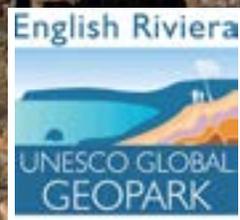


OLD PAIGNTON  
VOLUME I: CONSERVATION AREA APPRAISAL  
ISSUE 04  
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PURCELL



TORBAY COUNCIL

# OLD PAIGNTON: CONSERVATION AREA APPRAISAL

## CONTENTS

<b>EXECUTIVE SUMMARY</b>	<b>03</b>	<b>2.0 ASSESSING CHARACTER AND SPECIAL INTEREST</b>	<b>17</b>	<b>6.0 ISSUES</b>	<b>85</b>
Purpose of this Guidance	04	2.1 Summary History	18	6.1 Condition	86
How to use the Conservation Area Appraisal	04	2.2 Illustrated History	20	6.2 Detracting Features	88
Frequently Asked Questions	05	2.3 Architecture and Built Form	26	6.3 Inappropriate Modern Development	90
Summary of Special Interest	06	2.4 Setting and Key Views	46		
Summary of Heritage Assets within the Old Paignton Town Conservation Area	07	2.5 Public Realm	54	<b>7.0 OPPORTUNITIES</b>	<b>91</b>
Summary of Condition, Detracting Features and Opportunities for Enhancement	07	2.6 Open Spaces and Trees	59		
		2.7 Geology and Topography	61	<b>8.0 CONSERVATION AREA DESIGNATION - CONTROL MEASURES AND BEST PRACTICE GUIDANCE</b>	<b>93</b>
		2.8 Archaeological Potential	61	8.1 Control Measures	93
		<b>3.0 CHARACTER AREAS</b>	<b>62</b>	8.2 Conservation Aims and Best Practice	93
<b>1.0 INTRODUCTION</b>	<b>08</b>	3.1 Historic Settlement and Early 19th Century Development	64	8.3 'Like For Like'	93
1.1 Old Paignton Conservation Area	09	3.2 Fisher Street	66	8.4 Repairs And Replacement	95
1.2 Context and Vision for this Conservation Area Appraisal	10	3.3 Late-19th Century Town Centre	68	8.5 Maintenance	95
1.3 Summary of Special Interest	11	3.4 Late-19th Century/Early-20th Century Inner Suburb	71	8.6 Trees	96
1.4 Definition of a Conservation Area	11			8.7 Public Realm	96
1.5 Purpose and Scope of the Conservation Area Appraisal	11	<b>4.0 BOUNDARY REVIEW</b>	<b>73</b>	8.8 Modern and New Development	96
1.6 Planning Policy	12	4.1 Reasons for Reviewing the Boundary	74	8.9 Sustainability	97
1.7 English Riviera UNESCO Global Geopark	16	4.2 2025 Boundary Changes	74		
		<b>5.0 AUDIT OF HERITAGE ASSETS</b>	<b>80</b>	<b>APPENDICES</b>	
		5.1 Positive Contributors, Key Buildings and Local Landmarks	81	A: Bibliography	99
		5.2 Listed Buildings	82	B: Useful Contacts	100
		5.3 Opportunities for Enhancement	82	C: Glossary	101
		5.4 Buildings at Risk	84	D: Detailed Historic Development of Old Paignton	102

# EXECUTIVE SUMMARY



# EXECUTIVE SUMMARY

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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 or 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 conservation 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

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**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](mailto: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](mailto: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

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## 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



# SECTION 1.0: INTRODUCTION

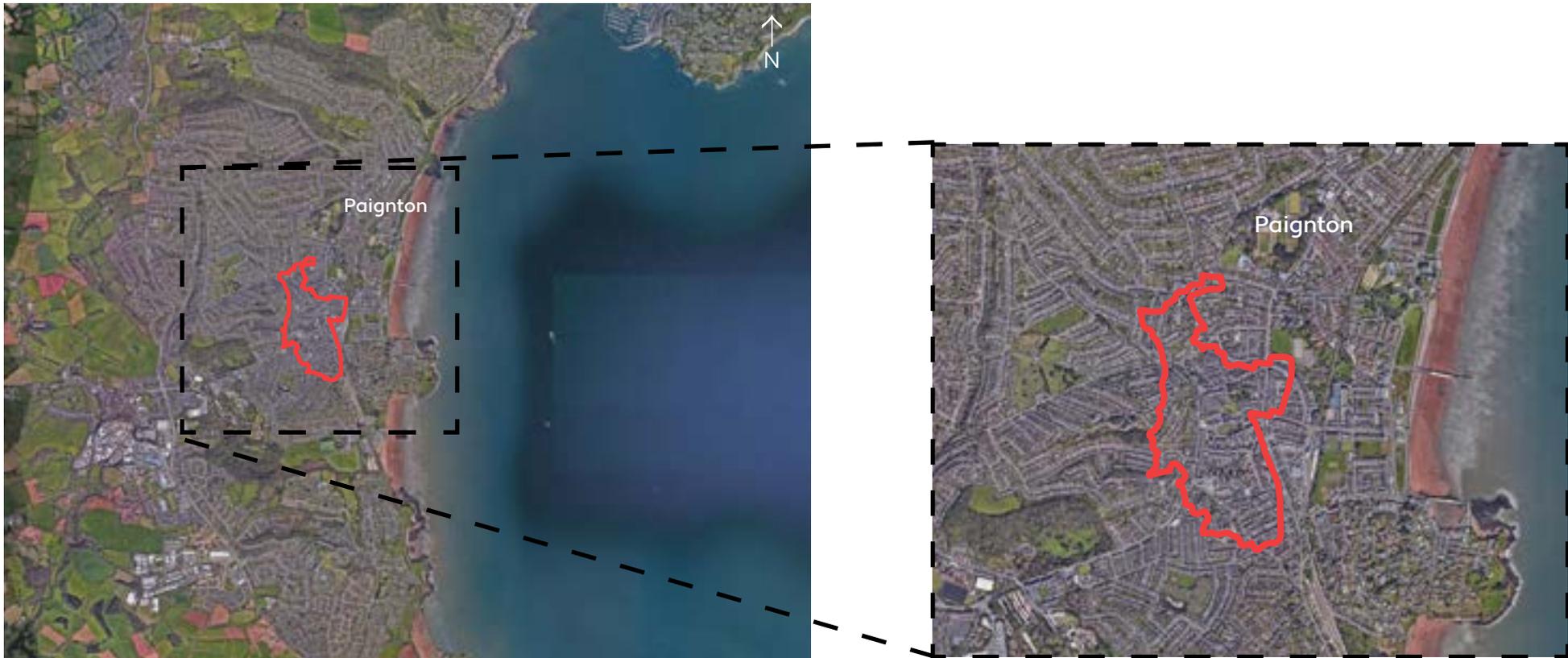
## 1.1 Old Paignton Conservation Area

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.

## SECTION 1.0: INTRODUCTION

### 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.



## SECTION 1.0: INTRODUCTION

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### 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.'<sup>01</sup>

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.<sup>02</sup>

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

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

## SECTION 1.0: INTRODUCTION

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).<sup>03</sup>

### 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.

<sup>03</sup> 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.

## SECTION 1.0: INTRODUCTION

### 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.

## SECTION 1.0: INTRODUCTION

### 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.<sup>04</sup> 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.<sup>05</sup>

### 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.

<sup>04</sup> <https://www.torbay.gov.uk/media/12972/paignton-neighbourhood-plan.pdf>

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

## SECTION 1.0: INTRODUCTION

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.
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.
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.

## SECTION 1.0: INTRODUCTION

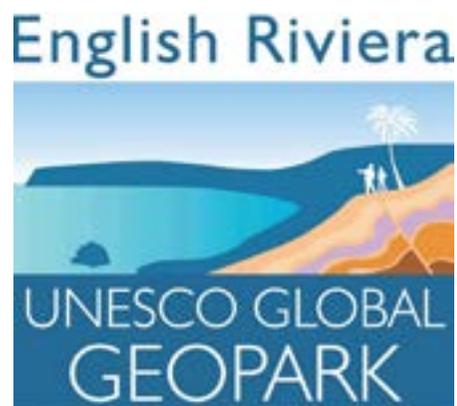
### 1.7 English Riviera UNESCO Global Geopark

The Old Paignton Conservation Area 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.<sup>06</sup> 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 Riviera 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).



