the Quay was situated from the westerly winds – under this as far as the beach will permit a range of neat houses hath risen within a few years – and these are on the demesne of Mr Cary, which is separated from that of Sir Robert Palk to whom all the Eastern side and the old village and quays belong ..

The following year, during which the first of the long French wars (1793-1802, 1803-1815) broke out Swete again visited Torquay and set down in greater detail his impressions I shall particularise the picturesque beauty of the spot and its environs:

Torquay about 12 years ago [1781], was a very different place from what I now found it to be. It had then but one decent house ... [belonging to] Robert Palk. Where the quay was lay to the East, the rivulet [the Flete brook] separating the possessions of Sir Robert from those of Mr Cary. The scenery at that period was far more romantic then it at present is. The narrow valley lying between two mountainous hills, now blocked up by a range of houses, had a very picturesque appearance ... These two distinct ranges of buildings have been raised on Mr Cary's premises ... are chiefly the property of Mr Searle, a joiner and architect, who, on the presumption that the spot will become a fashionable watering place, carries on his enterprise with spirit, removing the very cliff itself to gain space for his houses, and forming them on a terrace, which is protected from the sea by a low parapet wall.

On the grounds of Sir Robert nothing yet hath been done. On them however, there is full scope for designs of great magnitude; and if a wet dock was formed, and a terrace raised in front of the cove, a noble row of buildings might be erected on it …

Swete's only inaccuracy was that most of Braddon Hill, east of the river was actually a Cary possession.

2.7 Searle's terrace was first called the New Quay; another contemporary visitor in 1794 was equally and pleasantly surprised on seeing it:

Instead of the poor uncomfortable village we had imagined we saw a pretty range of neat new buildings fitted out for summer visitors, who very certainly enjoy convenient bathing, retirement and a most romantic situation. Matson's Observations on the West of England 1794-6.

A similar description in 1803 in Trewman's Guide to the Watering Places on the S. E. Coast of Devon refers to neat cottages with small gardens and several modern built lodging houses, nearly as pleasant as those on the beach. Swete had however opined that if only the two landowners had combined their 'improvements' then one uniform plan of development would have 'redounded to their mutual advantage':

Instead of being frittered away by an insignificant row of houses [George Street], that skirts the brook side and blocks it up to the sea, might then have been converted into one regular, handsome street which would have opened to the water and formed an approach to it of unrivalled beauty.

2.8 Disputes between the Carys and the Palks had begun as early as 1778; in the absence of co-operation the land between Searle's terrace and the Flete was badly laid out. As Swete had observed, the buildings were irregular, they stretched up the valley floor along two narrow roads Swan and George Streets, with a lateral blocking at the harbour end rather than in one wide dramatic avenue along Fleet Street. This narrow street pattern persisted until the monumental Fleet Walk complex removed both away two centuries later. The Flete was culverted over in 1803 at the harbour, New Quay becoming Cary Parade. A hand-drawn map of 1808 entitled The manor of Torabbey in the Parish of Tormoham, Devon, The Property of Geo Cary Esq prepared for land exchanges with the Palk estate clearly shows Cary Parade, Swan, George and Fleet Streets (the latter High Street until 1823), Pimlico, The Terrace, and Braddons Hill Road, and Montpellier Road (then Montpellier Terrace). House plots line the last three, although it is doubtful if all were built as some are the sites of the earliest villas. In the first national census of 1801, a population of 838 were recorded in 143 houses, this being Torre Abbey, Torre (Tormoham), Torwood, Torquay and Upton.

2.9 No systematic development of any of the Palk lands took place before 1803 when an act of parliament was secured for a new harbour. The French wars saw the continuation of the eighteenth-century strategy of Torbay being a major assembly and sheltered haven for the British Channel Fleet. Brixham's King's Quay and the fleet watering place there had been established in 1781 during the earlier conflict with France during the American Revolutionary wars. The importance of Torbay as a refuge from the southwesterly gales cannot be

overemphasised; ships on Blockade outside Brest would run there in preference to Plymouth. The larger 3-decker ships-of-the-line in particular were securer in Torbay, Some ships would remain at anchor for quite long periods with supplies being drawn from the hinterland. In 1800 Admiral St Vincent ordered that no officer could go further than Brixham, Paignton, or 3 miles from the shore, effectively putting Totnes, Dartmouth and Teignmouth out of bounds. Eighteenth-century drawings and paintings show a small harbour enclosed by two stone built quays which extend outwards from the Strand and Harbour Steps (Victoria Parade) side – quite inadequate for extensive fleet use. The present Inner Harbour was originally designed by John Rennie; the South Pier was first built by 1806, but required extensive re-construction after a collapse within 5 years. The Rennie plan was revised under the superintendence of Dr Henry Beeke, the south pier lengthened and the area of enclosure doubled. The Cary estate map of 1808 shows only a short thin south pier; the North (Fish) Quay being contructed and the harbour completed only after 1815.

2.10 The original south pier however had improved landing facilities to some degree and enabled some officers to relocate their wives and families in Torquay. By 1811 the census recorded a population of 1,350 in 253 houses, an increase of over 61%. During the wars some of the great sea captains, including Admirals Howe, St.Vincent, Nelson and Cornwallis were entertained by the Cary family at Torre Abbey – the Palks residing at Haldon House some distance away from the bay. While the newcomers were becoming established through naval associations, it was noted that some remarkable recoveries from ill-health occurred – a naval hospital had been established at Goodrington in 1800 following the withdrawl of HMS Medusa the navy's hospital ship, which had been on station throughout 1796-9. This led the medical profession to realise the climatic advantages, and an embryonic resort could quickly grow to become a haven for invalids. The harbour had been the first stage in the development of the Palk lands. With the close of hostilities first in 1814, and definitively after the 100 days of 1815, the growth of Torquay into the resort town began, with the Palk developments intially under the aegis of Henry Beeke.

2.11 Two developments arose as a consequence of the Napoleonic wars which contributed to the popularity of Torquay. First restrictions on travel to the Continent led to the aristocracy building villas at home, and second many of the middle class naval and army officers who had been quartered in such villas on various mediterranean rivieras wished to continue with what had become a fashionable activity, especially when considered beneficial for their health. Torquay's prominence thus followed later than that of seaside towns further east and north such as Sidmouth, and Teignmouth where the fashion for sea bathing began in 1762, but it was promoted by the naval connection.

2.12 The Palk estate architect, Joseph Beard of Bath, designed and Jacob Harvey had already built Higher Terrace (now The Terrace) linking Fleet Street to Torwood Street above the Strand in 1811; Park Place (35-45 and the site of 47 Parkhill Road) was laid out in 1814

and the terrace completed by 1828 – Henry Beeke taking one of the earliest houses. Leases on plots on Braddon Hill had been offered by the Carys 1809-11 with Montpellier Terrace on Montpellier Road built 1811-1823 also by the Harveys. The first medicinal baths were opened opposite the south quay in 1817 in response to fashionable demand, on the sute of what is now the Hotel Regina. Hotel and lodging house accomodation increased; the old Royal Hotel was considerably expanded (then 15-18 Strand) to include a ballroom 'as fine as anything in the West of England'; opposite was Marchetti's Family Hotel on Market Street (now Gibbon's Hotel at 1 Torwood Street). The market had been built in the form of a colonnaded rotunda in 1820, this structure lasted until 1853 when the new market in its present position was opened. In 1864 the rotunda was part truncated with the widening of Torwood Street – an arc of the rotunda survives facing the street as the Sirius Pizzeria, but its columns are late 20th century pastiche. In 1821 the census recorded a population of 1,925 in 308 houses, an increase of 43%. The year before George IV visited Torquay in his yacht – never one to go anywhere out of fashion, or undemonstratively – the young resort had arrived.

2.13 The third decade of the century began a period of 40 years of unparalleled growth with major changes to ecclesiatical and administrative structures, and a transport infrastructure which would carry through until the following century. A new church, the Endowed Chapel of Torquay, later the site of St John the Evangelist was built in 1823 on Cary land bought by the Mallocks of Cockington, in Montpellier Road, to become the first Anglican Church built in the parish since medieval times. The Torquay Turnpike Trust was established by Act of Parliament in 1821; amongst its essential improvements were the turnpiking of the old Babbacombe Road linking Strand to St Marychurch; the creation of Newton Road from Kingskerswell to Brunswick Square; the creation of Teignmouth Road from Maidencombe to Brunswick Square. The road hub here would aid the earliest development of the old village of Torre. Union Street was constructed in 1827-8: Upper Union Street linked Brunswick Square with what is now Castle Circus; Lower Union Street continued over a now culverted Flete extending to the top of Fleet Street below the site of the medieval mill to a toll gate. All new roads were built on Palk, not Cary, estate land; the clerk of the turnpike trust being Robert Abraham, the Palk's Steward. Abraham was aided by his solicitor cousin William Kitson from 1823; in 1833 Kitson took sole charge of the Palk Estates and maintained that position until 1874.

2.14 Kitson's importance in the development of Torquay cannot be overestimated: as a solicitor he administered the Palk estate land and its parcelling into plots, and he then determined the leasehold terms; as an independent banker with Edward Vivian he would lend to new lessees; and from 1844 as manager and trustee of the Palk settlement he prevented the bankruptcy of the family, while rigidly controlling its patrimony. Absolute control was only relaxed with the accession of the fourth baronet Lawrence Palk III in 1860.

2.15 The north pier of the inner harbour had Vaughan Parade erected on it in 1828 with the terrace houses put up by Jacob Harvey in 1831; similarly Harvey also formed Beacon Terrace in 1828 with the first houses following in 1832. That year a national school opened in Madrepore Place – just outside the conservation area – its 228 registered pupils almost six times the 40 instructed by Schoolmaster Edwards in Swan Street in 1800. An illustration in this year shows the inner harbour laid out around three sides of a square, several terraces, such as Higher Terrace and Park Place are clearly recognisable, while a few villas are visible on Braddon's Hill. Fashionable dress is also clearly in evidence on the bystanders portrayed. The 1831 census recorded a population of 3,582 an increase of over 86% in 10 years. However, local administration lagged behind the growth in population; for the first third of the century it still devolved either onto the Select Vestry committee based on the parish, still medieval in form and function; the manorial courts which regulated tenure; and the magistracy which administered criminal justice. Powers to direct town planning, sanitary matters or employ public officials paid from property rates were absent. In 1834 Tormohum parish adopted the Lighting and Watching Act which would transfer and enhance the powers of civil administration, and confer others, out of the hotch-potch of medieval practices, into the hands of 18 elected 'improvement' commissioners.

2.16 A Plan of Torquay and Environs 1841 published by the surveyor John Wood of Exeter well shows the expansion that Torquay had undergone during the previous decade. While the map spans the distance between the slopes of Chapel Hill above what would soon be Torre Station in the west to Daddyhole Plain in the east, the concentration of development is clearly seen on Fleet Street up as far as modern Market Street; the southern slopes Braddons Hill above the Harbour; and the slopes of Park Hill and along Meadfoot Lane as far as the beginning of the Higher and Lower Woodfield Roads (Lincombes conservation area). The harbour is built up on all sides from Cary Parade round to Beacon Terrace. On the surrounding hills above harbour level Warren Road has been newly laid out on Waldon Hill (Abbey Road conservation area); Rock House (now Delmonte) is prominent, perched between Warren Road and Waldron Hill Steps (sic), now Rock Walk. On Braddon Hill Lower and Higher Terrace rise above the Strand, Montpellier Road above again, and the Braddon Hill Roads: West and East which extend from Fleet Street to Babbacombe Road at a higher level still with the beginnings of Upper Braddons Hill Road rising to its apex. On the east side above Victoria Parade are located Park Crescent, Park Street, and Park Place all terraces erected along Park Hill Road. Meadfoot Lane (the Row) runs back to the Lincombes; on the upper slopes of what will become Vane Hill are located a number of cottage ornées: Parkhill, Rose and Woodbine Cottages (Lincombes) surrounded by woodland.

2.17 With good road connections linking Torquay with its hinterland and beyond to Newton Abbot and Teignmouth, only a coastal road linking the harbour area with Paignton was lacking; the route closest to the shore was the pedestrian only Rock Walk. In the late

1830s the Turnpike Trustees wished to construct a carriage road from the harbour to Brixham. This would require the excavation of the cliff face below Waldon Hill and continuing the road across Torre Abbey meadows. The proposal was vigourously resisted by H G Cary but he was outvoted by the other trustees who obtained an Act of Parliament in 1840 to undertake the work. The road is shown on the 1841 plan although it was not opened until the following year.

2.18 The 1841 plan in fact portrays an arresting snapshot of Torquay with the basis of of its modern road work in place in the decade before the railway arrives; its population had reached 5,982 in that year, an increase of 67% over the previous 10 years; of these 4,085 were residing in the Torquay chapelry, i.e., outside the old village of Torre. Two other aspects stand in contrast to the pattern of later development: the overwhelming form of developement is the terrace building; and the vast majority of it is on Palk and not Cary land. With the exception of the leases granted by his predecessor in the 1820s for villa plots on Braddons Hill, Braddons Hill Road East having been laid out in 1822 – 12 such sites can be seen on the map, and they all lie within the Warberries conservation area – H G Cary (1828-40) almost ignored urban development; although a few modest plots were laid out on Warren Hill. The Palk estate development initited by Beeke and Beard and later guided by Kitson, with the Harveys undertaking the building was almost all in terraces, with some cottages ornées, both harking back to Regency fashions. Of the very few villas on Palk land two lay closer than any to the front: Southland House and South Hill were located between The Terrace and Montpellier Road. The latter was designed as Lawrence Vaughan Palk's residence in Torquay, though most of the rest of his life (d.1860) from this period was spent abroad, out of the range of his creditors. Neither villa has survived, both lie beneath the footprint of the gigantic multi-storey Terrace car park and its ancillary works, as does The Braddons, the original villa on the hill (Warberrries). Mains gas had been introduced to the town in 1834, the gas works being established on a site north of Torwood Gardens, now occupied by Shirley Court; not shown but present at this time was public gas lighting surrounding the harbour.

2.19 The growth of Torquay after the 1840s is largely the story of its expansion outside the harbour area, with the exception of those properties on the slopes of Park and Vane Hills east of Parkhill Road and north and south of Meadfoot Lane. The most obvious example of this being the demolition in 1840 of the 1579 manorial house of Torwood Grange. The site (just beyond the conservation area boundary in the neighbouring Warberries) was acquired by J T Harvey and W Harvey, the sons of Jacob Harvey, the Palk's builder; here they erected four new villas by the middle of the decade. The brothers continued to be the principal builders in the town responsible for much of the major mid-19th century building work. Up until the mid-century the lead in development continued to be on Palk land, spearheaded by William Kitson their agent, rather than on that of the Carys. The twelve years of H G Cary's tenure of that estate were followed by the nine-year minority of his heir L S S Cary; on attaining his majority in 1849

LSS Cary began the development of his lands. On both estates extensive villa developments were undertaken in the areas north and east of the harbour; most were built in a distinctly Italianate style, an influence that lasted until the late 19th century. Many were not owner-occupied but built to let for the season; it had become the habit from 1840 to hire a villa with extensive grounds. The terrace pattern which had charcterised the first third of the century and had its origin in the Regency period was becoming old fashioned.

2.20 In 1848 the South Devon Railway was opened from Kingskerswell to Torre with plans to extend it to the harbour; after vigorous opposition this scheme was averted and Torre remained the terminus for over 10 years. In 1850 the town commissioners adopted the Public Health Act to constitute themselves as a Local Board of Health, in order to again advance local administration. In doing so the town's name was formally changed to Torquay from Tor (or Tormoham), as recognition that the developments centred on the harbourside had long since overtaken the medieval village as the urban centre. The census of 1851 recorded a population across Torquay of 11,474; this was an increase of 91% over the decade and the most rapid growth ever achieved. William White's History, Gazetteer and Directory of Devonshire published in 1850 describes the changes of the last 10 years:

Such has been the increasing influx of visitors to Torquay during the last ten years, that its number of dwellings has been doubled in that period, and many wealthy families have now handsome mansions here, in which they reside continuously, or during autumn and winter. ... The lower part of the town, built round three sides of the harbour, with the quay and piers in front, is occupied chiefly by the shops and house of the tradesmen. the next tier, which is approached by a winding road at each end, and by steps in other places, comprises handsome terraces, as also do the upper tiers, and the detached hills on either side; where the ranges of neat houses and elegant villas, towering one above another, on their rocky platforms, gracefully exhibit their ... pretty gardens, carriage roads, and the intervening slopes.

2.21 While there was a marked shift to villa development away from Terraces some continued to be built: Clifton Terrace in the 1850s, and Rock Road in the 1860s and 1860s). These were architecturally less significant than earlier examples but were often, as is Clifton, dramatically sited. Both are linked more generally with the building of cottage terraces in the Ellacombe and Market Street areas from 1853 for the artisans required to service Torquay's new clientale.

2.22 A marine spa was established by on the summit of Beacon Hill in 1857. This consisted of a saloon and promenade above the main swimming baths which connected to the sea, with ancillary medical baths. The spa was never a commercial success even after a large assembly room was added. Its location on the harbour side was distant from the coming fashion – sea front hotels. At the extreme west end of the conservation area the precursor of the present Torbay Hotel, Crumper's Hotel was built 1851-59, beyond Cary Parade, by quarrying or blasting away more of Waldon Cliff behind Torbay Road. By 1860 such hotels had become

fashionable for shorter stays, promoted by the provision of mains water after 1856, and improved train services. In 1859 the railway was extended from Torre through Torquay at the front and onto Paignton. Disputes over whose land the line should run over: Cary or Mallock, Torre Abbey or Cockington; were decided in favour of the Cary's arguments. The route ran through the Cockington estates, but actually facilitated the development of (Cary) Belgravia. By 1860, both the Torbay and Belgrave Hotels were already established; the Imperial, at the other end of the conservation area would follow in 1863. Here the early century cottages ornées: Bagatelle, Marina and Cove House would be swept away; a pattern replicated elsewhere, including Woodbine Cottage, the most famous of them all built by John Foulston in the 1820s, which was demolished 1857, its site lies beneath the footprint of Rockwood Villa, currently the Princes Hotel. This lies in the Lincombes though the long path linking Parkhill and Vanehill Roads adjacent to the masonic temple, and a survival of Woodbine Cottage's extensive grounds is in the harbour conservation area.

Rose Cottages at 55-57 Vanehill Road seem to both subsume and sub-divide the original 1830s Rose Cottage. The long flight of steps which rises between Edenhurst Court and Park House which are attributed by Pevsner from the cottage period are postdemolition. The population in 1861 was 16,419, an increase of only 43% over the last census, still high but a drop in the rate of increase.

2.23 These early demolitions are indicative of the profound changes that were taking place from about 1860. Most of the present layout of the conservation area, including the main commercial streets, residential sites and harbour frontages, was in place at this period. The area now categorised as the Harbour conservation area having been the focus of the initial development of the resort, would continue be enclosed by the more systematic development of the surrounding conservation areas: Belgravia, Abbey Road, Warberries, and Lincombes which followed on. The First Edition Ordnance Survey County Series surveyed 1860-61, though not published until 1866 shows Torquay in the midst of these changes, with neither the Inner Harbour nor Fleet Street yet in their new form. With the exception of the plots between Braddons Hill Road East and Babbicombe Road, Lower Torwood west of the Gardens, and the upper slopes of Vane and Park Hils, the area of the present harbour conservation area had been developed.

2.24 Fleet Street was entirely reconstructed in 1865 between its junction with Lower Union Street and Pimlico, where a turnpike gate still existed, and Strand. Fleet Street was still only 23 feet wide; parliamentary powers were obtained to compulsorily purchase 96 properties (78 were Cary freeholds) in order to remove George Street. While Fleet Street was doubled in size opposition prevented the realisation of the full scheme for a wide boulevard, and George Street survived for more than another century. However the Flete brook continued to issue into a creek between the debateable land of Cary Parade and Palk Street until filled by building rubble and the construction of the 'great sewer' in 1876-8 diverted the stream. Cary Green was created with Vaughan Street closing the triangle of the old creek.

2.25 A Pier and Harbour Act of 1861 permitted Sir Lawrence Palk III to make and maintain additional piers and wharves to those of the earlier harbour. In 1867 the Strand was widened, which subsumed the existing slipway, and a new slipway was built alongside the new northwest corner of the inner harbour. The Inner Harbour which had only enclosed 6 acres was actually reduced in size with the extension of the Strand by 60 feet. Plans for a grand harbour extending from near Livermead to Land's End beyond Peaked Tor Cove were approved by the Board of Trade but never initiated. A further Harbour Order was obtained in 1866 under which the present outer harbour was built. Work on Haldon Pier commenced in 1867; Beacon Hill, which already had been part-quarried away to build the Baths and Assembly Rooms, was reduced to sea level to provide stone for the new pier, which would eventually enclose 10 acres of water. The 300 yard long Haldon Pier was completed in August 1870. Both the Spa and Harbour were acquired by Torquay Local Board from the Palk estates in 1883 on the death of Sir Lawrence Palk (ennobled as Lord Haldon in 1880).

2.26 One of the town's most ambitious projects to provide a fashionable winter attraction was the building of the Winter Gardens in 1878-81 on the south side of Museum Road. Here on a 4-acre site a glass and iron cruciform building (170' x 87') was erected; the grounds included the early 1830s villa and gardens of The Braddons. This was converted to provide restaurant, library, billard rooms and office facilities. The venture was a fininacial flop from the beginning, the building lay empty for most of the next 20 years after its 1881 opening. It was dismantled in 1903 and sold to Great Yarmouth, but only after 4 houses, 547-553 Babbacombe Road, had been constructed on the insistence of the Cary freeholders. The Winter Gardens site is occupied by the 5 tall houses which extend from Westlands to Dalegarth.

2.27 After the harbour had been bought from the disintegrating Palk estates in 1883 the local board began to revive the plan to provide a western pier to complement Haldon Pier, for only a second stone pier would make the outer basin a satisfactory mooring. Additionally it would not only provide shelter to the most exposed portion of Cary Parade and Torbay Road but would also be a major attraction for holiday makers in the newly fashionable Belgravia and Waldon Hill areas. Work began on Princess Pier, so named for the Queen's daughter who laid the foundation stone, in 1890. To further improve the harbour Beacon Quay was extended to its present width and the South Pier widened in 1893. Princess Pier at a length of 550 yards, was completed in four years, as was the sea wall linking it with the old inner harbour's North Quay; the four acres of reclaimed land thus enclosed in front of a widened Torbay Road were created the first public garden the new municipality – Torbay had achieved Borough status in 1892. Below the ancient Rock Walk were created the Royal Terrace Gardens, a series of steep terraces adorned with sub-tropical gardens and linked by walkways.

2.28 William Kitson had severed his connection with the Palk estates in 1874, from this time the formerly orderly pattern of development began to fragment. After the death of Lord Haldon in 1883 the finances were found to be in disarray neccesitating the first of the great auction sales of Palk leaseholds in 1885; the estate was wound up in 1894 when the remaining freeholds and manorial rights were sold.

2.29 Since the failure of the Winter Gardens Torquay had lacked a large public hall; that at the Marine Spa on the far side of the harbour was remote, and with the installation of the adjacent electric works in 1898 – the proximity to direct seaborne coal supplies being the decisive factor in an otherwise disastrous choice of siting – blighted by coal dust, smoke and steam. The provision of a pavilion divided both the town councillors and the ratepayers who were split on whether it or the new town hall should be built first. Eventually the foundation stones of each were laid on the same day, 26 July 1911; while the town hall was built by competition, the pavilion was home grown by the Borough Engineer and Surveyor H A Garrett.

2.30 Following a resurvey in 1904, the Ordnance Survey published their second edition county series map in 1906; this shows the area covered by the Torquay Harbour conservation area now entirely built up. The Rock Road terraces have been completed, while the late villas south of Braddons Hill Road East, and those in Lower Torwood and either side of Vanehill Road are now all present; as are the Museum and three churches located either side of Babbicombe Road/Torwood Gardens built to serve the new community.

2.31 During the 19th century the conservation area underwent a number of phases of development and redevelopment. Between the 1790s and 1830s Torquay was transformed from a fishing village, remote from either manorial site, to a fashionable resort linked by new roads to the main trans-Devon route at Newton Abbot. The early development is characterised by Terraces, pursued at the end of the 18th century on the Cary side of the harbour and during the late Regency on the slopes above it on Palk land. Earlier settlement sites in the Park Lane area have been subsumed into later fabric although the narrow alleys and lane are indicative of a pre-existing organic lay out. Whilst the late 18th century development by the Carys – Cary Parade – has been demolished, most of that built from c.1810 by the Harveys for the Palk Estate has survived. The bold scale and sophisticated detailing was clearly intended from the outset to establish the town's credentials as a fashionable resort.

2.32 From the 1830s there was a marked shift to villa development, which can be seen on those hill sides with outward views across the harbour and coast: Delmonte, Braddon and Vane Hills. Elsewhere away from the front some terraces continued to be built – Clifton Terrace in the 1850s; Rock Road in the 1860s. Some of the later terraces are less impressive architecturally but often spectacularly sited such as those between Pimlico and Braddons Hill Road West. The re-organising of Fleet Street in 1865 and the harbour improvements of the late 1860s followed by Princess Pier and the

associated land reclamation in the late 19th and early 20th century resulted in the creation what could rightfully claim to be a premier European harbour destination; its dramatic natural setting enhanced by some outstanding examples of historic townscape.

2.33 The electric works remained at their Beacon site until 1924 blighting the Marine Spa. Its removal came during a period of change in the resort's character. Many smaller houses and terraces began to turn themselves into guest houses catering more and more to the holiday maker who came for the week, or even the weekend. This being economically more viable for them than for the large hotels with their winter clientale.

2.34 During the war many of the hotels were requistioned by the armed services for various training functions. The Slipways which are such a prominent feature between South Quay and Haldon Pier were built by the Royal Engineers in 1943 in preparation for American use on D-day and the following month. Less well known, because less iconic, was the use throughout the war of Haldon Pier as the base for a flotilla of RAF High Speed Rescue launches.

2.35 Most of the villas, which had reached their greatest extent by the 1890s, have been demolished since the war, especially those on Vane and Braddon Hills. Some demolitions began as early as 1930 spurred on by the shift away from villas as homes, holidays or otherwise, and exacerbated first by death duties and, since the last war, the increase in land values. This last peaked in the 1960s with villas being removed and replaced by tower blocks over the same or smaller footprints. It would be idle to pretend that the replacements of the demolished villas have been anything other than inconsistent and of poor architectural quality. Of the original twenty or more, only seven are still of a quality to be listed, and all of these have been altered or subdivived serving as flats or hotels.

2.36 The Marine Spa was finally demolished and its site redeveloped in 1967 as the Coral Island Amusement and Leisure Centre. This bleak but typical example of concrete brutalism in form, and unthinking commercialism which did nothing for Torquay aesthetically, financially or socially was soon discredited and all vestiges were removed in 2001. In its place an imaginative Marine Aviary by Derek Elliot and partners was designed to both exploit the site and bring Beacon Cove back into public use. At the same time the Inner Harbour was given a tidal gate and a new bridge built to link South Quay with Fish Quay. These projects were opened in 2003.

Purcell ®
Old Police Station, 6 St Peter's Court, Bedminster Parade, Bristol BS3 4AQ
info@purcelluk.com
www.purcelluk.com

All rights in this work are reserved. No part of this work may be reproduced, stored or transmitted in any form or by any means (including without limitation by photocopying or placing on a website) without the prior permission in writing of Purcell except in accordance with the provisions of the Copyright, Designs and Patents Act 1988. Applications for permission to reproduce any part of this work should be addressed to Purcell at info@purcelluk.com.

Undertaking any unauthorised act in relation to this work may result in a civil claim for damages and/or criminal prosecution. Any materials used in this work which are subject to third party copyright have been reproduced under licence from the copyright owner except in the case of works of unknown authorship as defined by the Copyright, Designs and Patents Act 1988. Any person wishing to assert rights in relation to works which have been reproduced as works of unknown authorship should contact Purcell at info@purcelluk.com.

Purcell asserts its moral rights to be identified as the author of this work under the Copyright, Designs and Patents Act 1988.

Purcell® is the trading name of Purcell Architecture Ltd.

© Purcell 2025

Purcell grants Torbay Council a non-exclusive licence to make use of the report providing this is consistent with the purpose for which the report was commissioned and that Purcell remain acknowledged as the author and intellectual property holder as art of any such use, in whole or in part. Purcell has no liability for use of the report for any purpose other than that for which it was originally prepared and produced.

A team of experienced consultants from Purcell jointly contributed to the completion of this Conservation Area Appraisal.

Name	Position	Role
Hettie Dix	Associate Heritage Consultant	Reviewer
Martha Bailey	Heritage Consultant	Author
Tracey Rowe	Senior Graphics Assistant	Report Design

Date	Issue	Revision	Reviewed	Approved
January 2025	01	First Draft	HD	HD
March 2025	02	Second Draft	HD	HD
April 2025	03	Final Document	HD	HD

All Ordnance Survey mapping is reproduced under Torbay PMSA © Crown copyright and database rights 2024 OS AC0000849978

PURCELL

243516

TORBAY COUNCIL

TORQUAY HARBOUR
VOLUME II: CONSERVATION AREA AUDIT OF HERITAGE ASSETS

ISSUE 03

APRIL 2025



PURCELL

English Riviera UNESCO GLOBAL GEOPARK

unesco Global Geopark

Made possible with Heritage Fund

TORBAY COUNCIL

APPENDIX E: **HERITAGE ASSET AUDIT**

Address/ Building Name	Character Area	Status	Reason for Inclusion (positive contributors/building of individual interest)	List Entry (Where Applicable)	Photo/Brief Description
Babbacombe Road					
519-523 (Gresham Court)	Historic Residential	Positive contributor	Proportions, historic boundary treatments and architectural details including substantial chimney stacks and sash windows contribute to historic character of streetscape.	N/A	
525	Historic Residential	Positive contributor	Proportions, historic boundary treatments and architectural details including mouldings to bay windows and sash windows contribute to historic character of streetscape.	N/A	
Riviera Life Church	Historic Residential	Grade II Listed Building, Local Landmark	N/A	https://historicengland.org.uk/listing/the-list/list-entry/1206726	
Torquay Museum	Historic Residential	Grade II Listed Building	N/A	https://historicengland.org.uk/listing/the-list/list-entry/1280070	

APPENDIX E: **HERITAGE ASSET AUDIT**

Address/ Building Name	Character Area	Status	Reason for Inclusion (positive contributors/building of individual interest)	List Entry (Where Applicable)	Photo/Brief Description
531-537	Historic Residential	Positive contributor	Proportions, historic boundary treatments and architectural details including clay finials, chimney stacks, mock timber close-studding and sash windows enhance the historic residential character of the streetscape. The designed symmetry of the terrace has been retained and is an attractive example of Edwardian development in Torquay.	N/A	
539 & 541	Historic Residential	Positive contributor	Proportions, historic boundary treatments and architectural details including chimney stacks, mock timber close-studding and sash windows enhance the historic residential character of the streetscape. The pair of houses is an attractive example of Edwardian development in Torquay.	N/A	
543 & 545	Historic Residential	Positive contributor	Proportions, historic boundary treatments and architectural details including chimney stacks, mock timber close-studding and sash windows enhance the historic residential character of the streetscape. The pair of houses is an attractive example of Edwardian development in Torquay.	N/A	
544-551	Historic Residential	Positive contributor	Proportions, historic boundary treatments and architectural details including chimney stacks, mock timber close-studding, joinery to first-floor balcony and sash windows enhance the historic residential character of the streetscape.	N/A	

APPENDIX E: **HERITAGE ASSET AUDIT**

Address/ Building Name	Character Area	Status	Reason for Inclusion (positive contributors/building of individual interest)	List Entry (Where Applicable)	Photo/Brief Description
553	Historic Residential	Positive contributor	Proportions, historic boundary treatments and architectural details including chimney stacks, mock timber close-studding, joinery to first-floor balcony and sash windows enhance the historic residential character of the streetscape. The house is an attractive example of Edwardian development in Torquay.	N/A	
Beacon Hill					
Hotel Regina	Historic Residential	Positive contributor	Architectural details and historic proportions contribute to the historic character of the streetscape. The building has associative historic value through its connection to poet Elizabeth Barrett Browning who lived here between 1838 and 1841.	N/A	
2-8	Historic Residential	Grade II* Listed Building	N/A	https://historicengland.org.uk/listing/the-list/list-entry/1293347	
9	Historic Residential	Grade II Listed Building	N/A	https://historicengland.org.uk/listing/the-list/list-entry/1206732	

APPENDIX E: **HERITAGE ASSET AUDIT**

Address/ Building Name	Character Area	Status	Reason for Inclusion (positive contributors/building of individual interest)	List Entry (Where Applicable)	Photo/Brief Description
10 & 11	Historic Residential	Grade II Listed Building	N/A	https://historicengland.org.uk/listing/the-list/list-entry/1208053	
Royal Torbay Yacht Club	Historic Residential	Grade II Listed Building	N/A	https://historicengland.org.uk/listing/the-list/list-entry/1280073	
Beacon Quay					
Site of former marine spa	Torquay Harbour	Positive contributor	An infilled arcade survives below the site of the Living Coasts aviary, denoting the former site of the Victorian bathing place. It is highly visible from Haldon Pier. The remains of this structure lend historic and aesthetic interest.	N/A	

APPENDIX E: **HERITAGE ASSET AUDIT**

Address/ Building Name	Character Area	Status	Reason for Inclusion (positive contributors/building of individual interest)	List Entry (Where Applicable)	Photo/Brief Description
Braddons Hill Road East					
5-11	Historic Residential	Positive contributor	Historic proportions and architectural details including moulded decorative elements, historic stacks and clay chimney pots contribute to the historic residential character of the streetscape.	N/A	
Clifton Terrace (1-7)	Historic Residential	Grade II Listed Building	N/A	https://historicengland.org.uk/listing/the-list/list-entry/1280066?section=official-list-entry	
Clifton Terrace (8-11)	Historic Residential	Grade II Listed Building	N/A	https://historicengland.org.uk/listing/the-list/list-entry/1292360	
15	Historic Residential	Positive contributor	Architectural details including mock timber close-studding and brick detailing to historic chimney stack contribute to the historic residential character of the streetscape.	N/A	

