

Wednesday, 26 November 2025

## **OVERVIEW AND SCRUTINY BOARD**

A meeting of **Overview and Scrutiny Board** will be held on

**Thursday, 4 December 2025**

commencing at **5.30 pm**

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

### **Members of the Committee**

Councillor Long (Chair)

Councillor Cowell

Councillor Douglas-Dunbar

Councillor Fellows

Councillor Foster

Councillor Johns

Councillor Law

Councillor Spacagna (Vice-Chair)

Councillor Stevens

Councillor Tolchard

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## **A Healthy, Happy and Prosperous Torbay**

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**Town Hall, Castle Circus, Torquay, TQ1 3DR**

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# OVERVIEW AND SCRUTINY BOARD AGENDA

**1. Apologies**

To receive apologies for absence, including notifications of any changes to the membership of the Board.

**2. Minutes**

To confirm as a correct record the minutes of the meeting of the Board held on 29 October and 5 November 2025.

(Pages 5 - 18)

**3. Declarations of Interest**

- a)** To receive declarations of non pecuniary interests in respect of items on this agenda

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

- b)** To receive declarations of disclosable pecuniary interests in respect of items on this agenda

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

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

**4. Urgent Items**

To consider any other items that the Chair decides are urgent.

**5. Brixham Town Centre Place Vision and Torbay Vision**

To consider the Brixham Town Centre Vision for Investment and Overarching Torbay Vision for Investment and make recommendations to the Cabinet.

(Pages 19 - 144)

**6. Update on capital investment to implement the Play Park Improvement Strategy**

To receive an update on capital investment to implement the Play Park Improvement Strategy and to consider making recommendations to the Cabinet.

(To Follow)



**7. Operation Brighter Bay and Town Centres**

(Pages 145 - 158)

To review the implementation of Operation Brighter Bay and Operation Town Centres projects and consider making recommendations to the Cabinet.

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## **Minutes of the Overview and Scrutiny Board**

**29 October 2025**

**-: Present :-**

Councillor Long (Chair)

Councillors Brook, Cowell, Foster, Johns, Law, Penny, Spacagna (Vice-Chair), Stevens  
and Tolchard

(Also in attendance: Councillors Billings, Fellows, Chris Lewis, David Thomas and  
Jacqueline Thomas (virtually))

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### **28. Apologies**

It was reported that, in accordance with the wishes of the Liberal Democrat Group, the membership of the Board had been amended to include Councillor Penny in place of Councillor Douglas-Dunbar.

### **29. Minutes**

The minutes of the meeting of the Board held on 8 October 2025 were confirmed as a correct record and signed by the Chair.

### **30. Declarations of Interest**

Councillor Brook declared a non-pecuniary interest in respect of the item in Minute 31 as a Director of the English Riviera Business Improvement District Company.

Alan Denby, Director of Pride in Place, declared a personal interest respect of the item in Minute 31 as a Board Member of the English Riviera Business Improvement District Company for the Council.

### **31. Spotlight Review on Water and Flooding**

Since 2023 the Overview and Scrutiny Board have carried out an annual Spotlight Review on Water and Flooding. The Board discussed concerns in respect of water and flooding and examined the written responses to the initial key lines of enquiry and supporting documents (full details of which can be found at <https://www.torbay.gov.uk/DemocraticServices/ieListDocuments.aspx?CId=218&MId=26764&Ver=> and received the following:

- Key lines of enquiry and responses from the Environment Agency;
- Key lines of enquiry and responses from South West Water;

- English Riviera Business Improvement District (ERBID) Company response to question;
- Updated presentation from the Environment Agency; and
- Presentation from South West Water (SWW).

The Board heard evidence from the following:

- Clarissa Newell, Regulatory Manager (Water) - Environment Agency;
- Dave Shorten, South West Catchment Co-ordinator - Environment Agency;
- Alan Burrows, Head of Local Government Affairs – SWW;
- Ian Lake, Head of Developer Services – SWW;
- Jonathan Coldwell, Operations Manager Waste Water Services – SWW; and
- Carolyn Custerson, Chief Executive Officer - English Riviera Business Improvement District (ERBID) Company Ltd.

The Environment Agency is responsible for regulating major industry and waste; treatment of contaminated land; water quality and resources; fisheries; inland river, estuary and harbour navigations; conservation and ecology; and managing the risk of flooding from main rivers, reservoirs, estuaries and the sea.

The following issues were highlighted during the discussion with the Environment Agency:

☐ **Water Resilience & Climate Change:**

- Drought was a growing concern.
- Extreme weather events were increasing and impacting on the network.
- Agricultural expansion affects water quality.

☐ **Pollution Trends:**

- Many pollutants have decreased, but new types were emerging.
- The EA aims for transparency in regulation and enforcement.
- The concern regarding the quality of water at Ilsham stream would not be investigated by the EA as it was not a designated bathing area and there had only been limited water quality sampling carried out by the community. The EA need to focus their resources where they could make the most difference to protect the environment or people.

☐ **Regulatory Framework:**

- EA is funded through permit fees.
- Ofwat oversees water companies to ensure customer value.
- Legislative changes were expected to strengthen Regulation and make it easier for the EA to issue fines rather than having to take companies to court.

☐ **Storm Overflows:**

- Event Duration Monitors (EDMs) show when overflows occur.
- Overflows discharge very diluted waste during storms – this was around 90% water and 5% sewerage. It was acknowledged that the messaging around the content of storm overflows needed improvement. Ofwat have a good video on this which can be found at <https://www.ofwat.gov.uk/about-us/ofwat-and-the->

[environment/pollution-and-water-quality/storm-overflows-explainer/](#). The Water Companies have permits to allow such discharges to occur. The EA was more focussed on discharges that were not in accordance with permits or other serious spillages.

- EA expects no spills 24 hours after rainfall.

□ **Enforcement Strategy:**

- 24 cases were currently in court.
- EA prioritises based on environmental and public impact.
- Enforcement tools include warning letters and undertakings.
- Fines could be redirected into community investment.

□ **Surface Water & Sewerage:**

- SWW must submit a plan next year to reduce surface water entering sewers.
- Climate change was causing faster rainfall events which was impacting on the network and causing increased flooding.
- Plans to store storm sewerage longer were underway.
- Misconnections were a big problem e.g. new extensions connected to surface water drains instead of waste drains, culverted streams, as well as the impact of blockages caused by wet wipes, fats, oils and grease.

□ **Community Engagement:**

- EA encourages citizen science – more information can be found on their website at <https://engageenvironmentagency.uk.engagementhq.com/citizen-science-participate> - Councillors were encouraged to signpost members of the public to this page.
- Campaigns like “Yellow Fish” raise awareness of pollution – more information can be found at <http://oilcare.org.uk/avoid-pollution/yellow-fish/>.

The following issues were highlighted during the discussion with South West Water:

□ **Water Resource Management:**

- Planning for population growth and climate pressures were crucial to water resource management. Including developers providing Sustainable Urban Drainage Solutions (SUDS).
- Most water for Torbay comes from the Roadford Reservoir.
- A new reservoir was planned in Cheddar to help provide capacity across the South West of England (due mid to late 2030s).
- There was an ability to move water across the South West region to help meet demand.

□ **Waste Water Resource Management Plan:**

- It was now mandatory to have Waste Water Resource Management Plans in place setting out what the capacity of the network was, where does water need to be and what does SWW need to do to the network and water treatment systems to protect their operation and reduce pollution. Torbay Council will contribute towards this considering the Local Plan and future house building.
- SWW was focussing on network capacity and pollution reduction.

- There were no major rivers monitored in Torbay, the main area was the coastal water and protecting the number of designated bathing areas which need to be the best to attract tourists.
- **Storm Overflows:**
  - Target: max 10 spills/year per overflow.
  - Bathing waters: max 2 spills per season.
  - SWW aims to meet government targets by 2040; earlier for bathing/shellfish waters (2030).
- **Water Quality & Tourism:**
  - Coastal waters were key due to tourism.
  - Improvements had been made due to investment to Brokenbury Treatment Works, electronic monitoring, faster responses to blockages, storage tanks on Paignton Seafront and also through the work of the Environment Agency.
  - Goodrington was the only beach rated “Good” (all others were “Excellent”).
  - Issues include urban pollution, misconnections, and dog waste can also impact on water quality.
- **Environmental Goals:**
  - Net Zero strategy via Pennon Power.
  - Solar farms planned (e.g. Brokenbury).
  - Biodiversity improvements and removal of invasive species.
- **Customer Charges & Investment:**
  - £3.4 billion investment planned.
  - One-third funded by customers, two-thirds by loans/investors.
  - Pennon was one of three publicly listed companies, ensuring greater financial transparency than some other water companies.
- **Tariff Trials:**
  - Aimed at reducing water usage.
  - 75% of customers were still on the trial.
  - Early data shows slight behavioural changes.
- **Community Projects:**
  - Better Futures Fund supports local environmental initiatives – more information can be found at <https://www.southwestwater.co.uk/our-south-west/community/better-futures-fund> - Councillors were encouraged to share this link with their communities.
  - SWW collaborates with ERBID and local Councils.

The following actions were agreed for South West Water:

- to provide a written response if the 25% of people who opted out of the tariff trial were from Torbay or a wider area;
- to share more information with the Board on the tariff trial when it is available;
- to provide a link to the updated Waste Water Resource Management Plan;

- to work with Councillor Spacagna on the issues raised in connection with works at Cockington;
- to provide a written response regarding the temporary sewerage pipe at Ilsham Marine Drive; and
- to provide links to water data and catchment data explorer.

The following issues were highlighted during the discussion with ERBID:

□ **Impact of cryptosporidium Outbreak (May 2024):**

- Global media coverage affected Brixham and wider South Devon.
- £40 million in forward bookings cancelled.
- Misconception that beach water was contaminated.

□ **Marketing Recovery Efforts:**

- £1 million support agreement with SWW.
- Two national TV adverts aired on ITVX and Sky.
- Targeted Midlands and South Wales audiences.
- Campaign ran for 7 months starting February 2025 and will be run again next year.

□ **Positive Outcomes:**

- Greenway businesses saw a 9% uplift in turnover.
- 10 million advert views.
- New Brixham video and photography produced.

□ **Legacy Fund:**

- £250,000 Brixham Legacy Fund for local projects.
- Ideas include electronic visitor boards and creative promotions.

The following actions were agreed for Torbay Council:

- Teresa Buckley to find out who the single point of contact was from the Council for bathing waters, previously this was someone from the Harbour and inform Councillors;
- Teresa Buckley to provide details of the background to the issues regarding traffic management at Cockington to Alan Denby so that he could liaise with SWISCo on what improvements could be made working with statutory partners regarding road works and communications;
- Teresa Buckley to share the SWW Council Enquiries email address with all Councillors; and
- Councillor Cowell to provide SWW with details of the SUDS projects in Sherwell Valley Primary School and St Cuthbert Mayne Schools.

The Board welcomed the progress that had been made to improve the quality of water across Torbay and recognised the need for continued investment and partnership working across all agencies to address the challenges faced by climate change; and the need to build more houses and the crucial role we all have to play in raising awareness and influencing the public and developers to reduce water and ensure that water was connected correctly and to report leakages and concerns to SWW.

Members thanked the representatives from the Environment Agency, SWW and ERBID for all of their hard work and for contributing towards the Spotlight Review.

Resolved (unanimously):

**Recommendations for South West Water:**

1. to respond to the Regulation 18 consultation on the revised Torbay Local Plan and raise any concerns over the proposed housing expansion and how these fits with SWW's plans for investment and expansion;
2. to convene strategic conversations on a sufficiently frequent basis between Torbay Council and major service providers to share opportunities and risks;
3. to work closely with key partners, including the Environment Agency and the Council on the impacts of climate change specifically to understand our specific roles in managing surface water flooding and links to storm overflows;
4. to review the process for reporting of incidents e.g. leakages, pollution etc. to ensure that SWW go back customers who report leaks etc. to advise of the outcome of any investigation or work; and
5. to supply leaflets/information on the campaigns for Councillors to share with their residents;

**Recommendations for Torbay Council:**

6. that the Director of Pride in Place be requested to ensure the Local Plan includes reference to how the Council is responding to the updated Government housing targets to enable investment decisions to be made in a timely manner and ensure planning focus on Sustainable Urban Drainage Solutions (SUDS) to ensure that additional pressure is not placed on the existing sewerage and drainage network;
7. that the Director of Regeneration and Place Delivery be requested to establish a working group with SWW and Torbay Council, with ERBID being invited where appropriate, to explore options around connections and to help reduce the operation of storm overflows and reduce the potential for pollution in Torbay, particularly at the Rivier Fleet (Fleet Walk), Barton Tip and Goodrington Lake and to provide an update on the conversations to the Overview and Scrutiny Board;
8. Councillors be requested to ensure that they use the dedicated SWW Council Enquires email address for locally elected Councillors to report any concerns and raise awareness of any events that may have impacted so that SWW can log, track and respond in a timely manner;
9. that Councillors and the Director of Corporate Services be requested to promote positive customer behaviour through Council channels to help protect the environment as per below:



- prompt reporting of incidents e.g. leakages, pollution to ensure an effective response can be made;
- promote the 'Love you Loo' campaign i.e. only flush pee, poo and paper down the loo. By doing this it stops wet wipes entering the network which can cause blockages to occur and stop our pumps for working effectively. In some instances, this can lead to pollutions occurring and storm overflows operating. A link to the 'Love Your Loo' campaign can be found at [Bin it don't block it | South West Water](#);
- promote the 'Think Sink' campaign. Avoid pouring Fats Oils and Greases (or FOG) down the kitchen sink as these can cause "fatbergs" which again cause blockages and can lead to pollutions and storm overflow operation. A link to the 'Think Sink' campaign can be found here [Bin it don't block it | South West Water](#) and for the Director of Pride in Place to work with SWISCo to promote positive action to encourage recycling of waste oil;
- to encourage residents when considering building extensions which include plumbing of new toilets, sinks, washing machine to ensure they are connected to the correct pipe work. SWW continue to find mis-connections across the network that have occurred because of wrongly connected pipe work. These can lead to pollutions occurring. The Director of Regeneration and Place Delivery to be requested to consider the role for Building Regulations to ensure this is assessed and understood; and
- promote water efficient measures e.g. water efficient shower heads, not running the tap when brushing your teeth, installing a water butt. These will help both save water and reduce bills for those on meters as less water is used. There is lots of information at [Save water | South West Water](#).