<sup>06</sup> <https://unesco.org.uk/geoparks/>

## SECTION 2.0: ASSESSING CHARACTER AND SPECIAL INTEREST



## 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 Domesday 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*

## SECTION 2.0: ASSESSING CHARACTER AND SPECIAL INTEREST

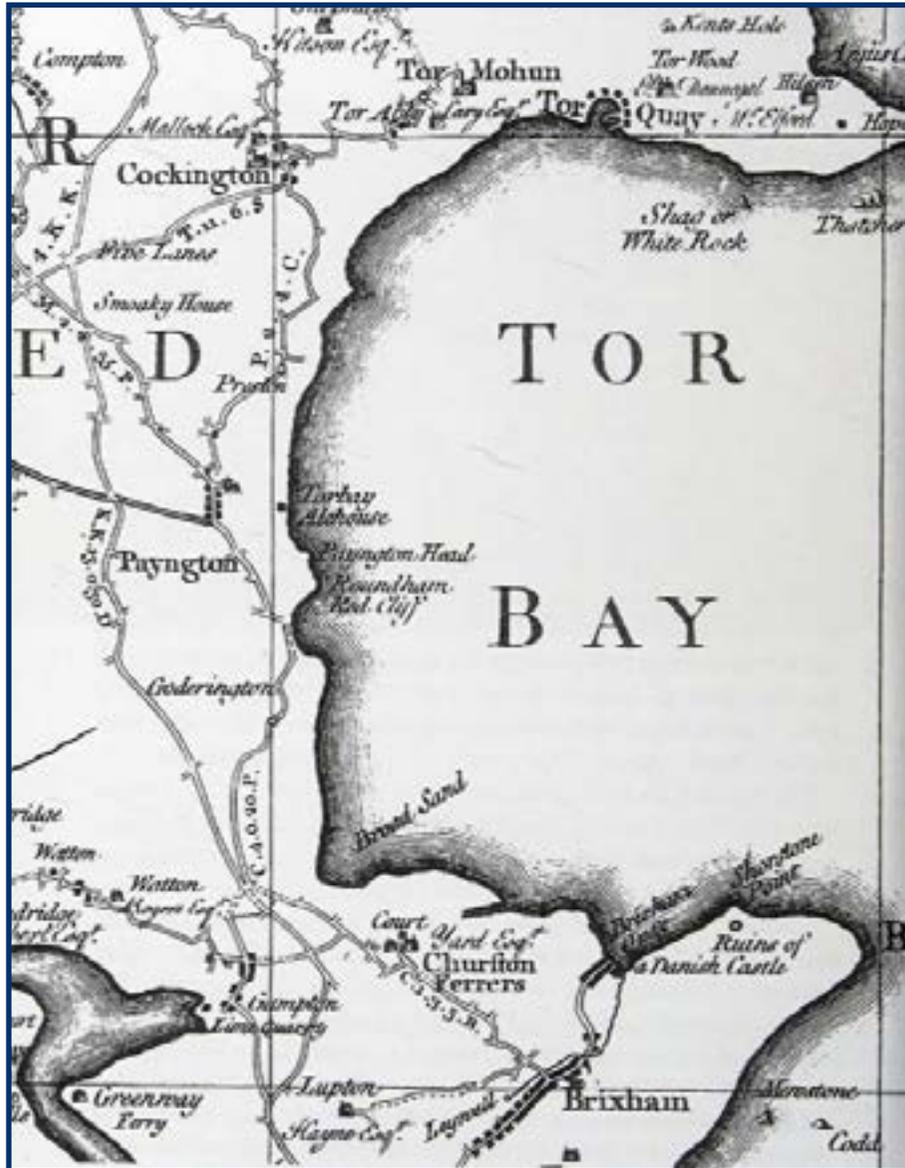
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was staged at the Royal Bijou Theatre. Local architects George Soudon Bridgman and WG Couldrey designed much of the late Victorian housing developments throughout Paignton, which was completed by the 1890s, and created a cohesive sense of place.

**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.

## SECTION 2.0: ASSESSING CHARACTER AND SPECIAL INTEREST

### 2.2 Illustrated History



Benjamin Donn 1765

Benjamin Donn's map of Torbay from 1765 illustrates Paington 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.

## SECTION 2.0: ASSESSING CHARACTER AND SPECIAL INTEREST

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.

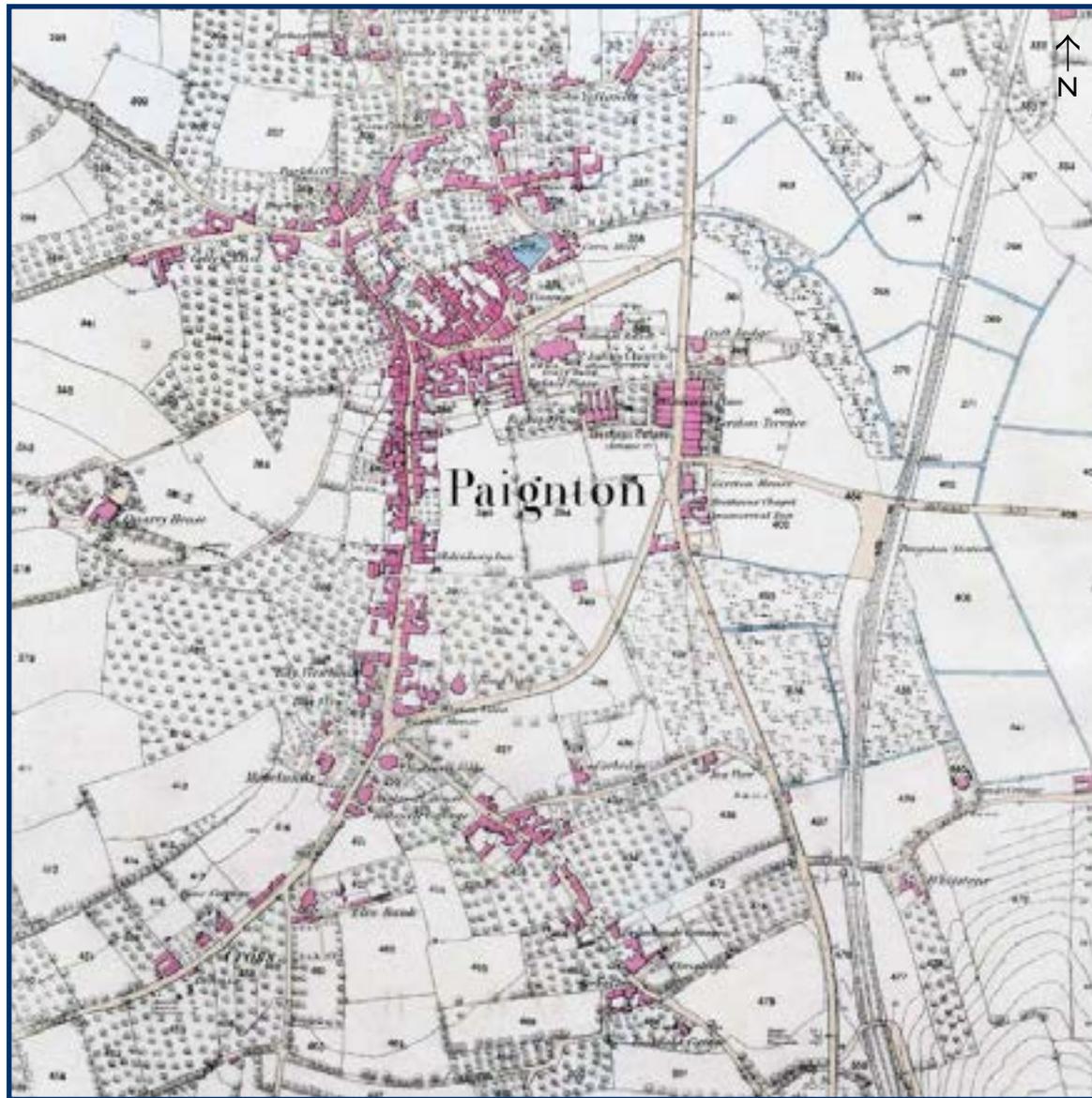


1840s Tithe map

## SECTION 2.0: ASSESSING CHARACTER AND SPECIAL INTEREST

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.