APPENDIX E: **HERITAGE ASSET AUDIT**

Address/ Building Name	Character Area	Status	Reason for Inclusion (positive contributors/building of individual interest)	List Entry (Where Applicable)	Photo/Brief Description
23	Historic Residential	Positive contributor	Historic proportions and architectural details including sash windows, slate roof covering, historic stacks and clay chimney pots contribute to the historic residential character of the streetscape.	N/A	
41	Historic Residential	Positive contributor	Historic proportions and architectural details including sash windows and clay finials contribute to the historic residential character of the streetscape.	N/A	
45	Historic Residential	Positive contributor	Upper storeys of house are visible from the road. Striking roof form with slate covering and historic stacks contribute to the historic residential character of the streetscape.	N/A	
83-93	Historic Residential	Positive contributor	Historic proportions, boundary treatments and architectural details including surviving sash windows throughout contribute to the historic residential character of the streetscape.	N/A	

APPENDIX E: **HERITAGE ASSET AUDIT**

Address/ Building Name	Character Area	Status	Reason for Inclusion (positive contributors/building of individual interest)	List Entry (Where Applicable)	Photo/Brief Description
105-103	Historic Residential	Positive contributor	Historic proportions, boundary treatments and architectural details including surviving sash windows to No. 105 contribute to the historic residential character of the streetscape.	N/A	
Braddons Hill Road West					
The Piazza	Commercial and Civic Core	Grade II Listed Building	N/A	https://historicengland.org.uk/listing/the-list/list-entry/1208126	
7	Commercial and Civic Core	Positive contributor	Historic proportions and surviving sash windows to upper levels contribute to historic character of the streetscape.	N/A	
8-9	Commercial and Civic Core	Positive contributor	Historic proportions and architectural details including moulded cornices and window surrounds contribute to the historic character of the streetscape. Evidence of historic shopfronts survives to both with features well preserved at No. 8.	N/A	

APPENDIX E: **HERITAGE ASSET AUDIT**

Address/ Building Name	Character Area	Status	Reason for Inclusion (positive contributors/building of individual interest)	List Entry (Where Applicable)	Photo/Brief Description
12-14	Commercial and Civic Core	Positive contributor	Historic proportions of upper storeys contribute to historic character of streetscape.	N/A	
18-20	Historic Residential	Positive contributor	Historic proportions and architectural details including clay ridge tiles, finials and barge boards contribute to the historic residential character of the streetscape.	N/A	
Kathy's Cottages	Historic Residential	Positive contributor	Historic proportions, historic boundary treatments and architectural details including sash windows and moulded cornices contribute to the historic residential character of the streetscape.	N/A	

APPENDIX E: **HERITAGE ASSET AUDIT**

Address/ Building Name	Character Area	Status	Reason for Inclusion (positive contributors/building of individual interest)	List Entry (Where Applicable)	Photo/Brief Description
Sunnycliff Including Garden Wall and Gate Piers	Historic Residential	Grade II Listed Building	N/A	https://historicengland.org.uk/listing/the-list/list-entry/1208107	
Belvedere House Hotel & Braddons Hill House	Historic Residential	Grade II Listed Building	N/A	https://historicengland.org.uk/listing/the-list/list-entry/1293321	
Retaining Walls to Belvedere House Hotel and Braddons Hill House	Historic Residential	Grade II Listed Building	N/A	https://historicengland.org.uk/listing/the-list/list-entry/1206740	
Villa Belvedere	Historic Residential	Grade II Listed Building	N/A	https://historicengland.org.uk/listing/the-list/list-entry/1280074	

APPENDIX E: **HERITAGE ASSET AUDIT**

Address/ Building Name	Character Area	Status	Reason for Inclusion (positive contributors/building of individual interest)	List Entry (Where Applicable)	Photo/Brief Description
Retaining Walls with Railings and Piers to Villa Belvedere	Historic Residential	Grade II Listed Building	N/A	https://historicengland.org.uk/listing/the-list/list-entry/1208135	
St John's Place, 1 & 2	Historic Residential	Grade II Listed Building	N/A	https://historicengland.org.uk/listing/the-list/list-entry/1206738	
St John's Place, 3	Historic Residential	Grade II Listed Building	N/A	https://historicengland.org.uk/listing/the-list/list-entry/1208111	
St John's Place, 4 & 5	Historic Residential	Grade II Listed Building	N/A	https://historicengland.org.uk/listing/the-list/list-entry/1206739	

APPENDIX E: **HERITAGE ASSET AUDIT**

Address/ Building Name	Character Area	Status	Reason for Inclusion (positive contributors/building of individual interest)	List Entry (Where Applicable)	Photo/Brief Description
Cary Parade					
Torbay Hotel	Commercial and Civic Core	Positive contributor	Historic proportions and architectural details including sash windows, moulded cornices, chimney stacks and pedimented window openings contribute to the historic character of the streetscape.	N/A	
Fleet Street					
	Commercial and Civic Core	Positive contributor	Proportions of upper storeys and architectural details including large arched windows and semi-engaged columns under a dentilled cornice to first floor enhance the historic character of the streetscape.	N/A	
2-3	Commercial and Civic Core	Positive contributor	Proportions of upper storeys and architectural details including moulded window surrounds on scrolled corbels lend historic character. Traditional shopfront features to No. 3 and historic signage at No. 2 contribute to historic commercial character of streetscape.	N/A	

APPENDIX E: **HERITAGE ASSET AUDIT**

Address/ Building Name	Character Area	Status	Reason for Inclusion (positive contributors/building of individual interest)	List Entry (Where Applicable)	Photo/Brief Description
4 & 5	Commercial and Civic Core	Positive contributor	Proportions of upper storeys and architectural details included moulded window surrounds contribute to the historic character of the streetscape.	N/A	
6, 7 & 8 Fleet Street	Commercial and Civic Core	Listed Building	N/A	https://historicengland.org.uk/listing/the-list/list-entry/1292993	
11	Commercial and Civic Core	Positive contributor	Historic proportions and traditional shopfront features enhance the historic commercial character of the streetscape.	N/A	
12	Commercial and Civic Core	Positive contributor	Proportions of upper storeys contribute to the historic character of the streetscape.	N/A	

APPENDIX E: **HERITAGE ASSET AUDIT**

Address/ Building Name	Character Area	Status	Reason for Inclusion (positive contributors/building of individual interest)	List Entry (Where Applicable)	Photo/Brief Description
22	Commercial and Civic Core	Positive contributor	Proportions of upper storeys contribute to the historic character of the streetscape.	N/A	
23	Commercial and Civic Core	Positive contributor	Proportions of upper storeys contribute to the historic character of the streetscape.	N/A	
24	Commercial and Civic Core	Positive contributor	Sash windows and traditional shopfront features enhance the historic commercial character of the streetscape.	N/A	
25-26	Commercial and Civic Core	Grade II Listed Building	N/A	https://historicengland.org.uk/listing/the-list/list-entry/1280052	

APPENDIX E: **HERITAGE ASSET AUDIT**

Address/ Building Name	Character Area	Status	Reason for Inclusion (positive contributors/building of individual interest)	List Entry (Where Applicable)	Photo/Brief Description
31	Commercial and Civic Core	Positive contributor	Historic proportions of upper storeys and sash windows contribute to the historic character of the streetscape.	N/A	
32-38	Commercial and Civic Core	Positive contributor	Proportions of upper storeys and architectural details including decorative parapet and cornice, partial survival of ironwork cresting to roofline, historic chimney stacks, moulded window surrounds and small balconies lend historic character. Extensive survival of corbels denoting the proportions of historic shopfronts (since much altered) contribute to historic commercial character of streetscape. Also has group value with 32-48 Fleet Street as a whole.	N/A	
39-41	Commercial and Civic Core	Positive contributor	Proportions of upper storeys and architectural details including decorative parapet and cornice, historic chimney stacks, moulded window surrounds and small balconies lend historic character. Historic corbels flanking shopfront fascia and Tuscan columns at ground floor level contribute to historic commercial character of streetscape. Also has group value with 32-48 Fleet Street as a whole.	N/A	

APPENDIX E: **HERITAGE ASSET AUDIT**

Address/ Building Name	Character Area	Status	Reason for Inclusion (positive contributors/building of individual interest)	List Entry (Where Applicable)	Photo/Brief Description
42-45	Commercial and Civic Core	Positive contributor	Proportions of upper storeys and architectural details including decorative parapet and cornice, partial survival of ironwork cresting to roofline, historic chimney stacks, moulded window surrounds and small balconies to No. 45 lend historic character. Traditional shopfront features to Nos. 42, 43 and 44 contribute to historic commercial character of streetscape. Also has group value with 32-48 Fleet Street as a whole.	N/A	
46-48	Commercial and Civic Core	Key building of individual heritage interest	This building, constructed after the re-building of the west side of Fleet Street in the 1860s, makes a significant contribution to the aesthetic interest and historic commercial character of Fleet Street. Its large historic shopfront is mostly intact, with traditional details including a central segmental pediment, corbels flanking the fascia and much other moulded joinery. Above, the glazing of the windows at first, second and attic floor is articulated by intricately arranged glazing bars with an Art-Deco influence, probably dating from the interwar period. It also has group value with the adjacent buildings at 32-45 Fleet Street.	N/A	
49-53	Commercial and Civic Core	Positive contributor	Proportions of upper storeys, retention of designed symmetry and architectural details including moulded window surrounds and dentiled cornice enhance the historic character of the streetscape.	N/A	

APPENDIX E: **HERITAGE ASSET AUDIT**

Address/ Building Name	Character Area	Status	Reason for Inclusion (positive contributors/building of individual interest)	List Entry (Where Applicable)	Photo/Brief Description
Madrepore Road					
1-8	Historic Residential	Positive contributor	Proportions, sash windows to Nos. 5, 6 and 7 and traditional shopfront features to Nos. 1, 2 and 3 contribute to the historic character of the streetscape.	N/A	
10-13	Historic Residential	Positive contributor	Proportions and historic boundary treatments contribute to the historic residential character of the streetscape.	N/A	
14	Historic Residential	Positive contributor	Proportions contribute to the historic residential character of the streetscape.	N/A	
15	Historic Residential	Grade II Listed Building	N/A	https://historicengland.org.uk/listing/the-list/list-entry/1206799	House of late 1840s or early 1850s, stuccoed with hipped tiled roof.

APPENDIX E: **HERITAGE ASSET AUDIT**

Address/ Building Name	Character Area	Status	Reason for Inclusion (positive contributors/building of individual interest)	List Entry (Where Applicable)	Photo/Brief Description
Meadfoot Lane					
1	Historic Residential	Grade II Listed Building	N/A	https://historicengland.org.uk/listing/the-list/list-entry/1292372	
3-11	Historic Residential	Positive contributor	Proportions contribute to the historic character of the streetscape.	N/A	
15, 17 & 19	Historic Residential	Grade II Listed Building	N/A	https://historicengland.org.uk/listing/the-list/list-entry/1206801	
21-29	Historic Residential	Grade II Listed Building	N/A	https://historicengland.org.uk/listing/the-list/list-entry/1210021	

APPENDIX E: **HERITAGE ASSET AUDIT**

Address/ Building Name	Character Area	Status	Reason for Inclusion (positive contributors/building of individual interest)	List Entry (Where Applicable)	Photo/Brief Description
31 & 33	Historic Residential	Grade II Listed Building	N/A	https://historicengland.org.uk/listing/the-list/list-entry/1206802	
Torwood Gables	Historic Residential	Positive contributor	Proportions and materiality (uncoursed local stone, slate roof coverings) contribute to the historic character of the streetscape.	N/A	
35 & 37	Historic Residential	Listed Building	N/A	https://historicengland.org.uk/listing/the-list/list-entry/1292341	
Nos. 39 to 51 and Attached Walls and Railings	Historic Residential	Grade II Listed Building	N/A	https://historicengland.org.uk/listing/the-list/list-entry/1206803	

APPENDIX E: **HERITAGE ASSET AUDIT**

Address/ Building Name	Character Area	Status	Reason for Inclusion (positive contributors/building of individual interest)	List Entry (Where Applicable)	Photo/Brief Description
No. 53 and Attached Front Railings	Historic Residential	Grade II Listed Building	N/A	https://historicengland.org.uk/listing/the-list/list-entry/1210033?section=official-list-entry	
55-57	Historic Residential	Positive contributor	Proportions contribute to the historic residential character of the streetscape.	N/A	
59	Historic Residential	Positive contributor	Proportions and historic chimney stacks/pots contribute to the historic residential character of the streetscape.	N/A	
61-63	Historic Residential	Positive contributor	Proportions, materiality and architectural features including sash windows to ground floor level (and upper levels of No. 61), window dressings, ridge tiles and decorative string courses contribute to the historic residential character of the streetscape.		

APPENDIX E: **HERITAGE ASSET AUDIT**

Address/ Building Name	Character Area	Status	Reason for Inclusion (positive contributors/building of individual interest)	List Entry (Where Applicable)	Photo/Brief Description
Meadfoot Road					
2	Historic Residential	Positive contributor	Proportions, historic boundary treatments and architectural details including ironwork finial and historic chimney stack/pots contribute to the historic residential character of the streetscape.	N/A	
5-7	Historic Residential	Positive contributor	Proportions, historic boundary treatments and architectural details including clay finials, ridge tiles, historic chimney stacks with brick detailing and surviving sash windows to first floor of main elevation contribute to the historic residential character of the streetscape.	N/A	
The Tudors	Historic Residential	Grade II Listed Building	N/A	https://historicengland.org.uk/listing/the-list/list-entry/1206807	
Former Church of the Holy Trinity	Historic Residential	Grade II Listed, Local Landmark	N/A	https://historicengland.org.uk/listing/the-list/list-entry/1206804	

APPENDIX E: **HERITAGE ASSET AUDIT**

Address/ Building Name	Character Area	Status	Reason for Inclusion (positive contributors/building of individual interest)	List Entry (Where Applicable)	Photo/Brief Description
Montpellier Road					
1	Historic Residential	Grade II Listed Building	N/A	https://historicengland.org.uk/listing/the-list/list-entry/1206815	
2	Historic Residential	Grade II Listed Building	N/A	https://historicengland.org.uk/listing/the-list/list-entry/1292194	
Montpellier House	Historic Residential	Positive contributor	Despite later box dormers, historic proportions enhance the historic residential character of the streetscape.	N/A	
6	Historic Residential	Grade II Listed Building	N/A	https://historicengland.org.uk/listing/the-list/list-entry/1280032	

APPENDIX E: **HERITAGE ASSET AUDIT**

Address/ Building Name	Character Area	Status	Reason for Inclusion (positive contributors/building of individual interest)	List Entry (Where Applicable)	Photo/Brief Description
Unity Church	Historic Residential	Grade II Listed Building	N/A	https://historicengland.org.uk/listing/the-list/list-entry/1292190	
Parish Church of St John the Evangelist	Historic Residential	Grade I Listed, Local Landmark	N/A	https://historicengland.org.uk/listing/the-list/list-entry/1206814	
Walls and Railings to South of the Church of St John the Evangelist	Historic Residential	Grade II Listed Building	N/A	https://historicengland.org.uk/listing/the-list/list-entry/1217950	
Museum Road					
Pengelly Hall	Historic Residential	Positive contributor	Architectural details including window dressings, moulded copings and carved date stone featuring the initials 'WP' (for William Pengelly) lend a historic character. The building has associative interest with William Pengelly, geologist and honorary secretary of the Torquay Natural History Society during the 19th century.	N/A	

APPENDIX E: **HERITAGE ASSET AUDIT**

Address/ Building Name	Character Area	Status	Reason for Inclusion (positive contributors/building of individual interest)	List Entry (Where Applicable)	Photo/Brief Description
Dalegarth and Yardley Manor Hotel	Historic Residential	Positive contributor	Proportions and architectural detail including some surviving sash windows, large chimney stacks with brick detailing and areas of mock close-studding lend historic character. Additional aesthetic interest afforded by mixed materiality including exposed stone, render and red brick.	N/A	
Gairloch	Historic Residential	Positive contributor	Historic proportions, boundary treatments and architectural details including clay finials and mock timber close-studding contribute to the historic residential interest of the streetscape.	N/A	
Whitbourne	Historic Residential	Positive contributor	Historic proportions, boundary treatments and architectural details including clay finials and mock timber close-studding contribute to the historic residential interest of the streetscape.	N/A	
Westlands	Historic Residential	Positive contributor	Historic proportions, boundary treatments and mock timber close-studding contribute to the historic residential interest of the streetscape.	N/A	

APPENDIX E: **HERITAGE ASSET AUDIT**

Address/ Building Name	Character Area	Status	Reason for Inclusion (positive contributors/building of individual interest)	List Entry (Where Applicable)	Photo/Brief Description
Palk Street					
Cary Estate Office	Commercial and Civic Core	Grade II Listed Building	N/A	https://historicengland.org.uk/listing/the-list/list-entry/1218094	
Park Lane					
4 & 5	Commercial and Civic Core	Positive contributor	Proportions contribute to historic character of the streetscape. Bow windows to ground floor illustrate historic commercial function of the building.	N/A	

APPENDIX E: **HERITAGE ASSET AUDIT**

Address/ Building Name	Character Area	Status	Reason for Inclusion (positive contributors/building of individual interest)	List Entry (Where Applicable)	Photo/Brief Description
Hole in the Wall Public House (6 & 7)	Commercial and Civic Core	Positive contributor	Historic proportions and sash windows contribute to historic character of the streetscape. Large window with leaded lights to ground floor illustrates historic commercial function of the building.	N/A	
8 & 9	Commercial and Civic Core	Positive contributor	Historic proportions and surviving sash windows contribute to historic character of the streetscape.	N/A	
Park Lane Steps					
1	Historic Residential	Positive contributor	Survival of timber bow window to ground floor indicates the building formerly had a commercial function.	N/A	

APPENDIX E: **HERITAGE ASSET AUDIT**

Address/ Building Name	Character Area	Status	Reason for Inclusion (positive contributors/building of individual interest)	List Entry (Where Applicable)	Photo/Brief Description
Parkhill Road					
Masonic Temple	Historic Residential	Grade II Listed Building	N/A	https://historicengland.org.uk/listing/the-list/list-entry/1206823	
Memorial Hall	Historic Residential	Key building of individual heritage interest	The building makes an important contribution to the aesthetic interest of the streetscape, with architectural details including large window with delicate tracery to the principal elevation and decorative dressed stone surround to the entrance door. Boundary treatments are in tact, enclosing a small courtyard in front of the hall. The door surround is inscribed '1915, Holy Trinity Church Memorial Hall' - the building has group value with the former Church of the Holy Trinity opposite.	N/A	
No 1 and Attached Front Railings	Historic Residential	Grade II Listed Building	N/A	https://historicengland.org.uk/listing/the-list/list-entry/1280036	

APPENDIX E: **HERITAGE ASSET AUDIT**

Address/ Building Name	Character Area	Status	Reason for Inclusion (positive contributors/building of individual interest)	List Entry (Where Applicable)	Photo/Brief Description
3-15	Historic Residential	Grade II Listed Building	N/A	https://historicengland.org.uk/listing/the-list/list-entry/1292143	
Parkhill Medical Centre	Historic Residential	Positive contributor	Historic proportions and architectural details including sash windows contribute to historic residential character of the streetscape.	N/A	
4	Historic Residential	Positive contributor	Proportions contribute to historic residential character of the streetscape.	N/A	
6-8	Historic Residential	Positive contributor	Proportions and architectural details including deep brackets below eaves and evidence of former shopfront to No. 8 contribute to historic character of the streetscape.	N/A	

APPENDIX E: **HERITAGE ASSET AUDIT**

Address/ Building Name	Character Area	Status	Reason for Inclusion (positive contributors/building of individual interest)	List Entry (Where Applicable)	Photo/Brief Description
14-16	Historic Residential	Positive contributor	Proportions and architectural details including deep brackets below eaves and evidence of former shopfront to both properties contribute to historic character of the streetscape.	N/A	
19 & 21 and Attached Railings to No. 21	Historic Residential	Grade II Listed Building	N/A	https://historicengland.org.uk/listing/the-list/list-entry/1206821	
22-24	Historic Residential	Positive contributor	Proportions and architectural details including deep brackets below eaves and sash windows to No. 22 contribute to historic character of the streetscape.	N/A	
23 & 25 and Forecourt Railings to No 23.	Historic Residential	Grade II Listed Building	N/A	https://historicengland.org.uk/listing/the-list/list-entry/1206827	

APPENDIX E: **HERITAGE ASSET AUDIT**

Address/ Building Name	Character Area	Status	Reason for Inclusion (positive contributors/building of individual interest)	List Entry (Where Applicable)	Photo/Brief Description
26	Historic Residential	Grade II Listed Building	N/A	https://historicengland.org.uk/listing/the-list/list-entry/1218110	
27-29 and Attached Front Railings	Historic Residential	Grade II Listed Building	N/A	https://historicengland.org.uk/listing/the-list/list-entry/1206822	
31-33	Historic Residential	Positive contributor	Historic proportions and architectural details including large stacks with clay pots and sash windows contribute to historic residential character of the streetscape.	N/A	
35 to 45	Historic Residential	Positive contributor	These buildings have group value with shared architectural features including blind panels over the ground floor windows (Nos. 45 & 41) and moulded surrounds to some windows and all doors.	N/A	

APPENDIX E: **HERITAGE ASSET AUDIT**

Address/ Building Name	Character Area	Status	Reason for Inclusion (positive contributors/building of individual interest)	List Entry (Where Applicable)	Photo/Brief Description
The Terrace	Historic Residential	Positive contributor	Historic proportions and architectural details including string courses and moulded joinery around entrance door contributes to historic residential character of the streetscape.	N/A	
Princess Gardens					
Princess Gardens and Royal Terrace Gardens	Torquay Harbour	Grade II Registered Park and Garden	N/A	https://historicengland.org.uk/listing/the-list/list-entry/1001507	
War Memorial	Torquay Harbour	Grade II Listed Building	N/A	https://historicengland.org.uk/listing/the-list/list-entry/1280038	

APPENDIX E: **HERITAGE ASSET AUDIT**

Address/ Building Name	Character Area	Status	Reason for Inclusion (positive contributors/building of individual interest)	List Entry (Where Applicable)	Photo/Brief Description
Fountain	Torquay Harbour	Grade II Listed Building	N/A	https://historicengland.org.uk/listing/the-list/list-entry/1206829	
Torquay Pavilion	Torquay Harbour	Grade II Listed Building, Local Landmark	N/A	https://historicengland.org.uk/listing/the-list/list-entry/1291553	
Rock Road					
Delmonte	Historic Residential	Grade II Listed Building, Local Landmark	N/A	https://historicengland.org.uk/listing/the-list/list-entry/1206835	

APPENDIX E: **HERITAGE ASSET AUDIT**

Address/ Building Name	Character Area	Status	Reason for Inclusion (positive contributors/building of individual interest)	List Entry (Where Applicable)	Photo/Brief Description
31-43	Historic Residential	Positive contributor	The historic proportions of this terrace as a group contribute to the historic residential character of the streetscape. Where architectural details such as hood moulds and sash windows survive, these enhance the historic and aesthetic interest of the buildings.	N/A	
Nos. 49, 51 and 53 and Attached Garden Walls and Gate Piers	Historic Residential	Grade II Listed Building	N/A	https://historicengland.org.uk/listing/the-list/list-entry/1218351	
55, 57 and 57A	Historic Residential	Grade II Listed Building	N/A	https://historicengland.org.uk/listing/the-list/list-entry/1280042	
Steamer Quay	Commercial and Civic Core	Positive contributor	Historic proportions, surviving timber window units and historic materiality (exposed rubble stone with red brick dressings) enhance the historic character of the streetscape and lend visual interest.	N/A	

APPENDIX E: **HERITAGE ASSET AUDIT**

Address/ Building Name	Character Area	Status	Reason for Inclusion (positive contributors/building of individual interest)	List Entry (Where Applicable)	Photo/Brief Description
Swan Street					
40-44	Commercial and Civic Core	Positive contributor	Shown as a 'Drill Hall' on the 1935 Ordnance Survey, this structure was likely built during the First World War or soon after. The historic proportions of the building enhance the historic character of the streetscape and the large brick chimney visible from Rock Walk adds visual interest to the roofline.	N/A	
The Strand					
Clock Tower	Commercial and Civic Core	Grade II Listed Building, Local Landmark	N/A	https://historicengland.org.uk/listing/the-list/list-entry/1206854	
4	Commercial and Civic Core	Positive contributor	Elaborate Neoclassical shopfront enhances historic commercial character of the Strand.	N/A	

APPENDIX E: **HERITAGE ASSET AUDIT**

Address/ Building Name	Character Area	Status	Reason for Inclusion (positive contributors/building of individual interest)	List Entry (Where Applicable)	Photo/Brief Description
Royal Bank of Scotland, 8	Commercial and Civic Core	Grade II Listed Building	N/A	https://historicengland.org.uk/listing/the-list/list-entry/1218852	
10a-11a The Strand	Commercial and Civic Core	Positive contributor	Although much altered over time through the loss of historic fenestration and insertion of modern shopfronts, the scale of these cottages (which pre-date the evolution of Torquay as a resort town) illustrate the historic origins of the waterfront.	N/A	
15	Commercial and Civic Core	Key building of individual heritage interest	This prominent late 19th or early 20th-century Neo-Classical building derives a high level of historic and architectural interest through the integrity of its symmetrical façade and rich decoration. Windows to the first and second storeys are timber sash, and the timber joinery to the ground floor also enhances the historic character of the building.	N/A	
16	Commercial and Civic Core	Grade II Listed Building	N/A	https://historicengland.org.uk/listing/the-list/list-entry/1291740	

APPENDIX E: **HERITAGE ASSET AUDIT**

Address/ Building Name	Character Area	Status	Reason for Inclusion (positive contributors/building of individual interest)	List Entry (Where Applicable)	Photo/Brief Description
17-18	Commercial and Civic Core	Key building of individual heritage interest	Despite the later box dormer, this late 19th or early 20th-century building makes a significant contribution to the historic commercial character of The Strand. The high quality of the joinery, ironwork and glazing to the ground floor shopfront, alongside the integrity of the fenestration to the first and second storeys, make this a key building of individual heritage interest.	N/A	
Cast-iron canopies outside 12-14 The Strand	Commercial and Civic Core	Positive contributor	Likely to date from the 1930s, these canopies provide historic and architectural interest, lending a historic commercial character to the streetscape.	N/A	
The Terrace					
8	Commercial and Civic Core	Positive contributor	Proportions and architectural details including traditional shopfront, sash windows, and central pediment contribute to integrity of the principal façade and enhance the historic commercial character of the streetscape.	N/A	

APPENDIX E: **HERITAGE ASSET AUDIT**

Address/ Building Name	Character Area	Status	Reason for Inclusion (positive contributors/building of individual interest)	List Entry (Where Applicable)	Photo/Brief Description
12-16	Commercial and Civic Core	Positive contributor	Proportions and architectural details including partial survival of historic ground floor shopfront and scrolled corbels below a projecting cornice above the first floor contribute to the historic character of the streetscape.	N/A	
Cary Lodge, No. 20	Historic Residential	Grade II Listed Building	N/A	https://historicengland.org.uk/listing/the-list/list-entry/1218874	Small two-storey Georgian house of c.1820 with later fenestration.
26-28	Historic Residential	Grade II Listed Building	N/A	https://historicengland.org.uk/listing/the-list/list-entry/1206855	
30	Historic Residential	Grade II Listed Building	N/A	https://historicengland.org.uk/listing/the-list/list-entry/1218877	

APPENDIX E: **HERITAGE ASSET AUDIT**

Address/ Building Name	Character Area	Status	Reason for Inclusion (positive contributors/building of individual interest)	List Entry (Where Applicable)	Photo/Brief Description
32	Historic Residential	Grade II Listed Building	N/A	https://historicengland.org.uk/listing/the-list/list-entry/1280013	
34	Historic Residential	Grade II Listed Building	N/A	https://historicengland.org.uk/listing/the-list/list-entry/1218883	
36	Historic Residential	Grade II Listed Building	N/A	https://historicengland.org.uk/listing/the-list/list-entry/1206856	
38-40	Historic Residential	Grade II Listed Building	N/A	https://historicengland.org.uk/listing/the-list/list-entry/1218887	

APPENDIX E: **HERITAGE ASSET AUDIT**

Address/ Building Name	Character Area	Status	Reason for Inclusion (positive contributors/building of individual interest)	List Entry (Where Applicable)	Photo/Brief Description
Higher Terrace and Attached Front Railings	Historic Residential	Grade II Listed Building, Local Landmark	N/A	https://historicengland.org.uk/listing/the-list/list-entry/1280014	
83-85	Historic Residential	Positive contributor	Proportions and architectural details including partial survival of former shopfront and sash window to first floor contributes to historic character of the streetscape.	N/A	
86 and 87	Historic Residential	Positive contributor	Proportions and architectural details including evidence of former shopfront, moulded window surrounds, cast-iron rainwater goods sash windows contributes to historic character of the streetscape.	N/A	

APPENDIX E: **HERITAGE ASSET AUDIT**

Address/ Building Name	Character Area	Status	Reason for Inclusion (positive contributors/building of individual interest)	List Entry (Where Applicable)	Photo/Brief Description
Torquay Harbour					
Haldon Pier	Torquay Harbour	Grade II Listed Building	N/A	https://historicengland.org.uk/listing/the-list/list-entry/1202954	
D-Day Embarkation Slipways and Adjoining Section of Quay Wall	Torquay Harbour	Grade II* Listed Building	N/A	https://historicengland.org.uk/listing/the-list/list-entry/1382072	
South Pier	Torquay Harbour	Grade II Listed Building	N/A	https://historicengland.org.uk/listing/the-list/list-entry/1202955	
The Fish Quay	Torquay Harbour	Grade II Listed Building	N/A	https://historicengland.org.uk/listing/the-list/list-entry/1202953	

APPENDIX E: **HERITAGE ASSET AUDIT**

Address/ Building Name	Character Area	Status	Reason for Inclusion (positive contributors/building of individual interest)	List Entry (Where Applicable)	Photo/Brief Description
Princess Pier	Torquay Harbour	Key building of individual heritage interest	The Princess Pier was constructed in the 1890s as part of a wider public realm improvement scheme - Princess Gardens and the Rock Walk terraces were also laid out at this time. It is an important feature within the conservation area, enclosing the New Harbour and providing important views across the conservation area in multiple directions. The pier retains much of its original timber floor finish and long rows of ornate public benches, making a particularly important contribution to the historic character of the harbour and providing significant visual interest.	N/A	
Torwood Gardens Road					
Old Customs House	Historic Residential	Positive contributor	The building is an example of inter-war architecture in Torquay, from which it derives historic interest. Although using a Neo-Classical style, the sleek profile of the building and the projecting central range lend an Art-Deco character. Sash windows and exposed historic brickwork lend historic character to the streetscape.	N/A	
1-4	Historic Residential	Positive contributor	Proportions, historic boundary treatments and architectural details including visible historic brickwork and masonry, mock timber close-studding, window surrounds, timber window units to upper storeys, porches and chimney stacks enhance the historic residential character of the streetscape. The designed symmetry of the terrace has been retained.	N/A	

APPENDIX E: **HERITAGE ASSET AUDIT**

Address/ Building Name	Character Area	Status	Reason for Inclusion (positive contributors/building of individual interest)	List Entry (Where Applicable)	Photo/Brief Description
Former Church of St Andrew	Historic Residential	Grade II Listed Building	N/A	https://historicengland.org.uk/listing/the-list/list-entry/1218994	
Park View & Kirklan	Historic Residential	Positive contributor	Proportions, historic boundary treatments and architectural details including window surrounds, roof finials and chimney stacks enhance the historic residential character of the streetscape. The designed symmetry of the terrace has been retained.	N/A	
Woodfield Lodge & Laleham	Historic Residential	Positive contributor	Proportions and architectural details including sash windows, mock timber close-studding and chimney stacks enhance the historic residential character of the streetscape. The designed symmetry of the terrace has been retained.	N/A	
Devoncot	Historic Residential	Positive contributor	Proportions and architectural details including sash windows, exposed historic brickwork and chimney stack enhance the historic residential character of the streetscape.	N/A	

APPENDIX E: **HERITAGE ASSET AUDIT**

Address/ Building Name	Character Area	Status	Reason for Inclusion (positive contributors/building of individual interest)	List Entry (Where Applicable)	Photo/Brief Description
Torwood Street					
3-21	Commercial and Civic Core	Grade II Listed Building	N/A	https://historicengland.org.uk/listing/the-list/list-entry/1280016	
The Clocktower, No.23	Commercial and Civic Core	Key building of individual heritage interest	This late 19th-century public house has a high degree of architectural integrity, with a traditional shopfront at ground floor level and sash windows lighting the first floor. The building derives a high level of historic and aesthetic interest from surviving architectural details including an intricate moulded frieze over the shopfront, moulded cornices, pilasters, hood moulds, chimney stacks and a central pediment.	N/A	
25	Commercial and Civic Core	Positive contributor	Proportions and architectural details including window surrounds and dentils beneath eaves lend historic interest to the streetscape.	N/A	

APPENDIX E: **HERITAGE ASSET AUDIT**

Address/ Building Name	Character Area	Status	Reason for Inclusion (positive contributors/building of individual interest)	List Entry (Where Applicable)	Photo/Brief Description
32-34	Commercial and Civic Core	Positive contributor	Proportions of upper storeys and architectural details including slate roof covering with clay ridge tiles lends historic character. Despite oversized fascia, traditional proportions of shopfront to No. 32 enhance the commercial character of Torwood Street.	N/A	
36-38	Commercial and Civic Core	Positive contributor	Proportions of upper storeys and architectural details including decorative mouldings to bow windows and parapet roof lends historic character.	N/A	
35	Commercial and Civic Core	Positive contributor	Proportions of upper storeys and architectural details including projecting cornice over moulded brackets contribute to the historic character of the streetscape.	N/A	

APPENDIX E: **HERITAGE ASSET AUDIT**

Address/ Building Name	Character Area	Status	Reason for Inclusion (positive contributors/building of individual interest)	List Entry (Where Applicable)	Photo/Brief Description
40	Commercial and Civic Core	Positive contributor	Proportions of upper storeys and architectural details including moulded window surrounds and balustraded parapet contribute to the historic character of the streetscape.	N/A	
42-44	Commercial and Civic Core	Positive contributor	Proportions and sash windows lend historic character. Traditionally styled ground-floor shopfronts contribute to commercial character of streetscape.	N/A	
48-66	Historic Residential	Positive contributor	Proportions and architectural details including moulded brackets below projecting cornices, parapets and sash windows contribute to historic character of streetscape.	N/A	