(Note: Prior to consideration of the item in Minute 31, Councillor Brook declared a non-pecuniary interest as a Director of the English Riviera Business Improvement District Company and Alan Denby, Director of Pride in Place, declared a personal interest as a Board Member of the English Riviera Business Improvement District Company for the Council.)

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Chair

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## **Minutes of the Overview and Scrutiny Board**

**5 November 2025**

**-: Present :-**

Councillor Long (Chair)

Councillors Cowell, Douglas-Dunbar, Foster, Fox, Johns, Spacagna (Vice-Chair),  
Stevens, Tolchard and Bryant

(Also in attendance: Councillors Brook, Bye, Carter, David Thomas, Jacqueline Thomas  
and Tyerman)

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### **32. Apologies**

It was reported that, in accordance with the wishes of the Conservative Group, the membership of the Board had been amended to include Councillor Bryant, in place of Councillor Fellows.

### **33. Declarations of Interest**

No declarations of interest were made.

### **34. Budget Monitoring - Revenue and Capital Quarter 2 2025/2026**

The Board considered the submitted report which provided a high-level summary of the Council's Revenue and Capital Budgets for the 2025/2026 Financial Year. The forecasts were based on information at the end of Quarter 2 and showed a predicted overspend of £1.223m, by the end of the year, which was an increase of £238k on the position projected at Quarter 1, and mainly due to children's placements and legal services staffing. There was a revised forecast of the Capital Investment Plan of £101.756m for the period up to 2027/28 with £79.730m planned spend for 2025/26.

Members raised the following questions:

- What action was being taken by Officers within Children's Services to address the ongoing overspends in Children's Services?
- Was it the intention for the current children who were in care placements with the highest costs to be placed within the proposed children's home to be created in Torbay?
- What were the reasons for the increased costs arising for several children placements? Was it due to complexity of the individual's care needs or was it the cost of the individual placements?

- When a child reaches the age of 18 and requires ongoing assistance with accommodation and care needs, what budget would these costs be allocated from?
- Has the Council identified any locations within Torbay for the proposed children's homes?
- Was the process easy to relocate children when allocated a care placement to a new location?
- What action was being taken to address the ongoing overspends in Legal Services?

The following responses were received:

- Torbay Council was currently reviewing the option to introduce a children's home within Torbay. Conversations were being held with the relevant organisations to identify how quickly buildings could be registered to ensure that the homes were suitable for children to be placed with the most complex needs.
- The individual needs of each child would need to be reviewed to ensure that the relevant placement could provide the needs of the individual child.
- Due to children's needs being increasingly complex and changing, these factors affect what provider could be used to manage each child's needs. If Torbay Council does introduce children's homes within Torbay, the homes would be managed by Torbay Council employed staff who would be trained to manage various complex and changing needs of the children and young people.
- When a care-experienced young person reaches the age of 18 and if they required continued care and support, then the cost of this support would be allocated from Children's Services budget and the cost of accommodation would be allocated from within the Adult Services budget. If the young person, was not care-experienced, then the total cost would be allocated from the Adult Services budget.
- Torbay Council Officers have identified a potential location for a children's home which was being investigated. Further locations have been identified by a local provider who may progress these locations through Planning to be used as additional children's homes.
- The Director of Children's Services explained that Officers always review the needs of those children under the care of Torbay Council who were in placements located within children's homes out of Torbay, to identify if they could be transferred to a foster care environment, ensuring the importance of the individual child's needs and if the location would be correct for them.
- The level of overspend in Legal Services had reduced from the amount reported at the end of Quarter 1. The issue of recruitment into the available positions within Legal Services was an ongoing issue. Agency staff were continuing to be used to temporary fill the roles to ensure continuity of the service.

Resolved (unanimously)

That the Overview and Scrutiny Board note the forecasted revenue outturn position and amendments made to the published 2025/26 Capital Investment Plan.

**35. Performance Report 2025/26 – Quarter 2**

The Board scrutinised the submitted Performance Report for Quarter 2 2025/2026 which provided an overview of the performance of the Council working towards the ambitions and priorities within the Community and Corporate Plan and the Council Business Plan. 132 performance indicators had been identified and 32 projects.

The Board considered the submitted report which provided an update on the Council's Planning Enforcement Service, response to the 2024 Audit outcomes and an update on the lessons learned from a recent Ombudsman case.

Members raised the following questions:

- Could clarification be provided regarding the report slippage in the commencement of the review of Torbay play parks detailed on page 13 of the Performance Report?
- Why had Members not been consulted on the Plan for Neighbourhoods prior to publication which included details of costings allocated against playparks located within Torbay that Members were unaware of?
- If the increased costings within the Oldway budget detailed on page 17 included the removal of the West Tower?
- What actions were being taken by the Council to resolve the slippages detailed on page 21 regarding care-experienced children not in employment?
- With more Enforcement Planning Officers now employed, when could Members expect to see an increase in the number of Enforcement cases being completed, in line with the Performance Indicator target?

The following responses were provided:

- The Team who was tasked to complete the review of Torbay play parks had to be redirected to complete other urgent tasks which had resulted in the delay of the review commencing.
- The Director of Pride in Place advised that there was a process required to be completed prior to submission for a bid within the Plan for Neighbourhoods. A written response to be provided by the Director of Pride in Place to provide further information on this issue to Members.
- The Board was advised that there had been challenges experienced within the allocated budget for the Oldway resilience scheme due to increased costs for additional security for the mansion and the grounds due to repeated incursions into the grounds and mansion. Officer conversations were being held with Heritage England and National Lottery Heritage Fund (NLHF) to identify further funding opportunities. The budget did include the costs for the West Tower removal.
- There was currently work being completed funded until March 2026 through the UK Shared Prosperity Fund to support young people returning to work. It was unknown at present if there would be a replacement method of funding available in 2026. The Board noted that the target detailed within the Performance Report was above the national target due to focus on driving

Torbay young care-experienced residents into new employment and that the reached target was higher than that achieved by neighbouring authorities.

- The Service Manager for Development Management advised that it was impossible to provide a timeline as to an increase in enforcement cases being completed. The Service would be going out to advert soon for a Case Manager post, however the process to complete enforcement cases takes time to ensure the all the required action was completed for each case.

Resolved:

1. that the Director of Corporate Services be recommended to work with colleagues across the Council to improve communications with Members to ensure that all Members are kept up to date on proposals on schemes for their relevant Wards, prior to being published in various reports and policies;
2. that the Chief Executive be requested to consider asking the Local Government Association to carry out a peer review into the Planning Service;
3. that the Overview and Scrutiny Board note the Quarter 2 Performance Report for 2025/2026; and
4. that the Overview and Scrutiny Board note the report on Planning Enforcement and the achievements of the Team over the last 12 months.

### **36. Paignton Town Centre Place Vision**

The Leader of the Council – Councillor David Thomas and the Director of Regeneration – David Carter outlined the submitted report on the Paignton Town Centre Place Vision document which aimed to attract external investment into Paignton and responded to questions.

Members raised the following questions:

- Paignton Harbour was a working Harbour and Members would like confirmation that there was no intention to increase the number of residential properties into the area which may not be affordable at rent;
- How would the Paignton Town Centre Vision align with Torbay Local Plan and whether the plan was pushing urban densification?
- What discussions had been held with Paignton Harbour users regarding potential redevelopment?
- Where would parking spaces be provided to replace the parking spaces being removed at Victoria Square Car Park and Crossways?

The following responses were provided:

- A proposal for a water sports hub based at Paignton Harbour had been received by the Council and if a decision was made to progress, a level of private investment would be required to help the proposal be completed.
- Conversations had been held with the Principal Policy and Project Planner regarding Paignton Town Centre Place Vision and the Local Plan. The Council was aware that the cost of redeveloping brownfield sites was more expensive

and there had been changes to permitted development rights allowing for properties to be redeveloped upwards but this type of development would not be suitable within Torbay.

- The proposal that had been received for redevelopment at Paignton Harbour provided information for consolidation of clubs to be based within the empty crab factory located on the Harbourside. The factory is owned by Torbay Council, and should the proposal develop further, a lease would need to be granted by Torbay Council for the site.
- The Director of Regeneration advised that when the building works begin at Crossways in 2026, Victoria Square car park site would become a temporary surface car park. The Victoria Square car park site would not be released for redevelopment until parking facilities had been replaced elsewhere.

Resolved (unanimously)

That the Cabinet be recommended:

1. to approve the use of the Paignton Town Centre Place Vision document to steer both the delivery of current regeneration sites and the development of future proposals for the sites and areas of public realm identified by the vision as suggested priorities; and
2. that the document is updated as and when is necessary by presenting the revised document and evidence base to Cabinet.

### **37. Local Government Reorganisation in Devon**

The Board received the submitted report of the task-and-finish group alongside the feedback that had been received during the Council's engagement exercise from residents and stakeholders on the potential options for local government reorganisation in Devon.

Members debated the recommendation in the submitted report and considered that Local Government Reorganisation was one of the most critical issues currently facing Torbay, described as a "once-in-a-generation" opportunity for change. It was noted that the outcome of these deliberations would have implications not only for Torbay but also for neighbouring authorities.

There was strong consensus that Torbay must remain central to any future governance arrangements for the Bay.

Concerns were raised regarding the use of the term "population target," which had previously caused some unease. However, it was acknowledged that the Government's position had evolved, with a greater openness to considering successful unitary authorities. Torbay was highlighted as one such authority, with recent improvements in Children's Services now rated as "Good," and a unique model of Adult Services delivered in partnership with the Integrated Care Organisation (ICO).

It was emphasised that any changes to Torbay's boundaries could place the ICO agreement at considerable risk. Additional concerns were expressed about the

designation of urban growth centres and the financial viability of services in areas such as Exeter, particularly in relation to the costs of adult and children's services.

Members stressed the importance of considering the needs and interests of residents in both Torbay and neighbouring authorities throughout this process.

Resolved:

That the Overview and Scrutiny Board note the work of and give thanks to the Local Government Reorganisation Task and Finish Group. As a result of continued emerging information, from Neighbouring Authorities, the Overview and Scrutiny Board will not make a recommendation and therefore allow Cabinet to make a full recommendation to Council.

Chair

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**Meeting:** Overview and Scrutiny Board

**Date:** 4 December 2025

**Wards affected:** Brixham Town Centre Vision: Furzeham with Summercombe, St Peters and St Mary's. Torbay Vision – All Wards

**Report Title:** Brixham Town Centre Place Vision and Torbay Vision

**When does the decision need to be implemented?**

16 December 2025

**Cabinet Member Contact Details:** Councillor [Chris Lewis, Cabinet](#) Member for Place Development and Economic Growth, [chris.lewis@torbay.gov.uk](mailto:chris.lewis@torbay.gov.uk)

**Director Contact Details:** Alan Denby, Director Pride in Place, [alan.denby@torbay.gov.uk](mailto:alan.denby@torbay.gov.uk),  
David Carter, Director of Regeneration, [david.carter@torbay.gov.uk](mailto:david.carter@torbay.gov.uk)

## 1. Purpose of Report

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

## 2. Reason for Proposal and its benefits

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

## 3. Recommendation(s) / Proposed Decision

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That Overview and Scrutiny Recommend:

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

## 4. Appendices

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Appendix 1: Brixham Vision

Appendix 2: Draft Vision for Torbay

## 5. Background Documents

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

## Supporting Information

### 6. Introduction

---

- 6.1. None

### 7. Options under consideration

---

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

### 8. Financial Opportunities and Implications

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

### 9. Legal Implications

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- 9.1. None

### 10. Engagement and Consultation

---

- 10.1. Engagement for the Brixham Vision was undertaken in series of internal and external meetings with invited stakeholders including Brixham Town Council and Local Ward Members, plus those drawn from business and investors within the Town Centre and Harbour along with statutory authorities including Devon and Cornwall Police.