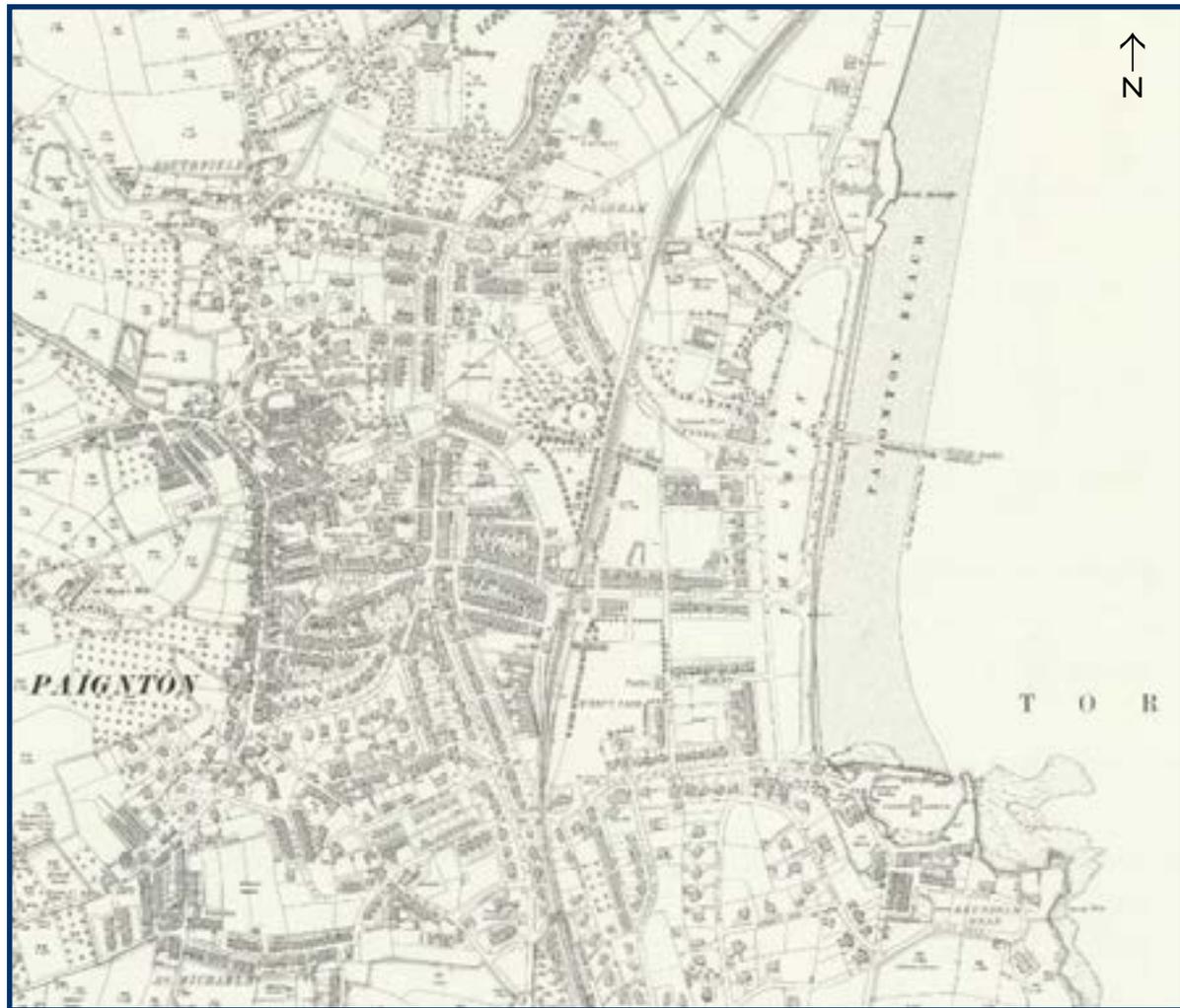
1863 Devon County Map

## SECTION 2.0: ASSESSING CHARACTER AND SPECIAL INTEREST

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.

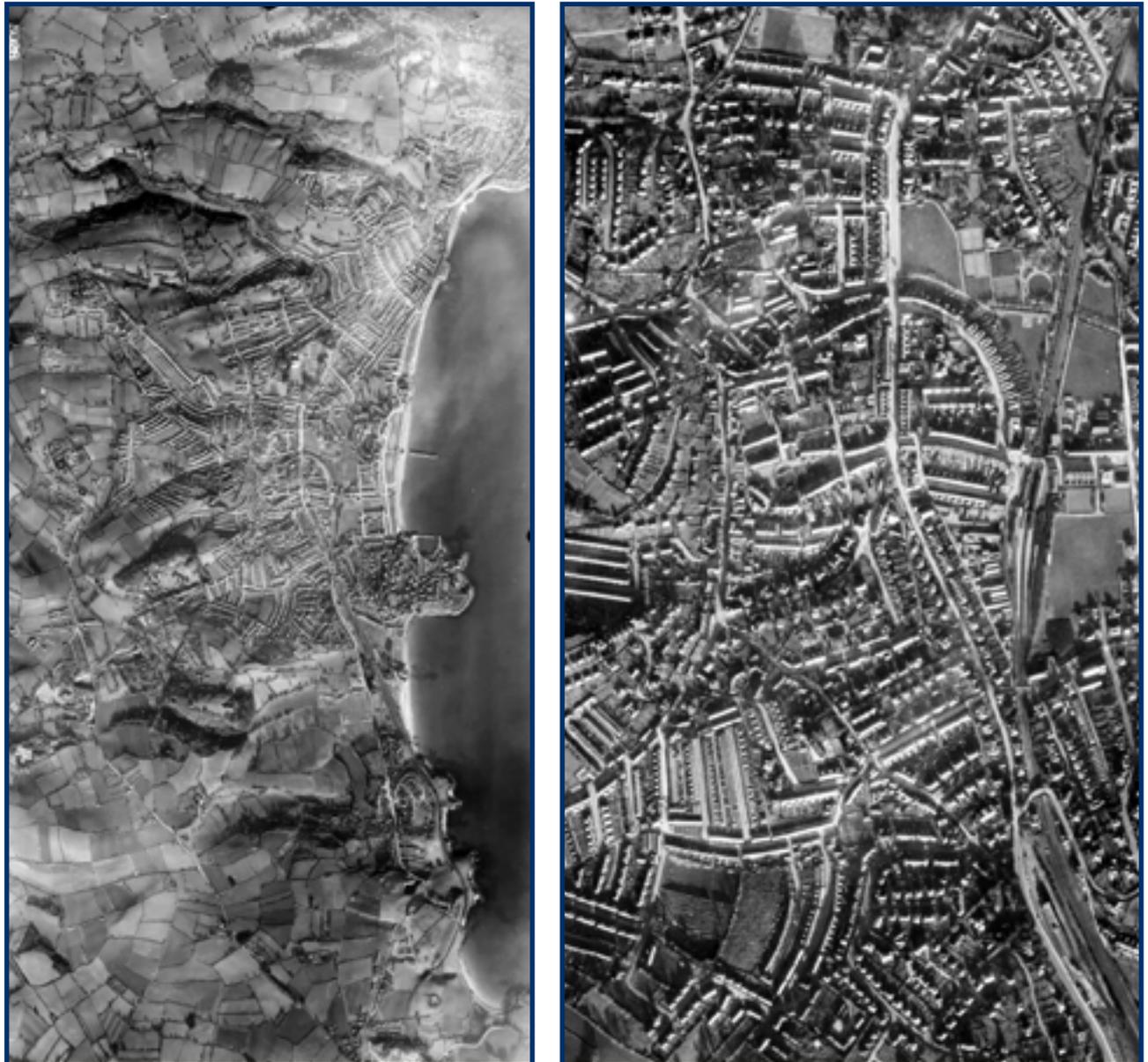


1904 Devon County Map

## SECTION 2.0: ASSESSING CHARACTER AND SPECIAL INTEREST

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 south to Roundham Head and Goodrington.



1944 US Air Force aerial photography of Paignton. (Historic England Archive, USAAF us\_7ph\_gp\_loc147\_v5028).

## SECTION 2.0: ASSESSING CHARACTER AND SPECIAL INTEREST

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.



## SECTION 2.0: ASSESSING CHARACTER AND SPECIAL INTEREST

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### 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.

## SECTION 2.0: ASSESSING CHARACTER AND SPECIAL INTEREST

### 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.

## SECTION 2.0: ASSESSING CHARACTER AND SPECIAL INTEREST



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.

## SECTION 2.0: ASSESSING CHARACTER AND SPECIAL INTEREST

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.

## SECTION 2.0: ASSESSING CHARACTER AND SPECIAL INTEREST

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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.

## SECTION 2.0: ASSESSING CHARACTER AND SPECIAL INTEREST

### 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.

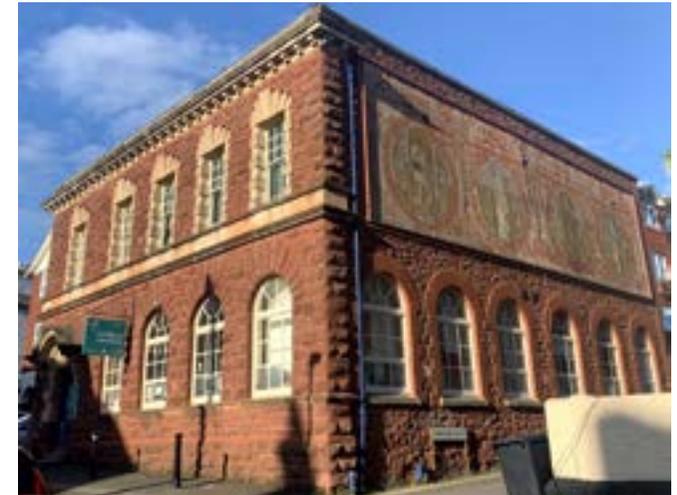
## SECTION 2.0: ASSESSING CHARACTER AND SPECIAL INTEREST

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.



The Palace Theatre on Palace Avenue, originally built as a public hall.

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.



The former School of Art and Science on Bishop's Place.

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 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.

## SECTION 2.0: ASSESSING CHARACTER AND SPECIAL INTEREST

### 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 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 mid-19th-century house on Totnes Road with corner turret and wrought iron balcony.



A late 19th-century house on Grosvenor Road, subdivided into flats.

## SECTION 2.0: ASSESSING CHARACTER AND SPECIAL INTEREST



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.

## SECTION 2.0: ASSESSING CHARACTER AND SPECIAL INTEREST

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 corning.

