



Draft.

For consultation

Paignton Refresh.

October 2014

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Important note to the reader:

This is a draft document for consultation. It has been produced to support and assist the delivery of key elements of the existing Adopted Torbay Local Plan and the new emerging Torbay Local Plan, which the Council expects to adopt in 2015.

The final version of this document will be amended prior to adoption to reflect some or all of the following:

- Comments received on this draft document during consultation;

- Any amendments to relevant policies in the newly adopted local plan;
- Any government policy changes

The final version of this document will be adopted by the Council as a Supplementary Planning Document on the basis of the existing Torbay Local Plan, therefore coming into the planning system on a formal basis before the new emerging Torbay Local Plan is adopted.



Purpose and vision

Paignton is a key centre for Torbay, an important focus for shopping and has a distinctive focus for tourism. Paignton town centre requires a new vision for the future of its streets, buildings and key urban spaces, for its residents, businesses, visitors and investors.

The vision of the masterplan is to underpin the distinctive qualities of the town centre and improve access to commercial and leisure activities. There is a general consensus that the town has outstanding natural assets (bay, sea, coast, beaches, climate etc) although the quality of Paignton as a town and holiday destination has diminished. The idea of Paignton as “a seaside town on the English Riviera” is a strong start, yet needs further definition and greater local support. The town centre, in particular, needs a carefully considered vision to ensure its vitality and vibrancy; securing its reputation as a place where people will choose to live and visit.

Paignton, in common with many seaside towns, is trying to cope with the changing role of urban retail centres. Changing mobility patterns and demographics, the growth of out-of-town superstores, and the continued dominance of the internet are transforming the nature and purpose of town centres. In addition, greater expectations and opportunities for tourism, leisure and retail activities challenge seaside settlements to redefine their quality and character, and to adapt to new circumstances. These challenges have particular relevance for the physical environment of town centres and for the streets and spaces that constitute their public realm.

The masterplan will need to be driven by consideration of where Paignton is aiming to position itself as a place for people to visit, stay, work and live.

Paignton Town Centre should be vibrant, clean, green, well designed, prosperous and multi-functional. It should offer great value for money and provide an excellent choice of services delivered by friendly, happy people. Services, opportunities and experiences must put Paignton ‘on the map’, promoting its uniqueness.

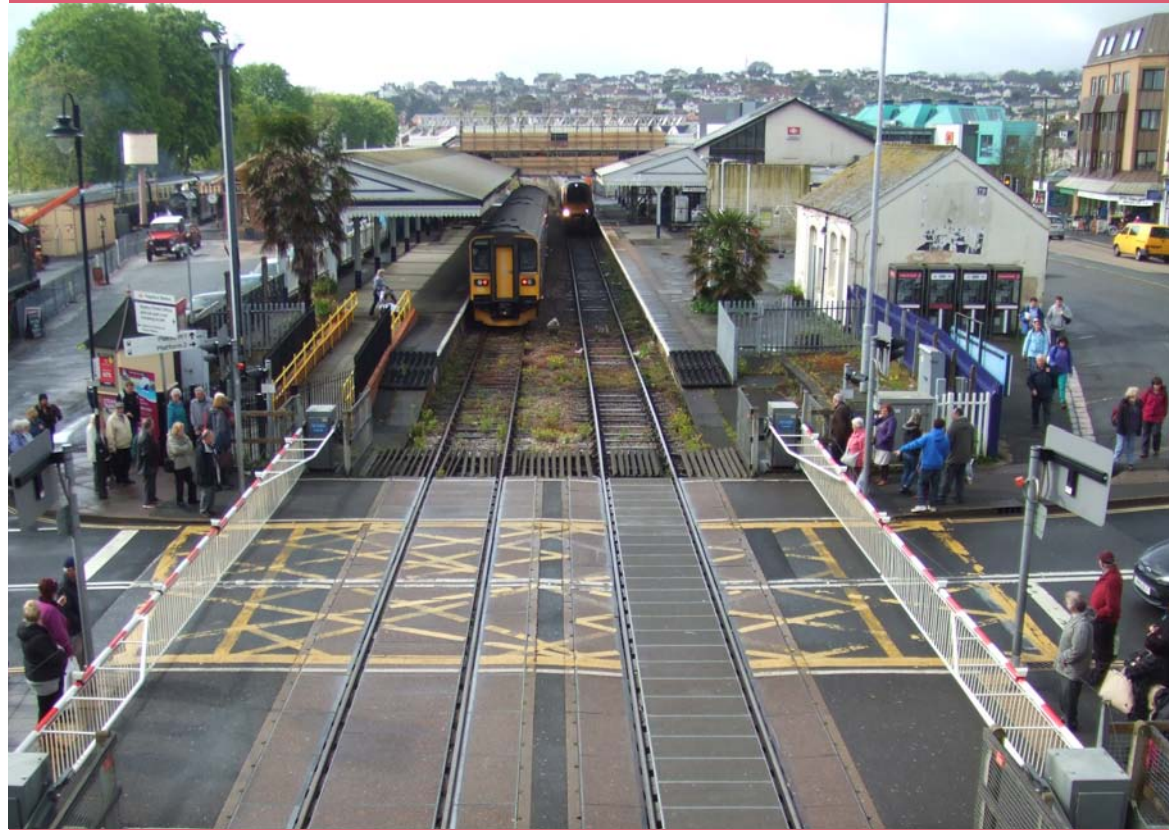
The strategy for the future of Paignton needs to focus on a number of important features that ensures the town:

- is safe and welcoming to residents, visitors and people who work in Paignton;
- is a source of pride and enjoyment to the local population;
- is easy to move around and understand;
- is a successful economic ‘engine’ for the town and the wider area;
- is planned with a high regard to environmental issues, such as flood risk, and sustainability;
- helps to move the local economy towards higher value, higher skill employment and a longer tourism season;
- offers tourism, leisure and retail attractions that enable Paignton, and Torbay, to compete as a 21st century resort of distinction
- includes a balanced and vibrant residential community;
- competes as a 21st century resort of distinction

“High Streets and town centres that are fit for the 21st Century need to be multifunctional social centres, not simply competitors for stretched consumers. They must offer irresistible opportunities and experiences that do not exist elsewhere, are rooted in the interests and needs of local people, and will meet the demands of a rapidly changing world”

Action for Market Towns, Twenty First Century Town Centres (2011)

Overview.



Site and surrounding context.

Distribution of uses around the town

Paignton Town Centre forms the heart of activity in central Torbay for the local population. However, the town centre also relies upon tourism for much of its income. The railway line divides certain types of uses and facilities around the town centre.

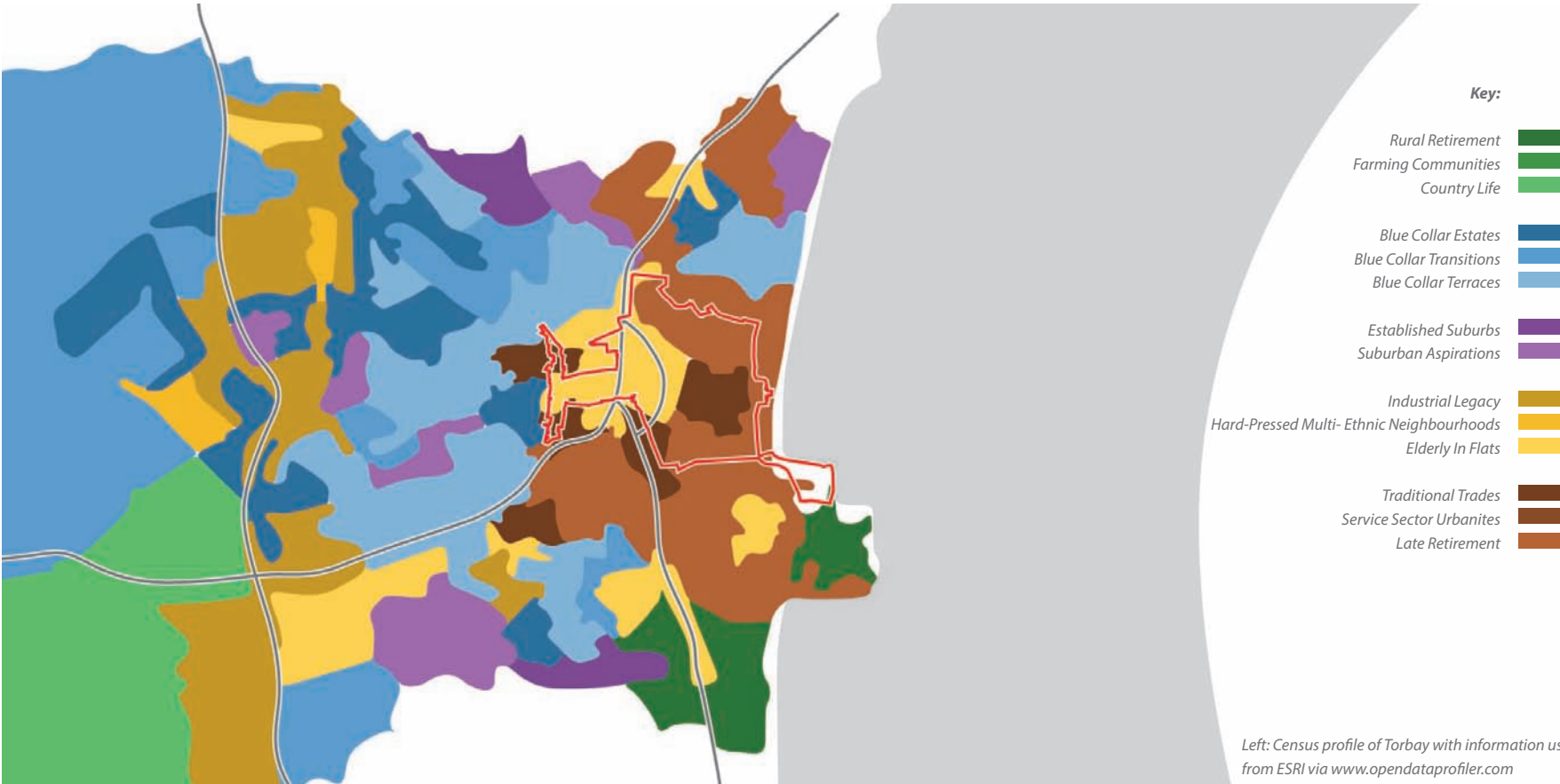


Services and facilities within the town have been gradually evolving since Victorian times. The opening of the railway line in 1859 brought in greater wealth to the town and a thriving tourism industry emerged. Paignton still relies on tourism for much of its income. There is a clear divide in the distribution of facilities around the town, with the majority of tourism-related activities located to the east of the railway line, and typical town centre activities to the west.

The plan overleaf shows the types of uses that occupy the ground floor spaces in each of the buildings within the study area. From a distance, you can see the concentration of the retail-related activities (different shades of blue) along an east-west corridor from the middle of Winner Street to the Vue Cinema. Additional retail areas include Winner Street and a loop along Torquay Road and Hyde Road.

The main residential-related areas are located in pockets on either side of Torbay Road, and to the south of Victoria Street (different shades of green). The majority of these properties consist of hotels and guesthouses, with a relatively small number of private owner-occupied households. This reflects the connection with the seafront and the reliance on tourism for much of the local community. The study area is immediately surrounded by private housing to the north, west and south.

Further south, the harbour area has its own identity. Activities here include sea-scouts, the harbour master, a crab processing centre, a number of restaurants and passenger boat services.



Left: Census profile of Torbay with information used from ESRI via www.opendataprofiler.com



There is little in the way of business-related services across the study area. Also of note is the high rate of vacant properties distributed around the town centre - especially along Winner Street and throughout the Crossways shopping centre.

The census and economic data identifies three main population types in Paignton as: 'Prudent Pensioners' who are comfortably-off retired people; 'Affluent Greys' who are typically empty nesters and retired couples; and 'Blue Collar Roots' who have modest lifestyles. However, Economic and Social Research Council data (which is based on census information by postcode) suggests that those living in the western half of the study area include a large proportion of 'deprived elderly', while the eastern side is made up of 'multi-ethnic tradespeople' along the Torbay Road area and 'late retirement' either side of Torbay Road.



Torbay Population Profile

Using Acorn population data it is possible to make a number of assumptions about the profile of the population in and around Torbay, and the opportunities and challenges this poses to the economy. Acorn works by categorising UK postcodes using demographic statistics and lifestyle variables to build up a profile for each area which can then be compared to the national average. Using this system four dominant classifications emerge within a 20 minute drive time of the three towns in Torbay Prudent Pensioners, Affluent Greys and Blue Collar Roots around Paignton and Brixham and Prudent Pensioners, Affluent Greys and Settled Suburbia around Brixham.

- Prudent Pensioners - These are comfortably-off retired people found in many seaside towns and elsewhere around the country. There are many over-75s as well as younger retired. A lot of the households are pensioner couples or singles. Retirement homes are also common. Most of the people in this group have a comfortable standard of living, having provided for their old age with above-average levels of savings and investments.
- Affluent Greys - These people tend to be older empty nesters and retired couples. Many live in rural towns and villages, often in areas where tourism is important. Employment is typically in managerial and professional roles. These are high-income households and even those who have retired have good incomes. Since it contains older people, it is unsurprising that 10% of the income of this group is in the form of a pension – a significantly greater proportion than any other group. These older, affluent people have the money and the time to enjoy life.
- Blue Collar Roots - These are communities where most employment is in traditional blue-collar occupations. Families and retired people predominate with some young singles and single parents. Levels of educational qualifications tend to be low. Most employment is in factory and other manual occupations. There are many shopworkers as well. Incomes range from moderate to low and unemployment is higher than the national average, as is long term illness, and the proportion of income derived from benefits is gradually increasing. There are pockets of deprivation in this group. These people have a modest lifestyle but most are able to get by.
- Settled Suburbia – These established communities are made up of empty nesters and retired older couples. The working population are in a mix of lower management, supervisory, manufacturing and retail jobs. They earn modest salaries and significant numbers of women work part time to boost the overall household income. Broadly these people feel comfortable, with fewer feeling themselves to have financial difficulties. However some may expect their financial situation to get worse. These older people have enough to feel secure about their future.

Unsurprisingly given the demography of Torbay the dominant groups, with the exception of blue collar roots, are predominately older and have a relatively high level of disposable income. Certainly when indexed against the national average the levels of prudent pensioners is significantly higher. This assertion is supported by gross domestic household income levels (GDHI) which are noticeably closer the national average than gross value added (GVA) as they include pension income.

This information suggests that there is disposable income available to spend within the Torbay town centres, which is perhaps being spent elsewhere. The challenge remains for the economic strategy to facilitate improvements within the town centres to encourage those with income to spend it locally rather than in cities such as Plymouth and Exeter, or other local towns.

Planning policy appraisal

As part of the review of relevant background information, an appraisal of the different levels planning policy was undertaken to ensure that future proposals for the town centre would be consistent with national and local planning guidance.

National Policy

The National Planning Policy Framework (NPPF), introduced in March 2012, consolidated national planning policy from the previous Planning Policy Statements/ Guidance (PPS/G) into a single document. A key aim of the NPPF is to provide a streamlined, single document to guide decision making and local plan making. The NPPF is a material consideration for both decision making and local plan making.

The NPPF covers a number of areas relevant to planning and given the material weight to be given to it, they are all valid. However, within the context of the Paignton Town Centre masterplan, a number of key areas stand out as being particularly relevant.

Paragraph 14 identifies a Presumption in Favour of Sustainable Development which is seen as a 'Golden Thread' running through both decision and plan making. The development of this masterplan is a key tool in ensuring that Torbay Council is able to plan positively for future, objectively assessed, development needs. Building on this, paragraph 17 establishes core planning principles, amongst which the following are considered to be particularly relevant to the underlying principle of masterplanning for the future of Paignton Town Centre:

- Empowerment of local people to shape their surroundings - evidenced by the consultation exercise and response to comments;
- Planning as a creative exercise to enhance and improve places – central throughout the masterplan process;
- Proactive drive and support for sustainable economic development;
- High quality design and good standard of amenity which is informed by known constraints;
- Focus significant development in locations which are able to make fullest use of public transport, walking and cycling.

Section 2 considers the need to ensure the continued vitality of town centres. Specifically it recognizes that town centres are at the heart of their communities and that policies and in this instance a masterplan, should support their viability and vitality. It is also recognises that there is a

need to ensure that a range of suitable sites are provided for a variety of uses, including retail, leisure, commercial, office, tourism, cultural, community and residential development.

Section 7 identifies the importance of good design in delivering sustainable development, noting that it is indivisible from good planning. To this end, design is key to ensuring high quality and inclusive design for all development, including individual buildings, public and private spaces and wider area development schemes, in this instance the town centre of Paignton.

Section 8 considers the need to promote healthy communities. Within the context of town centre development this is critical. Specifically, it notes the need to plan positively for the provision and use of shared spaces and community facilities (e.g. local shops, cultural buildings, sports venues etc.) which can enhance the sustainability of communities.

Finally, Section 12 establishes the need to conserve and enhance the historic environment. It notes the wider social, cultural, economic and environmental benefits that conservation of the historic environment can bring. Similarly, the balance to be reached between historic assets and sensitive new development which can make a contribution to character is critical, particularly in an existing town centre environment.

Local Policy

The local policy framework for the Torbay area is, as with many areas, an evolving one. The Torbay Local Plan, covering the period 1995 – 2011, was adopted on 5th April 2004. It is this plan which comprises a key part of the Development Plan for decision making in the local area.

Whilst this remains the adopted Plan, Torbay Council are at an advanced stage in preparing a new Local Plan, 'A Landscape for Success, The Plan for Torbay 2012 – 2032 and beyond'. This new plan establishes policy and broad strategic allocations for future development, based on updated evidence, which will ensure the delivery of a sustainable future for the Torbay area.

The draft New Local Plan includes policy to guide

development, all of which will have varying degrees of applicability for future work. However, within the context of this masterplanning exercise, the following are considered to be key.

Policy SDP1 provides a broad spatial overview for development within and around Paignton. With regard to the Town Centre, it specifically aims to facilitate delivery of a rejuvenated town centre, harbour and waterfront. Policy SDP2 Paignton Town Centre and Seafront builds on this, identifying a regeneration focus on the economy, built and natural environments. To assist delivery, there will be improved connectivity between the town centre and seafront. Together, development will provide a rejuvenated tourist destination with enhanced appeal for residents and visitors. The policy outlines a series of key employment and housing sites, the latter noting an aim to deliver 460 dwellings within the town centre and sea front in the period to 2032. Policy TC1 Town Centres provides further support for these aims.

With regard to tourism and the marine economy, Policies TO1 'Tourism, Events and Culture' and TO3 'Marine Economy' recognise an enhanced role for Paignton. Policy TO1 recognises the seafront, harbourside and Green Coastal Park as locations for retention, improvement and where new attractions/facilities can be created. Policy TO3 acknowledges Council support for an improvement scheme at Paignton Harbour.

Whilst a broad policy, TA1 'Transport and Accessibility' places a priority on sustainable transport modes with future development designed to reduce car use where possible.

Policy C5 'Urban Landscape Protection Areas' designates a number of areas within the Paignton Masterplan study area where development will only be permitted if it does not undermine the value of the protection and makes a positive contribution.