### 11. Procurement Implications

---

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

### 12. Protecting our naturally inspiring Bay and tackling Climate Change

---

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

## 13. Associated Risks

---

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

## 14. Equality Impact Assessment

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

	a physical or mental health condition or illness.			
Gender reassignment	In the 2021 Census, 0.4% of Torbay's community answered that their gender identity was not the same as their sex registered at birth. This proportion is similar to the Southwest and is lower than England.	Neutral	None required	N/A
Marriage and civil partnership	Of those Torbay residents aged 16 and over at the time of 2021 Census, 44.2% of people were married or in a registered civil partnership.	Neutral	None required	N/A
Pregnancy and maternity	Over the period 2010 to 2021, the rate of live births (as a proportion of females aged 15 to 44) has been slightly but significantly higher in Torbay (average of 63.7 per 1,000) than England (60.2) and the South West (58.4). There has been a notable fall in the numbers of live births since the middle of the last decade across all geographical areas.	Neutral	None required	N/A

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

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



## 15. Cumulative Council Impact

---

15.1. None

## 16. Cumulative Community Impacts

---

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

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# TORBAY REGENERATION VISION: BRIXHAM

Torquay | Paignton | Brixham

CONTENTS  
Torbay  
Regeneration  
Vision

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# BRIXHAM

## Introduction



# BRIXHAM

## Key Focus

### The Heart of the English Riviera

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

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

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





# BRIXHAM

## The Town's Origins

Brixham from 'Brioc's village'

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

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

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

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

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

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

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

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

# BRIXHAM Heritage

1860 →

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



1900 →

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



1930 →

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

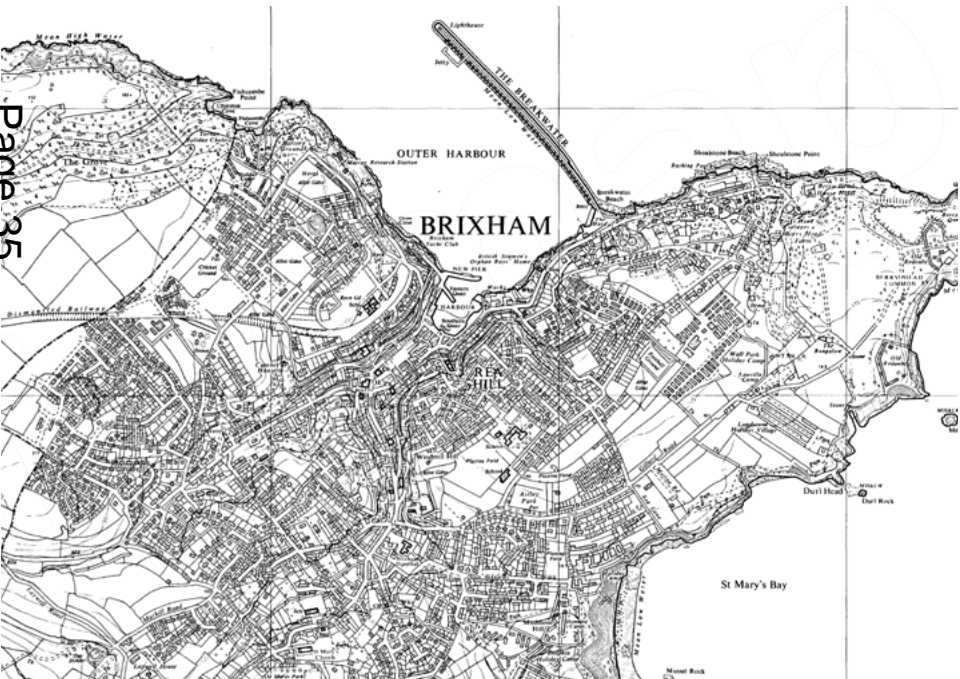




# BRIXHAM Heritage

1960 →

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



1980 →

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



1990 →

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





# BRIXHAM Present Day

A Historic Maritime Hub

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

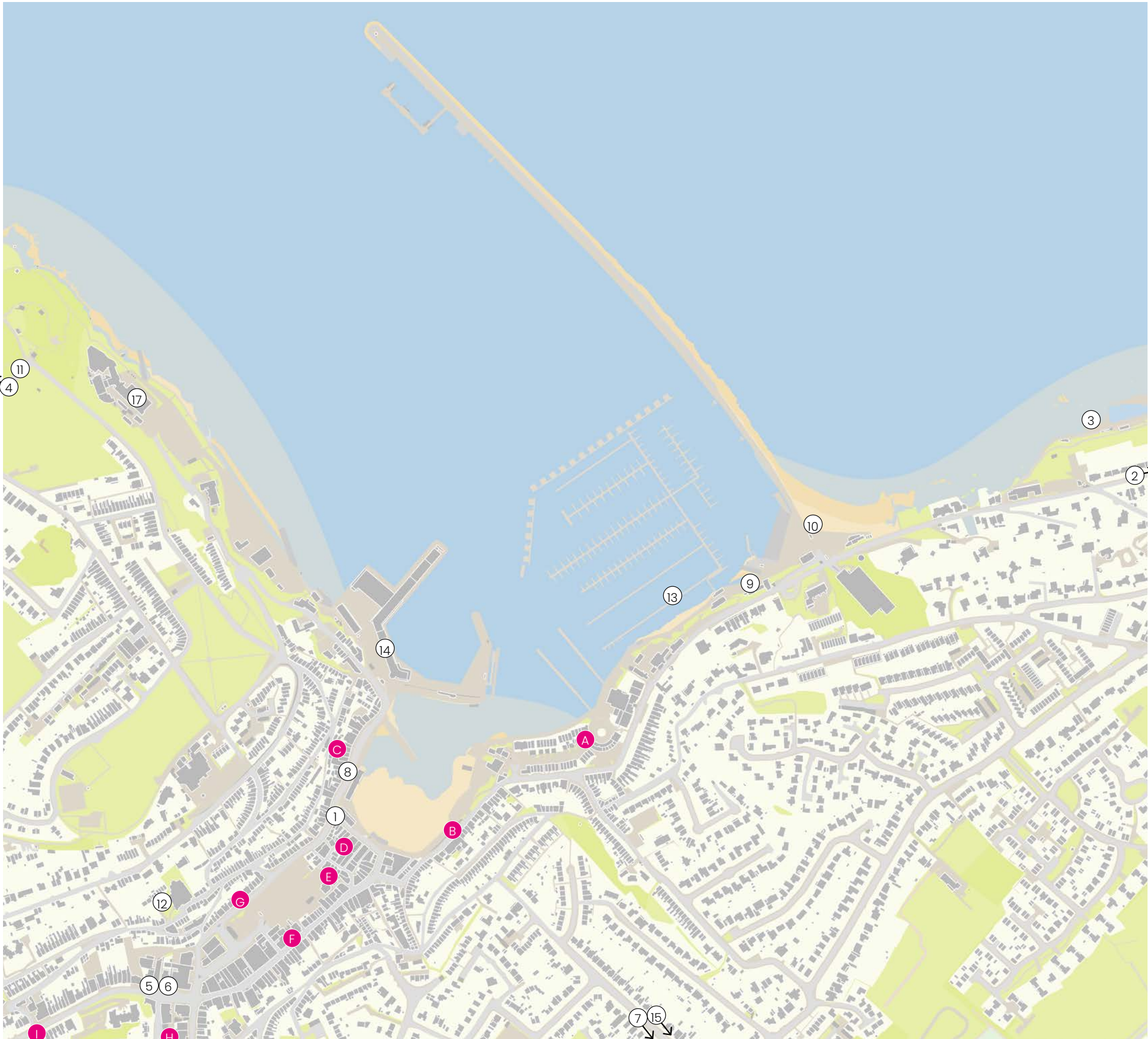
A unique blend of cultural heritage and natural beauty, including the iconic Berry Head, makes Brixham an attractive destination for visitors and a welcoming community for residents. However, the town faces challenges such as limited infrastructure and a need for sustainable development to support local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

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

Page 08

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

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





# BRIXHAM Visual Snapshot





# BRIXHAM Town Analysis



# BRIXHAM

## Movement Routes

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

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

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

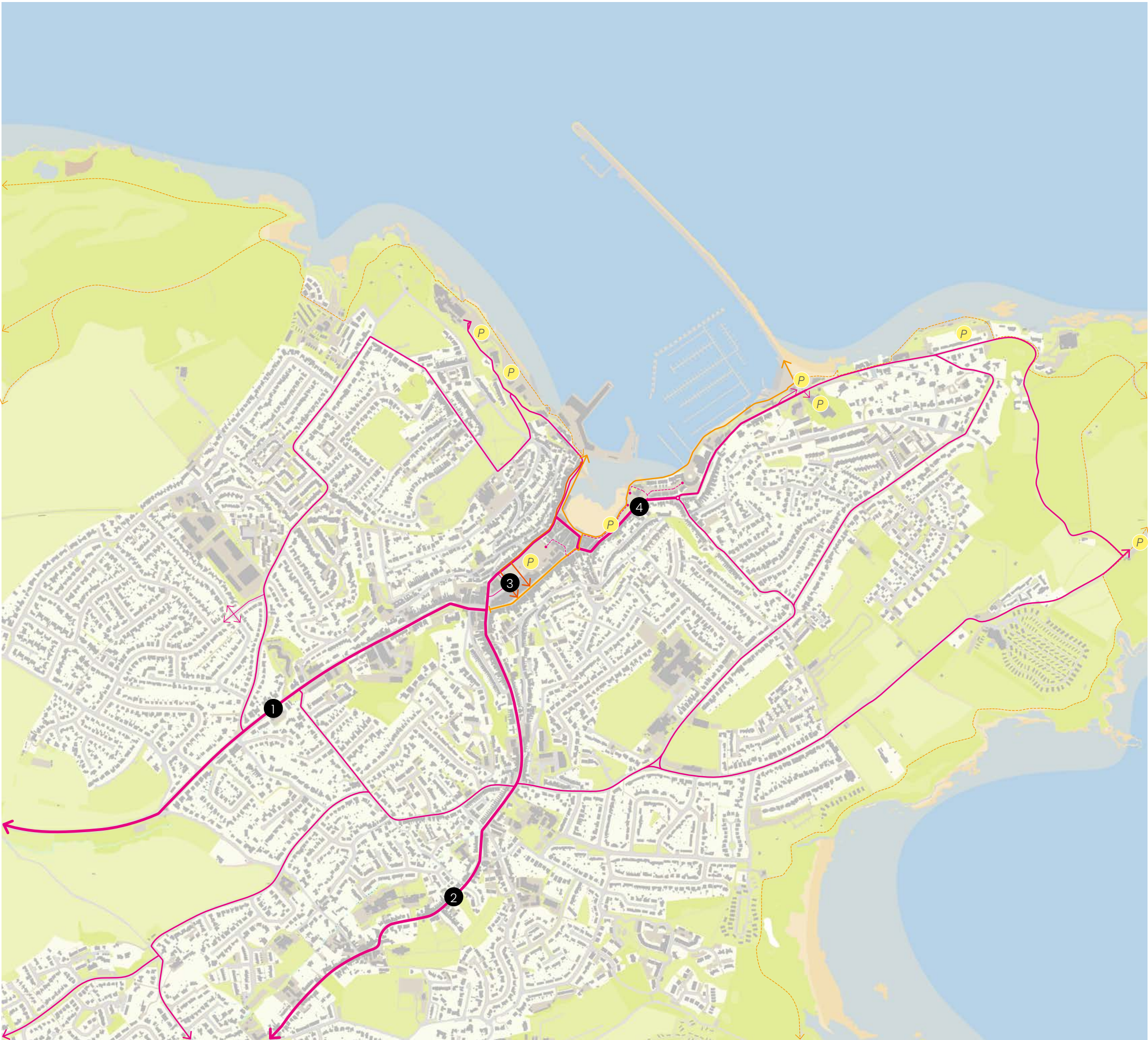
New Road is the key road link to Paignton via Churston Ferrers and Galmpton.