## SECTION 2.0: ASSESSING CHARACTER AND SPECIAL INTEREST

### 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



## SECTION 2.0: ASSESSING CHARACTER AND SPECIAL INTEREST

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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.

## SECTION 2.0: ASSESSING CHARACTER AND SPECIAL INTEREST

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.

## SECTION 2.0: ASSESSING CHARACTER AND SPECIAL INTEREST

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### 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.

## SECTION 2.0: ASSESSING CHARACTER AND SPECIAL INTEREST

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 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.



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.

## SECTION 2.0: ASSESSING CHARACTER AND SPECIAL INTEREST

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.

## SECTION 2.0: ASSESSING CHARACTER AND SPECIAL INTEREST

### 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.

## SECTION 2.0: ASSESSING CHARACTER AND SPECIAL INTEREST



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.

## SECTION 2.0: ASSESSING CHARACTER AND SPECIAL INTEREST

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### 2.3.3 Distinctive Materials and Features of Interest

Common local materials used across the conservation area include:

#### Render or stucco

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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

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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

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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

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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

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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

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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

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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.

## SECTION 2.0: ASSESSING CHARACTER AND SPECIAL INTEREST

### 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.

## SECTION 2.0: ASSESSING CHARACTER AND SPECIAL INTEREST

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### 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.

## SECTION 2.0: ASSESSING CHARACTER AND SPECIAL INTEREST

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### 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.

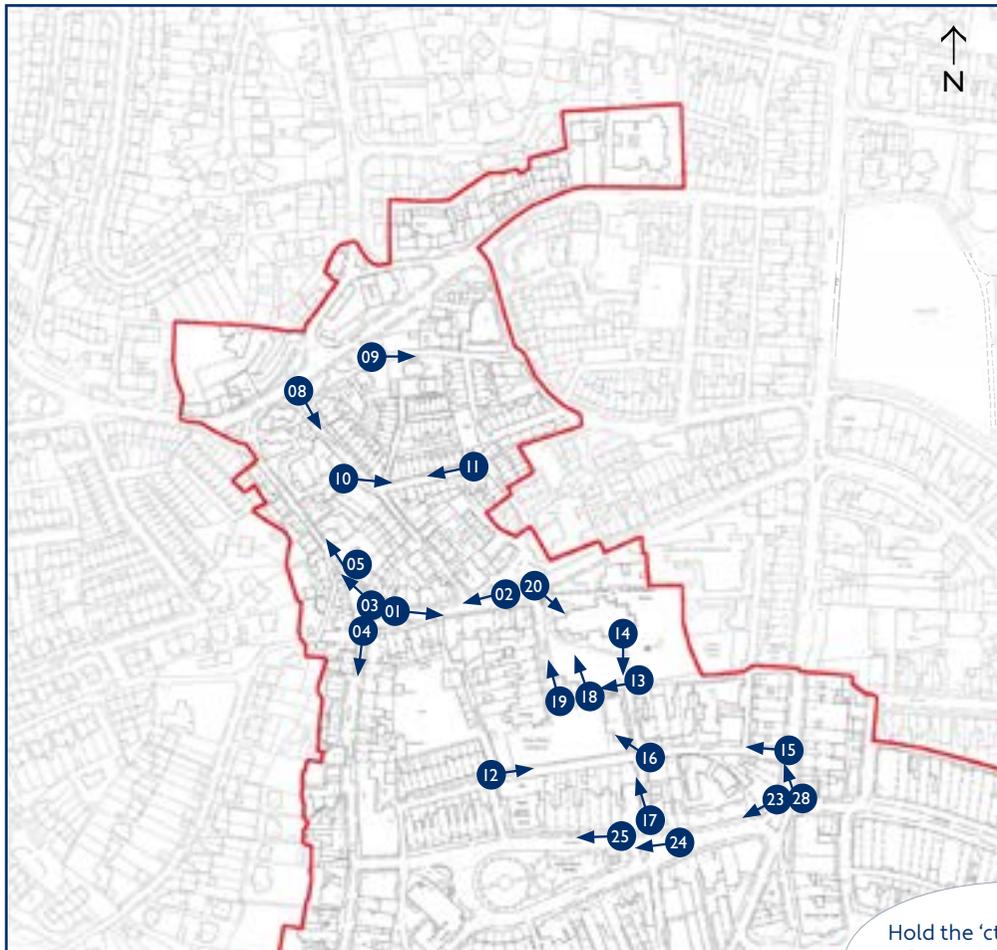
### 2.4.7 Views of Totnes Road and Dartmouth Road (Views 33-37)

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.

## SECTION 2.0: ASSESSING CHARACTER AND SPECIAL INTEREST



Key views in the north 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.



Key views in the south section of the Conservation Area. Base plan Torbay PMSA © Crown copyright and database rights 2024 OS AC0000849978

## SECTION 2.0: ASSESSING CHARACTER AND SPECIAL INTEREST



**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.

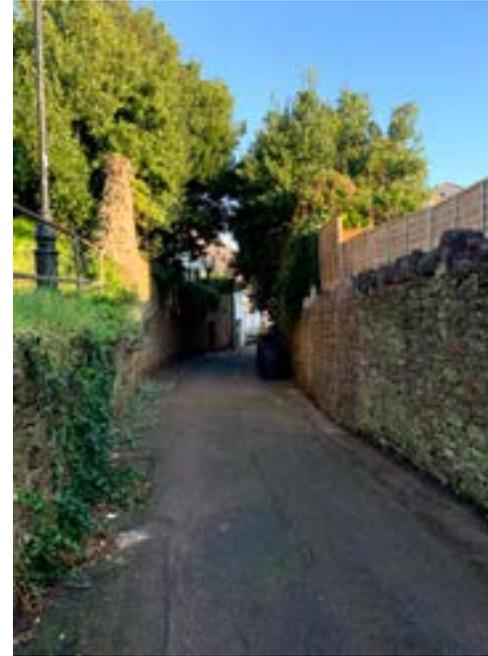
## SECTION 2.0: ASSESSING CHARACTER AND SPECIAL INTEREST



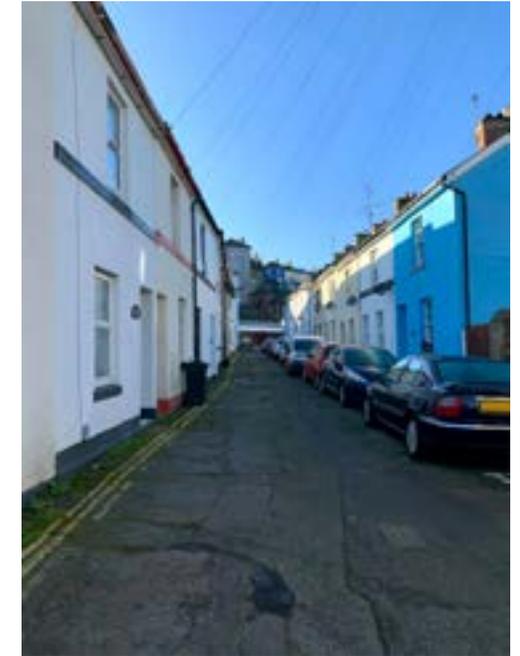
**View 5:** Winner Street, looking north towards Coley End Road.



**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.

## SECTION 2.0: ASSESSING CHARACTER AND SPECIAL INTEREST



**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

## SECTION 2.0: ASSESSING CHARACTER AND SPECIAL INTEREST



**View 20:** The tower of St John the Baptist Church as seen from the corner of Palace Place and Church Street.



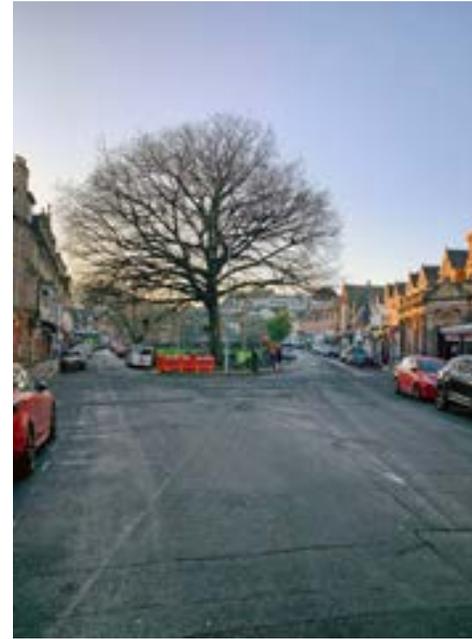
**View 21:** The junction of Hyde Road into Station Square at the east end of Victoria Street, looking west.