APPENDIX E: **HERITAGE ASSET AUDIT**

Address/ Building Name	Character Area	Status	Reason for Inclusion (positive contributors/building of individual interest)	List Entry (Where Applicable)	Photo/Brief Description
Trinity Hill					
2-4	Historic Residential	Positive contributor	Proportions, historic hood moulds over entrance doors and chimney stacks contribute to the historic residential character of the streetscape.	N/A	
Trinity Mews (1-15)	Historic Residential	Grade II Listed Building	N/A	https://historicengland.org.uk/listing/the-list/list-entry/1206865	
17-25	Historic Residential	Positive contributor	Proportions and architectural details including ridge tiles and chimney stacks contribute to historic character of streetscape.	N/A	

APPENDIX E: **HERITAGE ASSET AUDIT**

Address/ Building Name	Character Area	Status	Reason for Inclusion (positive contributors/building of individual interest)	List Entry (Where Applicable)	Photo/Brief Description
Vanehill Road					
2, 4 & 6	Historic Residential	Positive contributor	Despite later alterations, the proportions and historic materiality of the buildings as viewed from Vanehill Road enhance the historic character of the streetscape.	N/A	
10	Historic Residential	Positive contributor	Proportions, historic boundary treatments and architectural details including limestone dressings, and chimney stacks contribute to the historic residential character of the streetscape.	N/A	
12-18	Historic Residential	Grade II Listed Building	N/A	https://historicengland.org.uk/listing/the-list/list-entry/1206869	
15	Historic Residential	Positive contributor	Proportions and surviving window/door surrounds contribute to the historic residential character of the streetscape.	N/A	

APPENDIX E: **HERITAGE ASSET AUDIT**

Address/ Building Name	Character Area	Status	Reason for Inclusion (positive contributors/building of individual interest)	List Entry (Where Applicable)	Photo/Brief Description
20-26	Historic Residential	Positive contributor	Proportions, historic boundary treatments and architectural details including limestone dressings, some surviving timber window units, decorative slate tiling to bay windows to Nos. 20 & 26 and substantial chimney stacks contribute to the historic residential character of the streetscape. The designed symmetry of the terrace has been retained and the group is an attractive example of high Victorian development in Torquay.	N/A	
32-46	Historic Residential	Positive contributor	Proportions, historic boundary treatments and architectural details including brick dressings and substantial chimney stacks contribute to the historic residential character of the streetscape. The designed symmetry of the terrace has been retained and the group is an attractive example of high Victorian development in Torquay.	N/A	
48	Historic Residential	Positive contributor	Proportions, historic boundary treatments and architectural details including brick dressings, slate roof coverings and substantial chimney stacks contribute to the historic residential character of the streetscape. The highly variable roofscape of Nos. 48-56 adds significant visual interest.	N/A	

APPENDIX E: **HERITAGE ASSET AUDIT**

Address/ Building Name	Character Area	Status	Reason for Inclusion (positive contributors/building of individual interest)	List Entry (Where Applicable)	Photo/Brief Description
50-52	Historic Residential	Positive contributor	Proportions and architectural details including brick dressings, slate roof coverings and substantial chimney stack contribute to the historic residential character of the streetscape. The highly variable roofscape of Nos. 48-58 adds significant visual interest.	N/A	
54	Historic Residential	Positive contributor	Proportions and architectural details including brick dressings, slate roof coverings and substantial chimney stack contribute to the historic residential character of the streetscape. The highly variable roofscape of Nos. 48-58 adds significant visual interest.	N/A	
58	Historic Residential	Positive contributor	Proportions and architectural details including brick dressings, slate roof coverings and former carriage entrance to rear of plot contribute to the historic residential character of the streetscape. The highly variable roofscape of Nos. 48-58 adds significant visual interest.	N/A	
Vane Towers (Villa Lugano)	Historic Residential	Grade II Listed Building, Local Landmark	N/A	https://historicengland.org.uk/listing/the-list/list-entry/1291576	

APPENDIX E: **HERITAGE ASSET AUDIT**

Address/ Building Name	Character Area	Status	Reason for Inclusion (positive contributors/building of individual interest)	List Entry (Where Applicable)	Photo/Brief Description
89	Historic Residential	Positive contributor	Proportions and architectural details including hood moulds, brackets below cornice, chimney stacks and sash windows contribute to the historic residential character of the streetscape.	N/A	
70	Historic Residential	Key building of individual heritage interest	Proportions and architectural details including find joinery to windows and doors, moulded brackets beneath cornice, chimney stacks and sash windows contribute to the historic residential character of the streetscape. The architectural integrity of this property is particularly well preserved, and is enhanced by the survival of historic boundary walls and encaustic tiles leading through the front garden to the entrance door.	N/A	
72	Historic Residential	Positive contributor	Proportions, historic boundary treatments and architectural details including large projecting full-height bay windows, slate roof coverings and large chimney stack contribute to the historic residential character of the streetscape.	N/A	

APPENDIX E: **HERITAGE ASSET AUDIT**

Address/ Building Name	Character Area	Status	Reason for Inclusion (positive contributors/building of individual interest)	List Entry (Where Applicable)	Photo/Brief Description
Vaughan Parade					
Prezzo	Torquay Harbour	Grade II Listed Building	N/A	https://historicengland.org.uk/listing/the-list/list-entry/1206870	
3-15 (includes 3-9 Palk Street)	Torquay Harbour	Grade II Listed Building	N/A	https://historicengland.org.uk/listing/the-list/list-entry/1206871	
Victoria Parade					
1-2	Commercial and Civic Core	Positive contributor	Proportions of upper storeys and architectural details including moulded window surrounds on scrolled corbels, casement windows and segmental pediment to No. 1 lend historic character. Traditional shopfront features to both buildings contribute to historic commercial character of streetscape.	N/A	

APPENDIX E: **HERITAGE ASSET AUDIT**

Address/ Building Name	Character Area	Status	Reason for Inclusion (positive contributors/building of individual interest)	List Entry (Where Applicable)	Photo/Brief Description
Queens Quay	Commercial and Civic Core	Positive contributor	Provides architectural interest as one of several inter-war structures in this part of Torquay, and as a purpose-built hotel, illustrates historic recreational character of the waterfront.	N/A	
4	Commercial and Civic Core	Positive contributor	Historic proportions of upper storeys with surviving sash windows contribute to the historic character of the streetscape.	N/A	
5	Commercial and Civic Core	Positive contributor	Historic proportions of upper storeys contribute to the historic character of the streetscape.	N/A	
6 & 7	Commercial and Civic Core	Positive contributor	Proportions of upper storeys and architectural details including moulded window surround to central first-floor window, brackets below cornice, central pediment, sash windows and brick detailing lend historic character. Traditional shopfront features to both buildings contribute to historic commercial character of streetscape.	N/A	

APPENDIX E: **HERITAGE ASSET AUDIT**

Address/ Building Name	Character Area	Status	Reason for Inclusion (positive contributors/building of individual interest)	List Entry (Where Applicable)	Photo/Brief Description
8, 8a and 8b	Commercial and Civic Core	Positive contributor	Proportions of upper storeys and sash windows lend historic character. Traditional shopfront features to No.8 contributes to the historic commercial character of the streetscape.	N/A	
9 & 10	Commercial and Civic Core	Positive contributor	Proportions of upper storeys and sash windows contribute to the historic character of the streetscape.	N/A	
11 & 12	Commercial and Civic Core	Positive contributor	Proportions of upper storeys and sash windows contribute to the historic character of the streetscape.	N/A	
13 & 14	Commercial and Civic Core	Positive contributor	Despite loss of historic fenestration to upper storey, the traditionally-styled shopfront contributes to the historic commercial character of the streetscape.	N/A	

APPENDIX E: **HERITAGE ASSET AUDIT**

Address/ Building Name	Character Area	Status	Reason for Inclusion (positive contributors/building of individual interest)	List Entry (Where Applicable)	Photo/Brief Description
15	Commercial and Civic Core	Positive contributor	Proportions of upper storeys and sash windows contribute to the historic character of the streetscape. Building semi-obscured by scaffolding at time of survey.	N/A	
18 & 19	Commercial and Civic Core	Positive contributor	Proportions of upper storeys and surviving architectural details including moulded cornice and pedimented parapet roof contribute to the historic character of the streetscape. Building semi-obscured by hoarding at time of survey.	N/A	
20	Commercial and Civic Core	Positive contributor	Proportions of upper storeys contribute to the historic character of the streetscape.	N/A	

APPENDIX E: **HERITAGE ASSET AUDIT**

Address/ Building Name	Character Area	Status	Reason for Inclusion (positive contributors/building of individual interest)	List Entry (Where Applicable)	Photo/Brief Description
23-25	Commercial and Civic Core	Positive contributor	Proportions of upper storeys and surviving architectural details including moulded window surrounds, pilasters, sash windows, bracketed cornice and balustraded parapet flanked at each end by large urns contribute to the historic character of the streetscape. Traditionally styled shopfront to No. 23 (Lighthouse Cafe Bar at time or survey) lends historic commercial character. Building semi-obscured by scaffolding at time of survey.	N/A	
Harbour Point	Commercial and Civic Core	Positive contributor, Local Landmark	Provides architectural interest as one of several inter-war structures in this part of Torquay, and as a purpose-built hotel, illustrates historic recreational character of the waterfront. Architectural integrity of upper storeys is well preserved.	N/A	
28	Commercial and Civic Core	Positive contributor	Proportions of upper storeys and traditional shopfront features contribute to the historic character of the streetscape.	N/A	

APPENDIX E: **HERITAGE ASSET AUDIT**

Address/ Building Name	Character Area	Status	Reason for Inclusion (positive contributors/building of individual interest)	List Entry (Where Applicable)	Photo/Brief Description
29-30	Commercial and Civic Core	Positive contributor	Proportions of upper storeys and survival of cast-iron railings to first-floor balcony contribute to the historic character of the streetscape.		
Warren Road					
54-60	Historic Residential	Positive contributor	Proportions and sash windows to No. 54 contribute to historic residential character of the streetscape.	N/A	
44-52	Historic Residential	Positive contributor	Proportions, historic boundary treatments and architectural details including sash windows, decorative hood moulds to ground floor windows and moulded string course contribute to historic residential character of the streetscape.	N/A	

Purcell ®
Old Police Station, 6 St Peter's Court, Bedminster Parade, Bristol BS3 4AQ
info@purcelluk.com
www.purcelluk.com

All rights in this work are reserved. No part of this work may be reproduced, stored or transmitted in any form or by any means (including without limitation by photocopying or placing on a website) without the prior permission in writing of Purcell except in accordance with the provisions of the Copyright, Designs and Patents Act 1988. Applications for permission to reproduce any part of this work should be addressed to Purcell at info@purcelluk.com.

Undertaking any unauthorised act in relation to this work may result in a civil claim for damages and/or criminal prosecution. Any materials used in this work which are subject to third party copyright have been reproduced under licence from the copyright owner except in the case of works of unknown authorship as defined by the Copyright, Designs and Patents Act 1988. Any person wishing to assert rights in relation to works which have been reproduced as works of unknown authorship should contact Purcell at info@purcelluk.com.

Purcell asserts its moral rights to be identified as the author of this work under the Copyright, Designs and Patents Act 1988.

Purcell® is the trading name of Purcell Architecture Ltd.

© Purcell 2025

Purcell grants Torbay Council a non-exclusive licence to make use of the report providing this is consistent with the purpose for which the report was commissioned and that Purcell remain acknowledged as the author and intellectual property holder as art of any such use, in whole or in part. Purcell has no liability for use of the report for any purpose other than that for which it was originally prepared and produced.

A team of experienced consultants from Purcell jointly contributed to the completion of this Conservation Area Appraisal.

Name	Position	Role
Hettie Dix	Associate Heritage Consultant	Reviewer
Martha Bailey	Heritage Consultant	Author
Tracey Rowe	Senior Graphics Assistant	Report Design

Date	Issue	Revision	Reviewed	Approved
January 2025	01	First Draft	HD	HD
March 2025	02	Second Draft	HD	HD
April 2025	03	Final Document	HD	HD

PURCELL

243516

TORBAY COUNCIL

This page is intentionally left blank

2025 Conservation Area Appraisal Reviews

Consultation Summary Report

A review of the feedback received to the Brixham Town, Old Paignton and Torquay Harbour Conservation Area Appraisals Public Consultation

November 2025



Image © Purcell 2024

Contents

Part 1

Executive Summary……...Page 3

Background to the Engagement……...Page 6

Engagement Methodology…….Page 7

Summary of Responses Received……...Page 8

Recommendations……..Page 9

Part 2

Consultation Responses……Page 12

Response to Free Text Boxes and Comments……..Page 22

Demographics of Who Took Part ……Page 23

Part 1

Executive Summary

Between 17 March and 07 April Torbay Council held a consultation on three new conservation area appraisals for the conservation areas of Brixham Town, Old Paignton and Torquay Harbour in line with the objectives of the adopted Torbay Heritage Strategy (2021-2026).

The appraisals were funded by the National Lottery Heritage Fund through the 'Torbay Heritage Place' programme to support the protection and celebration of heritage and culture across the bay over a 10-year period.

Councils are required to undertake and publish assessments of conservation areas, known as appraisals, from time to time and consult with the public on the proposed changes.

Conservation Areas are defined as "areas of special architectural or historic interest, the character or appearance of which it is desirable to preserve or enhance". They're designed to help protect the characteristics of a specific area, including their architectural and historic interests, which make them a distinctive and unique place.

The review of the three conservation areas included:

- The updating of the conservation area appraisal for each conservation area
- A review of the boundaries of each conservation area
- The production of a heritage asset audit for each area

Boundary changes were proposed to the Brixham Town and Old Paignton Conservation Areas to account for unmanaged incremental changes which have, over time, diluted the character of an area: or to include areas of architectural and historic interest.

The proposed boundary changes to the Brixham Town Conservation Area were initially consulted on between 12 December 2024 to 16 January 2025. The results of this consultation informed revised proposals which formed the basis for this consultation.

The consultation was promoted with a series of six face to face engagement events (two in Torquay, two in Paignton and two in Brixham), three online surveys, plus paper copies of surveys available at Torquay, Paignton and Brixham Libraries, and at Brixham Town Council offices. It was also promoted via the Torbay Council website, newsletter articles, press release, video and social media.

Around 200 people were spoken to face to face at six engagement events and of these, 40 were at the two Torquay events, 90 at the Paignton events and 66 at the Brixham events but the survey response rate was relatively low compared to previous similar surveys, with a total of 38 survey responses across the three surveys. Though given that the previous Brixham consultation in December 2024 and January 2025 had 460 responses that brings the total number of survey responses up to nearly 500 across the four surveys.

Of the 38 new surveys, 15 surveys were completed on the Old Paignton Conservation Area Appraisal, 15 on the Torquay Harbour Conservation Area Appraisal, and eight on the Brixham Conservation Area Appraisal.

In addition to these, responses were also received from the following organisations:

- Historic England
- Network Rail

- Dartmouth Steam Railway
- Environment Agency
- Devon and Cornwall Police
- Natural England

SUMMARY OF RESPONSES

Historic England

- Consider the appraisals are “well researched, thorough and structured in a very legible way. These new studies will form a useful and solid foundation for decision-making in the various Conservation Areas”.
- Consider the sections concerning challenges and opportunities to be a good basis for a future Conservation Management Plan.
- Consider the final decisions on the various boundary alterations to be well justified.

Network Rail

- Discourage the inclusion of Paignton Station as it is neither nationally nor locally listed. Do not see the value of its inclusion.
- Advocate careful consideration regarding wording relating to the level crossing so as to avoid attracting visitors which would be a health and safety concern.

Dartmouth Steam Railway

- Do not consider that the steam railway station (Queen’s Park Station) should be included within the Paignton Old Town Conservation Area as it was completely rebuilt 12 years ago, thus has little historic significance.

Environment Agency

- Consider it would be helpful to include some acknowledgement of the vulnerability of Torquay Harbour’s coastal frontage to allow for “more easy discussion of how protective works and flood or climate change resilience works can be fit for purpose but sensitive to the heritage setting”.

Devon and Cornwall Police

- No concerns or comments regarding the proposed boundary changes.
- Some concerns raised within the Appraisal documents have also been picked up in recent police conducted Environmental Visual Audits such as maintenance of buildings, maintenance of vegetation and commercial bins stored in the public domain. Supports measures suggested in Appraisal documents to help alleviate some of these concerns.
- Agree that security features such as external lighting and security cameras should be discrete within the CA, but suggest they are “necessary from a designing out crime perspective”.

Natural England

- “Natural England does not consider that your Conservation Area Reviews pose any likely risk or opportunity in relation to our statutory purpose and so does not wish to comment on this consultation”.

Following the completion of the consultation, the draft documents for all three conservation areas and their associated proposed boundary changes were taken to the meeting of the Local Plan Working Party (LPWP) on 31 July 2025. The documents and the proposed boundary changes were assessed by the members of the LPWP which resulted in the following recommendations:

Old Paignton Conservation Area

- Partial inclusion of Cecil Road – to be **included** within the draft proposals

- Partial inclusion of St. Michael's Road – to be **removed** from the draft proposals

- Inclusion of Hyde Road and Dendy Road – to be **removed** from the draft proposals

- Partial inclusion of Torbay Road and Paignton Station – to be **removed** from the draft proposals

- Exclusion of St. John's Court – to be **included** within the draft proposals

Brixham Town Conservation Area

- Inclusion of Furzeham School - to be **included** within the draft proposals

- Inclusion of North Furzeham Road, Higher Furzeham Road, Bella Vista Road, Queens Road, Alma Road and Holborn Road - to be **included** within the draft proposals

- Partial exclusion of Bolton Street South - to be **included** within the draft proposals

- Partial exclusion of Garlic Rea, Rea House, Elkins Hill South Side - to be **included** within the draft proposals

Torquay Harbour Conservation Area

No boundary changes proposed

PROPOSALS TO READOPT THE APPRAISALS

The responses from the consultation are noted, and it is proposed that all three Conservation Area Appraisals be formally adopted with the new boundaries in line with the recommendations of the Local Plan Working Party.

Further comment on the above recommendations will be detailed within the Recommendation sections of this report.

Background to the Engagement

Torbay Council recently entered into a new 10-year partnership with the National Lottery Heritage Fund, with Torbay recognised as a 'Heritage Place', with the aim to support heritage within the Bay and to deliver the objectives of the Torbay Heritage Strategy which includes the updating of our existing conservation area appraisals, specifically those related to the Brixham Town, Old Paignton and Torquay Harbour Conservation Areas. Torbay Council have commissioned Purcell to undertake these reviews.

Under Sections 69 & 71 of the Planning (Listed Buildings and Conservation Areas) Act 1990 local authorities have a duty to designate conservation areas and from time to time to review the boundaries.

In accordance with the Planning (Listed Buildings and Conservation Areas) Act 1990, the National Planning Policy Framework and Historic England best practice guidance, the boundary of a conservation area should be periodically reviewed and suitably revised in accordance with findings made during this exercise.

The need to review the boundary can be in response to a number of factors: unmanaged incremental changes which have, over time, diluted the character of an area; the boundary may have been drawn too tightly originally; or the special interest of a feature may not have been evident to a previous assessor. Although it is principally the built structures that are recognised in amending the boundary, their accompanying plots often provide an important historical context which should be incorporated together with the building(s).

The following boundary changes to the existing conservation areas were proposed and consulted on:

Brixham Town:

- Partial inclusion of Furzeham Primary and Nursery School and the adjacent historic railway bridge.
- Inclusion of terraces at North Furzeham Road, Higher Furzeham Road, Bella Vista Road, Queens Road, Alma Road and Holborn Road.
- Exclusion of mostly modern development to the south of Bolton Street.
- Exclusion of interwar terraces on Garlic Rea, Rea House, and modern development on the south side of Elkins Hill.

Old Paignton:

- Partial inclusion of Cecil Road to include a row of early 20th-century houses and the 1931 Catholic Church of the Sacred Heart and Thérèse of the Child Jesus.
- Partial inclusion of St Michael's Road to include 9-19 St Michael's Road and 2 St Michael's Road.
- Inclusion of Hyde Road and Dendy Road
- Partial inclusion of Torbay Road and Paignton Station
- Exclusion of St. John's Court, Princes Street

Torquay Harbour:

No changes proposed

Engagement Methodology

The consultation was carried out via a combination of face-to-face engagement events, online and paper surveys.

A total of six events were held at a range of different venues to give people the chance to find out more and have their say on the consultation. During the first week, we held events at Fleet Walk shops in Torquay on Wednesday 19 and Saturday 22 March, at which around 40 local residents were spoken to about the consultation. Then during the second week of the consultation, two events were held at Paignton Library on Tuesday 25 and Friday 28 March and at the Paignton events around 90 people were engaged with. In the final week two events were held in Brixham, the first was at the Scala Hall on Tuesday 1 April which 16 people attended, and the last event was held in Fore Street in Brixham town centre (outside Tesco) on Friday 4 April, with around 50 residents taking part.

There was an online survey using our Civica Involve online survey system and paper copies of the survey were made available, along with a postbox, at a range of locations including Torquay, Paignton and Brixham Libraries, and at Brixham Town Council offices. On the postbox and also on the front of the paper surveys there was also a QR code giving people the option to scan the QR code with their phone to take the online survey.

The online survey was also promoted via our website including our Consultations and News pages, the local press, our social media channels (Facebook, NextDoor, Instagram and LinkedIn) and newsletters including our One Torbay newsletter that goes out to 12020 subscribers and was shared by a number of local partners including Brixham Town Council.

There were 14 posts on Facebook between 17 March and 3 April, generating a total reach of 26,700, with 52 likes, 98 link clicks, 36,449 views, and the posts were shared by other Facebook users 34 times. In addition, the video was viewed 71 times on the Torbay Council YouTube channel.

The consultation was featured in a number of our Govdelivery newsletters including two editions of One Torbay (residents' newsletter) and two editions of our Staff News. These generated a total of 178 unique visits to the consultation page on our website, and the newsletters had 12309 unique opens. One Torbay has 12020 subscribers and Staff News has 1309 subscribers.

In addition to this, individual emails including an explanation of the consultation, an attached copy of the boundary review document and a link to the online survey were sent out on 17 March 2025 to the following consultees:

- Relevant ward members and other elected members of Torbay Council
- Harbour Master
- Statutory Consultees
- Relevant heritage organisations
- SwisCo
- Devon and Cornwall Police
- Torbay Coast and Countryside Trust
- Brixham Town Council
- Brixham Community Partnership

Following the completion of the consultation, the draft documents for all three conservation areas, their associated proposed boundary changes and the results of the public consultation were taken to the meeting of the Local Plan Working Party (LPWP) on 31 July 2025 for assessment.

Summary of responses received

There were 38 responses across the three surveys, 8 for Brixham Town and 15 each for Paignton Old Town and Torquay Harbour.

Across the three surveys – Torquay, Brixham and Paignton – the first question about themes identified as "key features" where respondents were asked to rank them in order of importance, 13 respondents ranked historical interest as the most important aspect of key features (and seven of these responses were from Paignton). In Brixham, three people ranked Configuration: tightly clustered buildings, alleys and step as the most important aspect of the key features. In Torquay, five people ranked Topography: variety views including sweeping vistas across the harbour, grander streetscapes and more intimate residential lanes – as the most important key feature. Across the three surveys, two responses cited Architecture as the most important key feature.

Summary of Free Text Responses

In addition to the qualitative survey responses, we included free text boxes for people to add any additional comments to the survey. In total we received 113 free text comments, of which 69 were for the Paignton survey, 33 for the Torquay survey, and 11 for the Brixham survey.

Some common issues raised in the free text section across all three surveys are:

- Anti-social behaviour
- Lack of cleanliness of some streets
- Poor standard of repair to rear elevations of buildings
- Concerns over absentee or unwilling building owners
- Unsympathetic and poor condition of shop fronts

A full review of free text responses can be found in Part 2 (p.21).

Summary of Partners/Stakeholders Responses

Of the stakeholders who were contacted individually as part of the consultation, formal responses were received from:

- Historic England
- Network Rail
- Dartmouth Steam Railway
- Environment Agency
- Devon and Cornwall Police
- Natural England

These responses demonstrated general support for the appraisal documents, with the exception of Network Rail and Dartmouth Steam Railway who both objected to the inclusion of Paignton Station within the Paignton Old Town Conservation Area.

The draft documents for all three conservation areas and their associated proposed boundary changes were also taken to the meeting of the Local Plan Working Party (LPWP) on 31 July 2025. The documents and the proposed boundary changes were assessed by the members of the LPWP which resulted in the following recommendations:

Old Paignton Conservation Area

- Partial inclusion of Cecil Road – to be **included** within the draft proposals

- Partial inclusion of St. Michael's Road – to be **removed** from the draft proposals

- Inclusion of Hyde Road and Dendy Road – to be **removed** from the draft proposals

- Partial inclusion of Torbay Road and Paignton Station – to be **removed** from the draft proposals

- Exclusion of St. John's Court – to be **included** within the draft proposals

Brixham Town Conservation Area

- Inclusion of Furzeham School - to be **included** within the draft proposals

- Inclusion of North Furzeham Road, Higher Furzeham Road, Bella Vista Road, Queens Road, Alma Road and Holborn Road - to be **included** within the draft proposals

- Partial exclusion of Bolton Street South - to be **included** within the draft proposals

- Partial exclusion of Garlic Rea, Rea House, Elkins Hill South Side - to be **included** within the draft proposals

Torquay Harbour Conservation Area

No boundary changes proposed

A full summary of the stakeholder responses is outlined above (p.4/5).

Recommendations

Following assessment of the consultation responses and the technical recommendations from the commissioned heritage specialist, it is recommended that the following actions be taken:

All three Conservation Area Appraisals to be formally adopted with the following boundary changes:

Brixham Town:

A - Furzeham Primary and Nursery School

This area includes 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. The school is also prominent in views from the higher ground to the south of the town.

*It is therefore recommended that this area be **included** within the Brixham Town Conservation Area.*

B - Terraced properties at North Furzeham Road, Higher Furzeham Road, Bella Vista Road, Alma Road and Holborn Road

This area includes several late 19th and early 20th-century suburban terraces to the north of the town centre. These terraces are highly characteristic of the wider conservation area, the late Victorian/ Edwardian terrace being the dominant architectural typology within the existing boundary. Together these historic terraces illustrate the expansion of Brixham during the late 19th and early 20th centuries.

The area would also include the large L-shaped historic building off Higher Furzeham Road, which is depicted on the 1840 tithe map adjacent to a historic quarry.

*It is therefore recommended that this area be **included** within the Brixham Town Conservation Area.*

C - Development to the south of Bolton Street

This area includes mostly modern development, which detracts from the historic interest and character of the conservation area and have no historic relationship to it. The small terrace of four houses, which dates from the late 19th or early 20th century, is of limited architectural interest and makes a negligible contribution to the historic character of the streetscape.

The conclusions of the specialist heritage assessment were that the area does not have sufficient special architectural or historic interest to warrant inclusion within the Brixham Town Conservation Area. So as not to devalue the concept of conservation through the designation of areas that lack special interest in line with the requirements of Paragraph 204 of the NPPF (2024), the area was proposed to be removed from the conservation area and the boundary amended accordingly.

*It is therefore recommended, on balance, and taking into consideration the expert professional advice coupled with the consultation responses received that the area be **removed** from the Brixham Town Conservation Area due to its lack of special architectural or historic interest.*

D - Terraced properties on Garlic Rea, Rea House and south side of Elkins Hill

This area includes inter-war terraces on Garlic Rea, Rea House (off Great Rea Road) and the modern residential development at the top of Elkins Hill. The inter-war terraces are of limited architectural interest and have been heavily modified with the addition of large box dormers. As later structures they do not accord with the character of the wider conservation area – which is largely dominated by buildings from the late 18th to the early 20th century.

The incline up Great Rea Road away from Garlic Rea and Elkins Hill instates both a geographical and topographical separation between this building and the rest of the conservation area. The architectural interest of the building has been depreciated through the recent addition of a large box dormer.

The properties proposed to be excluded on the south side of Elkins Hill are modern buildings of a generally low architectural quality. They detract from the special interest of the conservation area and have no historic relationship with it.

The conclusions of the specialist heritage assessment were that the area does not have sufficient special architectural or historic interest to warrant inclusion within the Brixham Town Conservation Area. So as not to devalue the concept of conservation through the designation of areas that lack special interest in line with the requirements of Paragraph 204 of the NPPF (2024), the area was proposed to be removed from the conservation area and the boundary amended accordingly.

*It is therefore recommended, on balance, and taking into consideration the expert professional advice coupled with the consultation responses received that the area be **removed** from the Brixham Town Conservation Area due to its lack of special architectural or historic interest.*

Old Paignton:

A - Partial inclusion of Cecil Road

This area includes the remainder end of Cecil Road that was excluded in the previous Conservation Area Appraisal as well as the 1931 Catholic Church of the Sacred Heart and Thérèse of the Child Jesus. Cecil Road is a row of early 20th-century houses that display a good survival of historic features and continue the character of the half of Cecil Road that is already included within the Conservation Area. The church and its adjoining 1950s building are constructed in a distinctive Romanesque style with red brick and is considered a landmark in the local area. The church is illustrative of the historic development of a local catholic congregation in Paignton in the 19th and 20th centuries.

*It is therefore recommended that this area be **included** within the Old Paignton Conservation Area.*

B – Exclusion of St John's Court, Princes Street

St John's Court is a modern development on the corner of Princes Street opposite the church, and has no measurable degree of historic significance. The site is bounded by a substantial red rubble sandstone boundary wall to the south and east which relate to the retaining masonry walls nearby, and it is proposed that these walls should remain in the Conservation Area.

The conclusions of the specialist heritage assessment were that the area does not have sufficient special architectural or historic interest to warrant inclusion within the Brixham Town Conservation Area. So as not to devalue the concept of conservation through the designation of areas that lack special interest in line with the requirements of Paragraph 204 of the NPPF (2024), the area was proposed to be removed from the conservation area and the boundary amended accordingly.

*It is therefore recommended, on balance, and taking into consideration the expert professional advice coupled with the consultation responses received that the area be **removed** from the Old Paignton Conservation Area due to its lack of special architectural or historic interest.*

Torquay Harbour:

No changes proposed

Part 2

Consultation responses

Around 200 residents were spoken to across the six engagement events, however this only resulted in 38 completed surveys, 8 for Brixham Town and 15 each for Paignton Old Town and Torquay Harbour. This is a significantly lower number of responses compared to the initial Brixham boundary change consultation dated 12 December 2024 to 16 January 2025, for which there were 460 responses. This much lower response rate is partly because the original Brixham Town boundary review proposed excluded the Brixham Battery Gardens, Oxen Cove, Northern

Quay and surrounding area from the Conservation Area, a proposal that was very controversial and resulted in a high number of objections. These areas have all been retained in the most recent draft Appraisal, and the low number of surveys completed could be interpreted as being tacit approval of these revisions.

Summary of responses from survey:

There were 38 responses across the three surveys, though as mentioned above, there were actually 460 responses to the previous Brixham survey in December 2024 and January 2025, so if you add all four surveys together including that earlier one there's nearly 500 responses.

Most of the questions were different in each survey but the first question was the same for each survey.

Across the three surveys – Torquay, Brixham and Paignton – the first question about themes identified as "key features" where respondents were asked to rank them in order of importance, 13 respondents ranked historical interest as the most important aspect of key features (and seven of these responses were from Paignton). In Brixham, three people ranked Configuration: tightly clustered buildings, alleys and step as the most important aspect of the key features. In Torquay, five people ranked Topography: variety views including sweeping vistas across the harbour, grander streetscapes and more intimate residential lanes – as the most important key feature. Across the three surveys, two responses cited Architecture as the most important key feature.

Brixham Town

There were only 8 completed surveys for the Brixham Town Appraisal, although there was a high level of in person engagement at the two Brixham public consultation events.

Most of the respondents were happy with the revisions to the proposed boundary changes that meant the Battery Gardens and Oxen Cove are retained within the Conservation Area.

Some comments received in the survey response are:

- "Glad that Battery Gardens and Oxen Cove have been added back in"
- "I feel that as well as battery Gardens, the headland should also be protected as it contains 2nd ww air raid shelters"
- "Shop facias are poor and not fitting to the town in many instances"
- "Many buildings are poorly maintained especially upper stories, roofs and gutters"
- "The empty properties, particularly shops, are a big problem"

Old Paignton

There were 15 completed surveys for the Old Paignton Appraisal.

Some comments received in the survey response are:

- "Why hasn't Torbay Council used its powers under the Town & Country Planning Act to make the owners look after these buildings? It has allowed these beautiful buildings to fall into disrepair which has a negative impact on the mental wellbeing of people who live and work in the area"

- “Feel it is really important to look after buildings, rather than let them get to a state where they are in such a bad state that demolition is the only answer. I don't feel the Council are proactive in this area”
- “Important to keep buildings in the conservation area. Buildings on Paignton seafront are not in keeping”
- “Paignton Town Centre must be looked after - many of the roofs have so much folliage growing in gutters that problems of damp will arise and if left, cause deterioration of the buildings”
- “Historical interest requires identification and relevance. Interest boards could be placed strategically. Older locations should be valued and appreciated so relevance is emphasised”
- “It is encouraging to see the proposed extensions of the conservation area, which will be welcomed by residents, visitors and local historians”
- “The appraisal should contain some interesting details on 20th century design and architecture”
- “I welcome this draft appraisal and hope that constructive progress can be made regarding conservation and Paignton's heritage”
- “These character areas contain a wealth of historic interest and value and I am pleased with the proposed extensions to the existing conservation area”
- “Need to keep for future generations. Things should be kept to a good standard”

Torquay Harbour

There were 15 completed surveys for the Torquay Harbour Appraisal. The Torquay Harbour Conservation Area Appraisal did not include any boundary changes, and responses were generally more concerned with preserving the historic character of the area.

Some comments received in the survey response are:

- “The character of the harbour area, both commercial and residential, should be preserved, when redeveloping buildings. This is done well on Victoria Parade, not so on The Terrace”
- “This historical area is what draws visitors and when further development takes place, the architecture should be in keeping with the 19th and early 20th century buildings that give this part of the town its character. Please don't add more out of character buildings such as the Hilton and Premier Inns”
- “Tidiness and vandalism is an issue”
- “The architecture of our area needs to be retained. In my opinion, all new builds need to blend in with the older buildings - not look like modern interlopers. The character of our Harbour area needs to be retained - it is part of the charm, along with the stone walls and lovely footpaths & ginnels”
- “The restaurants and businesses directly around the harbourside are already in a conservation area yet little has been done to prevent some eye sore shop fronts. There should be strict guidance to stop the tacky and cheap appearance of some of these buildings. In other parts of the world even large multinational companies are forced to comply by toning down their usual use of excessive plastic and gaudy colours”
- “The harbour and the views across the bay are a natural asset and should be promoted. Play to the strengths of the area in the first instance”
- “Non-existent or poor management of vacant buildings; lack of cleanliness of the streets for example Braddons Hill Road West and the lower part of The Terrace”

- “All of these truly are issues, especially the unsympathetic development & the lack of vegetation management. We need the reinstatement of Parks & Gardens. As for the uPVC windows, there must surely be a way of making them look more like wood. We are a sea area, so wood will always rot, but there is surely a 'look-alike' available”

The full table of results is on the next page.