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

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

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

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





# BRIXHAM

## Routes & Zones

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

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

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

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





# BRIXHAM

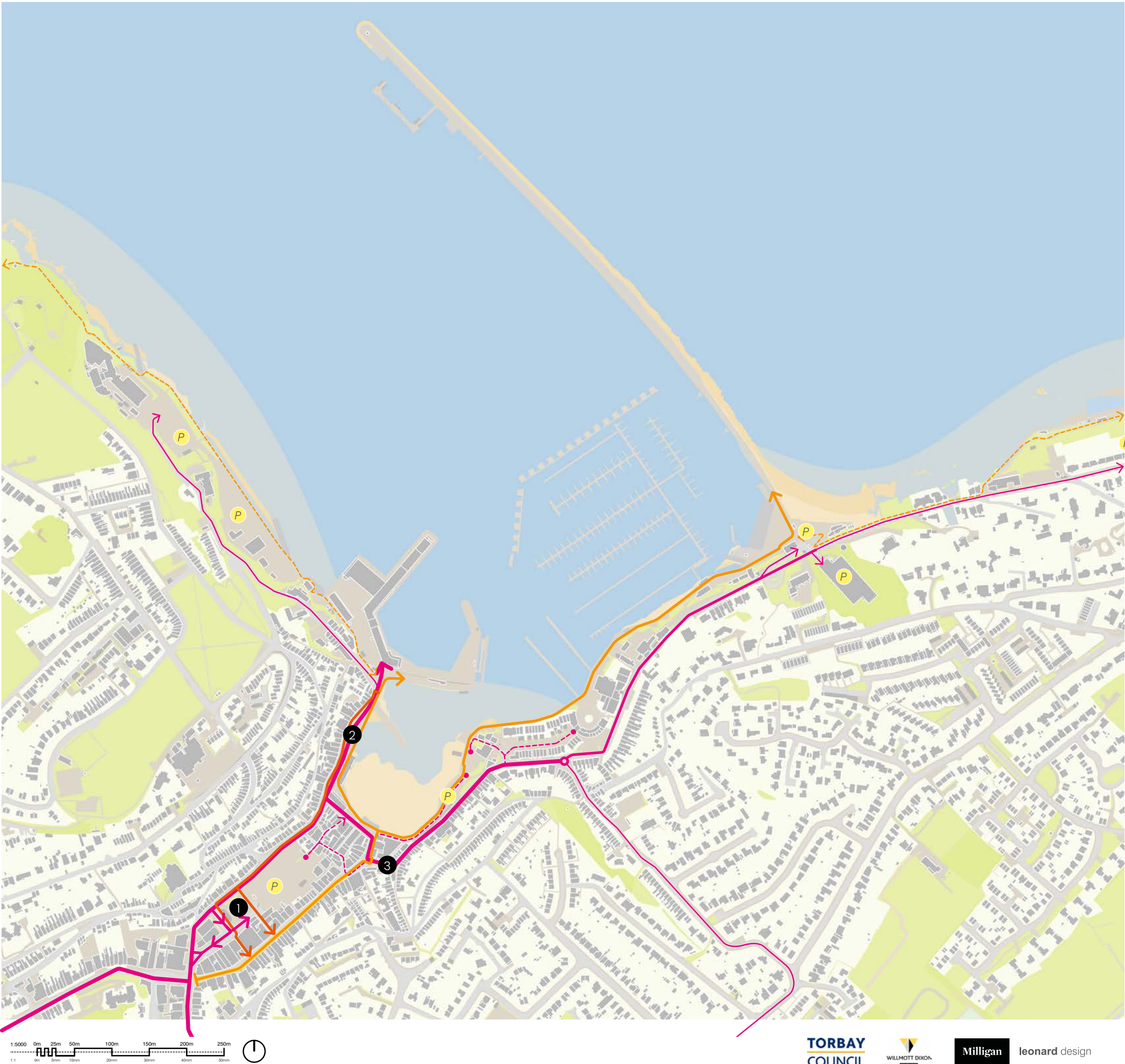
## Movement Routes

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

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

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

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





# BRIXHAM Movement Routes

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

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





# BRIXHAM Primary Loop

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

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

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





# BRIXHAM

## Primary Loop

### Key Public Realm

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

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

1. The link between Central Car Park and the harbour along Paradise Pl. and Pump Street.
2. The market structure on the harbour.
3. The general provision of street furniture along the harbourside.
4. South Quay Car Park.
5. Relationship between the harbour and the water-based activities.
6. The access into Brixham Central car park and the bus stand.
7. The Western End of Fore Street.
8. Pedestrian routes from residential areas surrounding the primary retail loop. The level changes mean a significant number of steps down to the Fore Street and King Street.





# BRIXHAM Car Parks

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

Council Car Parks

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

Private Car Parks

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

Permit Only Car Parks

- 7. Southern Quay (57)





# BRIXHAM

## Key Pedestrian Links

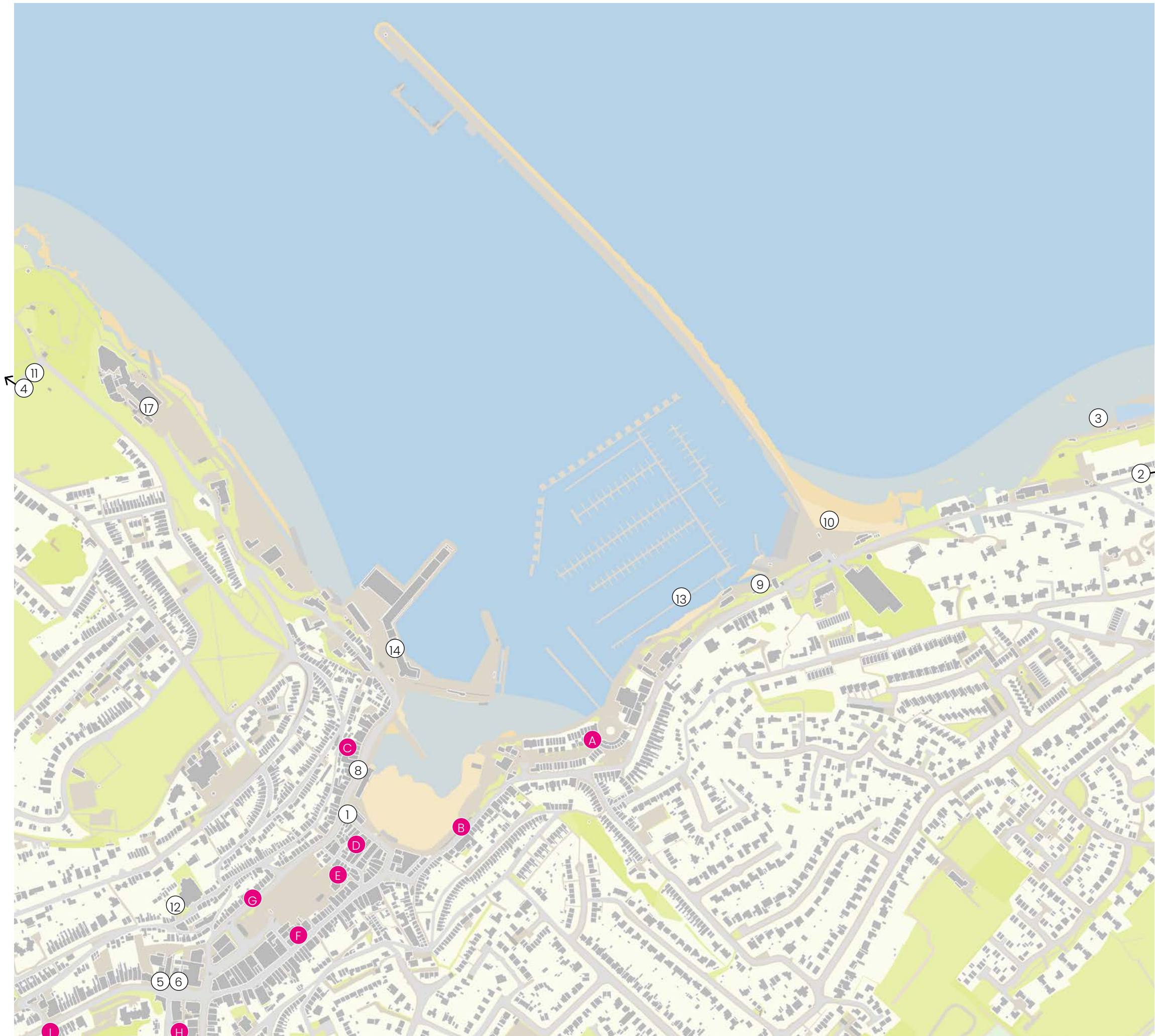
As illustrated in the movement routes, there are a number of key pedestrian links throughout the town centre which link key attractions in the town to the arrival points.

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

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- 1 The Golden Hind
- 2 Berry Head Nature Reserve
- 3 Shoalstone Swimming Pool and Beach
- 4 Brixham Battery
- 5 Brixham Museum
- 6 Brixham Town Hall
- 7 Brixham RFC
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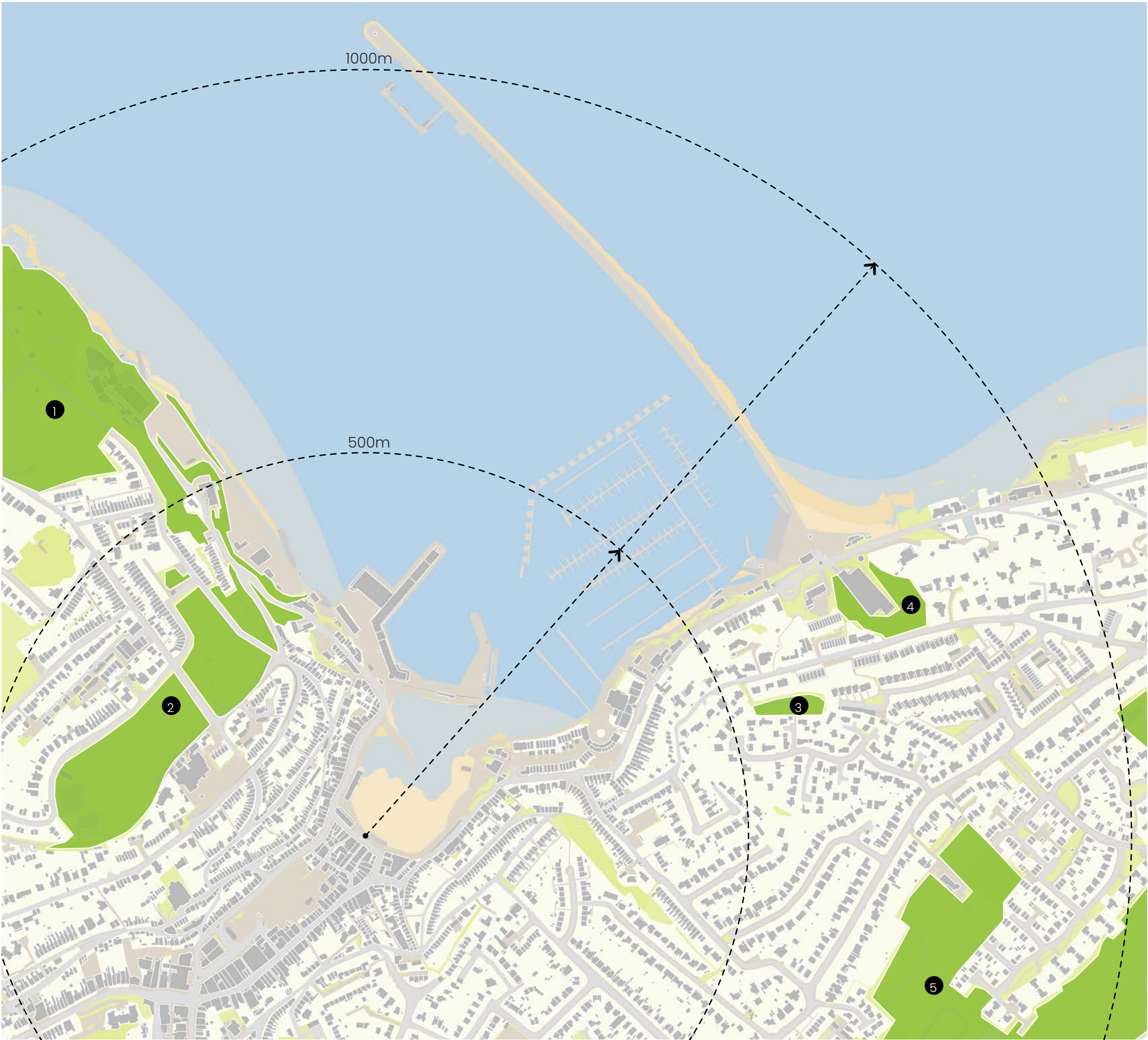