Neighbourhood Plan

Neighbourhood Planning has introduced a new layer of planning below the strategic plans prepared by Local Planning Authorities. Whilst it is not a compulsory activity, where a designated body prepares and consults upon a plan and then subsequently has it examined and a

referendum held to decide on its adoption, the plan will become a part of the Development Plan. It is important that the Neighbourhood Plan supports the aims of Policy contained within the higher tier Local Plan. With this in mind, a well prepared and supported Neighbourhood Plan can provide a real opportunity for local communities to positively influence development in their area, whilst still allowing the local authority to meet the identified local needs.

In this Context, Paignton Neighbourhood Forum are preparing a plan for the Paignton area. This will cover a relatively broad area, including Paignton Town Centre, and thereby the land which is the subject of this masterplan. At this stage, the Forum have completed the process of gathering evidence and seeking the views of local residents. Their next step will be to begin the preparation of the Plan itself.

The Masterplan as Council Policy

This masterplan has been prepared within the identified planning policy context. Once examined and adopted, the new Local Plan (and subsequently the Paignton Neighbourhood Plan) will provide a strong and clear strategic direction for the needs of Paignton in the period to 2032 and beyond. Having extensively considered the policy context, including the need for a town centre refresh and the identified development to support this, this masterplan will play a key role in guiding the future of development and planning in Paignton Town Centre.

In order to ensure that that the principles and aspirations set out here are delivered, it is intended that the masterplan will be adopted by the Council as a Supplimentary Planning Document (SPD)

The information on the following page is reproduced from the Town Centre and Sea Front wallchart presented by the Forum as part of their Stage 2 consultation. This was held in late 2012 to gather the views of the local community on the proposed Aims and Objectives and emerging Proposals.

Open Spaces



What is this Plan?

Local residents, workers, businesses, councillors, and other volunteers are putting together a Neighbourhood Plan for Paignton by working together as a Forum. The SWOTs received are available to view at www.paigntonneighbourhoodplan.org.uk. When finalised, the Neighbourhood Plan will become part of the statutory development plan for Paignton used by the Council when making decisions on planning applications in the area over the next 20 years.

Earlier this year community views were sought on Paignton's Strengths, Weaknesses, Opportunities and Threats. The SWOTs received are shown on the left hand side. They have been used to help shape the information shown on this chart which is about reaching agreement on what the proposed Aims of the Plan should be for the Town Centre and Seafront. It is a key area that will need particular attention when the Plan proposals for the whole of Paignton are prepared for community agreement later this year.

What are the proposed Aims of the Plan?

Paignton is a busy seaside town of more than 43,000 residents with attractions at the centre of Torbay on the world class coastline of the English Riviera. Our plan is to make sustainable use of this unique situation and the assets we have to improve our prosperity, quality of life, and care of the environment.

How will this be achieved?

Following views so far received from our community, the overall aims for the Town Centre and Seafront area would be to:

- Make more of the tourism and retail offer, and
- Improve the points of arrival and connectivity

Our local economy benefits from tourism through jobs and income for our community. The town centre and seafront area has opportunities for sustainable improvements that will enhance our prosperity, quality of life, and care of the environment.

Key proposals of the Plan directed at these aims are shown right.

Where to give your views

After reading this chart, please complete the accompanying questionnaire and return it to the collection box provided, or send it to the Freepost address given. If you wish to reply on-line, find out more, or join the Forum, please visit our website at www.paigntonneighbourhoodplan.org.uk or telephone (01803) 469185 or (01803) 523434.

Town Centre & Seafront Key:

- Retail/Business/Residential over
- Primary Shopping Frontage
- Mainly Offices/Residential
- Mainly Commercial/Health Facilities/Residential
- Residential
- Public open space protection areas and private open space / play facilities
- Principal Holiday Accommodation Area
- Transport 'Gateway'
- Main Pedestrian Route/Area
- Principal Road Network
- District Distributor Road Network

- Ch - Church
- A - Assembly Hall
- H - Hospital
- T - Theatre
- C - Cinema
- PT - Public Toilets
- L - Library & Information Centre
- E - Education facility
- PO - Post Office
- T - Telephone Exchange
- BS - Bus Station
- RS - Railway Station
- SR - Steam Railway
- MGC - Mini Golf

This is what is proposed...

Hyde Road, Crossways, and Torquay Road

As a point of arrival by road, the area provides a thriving scene of business frontages. The main exception being a high level of vacant space at Crossways shopping centre which our community has indicated could provide scope for change. The centre has an overhead multi-storey car park and incorporates an important pedestrian link between Torquay Road, Hyde Road, and beyond.

Ideally, the centre will continue to provide space for growth of new retail opportunities that will add vitality and attraction to the experience of tourists and residents. If this no longer becomes possible, the Neighbourhood Plan could help give support to alternative opportunities that enable the centre to adapt or be redeveloped to breathe new life into the area. The proposals for the combined area could:

- Retain the primary and secondary shopping role of Hyde Road and Torquay Road at ground level while encouraging use of vacant floors at upper level for residential occupation, tourist accommodation, or business use to help provide space needed for growth
 - Welcome Crossways shopping centre as the priority location for further town centre food supermarket provision if the need arises
- Over the next 20 years, growth in population and available spending power for further retail provision in Paignton will be an important consideration and potentially a challenge. Ensuring there is a balance in meeting development needs will be a key Aim of the Neighbourhood Plan Options for helping to improve Crossways could include more radical proposals if they are viable and supported. For example, could the Neighbourhood Plan:
- Help encourage total redevelopment of the centre together with other land where achievable. This could be for the provision of a dedicated supermarket, or for a mixed use, or for a single use such as residential. Potential constraints include the walk way through, the adjacent telecommunications centre, and loss of off street car parking

More views on each of these aspects is being sought in the accompanying questionnaire to help identify how best the Neighbourhood Plan could assist Crossways add more to the vitality and vibrancy of the town centre.

Victoria Street

Already pedestrianised, and our prime shopping street, further deliverable improvements could include:

- Support more use of the street surface for café seating, open air markets and themed events, festivals and similar attractions, whilst ensuring no loss of the existing street trees and seating capacity.
- Maximise the appeal by encouraging use of vacant floors at upper level for residential occupation, tourist accommodation, or business use to help provide space needed for growth
- Making the street more attractive to tourists as well as resident shoppers by encouraging removal of weeds from upper floor building fronts and repair of damaged architectural features.
- Improving locations where access or surface problems remain that hinder shoppers, including those with physical or sensory disabilities, from using the street and highway crossing points.

Winner Street & Palace Avenue

These two areas form attractive examples of Paignton's historical and architectural heritage with potential for appeal to further tourism through positive action that would:

- Promote maximum use of the Palace Theatre and key focal point that it provides
- Encourage 'specialty' shops to remain and grow in Winner Street of direct appeal to tourists and residents
- Support use of Palace Gardens for 'themed' markets of appeal to tourists and residents while at the same time ensuring it is a protected area from built development that does not enhance the appearance or purpose of the gardens
- Support more use of the highway area for street markets and themed events
- Remove street clutter that detracts from the visual appearance
- Define and improve overall footpath connectivity directly with the transport hub and seafront
- Encourage sympathetic improvements to shop fronts and upper floor elevations
- Control building conversions from uses that would be in conflict with the above aims
- Promote new forms of transport connections such as 'bus links' with Winner Street that would add tourist footfall to the area.

Victoria Park

The public park is well used and an attractive key route through the town centre area to the seafront. It is not supported by the Forum as an option for supermarket development and will be shown in the Plan as a protected area because:

- Loss of space from the public park would conflict directly with the new National Planning Policy Framework (NPPF)
- The need for further supermarket provision has not been made
- A supermarket in this location would be too far divorced from the town centre retail offer and not add vitality and viability to the existing provision
- Other priority locations for such provision, if required, exist at Crossways or Victoria Square.

Protection of the park will include support for any enhancement that is not to the detriment of the park in terms of its open space appearance, or use for open space recreation, or means of pedestrian connection that it provides.

Torbay Road

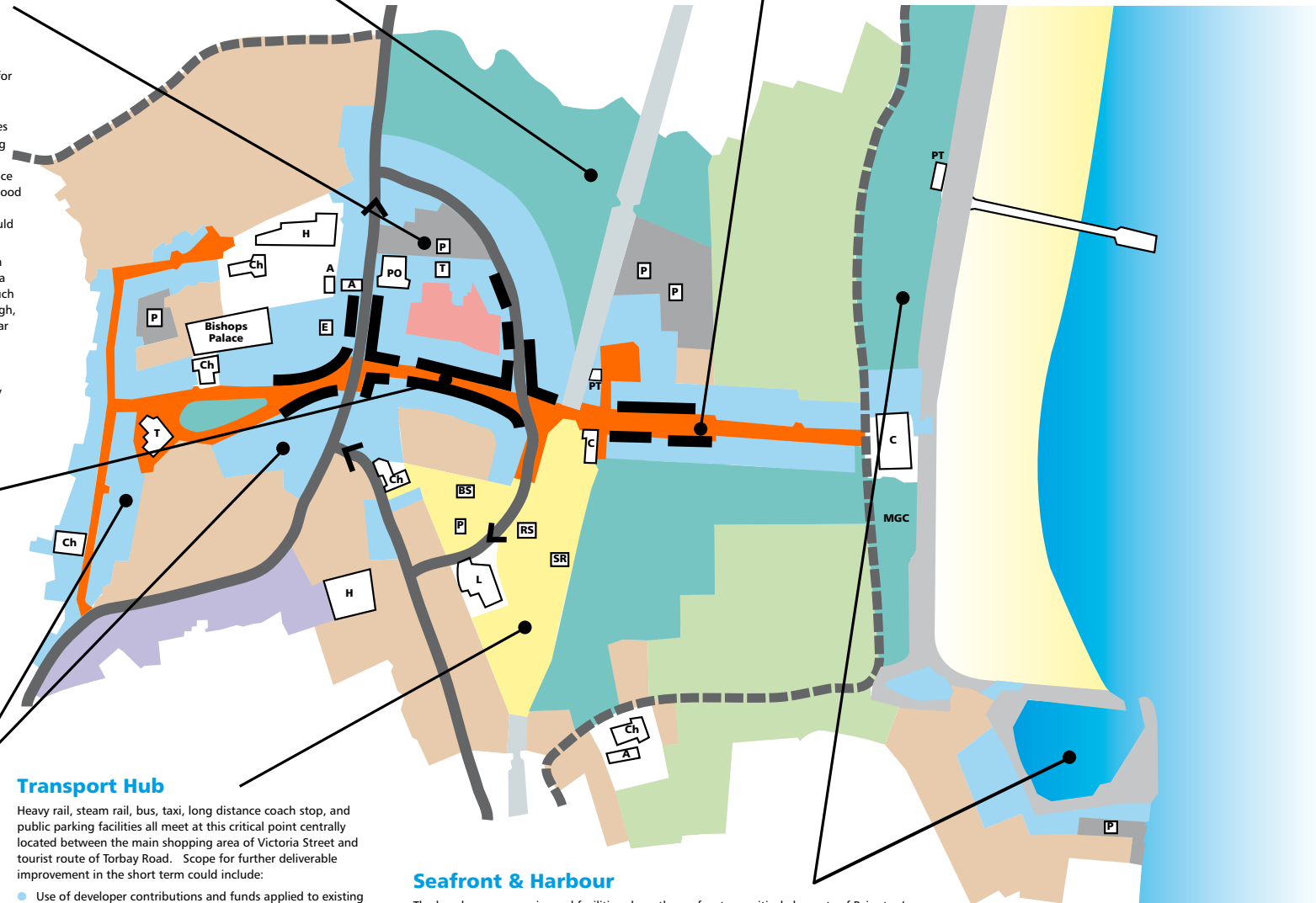
This key route has vibrancy and attractions of critical importance to our tourism offer. Opportunities identified for enhancement could include:

- Encouraging the proposals to bring the Picture House back into life as a National Trust attraction that will add more tourists into our town centre as well as securing major improvement of the environment
- Welcome greater use of the Steam Railway attraction that adds to the uniqueness of our town centre as a tourist gateway
- Encourage more use of the wide pavements for outdoor cafés, and use the licence income to provide more seats and street trees that further enhance the area's overall appeal
- Encourage the improvement and replacement of walkway canopies where they are unsympathetic in style to the architectural heritage along the street
- Explore benefits that pedestrianisation might bring if funds and alternative circulation solutions can be found in the longer term.

Victoria Square & Principal Hotel Accommodation Area (PHAA)

Tourist accommodation providers in the area wish to develop extra 'themed' holidays and retain the primary use of this area, not its re-use for general housing or conversions into Housing in Multiple Occupation (HMO's). In support of this, proposals would include:

- Retaining the PHAA designation to prevent the loss of tourist accommodation
 - Encouraging 'themed markets' on Victoria Square
 - Encouraging retention and any repair of existing multi-storey car park capacity
 - Supporting equivalent space replacement of multi-storey car park capacity if any of the present facilities are beyond economic repair.
- If replacement of multi-storey car park capacity is necessary, it has the potential to provide options for alternative or additional use:
- As surface parking of value to tourists, visiting coaches, and the local community
 - Space for significant enlargement of supermarket provision.



Transport Hub

Heavy rail, steam rail, bus, taxi, long distance coach stop, and public parking facilities all meet at this critical point centrally located between the main shopping area of Victoria Street and tourist route of Torbay Road. Scope for further deliverable improvement in the short term could include:

- Use of developer contributions and funds applied to existing streetscape to co-ordinate and deliver small scale changes that collectively improve access by pedestrians and impaired mobility needs between these transport points of arrival
 - Use of space and funding opportunities for public toilet facilities currently lacking at this key point of arrival
 - Improved signage for visitors of tourist attractions and necessary transport connections
 - Improved surface connections for wheel chair users to make it easier to move between the different transport connection points
- Not all space in the vicinity of Great Western Road is of a shape that fosters ease of use. For further improvement in the longer term:
- Evaluate the scope, benefits and disbenefits to tourists, our local community, and transport providers, of moving parts or all of the transport connections, and if it is possible onto one site.

Seafront & Harbour

The beaches, greens, pier and facilities along the seafront are critical elements of Paignton's tourism offer. In addition, the greens have a long standing use by residents for sports and pastimes throughout the year. The Harbour is not as well used by tourists as at Torquay or Brixham. Attracting more tourists to the Harbour area will be a key objective of the Plan. The threat of climate change and existing flood risk also need to be considered. Deliverable improvements could include in the plan:

- Protecting the Greens in accordance with the National Planning Policy Framework
- Upgrading the shelters to improve the tourism offer
- Supporting a facelift of the Apollo complex
- Safeguarding the harbour's 'quaintness'
- Supporting a heritage 'Theme' for the harbour with more sitting out areas to attract tourists
- Encouraging more use of the harbour in support of water sports by tourists
- Retaining and enhancing existing harbour off street parking facilities for greater use by tourists
- Using developer contributions from opportunities elsewhere in the Plan area to fund flood prevention measures for the longer term.

Area Proposals

Other policies and proposals would be included to support improvement across different parts of the area or overall:

- Supporting the Business Improvement District (BID) and provision of independent traders as an attraction to tourists as well as residents
- Incorporating a Design Guide to encourage improvement of the existing townscape, safeguard of heritage assets, and treatment of unattractive features
- Supporting retention of residential areas within the town centre as an integrated part of ensuring the area remains in multi functional use throughout the day
- Promoting transport connectivity overall and between different forms of transport
- Encouraging energy conservation and measures that seek to adapt to the impact of flood risk and climate change.

Neighbourhood Forum: Stage 2 wallchart

The details presented by the Neighbourhood Forum as part of their Stage 2 work highlight the areas within Paignton Town Centre which are seen to be high priorities for improvement. These details have been used to help inform work undertaken on the Initial Site Analysis and Context Proposals presented in April 2014 as part of the masterplan development process.

Clarification:
The reference to proposals for the Picture House presented by the Neighbourhood Forum has been struck through. The text should read -

"The Paignton Picture House Trust has been established in order to take forward plans to restore and re-open the building for business."



Open space

Paignton has a mix of open spaces dotted around the study area. However, the majority of these are peripheral to the immediate town centre. The connection between them and the areas of core urban activity could be enhanced to offer better integration into the character of the town.

The core of the town centre has relatively little in the way of open spaces for general relaxation and congregation. The main spaces that are available to the public are the large green spaces at Victoria Park to the north, the Paignton Green to the east, and the dual open spaces of Torbay Park and Queen's Park to the south. Although important spaces for the local community, they are poorly served in terms of good, clear and safe connections to the rest of the town. There is limited overlooking or 'natural surveillance' from neighbouring properties onto these spaces, for example at Torbay Park and Victoria Park.

Flooding

The majority of the town centre to the east of the railway line is subject to flooding. A number of factors lie behind this, the most obvious one being the town's proximity to the seafront. However, there are also two streams that pass through the town and enter the sea within the masterplan study area. A portion of the northernmost of these is visible and exposed in Victoria Park.

The flooding diagrams opposite¹ shows the degree of potential flooding across the town centre. The combined impact of the sea and the rivers results in significant areas of Flood Zone 3 designation. This has the effect of limiting the development potential for more 'vulnerable' uses on sites within these risk zones. No new ground floor residential development within this designation is permitted.

The above is based on publicly available information from the Environment Agency (September 2014) and no strategic or site specific Flood Risk Assessment has been carried out for the purposes of this masterplan.



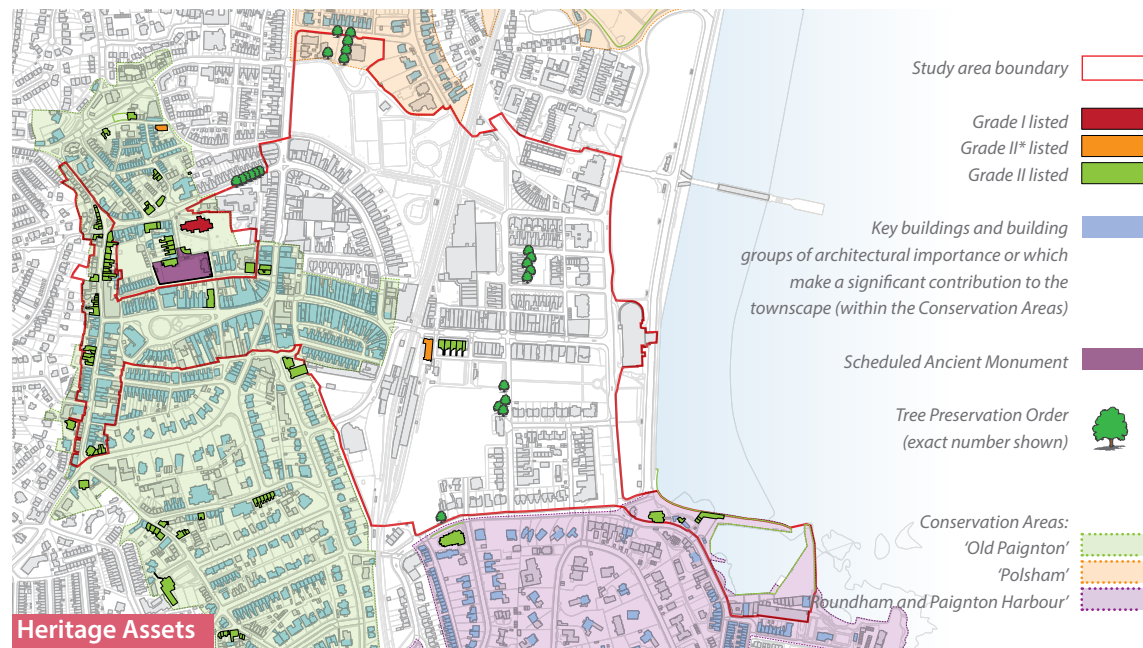
Heritage

There are three different conservation areas that overlap with the masterplan study area, each with its own particular set of characteristics. These are:

- Old Paignton, centred on the oldest parts of the town to the west of the study area with overlaps around Winner Street, Palace Avenue and Victoria Street;
- Polsham to the north, but only just touches the study area at the northern end of Victoria Park; and
- Roundham and Paignton Harbour to the southeast, which overlaps on the harbour area only.