Question 1. The following themes are identified in the appraisal as key features which make the Brixham Town Conservation Area special. You can rank these in order of importance (with 1 being most important down to 4), if you wish.			
Historical interest: origins as a small fishing port, naval supply role, and rapid growth in the 19th century Four people chose this as their number one priority. Two chose this as their number two priority.	Configuration: tightly clustered buildings, alleys and steps Three people chose this as their number one priority. Four chose this as their number two priority.	Topography: variety of sweeping and glimpsed views Five people chose this as their number three priority. Two chose this as their number four priority.	Architecture: terraced houses from the 18th, 19th and 20th centuries, as well as a variety of other historic buildings Five chose this as their number four priority. One chose this as their number three priority and one chose this as their number two priority.

Question 2. If you wish, you can add further comments regarding the assessment of special interest in the draft Conservation Area Appraisal in the box below. **See summary of the comments in the free text comments section).**

Question 3. Because of its size and the different types of building present, the Appraisal breaks down the Conservation Area into a series of character areas. **(Respondents were invited to give additional comments - see summary of the comments in the free text comments section).**			
Brixham Harbour	The commercial, civic and industrial core	Historic residential areas	The south-west coastal path and Berry Head Road

Question 4. These are the main issues which affect the buildings and spaces in the Brixham Town Conservation Area. If you wish, you can select the ones you agree with and add any others. **(Respondents were invited to give additional comments - see summary of the comments in the freetext comments section).**

Vacant buildings	Ineffective rainwater management	Inappropriate repairs	Lack of vegetation management	Rotting timberwork
uPVC windows	Misproportioned modern shopfronts	Telecomms and other modern equipment	Unsympathetic modern development	

Question 5. The Conservation Area Appraisal encourages the following actions to improve the appearance and condition of the Brixham Town Conservation Area: **(Respondents were invited to give additional comments - see summary of the comments in the free text comments section).**			
Regular maintenance should be carried out	Detracting features should be removed and, where necessary, replaced with more sensitive alternatives.	Repairs should be of a good standard.	Replacement windows should be of a sensitive design.
Any future development will need to reflect and respect the special interest of the Conservation Area.	Replacement shopfronts should be in keeping with the character of the individual building and wider streetscape.	Place-making should be well-considered and blend in sensitively with the surrounding area.	

Question 6. The Conservation Area Appraisal provides some guidance regarding: **(Respondents were invited to give additional comments - see summary of the comments in the free text comments section).**		
Repairs and replacement	Maintenance	Trees
Public realm works	New development	Sustainability

Paignton Old Town

Question 1. The following themes are identified in the appraisal as key features which make the Paignton Old Town Conservation Area special. You can rank these in order of importance (with 1 being most important down to 3), if you wish.

Historical interest: medieval street pattern, extensive 19th/20th-century development and growing popularity as a seaside resort 7 ranked this as number one priority.	Topography and Configuration: self-contained area away from the seafront 2 ranked this as number two priority 5 ranked this as number three priority.	Architecture: wide variety of building types, mostly from the 19th century 5 ranked this as number two priority. 1 ranked this as number three priority.

Question 2 was additional comments on question 1 (see summary of comments in the section on free text comments).

Question 3. Because of its size and the different types of building present, the Appraisal breaks down the Conservation Area into a series of character areas. Below are the character areas highlighted. Respondents were invited to provide additional comments (see section on free text comments).			
Historic settlement and early 19th-century development	Fisher Street	Late 19th-century town centre	Late 19th-century/early 20th-century inner suburb

Question 4. The following boundary revisions are proposed. You can add any general observations in the response box below, if you wish.	See summary of the comments in the free text comments section.

Question 5. The following area is proposed to be included in the Old Paignton Conservation Area. You can add any observations in the response box below, if you wish. A Partial inclusion of Cecil Road	See summary of the comments in the free text comments section.

Question 6. The following area is proposed to be included in the Old Paignton Conservation Area. You can add any observations in the response box below, if you wish. Partial inclusion of St Michaels Road.	See summary of the comments in the free text comments section.

Question 7. The following area is proposed to be included in the Old Paignton Conservation Area. You can add any observations in the response box below, if you wish. Hyde Road and Dendy Road	See summary of the comments in the free text comments section.

Question 8. The following area is proposed to be included in the Old Paignton Conservation Area. You can add any observations in the response box below, if you wish. Partial inclusion of Torbay Road and Paignton Station	See summary of the comments in the free text comments section.

Question 9. The following area is proposed to be excluded from the Paignton Old Town Conservation Area Appraisal - St John's Court, Princes Street	See summary of the comments in the free text comments section.

Question 10. These are the main issues which affect the buildings and spaces in the Paignton Old Town Conservation Area. If you wish, you can select the ones you agree with and add any others. **See summary of the comments in the free text comments section.**				
Ineffective rainwater management	Inappropriate repairs	Lack of vegetation management	Rotting timberwork	uPVC windows
Misproportioned modern shopfronts	Telecomms and other modern equipment	Unsympathetic modern development	Vacant buildings	Loss of front gardens and boundary walls

Question 11. The Conservation Area Appraisal encourages the following actions to improve the appearance and condition of the Paignton Old Town Conservation Area **(respondents were invited to add additional comments/issues as well - see summary of the comments in the free text comments section).**			
Regular maintenance should be carried out.	Detracting features should be removed and, where necessary,	Repairs should be of a good standard.	Replacement windows should be of a sensitive design.

	replaced with more sensitive alternatives.		
Any future development will need to reflect and respect the special interest of the Conservation Area.	Replacement shopfronts should be in keeping with the character of the individual building and wider streetscape.	Place-making should be well-considered and blend in sensitively with the surrounding area.	

Question 12. The Conservation Area Appraisal provides some guidance regarding the following **(Respondents were invited to give additional comments - see summary of the comments in the free text comments section).**		
Repairs and replacement	Maintenance	Trees
Public realm works	New development	Sustainability

Torquay Harbour

Question 1. The following themes are identified in the appraisal as key features which make the Torquay Harbour Conservation Area special. You can rank these in order of importance (with 1 being most important down to 4), if you wish.			
Historical interest: growth from a fishing port into a resort town in the 18th and 19th centuries, and association with Agatha Christie. Two chose this as their number one priority. Four chose this as their number two priority.	Configuration: layers of development set within the cliffs and valley slopes, with steep steps and lanes. Three chose this as their number three priority.	Topography: variety views including sweeping vistas across the harbour, grander streetscapes and more intimate residential lanes. Five chose this as their number one priority. Two chose this as their number four priority.	Architecture: variety of buildings types from the 19th and 20th centuries which show the town's transition into a resort. One chose this as their number one priority. Two chose this as their number two priority.

Question 2. If you wish, you can add further comments regarding the assessment of special interest in the draft Conservation Area Appraisal in the box below. **See summary of the comments in the free text comments section.**

Question 3. Because of its size and the different types of building present, the Appraisal breaks down the Conservation Area into a series of character areas. **(Respondents were invited to give additional comments - see summary of the comments in the free text comments section).**		
The Harbour	The commercial, civic and industrial core	Historic residential areas

Question 4. These are the main issues which affect the buildings and spaces in the Torquay Harbour Conservation Area. If you wish, you can select the ones you agree with and add any others. **(Respondents were invited to give additional comments - see summary of the comments in the free text comments section).**				
Vacant buildings	Ineffective rainwater management	Inappropriate repairs	Lack of vegetation management	Rotting timberwork
uPVC windows	Misproportioned modern shopfronts	Telecomms and other modern equipment	Unsympathetic modern development	Poor standard of repair to rear elevations

Question 5. The Conservation Area Appraisal encourages the following actions to improve the appearance and condition of the Torquay Harbour Conservation Area: **(Respondents were invited to give additional comments - see summary of the comments in the free text comments section).**			
Regular maintenance should be carried out.	Detracting features should be removed and, where necessary, replaced with more sensitive alternatives.	Repairs should be of a good standard.	Replacement windows should be of a sensitive design.
Any future development will need to reflect and respect the special interest of the Conservation Area.	Replacement shopfronts should be in keeping with the character of the individual building and wider streetscape.	Place-making should be well-considered and blend in sensitively with the surrounding area.	

Question 6. The Conservation Area Appraisal provides some guidance regarding: **(Respondents were invited to give additional comments - see summary of the comments in the free text comments section).**		
Repairs and replacement	Maintenance	Trees
Public realm works	New development	Sustainability

Response to Free Text Questions and Boxes

In addition to the qualitative survey responses, we included free text boxes for people to add any additional comments to the survey. In total we received 113 free text comments, of which 69 were for the Paignton survey, 33 for the Torquay survey, and 11 for the Brixham survey.

Brixham Town

On the Brixham free text comments there were two stating that they were pleased the Battery Gardens was included in the revised Conservation Area Appraisal. One of these also thought the inclusions should go further – “I feel that as well as battery Gardens, the headland should also be protected as it contains Second World War air raid shelters.”

As stated earlier, on the previous Brixham survey in December 2024/January 2025, there were 404 comments just in opposition to the proposal to exclude Battery Gardens from the conservation area. So the fact there were less responses and less comments this time around suggest that people are happier with the revised proposals.

There were also two comments in relation to shop fronts, for example “Shop facias are poor and not fitting to the town in many instances.

Old Paignton

With 69 comments, the Paignton survey received the largest number of free text comments of the three surveys, though the Paignton survey was longer than the other two with more areas of inclusion and exclusion so this is possibly why there were more comments.

On the question about key features, four of the nine comments related to the need to protect buidings and one outlined the need to work with owners of historic buildings. An example comment is:

“Why hasn't Torbay Council used its powers under the Town & Country Planning Act to make the owners look after these buildings?”

Another comment related to the need to identify historic buildings and improve information about them, for example:

“Historical interest requires identification and relevance. Interest boards could be placed strategically.”

On the question about character areas, there were seven freetext comments, many of which were in agreement, for example “I am pleased with the proposed extensions to the existing conservation area.”

There were ten comments on the question relating to the proposed partial inclusion of Cecil Road. Six of these were positive about the inclusion, particularly around the inclusion of the Church of Sacred Heart and St Theresa of the Child Jesus – comments included “Cecil Road Church a good addition.”

On the question around partial inclusion of St Michael’s Road, there were seven comments, four of which were positive about the inclusion.

There were nine comments on the question on partial inclusion of Hyde Road and Dendy Road, and seven of the comments were positive.

It should be noted that across all the comments there was some cynicism as to whether these areas will actually be looked after so there is clearly a need for further engagement with residents, visitors and other stakeholders around this heritage project. An example comment is: “Again - unless you are going to actually look after the conservation area what is the point?”

The question on Torbay Road and Paignton Station received seven comments, six comments were in agreement though two comments were concerned that Station Square as it is “needs attention.”

The proposal to exclude St John’s Court on Princess Street attracted six free text comments. Most were broadly supportive but it was noted that we “should keep as much as possible in the conservation area.”

The question on any additional comments received seven comments. Again it was suggested that the Council needs to do more with owners of historic buildings. An example comment was: “Why does the council not speak to the owners/landlords of the listed buildings?”

Another comment was “Advice for landlords would be good” so this is something that would also need to be taken into account.

Torquay Harbour

There were 33 comments in total on the Torquay Harbour survey but the comments were mixed so there was not an obvious overarching theme. On the question about key features, there were three comments about the Victorian and Edwardian architecture and the need to preserve it.

On the question about character areas, there were three comments about the Harbour area – one of which related to the need to develop the Living Coasts site.

On the question about the main issues affecting conservation areas in Torquay, in addition to the other issues listed, respondents were given the opportunity to list any others – examples of additional issues included:

- Anti-social behaviour
- Lack of cleanliness of some streets
- Poor standard of repair to rear elevations of buildings

On the question around additional observations, there were a mixture of opinions, from the need to “work with property owners to accomplish change without enforcement”, to asking the council to look after bins, trees and lighting in line with the heritage of the area, and a comment that the shopping area was “a real let down for a stunning place.”

Demographics of Who Took Part

Which of the following options best describes how you think of your gender identity? Tick one only

There were 36 responses to this question.

Female	Male	In another way	Prefer not to say
14	15	0	7

Which of the following age groups applies to you? Tick one only

There were 36 responses to this question.

0-15	16-24	25-34	35-44	45-54	55-64	65-74	75 plus
0	0	2	3	8	12	8	2

Which of the following best describes your ethnic background? Tick one only

There were 34 responses to this question.

White	Mixed ethnicity	Asian or Asian British	Black or British	Chinese	Other ethnic group
30	3	0	1	0	0

Employment Status - Tick one only

33 responses to this question.

Working full-time in Torbay	Working full-time elsewhere in Devon	Working part-time elsewhere in Devon	Self-employed – full - or part-time	Student	Looking after Family/Home
8	1	4	2	0	1
Temporary Sick	Long-Term Sick	Retired	Unemployed	Other	
0	1	11	0	5	

Do you consider yourself to be disabled in any way? Tick one only

There were 35 responses to this question.

Yes	No
5	28

If you answered "Yes", please tell us how it affects you. Tick as many as apply

There were answers to this question.

It affects my mobility	It affects my vision	It affects my hearing	It affects me in another way
5	0	0	0

TORBAY COUNCIL

Meeting: Cabinet **Date:** 17 March 2026

Wards affected: All

Report Title: Council Business Plan 2023-2027 – Refresh 2026

When does the decision need to be implemented? Immediately following call-in period

Cabinet Member Contact Details: Cllr David Thomas, Leader of the Council, david.thomas@torbay.gov.uk

Director Contact Details: Matthew Fairclough-Kay, Director of Corporate Services, matthew.fairclough-kay@torbay.gov.uk

1. Purpose of Report

1.1 Following the Local Elections in May 2023, the Community and Corporate Plan was agreed by the Council. This set out the priorities of the Council for the next twenty years and the approach we are taking in delivering against the vision.

1.2 In order to provide focus for delivery over the administration period, the Cabinet developed a Council Business Plan. This provides details of the specific actions being taken to deliver the priorities within the Community and Corporate Plan together with milestones and/or targets.

1.3 The Council Business Plan is a living document, as such is reviewed and refreshed annually to take into account progress on delivery against the plan and make any changes required from factors arising since the last review. This is the second annual review and takes account of, amongst other things, changes is Government guidance.

2. Reason for Proposal and its benefits

2.1 The proposals in this report help us to deliver the Council's ambition by providing a clear set of priority actions which will be undertaken by Directorates across the organisation.

2.2 The reason for the decision is to ensure that direction is provided to the organisation on the priorities for the remainder of the administrative period.

3. Recommendation(s) / Proposed Decision

3.1. That the Council Business Plan 2023-2027 – Refresh 2026 be approved.

4. Appendices

Appendix 1: Council Business Plan 2023-2027 – Refresh 2026

5. Background Documents

- None

Supporting Information

6. Introduction

6.1 Following the Local Elections in May 2023, a new Community and Corporate Plan was agreed by the Council. This sets out the priorities of the Council for the next twenty years and the approach we will take in delivering against the vision.

6.2 In order to provide focus for delivery over the administration period, the Cabinet has developed a Council Business Plan. This provides details of the specific actions, which will be taken to deliver the priorities within the Community and Corporate Plan together with milestones and/or targets.

6.3 The Business Plan sets out the priority actions that will be undertaken together with the milestones against which progress will be measured. The refreshed version of the Council Business Plan is set out at Appendix 1.

6.4 The Business Plan forms part of the Council's performance framework with the regular performance reports being written to show progress against the milestones and the performance indicators.

6.5 In terms of target setting, the Best Value Duty requires local authorities to "make arrangements to secure continuous improvement in the way in which its functions are exercised, having regard to a combination of economy, efficiency and effectiveness". In practice, this covers how authorities exercise their functions to deliver a balanced budget, provide statutory services, including adult social care and children's services, and secure value for money in all spending decisions.

6.6 Both the Community and Corporate Plan and Council Business Plan include a set of performance indicators that will continue to be used to measure success on how we are performing against our themes and priorities. Following the end of the current financial year, annual targets will be set for the performance indicators where we have direct control over influencing the outcome and demonstrate our commitment to continuously improve.

The performance indicators within the Council Business Plan are currently being reviewed and updated to take account of the recently published Local Government Outcomes Framework. The full set of indicators and the targets agreed by the Chief Executive will be published with the Quarter 1 corporate performance report.

6.7 Alongside the preparation of the Council Business Plan, Divisional Directors and Heads of Service (as appropriate) have been preparing service plans. These include the relevant priority actions as well as operational priorities for each service. Subsequently actions will be included within each member of staffs' appraisals.

6.8 The quarterly performance report will provide a narrative of our progress against the themes and actions, with the annual performance figures in the year end report being used to review and revise targets for the coming years.

6.9 Once the Government determine the outcome of Local Government Reorganisation in Devon, it may be necessary to review the Council Business Plan to ensure that it remains fit for purpose and deliverable.

7 Options under consideration

7.1 There have been wide ranging discussions between members of the Cabinet and Directors about the priority actions that can be reasonably to meet the ambitions of the Community and Corporate Plan. Those discussions have included the milestones that need to be set and will include the performance indicators that will be used to measure progress.

7.2 It is felt that the proposed Council Business Plan now put forward for consideration is achievable whilst seeking to secure continuous improvement as an organisation.

8 Financial Opportunities and Implications

8.1 The priority actions and milestones have been put forward having regard to the Council's Medium Term Resource Plan. Where decisions are needed to be made in order to meet the milestones described, the financial implications of those decisions will be considered at that stage.

9 Legal Implications

9.1 There is no statutory requirement to have a Council Business Plan. However, being clear about how we will move towards our ambitions gives the Council, our staff, partners and the community a clear understanding of what we seek to achieve and how to prioritise our spending.

9.2 Where decisions are needed to be made in order to meet the milestones described, the legal implications of those decisions will be considered at that stage.

10 Engagement and Consultation

10.1 The Council Business Plan does not form part of the Policy Framework and therefore does not need to be subject to public consultation. However, the priority actions and milestones take account of the feedback received through the Residents Satisfaction Survey undertaken during 2025 and the engagement events that have subsequently been held.

11 Procurement Implications

11.1 Not applicable.

12 Protecting our naturally inspiring Bay and tackling Climate Change

12.1 As the Council makes progress against the priority actions within the Council Business Plan due regard will be given to how the work can assist the Council is tackling climate change.

13 Associated Risks

13.1 Without a Council Business Plan it becomes difficult to set a coherent direction of travel for the Council given the finite resources available. The Council Business Plan is a critical part of the Council's performance framework.

13.2 The actions and milestones within the Council Business Plan take account of the Council's Risk Registers and the mitigations which are identified within those Registers.

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	• 18% of Torbay residents are aged under 18 years old. • 55% of Torbay residents are aged between 18 to 64 years old. • 27% of Torbay residents are aged 65 and older.	The Council's business plan will help to ensure that the organisation meets its corporate vision and aims which includes supporting Torbay's most vulnerable residents. It is not anticipated that any adverse impacts will be caused by the implementation of this business plan. However, due to the high-level nature of the plan it is not possible to be certain. Thus, relevant subsequent decisions will undergo their own equality impact assessments.	Not applicable	Not applicable
Carers	• At the time of the 2021 census there were 14,900 unpaid carers in Torbay. • 5,185 of these carers provided 50 hours or more of care.	The Council's business plan will help to ensure that the organisation meets its corporate vision and aims which includes supporting Torbay's most vulnerable residents.	Not applicable	Not applicable

		It is not anticipated that any adverse impacts will be caused by the implementation of this business plan. However, due to the high-level nature of the plan it is not possible to be certain. Thus, relevant subsequent decisions will undergo their own equality impact assessments.		
Care experienced	• As of January 2026, there were 277 former care experienced young people aged 18-24 in Torbay.	The Council's business plan will help to ensure that the organisation meets its corporate vision and aims which includes supporting Torbay's most vulnerable residents. It is not anticipated that any adverse impacts will be caused by the implementation of this business plan. However, due to the high-level nature of the plan it is not possible to be certain. Thus, relevant subsequent decisions will undergo their own equality impact assessments.	Not applicable	Not applicable
Disability	• In the 2021 Census, 23.9% of Torbay residents answered that their day-to-day activities were limited a little or a lot by a physical or mental health condition or illness.	The Council's business plan will help to ensure that the organisation meets its corporate vision and aims which includes supporting Torbay's most vulnerable residents.	Not applicable	Not applicable

		It is not anticipated that any adverse impacts will be caused by the implementation of this business plan. However, due to the high-level nature of the plan it is not possible to be certain. Thus, relevant subsequent decisions will undergo their own equality impact assessments.		
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.	The Council's business plan will help to ensure that the organisation meets its corporate vision and aims which includes supporting Torbay's most vulnerable residents. It is not anticipated that any adverse impacts will be caused by the implementation of this business plan. However, due to the high-level nature of the plan it is not possible to be certain. Thus, relevant subsequent decisions will undergo their own equality impact assessments.	Not applicable	Not applicable
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.	The Council's business plan will help to ensure that the organisation meets its corporate vision and aims which includes supporting Torbay's most vulnerable residents.	Not applicable	Not applicable

		It is not anticipated that any adverse impacts will be caused by the implementation of this business plan. However, due to the high-level nature of the plan it is not possible to be certain. Thus, relevant subsequent decisions will undergo their own equality impact assessments.		
Pregnancy and maternity	• Between 2013 and 2024, the rate of live births (as a proportion of females aged 15 to 44) has been slightly but significantly higher in Torbay (average of 56.0 per 1,000) than the Southwest (53.4) and broadly in line with England (56.3). • For the period 2022 to 2024, rates in Torbay (44.6) have been significantly below England (50.0).	The Council's business plan will help to ensure that the organisation meets its corporate vision and aims which includes supporting Torbay's most vulnerable residents. It is not anticipated that any adverse impacts will be caused by the implementation of this business plan. However, due to the high-level nature of the plan it is not possible to be certain. Thus, relevant subsequent decisions will undergo their own equality impact assessments.	Not applicable	Not applicable
Race	In the 2021 Census, 96.1% of Torbay residents described their ethnicity as the following: • 1.6% as Asian, Asian British or Asian Welsh	The Council's business plan will help to ensure that the organisation meets its corporate vision and aims which includes supporting Torbay's most vulnerable residents.	Not applicable	Not applicable

	• 0.3% as Black, Black British, Black Welsh, Caribbean or African • 1.5% as being of Mixed or Multiple ethnic groups • 96.1% as White • 0.4% described their ethnicity another way. • Black, Asian and minoritised ethnic communities are more likely to live in areas of Torbay classified as being amongst the 20% most deprived areas in England.	It is not anticipated that any adverse impacts will be caused by the implementation of this business plan. However, due to the high-level nature of the plan it is not possible to be certain. Thus, relevant subsequent decisions will undergo their own equality impact assessments.		
Religion and belief	The 2021 Census showed that the residents in Torbay identify their religion and/or belief as the following; • 48.5% are Christian • 0.4% are Buddist • 0.2% are Hindu • 0.6% are Muslim • Less than 0.1% are Sikh • 0.1% are Jewish • 0.7% have another religion • 43.2% have no religion • 6.3% did not answer	The Council's business plan will help to ensure that the organisation meets its corporate vision and aims which includes supporting Torbay's most vulnerable residents. It is not anticipated that any adverse impacts will be caused by the implementation of this business plan. However, due to the high-level nature of the plan it is not possible to be certain. Thus, relevant subsequent decisions will undergo their own equality impact assessments.	Not applicable	Not applicable

Sex	• 51.3% of Torbay's population are female. • 48.7% of Torbay's population are male.	The Council's business plan will help to ensure that the organisation meets its corporate vision and aims which includes supporting Torbay's most vulnerable residents. It is not anticipated that any adverse impacts will be caused by the implementation of this business plan. However, due to the high-level nature of the plan it is not possible to be certain. Thus, relevant subsequent decisions will undergo their own equality impact assessments.	Not applicable	Not applicable
Sexual orientation	In the 2021 Census, residents described their sexuality as follows; • 89% as Straight or Heterosexual • 1.7% as Gay or Lesbian • 1.1% as Bisexual • 0.1% as Pansexual • 0.1% described their sexuality another way • 7.4% of people didn't answer the question	The Council's business plan will help to ensure that the organisation meets its corporate vision and aims which includes supporting Torbay's most vulnerable residents. It is not anticipated that any adverse impacts will be caused by the implementation of this business plan. However, due to the high-level nature of the plan it is not possible to be certain. Thus, relevant subsequent decisions will undergo their own equality impact assessments.	Not applicable	Not applicable

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% of the population have previously served in the UK armed forces.	The Council's business plan will help to ensure that the organisation meets its corporate vision and aims which includes supporting Torbay's most vulnerable residents. It is not anticipated that any adverse impacts will be caused by the implementation of this business plan. However, due to the high-level nature of the plan it is not possible to be certain. Thus, relevant subsequent decisions will undergo their own equality impact assessments.	Not applicable	Not applicable
Additional considerations				
Socio-economic impacts (Including impacts on child poverty and deprivation)	• Torbay is ranked as the 39th most deprived upper tier local authority in England in the Index of Multiple Deprivation 2025.	The Council's business plan will help to ensure that the organisation meets its corporate vision and aims which includes supporting Torbay's most vulnerable residents. It is not anticipated that any adverse impacts will be caused by the implementation of this business plan. However, due to the high-level nature of the plan it is not possible to be certain. Thus, relevant subsequent decisions will undergo their own equality impact assessments.	Not applicable	Not applicable

Public Health impacts (Including impacts on the general health of the population of Torbay)	• For the five-year period 2020 to 2024, data shows there is a 6-year life expectancy gap between males who live in Torbay's least and most deprived areas and, a 3-year gap for females.	The Council's business plan will help to ensure that the organisation meets its corporate vision and aims which includes supporting Torbay's most vulnerable residents. It is not anticipated that any adverse impacts will be caused by the implementation of this business plan. However, due to the high-level nature of the plan it is not possible to be certain. Thus, relevant subsequent decisions will undergo their own equality impact assessments.	Not applicable	Not applicable
Human Rights impacts		The Council's business plan will help to ensure that the organisation meets its corporate vision and aims which includes supporting Torbay's most vulnerable residents. It is not anticipated that any adverse impacts will be caused by the implementation of this business plan. However, due to the high-level nature of the plan it is not possible to be certain. Thus, relevant subsequent decisions will undergo their own equality impact assessments.	Not applicable	Not applicable

Child Friendly		The Council's business plan will help to ensure that the organisation meets its corporate vision and aims which includes supporting Torbay's most vulnerable residents. It is not anticipated that any adverse impacts will be caused by the implementation of this business plan. However, due to the high-level nature of the plan it is not possible to be certain. Thus, relevant subsequent decisions will undergo their own equality impact assessments.	Not applicable	Not applicable

15 Cumulative Council Impact

15.1 In developing the Council Business Plan the Members of the Cabinet and the Directors have been aware of the cumulative council impact. Overall, the Council Business Plan should have a positive cumulative impact.

16 Cumulative Community Impacts

16.1 In developing the Council Business Plan the Members of the Cabinet and the Directors have been aware of the cumulative community impact. Overall, the Council Business Plan should have a positive cumulative impact.

TORBAY COUNCIL

Council Business Plan 2024-27

Investing in our future. Delivering the basics well.

Refresh 2026 - DRAFT

Community and People

We want people across Torbay to celebrate success and feel part of their community.

Torbay will be recognised as a child friendly place. We want all residents, including our children and young people, to feel and be safe and to live well within their communities.

Everyone will have access to support, information, advice and guidance so they can meet their aspirations. With the best possible education and training, people will be enabled to fulfil their potential. We will support people to live independently.

Our communities will be encouraged and supported to bring about positive change for the good of Torbay. People will have a better sense of ownership of the services and activities available to them. We will minimise barriers for community service delivery whilst maintaining our duty of care and legal requirements. We will build strong working relationships with our community police.

Our priorities

We will:

- Ensure our town centres are safe and welcoming for all (C1)
- Keep children safe in their communities and provide safe environments for our young people to thrive in (C2)
- Ensure early intervention is effective and targeted (C3)
- Provide the best care and support available so that residents are empowered to achieve what matters most to them (C4)
- Provide clear signposting for those needing our help (C5)
- Support and encourage community action (C6)
- Improve wellbeing and reduce social isolation (C7)

The outcomes we want to see

- All residents are supported to live independent, healthy, active lives, without the need for long-term services
- Young people in receipt of services from children's services are prepared for adulthood
- People with care and support needs feel empowered and can access good or outstanding quality and tailored care and support
- Carers are identified quickly and provided with the information, advice and support services they need
- People feel they belong to their local area
- Gaps in healthy life expectancy between affluent and deprived areas of Torbay are reduced
- People feel that their physical and mental wellbeing is as good as possible

Priority C1: Ensure our town centres are safe and welcoming for all

Action C1.1 Deliver Operation Town Centres

Milestones:

Review partnership arrangements for addressing Youth Anti-Social Behaviour to improve co-ordination with clearer roles and responsibilities and more effective joint interventions..... September 2026

Undertake review of the Community Safety Partnership in order to deliver co-ordinated and impactful community safety outcomes..... September 2026

Evaluate the impact and outcomes demonstrated by our Town Centre Officer function..... September 2026

Related Actions

Action C2.2 Achieve UNICEF UK Children Friendly Community status

Action C3.1 Promote healthy behaviours and environments

Action P1.1 Deliver the Council's Housing Strategy

Action P1.3 Provide support for those who are homeless

Action P2.1 Deliver town centre regeneration schemes (including associated affordable housing)

Action P2.2 Deliver as part of the Levelling Up Partnership

Action P3.2 Develop and deliver an updated Culture Strategy

Action E3.1 Improve transport connectivity and sustainability to, from and within Torbay

Outcomes

- People feel safe in their local area, during the day and after dark
- People feel they belong to their local area
- People feel that their physical and mental wellbeing is as good as possible

Priority C2: Keep children safe in their communities and provide safe environments for our young people to thrive in

Action C2.1 Deliver the Best Start for Life and Good Level of Development priorities through the Family Hub delivery model

Milestones:
- Publish the Best Start for Life delivery plan ..... March 2026
- Review and re-procurement of 0-19 services to support embedding of Family Hub model and support young people with special educational needs and/or disabilities to age 25 .... April 2027
- Identify activities to be delivered from the Family Hub for older children ..... April 2027
- Expand the Family Hub deliver model to deliver from community based places to reach those families who may not engage ..... April 2027

Action C2.2 Achieve Child Friendly Community status

Milestones:
- Develop a care experienced youth and skills hub, with dedicated space for care experienced young people to support them into education, employment and training and to have far reaching aspirations ..... April 2026
- Approval of Child Friendly Commitment action plan and governance arrangements ..... May 2026
- Develop a youth hub to support older children, with a place to drop-in, connect with others and feel safe ..... June 2026
- UNICEF Recognition of Commitment confirmed 2026
- Child-friendly approach embedded within Equality Impact Assessments and corporate decision-making frameworks..... 2026–27

Action C2.3 Undertake a review of Torbay's play parks

Milestones:
- Implementation of Improvement Plan for Torbay's Play Parks ..... Delivery Summer 2025
- Conclude the initial review of the play park estate and implement the first phase of improvements ..... October 2026
- Develop the funding strategy for further phases of improvements across the estate ..... September 2026

Action C2.4: Develop and deliver a co-designed Education Strategy with the Local Education Improvement Board

Milestones:
- Education Leaders Conference ..... April 2026
- Refreshed Strategy agreed ..... July 2026
- Implementation of refreshed Strategy ..... from September 2026

Related Actions

Action C1.1 Deliver Operation Town Centres

Action C3.1 Promote healthy behaviours and environments

Action C4.2 Deliver a Carers Strategy

Action C5.1 Improve how we signpost to information, advice and guidance

Action C6.1 Consider how community action can be encouraged, supported and rewarded

Action C6.2 Develop a plan to support Torbay's community centres

Action C7.1 Help people to live well and independently

Action P1.1 Deliver the Council's Housing Strategy

Action P1.3 Provide support for those who are homeless

Action P5.4 Improve road safety, especially around schools and address speeding traffic spots

Action E1.1 Improve the skills and qualifications of our residents, including children and young people

Action E3.1 Improve transport connectivity and sustainability to, from and within Torbay

Outcomes

- Fewer children need to be cared for by the Council
- All residents are supported to live independent, healthy, active lives, without the need for long-term services
- Young people in receipt of services from children's services are prepared for adulthood
- People with care and support needs feel empowered and can access good or outstanding quality and tailored care and support
- People feel they belong to their local area

Priority C3: Ensure early intervention is effective and targeted

Action C3.1 Promote healthy behaviours and environments

Milestones:

- Review and re-procure public health services to support healthy behaviours ..... May 2026
- Develop and ratify an Unhealthy Food Advertising Policy for council owned assets ..... March 2027
- Develop and implement an oral health service and pathway for homeless people ..... March 2027
- Review and re-procure public health services to support healthy behaviours ..... March 2027

Related Actions

Action C1.1 Deliver Operation Town Centres

Action C2.1 Fully embed the Family Hub model across Torbay

Action C7.2 Support young people who experience SEND to live independently

Outcomes

- Fewer children need to be cared for by the Council
- All residents are supported to live independent, healthy, active lives, without the need for long-term services
- Young people in receipt of services from Children's Services are prepared for adulthood
- People with care and support needs feel empowered and can access good or outstanding quality and tailored care and support
- Carers are identified quickly and provided with the information, advice and support services they need
- Gaps in healthy life expectancy between affluent and deprived areas of Torbay are reduced
- People feel that their physical and mental wellbeing is as good as possible

Priority C4: Provide the best care and support available so that residents are empowered to achieve what matters most to them

Action C4.1 **Continue to deliver the Adult Social Care transformation and Improvement Programme with Torbay and South Devon NHS Foundation Trust.**

Milestones:
- Implement new care management system to support more efficient Adult Social Care ....September 2026
- Develop and implement a new operational delivery structure for Adult Social Care frontline teams in response to feedback from people in receipt of care and support .....December 2026
- Design and implement joint commissioning arrangements to best support the development of a high-quality care market in Torbay. ..... December 2026