# BRIXHAM Green Spaces

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

Page 47



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



# BRIXHAM Green Spaces

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

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

Page 48

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





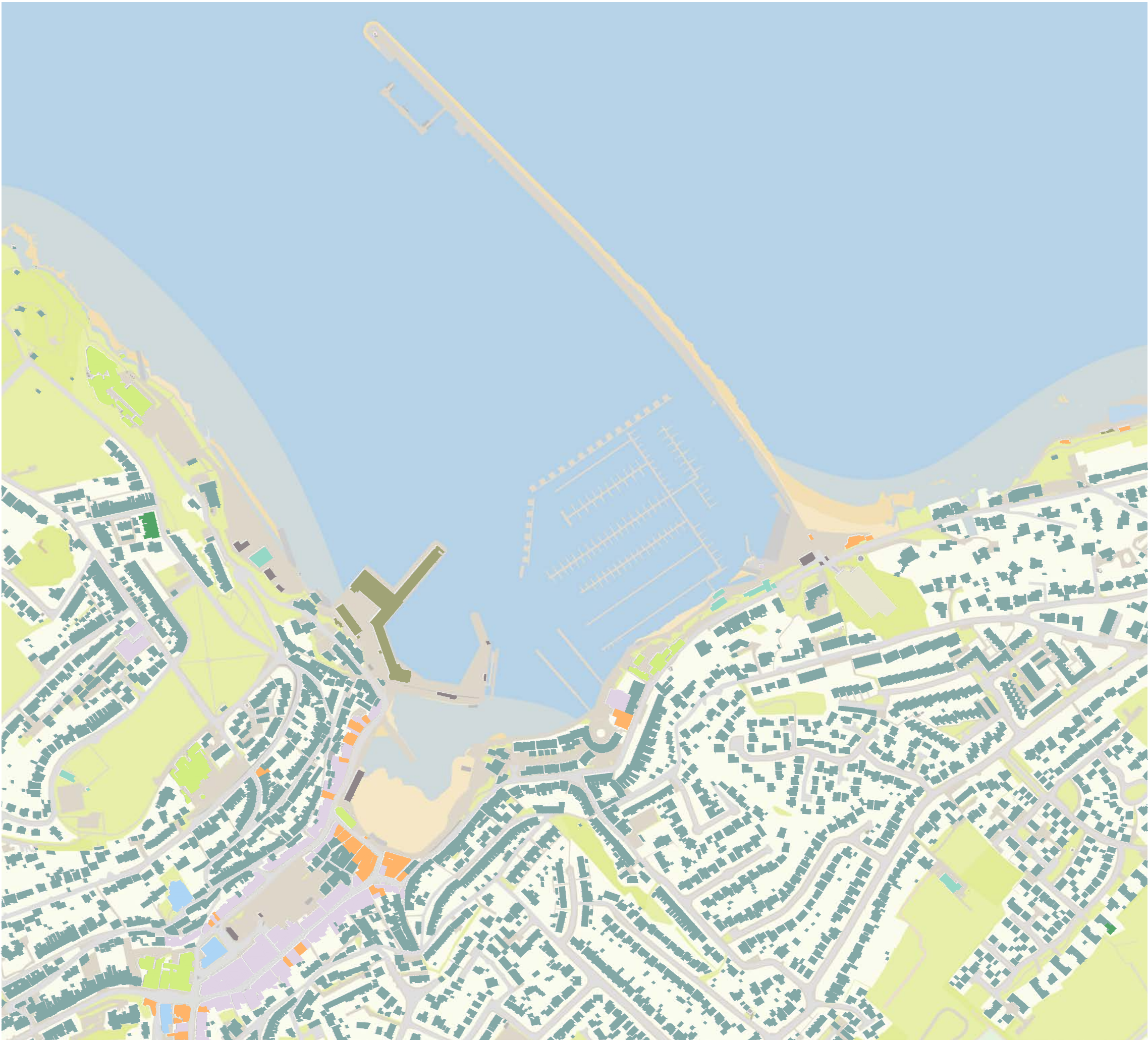
# BRIXHAM

## Ground Floor Uses

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

Page 49

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





# BRIXHAM

## Ground Floor Uses

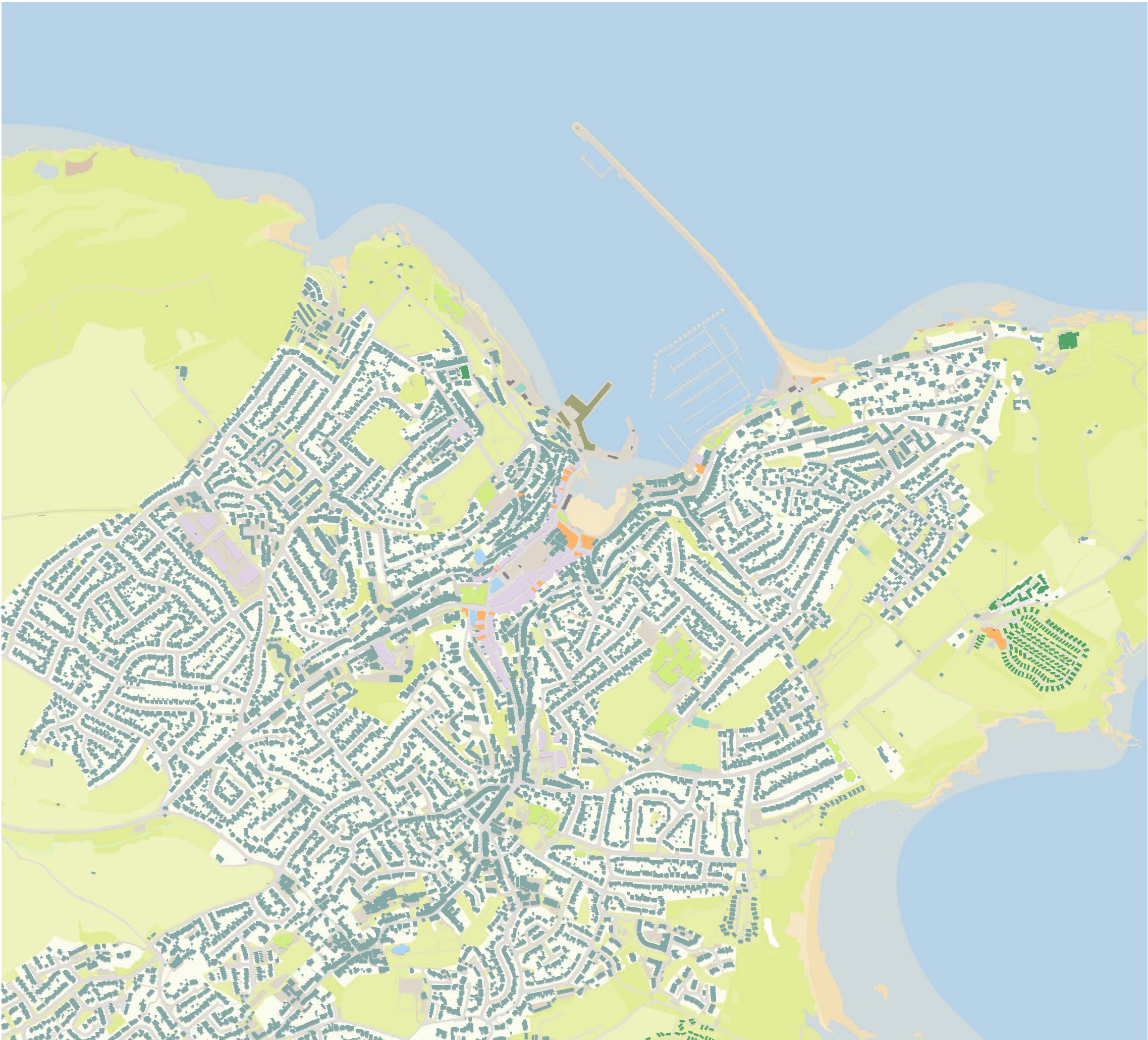
When zooming out the delineation between residential neighbourhoods and the commercial centre of the town can clearly be seen.

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

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

Page 50

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





# BRIXHAM Conservation Areas

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

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

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

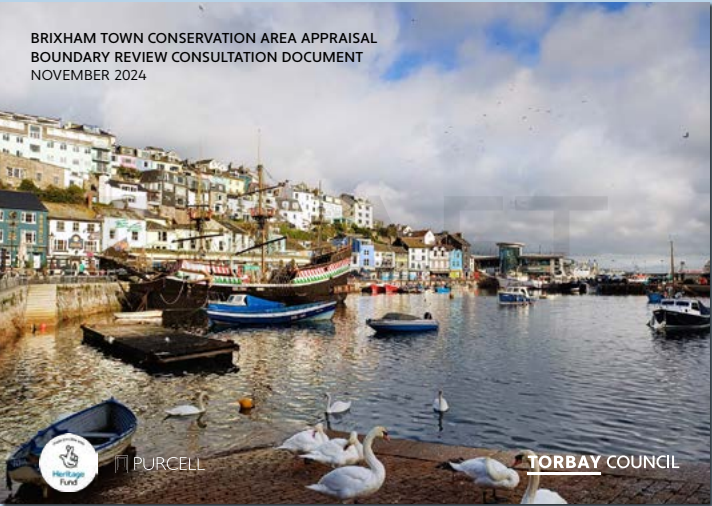
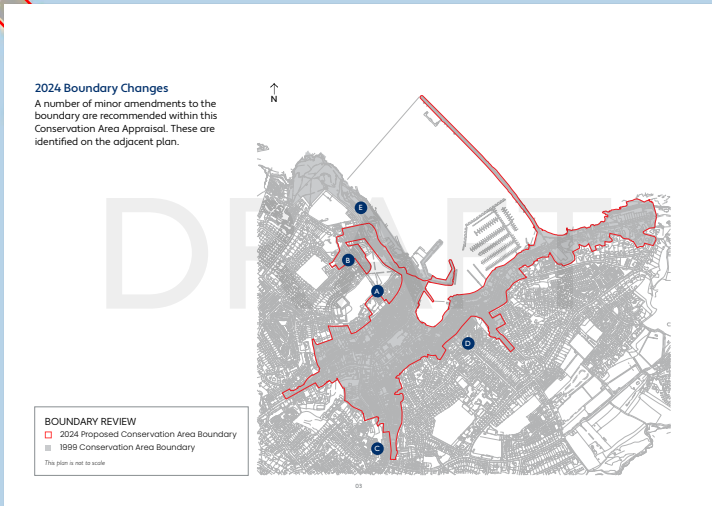
**B** It is proposed to extend the boundary of the conservation area to include several late 19th and early 20th-century suburban terraces to the north of the town centre – on North Furzeham Road, Higher Furzeham Road, Bella Vista Road, Queens Road, Alma Road, and Holborn Road.

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

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

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

- 2024 Proposed Conservation Area Boundary
- 1999 Conservation Area Boundary





# BRIXHAM Listed Buildings

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

Page 52

- Grade I Listed
  - Grade II\* Listed
  - Grade II Listed
- \* Torbay Council are currently reviewing the conservation areas