**View 22:** Victoria Street, looking west.



**View 23:** The junction of Torquay Road and Palace Avenue, looking west.



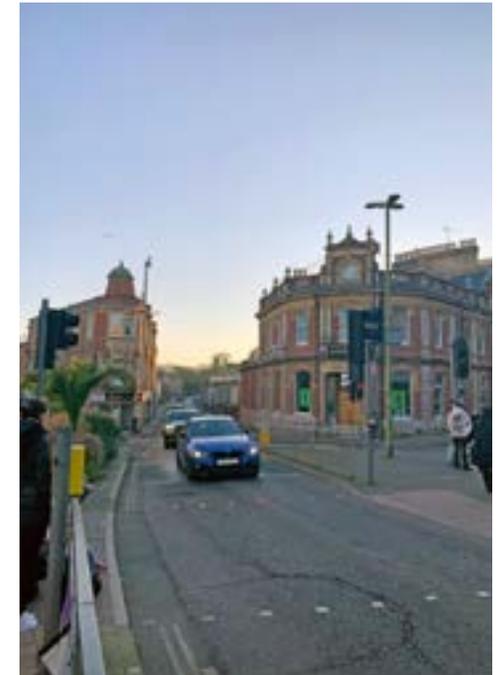
**View 24:** Palace Avenue, looking west.



**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.

## SECTION 2.0: ASSESSING CHARACTER AND SPECIAL INTEREST



**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.

## SECTION 2.0: ASSESSING CHARACTER AND SPECIAL INTEREST

### 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

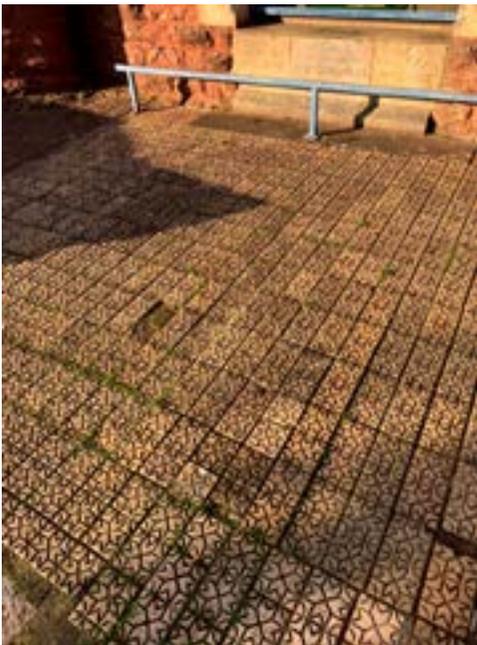


Bollards on Curledge Street, designed to emulate Coverdale Tower at the Bishop's Palace.

## SECTION 2.0: ASSESSING CHARACTER AND SPECIAL INTEREST

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.



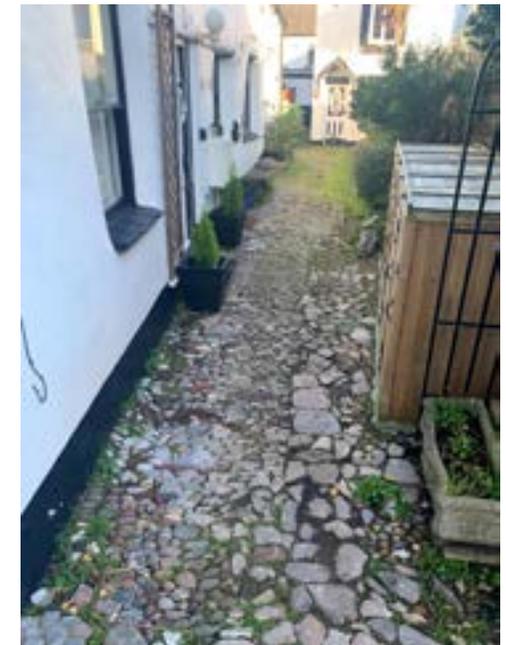
The cream pavers in situ in the forecourt of the Palace Avenue Methodist Church.



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.

## SECTION 2.0: ASSESSING CHARACTER AND SPECIAL INTEREST

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.

## SECTION 2.0: ASSESSING CHARACTER AND SPECIAL INTEREST

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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.

## SECTION 2.0: ASSESSING CHARACTER AND SPECIAL INTEREST

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.

## SECTION 2.0: ASSESSING CHARACTER AND SPECIAL INTEREST

### 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.

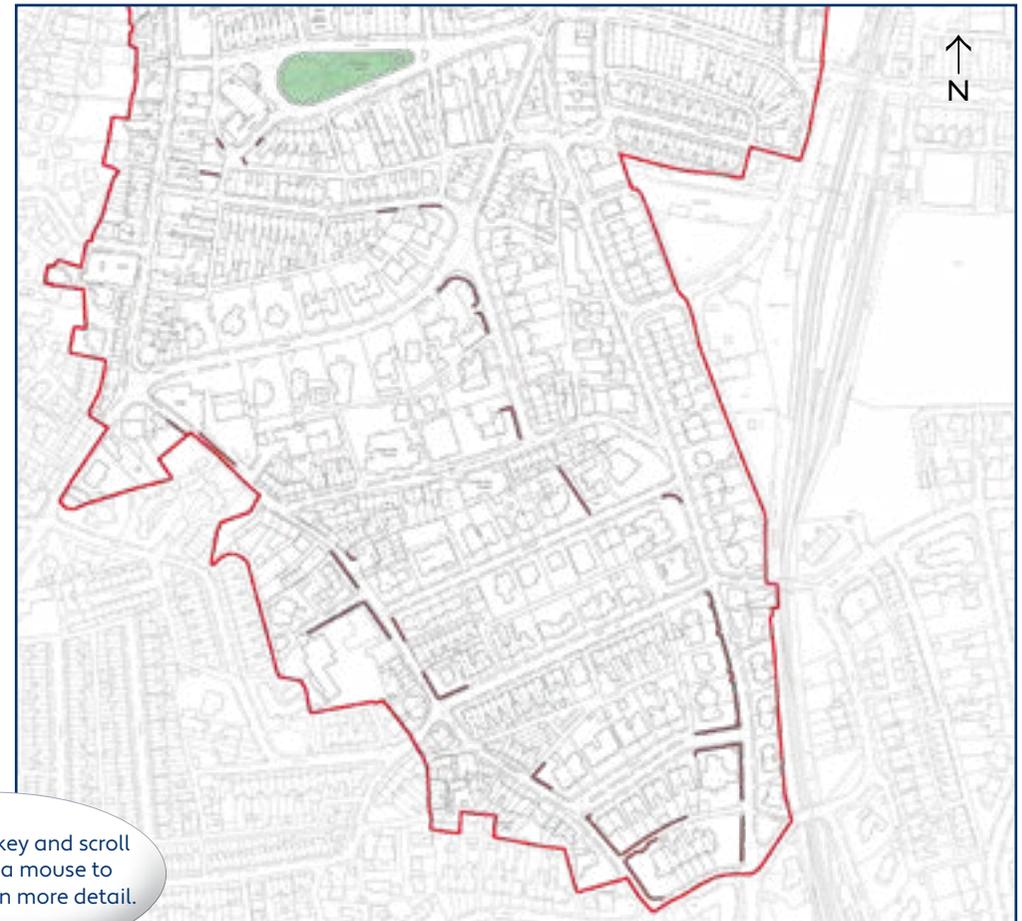
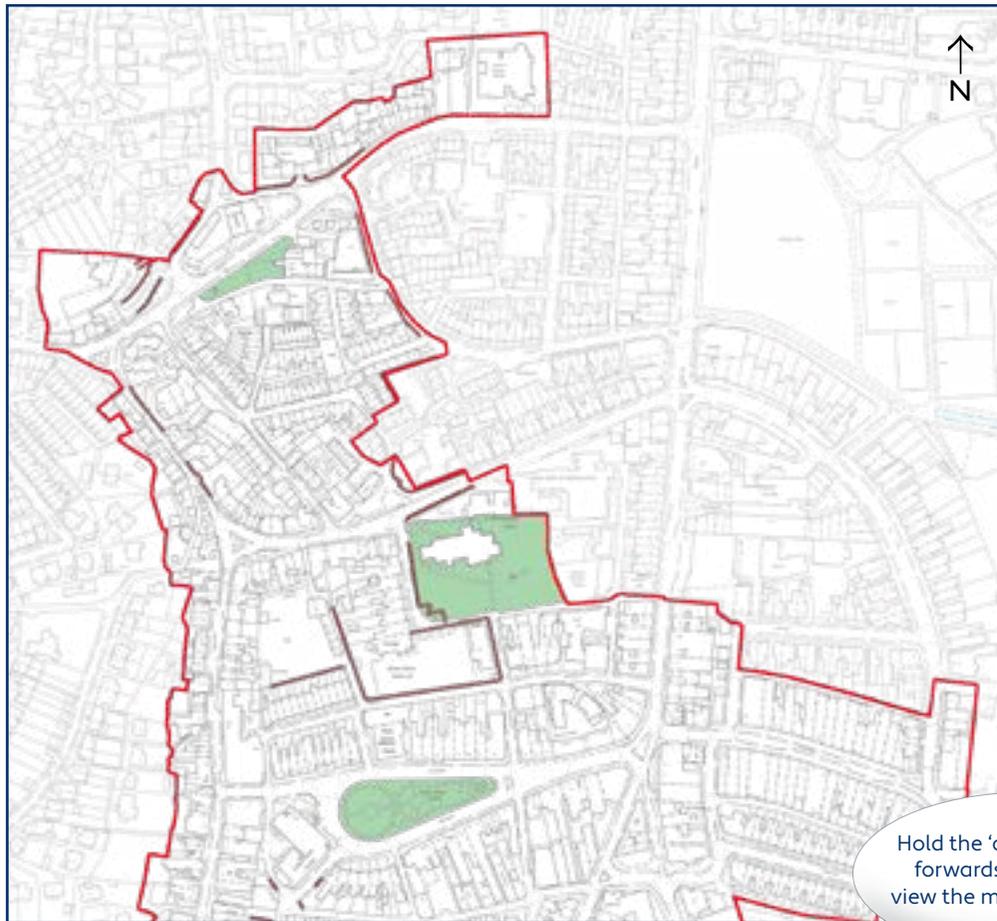


The churchyard of St John the Baptist Church, looking south-east with Coverdale Tower visible.