Action C4.2 **Deliver the Carers Strategy**

Milestones:
- Develop Unpaid Carers Needs Assessment .....August 2026
- Deliver Carers Week ..... October 2026
- Undertake evaluation of newly commissioned replacement care offer.....December 2026

Action C4.3 **Focus on transition pathways for young people who are not eligible for adult social care**

Milestones:
- Undertake analysis of existing commissioned offers for young people transitioning for childhood to adulthood who are not eligible for Adult Social Care provision ..... December 2026
- Develop a market position statement and commission services accordingly.....March 2027

Related Actions

Action C1.1	Deliver Operation Town Centres
Action C2.1	Fully embed the Family Hub model across Torbay
Action C3.1	Promote healthy behaviours and environments
Action C5.1	Improve how we signpost to information, advice and guidance
Action C7.1	Help people to live well and independently
Action C7.2	Support young people who experience SEND to live independently
Action P1.3	Provide support for those who are homeless

Outcomes

- All residents are supported to live independent, healthy, active lives, without the need for long-term services
- Young people in receipt of services from children's services are prepared for adulthood

- People with care and support needs feel empowered and can access good or outstanding quality and tailored care and support
- Carers are identified quickly and provided with the information, advice and support services they need
- Gaps in healthy life expectancy between affluent and deprived areas of Torbay are reduced
- People feel that their physical and mental wellbeing is as good as possible

Priority C5: Provide clear signposting for those needing our help

Action C5.1 Improve how we signpost to information, advice and guidance

Milestones:

Review the hosting, content and ongoing maintenance of the Family Hubs website. ..... September 2026

Review the SEND/Local Offer website to make it user friendly ..... September 2026

Establish a standalone care experienced interactive online platform ..... March 2027

Review and update adult social care web content..... March 2027

Use customer contact data to inform improvements to how residents access information, advice and guidance ..... March 2027

Related Actions

Action C1.1 Deliver Operation Town Centres

Action C2.1 Fully embed the Family Hub model across Torbay

Action C4.2 Deliver a new Carers Strategy

Action C7.2 Support young people who experience SEND to live independently

Outcomes

- All residents are supported to live independent, healthy, active lives, without the need for long-term services
- Young people in receipt of services from children's services are prepared for adulthood
- People with care and support needs feel empowered and can access good or outstanding quality and tailored care and support
- Carers are identified quickly and provided with the information, advice and support services they need
- People feel that their physical and mental wellbeing is as good as possible

Priority C6: Support and encourage community action

Action C6.1 Consider how community action can be encouraged, supported and rewarded

Milestones:

Enable sector leadership/business leadership through the creation of the Torbay Business Advisory Group..... June 2026

Grow the Torbay Champions Network to strengthen Pride in Place and embed the Torbay Story more widely ..... September 2026

Work with the Torbay Place Leadership Board to update the Torbay Story taking account of progress and the changing environment..... September 2026

Consider how Torbay can "secure effective governance" of neighbourhood areas as required by the English Devolution and Community Empowerment Bill/Act ..... March 2027

Explore how we can improve how we work with community groups and businesses to support Operation Brighter Bay ..... March 2027

Ensure our work with the Voluntary, Community, Faith and Social Enterprise sector in Torbay reflects the Civil Society Covenant ..... March 2027

Related Actions

Action C2.1 Fully embed the Family Hub model across Torbay

Action C4.2 Deliver a new Carers Strategy

Action C5.1 Improve how we signpost to information, advice and guidance

Action C7.2 Support young people who experience SEND to live independently

Outcomes

- All residents are supported to live independent, healthy, active lives, without the need for long-term services
- People with care and support needs feel empowered and can access good or outstanding quality and tailored care and support
- Carers are identified quickly and provided with the information, advice and support services they need
- People feel they belong to their local area
- People feel that their physical and mental wellbeing is as good as possible

Priority C7: Improve wellbeing and reduce social isolation

Action C7.1 Help people to live well and independently

Milestones:

Develop delivery plan and embed legislative changes to care leaver's duties outlined in the Children's Wellbeing and Schools Bill ..... June 2026

Launch our Housing Needs Assessment to support our work with external partners to drive housing sufficiency and innovation in approach ..... May 2026

Further review and changes implemented to ensure correct SEND school placements to meet the needs of Torbay's children and young people ..... June 2026

Develop revised commissioning arrangements for homecare, including an updated specification to focus on maintaining independence for as long as possible .... November 2026

Develop revised commissioning arrangements for residential care for adults including a new specification and fee framework to support a diverse and high quality care market ..... April 2027

Action C7.3 Deliver priorities in the Torbay Suicide Prevention Action Plan

Milestones:

Deliver the 2026/2027 Annual Torbay Suicide Prevention Action Plan ..... March 2027

Deliver the Year 1 priorities of the Devon-wide Suicide Prevention Strategic Plan 2026-2031..... March 2027

Action C7.4 Deliver priorities within the Domestic Abuse and Sexual Violence Strategy

Milestones:

Develop and explore sustainable funding options for a behaviour change programme in Torbay..... July 2026

Prepare for the changes arising from the abolition of the Office of the Police and Crime Commissioner and any other relevant bodies. ..... April 2027

Review the DASV Strategy to ensure a coordinated approach that responds specifically to the needs of families and children and older people. ..... April 2027

Related Actions

Action C1.1 Deliver Operation Town Centres

Action C2.1 Fully embed the Family Hub model across Torbay

Action C2.2 Achieve UNICEF UK Child Friendly Community status

Action C3.1 Promote healthy behaviours and environments

Action C4.1 Agree and program the Memorandum of Understanding for Adult Social Care and associated financial transformation plan

Action C4.2 Deliver a new Carers Strategy

Action C5.1 Improve how we signpost to information, advice and guidance

Action C6.2 Develop a plan to support Torbay's community centres

Outcomes

- People feel safe in their local area, during the day and after dark
- Fewer children need to be cared for by the Council
- All residents are supported to live independent, healthy, active lives, without the need for long-term services
- Young people in receipt of services from children's services are prepared for adulthood
- People with care and support needs feel empowered and can access good or outstanding quality and tailored care and support
- Carers are identified quickly and provided with the information, advice and support services they need
- People feel they belong to their local area
- People feel that their physical and mental wellbeing is as good as possible

Pride in Place

We will invest in our three towns to enable them to develop their own distinct identities and roles. Using Torbay's unified and complementary offer as a UNESCO Geopark and a premier marine and natural experience, we will attract, retain, and grow leading edge technology businesses. We want Torbay to be a place where people of all ages want to live as well as visit. A place where everyone benefits from and enjoys a premier resort experience.

There will be more good quality, affordable and permanent properties that people, including those who are vulnerable, or care experienced, can call their home. We will work with landlords and developers to maximise the use of suitable housing stock, including social housing, and create decent accommodation across Torbay. We want this to be an even better place for people to live in whilst protecting our environment.

We will work to get the basics right, so that our town centres, seafronts and residential areas are clean, safe and well-maintained.

We will celebrate and protect the places that make Torbay special, maximising the cultural, heritage and event opportunities for our residents and visitors alike. Working in partnership we will continue to address the climate emergency so as to create a sustainable future.

Our priorities

We will:

- Improve the delivery, affordability and quality of housing (including housing standards) for residents in Torbay (P1)
- Draw investment into our towns and breathe life into our town centres, partnering with the private sector to deliver major projects (P2)
- Maximise heritage and cultural opportunities for the enjoyment and benefit of residents and visitors (P3)
- Ensure the effective operation of SWISCo to have resources to reinvest in Torbay (Operation Brighter Bay) (P4)
- Protect and enhance our lived, built and natural environments, including our green spaces (P5)
- Improve the delivery of our planning service (P6)
- Deliver priority capital projects within the Council's Capital Programme (P7)

The outcomes we want to see

- Enhanced high streets that attract long-term tenants and an increased number of visitors
- An enhanced and coherent culture, heritage and events offer with increased engagement and participation
- Increased customer satisfaction with our parks, green spaces and streets
- More equitable access to warm, healthy, affordable homes for all people in Torbay
- Younger, skilled people are attracted and retained to live and/or work in Torbay

- Increased customer satisfaction with the Council's planning service
- Increased resident satisfaction with the local area

Priority P1: Improve the delivery, affordability and quality of housing (including housing standards) for residents in Torbay

Action P1.1 Deliver the Council's Housing Strategy

Milestones:

Finalise submitted planning permission for accommodation repurposing project scheme 2 - Seabury Hotel.....May 2026

Complete the St Kilda's project ..... July 2026

Start on site for accommodation repurposing project scheme 2 - Seabury Hotel..... Summer 2026

Refresh the Housing Providers Forum to focus on improving housing standards to enhance stock quality .. September 2026

Implement local policies and operational changes that maximise the preventative impact of the Renters' Rights Act ..... April 2027

In responding to our corporate parenting responsibility, ensure there is sufficient accommodation for care experienced young people to remain living in the Bay .....June 2026

Action P1.3 Provide support for those who are homeless

Milestones:

Evaluate the new SWEP model to identify how well it delivers safe, timely and effective protection, so as to inform future improvements .....August 2026

Develop an action plan that ensures the organisation achieves the targeted reductions within the National Plan to End Homelessness .....August 2026

Redesign the temporary accommodation support offer to ensure it provides sufficient capacity and meets the support needs of all households entitled to statutory assistance. .....December 2026

Related Actions

Action C3.1 Promote healthy behaviours and environments

Action C7.1 Help people to live well and independently

Action C7.2 Support young people who experience SEND to live independently

Action P2.1 Deliver town centre regeneration schemes (including associated affordable housing)

Action P2.2 Deliver as part of the Levelling Up Partnership

Outcomes

- More equitable access to warm, healthy, affordable homes for all people in Torbay
- Younger, skilled people are attracted and retained to live and/or work in Torbay
- Increased resident satisfaction with the local area

Priority P2: Draw investment into our towns and breathe life into our town centres, partnering with the private sector to deliver major projects

Action P2.1 Deliver town centre regeneration schemes (including associated affordable housing)

Milestones: Deliver the regeneration scheme at The Strand, Torquay

- Planning application ..... April 2026
- Planning Determination ..... July 2026
- Construction programme (subject to planning & funding)..... January 2027-Winter 2028

Subject to planning and funding, deliver the regeneration scheme at Crossways, Paignton..... August 2026-September 2028

Deliver the regeneration scheme at Victoria Square, Paignton

- Masterplan Adopted .....November 2026
- Planning Submission .....August 2027
- Construction programme (subject to planning & funding).... September 2028-Summer 2030

Deliver the regeneration scheme at Central Car Park, Brixham

- Agree the business case ..... Autumn 2026
- Start on site .....Autumn 2027

Commence Phase 1 on site of the regeneration scheme at Union Square, Torquay.....March 2027

Develop outline proposals for Lower Union Lane area of Torquay ..... September 2027

Action P2.2 Work with businesses, landlords and community partners to raise the quality, safety and appeal of our town centres

Milestones: Establish a Town Centre Lead and publish an action plan to improve trader engagement across the three towns.....June 2026

Work with businesses via the Enterprise Fund to support shopfront improvements, signage refresh and consistent branding..... September 2026

Within Operation Brighter Bay, consider how the overall appearance of each town centre can be refreshed .....October 2026

Introduce youth-friendly town centre improvements .....October 2026

Consider more targeted enforcement of private sector landlords in town centres for improvement works..... December 2026

Related Actions

Action C1.1 Deliver Operation Town Centres

Action C2.2 Achieve UNICEF UK Child Friendly Community status

Action P1.1 Deliver the Council's Housing Strategy

Action E3.1 Improve transport connectivity and sustainability to, from and within Torbay

Outcomes

- Enhanced high streets that attract long-term tenants and an increased number of visitors
- An enhanced and coherent culture, heritage and events offer with increased engagement and participation
- Increased customer satisfaction with our parks, green spaces and streets
- More equitable access to warm, healthy, affordable homes for all people in Torbay
- Younger, skilled people are attracted and retained to live and/or work in Torbay
- Increased resident satisfaction with the local area

Priority P3: Maximise heritage and cultural opportunities for the enjoyment and benefit of residents and visitors

Action P3.1 Enhance Torbay's cultural heritage

Milestones:

- Complete a robust options appraisal and secure agreement on the future use of the Pavilion as a key cultural/heritage asset ..... May 2026
- Accelerate the delivery of the Heritage Place programme for Torbay ..... May 2026
- Develop Torre Abbey Phase 3 (New Beginnings) delivery phase funding application ..... November 2026
- With Paignton Picture House Trust, complete the renovation of Paignton Picture House..... December 2026
- Undertake Stage 1 of works at the Pavilion..... Summer 2026
- Support the implementation of the Terra Firma project to refocus the UNESCO Geopark designation.... September 2026
- Support the development of the cultural sector in Torbay..... December 2026
- Complete Phase 1 works at Oldway Mansion ..... March 2028

Action P3.2 Develop and deliver an updated Culture Strategy

Milestones:

- Review Torbay's cultural infrastructure..... June 2026
- Update Torbay's cultural strategy ..... October 2026

Related Actions

Action C2.2 Achieve UNICEF UK Child Friendly Community status

Action C3.1 Promote healthy behaviours and environments

Action P2.1 Deliver town centre regeneration schemes (including associated affordable housing)

Action P2.2 Deliver as part of the Levelling Up Partnership

Action E3.1 Improve transport connectivity and sustainability to, from and within Torbay

Outcomes

- Enhanced high streets that attract long-term tenants and an increased number of visitors
- An enhanced and coherent culture, heritage and events offer with increased engagement and participation
- Increased customer satisfaction with our parks, green spaces and streets
- Younger, skilled people are attracted and retained to live and/or work in Torbay
- Increased resident satisfaction with the local area

Priority P4: Protect and enhance our lived, built and natural environments, including our green spaces

Action P4.1 Deliver Operation Brighter Bay

Milestones:
- Roll out the weed free streets programme ..... from April 2026
- Roll out the street sign cleaning programme ..... from April 2026
- Develop a long term management programme for former Torbay Coast and Countryside Trust land.....March 2027

Action P4.2 Deliver the Paignton and Preston Waterfront scheme

Milestones:
- Complete the Preston seafront works ..... April 2027
- Complete the Paignton seafront works.....May 2027

Action P4.3 Deliver the Council Climate Change Action Plan and support the delivery of A Greener Way for our Bay

Milestones:
- Commission 10 more energy audits and Renewable Energy opportunity assessments for the corporate estate.....December 2026
- Subject to the development and approval of the business case, roll out of a programme of solar PV on roofs across the council's worst energy performing buildings .....March 2027
- Complete the decarbonisation programmes at Tor Hill House, Paignton Library and Sherwell Valley Primary School .....March 2027
- Subject to the development and approval of the business case, install a new street lighting control management system and LED lighting .....March 2027
- Work with ECOE Advice and DCE Partnership to explore scaling up retrofit grants and support .....March 2027
- Explore options to continue net zero support to businesses .....March 2027
- Bid for available net zero carbon fund when open .....March 2027

Action P4.4 Improve road safety, especially around schools and address speeding traffic spots

Milestones:
- Implement the next phase of 20 mph zones subject to results of consultation ..... September 2026

Action P4.5 Enhance and maintain Torbay's natural, coastal and recreational environments

Milestones:
- Implement the English Riviera Beach Standards ..... Summer 2026
- Deliver improvements to the South West Coast Path.....March 2027

Deliver operational and safety improvements across Tor Bay Harbour to provide a more effective and efficient service ..... March 2027

Review and update the Torbay Sports Strategy to increase physical activity rates across Torbay ..... September 2026

Related Actions

Action C1.1 Deliver Operation Town Centres

Action C2.3 Undertake a review of Torbay's play parks

Action C3.1 Promote healthy behaviours and environments

Action C6.1 Consider how community action can be encouraged, supported and rewarded

Action C6.2 Develop a plan to support Torbay's community centres

Action P1.1 Deliver the Council's Housing Strategy

Action P2.1 Deliver town centre regeneration schemes (including associated affordable housing)

Action P2.2 Deliver as part of the Levelling Up Partnership

Action P3.1 Enhance Torbay's cultural heritage

Action P4.1 Deliver Operation Brighter Bay

Action P6.1 Make improvements to the Planning Service

Outcomes

- Enhanced high streets that attract long-term tenants and an increased number of visitors
- An enhanced and coherent culture, heritage and events offer with increased engagement and participation
- Increased customer satisfaction with our parks, green spaces and streets
- Younger, skilled people are attracted and retained to live and/or work in Torbay
- Increased resident satisfaction with the local area
- More equitable access to warm, healthy, affordable homes for all people in Torbay
- Increased customer satisfaction with the Council's planning service

Priority P5: Ensure the effective operation of SWISCo to have resources to reinvest in Torbay

Related Actions

Action C1.1 Deliver Operation Town Centres

Action C6.1 Consider how community action can be encouraged, supported and rewarded

Action P4.1 Deliver Operation Brighter Bay

Outcomes

- Increased customer satisfaction with our parks, green spaces and streets
- Increased resident satisfaction with the local area

Priority P6: Improve the delivery of our planning service

Action P6.1 Continue the improvements to the Planning Service

Milestones: Continue to raise awareness of pre-application engagement with the Planning Service .....March 2027

Ensure continued improved performance through sophisticated data collection and resource allocation .....March 2027

Outcomes

- Enhanced high streets that attract long-term tenants and an increased number of visitors
- An enhanced and coherent culture, heritage and events offer with increased engagement and participation
- More equitable access to warm, healthy, affordable homes for all people in Torbay
- Increased customer satisfaction with the Council's planning service
- Increased resident satisfaction with the local area

Priority P7: Deliver priority capital projects within the Council's Capital Programme

Related Actions

Action C7.1 Help people live well and independently

Action P1.1 Deliver the Council's Housing Strategy

Action P1.2 Deliver positive outcomes for Torbay from the Devon and Torbay Combined County Authority

Action P2.1 Deliver town centre regeneration schemes (including associated affordable housing)

Action P2.2 Deliver as part of the Levelling Up Partnership

Action P3.1 Enhance Torbay's cultural heritage

Action P5.2 Deliver the Paignton Sea Defence Scheme

Action P5.3 Deliver the Carbon Neutral Council Action Plan and support delivery of the Torbay Carbon Neutral Plan

Action P5.4 Improve road safety, especially around schools and address speeding traffic spots

Action E3.1 Improve transport connectively and sustainability to, from and within Torbay

Outcomes

- Enhanced high streets that attract long-term tenants and an increased number of visitors
- An enhanced and coherent culture, heritage and events offer with increased engagement and participation
- More equitable access to warm, healthy, affordable homes for all people in Torbay
- Younger, skilled people are attracted and retained to live and/or work in Torbay
- Increased resident satisfaction with the local area

Economic Growth

We will attract, retain and grow our economic specialisms so we have growth which builds on our reputation. There will be good employment and learning opportunities that enhance the potential for our residents and our communities. Residents will be able to access those opportunities because of the improved connectivity to, from and within Torbay.

Torbay is looking to the future and reaching out to collaborate, attract more investment and make the most of the considerable assets and opportunities it has.

We want to create the conditions for a strong and sustainable economy that supports a diverse mix of industries and jobs that inspire, providing equality of opportunity. We will support businesses to flourish and grow as well as attracting new businesses to the Bay.

Our priorities

We will:

- Encourage aspiration, providing opportunities for everyone to raise their skill level, particularly in high value careers (E1)
- Drive training opportunities across all sectors to empower people to improve their skills (E2)
- Improve transport links to and within Torbay (E3)
- Develop a year-round economy (E4)
- Increase in the amount of full-time employment opportunities within Torbay (E5)
- Focus on inclusive growth, with opportunities which benefit everyone (E6)

The outcomes we want to see

- Established pathways for young people, including those with special educational needs and/or disabilities (SEND), and unemployed to employment opportunities with skills levels moving toward national averages
- People have better transport and digital connections to jobs and amenities
- Vacancy rates falling year on year with business reporting they can find talent
- Improved productivity in Torbay which closes the gap compared to the national data
- The number of businesses and jobs in Torbay increases
- Better balance of full-time to part-time opportunities
- Targeted approach to inward investment which attracts new high-tech companies

Priority E1: Encourage aspiration, providing opportunities for everyone to raise their skill level, particularly in high value careers

Action E1.1 Improve the skills and qualifications of our residents, including children and young people

Milestones:

Embed the use of Employment and Skills Plans through Build Torbay..... June 2026

85% of careers hub eligible schools achieving Gatsby benchmark 5… ..... June 2026

Pilot new programme to increase the opportunities for children and young people who experience SEND to access work experience..... July 2026

Pilot new programme to increase the opportunities for children and young people who are care experienced to access work experience..... July 2027

Related Actions

Action C2.1 Fully embed the Family Hub model across Torbay

Action C2.2 Achieve UNICEF UK Child Friendly Community status

Action C3.1 Promote healthy behaviours and environments

Action C4.2 Deliver a Carers Strategy

Action C5.1 Improve how we signpost to information, advice and guidance

Action C7.1 Help people to live well and independently

Action C7.2 Support young people who experience SEND to live independently

Action P1.2 Deliver positive outcomes for Torbay from the Devon and Torbay Combined County Authority

Action P1.3 Provide support for those who are homeless

Action P2.2 Deliver as part of the Levelling Up Partnership

Action E3.1 Improve transport connectivity and sustainability to, from and within Torbay

Performance indicators

Outcomes

- Established pathways for young people, including those with special educational needs and/or disabilities (SEND), and unemployed to employment opportunities with skills levels moving toward national averages
- Vacancy rates falling year on year with business reporting they can find talent
- Improved productivity in Torbay which closes the gap compared to the national data
- The number of businesses and jobs in Torbay increases

Priority E2: Drive training opportunities across all sectors to empower people to improve their skills

Action E2.1 Develop a series of training programmes

Milestones:
- Begin second year of the Connect to Work programme ..... April 2026
- Review contract delivery for Connect to Work to ensure the appropriate number of outputs are delivered in Torbay ..... October 2026
- Identify funding and develop projects focusing on skills and employment outcomes in construction, health and social care, hospitality and the high value sectors..... January 2027

Related Actions

Action C2.1 Fully embed the Family Hub model across Torbay

Action C2.2 Achieve UNICEF UK Child Friendly Community status

Action C3.1 Promote healthy behaviours and environments

Action C4.2 Deliver a Carers Strategy

Action C5.1 Improve how we signpost to information, advice and guidance

Action C7.1 Help people to live well and independently

Action C7.2 Support young people who experience SEND to live independently

Action P1.2 Deliver positive outcomes for Torbay from the Devon and Torbay Combined County Authority

Action P2.2 Deliver as part of the Levelling Up Partnership

Action E3.1 Improve transport connectivity and sustainability to, from and within Torbay

Outcomes

- Established pathways for young people, including those with special educational needs and/or disabilities (SEND), and unemployed to employment opportunities with skills levels moving toward national averages
- People have better transport and digital connections to jobs and amenities
- Vacancy rates falling year on year with business reporting they can find talent
- Improved productivity in Torbay which closes the gap compared to the national data

Priority E3: Improve transport links to and within Torbay

Action E3.1 Improve transport connectivity and sustainability to, from and within Torbay

Milestones:

Consultation on initial priorities within the Local Cycling and Walking Infrastructure Plan ..... May 2026

Introduce electric buses into service ..... Summer 2026

Identify where there are insufficient travel connections between learning, employment, housing and healthcare..... October 2026

Work with CCA to identify and address regional transport issues which impact delivery of our ambitions..... March 2027

Review the timetable and undertake a study to identify the actions which could be taken with operators to reduce travel time by rail to and from Exeter ..... March 2027

Related Actions

Action C2.2 Achieve UNICEF UK Child Friendly Community status

Action C3.1 Promote healthy behaviours and environments

Action C7.1 Help people to live well and independently

Action C7.2 Support young people who experience SEND to live independently

Action P1.2 Deliver positive outcomes for Torbay from the Devon and Torbay Combined County Authority

Action P2.1 Deliver town centre regeneration schemes (including associated affordable housing)

Action P2.2 Deliver as part of the Levelling Up Partnership

Action P5.3 Deliver the Carbon Neutral Council Action Plan and support the delivery of the Torbay Carbon Neutral Plan

Action P5.4 Improve road safety, especially around schools and address speeding traffic hotspots

Outcomes

- People have better transport and digital connections to jobs and amenities
- Vacancy rates falling year on year with business reporting they can find talent
- Improved productivity in Torbay which closes the gap compared to the national data
- The number of businesses and jobs in Torbay increases

Priority E4: Develop a year-round economy

Action E4.1 Develop the local economy so it is growth focused, sustainable and thriving

Milestones:

Work with the Hi-Tech Cluster to develop links with regional universities and others to increase the number and value of research and development grants in Torbay ..... Ongoing

Submit planning application for additional accommodation for the Brixham Fish Market to support the maritime and fisheries sectors ..... June 2026

Technology Park Two ready for occupation ..... December 2026

Review Destination Management Plan..... December 2026

Develop opportunities for our role in the Regional Supply Chain through Build Torbay.....March 2027

Related Actions

Action C2.2 Achieve UNICEF UK Child Friendly Community status

Action C3.1 Promote healthy behaviours and environments

Action C7.1 Help people to live well and independently

Action C7.2 Support young people who experience SEND to live independently

Action P1.1 Deliver the Council's Housing Strategy

Action P1.2 Deliver positive outcomes for Torbay from the Devon and Torbay Combined County Authority

Action P2.1 Deliver town centre regeneration schemes (including associated affordable housing)

Action P2.2 Deliver as part of the Levelling Up Partnership

Action P3.2 Develop and deliver an update Cultural Strategy

Action P5.3 Deliver the Carbon Neutral Council Action Plan and support the delivery of the Torbay Carbon Neutral Plan

Outcomes

- People have better transport and digital connections to jobs and amenities
- Vacancy rates falling year on year with business reporting they can find talent
- Improved productivity in Torbay which closes the gap compared to the national data
- The number of businesses and jobs in Torbay increases
- Better balance of full-time to part-time opportunities
- Targeted approach to inward investment which attracts new high-tech companies

Priority E5: Increase the amount of full-time employment opportunities within Torbay

Action E5.1 **Facilitate the creation of more full-time job opportunities in Torbay and create the environment in which more better paid, quality jobs can be created**

Milestones:
- Identify more employment land through the adoption of the emerging new Local Plan ..... December 2026
- Develop and deliver the key sector growth initiatives for the Hi Tech sector..... September 2027
- Develop and deliver the key sector growth initiatives for the Creative sector..... September 2027

Related Actions

Action C2.2 Achieve UNICEF UK Child Friendly Community status

Action C7.1 Help people to live well and independently

Action C7.2 Support young people who experience SEND to live independently

Action P1.1 Deliver the Council's Housing Strategy

Action P1.2 Deliver positive outcomes for Torbay from the Devon and Torbay Combined County Authority

Action P2.1 Deliver town centre regeneration schemes (including associated affordable housing)

Action P2.2 Deliver as part of the Levelling Up Partnership

Action P3.2 Develop and deliver an update Cultural Strategy

Action P6.1 Make improvements to the Planning Service

Action E1.1 Improve the skills and qualifications of our residents, including children and young people

Action E3.4 Improve transport connectivity and sustainability to, from and within Torbay

Action E4.1 Develop a local economy so it is growth focussed, sustainable and thriving

Outcomes

- Vacancy rates falling year on year with business reporting they can find talent
- Improved productivity in Torbay which closes the gap compared to the national data
- The number of businesses and jobs in Torbay increases
- Better balance of full-time to part-time opportunities

Priority E6: Focus on inclusive growth, with opportunities which benefit everyone

Action E6.1 Support the Devon and Torbay Combined County Authority to deliver its objectives

Milestones:

- Transfer of powers in relation to the adult education budget.....2026/27
- Support the CCA to develop its investment prospectus, with a focus on Torbay's outcomes being delivered ..... December 2026
- Support the CCA in extending its influence, with a focus on Torbay's outcomes being delivered.....ongoing

Action E6.2 Review our procurement offer so it enables smaller, local businesses to work with the Council

Milestones:

- Publish procurement pipeline notice .....from May 2026
- Embed new mandatory requirement for below threshold quote processes to be reserved for suppliers (including SMEs and VCSEs)based within the local authority boundary ..... September 2026
- Embed new social value policy/approach, learning and guidance across staff and suppliers ..... September 2026
- Undertake early engagement to understand of supplier markets.....October 2026

Related Actions

Action C2.2 Achieve UNICEF UK Child Friendly Community status

Action C7.1 Help people to live well and independently

Action C7.2 Support young people who experience SEND to live independently

Action P1.1 Deliver the Council's Housing Strategy

Action P1.2 Deliver positive outcomes for Torbay from the Devon and Torbay Combined County Authority

Action P2.1 Deliver town centre regeneration schemes (including associated affordable housing)

Action P2.2 Deliver as part of the Levelling Up Partnership

Action P6.1 Make improvements to the Planning Service

Action E1.1 Improve the skills and qualifications of our residents, including children and young people

Action E3.4 Improve transport connectivity and sustainability to, from and within Torbay

Action E4.1 Develop a local economy so it is growth focussed, sustainable and thriving

Action E5.1 Create more full time job opportunities in Torbay

Outcomes

- Established pathways for young people, including those with special educational needs and/or disabilities (SEND), and unemployed to employment opportunities with skills levels moving toward national averages
- People have better transport and digital connections to jobs and amenities
- Vacancy rates falling year on year with business reporting they can find talent
- Improved productivity in Torbay which closes the gap compared to the national data
- The number of businesses and jobs in Torbay increases
- Better balance of full-time to part-time opportunities

Appendix: Completed Actions

Community and People

- Submitted our application for membership of the Community Safety Accreditation Scheme
- Reviewed and refreshed our multi-agency anti-social behaviour processes and procedures in conjunction with the Police
- Established the Evening and Night-time Economy Working Group
- Undertook the Residents Satisfaction Survey
- Approved the Improvement Plan for Torbay's Play Parks
- Developed a Healthy Weight Framework and Action Plan
- Reset our Carers action plan on annual basis
- Worked with Carers Forum for replacement care offer to support our unpaid Carers
- Held our Carers Week annual event
- Improved the accessibility of our website by updating all pages to the latest templates
- Improved the accuracy and search results on our website by reviewing any pages that have not been updated for more than 12 months December 2025
- Improves our website navigation, by reviewing current site architecture and content/layout of home page and main topic landing pages
- Developed the 25/26 Action Plan to support the delivery of "The Big Plan" for learning disabilities
- Created our Housing in Later Life strategy
- Updated the Joint Strategic Needs Assessment for SEND
- Delivered Torbay Baton of Hope Relay and developed the legacy of the Relay
- Undertook a review of current Domestic Abuse and Sexual Violence learning offers to ensure they are up to date, tailored to different audiences
- Delivered three communications campaigns in relation to Domestic Abuse and Sexual Violence (including 16 Days of Action)

Pride in Place

- Undertook a housing condition survey
- Prepared business case for accommodation repurposing project (scheme 3)
- Delivered accommodation repurposing project scheme 1 – Brampton Court
- Agreed the Devon and Torbay Local Transport Plan
- Agreed the CCA's local growth plan and Corporate Plan
- Developed a Homelessness and Rough Sleeping Strategy and associated action plan which aims to reduce the need for temporary accommodation:
- Formed the Homelessness and Rough Sleeping Partnership
- Introduced sustainable integrated partnership delivery of alternative provision for SWEP
- Expanded the Housing Early Help approach to homeless families with Children's Services
- Achieved planning permission for the regeneration scheme at Union Square, Torquay
- Achieved planning permission for the regeneration scheme at Crossways, Paignton
- Completed the development phase of Heritage Places
- Introduced a street scene improvement team
- Introduced a green space improvement team
- Enhanced Brixham Harbour security & public realm
- Installed at least 40 solar powered bins
- Developed a partnership with community payback

- Increased the number of grass cuts per growing season in residential areas from seven to eight
- Started the Paignton and Preston seafront works
- Finalised the business case and entered into the commercial agreement for Brokenbury Solar Park
- Undertook feasibility studies to decarbonise ten of the Council's worst energy performing buildings
- Commenced development of a Local Energy Action Plan (stage 1 – 3) and developed a long-term plan to complete its development
- Concluded the Planning Service for the Future project

Economic Growth

- Matched 100% of careers hub eligible schools with an enterprise adviser.
- Started eight new supported SEND internships.
- Launched the Connect to Work programme
- Confirmed the criteria for the Enterprise Development Funding, proposed in the 2024/25 budget, to support economic growth and job creation
- Reviewed the Economic Growth Strategy to ensure that the action plan remains consistent with the objectives of the Council and its Place Partners.
- Increased the availability for children and young people to have access to wraparound positive activities during the school holidays.
- Delivered further Early Years entitlements to support parents with flexible childcare to return to work utilising additional funding received

TORBAY COUNCIL

Meeting: Cabinet **Date:** 17 March 2026

Wards affected: All

Report Title: Best Start in life – Torbay's Local Plan

When does the decision need to be implemented? Immediate

Cabinet Member Contact Details: Nick Bye, Cabinet Member for Children's Services, nick.bye@torbay.gov.uk

Director Contact Details: Nancy Meehan, Director of Children's Services, nancy.meehan@torbay.gov.uk and Lincoln Sargeant, Director of Public Health, lincoln.sargeant@torbay.gov.uk

1. Purpose of Report

1.1 The purpose of this report is to provide members with the draft Best Start in Life (BSiL) Plan, which is due to be published on the Council's website by 31 March 2026. The Plan sets out how Torbay will achieve its locally set targets for the proportion of children reaching a Good Level of Development (GLD) by age five (end of the Early Years Foundation Stage). It outlines the vision, strategic approach, and delivery mechanisms that will be used to meet these targets.

1.2 Publication of the BSiL Plan by 31 March 2026 is a requirement of the Department for Education (DfE), and this draft is presented to members to support transparency and oversight ahead of final approval.

1.3 Sign off the final Plan in order to meet the required deadline will be by the Director of Children's Services, Nancy Meehan, in consultation with the Lead Member for Children's Services, Nick Bye.

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 strengthening the foundations of early childhood development and ensuring that every child has the best possible start in life. The Plan sets out how Torbay will address and meet the locally set targets for children meeting a Good Level of Development (GLD) by age five. It provides a coordinated, targeted, evidence-informed programme of support from pregnancy to age five, focusing on improving children's development, reducing inequalities, and ensuring more children are ready to learn and thrive when they start school.

2.2 The reasons for the proposal and need for the decision are to formally adopt the Best Start in Life Plan as directed by the Department for Education and enable delivery of a coordinated, system-wide approach to improving early childhood development across Torbay. The plan responds to clear evidence of need, including lower levels of developmental attainment at age two to two-and-a-half, persistent gaps in Good Level of Development (GLD) at age five, and widening inequalities affecting disadvantaged children.