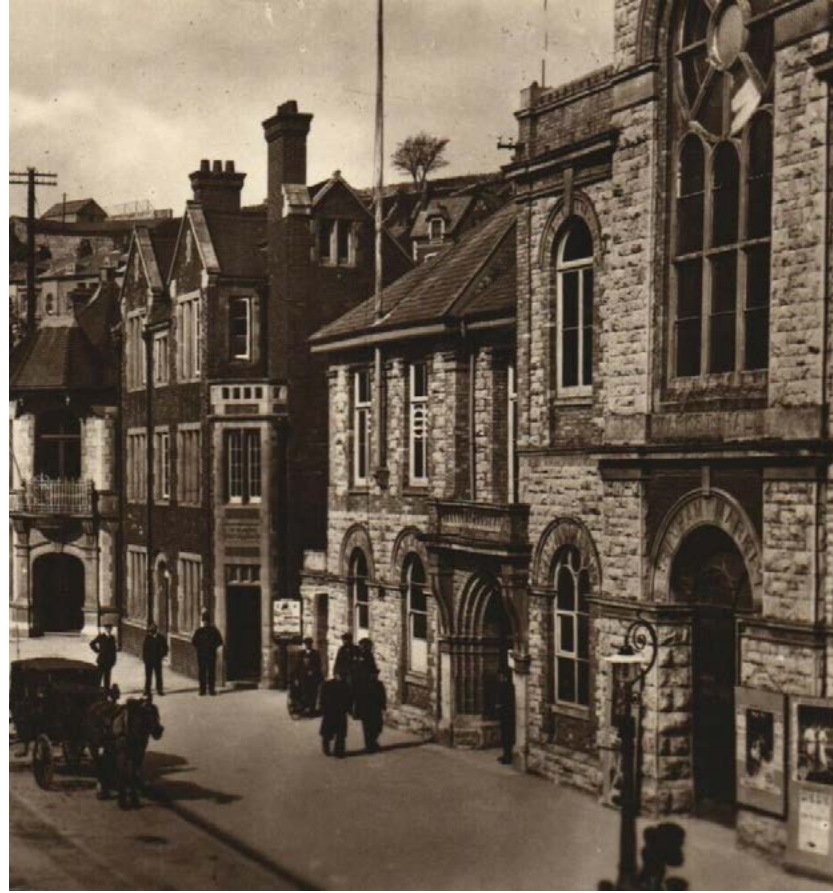


## BRIXHAM Town Hall

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

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

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





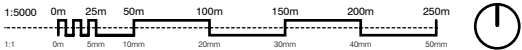
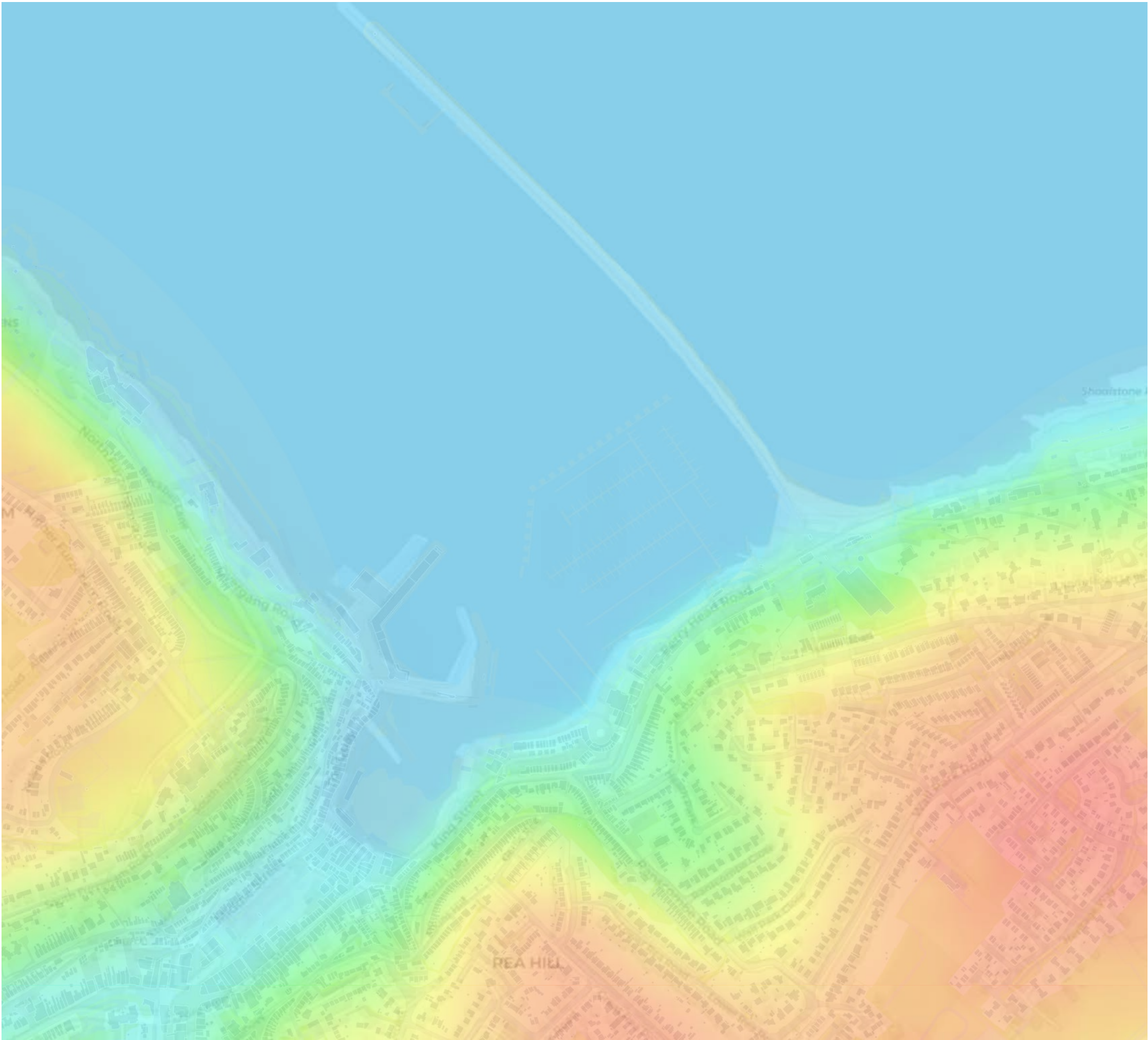
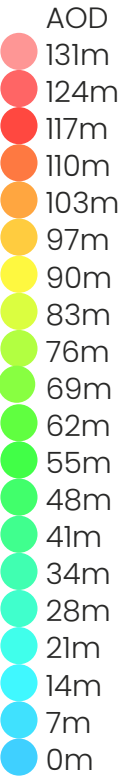
# BRIXHAM Topography

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

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

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

Page 54



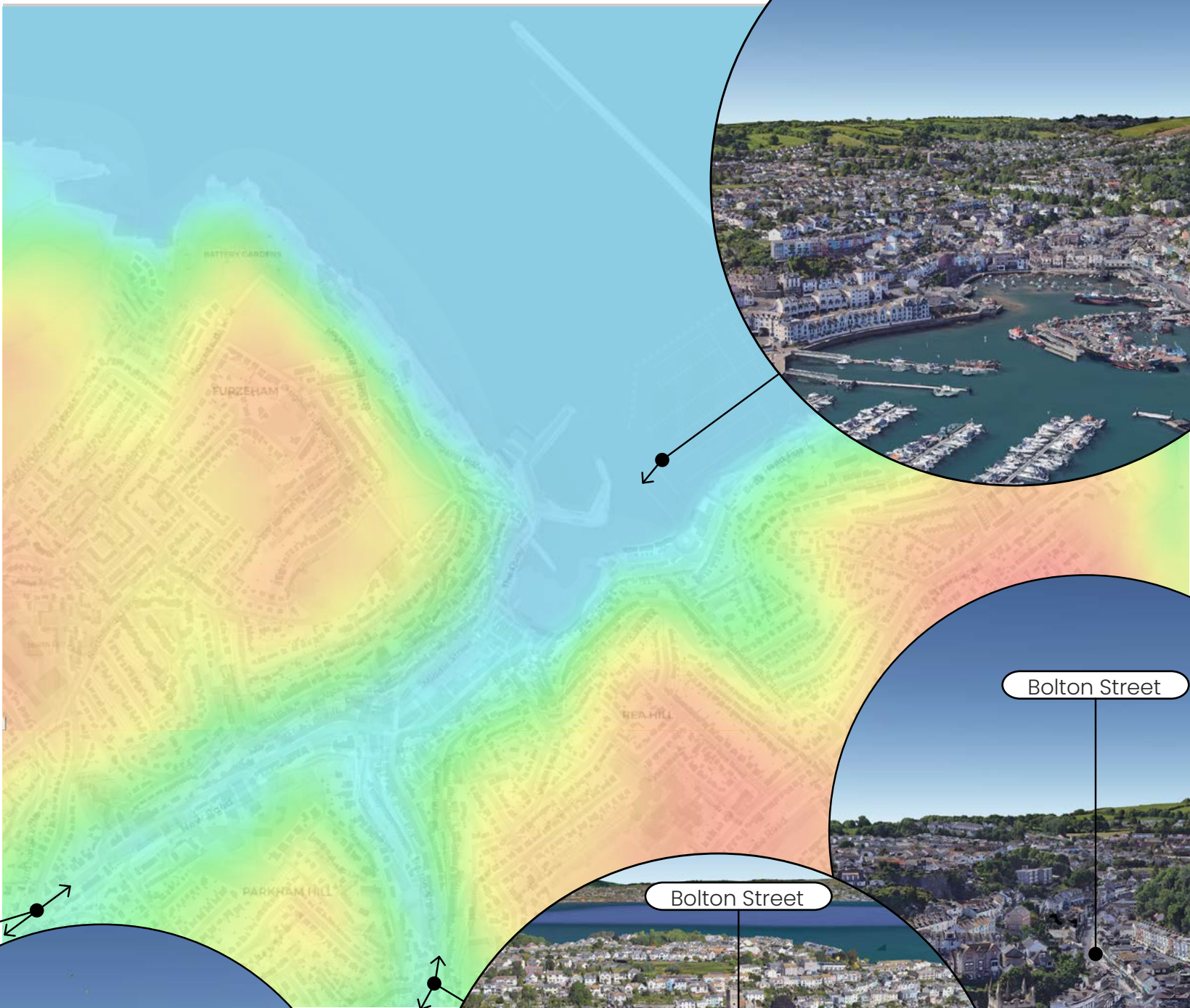
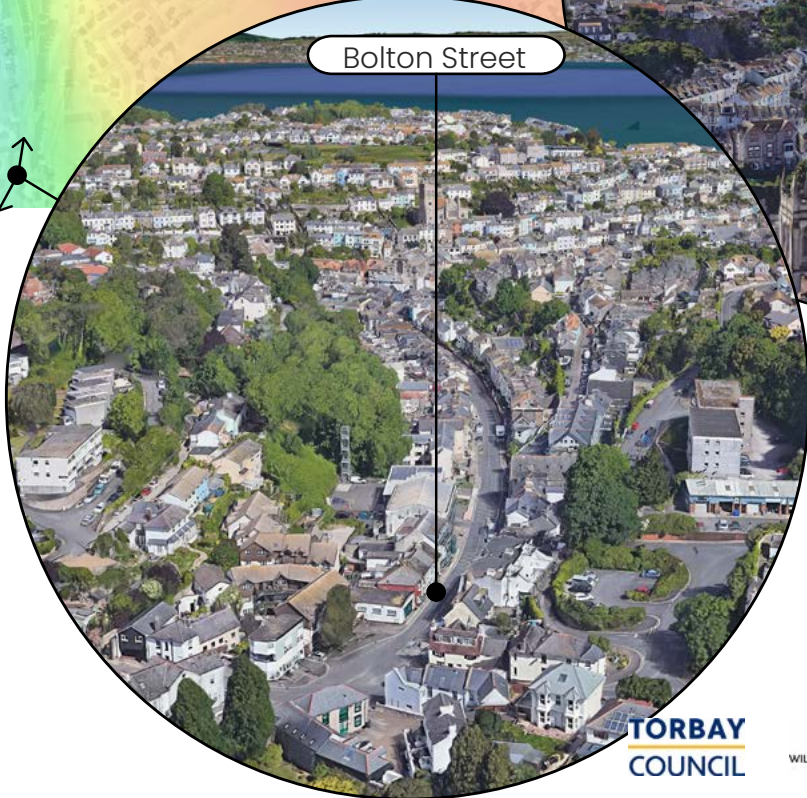
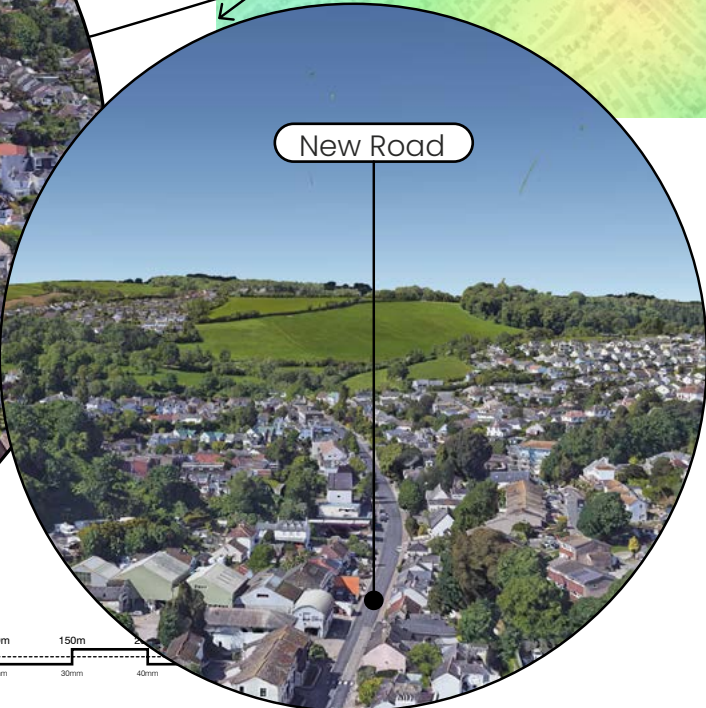
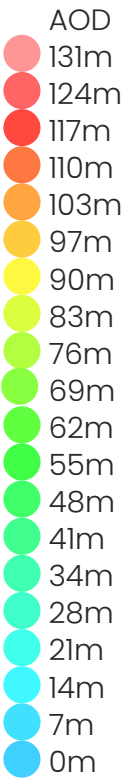


# BRIXHAM Topography

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

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

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# BRIXHAM Flood Zones

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

From the government's Flood Map for Planning service at:  
[www.flood-map-for-planning.service.gov.uk](http://www.flood-map-for-planning.service.gov.uk)