Though not in a conservation area, the area to the east of the railway line has its own distinct character. The Victorian feel to this area is clear and its relationship to the seafront is evident.

There are a number of listed buildings throughout the town centre². The most prominent of these is the Grade I listed Paignton Parish Church and the Grade II* listed Paignton Picture House on Torbay Road. Also present is the Scheduled Ancient Monument of the Bishop's Palace. There are more Grade II listed buildings dotted around the town, with a concentration of listed buildings around Winner Street and Palace Place. With such a rich architectural history within the town centre, much of it is hidden away. Tourists are not made aware of the existence of the more significant buildings, while a lot of the buildings with architectural interest are in need of freshening up to make the most of their contribution to the character of the town.



Existing movement network

Moving around the town centre can be confusing, especially for visitors. The combination of the effects of the railway line, minimal signage and maps for pedestrians and one-way road systems can make the town centre feel disjointed, despite its relatively small size.

Paignton is fortunate to have a number of key public transport facilities at the heart of the town centre. The location of the bus and train stations at such a central spot enables Paignton to entice visitors to the town and connects the local community with the wider area.

However, while the railway line has brought life to the town centre for about 150 years, it also has the effect of dividing the town in two. The nature of the railway line means that the links between the seaside and the main shopping area are restricted to just two crossing points within the study area - one of which is for pedestrians only (in Victoria Park).

The evolution of the town centre over the centuries has resulted in the convergence of two major roads (A372 and A3022) in the heart of the town. This, coupled with the effect of the railway line, has created a confusing network of one-way streets. This problem worsens during summer months when the number of tourists present in the town grows significantly.

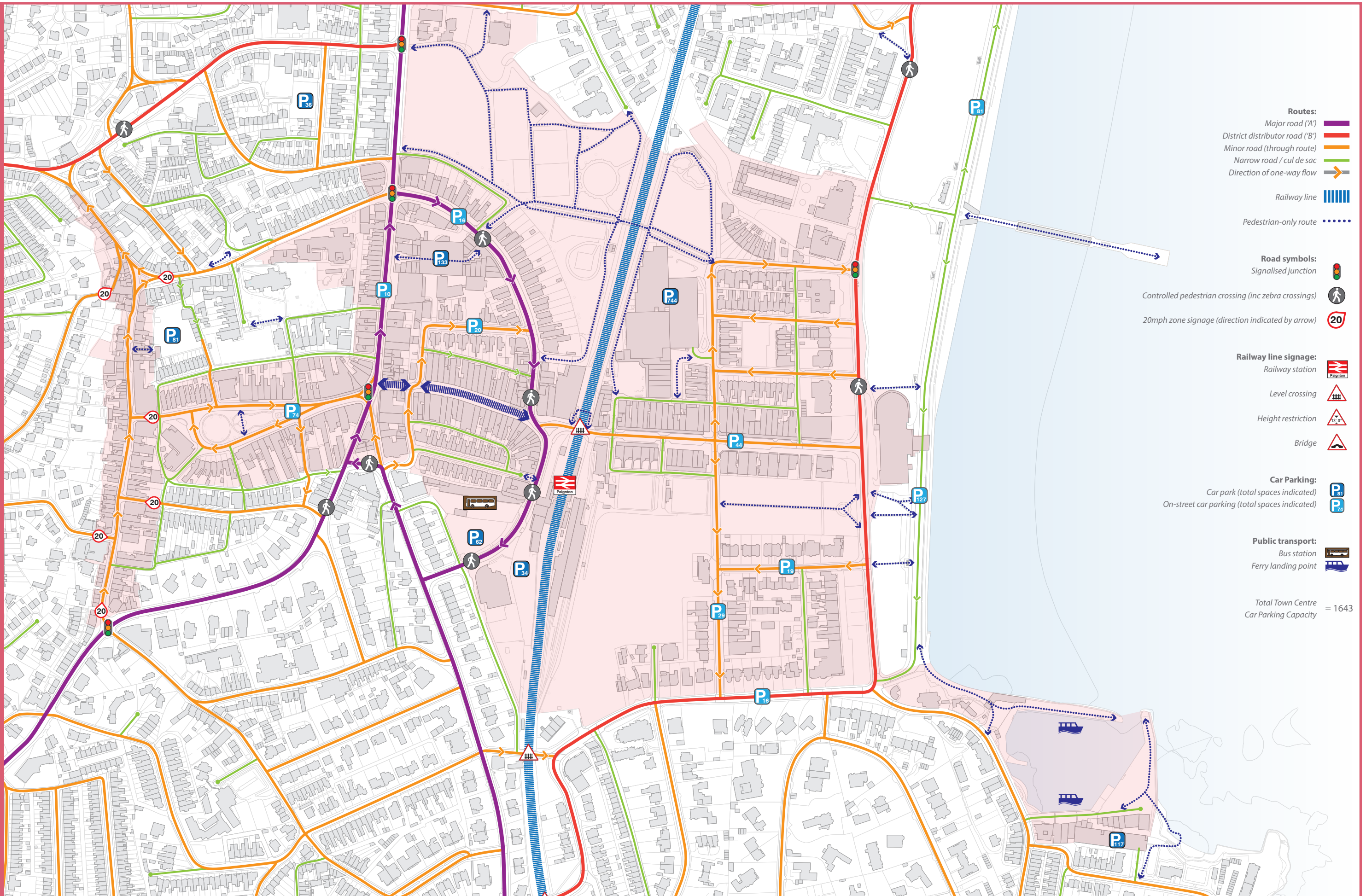
Pedestrian movement around the town centre is also hampered by the lack of clear signage and other features that make desirable routes obvious. For instance, the direction of the sea is not obvious to someone leaving the train station unless that person knows that the sea is behind the cinema. The pedestrianisation of Victoria Street has created an attractive environment that entices people towards the western half of the town, though doesn't necessarily draw people naturally to the town's historic assets like the parish church and the Bishop's Palace, or through to Winner Street.

To the southeast, the harbour feels isolated from the main part of the town centre. The pinch point created by Roundham Road and the sea means that harbour relies more on the pedestrian walkway along the waterfront to attract the majority of people to the harbour from the town centre.

It is clear that the pressures placed upon the town by the 'A' roads passing through the centre dominate the movement patterns across the town. It has a detrimental impact on the character of key nodes where these busy vehicular routes cross main pedestrian connections. This is most pronounced at either end of Victoria Street, where there is scope to alter these areas and transform them into positive places for the community.

References:

1. Environment Agency Website February 2014
2. Torbay Council Website March 2014



- Routes:**

 - Major road (A) —
 - District distributor road (B) —
 - Minor road (through route) —
 - Narrow road / cul de sac —
 - Direction of one-way flow →

- Railway line |||||
- Pedestrian-only route

- Road symbols:**

 - Signalised junction
 - Controlled pedestrian crossing (inc zebra crossings)
 - 20mph zone signage (direction indicated by arrow)

- Railway line signage:**

 - Railway station
 - Level crossing
 - Height restriction
 - Bridge

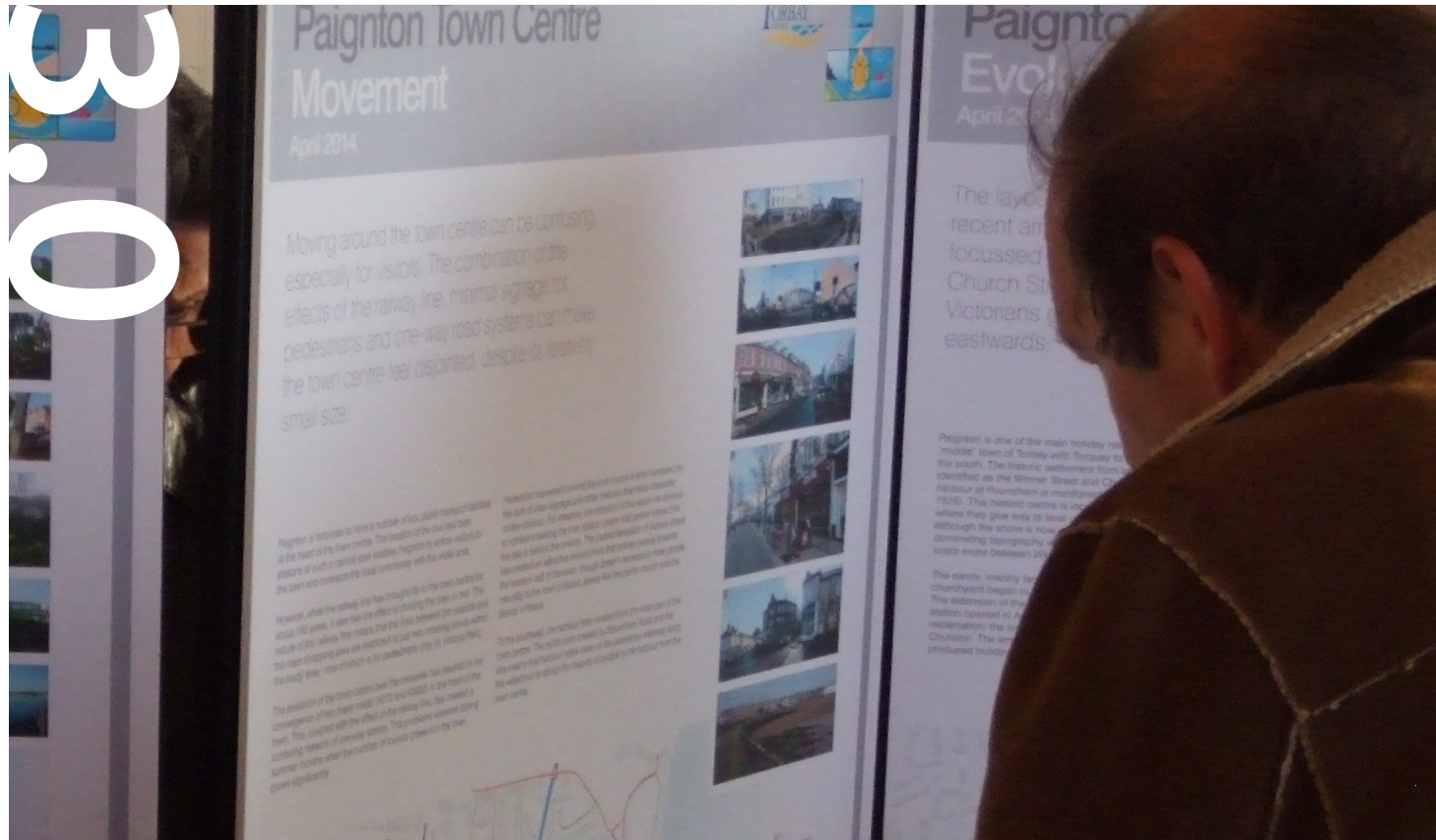
- Car Parking:**

 - Car park (total spaces indicated)
 - On-street car parking (total spaces indicated)

- Public transport:**

 - Bus station
 - Ferry landing point

- Total Town Centre Car Parking Capacity = 1643



Public consultation

In order to draw up an effective, realistic and viable masterplan for Paignton Town Centre, Stride Treglown designed a Consultation and Engagement Strategy aimed at ensuring that Paignton Town Centre Masterplan:

- reflects wherever possible, the views of the local community and key stakeholders; and
- is fully informed of the constraints and opportunities associated with the masterplan area.

A Statement of Community Involvement accompanies this masterplan document. The Statement outlines the Consultation and Engagement Strategy and provides a summary of the feedback from participants. The section below provides an overview of the process undertaken and key themes which emerged from representations which we received by residents, local businesses and wider statutory agencies.

Objectives:

- The Consultation and Engagement Strategy was guided by a set of Key Objectives. These included the wish to:
- identify and engage with a wide range of local people, key individuals and organisations to obtain their views on the regeneration of the town centre
 - confirm those key constraints and opportunities that the masterplan would need to address
 - encourage dialogue between a wide range of stakeholder groups and individuals
 - facilitate dialogue between the design team at Stride Treglown, the local community and key stakeholders
 - build on past consultations
 - facilitate an informed contribution by participants through the clear presentation of area study information, and
 - clarify the masterplanning process and how participants could best get involved.



Public consultation.

This is a selection of the presentation boards displayed at the various public consultation events. The boards presented a range of site analysis information. The information contained on the boards reflect the early stage in the masterplanning process that the public consultation event took place so as to better inform the process.

Some of the boards encouraged consultees to engage with certain activities. The results of these exercises fed back into the masterplanning process.

Paignton Town Centre Welcome

April 2014



This public consultation event gives you the opportunity to influence the improvement of your town. We are at an early stage in the process and we want you to understand and identify the key issues that affect you. We can then work together to develop a strategy for delivering those improvements in line with the Torbay Local Plan.

What will happen to my pavement?
We will be taking your views and comments into consideration and will be working with the local community to ensure that the pavement is safe and accessible for everyone.

What will happen to my street lighting?
We will be taking your views and comments into consideration and will be working with the local community to ensure that the street lighting is safe and accessible for everyone.

What will happen to my public transport?
We will be taking your views and comments into consideration and will be working with the local community to ensure that the public transport is safe and accessible for everyone.

Question: Do you find it easy to work out the shortest distance between different parts of the town centre when walking or driving?

Paignton Town Centre Movement

April 2014

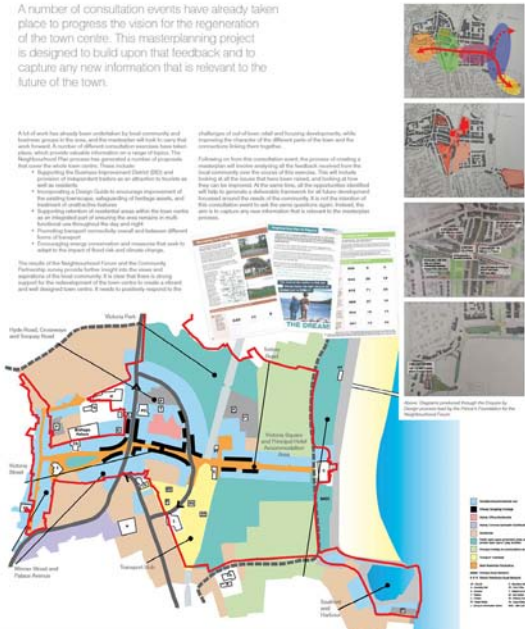


Moving around the town centre can be confusing, especially for visitors. The combination of the effects of the railway line, minimal signage for pedestrians and one-way road systems can make the town centre feel disjointed, despite its relatively small size.

Question: Do you feel that the proposals identified above form a good basis for the future of the town centre?

Paignton Town Centre Previous Feedback

April 2014



A number of consultation events have already taken place to progress the vision for the regeneration of the town centre. This masterplanning project is designed to build upon that feedback and to capture any new information that is relevant to the future of the town.

Question: Where is your favourite part of the town centre and why?

Paignton Town Centre Town Centre Character

April 2014

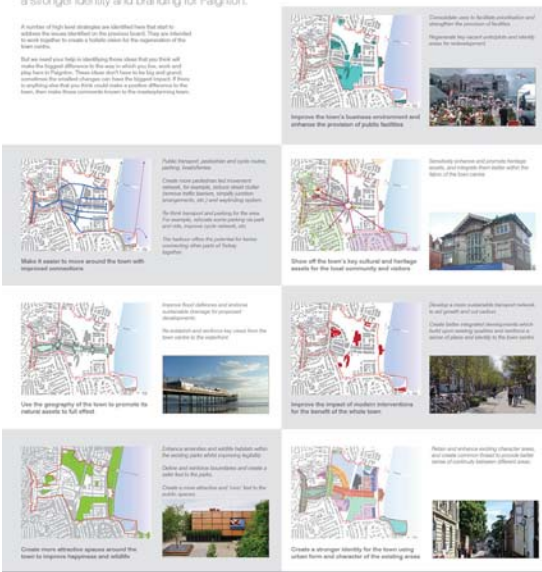


The character of much of the town centre has been influenced by the way in which the town has evolved over the centuries. The tight streets to the west feel very different to those to the east, and it is the quality of the buildings and open spaces combined that form the basis of Paignton's character.

Question: What other opportunities are there within Paignton that could result in a positive change for the town centre?

Paignton Town Centre Opportunities Arising

April 2014



We all have the opportunity to make a difference around the town and improve the long term viability of the town centre. In order to achieve this, we all need to think of the ideas that will generate a stronger identity and branding for Paignton.

Question: Do you feel that the history of Paignton is relevant to the future of its town centre, and should it be better celebrated?

Paignton Town Centre Evolution of the Town

April 2014



The layout of Paignton town centre is a relatively recent arrangement. Originally, the town centre was focussed on the area around Winner Street and Church Street. The expansion of the town under the Victorians gradually shifted the hub of activity further eastwards.

Question: Are there any facilities lacking within the town centre that you think, if provided, would make the town a better place?

Paignton Town Centre Distribution of Uses and Facilities

April 2014



Paignton Town Centre forms the heart of activity in central Torbay for the local population. However, the town centre also relies upon tourism for much of its income. The railway line divides certain types of uses and facilities around the town centre.

Question: Do you feel happy and safe in each of the open spaces shown above during both day and night time?

Paignton Town Centre Open Spaces

April 2014



Paignton has a mix of open spaces dotted around the study area. However, the majority of these are peripheral to the immediate town centre. The connection between them and the areas of core urban activity could be enhanced to better integrate them into the character of the town.

Question: Do you feel happy and safe in each of the open spaces shown above during both day and night time?



Consultation Programme

In order to meet the 7 objectives outlined above, a number of consultation events and actions were planned over a 5 month period between April and August 2014. These were, in summary:

1. Drop in Day – Paignton Club 23rd April
2. Stakeholder Session – Paignton Club 24th April
3. Feedback Session – Paignton Club 28th April
4. On-Line Survey - 29th April – 5th June.
5. Stakeholder Engagement - June-August 2014.

The Drop in Day and on-line survey were advertised with a Flyer, delivered to around 700 residential properties and businesses in Paignton Town Centre. The consultation was also advertised in the local press, via email to local community and business organisations and on the Torbay Council website. A presentation was also made to the Torbay Regeneration Network during a Breakfast Seminar in June.

The consultation was carried out in distinct phases and this staggered approach has allowed feedback from participants to inform the development of the masterplan over the past 5 months.