The churchyard of St John the Baptist Church, looking west.

## SECTION 2.0: ASSESSING CHARACTER AND SPECIAL INTEREST



Hold the 'ctrl' key and scroll forwards on a mouse to view the map in more detail.

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

**OPEN SPACES AND IMPORTANT WALLS**

- Open Spaces
- Prominent Walls
- 2025 Conservation Area Boundary

This plan is not to scale

## SECTION 2.0: ASSESSING CHARACTER AND SPECIAL INTEREST

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### 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



## SECTION 3.0: CHARACTER AREAS

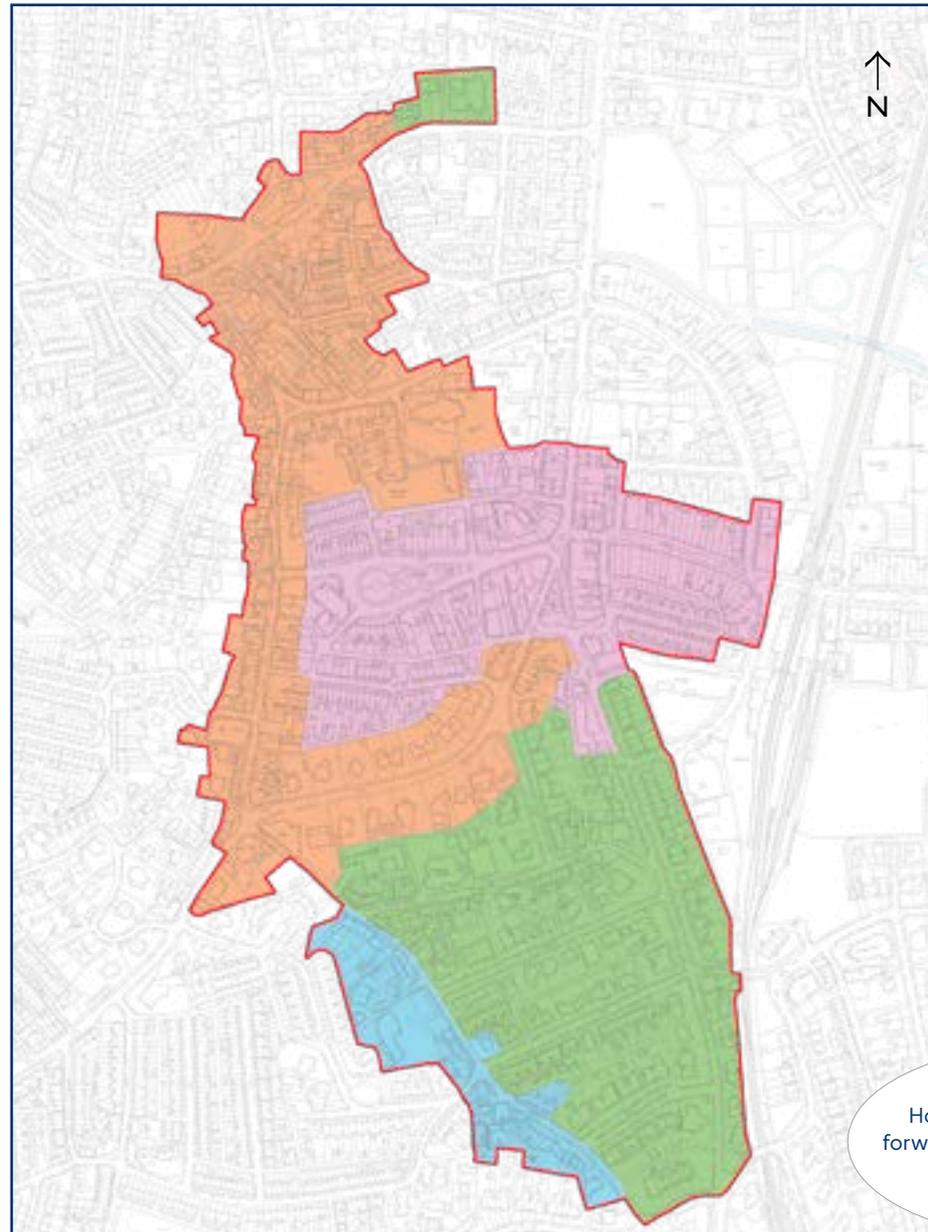
There are several spaces/groups of building throughout the conservation area which share common features and sub-characters. This section of the Conservation Area Appraisal identifies each character area's defining features; these areas were first identified in the 2007 Conservation Area Appraisal and 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

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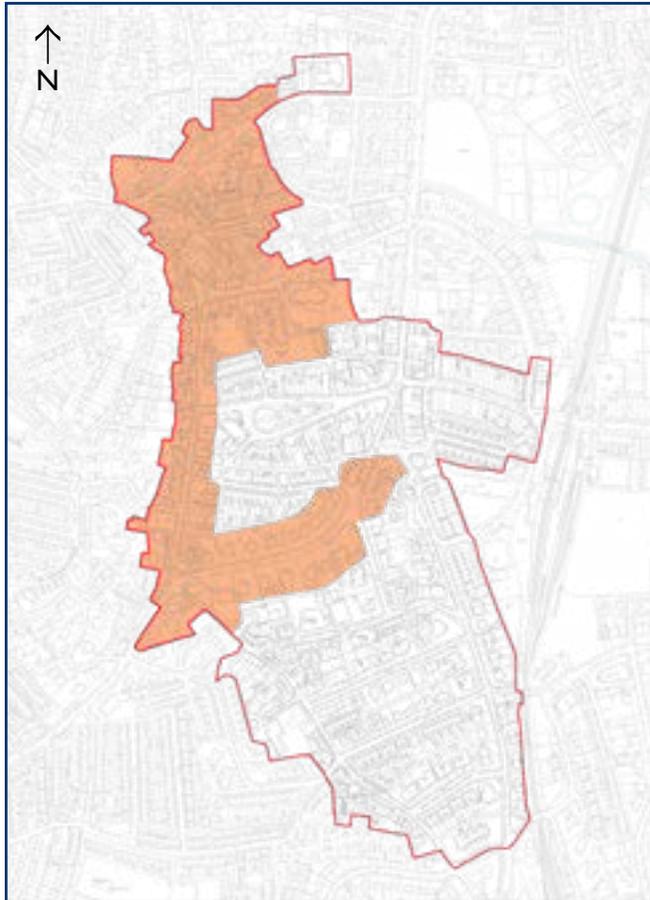
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Hold the 'ctrl' key and scroll forwards on a mouse to view the map in more detail.

## SECTION 3.0: CHARACTER AREAS: HISTORIC SETTLEMENT AND EARLY 19TH CENTURY DEVELOPMENT

### 3.1 Historic Settlement and Early 19th Century Development



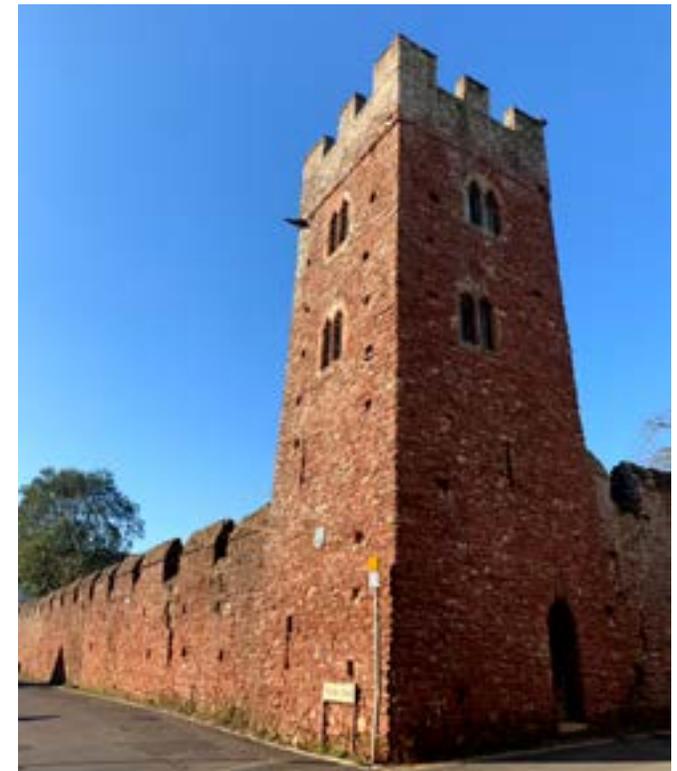
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#### Characteristic Features:

- 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.