3. Recommendation(s) / Proposed Decision

3.1 That the Cabinet considers any views from the Children's Overview and Scrutiny Board review on the draft Best Start for Life Plan.

3.2 That, subject to 3.1 above, the draft Best Start for Life Plan set out at Appendix 1 to the submitted report be approved and the Director of Children's Services be given delegated authority to make any necessary amendments to the Plan to enable its publication by 31 March 2026, in consultation with the Cabinet Member for Children's Services.

Appendices

Appendix 1: Best Start for Life Plan.

5. Background Documents

None

6. Introduction

6.1 The Best Start in Life Plan sets out how Torbay intends to meet the government-set early years development targets detailed in table one.

6.2 The plan has been co-written with stakeholders across the Early Years system, including the Local Authority, Torbay and South Devon NHS Foundation Trust (TSDFT), and Action for Children.

Table one: Torbay's GLD Targets 2024 - 2028

Year	All Children reaching GLD		FSM Children reaching GLD target	
	Percentage	Number	Percentage	Number
2024/2025*	68.5%	749	50.7%	109
2025/2026	71%	776	55%	118
2026/2027	74%	809	58%	125
2027/2028	78%	850	62%	132

** 2024/2025 figures represent actual performance, not targets*

6.3 The plan uses Torbay's local data to illustrate where children are performing well and where the most significant developmental gaps remain.

6.4 The Plan provides the approach to improving early childhood outcomes from pregnancy to age five, ensuring that more children achieve a Good Level of Development by 2028. It outlines the key strengths of the current system, organised across major areas of the early years offer:

6.5 **Home Learning Environment**
The plan highlights the continued development of Torbay's HLE offer, including home-visit support, PEEP, Chat-Play-Read messaging and the Early Years Development Pathway. It reflects how coordinated work across the early years system is helping to strengthen parent–child interaction and early language development.

6.6 **Parenting**
Torbay's parenting support offer is well established and delivered through a wide range of evidence-based interventions. The plan describes how this support is now more coordinated, accessible and responsive to parental need, with antenatal, postnatal and early childhood pathways increasingly aligned through Family Hubs.

6.7 **Early Education, Childcare and SEND**

The plan describes strong quality across early years settings, high engagement from providers and a maturing SEND offer including Portage, Small Steps and strengthened referral pathways. It also highlights where capacity, sufficiency and inclusion continue to require targeted action.

6.8 **Healthy Babies**

The Healthy Babies programme brings together infant feeding, perinatal and infant mental health and wider maternal health support. The plan reflects the progress of these programmes and their role in strengthening early relationships, improving emotional wellbeing and reducing the inequalities that contribute to poorer child development.

6.9 **System enablers**

The plan identifies the foundational features that underpin the early years system, including Best Start Family Hubs as the central access point, workforce development, family involvement and improvements in data sharing, monitoring and evaluation.

6.10 Alongside these strengths, the Best Start in Life Plan sets out the gaps that continue to affect children's early development, together with the actions required to address them and the anticipated impact of doing so.

6.11 These gaps relate particularly to:

- The timeliness and consistency of early identification
- The reach of services into communities
- Workforce capacity
- Limitations of current data and digital systems
- Limitations to co-production

6.12 Supported by actions designed to address these issues and demonstrate the impact of doing so, each section of the plan includes a dedicated gaps section that identifies where the system is not yet meeting children's needs, the action needed to address the gap and how these changes will contribute to improved early years outcomes across Torbay

7. Options under consideration

7.1 No other options have been considered as this is a DfE requirement.

8. Financial Opportunities and Implications

8.1 Not applicable

9. Legal

9.1 None.

10. Engagement and Consultation

10.1 We have engaged with a wide range of stakeholders in developing the BSiL Plan, including colleagues from across directorates and partner organisations such as TSDFT, Action for Children and wider system partners.

10.2 Feedback from families was gathered through Family Hub activity, service-led engagement and routine parent insight, giving us a clear picture of how families understand child development and how they experience current support.

10.3 Family involvement and co-production is a core theme throughout the Plan with actions associated with the need to strengthen co-production, improve the reach of services to families who do not routinely engage, and provide clearer, more consistent child development messages. These findings shaped actions across the Plan, ensuring it reflects lived experience and supports inclusive, accessible delivery.

11. Procurement Implications

11.1 Not applicable

12. Protecting our naturally inspiring Bay and tackling Climate Change

12.1 Not applicable

13. Associated Risks

13.1 N/A

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	• 18% of Torbay residents are aged under 18 years old. • 55% of Torbay residents are aged between 18 to 64 years old. • 27% of Torbay residents are aged 65 and older.	The BSiL Plan focuses on conception to age 5 and therefore has a positive impact on young children, particularly those at risk of not achieving a Good Level of Development (GLD). Targeted approaches ensure that children in low-income families, children with delayed development, families with English as an Additional Language and young parents receive enhanced support.		Children's Services and Public Health, April 2026 – ongoing.
Carers	• At the time of the 2021 census there were 14,900 unpaid carers in Torbay. • 5,185 of these carers provided 50 hours or more of care.	The Plan addresses socio-economic disadvantage meaning that carers including young carers and parents caring for a child with SEND will benefit from the enhanced support offer. Carers can be more vulnerable to financial strain, reduced employment opportunities and increased stress, and the Plan's emphasis on early and coordinated support for families in need has a		Children's Services – Early Years. April 2026 – ongoing

		positive and proportionate impact on many carers. In particular, the strengthened early identification and support pathways for children with SEND are expected to offer additional positive benefits to carers who may face greater pressures navigating services.		
Care experienced	• As of January 2026, there were 277 former care experienced young people aged 18-24 in Torbay.	Many of the Plan's targeted actions are designed to positively support young adults who are or may become parents and who have care experience. The BSiL Plan's focus on early identification, relationship-based practice and coordinated family support provides benefits to care experienced young parents. In particular, families where children have a care plan will receive enhanced and joined-up support.		Children's Services. April 2026 and ongoing.
Disability	• In the 2021 Census, 23.9% of Torbay residents answered that their day-to-day activities were limited a little or a lot by a physical or mental health condition or illness.	The BSiL Plan provides clear positive impacts for disabled parents, carers and children by strengthening access to inclusive services and early support. The Plan's focus on early identification, parenting programmes, mental health and emotional wellbeing programmes and SEND-specific pathways ensure families who may face additional challenges are better supported, more		Children's Services and Public Health April 2026 ongoing.

		confident and able to access the help they need.		
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.	It is not anticipated that the Plan will have a specific positive or negative impact based on this characteristic.		
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.	It is not anticipated that the Plan will have a specific positive or negative impact based on this characteristic.		
Pregnancy and maternity	• Between 2013 and 2024, the rate of live births (as a proportion of females aged 15 to 44) has been slightly but significantly higher in Torbay (average of 56.0 per 1,000) than the Southwest (53.4) and broadly in line with England (56.3). • For the period 2022 to 2024, rates in Torbay (44.6) have been significantly below England (50.0).	Much of the BSiL Plan is directed towards pregnant women and young pregnant women, who are expected to benefit significantly from its strengthened early support offer. The Plan enhances antenatal pathways, improves access to parenting and infant-feeding support, and strengthens perinatal mental health provision. These actions help ensure that pregnancy, birth and the early postnatal period are healthier, safer and better supported. The Plan also enhances early identification of risks, including perinatal mental health concerns and wider maternal health issues, enabling families to receive timely and coordinated support. As a result, the Plan is anticipated to have a strong positive		Children's Services and Public Health. April 2026 and ongoing.

		impact on maternal wellbeing and early child development.		
Race	In the 2021 Census, 96.1% of Torbay residents described their ethnicity as the following: • 1.6% as Asian, Asian British or Asian Welsh • 0.3% as Black, Black British, Black Welsh, Caribbean or African • 1.5% as being of Mixed or Multiple ethnic groups • 96.1% as White • 0.4% described their ethnicity another way. • Black, Asian and minoritised ethnic communities are more likely to live in areas of Torbay classified as being amongst the 20% most deprived areas in England.	BSiL Plan has a positive impact for Black, Asian and minoritised ethnic families, including those with English as an Additional Language (EAL), it explicitly identifies EAL families as a targeted cohort for early and enhanced support. By recognising that language and cultural diversity can shape how families access early years services, the Plan strengthens opportunities for children with EAL to thrive through co-production of services and culturally and language appropriate interventions.		Children's Services and Public Health April 2026 and ongoing.
Religion and belief	The 2021 Census showed that the residents in Torbay identify their religion and/or belief as the following; • 48.5% are Christian • 0.4% are Buddist • 0.2% are Hindu • 0.6% are Muslim • Less than 0.1% are Sikh • 0.1% are Jewish • 0.7% have another religion	It is not anticipated that the Plan will have a specific positive or negative impact based on this characteristic.		

	• 43.2% have no religion • 6.3% did not answer			
Sex	• 51.3% of Torbay's population are female. • 48.7% of Torbay's population are male.	The BSiL Plan has a positive impact on both mothers and fathers by promoting access to high-quality early years support regardless of sex. While elements of the Plan such as antenatal care, infant feeding support and immediate postnatal interventions naturally focus on women during pregnancy and after birth, the overall parenting and early development offer is designed to be inclusive of all parents and caregivers. The Plan recognises the important role of fathers and male carers in children's development and includes targeted approaches to increase paternal engagement, improve access, and ensure that early years services are welcoming and responsive to fathers as well as mothers.		
Sexual orientation	In the 2021 Census, residents described their sexuality as follows; • 89% as Straight or Heterosexual • 1.7% as Gay or Lesbian • 1.1% as Bisexual • 0.1% as Pansexual • 0.1% described their sexuality another way • 7.4% of people didn't answer the question	It is not anticipated that the Plan will have a specific positive or negative impact based on this characteristic.		

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% of the population have previously served in the UK armed forces.	It is not anticipated that the Plan will have a specific positive or negative impact based on this characteristic.		
Additional considerations				
Socio-economic impacts (Including impacts on child poverty and deprivation)	• Torbay is ranked as the 39th most deprived upper tier local authority in England in the Index of Multiple Deprivation 2025.	Socio-economic deprivation is the strongest predictor of GLD outcomes in Torbay, and the BSiL Plan takes a proactive and strength-based approach to improving outcomes for children and families who may be more likely to experience disadvantage. By identifying families living in deprived areas as a priority cohort, the Plan supports earlier access to health, parenting, and early child development interventions.		
Public Health impacts (Including impacts on the general health of the population of Torbay)	• For the five-year period 2020 to 2024, data shows there is a 6-year life expectancy gap between males who live in Torbay's least and most deprived areas and, a 3-year gap for females.	The Plan aims to improve the physical, mental and emotional wellbeing of children, their siblings and their families / carers by providing evidence-based interventions, support, signposting and referral to specialist services.		
Human Rights impacts		The Best Start in Life Plan strongly aligns with the principles of the Human Rights Act 1998 and the UN Convention on the		

		Rights of the Child (UNCRC). The Plan promotes children's rights to health, development, education, safety, and participation in decisions that affect them.		
Child Friendly		By prioritising early development, positive relationships and inclusive access to services, the Plan helps create an environment where children feel safe, supported and able to express their views.		

15. Cumulative Council Impact

15.1. None

16. Cumulative Community Impacts

16.1. None

This page is intentionally left blank

Torbay's Local Plan

Best Start local plan for Torbay

Contents

1. Vision and Approach 4

Vision and approach 4

2. Early Child Development: Targets, Tracking and Current Position 5

Targets 5

Current position 6

How children's progress will be tracked 7

3. Case for Action 10

Demographics 10

Existing services 12

Summary of key strengths 12

Summary of key gaps 13

4. Best Start in Life Services – Early Child Development 15

Home Learning Environment interventions 15

Parenting interventions 17

Early Childhood Education and Care access and quality 19

Transition to school and Reception year 20

SEND support 21

Early child development gaps, actions & impact 23

5. Best Start in Life Services – Healthy Babies and Wider Maternal Health 31

Infant feeding 31

Perinatal Infant Mental Health and Parent Infant Relationship 33

Healthy Babies gaps, actions & impact 37

Wider maternal and early years health services 39

6. Best Start in Life - System enablers 41

Best Start Family Hubs 41

Workforce capacity and capabilities 42

Family involvement 43

Monitoring, evaluation and learning 44

System enablers gaps, actions & impact 46

Accountability and governance 50

DRAFT

Funding **50**

DRAFT

1. Vision and Approach

Vision and approach

Our vision is that every child in Torbay has the best possible start in life, where they can grow up safe, happy, healthy, learning well, and connected to a strong community.

Together with families and partners across all sectors, we are committed to closing gaps in early development and ensuring that more children are ready for school and confident to learn. We will achieve this by delivering joined up, preventative, and relationship-based support from pregnancy to age five.

By understanding where the gaps are, we will remove barriers, strengthen early identification of need, and offer support to families at the earliest opportunity, including those who feel un-heard and underrepresented. Together, we will create the conditions where every child can thrive, develop with confidence, and be ready for school and lifelong learning.

DRAFT

2. Early Child Development: Targets, Tracking and Current Position

Targets

Torbay's target is that by 2028, 77.8% of children overall and 61.6% of children accessing Free School Meals (FSM) reach a Good Level of Development (GLD) by the end of Early Years Foundation Stage (EYFS), or age five. This equates to 101 additional children achieving GLD overall and 23 additional children achieving GLD on Free School Meals (FSM) by 2028, see table one below.

Table 1: Torbay's GLD Targets 2024 - 2028

Year	All Children reaching GLD		FSM Children reaching GLD target	
	Percentage	Number	Percentage	Number
2024/2025*	68.5%	749	50.7%	109
2025/2026	71%	776	55%	118
2026/2027	74%	809	58%	125
2027/2028	78%	850	62%	132

** 2024/2025 figures represent actual performance, not targets*

Table two shows the projected number of children not expected to reach a GLD over the next three years, based on Torbay's falling birth rate. It compares outcomes if performance stays at the current 68.5% rate with Torbay meeting its yearly targets. Children in the second column represent those most likely to require targeted support, identified through Torbay's data on groups least likely to achieve a GLD.

Table two: Projected number of Torbay children not expected to achieve a GLD by the end of EYFS.

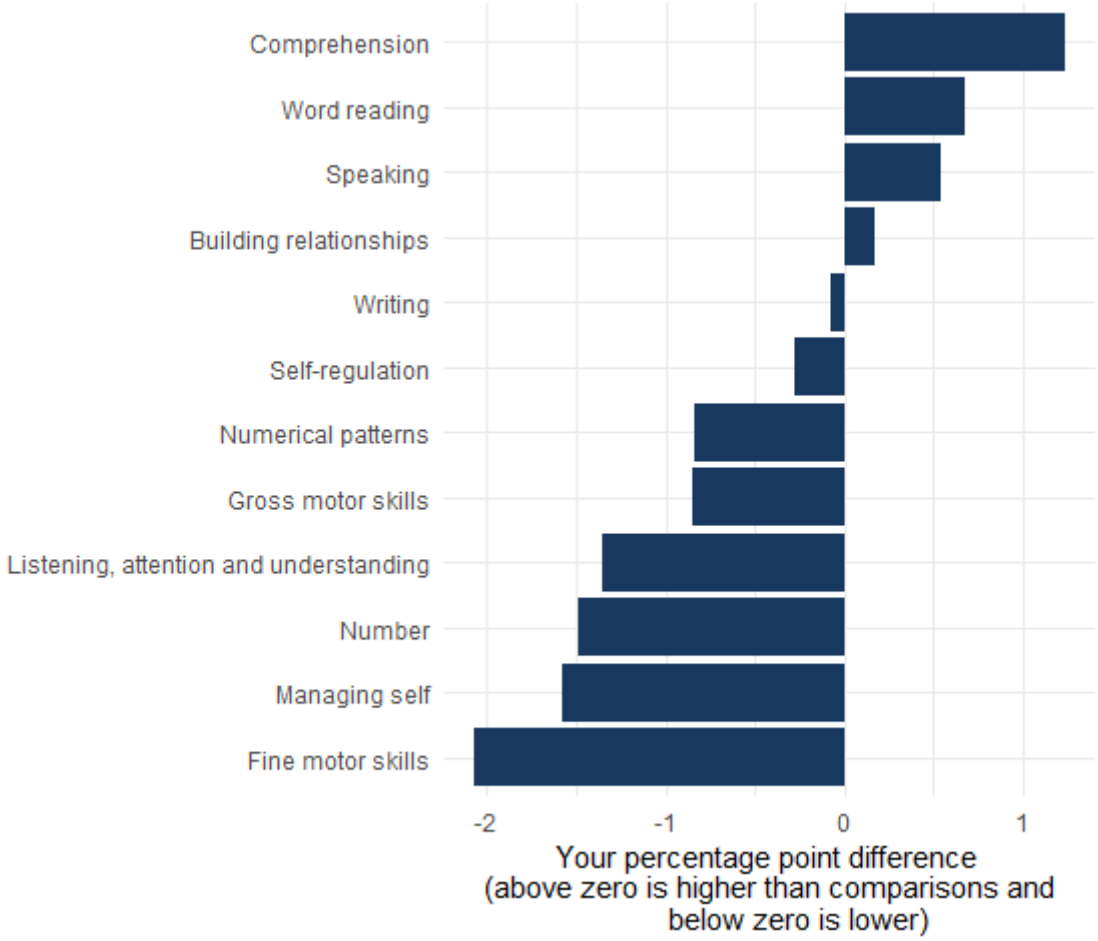
Year	No of children not expected to reach a GLD based on current achievement rate of 68.5%	No of children not expected to reach a GLD based Torbay meeting the yearly set targets
2025/2026	330	304
2026/2027	320	264
2027/2028	307	216

Current position

By reviewing the Early Learning Goals (ELGs) which are the individual measures that contribute to GLD, a more granular understanding of those areas where Torbay has a good foundation as well as where greater focus is needed (fig. 1).

Torbay's strongest areas are in comprehension, word reading and speaking, which sit at or above national levels. The greatest gaps are in fine motor skills, managing self, number, listening and attention, and early maths related goals. These domains require focused improvement to accelerate progress towards GLD targets.

Figure one: Percentage of pupils reaching each early learning goal (ELG) in Torbay compared with national averages for the 2024 to 2025 academic year



.

Source: Early Years Foundation Stage Profile 2024/25 results for your local authority and national 2024/25 data from the DfE

Different groups of children in Torbay achieve a GLD at different rates. Boys, children with an Education, Health and Care Plan (EHCP), and children with no identified special educational needs perform slightly above national averages, despite these groups typically performing less well nationally. Children who speak English as an Additional Language (EAL) show the largest gaps compared with their peers and

remain well below national levels, highlighting the need for focused attention. Children eligible for free school meals (FSM) also continue to fall slightly behind.

Ages and Stages Questionnaires (ASQ3), used at the Health Visitor led 2.3 year developmental review, show that although Torbay achieves very high coverage, (98.6% of children received an ASQ3), outcomes across all five developmental domains are below national levels.

Torbay records children who score in the "grey" band just below the expected level as not meeting expectations. Nationally, however, children scoring in the grey band are generally classified *as* meeting the expected level. This difference in reporting means Torbay appears to perform significantly below national averages. In practice, though, children in Torbay who fall within the grey band or lower are provided with additional intervention.

Table three: ASQ-3 data for Torbay and England 2024 - 2025

Year 2024/2025	**All Children reaching ASQ-3**		
Development Area	**Torbay % at or above expected level**	**England %**	**Difference (Torbay Vs England)**
Overall (all five areas)	70.7%	81.4%	-10.7 pp
Communication	82.9%	87.5%	-4.6 pp
Gross Motor	86.8%	93.6%	-6.8 pp
Fine Motor	84.6%	93.7%	-9.1 pp
Problem-Solving	87.9%	93.0%	-5.1 pp
Personal-Social	84.0%	92.3%	-7.7 pp

Data analysis of GLD outcomes at both ward level and individual school level make it clear where the children who are not reaching their developmental milestones live in Torbay and which settings they will attend. This enables support to be targeted with much greater precision.

How children's progress will be tracked

The table below sets out how Torbay will systematically track children from birth to age five to monitor progress toward GLD targets. It shows the key data sources used at each stage, who holds that data, how it will be gathered and interpreted, and how the information will trigger targeted interventions.

Table four: Tracking mechanisms for children at risk of not achieving GLD

Stage of tracking	What data is used	Who holds the data	How data is collected, collated and analysed

Early Identification (Ages 0–4)	• 1 and 2.3 year Health Visitor development reviews:
	  ○ Ages and Stages Questionnaires (ASQ) assessing across five domains.
	  ○ Early Language Identification Measure (ELIM),
	• Section 23 Notifications.
	• Targeted Groups of Children:
	  ○ Funded 2 Year Olds.
	  ○ Early Years Pupil Premium.
	  ○ Disadvantage funding.
	  ○ SEND.
		• Public Health Nursing teams.
		• Early Years settings.
		• Local Authority.
		• Family Hubs.
			• Shared from Public Health Nursing into Early Years Panels.
			• LA collates ASQ, ELIM, S23 and vulnerability indicators.
			• Analysed to spot children at risk of not achieving GLD.
			• Multi-agency use via a shared dashboard and reporting to the BSiL Board and operational workstreams.

Pre-school	• EYPP take up.
	• Funded Two Year olds.
	• Section 23 Notifications.
	• Targeted Groups of Children:
	  ○ Early Years Pupil Premium.
	  ○ Disadvantage funding.
	  ○ Boys.
		• Early Years Providers.
		• Local Authority.
		• Family Hubs.
		• Public Health Nurses.
		• Early Help.
			• Locally coproduced data collection system.
			• Local Authority combines Early Years Pupil Premium, EAL, S23 and observation data with ward level deprivation and population profiles to identify -localities with higher risk.
			• Multi-agency review via shared dashboard and Early Years Panels.

	○ Summer Born cohorts. ○ EAL. • Children performing below expected levels of development from observations.		
Reception Baseline & In year EYFS Checks	• Baseline assessments. • Targeted Groups of Children: ○ Free School Meals. ○ Children from areas of deprivation. ○ Boys. ○ Summer Born cohorts. ○ EAL. • Children performing below expected levels of development from observations.	• Schools.	• Data analysed at school level to identify children not on track for GLD and monitor -in year- progress. • Shared across services through the Local Authority dashboard and EYFS forums.
End of Reception Year	• Early Years Foundation Stage Profile.	• Schools. • Local Authority. • Department of Education (DfE).	• Statutory EYFS returns submitted by schools, collated by Local Authority and DfE. • GLD and ELG level gaps analysed to inform targeted support. • Reported through Local Authority dashboards and EYFS Forum's for systemwide action.

3. Case for Action

Demographics

Around 139,500 people live in Torbay, and children make up an important part of the population. Table five shows the breakdown by educational life-stage for Torbay.

Table five: Torbay's profile of children and young people under the age of 18

School age	Years of age	Number
Pre-school age	0-4	5, 389
Primary school age	5-10	8,456
Secondary school age	11-16	9,395
Further education age	17-18	2,988

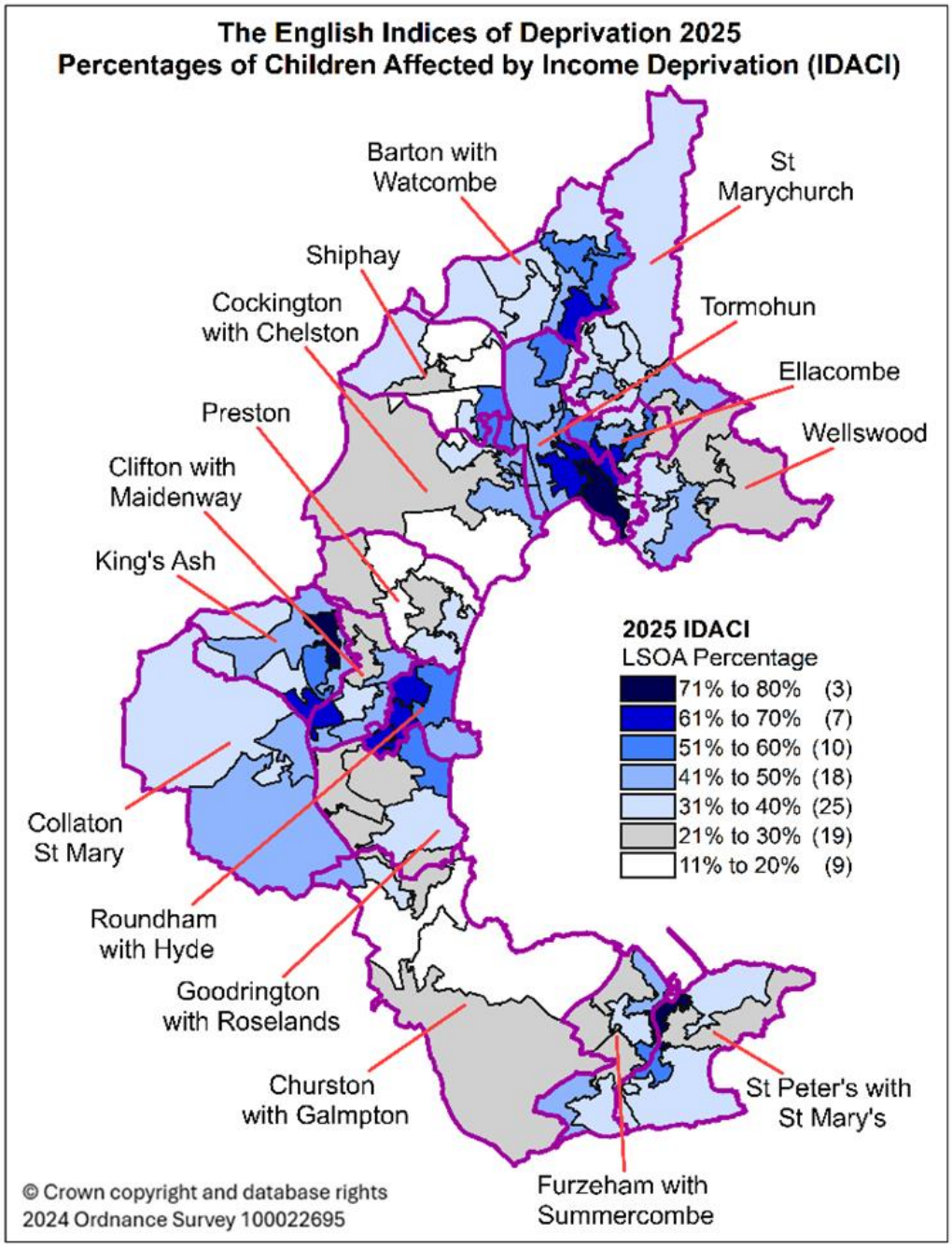
Source: the Office of National Statistics (ONS) mid-year population estimates for 2024

Deprivation is a feature of Torbay's local context. The English Indices of Deprivation 2025 contains information around local authority deprivation. This shows that Torbay was ranked as the 39th most deprived upper tier local authority out of 153 in England (Based on rank of average rank). Approximately 26% of Torbay's population live in areas amongst the 20% most deprived in England.

In relation to income deprivation, Torbay is ranked as 51st most deprived out of 153 upper tier local authorities. Within this, there is a measure of 'Income Deprivation affecting Children' in which Torbay is ranked as 52nd most deprived out of 153 upper tier local authorities and the most deprived in the South West. This measures the proportion of children aged under 16 who are living in income deprived families. In Torbay, this equates to 41% of children. There are significant differences between areas as shown by the map below with the percentage of children living in income deprived areas ranging from 11% to 80% (Fig 2).

DRAFT

Figure two: Income Deprivation Affecting Children Index: Map showing children living in income deprived families, Torbay, 2025



Educational and developmental needs are a significant part of Torbay's local context, with around three in every hundred children having Special Educational Needs and high numbers of referrals into children's social care, reflecting the complex and varied challenges many families experience.

For some, family life in Torbay is also shaped by further challenges. High levels of mental health need, homelessness and economic vulnerability affect household stability and can impact children's early experiences and outcomes. Furthermore, some early health concerns appear very young; more than a quarter of five-year-

olds have visible dental decay and almost a quarter of children aged four to five are already overweight or obese. These early challenges can shape a child's development and future health.

Existing services

Following the receipt of Family Hubs and Start for Life funding in 2022, a broad and diverse network of services that support children and families across the early years has been developed and implemented. These services span home learning, parenting, early education and childcare (ECEC), health, community engagement, and early help.

They are delivered collaboratively by Torbay Local Authority, Torbay and South Devon NHS Foundation Trust (TSDFT), Action for Children and early years settings. The diagram below maps the current support and activities against the locally adapted *Every Child Matters* outcome framework, covering Safe, Happy, Healthy, Learning and Community domains.

Figure three: Torbay early childhood development support and activities mapped to the Every Child Matters framework



Summary of key strengths

Torbay's early years system has developed into a collaborative and well-integrated partnership, with strong alignment between the Local Authority, Public Health Nursing, Torbay and South Devon NHS Foundation Trust (TSDFT), Early Years providers and the voluntary and community sector. This joined up approach is one of the

system's most prominent strengths, creating a coherent offer for families from pregnancy to age five and ensuring children receive timely, coordinated support rather than isolated interventions. Key contributions to this include:

- The Family Hubs model, which has been central to this transformation. Co-location of services, consistent pathways and shared values have created a system that families experience as supportive, relational and accessible.
- A high-quality Early Years sector, with 98% of inspected providers rated Good or Outstanding and consistently high take- up of funded entitlements, meaning most children access high- -quality provision early in life.
- Strong health visiting coverage, with 98.6% of children receiving their ASQ3 assessment, enabling almost universal early identification of need.
- Growing capability in data interpretation and use, allowing partners to better understand children's development and target support more effectively.
- Improved data sharing across partners, supported by pathways such as the Early Years Development Pathway, which align assessment information to strengthen early identification and reduce duplication.
- A wide range of evidence-based interventions, including PEEP, Solihull, Early Talk Boost, Incredible Years, Triple P and Video Interaction Guidance (VIG), all contributing to improvements in communication, early relationships- and parental confidence.
- Strong Perinatal Infant Mental Health and infant feeding support, with breastfeeding rates rising to 58% at 6–8 weeks and Public Health Nursing achieving UNICEF Baby Friendly Initiative (BFI) Gold accreditation.

Summary of key gaps

Despite strong foundations, Torbay continues to face several systemwide gaps that limit progress in early child development and constrain the pace at which inequalities can be reduced. While services are increasingly coordinated, outcomes show that some groups of children are still not benefiting fully from the local offer, and areas of inconsistency across practice, pathways and engagement exist. These gaps highlight the need for greater reach, stronger alignment and more targeted use of evidence-based approaches. Key challenges include:

- Persistent inequalities in early child development, with disadvantaged children, those eligible for FSM, children with English as an Additional Language, boys and summer born children achieving lower outcomes across the Early Learning Goals (ELGs) that contribute to GLD.
- Underperformance in key developmental areas, particularly fine motor skills, early maths, self-regulation, listening and attention, and managing self, all of which significantly influence whether children achieve a GLD.
- Inconsistent engagement from priority families, including young parents and families with EAL, who are not routinely accessing HLE, parenting or Healthy Babies interventions despite being most likely to benefit.

- Limited capacity to deliver evidence-based interventions at scale, affecting reach and reducing the system's ability to intervene early and consistently for children identified as at risk.
- Variation in approaches to school readiness and transitions, with no single standardised transition process or shared understanding of school readiness expectations across settings, schools and professionals.
- SEND pathways that are not uniformly understood, leading to variation in early identification, differing interpretations of Ordinarily Available Provision, and inconsistent referral routes across partners.
- Gaps in data and digital integration, particularly around tracking children's development between the 2.3-year ASQ review and school entry, and continued reliance on manual data collation across multiple systems.
- Under-representation of priority cohorts in co-production and parent voice activity, alongside inconsistent "you said, we did" feedback loops, meaning lived experience is not always fully embedded in service development.

DRAFT

4. Best Start in Life Services – Early Child Development

This section examines Torbay's Early Child Development system, which includes the Home Learning Environment (HLE), Parenting Programmes, Early Years Access and Childcare Provision, Transition to School and Reception year and SEND provision. It outlines what is currently in place within each component of the system and concludes with a summary of the identified gaps, the actions that will address these gaps, and the impact this will have on child development.

Home Learning Environment interventions

Current situation

Since receiving Family Hubs funding in 2022, the HLE offer has continued to evolve, extending across Public Health Nursing, Early Years, Family Hubs, the NHS, and local community and voluntary sector partners. In response to the developmental challenges faced by children in Torbay, including a marked rise between 2020 and 2025 in Education, Health and Care Plan (EHCP) applications for children aged five to ten, see figures four and five, an Early Years Pathway was developed and implemented. This pathway ensures that children's needs are identified as early as possible and that a strong, coordinated package of support is delivered consistently across the Early Years sector.