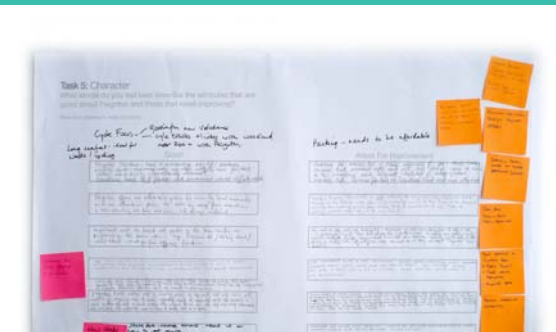


How the masterplan has been influenced by the consultation feedback:

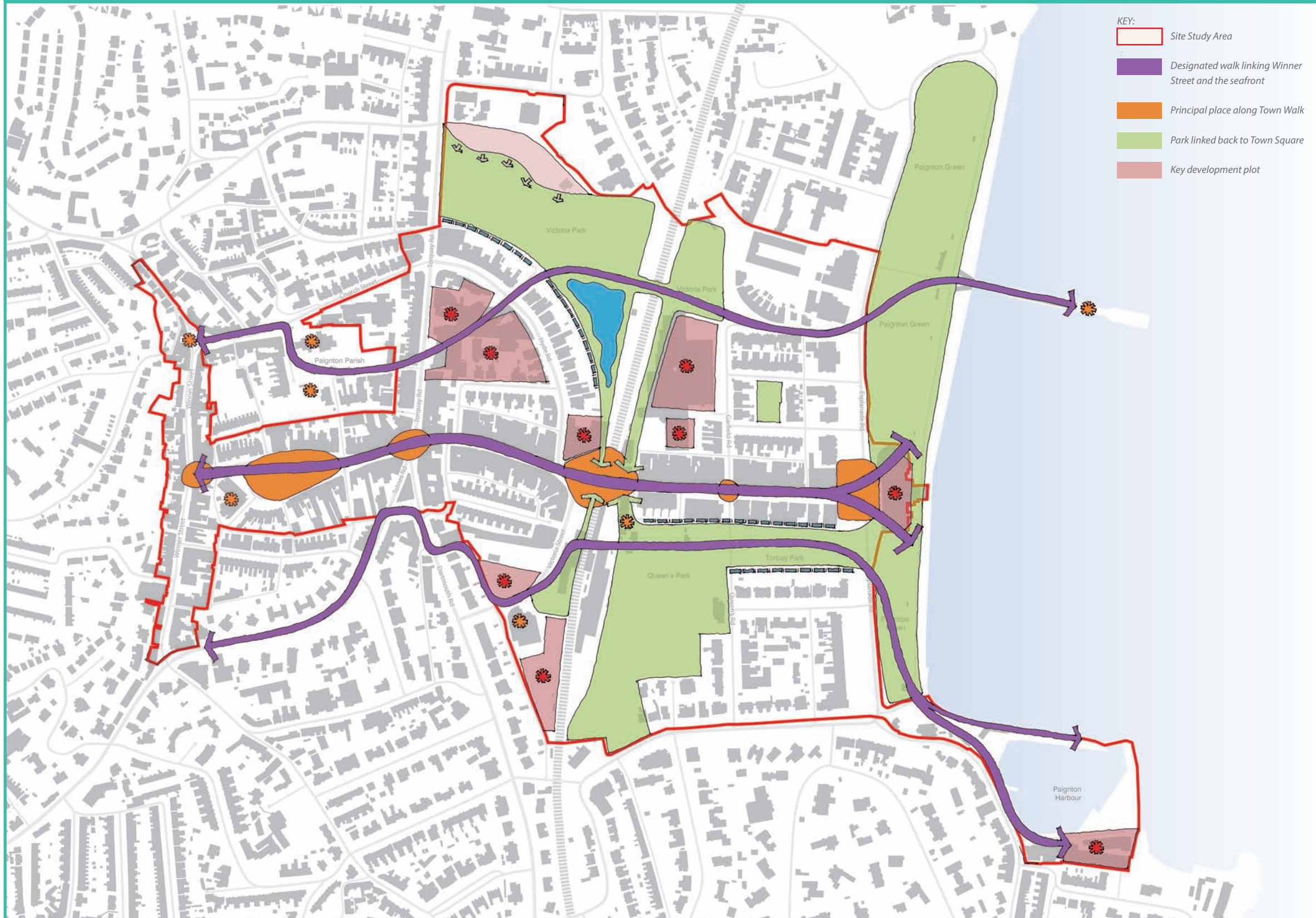
Some of the key ways in which the Paignton Town Centre Masterplan has developed to accommodate the views, ideas and responses from local residents, businesses, community organisations and statutory consultees are as follows:

- The preservation of Victoria Park and the introduction of a wetland area
- Proposals for the development of a Town Square, driven by improvements to the public realm, in the heart of the town
- Improved pedestrian links and signage between different character areas of the town
- A rethink of the vehicle access and movement strategy across the Town Centre in order to create attractive, pedestrian friendly urban spaces in keeping with a vibrant seaside town
- The introduction of initiatives designed to improve the attractiveness (environmentally and economically) of Winner Street as a creative, distinct shopping destination in its own right.

- To deliver a masterplan that creates spaces around important historic assets, such as the Steam Railway Museum and the Paignton Picture House (Town Square) and the wider setting of the Palace Theatre (Palace Gardens)
- The redevelopment of Crossways to deliver a mixed use scheme, including residential and retail uses
- Town centre redevelopment proposals that seek to improve the appearance and character of the Town as an arrival experience for visitors (Hotel, retail and public realm improvements)
- Proposals to relocate the Vue cinema and open up of sea views along Torbay Road
- Proposals to create all year round leisure and tourism uses in a newly developed Victoria Centre, linked to the new Town Square
- The regeneration of the harbour in a manner in keeping with its ongoing maritime operations and desire to increase its attractiveness as a destination venue to support the evening economy
- The introduction of themed walks to create greater connectivity between the sea, built heritage assets and open spaces distributed across the Town Centre.



Initial Masterplan Response



After an intensive period of consultation, this concept masterplan was generated based upon the wide range of comments made by those who attended the sessions. This was a preliminary response produced in a few days immediately after the drop-in day and stakeholder session.

Connecting the different parts of the town together was a popular feeling among those who attended the public consultation sessions. The concept masterplan sought to improve the connections between the town's principal attractions and features. 3 walks were identified that could achieve that, which could also become focal points for upgrades to the public streets, spaces and parks. These walks revolved around different themes that picked up on the character of the town and could become part of an enhanced branding for the town centre.

The new Town Square was highlighted as the focal point for the whole town centre. It is located at a critical node, where the town's public transport networks merge with the town's main streets. This area also provides the opportunity to link in the parklands to the north and the south (i.e. Victoria Park and Queens Park/Torbay Park).

A number of key development opportunities also exist within the centre. There is general support for a more sympathetic redevelopment of Crossways and the Victoria Centre. Tying the redevelopment of these, and other, sites in with emerging strategic pedestrian links and parkland connections would ensure that the new developments would provide a much more positive impact on the town centre. These sites would be able to provide a range of uses that include retail, residential, employment and car parking.

4.0



Masterplan.

Illustrative masterplan

The driver for this masterplan is to fundamentally rethink the way the town centre currently operates. This means more than simply identifying individual development sites. It seeks to rethink how development is delivered within the town in a manner that contributes positively to the wider urban environment.

Links

The masterplan builds upon the principles as set out in the Initial Masterplan Response whereby a series of cross town links were identified connecting more disparate parts of the town. Drawing people further into the town, and in particular Winner Street, from the seafront is a key concern. These routes are also designed to breakdown the many barriers that inhibit easy movement through the area.

Public open spaces

Along these routes is a series of public open spaces. Some of these exist and are identified as areas for improvement. Other spaces shown are new public plazas that have been created as part of a strategic overhaul of connections through the town. These spaces act as magnets to draw people further in and counter the impact some of the existing busy roads have on people's enjoyment of the town.

Development Sites

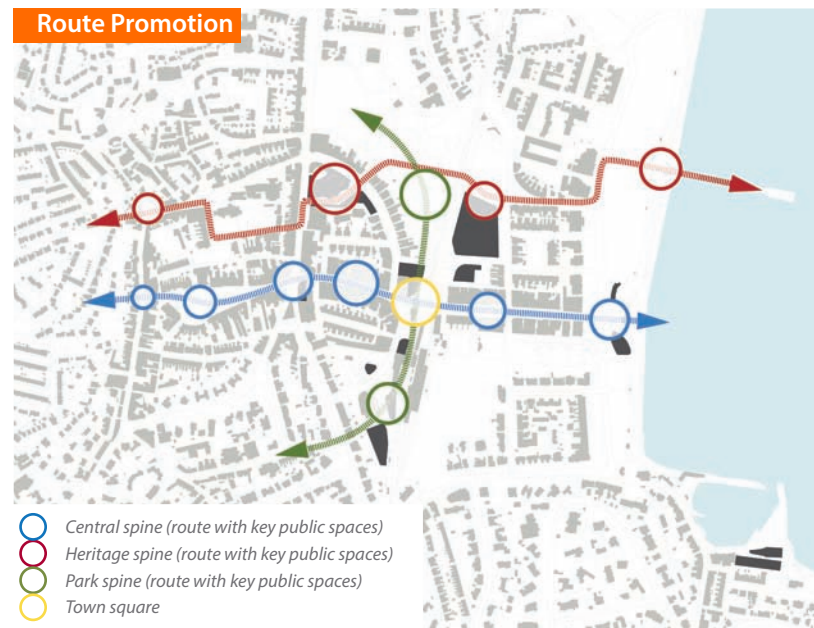
The transformation of the town relies in large part on the redevelopment of a number of key sites dotted around the town. Some of them are generally considered by the local community to be eyesores while others offer the potential to improve the character of the wider area.

The masterplan has paired improvements to the public realm with building development sites where possible to make the proposals more coherent. However, there are instances where some public realm projects are to be carried out in isolation. See Delivery Chapter 5.0 for further information.

Alterations to the highways network

One of the major changes to the town proposed in the masterplan is an overhaul of the highways network. This will eliminate the one-way system through the town for all cross-town traffic along Hyde Road and Great Western Road, which creates new public spaces in different locations elsewhere in the Town Centre.

Route Promotion



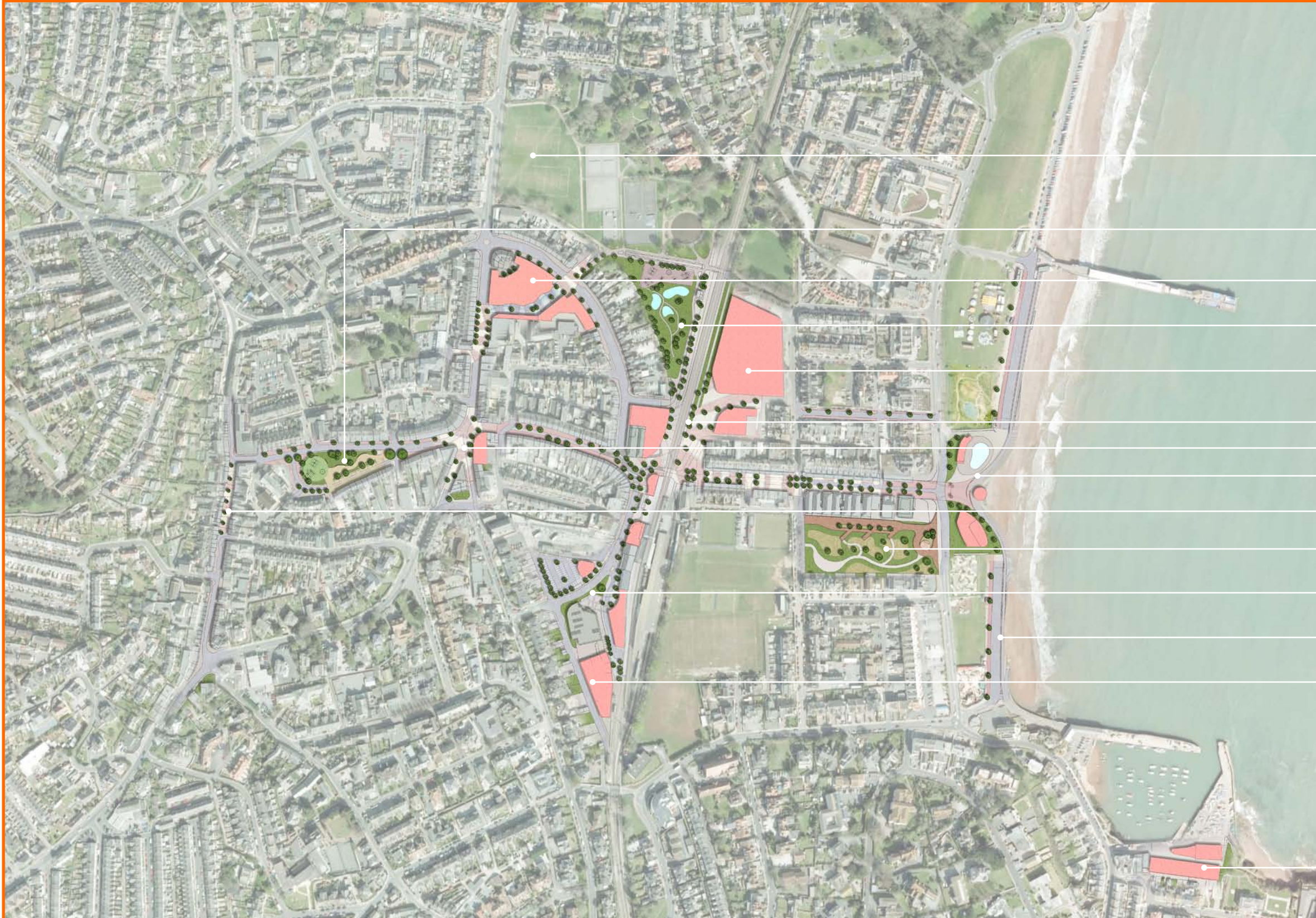
- Central spine (route with key public spaces)
- Heritage spine (route with key public spaces)
- Park spine (route with key public spaces)
- Town square

Opportunities



- Building opportunities
- Public realm opportunities
- Combined opportunities

The Proposed Masterplan (illustrative only)



The masterplan contains a number of different yet interconnected proposals that will transform the character of the town centre. These are the key aspirations, which are described in greater detail in the following section.

- No development within the main (formal play) area of Victoria Park is proposed but stronger green links between the park and the town square with active street frontages will give better access to the park
- Redevelop Palace Avenue into a defined Theatre/Cultural Quarter surrounding an open park
- Redevelop Crossways to deliver more attractive retail, residential and employment space
- New Wetlands area (Supported by Neighbourhood Plan and Paignton Community Partnership)
- Redevelop Victoria Centre as an entertainment complex to house the relocated seafront cinema. Will also include residential, car parking and employment uses
- New pedestrianised town square
- Semi-pedestrianised public open space created
- Relocate the cinema complex and open up the seafront to the town centre lined with seaside pavilions
- Middle section of Winner Street to be pedestrianised with new hard landscape and surface treatment proposals
- Improved frontage to buildings alongside park. Torbay Park is to be re-landscaped to improve flood attenuation
- Employment opportunities on surrounding Council and Network Rail owned land
- The character of the seafront between the pier and the harbour to be enhanced
- Multistorey car park with residential over to maximise sea views
- New development on the footprint of the existing structures to include residential, car parking and maritime uses

Highways rethink

A number of studies have been carried out in the past to address the town's congestion issues. This masterplan presents the opportunity to incorporate positive changes to the highways within the context of a wider public realm strategy for the town.

Overview

In 2002, a study was commissioned by Torbay Council to investigate how the existing highways within Paignton town centre could be made to work more effectively for the local community. Many of the outcomes of that study are still considered to be valid and have been reassessed within the context of this masterplanning exercise.

This masterplan does not cover the proposals to the same degree of detail as the previous study. The 2002 study contained a lot of information covering a wider range of measures and how the different elements of the proposal could be implemented. This masterplan is concerned only with the more strategic and physical interventions and does not cover issues such as residents' parking schemes. This is a matter of detail and management rather than key development principles.

The highways issues identified at the time of the study continue to be articulated today. Local people feel that;

- vehicular connections in the town centre are confusing
- congestion is a problem
- pedestrian facilities are inadequate
- inappropriate parking causes problems
- heavy goods and other delivery vehicles often block the flow of traffic
- Impact of rail level crossing creates localised congestion.

Proposals

Reducing the impact of vehicular traffic in the town is one of the primary objectives of the masterplan. To achieve this, the proposal is create a single corridor of traffic crossing the town along Hyde Road and Great Western Road. The existing width of the road makes this a more suitable route than Torquay Road. It also helps to overcome the existing problem whereby pedestrians at the western end of Victoria Street are not encouraged to cross over the busy Torquay Road into Palace Avenue and on towards Winner Street. This barrier effect will be overcome with the creation of a new plaza (Palace Square) at this junction.

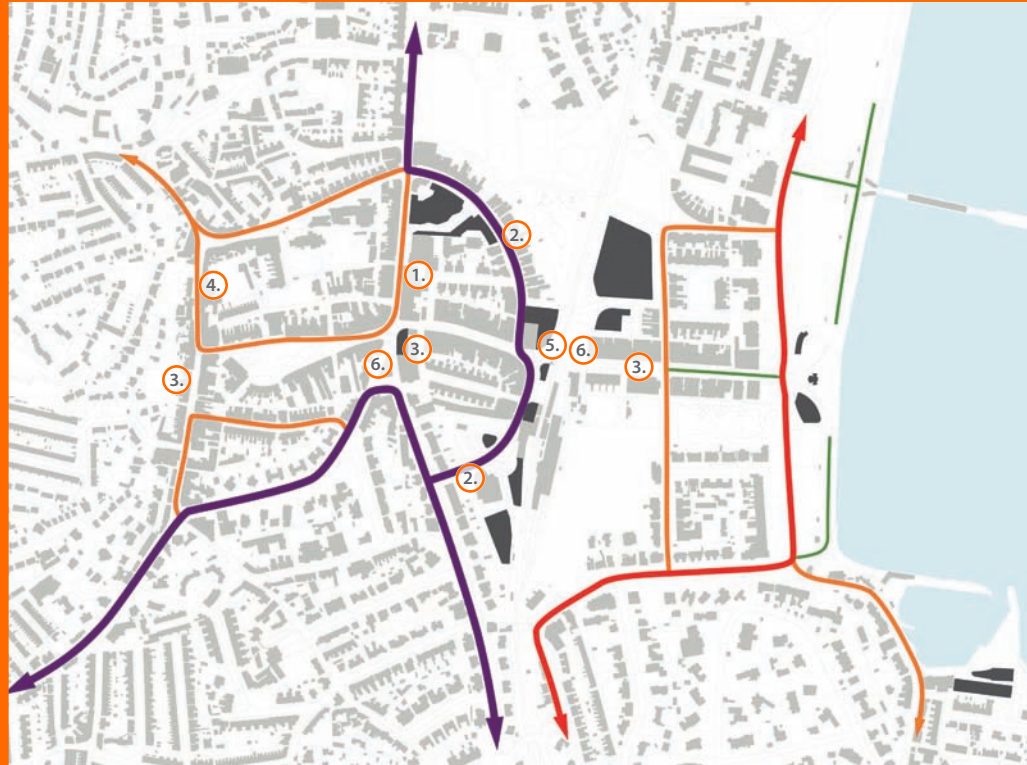
The second significant impact, which is connected to the strategy of consolidating trunk road traffic within the town centre, is to pedestrianise the western end of Torbay Road in between Victoria Street and Queens Road. This measure will help to create a new town square at the geographic centre of the town. Removing vehicles from this stretch will also improve the safety of the level crossing and eliminate the need for a lane on Hyde Road for waiting vehicles when trains are passing through to the train station.