## SECTION 3.0: CHARACTER AREAS: HISTORIC SETTLEMENT AND EARLY 19TH CENTURY DEVELOPMENT

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.



Winner Street, looking north.



Millbrook Road in the area north of the Church, an example of high-density terraced housing.

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.

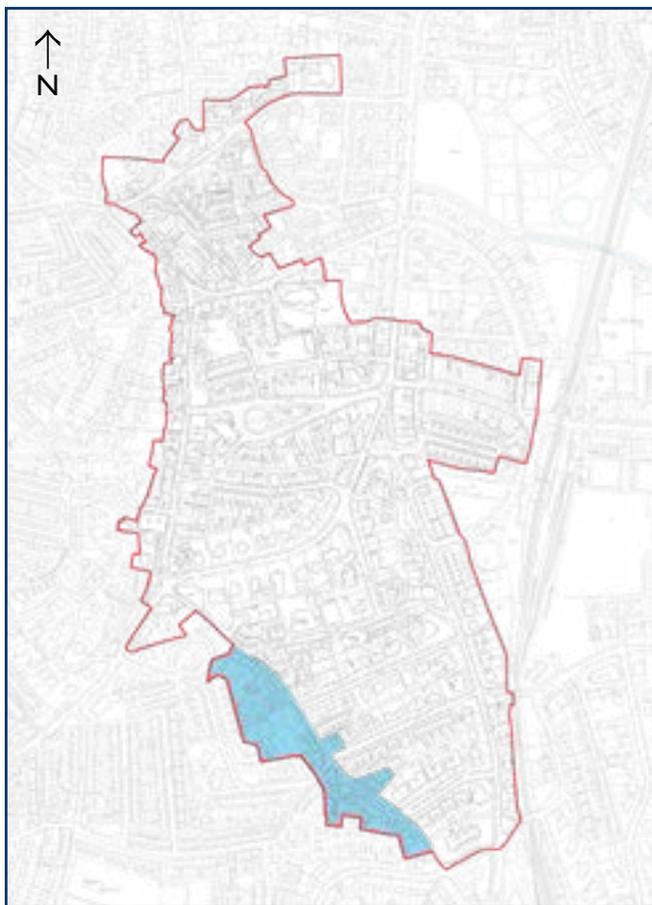
Totnes Road is also included in this character area as it houses early examples of large villas built as Paignton slowly began to gain a reputation as a seaside resort in the early-19th century prior to the arrival of the railway. These buildings all sit within large plots with mature trees lining the road, creating a sense of space and softening the streetscape.



Totnes Road, looking south-west, where the large villas each sit within generous plots with hedging and mature trees.

## SECTION 3.0: CHARACTER AREAS: FISHER STREET

### 3.2 Fisher Street



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#### 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

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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.



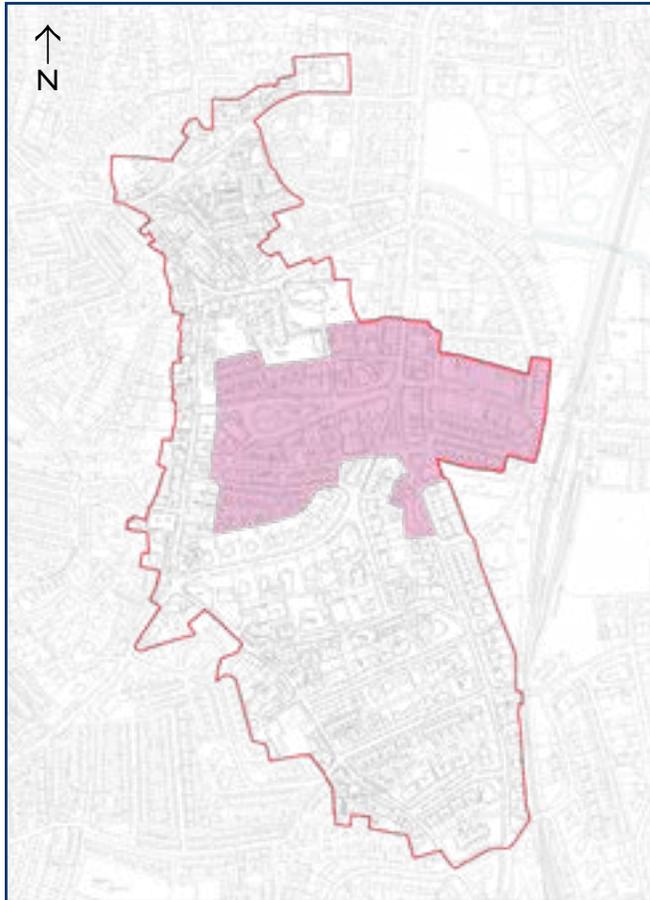
The Torbay Inn on Fisher Street.



The vernacular buildings of Eaton Place, a short terrace of cob and thatch cottages.

## SECTION 3.0: CHARACTER AREAS: LATE 19TH-CENTURY TOWN CENTRE

### 3.3 Late 19th-Century Town Centre



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#### 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.

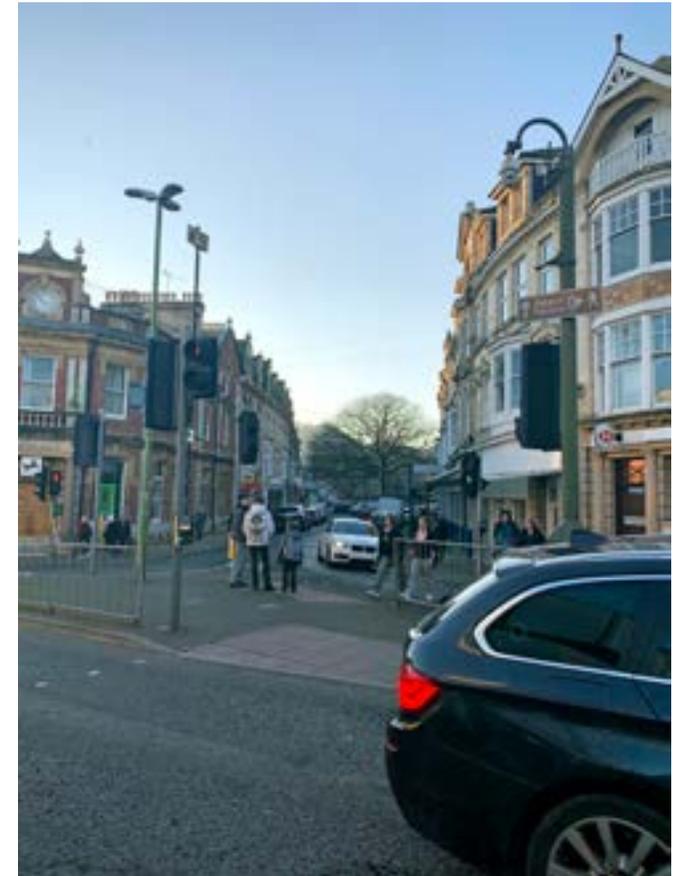
## SECTION 3.0: CHARACTER AREAS: LATE 19TH-CENTURY TOWN CENTRE

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.

## SECTION 3.0: CHARACTER AREAS: LATE 19TH-CENTURY TOWN CENTRE

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.



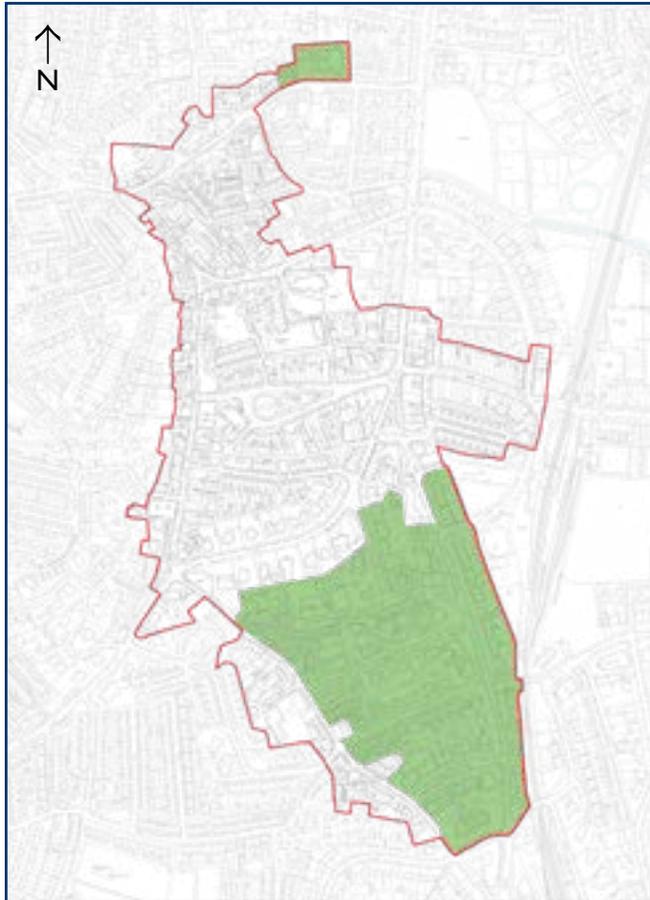
The Palace Avenue Theatre on Palace Avenue, constructed in local red rubble sandstone with yellow brick and moulded limestone detailing.