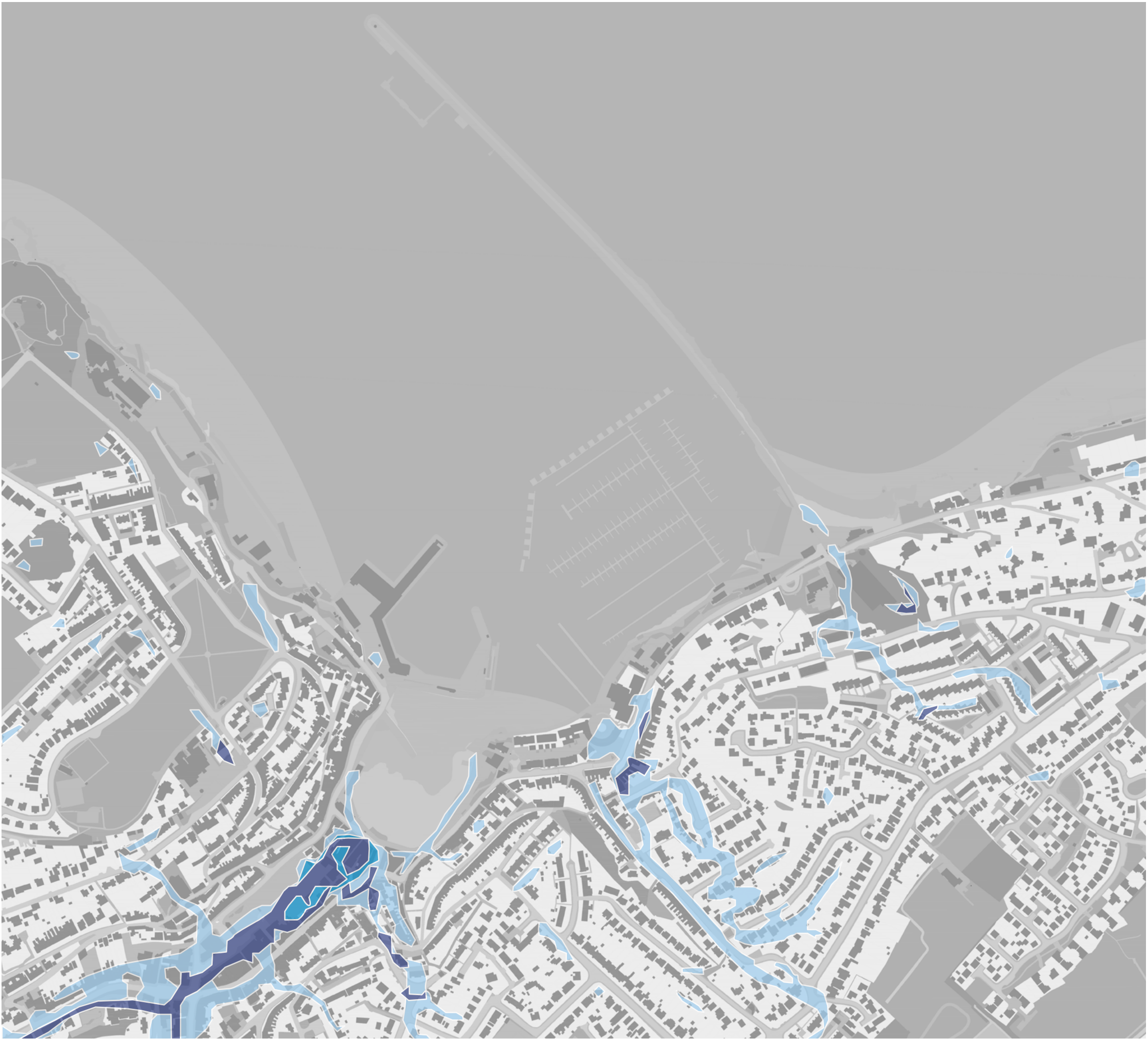
-  Flood Zone 2
-  Flood Zone 3
-  Main River

# BRIXHAM Flood Zones

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

From the government’s Flood Map for Planning service at:  
[www.flood-map-for-planning.service.gov.uk](http://www.flood-map-for-planning.service.gov.uk)

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

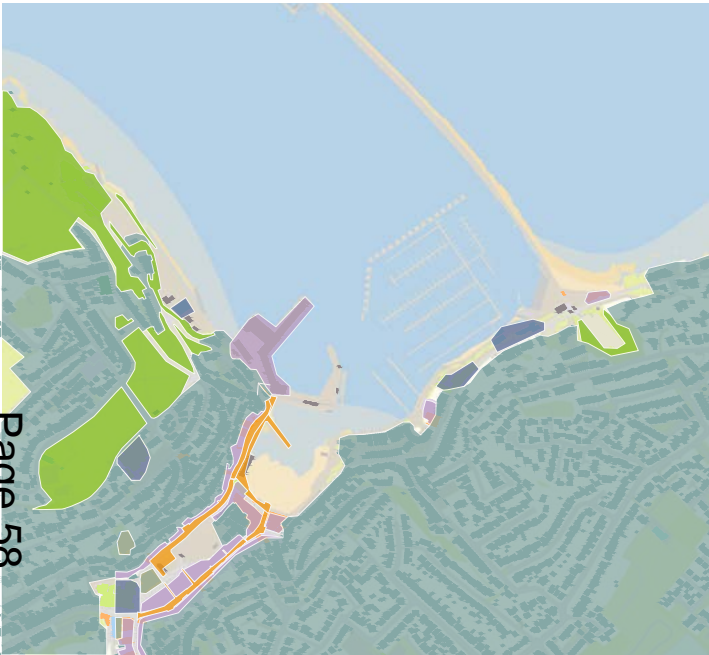




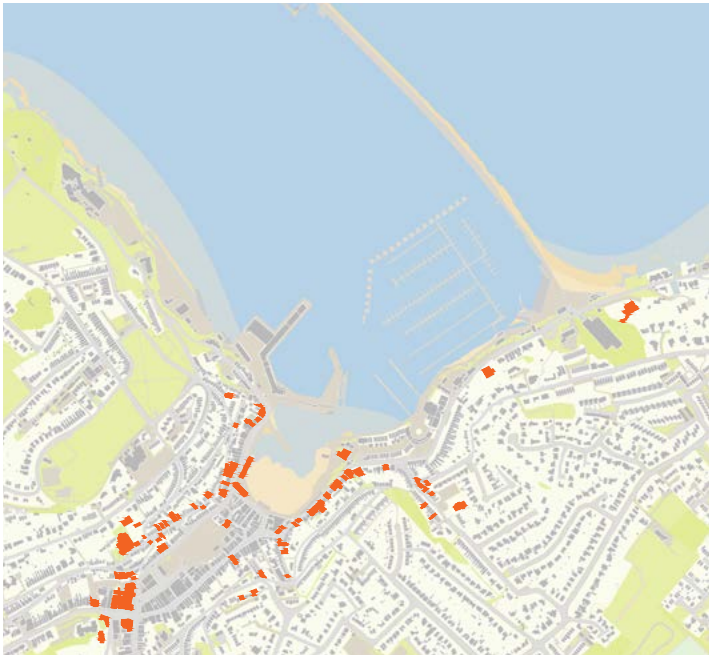
# BRIXHAM

## Mapping Summary

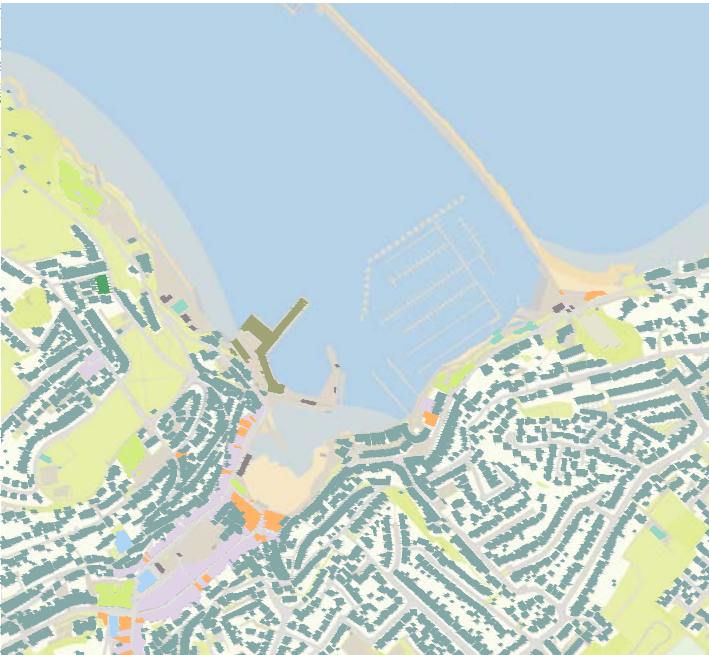
This chapter has analysed the physical characteristics of Brixham across a series of maps. The following page combines this into a series of strengths and weaknesses to output a number of opportunities for the town.