The central section of Winner Street is also to be pedestrianised. Reversing the flow of traffic at the northern end of Winner Street will create a loop from Winner Street through Palace Avenue and Torquay Road. This will enable the community along Winner Street to built up a distinct identity for itself whilst improving the character of the street.

A number of bus lanes are proposed to better promote public transport. In areas where existing roads are to be downgraded in terms of general traffic, bus lanes will enable bus services to operate more freely. Such areas include lanes linking Dartmouth Road to Torquay Road and Victoria Street to Torbay Road (at the level crossing).

Car parking will continue to be provided in all the existing parking areas, even where redevelopment opportunities have been highlighted. The only loss of a full car park is that at Great Western Road, where the site has been identified as being suitable for employment/offices. An adjustment to the existing on-street parking arrangement will be required though there is not expected to be a noticeable loss of parking in any one area.

Altering the highways network will help to improve the quality of many of the town's streets while at the same time reclaiming spaces for the local community. Breaking down the impact of traffic within the heart of the town will improve the attractiveness of the town, and in particular, the Old Paignton Conservation Area.



— Primary Routes
— Secondary Routes
— Tertiary Routes

Key points:

- 1 The large one-way system around the town centre is replaced with an arrangement that is more sympathetic to the town centre.
- 2 Hyde Road and Great Western Way are reconfigured to accommodate two-way traffic along their entire length.
- 3 The pedestrianisation of Victoria Street extends to both the east and west to improve connectivity between the seafront and Winner Street. This includes parts of Torbay Road, Totnes Road, Dartmouth Road and Winner Street.
- 4 The flow of traffic along the northern end of Winner Street is reversed and directed into Palace Gardens, returning along Torquay Road.
- 5 The level crossing area on Torbay Road will be free of traffic, thus helping to create a town square environment and make the level crossing safer (*i.e. free from general vehicular traffic*)
- 6 A number of bus-only corridors will provide a more efficient network for bus services by tying in with the pedestrianisation strategy. Such corridors will cross the railway line on Torbay Road and link Dartmouth Road with Torquay Road.



Overarching strategy plans



Public Realm Framework.

Public realm is principally publicly accessible space and routes between buildings. An essential part to the success of the town centre is the visual appearance and function of the public realm as it contributes to people's perceptions of a place.

The main objective is to create a variety of pedestrian-led enhancements for the urban environment that are attractive and purposeful. Key aspirations of the masterplan are to de-clutter the streetscape and bring a sense of continuity to the style and character of the streets and public spaces around the town.



In developing the vision and masterplan of Paignton town centre, a series of different types of routes and spaces have been identified to inform the emerging public realm strategy. These focus on the need to create an environment that is attractive, coherent and flexible in terms of use.

The designation of the streets or spaces has been informed by its locations, estimated existing footfall and links to surrounding areas, land use, dimensions and what activities take place. In defining structure, identity, legibility and form to the public realm, the spaces and pedestrian routes have been categorised as the following:

Hierarchy of Streetscape Improvements

Major Streetscape Improvements

- Pedestrian priority streetscape design and improvements
- De-clutter the streetscape and narrow carriageways
- Increase footpath widths and provide additional trees and seating, where possible
- Use the same surface material throughout to help improve and unify the visual appearance of these routes
- Street furniture and trees to be located away from main thoroughfare.
- Improve wayfinding strategy and introduce shop signage policy to streamline and create a more unified visual appearance to the streetscape.
- Limit vehicular access to street.

Minor Routes: Streetscape Improvements

- De-clutter the streetscape
- Increase footpath widths and provide additional trees and seating, where possible
- Re-surface the pavements and/or road surfaces using different but complementary paving material to the major improvement schemes.

Connecting Routes

- Minimal improvements are generally required
- Introduce street trees where possible to uplift the public realm, especially along the routes into parks and recreation grounds
- Widen the footpaths, where possible
- Minimise the amount of street furniture provided along these routes.

Themed Walks

- Transform existing pathways around the town into differently themed routes
- Introduce a simple and well-conceived wayfinding strategy using signage, lighting of key buildings and structures, information boards and street art to improve character and interest
- Limit vehicular traffic along the routes
- Enhance the waterfront with the creation of a stronger seaside promenade to encourage greater pedestrian and cycle activity.

Typology of spaces

Transitional Spaces

- Street junctions should be rationalised where the impact of vehicular traffic is minimised
- These will generally be hard landscaped with feature tree planting and street furniture, where possible.

Civic Spaces

- These spaces will be flexible to encourage a wide range of events and activities, including pop-up markets and street performances
- They will incorporate high quality paving and other features and will provide a unique sense of identity within each space
- An appropriate provision of interesting seating along with creative lighting and/or art installations will generate interest in the spaces
- There will be a mixture of soft and hard landscape depending on scale and use of the space.

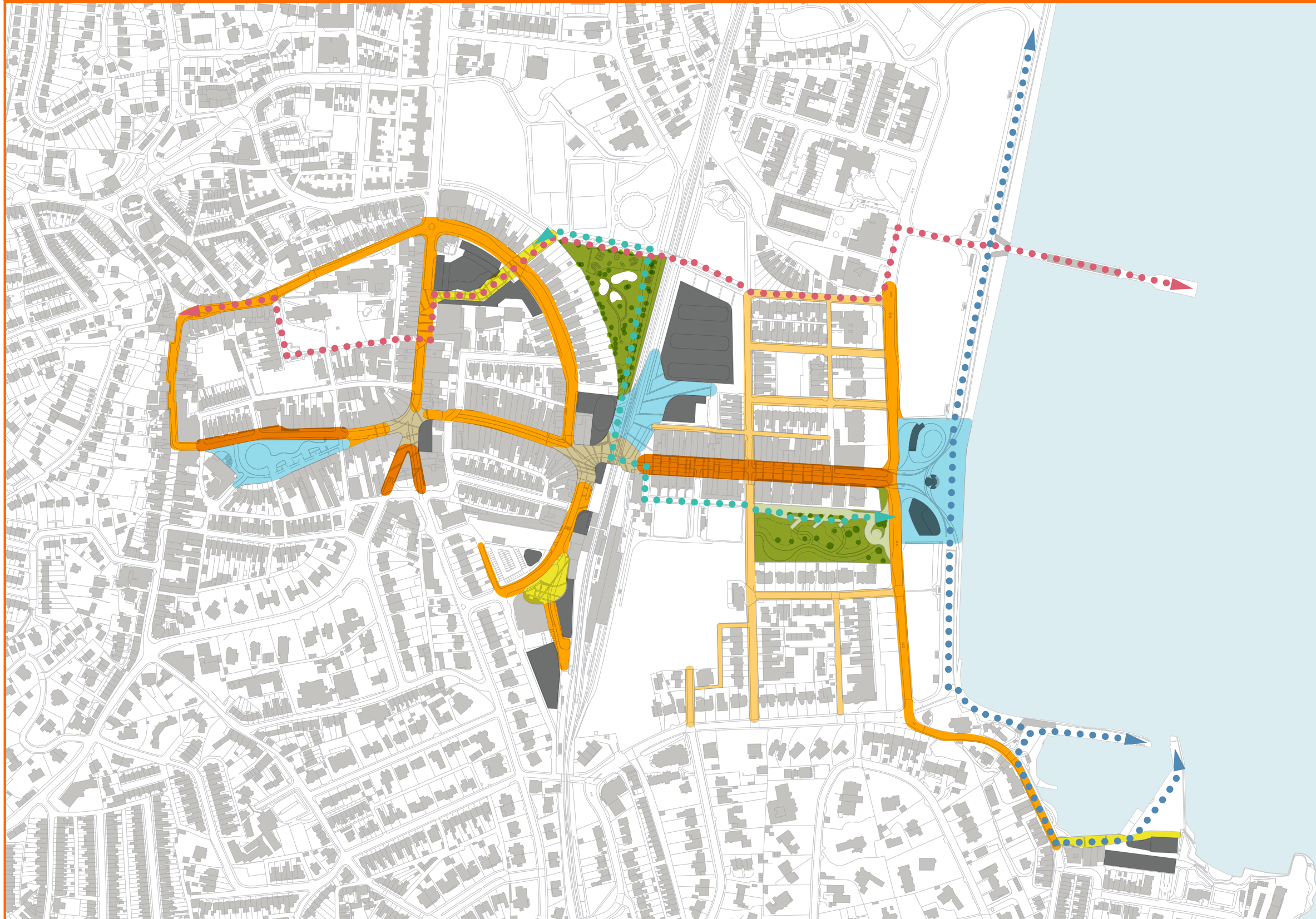
Intimate Spaces

- These are more intimate spaces that are typically enclosed by surrounding buildings
- The distinguishing features are primarily hard landscapes with some feature planting, simple lighting and an ample provision of seating
- They are suitable places for small scale permanent or temporary art features.

Parks and Recreation Grounds

- Improve boundaries and signage to public parks
- Enhance lighting levels and increase biodiversity
- Where possible, create environments that improve their social use as well as assisting with wider flooding issues.

Public Realm Strategy

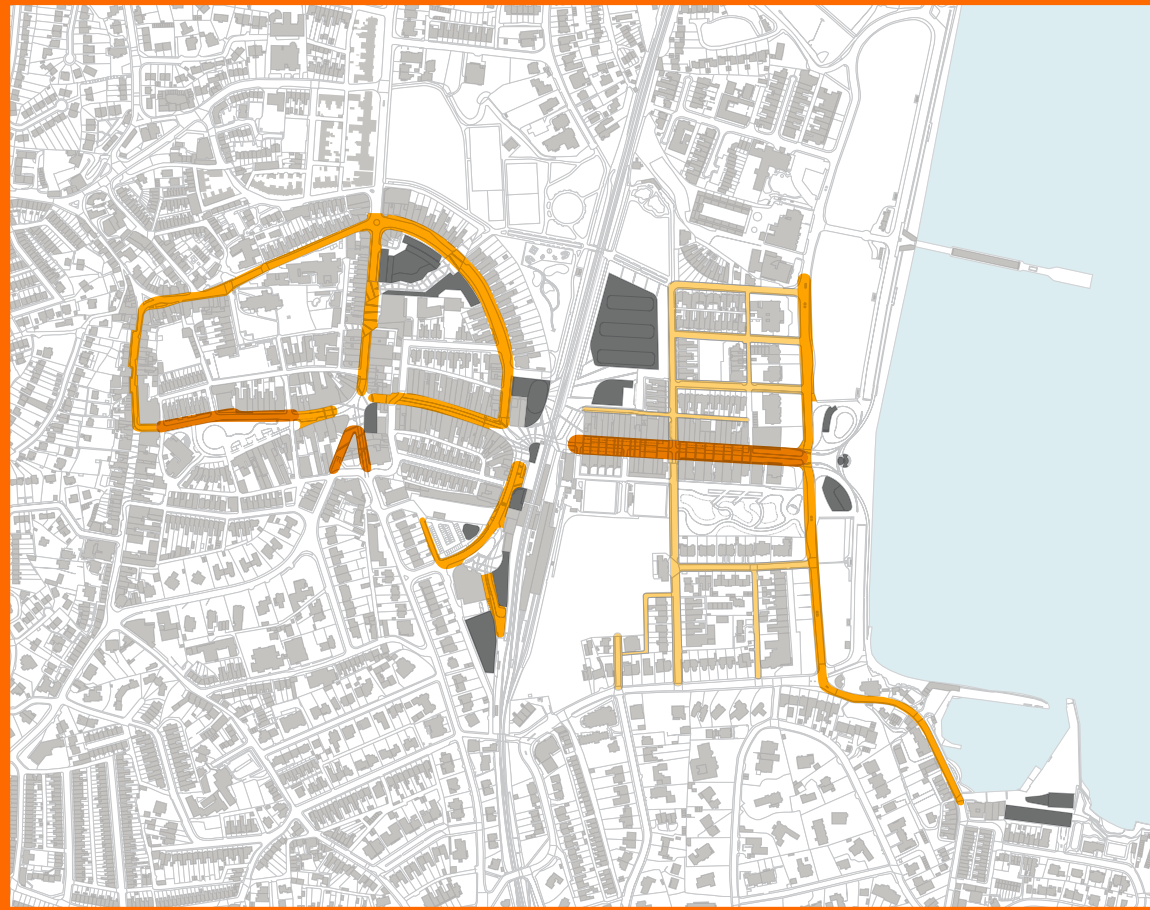


This diagram represents the distribution of the different kinds of streets and public spaces across the town centre as proposed in the masterplan. The details of the feel and character of these streets is described in more detail over the following pages.

- Maritime Walk
- Heritage Walk
- Park Walk
- Civic Spaces
- Major Street Improvement
- Minor Street Improvement
- Connecting Routes
- Intimate Spaces
- Transitional Spaces
- Parks and Recreation

Major Routes Streetscape Improvements:

- De-clutter the streetscape and narrow carriageways - Pedestrian led design
- Increase footpath widths and provide additional trees and seating, where possible
- Use the same surface material (similar to Victoria Street improvements) throughout to help improve and unify the visual appearance of these routes
- Street furniture and trees to be located away from main thoroughfare.
- Improve wayfinding strategy and introduce shop signage policy to streamline and create a more unified visual appearance to the streetscape.



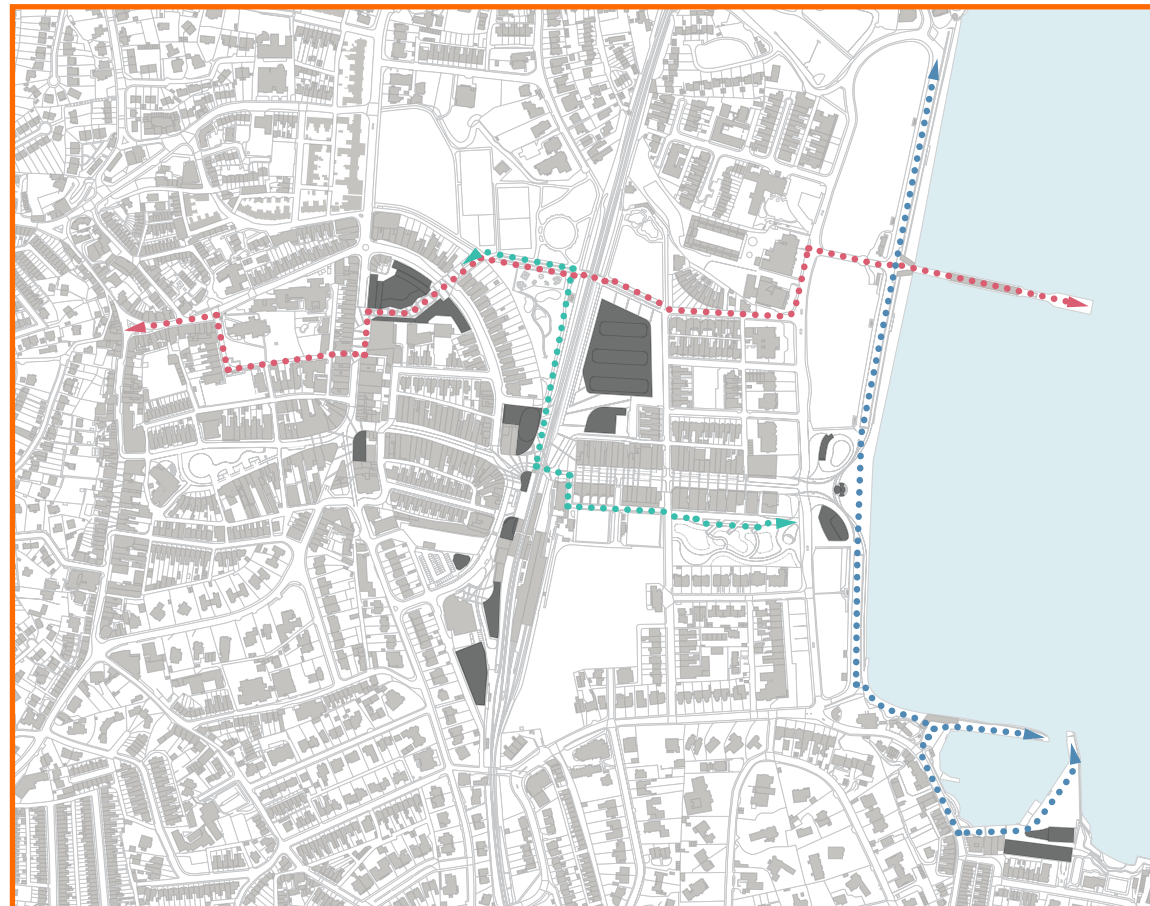
Minor Routes: Streetscape Improvements:

- De-clutter the streetscape
- Increase footpath widths and provide additional trees and seating, where possible
- Re-surface the pavements and/or road surfaces using different but complementary paving material to the major improvement schemes.

- Major Routes Streetscape: Improvement
- Minor Routes: Streetscape Improvement
- Connecting Routes

Connecting Routes:

- Minimal improvements are generally required
- Introduce street trees where possible to uplift the public realm, especially along the routes into parks and recreation grounds
- Widen the footpaths, where possible
- Minimise the amount of street furniture provided along these routes.



Themed walks

- Transform existing pathways around the town into differently themed routes
- Introduce a simple and well-conceived wayfinding strategy using signage, lighting of key buildings and structures, information boards and street art to improve character and interest
- Limit vehicular traffic along the routes
- Enhance the waterfront with the creation of a stronger seaside promenade to encourage greater pedestrian and cycle activity

There are three key walks:

- Maritime Walk 
- Park Walk 
- Heritage Walk 

Maritime walk



Park walk



Heritage walk





Parks and Recreation Grounds

-  Civic Spaces
-  Intimate Spaces
-  Transitional Spaces
-  Parks and Recreation

- Improve boundaries and signage to public parks
- Enhance lighting levels and increase biodiversity
- Where possible, create environments that improve their social use as well as assisting with wider flooding issues.



Civic spaces

- These spaces will be flexible to encourage a wide range of events and activities, including pop-up markets and street performances
- They will incorporate high quality paving and other features and will provide a unique sense of identity within each space
- An appropriate provision of interesting seating along with creative lighting and/or art installations will generate interest in the spaces
- There will be a mixture of soft and hard landscape depending on scale and use of the space



Intimate spaces

- These are more intimate spaces that are typically enclosed by surrounding buildings
- The distinguishing features are primarily hard landscapes with some feature planting, simple lighting and an ample provision of seating
- They are suitable places for small scale permanent or temporary art features.



Transitional spaces

- Street junctions should be rationalised where the impact of vehicular traffic is minimised
- These will generally be hard landscaped with feature tree planting and street furniture, where possible.



Finding your way around

The town centre needs to be easier to understand for those not familiar with the town or the richness of its history. A simple yet stylish wayfinding strategy for the town will make the whole town more accessible and fun to explore.