Figure four: Number of EHCPs – Torbay

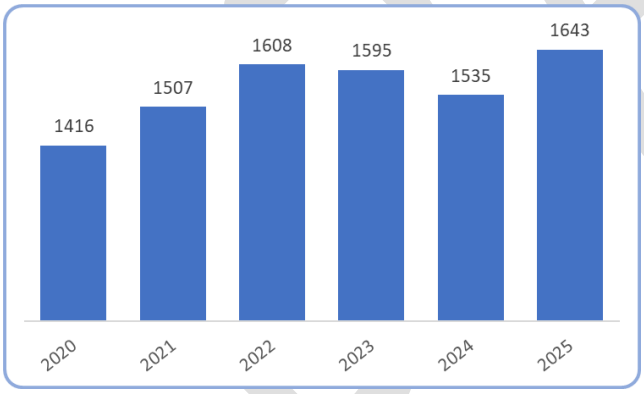
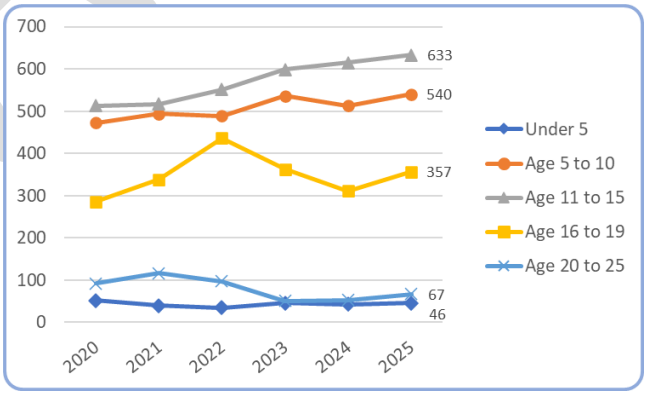


Figure five: EHCPs by age - Torbay

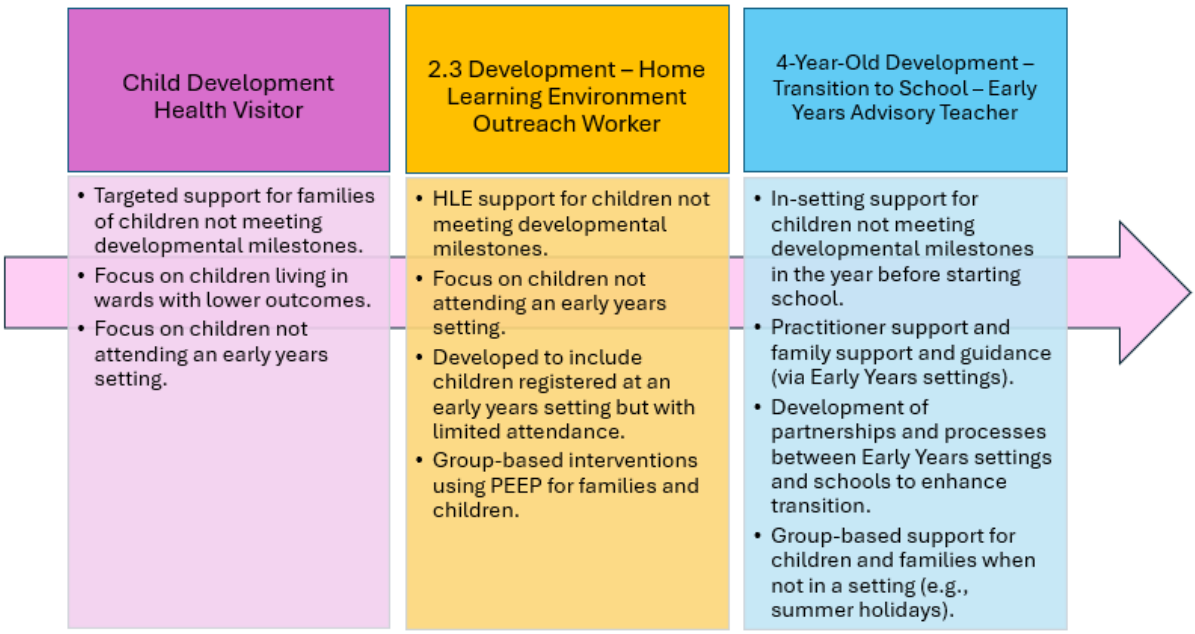


What's in place

Torbay is embedding its HLE approach through consistent, evidence based key messages focused on Chat, Play, Read, using a 'pass it on' model. Training, resources and locally tailored messages have been developed and shared with key professionals and partners through training sessions and networks, who then cascade these messages to families across the area. Additional physical and digital resources are also available to support direct communication with families.

Diagram three below illustrates a targeted early identification and support pathway within the Best Start Family Hubs framework, structured around three key developmental stages: 1 year, 2.3 years, and 4 years. Across all stages, the approach is underpinned by consistent messaging promoting Chat, Play, Read, and the importance of the Home Learning Environment.

Figure six: Early Identification of Need – targeted support



The Child Development Health Visitor provides targeted support for families where children are not expected to meet their 1-year and 2.3-year developmental milestones. The role focuses on children living in areas with lower outcomes and on those not attending an Early Years setting, ensuring they are identified early and referred into the Early Years Pathway.

The HLE Outreach Worker delivers targeted support for children who are not meeting developmental milestones at their 2.3 ASQ3 assessment, particularly those not attending an Early Years setting or attending with limited consistency. The role strengthens practitioner understanding of the importance of the home learning environment and delivers PEEP- based- group interventions and Chat, Play, Read support for families.

The Early Years Advisory Teacher provides insetting support for children who are not meeting developmental milestones in the year before school. The role focuses on practitioner guidance, strengthening partnerships between Early Years settings and schools, and supporting high- quality transitions. Additional group- based- work is offered during periods when children are not in a setting, such as the summer holidays, ensuring continued access to developmentally supportive activities.

HLE services have been developed based on identified needs of children and their families. Through the Home Visiting service, it was established that many families were experiencing levels of anxiety on leaving the home which was stopping them accessing the wider support offer of the Family Hubs. In response these families were invited to smaller, evidenced based PEEP workshops delivered by the HLE Outreach worker. These sessions help families build confidence, develop relationships with peers, and connect with staff and volunteers. Workshops focus on supporting parent–child communication and interaction and are offered weekly in Family Hubs and community venues.

A comprehensive suite of training and resources has been created to reinforce Torbay's Chat, Play, Read messaging. Practitioners across Public Health Nursing, Action for Children, Early Years settings and libraries have received training, and a dedicated section of the Family Hub website promotes these resources to families. Targeted engagement has taken place in areas of higher deprivation, including attendance at community led coffee mornings in local venues, schools and Early Years settings.

A collaborative programme involving Public Health Nursing and Early Years providers led to the development of a local Early Years Development Pathway, incorporating both the ASQ3 assessment at the 2.3 year development review and the Progress Check at age two. This pathway strengthens early identification of need and ensures coordinated support for children and families, including interventions delivered in Early Years settings and the home.

Across the Family Hub network, a range of groups, including Thriving Child and Little Explorers, offer opportunities for children and families to engage in activities that support child development. These groups also provide advice and guidance on supporting learning within the home environment.

One-on-one Talk and Play Sessions offer tailored advice to families on supporting their child's communication and language development. Referral pathways between these sessions and PEEP groups ensure families continue to receive appropriate support once individual sessions have ended.

Parenting interventions

Current situation

Torbay's Family Hubs parenting programme has been operational since the introduction of Family Hubs funding in 2022 and is now a well-established part of the early years system. The programme is built around Early Help principles, offering timely, accessible support to families and helping to prevent challenges from escalating. Parenting support is delivered through a coordinated partnership of

services working across Family Hubs, early years settings and health and community providers, ensuring families receive help that is consistent and tailored to their needs.

The programme places strong emphasis on building parental confidence, strengthening parent–child relationships and supporting positive home environments that contribute to early development and improved long-term outcomes. A wide range of DfE approved evidence-based interventions (EBIs) are available, reflecting the diverse needs of families across Torbay, from universal guidance for all parents, to more targeted and intensive support for families experiencing additional challenges.

What's in place

Torbay delivers a wide range of parenting support spanning pregnancy, the early years and middle childhood, with coordination improving as the system continues to develop. Support begins in the antenatal period through Solihull Antenatal groups, followed by postnatal Solihull groups delivered both in Family Hubs and community settings.

Parents can access a full suite of online Solihull courses and bitesize videos through the Family Hub website, providing flexible support alongside in person group delivery.

A newly appointed Parenting Lead within Public Health Nursing is helping to strengthen coordination and ensure families are consistently linked to appropriate parenting pathways and are supported specifically with child development.

Portage delivers weekly Small Steps sessions for children with emerging developmental needs, while PEEP groups and Family Wellbeing activities support early learning, relationships and parental confidence.

Community outreach events across early years settings, Family Hubs and wider settings promote Early Help, Solihull and other parenting offers, helping parents understand available support and how to access it.

Reducing Parental Conflict sessions and programmes such as Standing Tall offer further support for families experiencing relationship difficulties or requiring additional help to maintain a stable and nurturing home environment.

Across all ages, Torbay provides targeted one-to-one interventions through Early Help and Family Support pathways, including Triple P Baby, Video Interaction Guidance, Incredible Years Pre-School and one-to-one Solihull parenting. These EBIs allow practitioners to tailor support to families who require more intensive or therapeutic help, ensuring a continuum from universal advice through to structured relational interventions. Parenting support is matched to need through the Family Help Panel, helping reduce duplication and ensuring families receive timely, appropriate support.

DRAFT

An annual programme of Solihull training and facilitator development maintains delivery capacity across the workforce, enabling consistent, evidence informed practice.

Early Childhood Education and Care access and quality

Current situation

Currently 98% of Torbay's Early Years Providers who have received a graded inspection from Ofsted are Good or Outstanding. This means that most early years children are accessing their funded entitlements in high quality early years provision.

The most recent Early Years Sufficiency Survey showed that across Torbay there is a 94% occupancy rate for early years places. This indicates that there is some capacity within the system, but some families may find it difficult to access provision in the areas or days/times they require. Further analysis shows that occupancy rates vary between wards ranging from 76% occupancy to 100% occupancy.

The most recent data shows that 77.1% of targeted two-year-olds are taking up a funded place, this is in line with the DfE locally set target of 77.1% take up. 95.1% of 3 & 4-year-olds are taking up their funded entitlements, in comparison to 93.1% nationally.

What's in place

An annual sufficiency survey is carried out and collects a snapshot of place availability within all Early Years Settings. This is broken down by age ranges. The report also seeks to capture parent/carer feedback on childcare availability in Torbay. The report also details quality of provision, sustainability and specific support for children with SEND.

Through both the School Based Nursery Grant and the Early Years Capital Expansion, 12 projects have been supported locally. Once all are completed this will generate approximately 110 additional places. Ongoing engagement with the School Based Nursery Programme has resulted in an additional bid for Phase 2, with support advice and guidance provided to the school to complete their application. This bid will increase sufficiency of places for 2-year-old children in an area of high disadvantage.

The Home Learning Environment and Early Years Team offer advice, support and guidance to all Early Years Provision in the form of visits, training and forums/networks. Support visits are planned to offer advice and guidance to on developing practice and improving outcomes for targeted groups of children (EYPP, funded wo years olds). Bespoke in-house training is offered to support current priorities within individual settings e.g. Maths Development

DRAFT

Links with the Southwest Stronger Practice Hubs provide a suite of training opportunities that Early Years settings can engage in. Localised specific work from the Advisory Team have resulted in the establishment of a joint Childminding Network with the Stronger Practice Hub that supports peer on peer development and ideas to develop practice.

The Early Language Consultant is Early Talk Boost trained, supporting settings to embed evidenced based interventions within provision. Currently 60% of Early Years settings are trained in Early Talk Boost, with a further 15% using an alternative evidence-based intervention. Early Talk Training is also being offered to settings to allow them to offer further Early Communication support to families. There is increasing attendance at a termly Early Communication Network, where delivery is supported by a range of professional, including Speech and Language Therapy. This provides opportunities to hear key messages and develop practice.

Transition to school and Reception year

Current situation

Transition processes in Torbay are grounded in the locally developed Transition Commitment which identifies transitions ongoing processes rather than a single moment in time. It also recognises the uniqueness of all children and the different levels of support that children and their families may need.

However, there is currently no standardised process for Transitions within Torbay with schools and settings. Each have their own working practices and associated documentation for supporting transitions.

What's in place

The local Transition Commitment was developed in partnership with Early Years Settings, Schools, Public Health Nursing and Action for Children. A dedicated page on the Home Learning Environment and Early Years website holds key documents and an online video explaining the commitment and how the timelines for transition can be used to support varying levels of need.

Using the nationally published Ready Reception document, a localised and co-produced document is being developed to look at the key skills identified within it and how these may translate into the different age ranges. The aim of this document is to support early years practitioners to work with families in understanding typical child development at key milestones (1 year, 2 years and 3 years) and what skills children may require when transitioning to the next stage of their learning and development.

DRAFT

Schools in Torbay are currently developing a strategy to support a Cradle to Carer approach across Torbay. This is part of national RISE programme (Regional Improvement for Standards and Excellence). Supported by the Reach Foundation part of the current vision for this piece of work is that *"Every child and young person in Torbay deserves the opportunity to thrive from birth to adulthood and to achieve long-term economic mobility"*. A key area of focus for this work is school readiness and looking at themes for development, including the 1001 Critical Days, High Quality Provision and Transitions. All areas that are fully reflected in the Best Start for Life Plan and can enhance and develop partnership working. Within Torbay the RISE programme is also running a Transition strand of work. This is currently focussed on Transition from Year 6 to Year 7, with planned expansion into Transition into Primary School.

SEND support

Current situation

Torbay's SEND landscape in the early years presents a varied picture. The number of EHCPs has increased significantly since 2020 in Torbay (Fig 2). The rise in rates since 2020 is lower (16%) than those of Torbay's statistical neighbours (54%). All except the Under 5 and 20 to 25 age groups have seen significant rises in the numbers of EHCP since 2020. Early educational outcomes begin to diverge once SEND is identified: in 2025, 26.3% of children receiving SEN Support achieved a GLD, which aligns broadly with national averages, while 4.5% of children with an EHCP achieved GLD, a figure that exceeds the national average.

What's in place

Torbay has a Portage Service as part of the HLE and Early Years Team. The service is registered with the National Portage Association (NPA) and is a five-star accredited educational support service for pre-school children with the most severe and complex developmental needs. Delivery is through regular visits to family's homes where teaching strategies are offered to parents to support their children. The Portage team also run a Facebook group within excess of 150 members where families can access further support until the end of their child's first year at school. The team also liaise with health professionals and early years settings to ensure that children's needs are met and provide modelling and advice to staff.

The Portage Service also runs Small Steps groups that are accessible to any pre-school child displaying additional needs. At these sessions, 1-1 support, modelling and advice is provided. These take place weekly throughout the year, at all Family Hubs and community locations. Furthermore, the Portage team, provide workshops each term at each venue on developing independence skills, total communication and supporting play and interaction.

Referral pathways have been defined and updated to ensure that families have access to the most appropriate service at the right time. This ensures families do not

DRAFT

have multiple referrals, reducing the impact on waiting lists and the number of different waiting lists families are sat on.

There is an established Section 23 Notifications process in place, that includes a half termly multi-disciplinary meeting to discuss notifications received and ensure children are receiving appropriate support and interventions. This needs to be enhanced further by ensuring more referrals are received from wider health services at the earliest opportunity.

Early Years settings in Torbay can access support, advice and guidance from the Home Learning Environment and Early Years Team to support children with identified need. Regular SENCO Forums and an Autism Network provide opportunities to share the latest key messages, provide strategies for support and ongoing professional development for practitioners. These sessions are regularly attended by a wide range of professionals who have specialism in their given areas.

The Torbay Early Years Graduated Approach Toolkit (TEYGAT) provides a one-stop-shop, for all Early Years providers to promote inclusive practice and support the additional needs of early years children at a targeted level. It highlights the importance of a quality adaptive response, which addresses the needs of all children. It supports practitioners working with children to identify strategies and appropriate resources to meet need. A current review of the toolkit is underway, with the support of the Council for Disabled Children, this will include input from families, providers and a range of professionals with the aim of developing a localised response to Ordinarily Available Provision (OAP).

Torbay was successful in its application to be part of the Comic Relief funded Dingleys Promise Training. This has proved 10 high quality online training modules to support the development of SEND practice across Torbay. This training is available across the Early Years Workforce, including partners within the Family Hubs and Parent/Carers. Completion of training allows for settings to apply for a Mark of Achievement to show inclusive practice. There are currently 15 out of 45 settings in Torbay who have achieved this.

Monthly allocation meetings, which are multi-disciplinary, to discuss and priorities Educational Psychology referrals, ensure timely access to support and early identification of children who may require specialist support.

DRAFT

Early child development gaps, actions & impact

Table six: Home Learning Environment gaps, actions and impact		
Gaps	**Actions**	**Impact**

Children identified early as being at risk of not achieving a GLD are not consistently accessing timely and targeted support, particularly in the developmental areas where Torbay underperforms most (see figure one)	• Use integrated data to identify which children are least likely to achieve ASQ3 milestones, and in which developmental areas, and provide targeted support from the one- year- development review onwards.
	• Strengthen targeted outreach pathways from the 2–2½ year ASQ3 review so that children identified as "at risk" receive automatic, proactive offers into evidence- -based interventions.
	• Use data (ASQ3, EYFS profiles, HLE markers, ward- -level insights) to identify communities, settings and cohorts most at risk.
	• Target Home Learning Environment (HLE) programmes and outreach to families most likely to benefit, including FSM, children with EAL, boys, and summer -born children.
	• Delivering evidence-based support by working with all Early Years providers to focus support on the ELGs most associated with GLD underperformance (e.g., communication & language; PSED; early maths; fine motor skills).
	• Strengthen consistent follow--up and monitoring for children who do not engage in early support offers.
	• Strengthen the Section 23 Notification Process, across partners, to ensure early identification of need and appropriate support is in place.
		• Increased engagement in GLD support from families identified as "at risk" at 2–2½ years, with a higher proportion accessing targeted intervention before age 3.
		• Increased GLD attainment, especially among those identified as "at risk" at 2–2½ years.
		• Improved developmental progress at ages 3–4, particularly in ELGs linked to GLD gaps:
		  ○ Listening & Attention
		  ○ Self-Regulation
		  ○ Fine Motor
		• Numbers and number patterns
		• Reduction in GLD inequalities by narrowing gaps for:
		  ○ Children in receipt of FSM children,
		  ○ Children with EAL, boys, and
		  ○ Summer-born children.

Offers not consistently developed to meet families' need in relation to access and delivery	• Development of consistent cross- organisation 'parent voice' systems to inform service provision.
	• Coproduction with families to best meet needs.
	• Development of a localised Chat, Play, Read Campaign, co-produced with families, that encompasses messages based on local need.
	• Development of a localised early maths campaign, co-produced with families, that encompasses messages based on local need.
	• Developing culturally and linguistically accessible support for EAL families.
		• Increase in the % of families accessing early support
		• Increased GLD attainment, especially among those identified as "at risk" at 2–2½ years.
		• Improved developmental progress at ages 3–4, particularly in ELGs linked to GLD gaps:
		  ○ Listening & Attention
		  ○ Self-Regulation
		  ○ Fine Motor
		  ○ Numbers and number patterns
		• Reduction in GLD inequalities by narrowing gaps for:
		  ○ Children in receipt of FSM children,
		  ○ Children with EAL, boys, and
		  ○ Summer-born children.
		• Increase in the % of families reporting that they understand the key messages associated with Chat, Play, Read
		• Increase in the % of families reporting that they understand the key messages associated numbers and numerical patterns

Insufficient capacity to deliver evidence-based interventions	• Development of numbers of practitioners trained to deliver PEEP and HLE interventions.
	• Expansion of Evidenced Based Interventions into community venues and early years settings
	• Expansion of the Chat, Play, Read programme.
	• Expansion of the Early Maths programme.
		• Increase in the number of families and children engaged in and successfully completing each programme.
		• Increased GLD attainment, especially among those identified as "at risk" at 2–2½ years.
		• Improved developmental progress at ages 3–4, particularly in ELGs linked to GLD gaps:
		  ○ Listening & Attention
		  ○ Self-Regulation
		  ○ Fine Motor
		  ○ Numbers and number patterns
		• Reduction in GLD inequalities by narrowing gaps for:
		  ○ Children in receipt of FSM children,
		  ○ Children with EAL, boys, and
		  ○ Summer-born children.

Table seven: Parenting gaps, actions and impact		
Gaps	**Actions**	**Impact**

Parents of 3–4-year-olds who would benefit most from early support are not consistently being targeted.	• Develop a pathway using data (ASQ3, EYFS profiles, HLE markers, ward- -level insights) to identify communities, settings and cohorts most at risk.
	• Target Parenting EBIs and outreach to families most likely to benefit, including FSM, children with EAL, boys, and summer -born children.
		• Increase in the % of families accessing early support
		• Increase in the number of families and children engaged in and successfully completing each programme.
		• Increased GLD attainment, especially among those identified as "at risk" at 2–2½ years.
		• Improved developmental progress at ages 3–4, particularly in ELGs linked to GLD gaps:
		  o Listening & Attention
		  o Self-Regulation
		  o Fine Motor
		  o Numbers and number patterns
		• Reduction in GLD inequalities by narrowing gaps for:
		  o Children in receipt of FSM children,
		  o Children with EAL,
		  o Boys, and
		  o Summer-born children.

Parenting support is not yet fully aligned with the Early Years Pathway or the Home Learning Environment (HLE) offer.	• Integrate parenting support into the Early Years Pathway • Establish shared referral and triage process that links HLE activities, Family Hubs, Public Health Nursing	• Increase in the % of families accessing early support • Increase in the number of families and children engaged in and successfully completing each programme.

	with parenting programmes, ensuring any child flagged for HLE support triggers a parenting offer. • Align Health Visitors, Early Years Practitioners, Family Hub teams and Parent Connectors so they provide consistent guidance on parenting and HLE together, reinforcing the same key early development messages. • Introduce shared tracking to identify families receiving HLE support but not currently linked to parenting interventions, enabling targeted follow up-.	• Increased GLD attainment, especially among those identified as "at risk" at 2–2½ years. • Improved developmental progress at ages 3–4, particularly in ELGs linked to GLD gaps: o Listening & Attention o Self-Regulation o Fine Motor o Numbers and number patterns • Reduction in GLD inequalities by narrowing gaps for: o Children in receipt of FSM children, o Children with EAL, o Boys, and o Summer-born children.
Insufficient capacity to deliver evidence-based interventions	• Development of numbers of practitioners trained to deliver Parenting EBIs • Expansion of Evidenced Based Interventions into community venues and early years settings	• Increase in the number of families and children engaged in and successfully completing each programme. • Increased GLD attainment, especially among those identified as "at risk" at 2–2½ years. • Improved developmental progress at ages 3–4, particularly in ELGs linked to GLD gaps: o Listening & Attention o Self-Regulation o Fine Motor o Numbers and number patterns • Reduction in GLD inequalities by narrowing gaps for: o Children in receipt of FSM children,

		○ Children with EAL, boys, and • Summer-born children.

Table eight: ECEC access and quality gaps, actions and impact		
Gaps	**Actions**	**Impact**
Parental engagement in local sufficiency planning.	• Co-produce parental engagement mechanisms to support local knowledge of how parents choose and access childcare	• Increased take up of Early Years funded places: ○ Targeted Funded 2 Year olds ○ EYPP ○ Universal 3&4 Year Funding • Increased access to high quality early years provision
Insufficient real-time understanding of childcare place availability-.	• Move to more frequent sufficiency reporting.	• Increased take up of Early Years funded places: ○ Targeted Funded 2 Year olds ○ EYPP ○ Universal 3&4 Year Funding • Increased access to high quality early years provision
Limited local area data available on the attainment and progress of children after their ASQ 2.3 and prior to their Early Years Foundation Stage Profile Assessment	• Development a localised data collection model that improves the understanding of children's progress towards GLD between 2.3 years and 4 years of age • Targeted support for those in greatest need for support.	• Progress of children's GLD attainment between the ages of 2.3 and 4 years of age. • Increase in the number of children achieving a GLD.

Table nine: Transition to school gaps, actions and impact		
Gaps	**Actions**	**Impact**
No shared local understanding of school readiness: • for families • for Professional • for Early Years Providers • for Schools	• Co-produce and communicate a shared understanding of School Readiness across Torbay.	• Increase in the % of children at achieving age related expectations.
There is not a single standardised transition process embedded across all Early Years providers and schools	• Co-produce a localised and consistent Transition Process that meets the needs of children, families, early years settings and schools. • Targeted support for identified groups	• Increase in the number of providers using the Transition Process • Increase in the % of children at achieving age related expectations.
A local model for moderation of EYFS Assessment judgements	• Develop 'moderation' process to allow for reflective discussion that support understandings and shared agreement on age related expectations linked to assessments.	• Increase in the number of practitioners engaged in the local moderation process.

Table ten: SEND gaps, actions and impact		
Gaps	**Actions**	**Measure of progress**
A consistent shared understanding of the mechanisms for early SEND referral routes with the local area partnership.	• Embed agreed pathways and train all professionals to ensure this is fully understood across all local area partners.	• Increased accuracy of referrals made for SEND support. • % reduction in GLD inequalities gap • Reduced delays in children and their families in accessing the right support. •

	• Monitor compliance with, and instances of dispute resolution instances to demonstrate understanding.	
Accurate data on take up of full early years entitlements for children with SEND	• Development of sufficiency data collections to ensure information captures % of children with SEND accessing full early years entitlements.	• Increased take up of the full Early Years entitlement for children with SEND. • % reduction in GLD inequalities gap •
A shared, consistent understanding of what Ordinary Available Provision means and how this is embedded in practice.	• Development of Ordinary Available Provision Document to support the local areas knowledge around inclusive practice and how this is delivered within the local system.	• Improved inclusion practice in settings and schools • Increased take up of the full Early Years entitlement for children with SEND. • OAP strategies are evidenced through individual support plans

DRAFT

5. Best Start in Life Services – Healthy Babies and Wider Maternal Health

This section outlines Torbay's health provision from the antenatal period to age 2½, including the Healthy Babies programme. It summarises current support across Infant Feeding and Perinatal & Infant Mental Health (PNIMH), describing what is in place and consolidating the gaps, actions and measures of progress. It also provides an overview of the wider maternal health offer that helps give babies the best start in life.

Although these interventions do not directly determine whether a child achieves a GLD, they play a crucial role in shaping the health, relationships and early environments that underpin children's cognitive, social and emotional development, and therefore influence their readiness to learn. The actions in this section focus specifically on Infant Feeding and PNIMH because they address the foundational health and relational conditions that support early child development and create the circumstances in which more children can progress towards achieving a GLD.

Since 2022, Torbay has delivered Infant Feeding and PNIMH, Parent Infant Relationship (PIR) programmes through Family Hubs Start for Life investment, now collectively known as Healthy Babies. These programmes work in partnership to strengthen early relationships, promote infant wellbeing and ensure families receive high-quality support throughout pregnancy and the first 1,001 days. By supporting secure attachment, parental mental health, early nutrition and responsive caregiving, key drivers of child development, the Healthy Babies offer contributes to the foundational conditions that enable more children to move towards achieving a GLD. With three further years of secured funding, Torbay is well-positioned to continue integrating feeding, bonding, emotional wellbeing and early development within a single, coordinated vision.

Infant feeding

Current situation

Positive infant feeding experiences help strengthen early bonding and support secure attachment, giving babies a strong emotional foundation from the very beginning. Breast milk provides additional benefits, offering optimal nutrition, supporting immune development and contributing to improved health and developmental outcomes throughout childhood.

Infant feeding support in Torbay is about making sure that every woman feels supported to feed her baby in the way that is right for her, with a strong commitment to prioritising breastfeeding for those who choose it. Many women stop breastfeeding earlier than they had hoped, and one in ten stops before they feel ready, underlining the importance of providing consistent, compassionate support throughout the early weeks and beyond.

In Torbay, breastfeeding rates at six to eight weeks have continued to improve, rising from 39% in 2016/17 to 58% in 2026, bringing local performance broadly in line with the national average.

In 2023, Torbay's Public Health Nurses were awarded the UNICEF Baby Friendly Initiative (BFI) Gold Award, reflecting their sustained commitment to delivering high-quality, compassionate infant feeding support. Action for Children has Level 2 accreditation, working towards level 3 assessment in 2026, demonstrating strong foundations are in place to support families.

What's in place

The infant feeding support system spans maternity services, public health nursing, the community and voluntary sector and the wider community, ensuring families receive coordinated support from pregnancy through the early months of parenthood.

Regarding breastfeeding, antenatal breastfeeding masterclasses are delivered in all Family Hubs and at Torbay and South Devon hospital, through education classes with sessions on breastfeeding and parent infant relationships. These are available both face-to-face and digitally, scheduled at times that suit working families and those with other childcare commitments. In- person- sessions take place in Family Hubs, and feedback from attendees is consistently positive.

Continuity of support is maintained through the One Feed at a Time messaging which provides practical, timely and compassionate support, including access to help around the clock and support delivered in ways that suit each family's circumstances.

Breastfeeding specialist clinics run from all Family Hubs and selected community venues. Appointments can be booked directly or made through referral from health professionals. Drop in sessions are also available for families who prefer flexible, on- the- d-ay support. Both approaches are well publicised and well attended. The support offer includes access to breast pumps, ensuring families who need additional support to establish or maintain breastfeeding can access equipment quickly and with appropriate guidance.

DRAFT

Twenty four- hour- digital and remote breastfeeding support is available through both maternity and health visiting services, promoted across websites, social media and at hospital/midwifery discharge.

A comprehensive peer support programme is in place, offering group -based infant feeding support for new mothers. An enhanced peer support pathway is available for families identified as having additional vulnerabilities, providing proactive contact from immediately after birth through to the New Birth Visit. This programme is based on an evidence informed- model, with outcomes showing that all mothers who started the programme breastfeeding were still feeding at the end of the intervention.

Additionally, all Family Hubs operate a breastfeeding friendly policy and include designated spaces where babies can be fed in privacy and comfort, with support available if required-. These facilities are widely promoted so families know they can access a welcoming place to feed their baby. Breast feeding friendly spaces are also in Paignton and Brixham libraries.

Torbay's breastfeeding friendly business scheme continues to grow, with updated resources for participating organisations and a map locator on the Family Hub website to help families find supportive venues. A promotional video featuring parents and local businesses showcases- the scheme and encourages wider involvement.

Feed and Nurture groups run as rolling programmes across all Family Hubs, offering practical infant feeding and early nurturing support in a welcoming environment. For weaning, No Rush to Mush sessions give parents clear, evidence based- guidance as they move into introducing solids. Community based training through the Nurture Network further extends support by building the skills and confidence of volunteers and practitioners, helping ensure consistent, nurturing- and responsive feeding messages are shared with families across a wider range of community settings.

Regular service monitoring is carried out through digital surveys and ongoing parent feedback. This provides a consistent picture of how families experience the infant feeding offer, with feedback routinely highlighting the responsiveness, compassion and practical value of the support provided.

Perinatal Infant Mental Health and Parent Infant Relationship

Current situation

National data shows that perinatal mental health difficulties affect around one in five women during pregnancy or in the two years after birth, with up to 27% of new

DRAFT

and expectant mothers experiencing a mental health condition, and 40% of maternal deaths within a year of birth linked to mental health- -related causes such as suicide and substance misuse. Fathers are also affected, with up to 1 in 10 experiencing perinatal depression or anxiety, often under-diagnosed. Parental mental health difficulties are known to impact early bonding, interaction and infant development.

Positive parental bonding plays a crucial role in supporting a baby's early emotional development, helping to build secure attachments that lay the foundation for lifelong wellbeing. Strong early relationships are consistently associated with improved cognitive, social and behavioural outcomes for children, demonstrating the powerful impact that nurturing, responsive parenting can have on long-term development.

Torbay's mild to moderate PNIMH programme, led by Public Health Nurses and supported by Action for Children, has developed significantly since receiving Start for Life funding. The programme aims to support families experiencing low to moderate mental health difficulties and parent-infant attachment concerns identified both antenatally and postnatally.

What's in place

The PNIMH offer provides holistic, whole family support delivered in the home, in community settings and, crucially, in the places where families feel most comfortable and where their needs are best met. The focus is on strengthening early relationships, supporting parental emotional wellbeing and promoting positive -parent-infant- interaction.

The Parent and Infant Wellbeing service delivers a broad range of interventions tailored to individual family needs. This work is underpinned by strong connections across health visiting, Family Hubs, early years providers and wider community partners, with ongoing efforts to strengthen alignment with maternity services, voluntary sector organisations and NHS mental health teams.

A core part of the programme focuses on strengthening early relationships and supporting parents to understand and respond to their baby's cues. Baby massage sessions provide guided opportunities for bonding, relaxation and early communication, helping parents develop confidence in soothing, touch and reading their baby's signals.

Newborn Behaviour Observations (NBOs) deepen this understanding further, offering early insights into how babies communicate through movement, behaviour and responses, and supporting parents to develop sensitive, attuned caregiving.

DRAFT

Wellbeing sessions for mothers and fathers provide structured time for parents to focus on their own mental health, explore strategies for managing emotional demands and build peer support networks. These sessions help normalise the challenges of the perinatal period and give parents space to reflect, connect and access early emotional support.

More targeted intervention is available for families where early relational concerns are emerging. Parent–infant relationship support offers focused work to strengthen emotional connection, build secure attachment and help parents feel better equipped to meet their baby's needs. Specialist perinatal mental health and emotional wellbeing interventions are available for parents' experiencing anxiety, low mood or more complex mental health needs, ensuring that timely support is accessible when families require it.

Video Interaction Guidance (VIG) is available to help parents reflect on positive moments of interaction and build confidence in relational skills. Additional evidence informed approaches, such as parenting support for young parents and programmes including Triple P Baby and single- session- interventions, enhance the range of support available across the early months.

From Spring 2026, all families open to a Care Plan, along with targeted young parents, will be routinely offered Newborn Baby Interactions (NBO) and Video Interaction Guidance (VIG) as part of their early support pathway. This will help strengthen early attachment, deepen parents' understanding of their baby's cues and promote secure early relationships at the earliest opportunity.

Support from the Specialist Practitioner for Parent and Infant Mental Health will continue and be strengthened through increased supervision capacity, ensuring that practitioners are confident, well supported and able to deliver safe, evidence informed- relational work with families.

In September 2026, the Leeds Early Attachment Observation (LEAO) tool will be introduced into the 6–8 week review delivered by Health Visitors. This will strengthen early identification of any parent–infant relational concerns by including an observation of the baby's experience. Early recognition will allow for quicker access to support, ensuring families receive the right help at the right time and strengthening pathways into specialist PNIMH and wider early years services.

Workforce development forms an important pillar of the PNIMH offer. Practitioners receive reflective supervision from specialist clinicians, helping them work safely and confidently with families experiencing a range of emotional and relational challenges. Ongoing workforce training, delivered by specialist practitioners within the parent and infant wellbeing team, supports a shared understanding of early

DRAFT

relational health, infant development and perinatal mental health across all agencies. This ensures consistent, evidence informed- practice and strengthens the quality and coherence of the support families receive.

Additional resources such as the Dad Pad app help ensure that fathers have access to practical guidance and emotional support tailored to their needs, further strengthening inclusivity and the whole family- approach.

DRAFT

Healthy Babies gaps, actions & impact

Table 11: Infant feeding gaps, actions and impact		
Gaps	**Actions**	**Impact**
Limited engagement with families on barriers to breastfeeding and accessing feeding support, including lower uptake among families from Torbay's most deprived areas, EAL families and young parents.	• Co-design and deliver targeted support. • Strengthen accessible and culturally appropriate communication. • Expand delivery by partnering with key community organisations.	• Increased attendance at support sessions from targeted populations. • Increased breastfeeding rates amongst targeted populations. •
Breastfeeding data across services including maternity, health visiting and action for children is not aligned, with gaps in understanding initiation rates and drop-off rates.	• Ensure EPIC reports initiation rates for Torbay specifically. • Develop a shared method for analysing and addressing drop-off patterns.	• Improved accuracy and consistency of data across services. • Better understanding of why and where drop-off occurs. • Increase in breastfeeding rates through earlier and coordinated intervention.
Antenatal and breastfeeding sessions are not consistently accessible, relevant or tailored to Torbay's most deprived areas, young parents and those with EAL.	• Co-design antenatal sessions with representation from targeted groups. • Develop sessions specifically tailored to priority cohorts.	• Increase in numbers of targeted populations attending feeding support. • Increased breastfeeding rates amongst targeted populations.