The terrace of houses at the west end of Tower Road.

## SECTION 3.0: CHARACTER AREAS: LATE 19TH-CENTURY TOWN CENTRE/EARLY 20TH-CENTURY INNER SUBURB

### 3.4 Late 19th-Century/Early 20th-Century Inner Suburb



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#### 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.



Elmsleigh Park with an island of mature trees in the centre of 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.



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.

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.



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

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### 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.

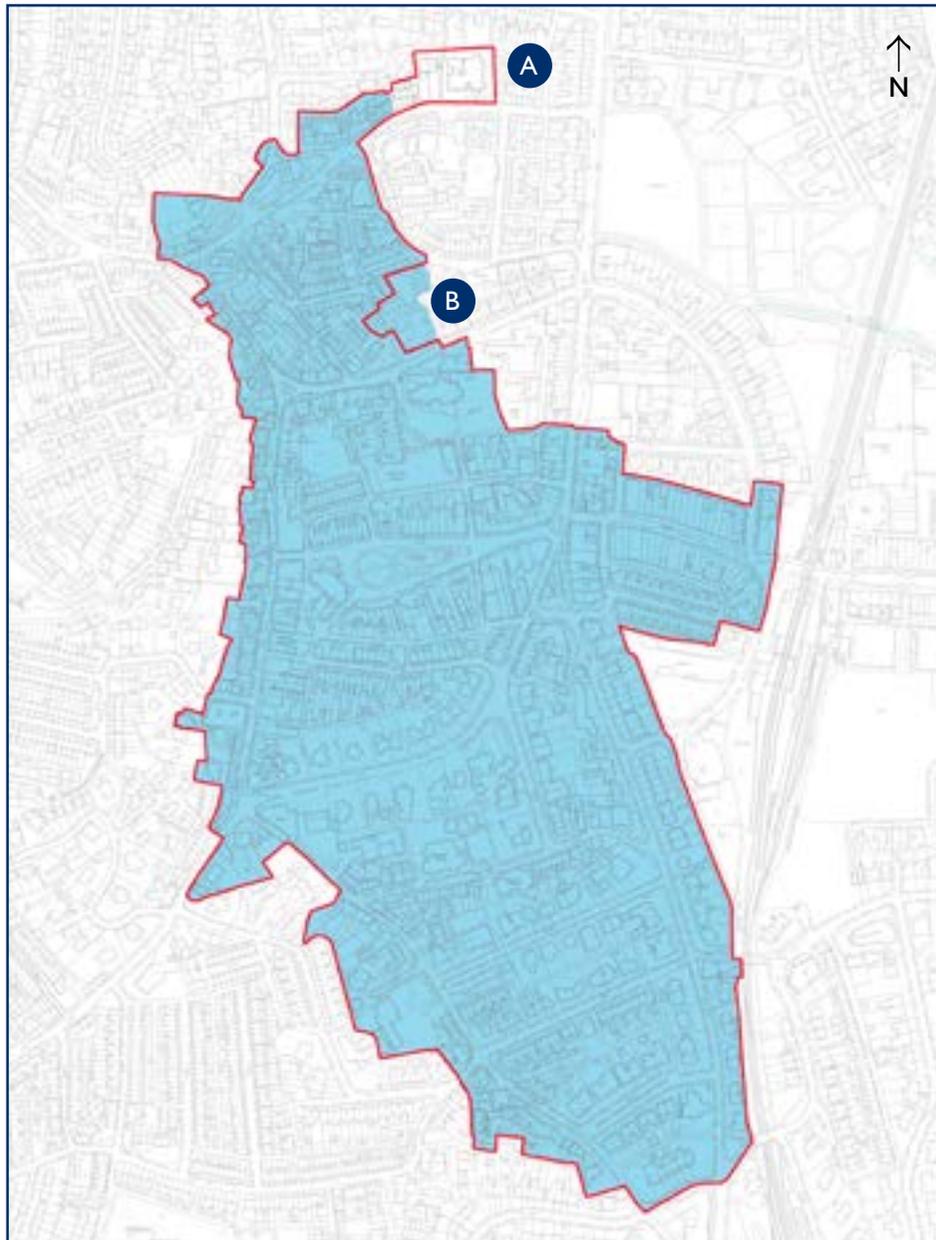
The need to review the boundary can be in response to a number of factors: unmanaged incremental changes which have, over time, diluted the character of an area; the boundary may have been drawn too tightly originally; or the special interest of a feature may not have been evident to a previous assessor. 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.

## SECTION 4.0: BOUNDARY REVIEW



### BOUNDARY REVIEW

- 2025 Conservation Area Boundary
- 1999 Conservation Area Boundary

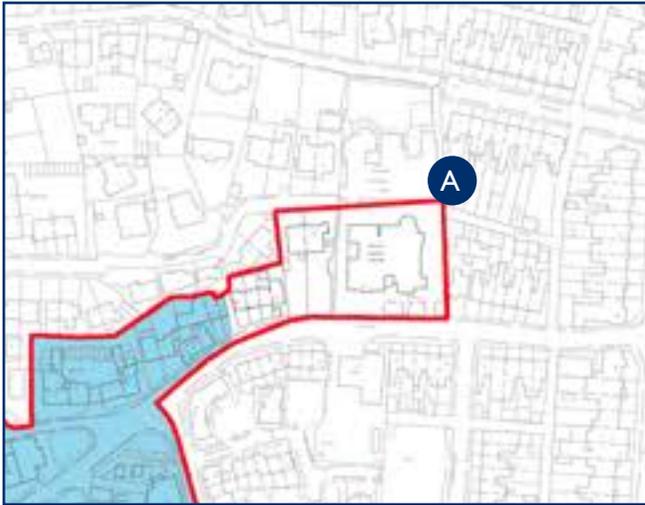
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## SECTION 4.0: BOUNDARY REVIEW

### Inclusions

#### A. Partial inclusion of Cecil Road



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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 Sacred Heart and Thérèse of the Child Jesus on Cecil Road.



Early 20th-century houses on Cecil Road.

## SECTION 4.0: BOUNDARY REVIEW

### Exclusions

#### B. Exclusion St John's Court, Princes Street



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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?<sup>01</sup>

<sup>01</sup> Criteria adapted from Conservation Area Designation, Appraisal and Management, Historic England Advice Note 1 (Second Edition): 2019.

## SECTION 5.0: AUDIT OF HERITAGE ASSETS

### 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.<sup>02</sup>

### 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.

<sup>02</sup> <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

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## SECTION 5.0: AUDIT OF HERITAGE ASSETS

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### 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'<sup>03</sup>. 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<sup>04</sup>.

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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



## 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.

## SECTION 6.0: ISSUES

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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.



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 Crown and Anchor pub on Church Street which has been left unoccupied and been left in a poor condition.



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.

## SECTION 6.0: ISSUES

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### 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, 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.

## SECTION 6.0: ISSUES



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.

## SECTION 6.0: ISSUES

### 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. 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

## SECTION 7.0: OPPORTUNITIES

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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 conservation area.<sup>01</sup>

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<sup>01</sup> 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.

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

### 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 wholesale 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.

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

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;

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

- 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](mailto: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

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## APPENDIX B: USEFUL CONTACTS

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Planning and Building Control Webpages

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

## APPENDIX C: GLOSSARY

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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

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The following text has been extracted from Hal Bishop, 'Old Paington 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 Paington 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), Paington 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. Paington was thus an important manorial centre with a market, fishery and other industries, long before Torquay developed.

The pre-Conquest late-Saxon manor of Paington 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. Paington 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 Grandisson (1327-69) was present on many occasions including

## APPENDIX D: DETAILED HISTORIC DEVELOPMENT OF OLD PAIGNTON

a continuous period of 76 days in 1329. The demesne complex would have had to accommodate 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 scarcely better; no less than £70 was required to make it fit for the Bishop to lie 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

## APPENDIX D: DETAILED HISTORIC DEVELOPMENT OF OLD PAIGNTON

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

## APPENDIX D: DETAILED HISTORIC DEVELOPMENT OF OLD PAIGNTON

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 1811; 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 delightfully 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 first-rate watering place, having a good beach, and a large extent of contiguous ground, which may be converted into a beautiful esplanade and carriage drive.*

## APPENDIX D: DETAILED HISTORIC DEVELOPMENT OF OLD PAIGNTON

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 from the one that was eventually built. It had been intended that

## APPENDIX D: DETAILED HISTORIC DEVELOPMENT OF OLD PAIGNTON

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

## APPENDIX D: DETAILED HISTORIC DEVELOPMENT OF OLD PAIGNTON

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.

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

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