The town centre does have some wayfinding signage in place. This generally consists of finger post signage at key junctions. However, it does not convey the best of the town's assets. A lot of the town is hidden from general view, such as the grade I listed parish church and the Bishops Palace, and relies on better information being provided to draw people's attention to these features.

The town needs to implement a more comprehensive signage strategy that not only points the right direction but informs people, both locals and tourists, of the town's rich heritage and distinctiveness. A more user-friendly approach will encourage more people to explore more of the town and discover areas previously unknown to them.

Such a strategy within Paignton could be conveyed using a system of information panel signs, directional signs, trail marker signs and identification signs. The information could also be available through printed visitor maps and online resources, making forward planning and familiarising possible.

The information the user is presented with should make decision making a straightforward process:

- Stylised maps reduce and simplify the surroundings into the most important components, allowing the user to make decisions without the need to distil the important information from the superfluous;
- Pictograms provide a compact, quick and multilingual guide to the facilities and features at any given point. This helps the user plan their journey around any problems they may encounter or needs they wish to incorporate along their journey;
- Colour-coding enables quick distinction between different routes across the town centre. This could be applied to each of the town walks in a similar fashion to colour-coded rail lines on a London underground map;
- Text on maps should be used sparingly, written place names, destinations, times to destinations;
- Panels should allow for general background and historical information. This could include both written and visual material, such as old photographs and sketches.

All information, be it a map, pictograms or text, should be visualised or expressed in a consistent manner across all formats to aid recognition and hence decision making. Clearly presented information, and the integration of tactile and audible elements, are paramount to making the navigating of the town centre an unintrusive and enjoyable experience for all.



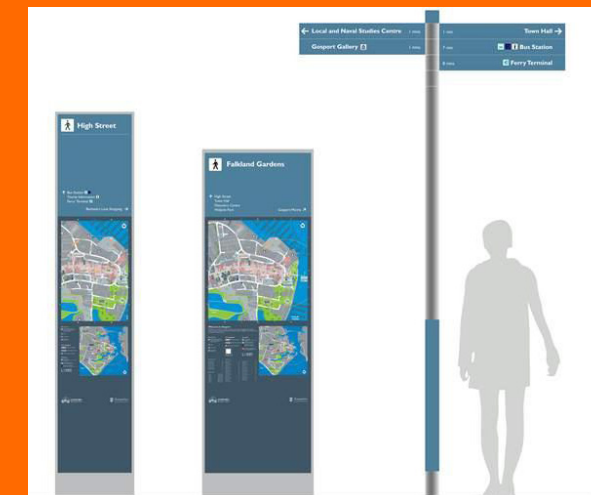
Left: Existing map coverage of the town centre in a limited number of places



What have other places done?

A range of other towns and cities around the UK have already implemented, or are in the process of implementing, graphically-led wayfinding signage to enhance the experience of being in those place. A number of them are award-winning schemes that have made places much easier to navigate and enjoy.

The selection here includes examples from Bath, Sheffield and Bristol (all on the right) though London, Southampton and Newcastle have also done similar work in making their cities more legible. Below demonstrates what Hampshire plans to roll out across a variety of its towns and cities.



01 Town Square

A comprehensive vision for this area of the town centre can completely transform the feel and character of the whole town. Better integration of the railway infrastructure into its urban setting will provide the people of Paignton with a town square at the heart of the town.

The opportunity exists to radically alter the nature of the town centre through the redevelopment and reorganising of the buildings, open spaces and uses that form centre of the town. The masterplan proposes to encourage all of these elements to work better together to create a new heart for the town.

This is one of the most complex areas of intervention in the town where each of the surrounding developments are able to take advantage of the proposed works. Whilst driven primarily by the creation of a new public space, there are opportunities for the neighbouring properties to further enhance their own offer and better reflect the new character of the area.

The first stage of work here is to improve the character and quality of the public realm. This ties in with the proposed overhaul of the town's highways network, where general vehicular traffic is removed from Torbay Road between Victoria Street and Queens Road. The nature of the railway infrastructure through this area can be remodelled to be more sympathetic with the town's needs. This will need to adhere to national railway regulations but there is an opportunity to better celebrate the trains slowly arriving into the terminal station passing through the town square.

A stronger network of streets and connections radiating out from the town square will knit the town together in a more coherent way. It will be possible to walk or cycle through the square from both sides of Victoria Park with green fingers of parkland extending down alongside the railway line. Similarly, a more attractive connection will be made through the town square towards Garfield Road, Kernou Road and on towards the pier.

The site of 63 Victoria Street immediately adjacent to the level crossing has the potential to reinforce the square as a statement of Paignton's transformation. A taller building at this location will better relate to the open space adjacent and help to define the edges of the square. Its prominence here will also act as a distinctive marker in the built environment for wayfinding purposes. This could accommodate a hotel with retail and/or social uses at ground floor. It will act as a gateway to Victoria Park from Station Square.

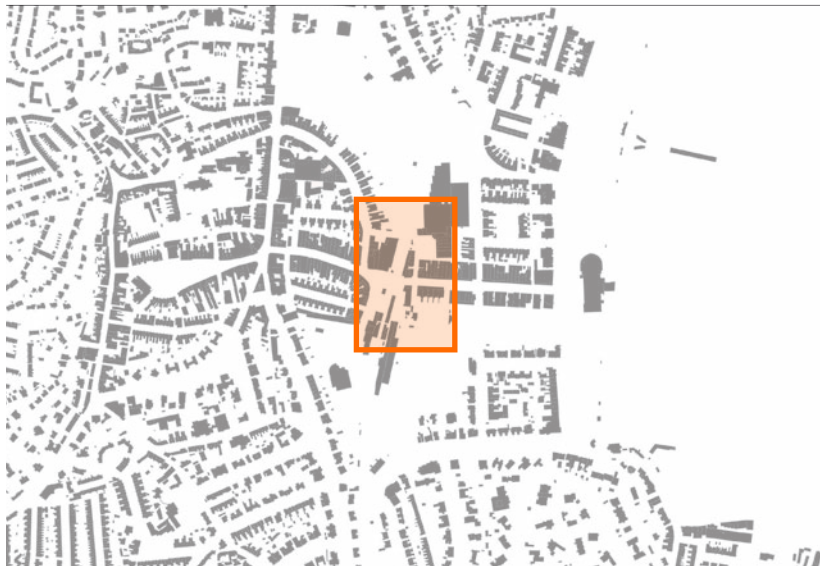
The relationship of the square with the railway station will also be improved with a new kiosk sitting at the corner of the existing taxi rank. A new entrance lobby for the railway station will greatly enhance the arrival experience into the town as well as dramatically improving the appearance of transport hub in the area and connection to the library. This section of the street could also be home to be new cycle hub with storage facilities at the heart of the town.

Facing the square from the southeast is the Paignton Picture House, where plans currently exist to refurbish the Grade II* building. This marks the entrance to the Steam Railway Museum. The masterplan proposes to make more of the open space the marks the transition from the square into the museum forecourt, using materials, features and character that reflect the golden age of travel. Pedestrian links through to Queen's Park and Torbay Park beyond would help to reinforce the town square as the social heart of the town.

View across the Town Square and the level crossing towards Victoria Street from Torbay Road



	Proposed area	Equivalent no. of units
Retail	2,240 m ²	-
Leisure	-	-
Office	-	-
Residential	7,870 m ²	68
Car Parking	-	-
Hotel	-	-



Left: Location of study area on existing town plan



Victoria Park extends down into the town square on both sides of the railway line

Site redeveloped to provide a distinctive tall marker in the centre with active street frontage

New town square created as a result of some strategic demolition of existing buildings

Railway infrastructure opened up where possible to be more sympathetic with surroundings

Kiosk to better define the edge of the station and create activity at a key junction in the town

Enhanced conservation setting for the Steam Railway museum and adjacent Cinema

Cycle hub

New station entrance foyer



Relevant ideas from elsewhere

This is a selection of imagery of schemes from other places that could influence the transformation of different parts of Paignton.

Right: The choice of materials and public art at the Heartlands visitor attraction in Cornwall is informed by the site's rich heritage - relevant to the areas around the Steam Railway Museum

Below: The interaction of the transport network with the activity in the town square of Bismarck Platz in Heidelberg gives the place a sense of dynamism.

Below right: Street kiosk and associated activity at Plaza de Tirso de Molina



02 Sea Front

Opening up direct views out to the sea from the town marks one of the boldest aspirations for the masterplan. Reinstating that connection between the town centre and the seafront will strengthen the town's identity and its relationship with one of its most important assets.

The relocation of the Vue Cinema to the Victoria Centre frees up a key part of the esplanade for a more appropriate and sensitive development that better responds to the character of the seafront. It will enable a wider range of facilities to be provided at what is the midpoint on the seafront between the pier and the harbour.

Using historic photographs as a reference, the impact and benefit of opening up the connection through this site is clear. However, the masterplan proposes a layout that is generated by a need to respond to the contemporary needs of the town rather than a simple reinsertion of what previously existed on the site.

At the heart of the proposal is a new plaza that will act as an activity space linking the seafront with Torbay Road. By drawing the sea defences line back a little, towards Esplanade Road, a meaningful relationship with the sea is achieved with a more gradual and visible route down to the beach. These changes could only be delivered within the scope of a sea defence feasibility study; detailed technical assessment would be required in order to realise this aspiration.

Surrounding this space are a number of development opportunities. Mixed use pavilions will sit on either side of this extension to the beach. Their function will be to provide suitable seafront activities that strengthen the tourism offer for Paignton, and would be expected to include retail and catering. A seafront restaurant at this location could provide a year round facility of use to the local community as well as to tourists. The masterplan also identifies an opportunity to deliver alternative uses that contribute further to the town's tourism industry. Such opportunities could include amenities such as a lido, which would provide bathing facilities for a wider range of the population who currently find the sandy beach inaccessible or undesirable, for example parents with small children or those in wheelchairs.

	Proposed area	Equivalent no. of units
Retail	-	-
Leisure	1,820 m ²	-
Office	-	-
Residential	-	-
Car Parking	-	-
Hotel	-	-

The stretch of seafront between the pier and the harbour is to be improved to reinforce the relationship with these and the new sweeping footprints of the pavilions at the end of Torbay Road. Through the use of a selection of hard surface materials and softer tree planting, the seafront can be transformed into a much more attractive environment that not only encourages more activity in the area but also becomes a symbol of the town's regeneration. The seafront is such an important asset to the town that it needs to be expressed and celebrated as much as possible.

As part of that transformation of the seafront, it is proposed to remove vehicles from the area around the pavilions. This will reinforce the visual connectivity between the beach and the pavilions and create a more distinctive sense of place. Disabled visitors parking close to the sea in high season is likely to be a political aspiration. With the majority of parking in this area suspended during high season, this measure is not likely to have a detrimental effect on overall parking within the town.

As well as strengthening the sea defences by the pavilions, a re-landscaped Torbay Park can provide a positive contribution to the town's flood attenuation. A wetlands proposal, similar to that shown in Victoria Park, would remodel the park to allow it to flood in a controlled way, thus protecting other parts of the town centre from flooding. Features such as a boardwalk running through the wetlands and information relating to the biodiversity benefits of the benefits would give the park a greater sense of identity. Coupled with measures to encourage neighbouring properties on Torbay Road to have secondary frontages out onto Torbay Park, new life could be instilled into the area.

Kernou Road further north forms a new direct route linking the Geo-play to the redeveloped Victoria Centre and town square.

The Council has commissioned extensive flood modelling across the Bay (2010) and as such masterplan proposals have had regard to the risk posed by flooding along Paignton Seafront. Discussions with the Environment Agency (EA) have confirmed that there is no current, defined or funded physical works programme to address the flooding risk in the short term. In the absence of a defined scheme, the masterplan proposal suggests a concept based upon a hard sea wall defence strategy similar to that installed at Blackpool (another tourist destination prone to flooding). The concept provides an opportunity to deliver the basis of a fit-for-purpose solution which combines an architectural feature of interest and which would contribute towards the public realm strategy. Subject to detailed technical and civil engineering assessment, a sea defence strategy working in conjunction with a fluvial stormwater attenuation strategy, has the potential to release land currently prone to flooding for alternative uses, including residential development.

The EA have commented on the emerging masterplan and are broadly supportive of the principle of the proposed redevelopment of the town centre, subject to guidelines set out in national planning policy on flood risk and fully support the re-landscaping of Victoria Park and Torbay Gardens. The EA note the wider sustainability benefits that can be delivered through this strategic approach to masterplanning, including the potential contribution that new development can make towards the upgrade of coastal defences and/or alleviation schemes. Such benefits will help to justify the location of development in higher flood risk areas within the town. The Environment Agency and Torbay Council, as the Flood Risk Management Authority, will continue to monitor flood risk and discuss potential options. The masterplan concept is designed to stimulate discussion leading to a functional and affordable long term solution for the town



View of the redeveloped seafront site at the end of Torbay Road



Left: Location of study area on existing town plan



Kernou Road provides an alternative route through to the Victoria Centre and town square

Vehicular access along the seafront is broken to improve pedestrian links to the beach

One of the pavilions could be developed to provide distinctive seaside (wet) amenities and features

An open space is formed with the neighbouring pavilions sweeping back to open up sea views

A performance space and outdoor cinema at the heart of the site with the sea as a backdrop

Sea defences are strengthened and realigned to improve access to the beach

Pavilions would take advantage of the sea views while providing better services on the seafront and could include outdoor play features, for example, rock climbing wall

Torbay Park as a wetlands that alleviates flooding pressures elsewhere in the town centre

Redesigned promenade to improve the connections with the pier and the harbour



Relevant ideas from elsewhere

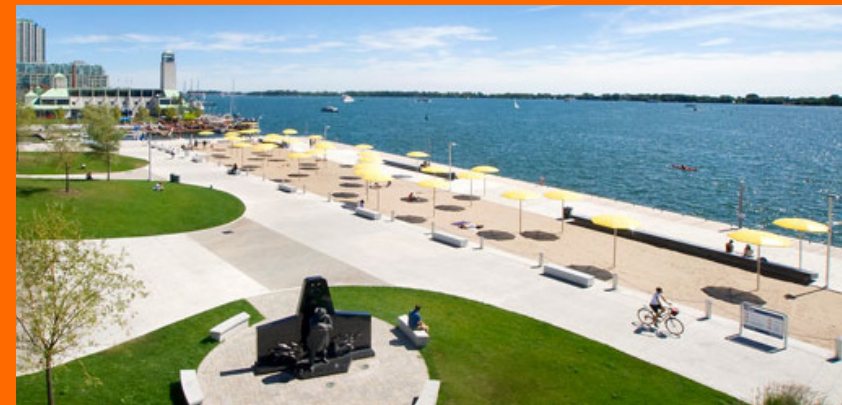
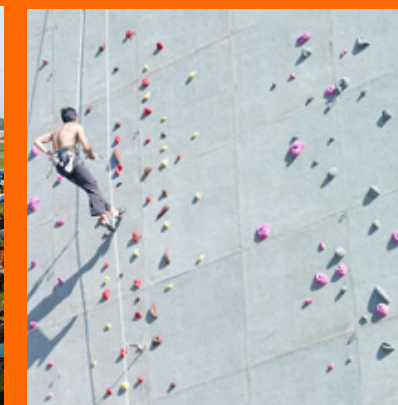
This is a selection of imagery of schemes from other places that could influence the transformation of different parts of Paignton.

Above: The view of Paignton's seafront in the early 1930s shows how the seafront can be better connected back the rest of the town.

Right: Public interaction with the water along the Rhone

Below: Engaging seafront promenade at Toronto's HTO Park

Below right: Littlehampton has introduced many new contemporary features along the seafront, including this dynamic pavilion.



03 Victoria Centre

The proposals for the Victoria Centre align closely with those for the town square. Opening up the centre of the town can make the Victoria Centre site a much more attractive and prominent development opportunity for the town as a whole allowing for the creation of a new leisure quarter.

It was mentioned several times during the public consultation events that there are limited facilities within the town that occupy people during times of inclement weather. The redevelopment opportunities that exist at the Victoria Centre could cater for that demand. Although generally well hidden from the main parts of the town, the proposals for opening up Victoria Square to a pedestrianised part of Torbay Road would significantly improve the attractiveness of this site. Using the relocated cinema from the seafront as an anchor tenant, the centre could attract other leisure and catering operators into the complex to provide a more comprehensive indoor facility for the town.

The location of the leisure complex would provide a strong attraction at the northern end of the new town square. The size, mass and nature of a facility such as a cinema is such that the Victoria Centre provides an ideal location. The large windowless facades that often a feature of cinemas could in this case be masked with more active uses, such as restaurants.

The rest of the complex will comprise both a multistorey car park and residential units. Sitting on top of the complex, residential units will have superb views out over the town towards the seafront. Longer distance views of the harbour and even Torquay will increase the viability of the whole scheme.

A second development site is identified in the masterplan adjacent to the leisure complex. This forms the eastern edge of the town square and is aligned with the neighbouring shop frontages along Parkside Road. Ground floor usage would likely be commercial to complement the town square, possibly a food convenience store. The building also offers the potential for employment use on the upper levels with sizable floor areas to accommodate a range of commercial entities, including startup facilities for local enterprises.

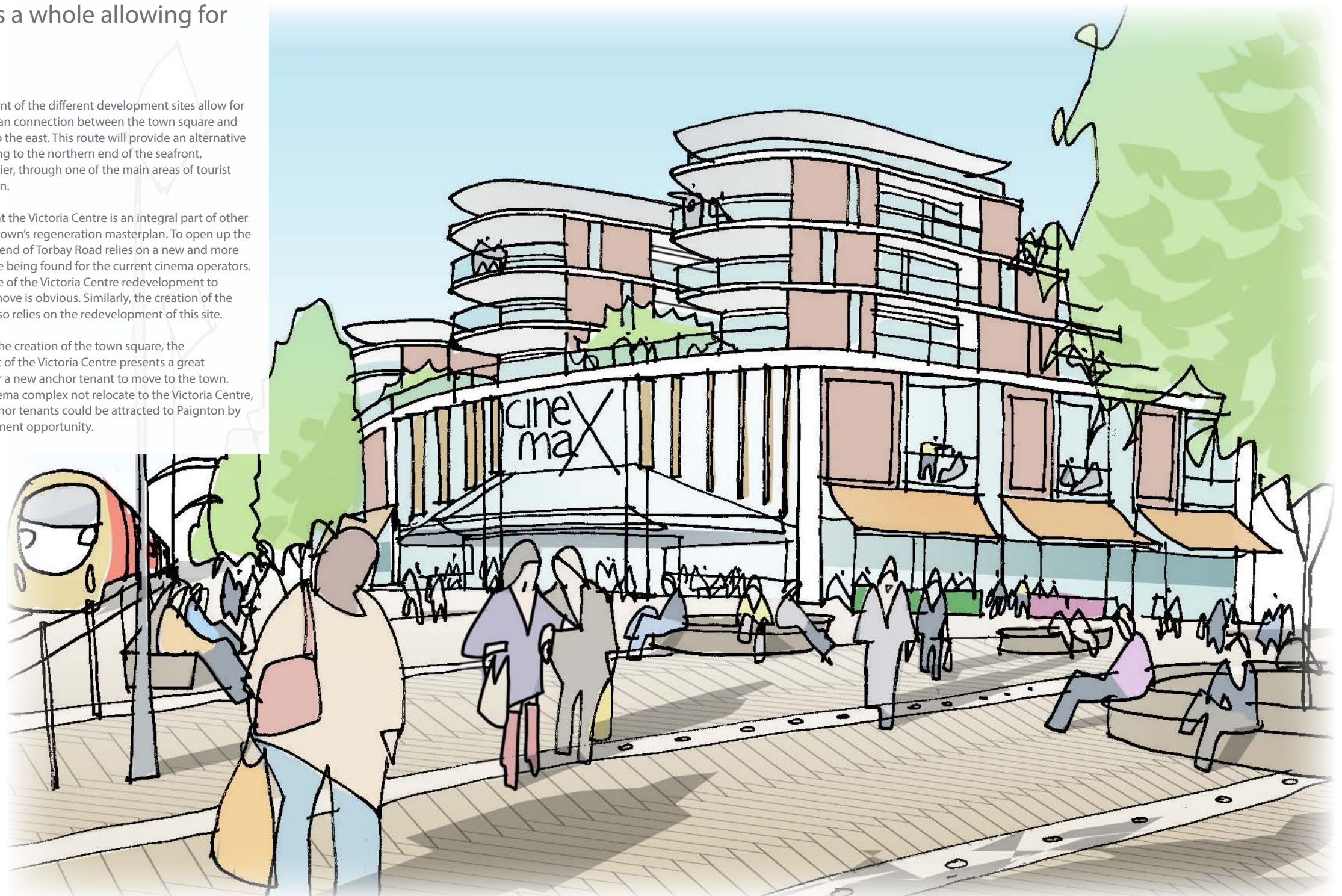
	Proposed area	Equivalent no. of units
Retail	1,070 m ²	
Leisure	11,600 m ²	
Office	2,640 m ²	
Residential	13,200 m ²	161
Car Parking		526
Hotel	(13,200 m ² in place of the residential provision above)	

The arrangement of the different development sites allow for a new pedestrian connection between the town square and Kernou Road to the east. This route will provide an alternative means of getting to the northern end of the seafront, including the pier, through one of the main areas of tourist accommodation.