Table 12: **Perinatal Mental Health and Parent Infant Relationships *gaps, actions and impact***		
Gaps	**Actions**	**Impact**
PNIMH Peer support is under-developed	• Co-design a peer support programme with parents, community groups and practitioners. • Develop clear referral pathways from midwifery, health visiting and Family Hubs into peer support. • Sustainably recruit and train volunteers with lived experience to provide safe, structured support.	• Increased number of parents accessing, engaging and benefitting from peer-led emotional support. • Improved early development outcomes for children contributing to GLD attainment. • •
Young parents are not routinely offered a tailored parent infant relationship or PNMH offer	• Co-design and implement dedicated Parent Infant Relationship (PIR) and PNMH support specifically for young parents. • Embed offers within Family Hubs, schools/colleges, and youth-focused settings. • Strengthen referral pathways between maternity, health visiting, early help and youth services	• Increased number of young parents accessing, engaging and benefitting from PIR and PNMH support. • Improved early development outcomes for children of young parents, contributing to GLD attainment. •
The Healthy Babies PNIMH programme is not yet connected or aligned with the NHS Perinatal Mental Health Team's pathways.	• Establish a shared PNIMH pathway between Healthy Babies and the NHS PMIMH team. •	• Increased numbers of parents accessing, engaging and benefiting from support. • Improved early development outcomes for children contributing to GLD attainment.

Wider maternal and early years health services

Torbay's wider maternal and early years public health interventions provide the foundations that enable children to thrive and move towards a GLD. These interventions sit alongside the Healthy Babies programme and address the broader social and health inequalities shaping the early experiences of Torbay families. By focusing on immunisations, nutrition, oral health, smoke-free homes and targeted support for young parents, the system works to reduce entrenched patterns of disadvantage seen across parts of Torbay, particularly within our most deprived communities, and helps create more equitable starting points for children from birth.

Healthy eating and nutrition programmes play a vital role in supporting early growth, concentration and the ability of Torbay children to engage fully in early learning. With clear links between food insecurity, low income and excess weight in several Torbay communities, initiatives such as NCMP follow up, access to Veg Power programmes and consistent nutrition guidance for early years settings provide practical, accessible support to families. These activities help children develop positive eating habits and support their physical and cognitive development, while offering additional benefits to families living in areas where healthier food choices may be limited.

Vaccination uptake forms an important part of Torbay's wider maternal and early years public health approach, helping protect children from preventable illness and across many Early Years vaccinations, with two reaching the World Health Organisation/UK target of 95% coverage and the majority sitting within the amber range, generally above national averages. While some vaccines, such as the second dose of Measles Mumps & Rubella (MMR) and the DTaP/IPV booster for Diphtheria, Tetanus, Pertussis & Polio at age five, remain below the 90% threshold, local uptake is still higher than the England average, reflecting the impact of coordinated work across public health, immunisation providers and primary care. Targeted action, such as focused MMR campaigns in areas of deprivation, enhanced accuracy of vaccination records, and engagement with Early Years setting helps strengthen vaccine confidence and ensures children are protected early.

Torbay's focus on oral health is also crucial in supporting early development. Local data shows dental decay in young children remains significantly higher than national and regional averages, highlighting the need for preventative action across the Bay. The expansion of supervised toothbrushing into Torbay's schools and nurseries, early prevention through First Dental Steps and targeted oral health education delivered in local settings all help children avoid dental pain and disrupted sleep, issues that can affect behaviour, communication and school readiness. These interventions are particularly important for Torbay's most disadvantaged areas, where dental decay is most concentrated.

DRAFT

Tobacco dependency support further contributes to healthier early development in Torbay by reducing the risks associated with smoking during pregnancy and in early childhood. While Torbay has successfully brought smoking at time of delivery closer to the England average, early pregnancy smoking remains a challenge locally, especially within communities experiencing higher deprivation. Torbay's tobacco support system, including Baby Clear, Carbon Monoxide (CO) testing, and the national pregnancy incentive scheme, helps reduce exposure to tobacco smoke and supports healthier pregnancies, improved birth outcomes and safer home environments for infants.

Support for teenage and young parents addresses another inequality within Torbay. Teenage conception rates remain higher than national averages in key wards, and the impact on young parents and their children is reflected in poorer infant health, higher smoking rates, lower breastfeeding rates and greater socioeconomic instability. Torbay's targeted interventions, from housing support and safeguarding pathways to sexual health provision and youth focused relationships education, aim to reduce these risks and provide young parents with the stability, confidence and practical support needed to nurture their children. This has direct benefits for early attachment, parental wellbeing and children's developmental outcomes.

DRAFT

6. Best Start in Life - System enablers

This section outlines the system enablers that underpin the child development system, focusing on the Best Start Family Hubs network, the workforce and its capacity to deliver the ways in which families are involved in decision making- and share their views on child development. It identifies key gaps across each area, setting out priority actions, and describing the impact these actions are expected to achieve. It concludes with the governance arrangements that ensure accountability, and the financial and funding structures that support delivery.

Best Start Family Hubs

Current situation

In 2022, Torbay was awarded Department for Education funding to establish and develop Family Hubs, becoming one of only seventy-four Local Authorities selected nationally. This investment has enabled Torbay to transform the way families access support, strengthening the ability to deliver targeted support to those who need it most. By bringing key services under one umbrella and ensuring shared ways of working, the hubs provide a central point for infant feeding support, parenting programmes, early language development, family relationships, mental health and wider wellbeing.

Torbay's Family Hubs model places an emphasis on accessibility, offering both face-to-face and digital support, flexible drop- in sessions and a welcoming environment where families can access information, advice and specialist help. This integrated model supports Early Help, strengthening prevention, improving continuity of care- and ensuring families receive he right support at the right time.

What's in place

Torbay has three Family Hubs, one located in each of the three towns that make up the area: Torquay, Paignton and Brixham. The Family Hubs have enabled Torbay to develop an early child development offer that is not only geographically well distributed but also strongly integrated across workforces. Services that once operated separately now work together around families, creating smooth pathways and more consistent support from pregnancy through early childhood.

A key strength of Torbay's model is the co-location of services within the Hubs. Midwives, Health Visitors, Early Years teams, Early Help, Public Health Practitioners, Speech and Language Therapists and voluntary sector partners are all based on site with surgeries delivering support around cost-of-living including housing and benefits. As a result, families experience a joined up and coordinated offer rather than multiple disconnected contacts, with clearer communication, quicker referrals and a more holistic approach- to meeting their needs.

DRAFT

A blend of child development face-to-face, in- home, remote and digital support is offered so that families can access services in a way that works best for them. This flexibility helps ensure that families with different circumstances, preferences or barriers can still receive timely and appropriate help-.

A peripatetic offer is also being developed to extend child development support into the wider community. This includes taking services into places where families spend their time, such as libraries, primary schools and Early Years settings. Strengthening these links will help broaden the reach and make support visible and accessible beyond the main Hub sites.

Referral pathways across the system are strong and increasingly integrated. Simple, clear referral and booking processes, both digital and in person, allow families and professionals to navigate support easily and ensure no one falls between services.

Torbay has invested in establishing a collaborative and trustworthy offer for families. Feedback often reflects that families do not distinguish between organisations but instead see the workforce as a single, unified team. This culture has been developed through strong working relationships, open dialogue and shared values across teams, helping ensure that families receive a seamless and supportive experience at every point of contact.

Workforce capacity and capabilities

Current situation

Torbay's early years and Family Hubs workforce is broad, skilled and multi-disciplinary. It encompasses professionals working across health, early education, family support, community development and specialist early years roles. It includes practitioners delivering universal services, targeted early help, and specialist interventions, supported by roles focused on coordination, quality assurance, workforce development and operational management. Working across settings and in people's homes, the workforce ensures families receive timely, consistent and relational support.

A significant proportion of the workforce delivers direct, face-to-face support with families, including practitioners focused on early years development, family support, community outreach and system navigation. These roles are complemented by those providing business, administrative and operational support, which are essential to maintaining service continuity and ensuring the system functions efficiently.

DRAFT

What we have in place

The integrated workforce is a core strength of the local system, enabling coordinated support across maternity, health visiting, early years education, community venues, and targeted family support pathways.

Specialist expertise strengthens the universal and targeted offer. The workforce includes specialist practitioners with advanced skills in areas such as infant feeding, perinatal and infant mental health, emotional wellbeing, parenting support, early communication and language development, and child development. These roles help ensure evidence-informed practice is embedded across Torbay's Family Hubs and Early Years system.

Workforce capacity has been enhanced through investment in roles such as practice leads, early development specialists, community-based family practitioners, and navigators who support families to engage with services. These roles help extend reach, particularly for families who may face barriers to accessing more formal services.

Collaboration is a key feature of the workforce model. Cross-sector communication, joint planning forums, shared learning opportunities and aligned service approaches support consistent messaging and coordinated support for families. These structures enable practitioners from different organisations to work together with shared purpose and accountability.

Training and workforce development are supported through a blend of in-house expertise, specialist practitioners, peer learning networks and external training partners. The local offer includes programmes such as Chat, Play, Read, Nurture Network, infant feeding training, and structured development pathways across the Early Years workforce.

Family involvement

Current situation

Family involvement is an established and valued part of Torbay's early years system. Families regularly share their views through a mix of digital, in person and thematic engagement, and these insights increasingly shape how Family Hub services are delivered. Parents are becoming more confident in taking part in discussions about support, contributing to local learning, and participating in community- led- activity. The workforce is experienced in building relationships with families, helping ensure that lived experience is recognised as an essential driver of Best Start in Life improvement.

DRAFT

What's in place

Torbay has a structured and varied approach to gathering insight and feedback from families, with multiple mechanisms designed to capture feedback across different points in a family's journey. A quarterly thematic cycle guides deeper engagement on priority topics such as the home learning environment, infant feeding, parenting and emotional wellbeing. Additional ad hoc insight is gathered on inclusivity, child development, safety and the day-to-day- experience of using Family Hubs.

A wide range of tools support this activity. Social media, QR codes, digital surveys and brief questions through the Family Hub sign in- app enable families to provide quick feedback. Chromebooks and mobile devices help staff collect digital feedback directly in community venues, reducing barriers for families who may not have reliable access to technology at home.

The family involvement model is strengthened by trusted relationships. Practitioners, community champions and parent connectors engage families and support conversations with those who may be less likely to participate in formal feedback processes.

Parents are also taking more active roles within Family Hubs. Peer led groups and parent- initiated- activities, such as loneliness support groups and informal peer networks are also becoming more common and contribute to a strong sense of shared ownership. Torbay also gathers insight through learning partnerships and research activity, including work on relationships, wellbeing and financial resilience, and through regional maternity and neonatal networks.

Monitoring, evaluation and learning

Current situation

Part of the success of Torbay's Family Hubs programme can be attributed to the improvements made in data sharing across the local system. Stronger collaboration between services has enabled timelier and more coordinated support for families, while also reducing duplication. Clear data sharing arrangements set out defined roles and responsibilities from the outset, ensuring that each partner understands their function within the wider system and that information is handled safely and consistently.

As collaboration across the Early Years system has strengthened, shared data is increasingly used to inform strategic planning, helping services identify what is working well, where gaps exist, and how different communities across Torbay experience early years support.

What's in place

Torbay has a system in place to ensure all BSiL services have a mechanism to gather parent carer feedback with sign in- data, surveys and participation tracking helping to measure service reach and effectiveness.

Early education data, such as attendance patterns, speech and language information and participation in early learning activities adds insight into children's progress. Feedback and outcomes from parents and carers are collected before and after interventions, supported by parent panels, group discussions and tailored feedback tools mapped to recognised outcomes frameworks.

Contact information is updated regularly to ensure effective communication with families. Families are registered at their first point of contact with the Family Hub, either in person, online or via outreach. Each service interaction is recorded through the sign in system and shared across eStart and Public Health Nursing systems.

A comprehensive system is in place to draw data together from different IT and case management- systems, allowing information from multiple early years services to be viewed and interpreted as a cohesive picture.

A wide range of early years data is routinely collected to provide a clear picture of communities and service use. Demographic information is collected consistently, including age, gender, ethnicity, household composition, socio-economic indicators and languages spoken at home. In addition, service access, health and development data, early education participation and parent carer feedback are all collected and monitored.

Health Visitor mandated contacts from pregnancy to the 2.3-year review provide reliable touchpoints for understanding family circumstances and emerging needs. Health and development data includes ASQ-3. Early Language Identification Measure (ELIM) results, and referrals to specialist services.

Data is collected by service leads across commissioned services and the Local Authority, submitted and quality assured- by Business Intelligence before final sign-off by senior leaders. A repeatable quarterly reporting cycle is embedded within a Corporate Reporting Framework.

The move to the single 'EPIC' case management system from April 2026 will support more consistent case recording and provide practitioners with a unified view of each family's journey.

DRAFT

System enablers gaps, actions & impact

Table 13: Best Start Family Hubs gaps, actions & impact		
Gaps	**Actions**	**Impact**
Families who do not routinely access Best Start Family Hub services including families from Torbay's most derived areas, young parents and families with EAL.	• Codesign targeted outreach using cultural, linguistic and community l-ed insights. • Targeted outreach to connects families to EYFS aligned- developmental support including Chat, Play, Read, Numbers, Fine and Gross Motor Skills.	• Increase in the % of families accessing early support. • Increase in the number of families and children engaged in and successfully completing programmes. • Increased GLD attainment. • Reduction in GLD inequalities.
The current 'spoke' offer is under-developed, limiting access through community settings.	• Expand spoke delivery by increasing provision in libraries, primary schools, Early Years settings, community centres, and voluntary sector- venues. • Embed early development EBIs into the spoke offer.	• More families accessing early development support closer to home. • Increase in the number of families and children engaged in and successfully completing programmes. • Increased GLD attainment. • Reduction in GLD inequalities.

Table 14: Workforce capacity and capabilities gaps, actions and impact		
Gaps	**Actions**	**Impact**
Current workforce is not fully aligned to delivering EBIs to meet the GLD targets	• Strengthen the Community Champion and Parent Connector roles to support the government approved HLE and Parenting EBIs. • Embed child development aligned messages at all universal and targeted contacts.	• Increase in the number of families and children engaged in and successfully completing EBIs. • Increased GLD attainment. • Reduction in GLD inequalities.
Workforce training for government approved EBIs supporting child development is inconsistent	• Develop a workforce training offer for government approved EBIs.	• Increase in the number of staff trained in delivering EBIs. • Increase in the number of families and children engaged in and successfully completing EBIs. • Increased GLD attainment. • Reduction in GLD inequalities.

DRAFT

Table 15: Family involvement gaps, actions and impact		
Gaps	**Actions**	**Impact**
Priority families are under-represented on parent carer panels.	• Actively recruit parent carers from priority cohorts.	• Increased representation of families in parent carer panels from priority cohorts. • Broader range of lived experience influencing child development support pathway • Improved early years decision making- that reflects diverse needs, supporting progress toward GLD.
Co-production of services does not fully involve the groups least represented in services including families from Torbay's most deprived areas, families with EAL and young parents.	• Increase involvement of priority cohorts through Community Champions and Parent Connectors. • Develop flexible, accessible co-production activities that fit families' needs.	• Increase in the number of co-produced provisions, specifically from priority cohorts. • Services are better aligned with the needs of diverse families, improving engagement in early learning activities that support GLD.
Parent-led quality assurance is underdeveloped.	• Develop and implement a parent led- quality assurance model. • Embed findings into continuous improvement cycles.	• Increase in the number of parent led- quality assurance activities. • Stronger, real time- insight into family experience across Family Hub services. • Improved quality, responsiveness and equity of early years services, strengthening conditions for early development and GLD outcomes.

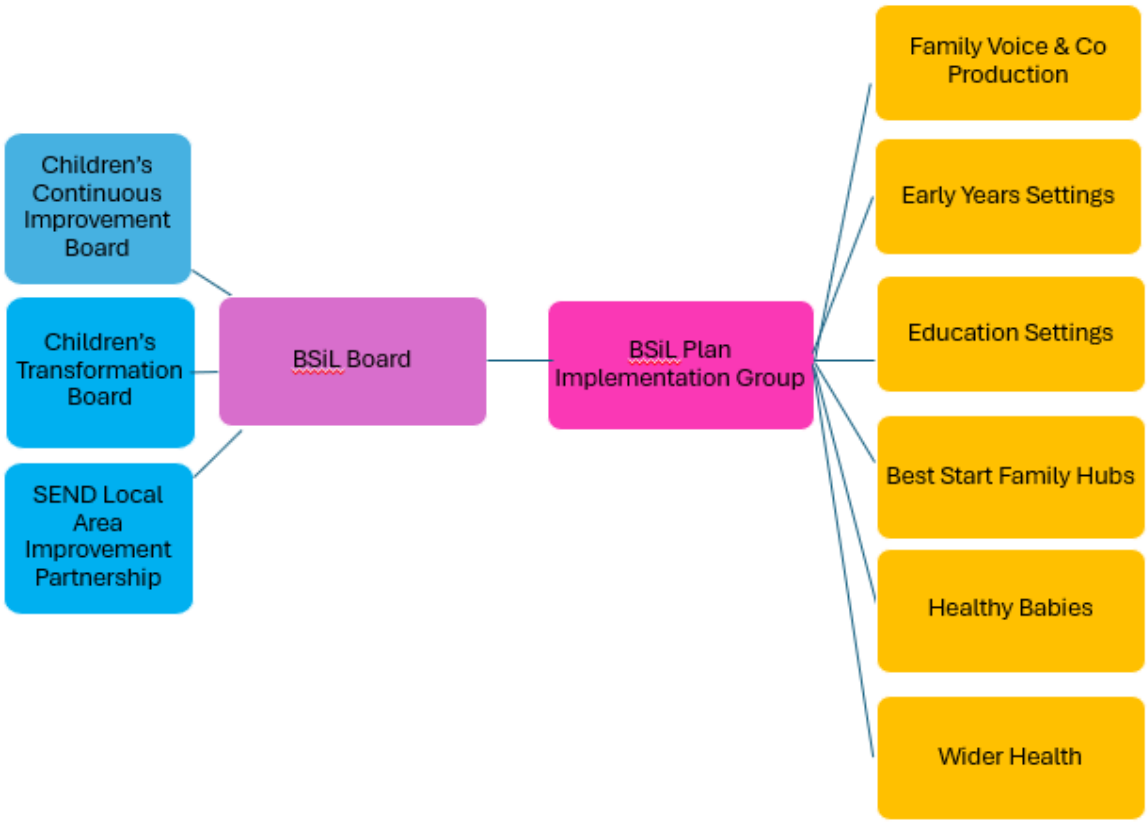
Table 16: Data, monitoring and learning gaps, actions and impact		
Gaps	**Actions**	**Impact**
Limited analytical capacity restricts the ability to turn data into actionable insight.	• Build analytical capacity across teams to translate insight into early intervention. • Develop an integrated early years Power BI dashboard to support real time- analysis.	• Improved ability to identify trends, inequalities and emerging needs. • Increase in the number of families accessing support earlier, strengthening pathways towards GLD. • Increased GLD attainment. • Reduction in GLD inequalities.
Multiple digital systems require manual collation, limiting efficiency.	• Implement EPIC and create a shared early years data model for automated flows. • Align digital systems to track developmental progress, service use and outcomes.	• More reliable and consistent data across partners. • Improved real-time monitoring of early years activity. • Improved ability to intervene early where children may fall behind GLD domains. • Increased GLD attainment. • Reduction in GLD inequalities.
Parent feedback is collected but not consistently acted on.	• Embed routine feedback loops across all workstreams. • Use insight to refine early development messaging, access routes and service design and delivery.	• Clearer demonstration of how parent voice shapes decisions and services. • Increased trust and engagement from families. • More responsive services tailored to family-identified priorities.

Accountability and governance

Torbay's governance structure provides a strong foundation for oversight and accountability, ensuring that work to improve outcomes for children and families is well coordinated and aligned across the system. A Best Start in Life (BSiL) Board has been operational since October 2026 and provides strategic leadership for the programme, supporting collective progress towards achieving Torbay's targeted GLD outcomes.

The governance arrangements promote multiagency ownership, shared responsibility and system-wide improvement. They also ensure that evidence, insight and lived experience shape decision making and that services remain focused on delivering high quality, equitable support across the early years system. Figure 6 illustrates how governance is organised across Torbay's Best Start in Life programme.

Figure 6: Torbay's Best Start in Life Governance Structure



Funding

The available resources, including the Best Start in Life and Healthy Babies grants, the Public Health Ringfenced Grant, and Local Authority resource are being aligned to support the effective delivery of the BSiL Plan.

Best Start funding will be prioritised to support the delivery of EBIs for 3- and 4-year-olds, increasing reach among priority cohorts, addressing inequalities in GLD attainment, and contributing to overall improvements in GLD outcomes.

Best Start Family Hubs and Healthy Babies funding will be distributed between 2026 and 2029 in line with Department for Education allocation guidance and the percentage breakdown outlined in Table Three.

Table 17: Best Start Family Hubs and Healthy Babies grant allocation

Strand	%	How resource will be spent
Best Start Family Hubs delivery grant - programme	25%	Supporting strategic oversight and strengthening family involvement to ensure services remain on track and are equipped to contribute towards meeting GLD targets.
Best Start Family Hubs delivery grant - capital	6%	Maintaining and enhancing Family Hubs and spoke sites so they offer a welcoming, accessible environment for families.
Parenting support	12%	Increasing and expanding delivery of EBIs that equip parents and caregivers with the skills, knowledge and confidence to positively influence their child's development at ages 3 and 4, supporting readiness for school.
Home Learning Environment Support	10%	Increasing and expanding HLE-focused EBIs to help parents and carers use practical strategies and activities that strengthen the quality of learning interactions in the home.
Perinatal Mental Health and Parent Infant Relationships	29%	Continuing to provide tailored and targeted support for families including partners and co-parents on mild to- -moderate perinatal mental health needs and parent–infant relationship support, contributing to early development and positive GLD outcomes.
Infant Feeding support	17%	Continuing to offer tailored and targeted breastfeeding and infant feeding support, enabling families to make informed feeding choices while optimising breastfeeding, strengthening early attachment and supporting child development towards GLD.
Healthy Babies offers and Parent Carer Panels	2%	Promoting the Healthy Babies offer widely and expanding the Parent Carer Panel approach to ensure representation from priority cohorts.

This page is intentionally left blank

TORBAY COUNCIL

Education Spotlight Review – Report of the Overview and Scrutiny Board

1. Introduction

The Children and young People's Overview and Scrutiny Sub-Board ("the Sub-Board") met on 9 February 2026 to undertake a spotlight review on education. The Members of the Sub-Board were Councillor Foster, Councillor Law (who chaired the meeting), Councillor Nicolaou, Councillor Tolchard and Councillor Twelves. Co-opted Members of the Sub-Board were Sue Lockwood who attended for Jo Hunter - Church of England Diocesan Representative, Ndubisi Obasi – Primary Academy Parent Governor Representative, Nigel Yelland – Devon and Cornwall Police (for part of the meeting) and Mike Cook – Voluntary and Community Sector and Alternative Provider (Education) (for part of the meeting).

The background papers can be found at Agenda for Children and Young People's Overview and Scrutiny Sub-Board on Monday, 9 February 2026, 2.00 pm

The following people attended the meeting and provided responses to questions:

- Councillor Bye – Cabinet Member for Children's Services
- Nancy Meehan – Director of Children's Services
- Hannah Baker – Divisional Director Education and SEND
- Dan Hamer – Head of vulnerable pupils and Virtual School
- Claire Talbot – Head of Education and Corporate Services – Schools Capital
- Brian Gale – Department for Education and SEND Advisor

The Cabinet Member for Children's Services opened the meeting by outlining the considerable engagement that had taken place with schools over recent weeks. He reported admirable work being carried out in schools despite the serious financial and operational pressures caused by falling birth rates. He also highlighted challenges relating to attendance and exclusions and noted that work continued with families to keep children engaged in mainstream education wherever possible.

2. School Improvement

The Department for Education SEND Adviser, Brian Gale, explained that many of the challenges experienced in Torbay, including rising exclusions and concerns around elective home education, were also reflected in nearby localities such as Devon and Plymouth. He reported that Torbay will undergo

a stock-take of progress in March and emphasised the importance of ongoing scrutiny and shared learning between local authorities.

Officers outlined the wider education landscape in Torbay, noting that falling birth rates continued to place significant pressure on schools. Several schools that once operated as three-form-entry now function as two-form-entry, and officers anticipate that reductions in pupil numbers will soon reach the secondary phase following the end of the recent bulge cohorts. Some schools had begun to re-utilise existing spaces, such as sensory rooms, to address changes in demand.

The Divisional Director Education and SEND described the three targeted projects being delivered through the RISE programme. The first project focuses on improving transition from Year 6 to Year 7, particularly for vulnerable pupils, by introducing enhanced, summer-based transition arrangements. The second project concentrates on attendance and behaviour, with specific attention given to highly mobile pupils who move frequently between schools. The third project aims to strengthen long-term aspiration through a cradle-to-career approach. All primary schools and non-selective secondary schools had already committed to taking part in this summer's enhanced transition initiative.

Members asked a number of questions about the progress of school improvement initiatives. They asked what support was available to young people who aspire to attend university, and officers confirmed that aspiration was a major theme raised by headteachers and that RISE was working to develop consistent frameworks to track and encourage aspiration. Members questioned how the Council could evidence positive outcomes from the RISE projects without clear baseline data. Officers acknowledged this gap and confirmed that they had asked the DfE to provide a governance and KPI framework, which had been used in other parts of the country.

Members also sought clarity on the high levels of pupil movement within Torbay. Officers reported that 180 pupils did not finish the academic year in the school where they began it in 2025, and this mobility had a measurable impact on GCSE outcomes. The reasons vary but often relate to family circumstance, sense of belonging to the school community, or the complexity of Torbay's selective and non-selective school landscape. When asked whether children who transfer from Grammar Schools to other settings feature significantly in local data, officers responded that such cases occur but not in high volume, and the more pronounced patterns were found in non-selective schools. Members also queried how many internal transfers involve South Devon High School; officers explained that slightly more than 30 pupils transferred last year, although the school remains oversubscribed and entry was restricted to Year 9 and includes a cognitive test.

Discussion continued about school collaboration, with officers emphasising that some schools work well together to support pupil movement but that collaboration varies and needs strengthening. Members also asked whether single-academy schools were seeking to join larger trusts. Officers reported that this had not occurred so far but may become more common as financial pressures increase. Members asked about school viability in the context of falling numbers, and officers explained that while schools can combine year

groups, this practice was less acceptable to modern parents. Some larger trusts were currently shielding individual schools from financial difficulty, which may mask underlying viability concerns.

3. Exclusions, Suspensions and Attendance

Officers reported that most exclusions involve assaults or threats of violence, which was consistent with national patterns. They emphasised that school leaders frequently reported growing social and emotional needs among pupils and that resources were becoming increasingly stretched. While overall exclusion numbers had fallen, exclusions for pupils with Education, Health and Care Plans remain stagnant, and concerns persist about the limited availability of specialist provision.

Attendance had improved significantly across Torbay, aided by Early Help Panels, improved youth hub engagement, new school nurse provision, and regular termly meetings with every school. Officers highlighted the substantial improvement made by Cuthbert Mayne, which was now among the twenty most improved schools nationally. However, illness-related absences had risen following a flu-heavy start to the year, and attendance in special schools requires continued focus.

Members asked whether the Council was meeting its statutory responsibility to ensure that permanently excluded pupils were placed in full-time education by the sixth day of exclusion. Officers confirmed that this was not always the case, particularly in primary settings, due to limited specialist capacity and the constraints of the Safety Valve arrangements. They expect to be fully compliant by the third week of the next term. Members asked what factors were triggering exclusions in younger children, and officers explained that an increasing number of Key Stage 1 pupils display very challenging behaviours even before receiving an EHCP diagnosis. Officers also identified concerning patterns of sexualised behaviour in older primary pupils, which require sensitive family engagement that was not always accepted.

Members asked what support exists to prevent exclusions. Officers described the primary behaviour outreach service, case conferences involving a range of partners, and the use of Section 29A powers to facilitate managed moves. They also confirmed that secondary schools collaborate through Loadstar to provide outreach support as an alternative to exclusion.

Members raised questions about isolation units and how lost learning was recovered. Officers explained that when isolation was used constructively and for brief periods, it can be effective; however, when used punitively or for extended periods, it creates additional challenges and may result in an “invisible exclusion” effect. The Government was considering expanding the use of isolation nationally, but there was currently no clear guidance on how schools should implement it.

Members sought clarification on penalty notices for non-attendance. Officers explained that penalty notices were issued only when support had been offered and when it was clear that engagement had not led to improvements. A significant proportion of notices relate to holiday absence, for which schools had no discretion under national rules. Only 5% of notices were issued to

families of pupils with EHCPs, indicating that vulnerable children were not disproportionately penalised. Members asked how many parents fail to pay penalty notices, and officers reported that non-payment rates were low, with only a small proportion progressing to prosecution.

4. Elective Home Education

Officers noted a rising trend in elective home education (EHE). They explained that families often cite dissatisfaction with school, unmet social or mental health needs, or differences in professional and parental perspectives as reasons for withdrawal. Officers acknowledged that families frequently struggle to access mental health services, which contributes to frustration and disengagement.

The Council continued to support EHE families through advice visits (where consent was given), SENDIASS, early help signposting, and the Youth Hub. Officers confirmed that safeguarding risks among EHE children remain low and that families were generally cooperative.

Members enquired about mental health concerns in EHE cases. Officers explained that many of the reasons given by families were based on their own observations rather than clinical diagnosis, and that some parents disagree with professional assessments. When asked about Section 19 funding, officers confirmed that financial support was provided only when a child was medically unable to attend school and that most EHE cases do not meet this threshold.

Members asked what proportion of EHE pupils would be eligible for free school meals, and officers estimated this to be around two-thirds. For this reason, the Holiday Activities and Food (HAF) programme had been extended to include home-educated children. Members were concerned about access to examinations, and officers explained that EHE children must pay for exam entries privately, with typical costs of around £140 per subject. The Wellbeing Bill under consideration may create a duty only to signpost families to exam centres. Officers stated that while precise tracking of EHE NEET outcomes was difficult, around 150 to 160 young people attend South Devon College programmes each year, offering some positive engagement opportunities.

5. Free School Meals

The Sub-Board received a brief update confirming ongoing improvements to free school meal access through the introduction of automatic enrolment. The early years expansion of eligibility was noted as a positive step, and Members welcomed the benefits for family wellbeing and the importance of supporting uptake.

6. Schools Capital Programme

Officers reported continued progress with the Private Finance Initiative arrangements and academy conversion processes, particularly at Homelands, where the process had required additional legal support due to complexity. The relocation of Mayfield School to the MyPlace building was proceeding well and remains within budget, with full relocation anticipated by September.

Members expressed satisfaction that the Parkfield site had now found a sustainable long-term use. Positive engagement from Mayfield was noted and appreciated.

7. Special Educational Needs and Disabilities (SEND)

Officers highlighted significant progress in SEND pathways, including a 500% rise in supported internships over the last three years. The SEND employment forum recently received praise for Torbay's achievements with the local authority being commended for assuming a leadership role across the wider system. Officers explained that grant funding had enabled this progress and that securing continued investment will be a key challenge for the future.

Members asked what internship opportunities were currently available within the Council itself. Officers confirmed placements in areas such as SENDIASS and Business Support and expressed an ambition to expand opportunities further. Members raised the disconnect between encouraging employment and the timing of concessionary bus passes for disabled people not necessarily aligning with the start or end of the working day. Discussion also covered the Graduated Response and the SEND Pledge, both of which will soon be relaunched with updated frameworks designed in collaboration with schools to ensure consistency across the borough.

8. Recommendations

1. that the Department for Education be invited to a future meeting to discuss in detail the governance and KPI's of the projects covered by RISE;

2. that the Senior Democratic and Overview and Scrutiny Officer circulate the National Readiness School Survey to all Board Members;

3. that the Director of Children Services arrange a visit to Mayfield School at Parkfield for Members of the Children and Young People's Overview and Scrutiny Sub-Board;

4. that the Children and Young People's Overview and Scrutiny Board request the Cabinet to source alternative funding to replace the NTDI grant (ends in March 2026) for the SEND employment forum; and

5. that the Cabinet be requested to consider options for amending the start time of concessionary bus fares for disabled people to enable them to engage in work.

This page is intentionally left blank

TORBAY COUNCIL

Cabinet Response to the recommendations of the Children and Young People's Overview and Scrutiny Sub-Board – Spotlight Review on Education

Recommendation 1:

that the Children and Young People's Overview and Scrutiny Board request the Cabinet to source alternative funding to replace the NTI grant (ends in March 2026) for the SEND employment forum.

Response/Update:

Cabinet notes the request from Children and Young People's Overview and Scrutiny. Due to the budget proposals having already been fully developed there was not the opportunity to consider this proposal as part of the budget setting process for 2026/2027, there is no scope to identify alternative funding from within the wider Council budget at this time. Cabinet further notes the cessation of the grant funding and recognises the positive impact it has had locally. Responsibility therefore rests with Children's Services to consider whether alternative funding options can be identified to support continuation of the service following the withdrawal of central government funding.

Recommendation 2:

that the Cabinet be requested to consider options for amending the start time of concessionary bus fares for disabled people to enable them to engage in work.

Response/Update:

Cabinet notes the request to consider options for amending the start time of concessionary bus fares for disabled people in order to support access to employment, education and training. Cabinet recognises the potential impact of the current off-peak arrangements on those seeking to engage in work, education or training.

However, Cabinet further notes that responsibility for concessionary fare policy sits at Combined County Authority level. Any amendment to the start time would therefore require consideration and agreement by the Combined County Authority, as any change would have wider implications across the CCA footprint. Cabinet agrees that this request should be formally raised with the Combined County Authority for consideration.

In the meantime, Cabinet notes that alternative schemes, including employment-focused support such as Connect to Work, may offer complementary support to individuals affected by current concessionary fare arrangements.

This page is intentionally left blank