Development at the Victoria Centre is an integral part of other aspects of the town's regeneration masterplan. To open up the seafront at the end of Torbay Road relies on a new and more attractive home being found for the current cinema operators. The importance of the Victoria Centre redevelopment to facilitate that move is obvious. Similarly, the creation of the town square also relies on the redevelopment of this site.

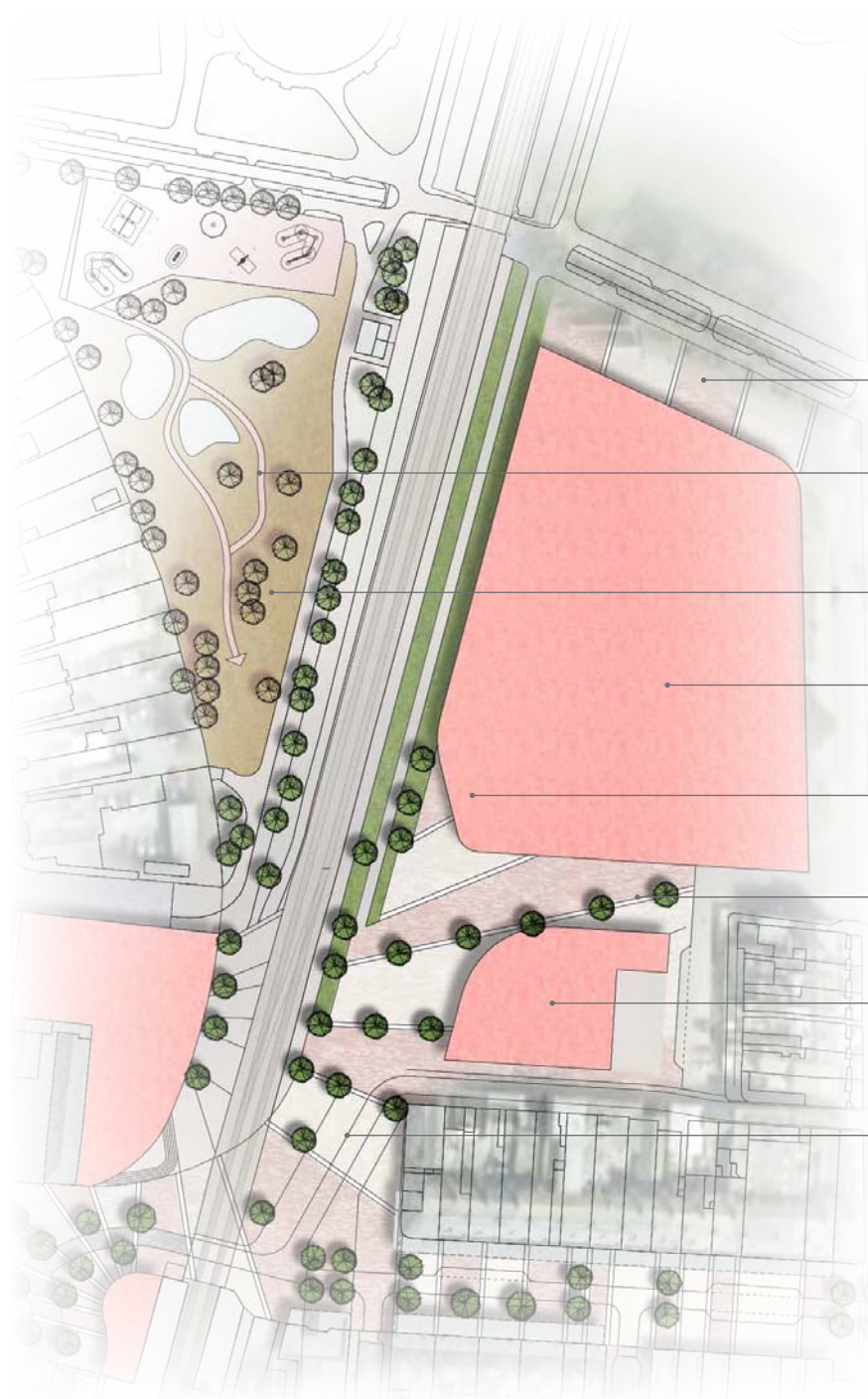
Coupled with the creation of the town square, the redevelopment of the Victoria Centre presents a great opportunity for a new anchor tenant to move to the town. Should the cinema complex not relocate to the Victoria Centre, alternative anchor tenants could be attracted to Paignton by this redevelopment opportunity.

View across the Town Square from the level crossing towards the leisure hub at the Victoria Centre





Left: Location of study area on existing town plan



- Ground floor uses can spill out on terraces to face into the park providing better surveillance
- Wetlands proposals to improve flood attenuation and create a natural habitat for new species of plants and wildlife
- Victoria Park extends down into the town square on both sides of the railway line
- High level residential on top of the complex will have significant views of the sea and Torquay
- A prominent entrance will raise the profile of the complex and draw people through the town square
- New pedestrian link through to Kernou Road and onto towards the pier
- Separate development plot with retail uses on the ground floor. Also provides upper floor employment opportunities at the heart of the town
- Town square opens up the development to the rest of the town



Relevant ideas from elsewhere

This is a selection of imagery of schemes from other places that could influence the transformation of different parts of Paignton.

Above: The Hayes in Cardiff is a lively place during the day and night time with distinctive street furniture and lighting.

Right: Mainline trains slowly pass through the town with minimal enclosure and no level crossing barriers along Wexford's quays.

Below: Interaction between the public and trams in Manchester.

Below right: Grenoble's tram network includes stretches of linear parks lined with trees. An element of that could be applied to Paignton.



04 Palace Square

The restructuring of the vehicular network through the town centre results in an interesting new public space for the local community. With a mix of attractive buildings surrounding it, this open space overcomes a major obstacle in creating a stronger connection between the centre of the town and Winner Street.

This is an area currently dominated by the vehicular traffic passing through the town centre. It marks a clear divide in the town between the thriving Victoria Street and the more subdued Winner Street. Despite some attractive buildings around the edges of the space, it feels like the end of the town centre to those walking along Victoria Street.

The aim of the masterplan for this area is to transform it into a pleasant and thriving place that bridges the gap between Victoria Street and Palace Avenue Park, and on towards Winner Street. The removal of the general through traffic from this area is the principal tool in achieving this aim.

There are a number of buildings in the area that are not expressed as well as they could be. The most obvious of these are the red bricked buildings of Compton House (the 'Flat Iron'-like building anchoring the southern end of the square) and the elegant facade of the bank at the entrance into Palace Avenue. The creation of Palace Square here will not only proudly show off these local landmarks, but will improve the conditions within the Old Paignton Conservation Area.

While all of the through traffic is directed along Hyde Road and Great Western Way, there will still be a limited amount of vehicular access in Palace Square. To help facilitate smoother bus operations in the town centre, a bus lane will still connect Dartmouth Road with Torquay Road, thus bypassing Hyde Road. General traffic will still be able to skirt around the edge of the square with a vehicular route joining Torquay Road and Palace Avenue. However, this route will only serve local shops and will have significantly less traffic than is currently the case.

To improve its relationship with the surrounding streets, the decluttering of the area will be needed. For example, at the top end of Victoria Street is a line of street furniture that spans across most of the street width and includes phone boxes, benches and bins. This process of decluttering will need to apply throughout the whole area to encourage greater movement of pedestrians.

View south along Torquay Road towards Compton House



	Proposed area	Equivalent no. of units
Retail	1,030 m ²	-
Leisure	-	-
Office	-	-
Residential	-	-
Car Parking	-	-
Hotel	-	-



Left: Location of study area on existing town plan



- The character of Palace Avenue is to be upgraded to reflect that of Palace Square
- Local access road only serving Torquay Road and Palace Avenue
- All of Victoria Street is to be pedestrianised with no vehicular crossings at this point
- The redevelopment of this site will improve the character and connectivity of Palace Square
- Compton House forms a distinctive feature within the square with an improved setting
- Bus lane
- Area for short term parking and servicing



Relevant ideas from elsewhere

This is a selection of imagery of schemes from other places that could influence the transformation of different parts of Paignton.

Above: Distinctive paving patterns combined with simple street furniture creates a memorable place at Plaza de la Luna in Madrid.

Right: Blackett Street in Newcastle has created an attractive street environment through careful selection of materials and design.

Below and below right: Pedestrians and al-fresco diners take advantage of the transformation of New Street, Brighton.



Right: View along the northern edge of Palace Avenue

05 Winner Street and Palace Avenue

Winner Street is the oldest part of Paignton yet feels as though it is at the edge of the town centre rather than an integral part of it. Turning around the fortunes of this end of the town requires a concerted effort to improve its links back to Palace Avenue and to the rest of the town.

Winner Street has had a number of measures implemented in the past to try to improve the street's fortunes. These have had varying degrees of success, though many commercial units along the street are currently empty. The masterplan strategy for improving the viability of the street is to better connect it with the rest of the town centre. In broad terms, the masterplan proposes a broadly pedestrianised spine running east-west through the town to strengthen its relationship across to the seafront.

Winner Street forms one of the oldest parts of the town and has a very different urban character to that of the rest of the town. The street is much narrower and has the potential to tap into a charm that is not present elsewhere in Paignton. With additional works to improve the streetscene, Winner Street has the potential to emulate places like The Lanes, and Duke Street in Brighton in terms of activity and character.

The alterations to the wider town centre highways network will further improve conditions on the street. To eliminate through traffic using Winner Street as a rat run, a break in vehicular access in the middle of the street allows for the creation of a pedestrianised heart that links into Palace Avenue Park. This will enable the local business community to create a much stronger identity for their trade and improve their offer to the wider local community. Winner Street needs to become a destination in its own right and these proposals will help to achieve that.

Palace Avenue has the only public garden within the core of the town centre. Other larger parks exist on its periphery, such as Victoria Park and Torbay Park, but this is an area that is defined as much by the buildings and roads surrounding it as by its own

features. The aim of the masterplan is to open the park up and extend it outwards to improve the character of Palace Avenue as a whole. Immediately adjacent to the park is the town's theatre. The theme for a revitalised Palace Avenue could revolve around the town's theatrical side, becoming more of a cultural quarter. The properties along the northern edge of the park are south facing and would be ideal for restaurant and cafe uses that tie in with the theatre trade.

The link between Winner Street and Palace Avenue will prove to be an important one, and will require appropriate street furniture and materials to make the final step from town centre to Winner Street. The neighbouring frontages will need to be encouraged to promote Winner Street and act as a gateway into the oldest part of the town.



View along the pedestrianised section of Winner Street

	Proposed area	Equivalent no. of units
Retail	-	-
Leisure	-	-
Office	-	-
Residential	-	-
Car Parking	-	-
Hotel	-	-



Left: Location of study area on existing town plan



- Flow of Winner Street traffic is reversed at the northern end to lead into Palace Avenue
- The gateway into Winner Street needs to be expressed and strongly promoted
- Southern facing commercial units looking out over the park can tap into the theatre trade
- Palace Avenue Park will extend outwards to encompass more of the surrounding streets
- Central section of Winner Street is to be pedestrianised with new hard/soft landscape concept
- Southern Winner Street traffic returns along New Street



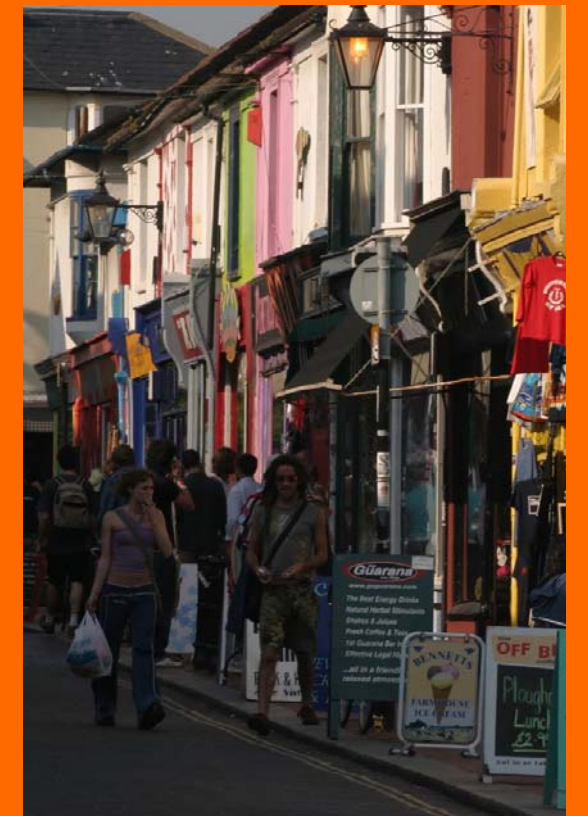
Relevant ideas from elsewhere

This is a selection of imagery of schemes from other places that could influence the transformation of different parts of Paignton.

Above: A more intimate character has been developed at Duke Street in Brighton.

Right and below right: The Lanes in Brighton have taken advantage of the narrowness of the streets to create a vibrant character.

Below: The richness of the planting at Northala Fields in London could influence choice of planting at Palace Avenue Park.



06 Crossways and Torquay Road

It is widely accepted among the local community that the existing Crossways development detracts from the overall character of the town. Its development potential has the ability to regenerate this whole area and improve its appeal for the local businesses community.

The Crossways site is one of the town's key development opportunities. The recent public consultation event received a significant amount of feedback that suggested that it is one of the most disliked developments in the town. Yet the potential in the site is substantial and could deliver the town with a mix of uses including more specialised retail and residential.

Due to the size of its footprint, the redevelopment of this site will be influenced by what's happening around it. The proposed alterations to the flows of traffic around the town centre will create a very different environment to that what currently exists. Hyde Road will become two way, accommodating all of the A road through traffic. Torquay Road on the other side of the site will become a more retail-orientated street with greater opportunities for ground floor uses to spill out onto the street. Therefore, any future redevelopment will need to relate to the nature of the different streets on either side.

At the heart of the scheme is a covered arcade that spans the site from Torquay Road over to Hyde Road leading onto Victoria Park. This is not just an important localised connection but forms part of a more strategic cross-town heritage route linking the pier on the seafront to the top end of Winner Street, via the Grade I listed parish church and the scheduled ancient monument of the Bishops Palace. The character of the redeveloped Crossways needs to reflect this route.

In terms of providing for different uses, the ground floor of the development would be best suited to retail and other related high street uses. This includes the units abutting the blank facade of the neighbouring Post Office complex. The upper levels of the main building could incorporate a multistorey car park with high level residential accommodation capturing the views out towards the sea.

The second site adjacent to the telecoms building can be more flexible in terms of the type of space it offers. While it could reflect the arrangement within the larger building (i.e. retail at street level with residential accommodation on upper levels) the masterplan proposes this to be a suitable site for an office development. Creating an employment hub on Hyde Road would start to address the shortfall in suitable office accommodation within the town. It would be highly visible to the passing traffic, raising both the profile of the tenant and the overall town.

The changes to Torquay Road will also open it up to two way traffic, but this will be solely for the purposes of accessing the properties on Torquay Road and Palace Avenue along with the on-street car parking and parking at Crown and Anchor Way. This more pedestrian-friendly environment will be further enhanced with new street furniture and a palette of hard landscaping materials that is influenced by the route of the heritage walk passing through.

View into the new Crossways arcade from Torquay Road



	Proposed area	Equivalent no. of units
Retail	2,930 m ²	-
Leisure	-	-
Office	4,200 m ²	-
Residential	3,985 m ²	47
Car Parking	-	300
Hotel	-	-



Left: Location of study area on existing town plan



- Entrance to the multistorey car park off Torquay Road
- Strengthen connection to Victoria Park
- Residential accommodation on upper levels with views of the sea
- Important strategic pedestrian link across the town crossing the Crossways site
- A covered arcade will provide an attractive retail experience as well as space for pop up markets
- Prime office location
- Retail units to mask the edge of the Post Office complex
- Improvements to the streetscape will complete the heritage walk



Relevant ideas from elsewhere

This is a selection of imagery of schemes from other places that could influence the transformation of different parts of Paignton.

Above: The arcade at Touchwood Shopping Centre shows how new shopping developments can successfully merge in with the existing town and streets surrounding it.

Right: Managing the transition between hard and soft public spaces, Templeuve, France.

Below: New Street, Brighton safely merges pedestrians with vehicles on quieter streets

Below right: Using surface materials and other features to accentuate the street's curve on High Street, Bargoed.



07 Transport Hub

A transport hub already exists within the town with the bus and railway stations sitting in close proximity to each other. Located a short distance from the retail heart of the town, this area often creates the first impression of Paignton for visitors.

The connection between the heart of the town at the junction of Victoria Street and Hyde Road and the area to the south along Great Western Road does not reflect the importance of the street. With a significant number of people arriving into Paignton by means of bus and rail, the space that visitors pass through to get to the town centre and the seafront is poorly defined and lacks cohesion. In spite of the key function the hub serves for the town and the wider area, there isn't a distinctive identity for the area.

The aim of the masterplan is to deliver a more coherent transport hub with stronger and more meaningful links into the town square. It seeks to breathe new life into Great Western Road. As well as the transport infrastructure, the town's recently built contemporary library sits adjacent to the transport hub. The basic components for a thriving civic environment already exist. What is needed is a vision to better connect these components to each other and the rest of the town.

Much of this can be achieved through improvements to the landscape. Replacing the taxi rank outside the railway station with a cycle hub, complete with secure cycle storage facilities, would enable the town square to extend further south towards the railway station entrance. The continuity of street materials and tree planting from Torbay Road right the way to the train and bus stations would immediately draw visitors in towards the town square.

Since Torbay Council owns a number of sites within this area, it is possible for it to use these sites to build up some momentum in the area's regeneration. These include the two car parks adjacent to the bus station and along Station Lane. The former has been identified within the masterplan as being suitable for employment land, ideal for successful local enterprises wishing to raise their profile on what will become the main cross-town route. There is an easement that cuts the site in two, which will

make the site more desirable to some local businesses than others. The Station Road car park can also be redeveloped to bring more life into the area. Increasing the car parking capacity on the site, coupled with residential accommodation on top, will increase the value of the development and generate greater footfall through the transport hub environment.

Network Rail is another key landowner in the area. Whilst it is unlikely to sell off any of its landholding in the area, it may wish to develop some of its land adjacent to the library. The remaining open space could be used to create a more efficient taxi rank to serve the railway station and the bus station. The masterplan avoids proposing developments that span across multiple landownerships in this area to retain a greater degree of robustness and viability.



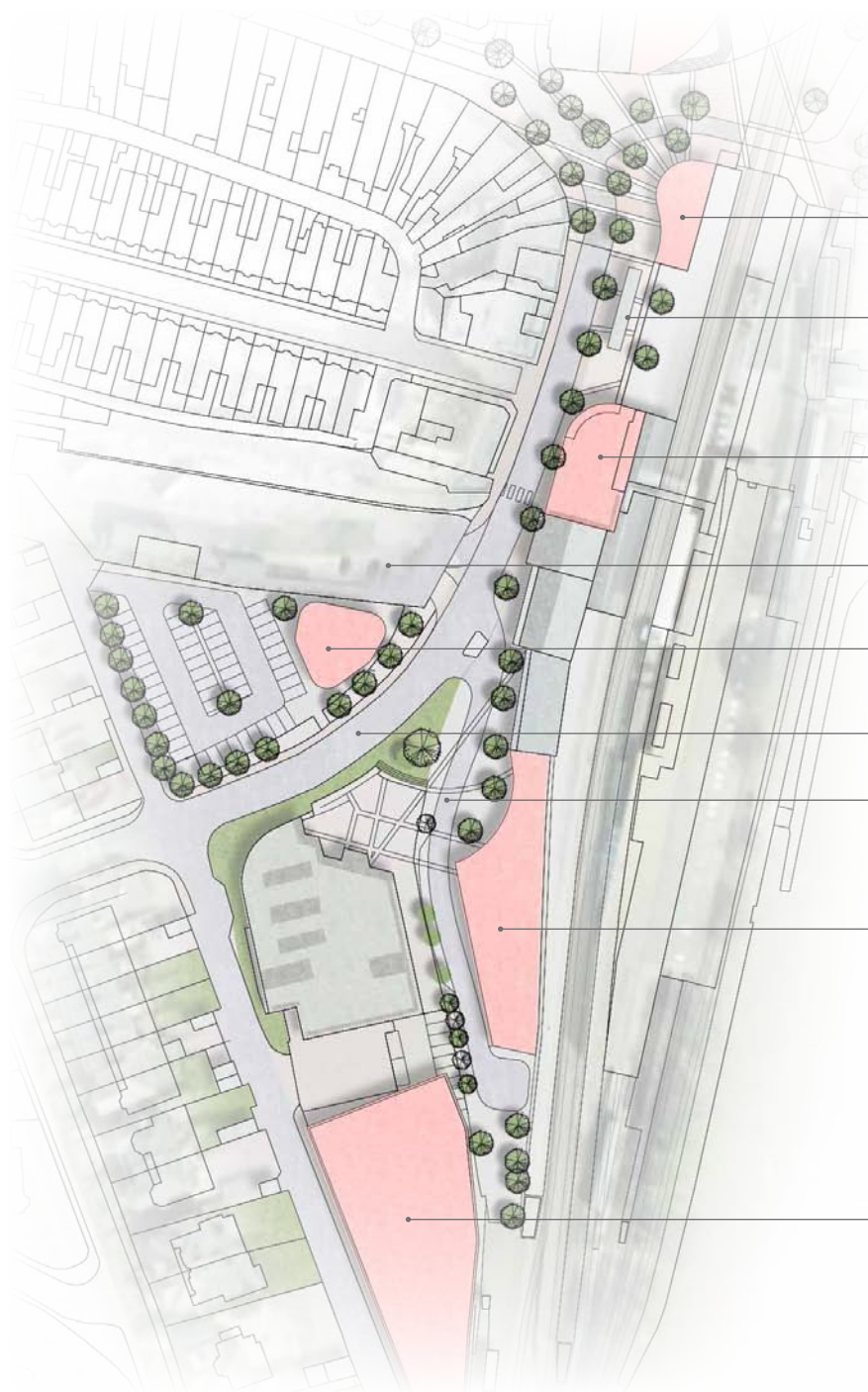
Right: View north along Station Lane
Below: View from Victoria Street towards the library



	Proposed area	Equivalent no. of units
Retail	-	-
Leisure	-	-
Office	3,765 m ²	-
Residential	3,470 m ²	28
Car Parking	5,205 m ²	177
Hotel	-	-



Left: Location of study area on existing town plan



- Contemporary Designed Kiosk to better define the edge of the station and create activity at a key junction in the town
- Cycle hub
- New station entrance foyer
- Bus station with a remodelled entrance to facilitate access onto Great Western Way
- Employment opportunity on Council-owned land
- Main two-way traffic through the town centre via Great Western Road
- Relocated taxi rank
- Employment opportunity on Network Rail-owned land
- Redevelopment opportunity with multistorey parking and residential accommodation over



Relevant ideas from elsewhere

This is a selection of imagery of schemes from other places that could influence the transformation of different parts of Paignton.

Above: Cycle storage is an integral part of the urban landscape at Frederiksberg, Copenhagen.

Right: Anchor Road in Bristol has a number of office developments that face out onto a busy city road with a series of open spaces and wide pedestrian pavements.

Below: Even where space is tight, improvements to the quality of the street can be made as shown at High Street Kensington.

Below right: A simplified taxi rank arrangement can dramatically improve the first impressions of a town on visitors.



08 Paignton Harbour

The town's harbour has a distinctive character that separates it from that of the other harbours in the bay. It is a busy little harbour that mixes work with pleasure. Being tucked around at the edge of the town and out of sight means that its not as popular a destination as it could, and should, be.

View into the heart of the harbour hub

The proposals for this area are relatively small in comparison with the proposals for other areas of the town. That is because the aim of the masterplan is to build upon the existing character of the working harbour. A number of buildings line the southern edge of the harbour that do little to add to the charm of the harbour. The unsympathetic styling of the buildings detracts from the grade II listed harbour walls and surrounding old cottages. Therefore, these more modern buildings are the focus of attention within the masterplan.

Ensuring that there is appropriate space for the harbour related activities is key to the success of the proposals. The ground floor level of these buildings will accommodate marine industry uses. A dedicated harbour centre prominently located can act as a focal point drawing people into the harbour. It could also be the home to flagship seafood restaurants that capture the spirit of the harbour.

The redevelopment of these buildings will provide new residential accommodation that will have views out over the sea to the twinkling night lights of Torquay. The harbour is an ideal place to introduce new residential accommodation not only because of the views, but because of the regular activity that takes places daily all year round. The value of the land can be maximised by taking advantage of its location.

Car parking will continue to be provided on site, with the new residential accommodation sitting on top. However, the primary way into the harbour will be an enhanced seafront promenade that with prominent signage and maps drawing people in from the town centre. It is the combination of redevelopment within the harbour along with the proposals to improve the links back to the town centre that will have the positive regenerative impact on the harbour.



	Proposed area	Equivalent no. of units
Retail	-	-
Leisure	510 m ²	-
Office	-	-
Residential	4,935 m ²	45
Car Parking	2,670 m ²	75
Hotel	-	-



Left: Location of study area on existing town plan



Improvements to the seafront promenade will entice more people to the harbour

Landscape/Public Realm improvements to extend through to the end of the north wall

Prominent location for a harbour centre

Access to the car park will continue to be via Cliff Road

High level residential accommodation will capture views over to Torquay



Relevant ideas from elsewhere

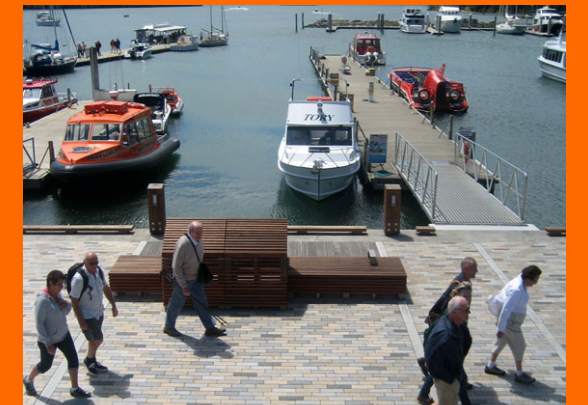
This is a selection of imagery of schemes from other places that could influence the transformation of different parts of Paignton.

Above: Malmo's seafront encourages people come and enjoy the maritime atmosphere.

Right: Seating that is protected from the inclement weather would encourage people to spend more time at the harbour while enjoying the views out (Punggol, Singapore)

Below: Littlehampton's artistic seating weaves and stretches it way along the seafront encouraging people to follow it to wherever it takes them.

Below right: Picton Waterfront in New Zealand makes the experience of catching a boat out to sea easy and fun.





There is a long term requirement for major change within Paignton in order to re-establish the town as a vibrant seaside town on the English Riviera and a location which people want to visit. It is recognised that the town has a significant history and the realisation of the necessary changes will be through a process of regeneration and revitalisation as presented in this masterplan.

Phasing

The masterplan proposes a range of development interventions along with the re-purposing of public space. It is considered that there are three areas which have the potential to be relative quick wins. Once delivered these would make a positive contribution to the attractiveness of the town for both residents and visitors. In addition, the improvements are considered to have the potential to act as an enabling tool to facilitate later stages of development of the masterplan: these interventions potentially changing the perception of the town by private sector investors who are central to redevelopment aspirations of the town and therefore the future success of Paignton.

A critical 'quick win' is the opportunity that can be realised from improved highways infrastructure. The proposals presented in the masterplan would, on implementation, provide a step change improvement to both the use and 'feel' of Paignton Town Centre. In addition to the benefits arising from changes to the highway network, particularly the positive effect on traffic flows within the town centre area, there are further changes to the Public Realm which would enhance the general character and appreciation of the space and thus lead to an improved sense of place and pride in Paignton as a destination of choice.

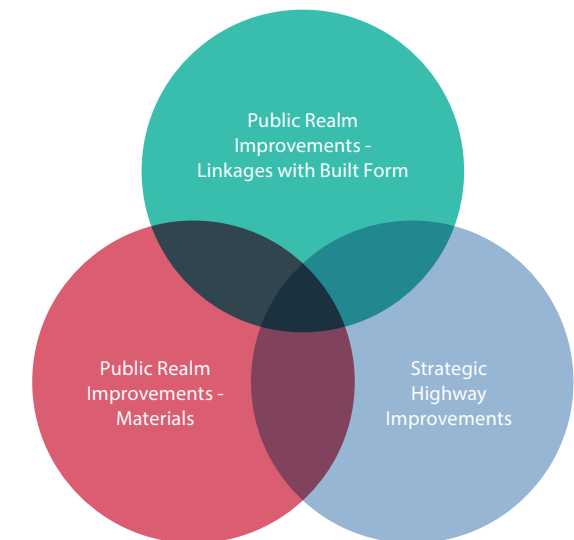
The first of these Public Realm improvements is concerned with the choice of materials used for hard and soft landscaping and signage. A programme of work which results in a coordinated palette being used across key areas of the town will ensure that a feeling of identity, continuity and cohesiveness is created. An integrated approach to the sign posting of key locations, for example the sea front, rail and bus stations, public parks etc will also add to a feeling of the town centre being an integrated centre.

Finally, the masterplan has highlighted opportunities to reconnect the public realm and parks with key buildings within the built fabric of the town centre. The development of buildings in these locations will provide opportunities for increased natural surveillance of public open spaces which in turn will lead to an increased feeling of safety in these places. The long term benefit of these improvements will lead to a natural increase in the use of the town's public space.

The emerging New Local Plan contains policy (TC1 (4) Town Centres) which supports and seeks to encourage the re-use of under-utilised or outdated floorspace above existing commercial premises in town, district or local centres. These spaces are considered to provide a source of employment space or housing supply. In order to support this policy within the context of the wider aspirations for revitalisation of the Town Centre, it is recommended that a Town Centre Capacity Study is undertaken in order to understand the extent to which such spaces could be brought into use.

These three areas have been grouped as they are considered to have the potential to be delivered alongside each other and thus to provide a collective improvement to the town centre environment. In the longer term, key buildings identified within the masterplan will build on the quick wins to reinvigorate the town centre.

It is the aspiration of the Council to facilitate an attractive investment proposition for the private sector to redevelop the key sites within the town centre. Therefore, the Council will wish to work collaboratively with private sector development partners and existing businesses as may be affected by proposals, to deliver the benefits associated with the redevelopment of core sites. It is not the intention of the Council to hinder development opportunities and therefore there is no prescriptive "order" for redevelopment proposals to come forward. The masterplan presents a long term spatial framework within which investment decisions will be taken to enable schemes to be delivered that meet social, economic and environmental objectives.



Delivery.

Governance

The Council will be responsible for the overall governance and leadership required to ensure the delivery of the aims and aspirations presented here. However, a range of partners will need to be involved in order to ensure the delivery of individual elements of the masterplan. These include the Neighbourhood Plan Forum, Community Partnerships, local retailer networks (within and outside the remit of the Business Improvement District), transport operators, individual businesses, local environmental groups, statutory agencies and utility providers.

As the local planning authority, the Council remains responsible for the consideration and approval of proposals within the town centre area. As such, proposals which accord with the principles and aims of this masterplan will be considered favourably, albeit must still comply with the development plan and other relevant policy. Proposals for development which would prejudice the aim of the masterplan will be resisted as they would lead to difficulty in delivery the masterplan concept. Developers are encouraged to actively engage with the Council at an early stage in order to ensure that specific development proposals can be formulated in a way which supports the masterplan.

As an early adopter of the Neighbourhood Plan process, there are three active forums across the Torbay area, each of which is at varying stages of progress in the formulation of plans. The Paignton Neighbourhood Forum are preparing a plan which, amongst others, covers the Town Centre area. Once both the draft Torbay Local Plan (currently under examination) and the Paignton Neighbourhood Plan have been adopted they will form the development plan. This masterplan is anticipated to perform a central role in both, but particularly the Neighbourhood Plan which will itself be a critical element in guiding development within the town centre area.

Landownership

Within a town centre location, land ownership will always be a critical delivery path in a regeneration and revitalisation programme. This masterplan will perform a central role in building support across landholdings and key delivery stakeholders for the broad aim of town centre improvement. The vision and detailed plans for particular sites and streets within the town, including strategic highway improvements, should be seen as a demonstration of the Council's intention to pursue a dynamic programme of change to realise the overall desired improvements.

In the event that landownership constraints are perceived to hinder a redevelopment opportunity, and the tangible economic or community benefits which would be generated by that development, the Council will consider the use of Compulsory Purchase powers to remove such barriers and enable the delivery of key sites as may be required.

While the possibility of the use of Compulsory Purchase powers remains, it is anticipated that this masterplan will provide the private sector, both in the form of individual and institutional landowners and developers, with the certainty and reassurance required to work with the Council to deliver each key project of the masterplan to the overall and long term benefit of Paignton.

Funding

The Council recognise that investment decisions to undertake town centre redevelopment proposals involving retail, employment, leisure, residential or mixed use developments are heavily dependent on a number of issues, including but not limited to development viability driven by land value and relevant site specific constraints. To this end, any decision on the part of landowners and developers to progress the development of sites identified within this masterplan will be driven by the availability of funding, anticipated sales values and the costs associated with bringing forward development proposals in terms of direct development costs and planning obligations and/or future Community Infrastructure Levy tariffs as will become known during the life of the masterplan.

European Funding:

Funding for public realm/landscape/streetscape improvements is increasingly scarce. While the 2014/20 European funding programme is anticipated to be live from January 2015 this is heavily focussed on smart, sustainable economic growth and any projects put forward will need to meet the priorities outlined in the Local Enterprise Partnership's EU Structural & Investment Fund strategy .

Council Funding:

Transport and Infrastructure funding has also, for a large part, been devolved to Local Enterprise Partnerships. The Heart of the South West's Strategic Economic Plan (2014-30) sets out the drivers for growth across Devon, Somerset, Plymouth and Torbay. This has also been used to negotiate Growth Deal funding from government for 2015/16. A similar process of negotiation is expected for future years and there may be the opportunity to put forward proposals for improvements within the masterplan which will contribute to the LEP's strategic economic goals. Paignton's Business Improvement District (BID) Funding is already in existence and runs to 2016 however future BID's may run in concurrence with the masterplan.

Alternatives for the Sea Front

Whilst the masterplan proposes an ambitious vision for the future of the Sea Front area, specifically around the location of the existing Vue cinema, it is recognised that there are possible constraints on securing the relocation of the cinema to the Victoria Centre area. Therefore, in order to ensure that the broad vision for the Sea Front is retained, namely to work with the asset which is the Bay, and to strengthen connections through the town, we have developed an alternative option for the area which could be implemented within the broad masterplan.

The Vue Cinema, coupled with the beach and esplanade, establishes the area as one which already has a significant leisure focus. With this in mind our alternative use plans work with the existing development whilst improving the appearance and introducing new opportunities. Working with the cinema operators, there are opportunities to consider the concept of 'playable place'; at the same time as making facade alterations and introduce uses such as an outdoor climbing wall and outdoor cinema screens for the broadcast of events including major sporting events or the Proms in the Park. It would also be appropriate to give consideration to 'greening' the built form through the introduction of south facing living walls; this would provide a significant improvement to the visual appearance of the existing built form.



Recommended Future Strategies

There are a number of broad areas within which there is the potential for the delivery of quick wins and real improvements to the 'feel' of the town centre area.

As noted in the opening paragraphs of this section, there are a number of broad areas within which there is the potential for the delivery of "quick wins" and real improvements that will strengthen the ability of the Town Centre to help itself to deliver a step change in the perception of the town as a place to invest, do business, visit and live.

It is therefore recommended that early consideration is given to:

- The implementation of changes to traffic movement within the town centre areas; and
- The further refinement, and subsequent delivery, of a public realm materials strategy which features a unified palette of materials for hard and soft landscaping, including street furniture, lighting and signage.

For some elements of the vision contained within this masterplan, there may be a need for technical detailed assessments before proposals can be proposed in their final form; this is particularly so in relation to sea defence works.

In the longer term, we encourage all stakeholders (whether this be community groups, landowners, key stakeholders etc) with an interest in the future plans for Paignton Town Centre to engage with the Council (as the lead) and other delivery partners (for example Paignton Neighbourhood Forum). Positive engagement will ensure that the long term delivery of development on key sites accords with the delivery of the aims of this masterplan and an improved Paignton for generations to come.