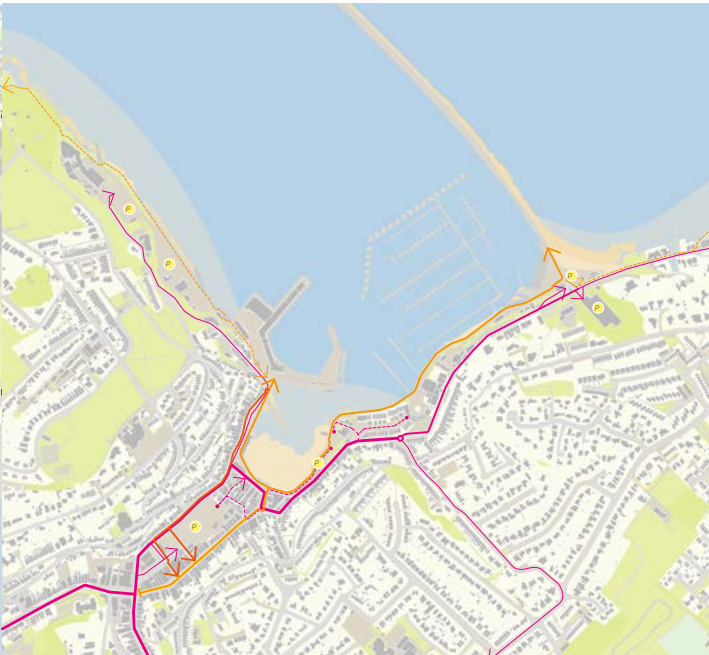
Zones



Listed Buildings



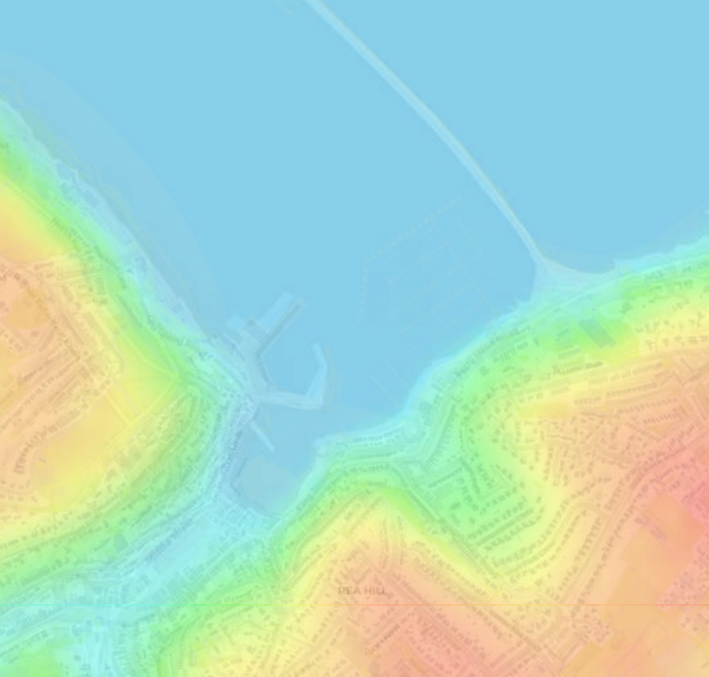
Uses



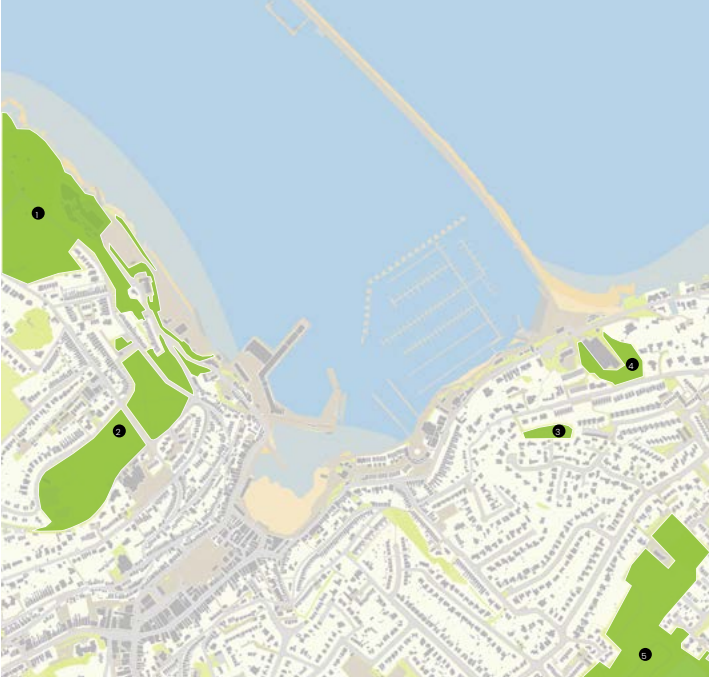
Movement



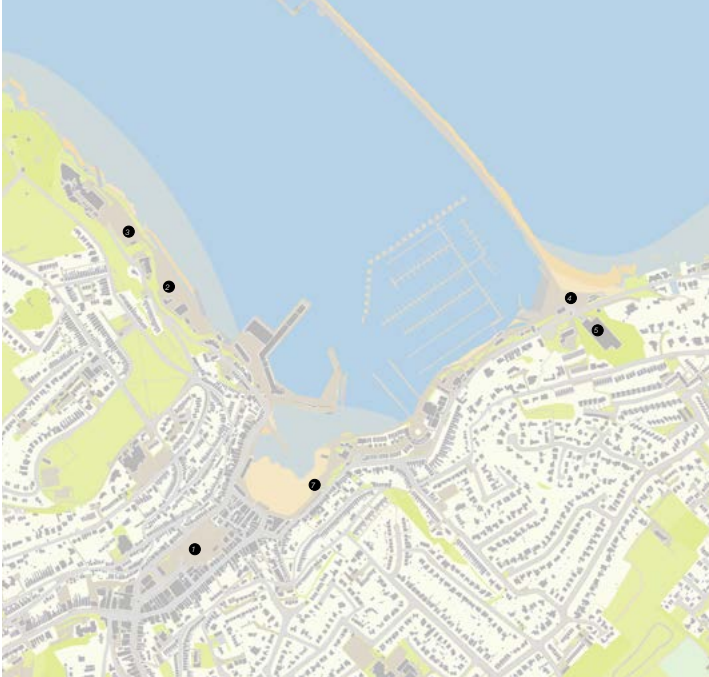
Flood Zones



Topography



Green Space



Car Parks



# BRIXHAM

## Summary Analysis

Strengths

- Page 59
1. Brand: Known as the heart of England’s seafood coast, celebrated for its vibrant fishing industry.
  2. Heritage: Rich maritime history and strong community ties, with iconic attractions such as the replica of the Golden Hind.
  3. Fishing Industry: Home to one of the most significant fishing fleets in the UK, with Brixham Fish Market renowned for its high-quality seafood and exports.
  4. Tourism Appeal: Offers a unique mix of traditional charm and coastal beauty, attracting families, couples, and nature enthusiasts seeking authentic experiences.
  5. Natural Environment: Proximity to stunning coastal paths, wildlife reserves, and beaches, making it a haven for outdoor activities and eco-tourism.
  6. Local Business Community: A robust network of independent shops, cafes, and restaurants providing a distinctive and personal retail and dining experience.
  7. Cultural Events: Hosts popular annual events such as the Brixham Pirate Festival and the Trawler Race
  8. Community Spirit: Strong sense of community identity, supported by active local organizations.
  9. Accessibility: Compact and walkable town layout, with close links between the harbour, local businesses, and amenities.
  10. Food and Drink: A rising destination for food tourism, with acclaimed seafood restaurants and a focus on local produce.
  11. Parking Availability: Reasonable parking capacity

Weaknesses

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

Opportunities

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

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


# BRIXHAM

## The Brixham Town Centre Masterplan (2019)

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

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

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




**Brixham Town Centre Master Plan**

Proposed

*An integral part of the Brixham Peninsula Neighbourhood Plan*

Adopted - June 2019




**Brixham Peninsula Neighbourhood Plan**

**Policy Document**


2012–2030

Protecting the Green and the Marine —Ensuring the Future



**Brixham**

Town Design Statement



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

*An integral part of the Brixham Peninsula Neighbourhood Plan*



# BRIXHAM Neighbourhood Plan

Some of the major themes of the Neighbourhood Plan include:

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

## Housing Sites

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

## Employment

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





# BRIXHAM

## The Brixham Town Centre Masterplan (2019)

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

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

### Key areas of focus

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





# BRIXHAM

## The Brixham Town Centre Masterplan (2019)

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



Bolton Cross

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

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

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



Market Street

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

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

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



Middle Street

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

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

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

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

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



Fore Street

- To provide improvements in road surfaces and street lighting.

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

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

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



The 'Town Centre Regeneration Site'

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

- To provide small to medium ground floor level retail units

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

- To provide 20 to 30 affordable housing units

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

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

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



The Inner Harbour

- To reorganise the harbour into discernible zones,

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

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

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

- To provide floating decked pontoons for activities,

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

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

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

- To encourage further leisure activities and events along the harbour



The Outer Harbour

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

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

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



# BRIXHAM

## Indicative Regeneration

### Vision

# BRIXHAM

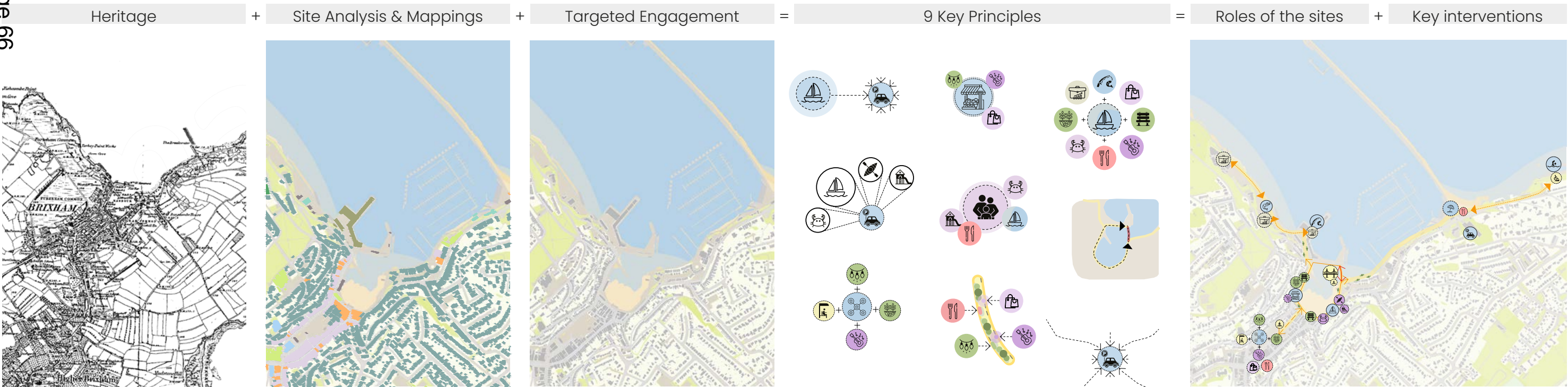
## Indicative Regeneration Vision

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

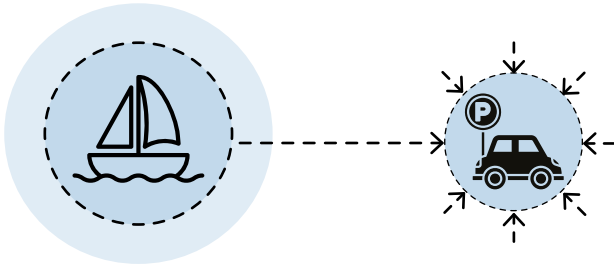
These key principles inform the overall strategy for the area. The roles of the different sites are then outlined, before identifying a number of key interventions that can contribute to the overall vision over time.

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

Page 66



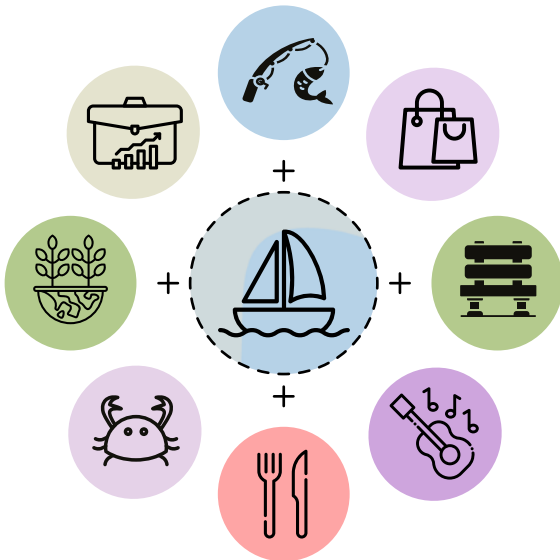
BRIXHAM  
Key Principles



Enhance connectivity between the harbour and central car park.

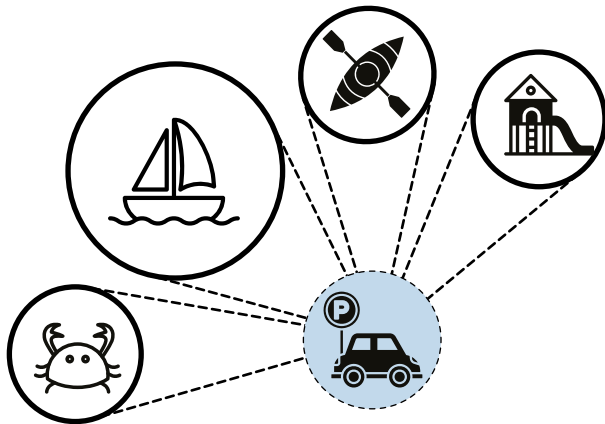


Reimagine the market structure.

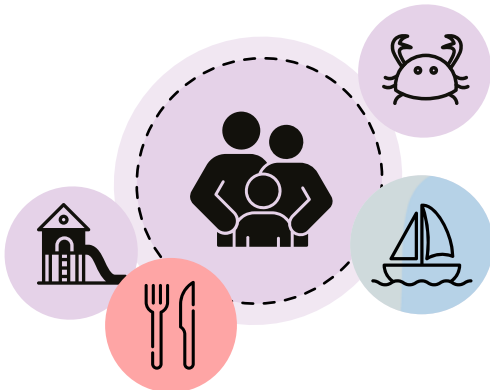


Activate public spaces along the harbour.

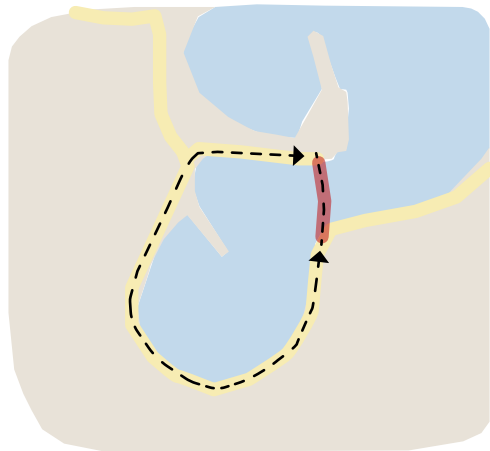
Page 67



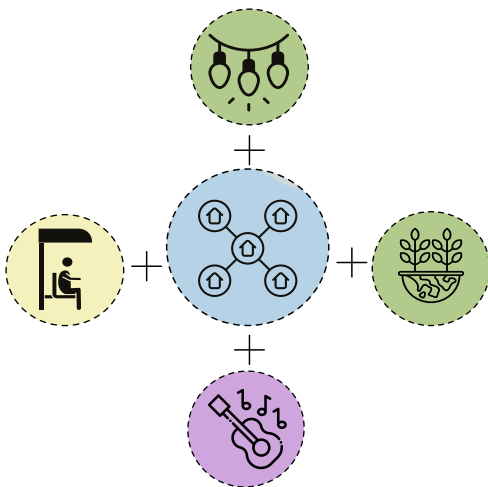
Transform South Quay car park into a visitor attraction.



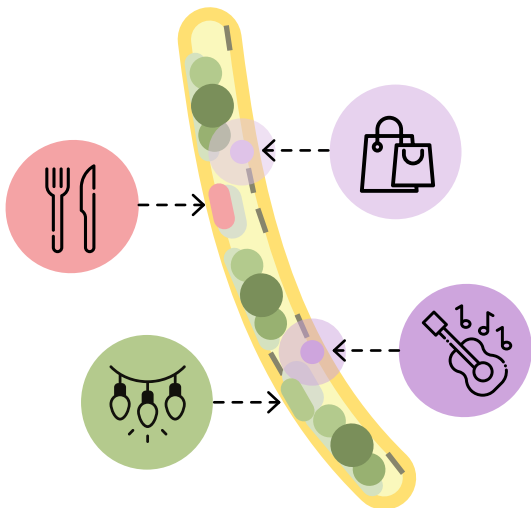
Create Family-friendly zones.



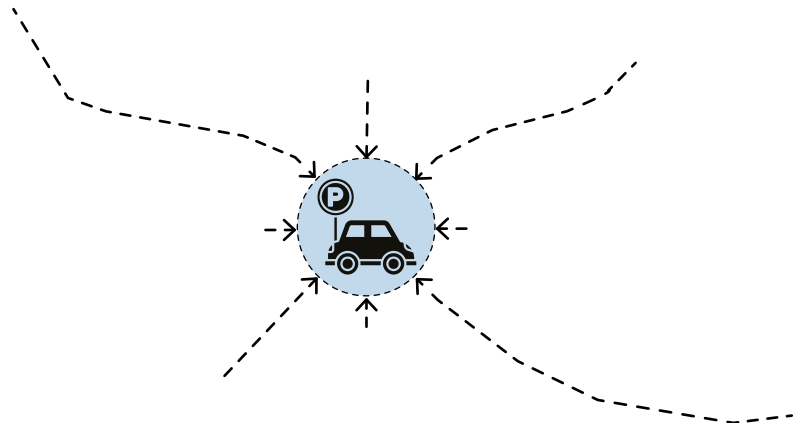
Complete the harbour loop.



Upgrade the town square and the bus shelter.



Revitalise Fore street



Develop a clear wayfinding strategy to signpost local attractions.



# BRIXHAM

## Key Focus Areas

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

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

Page 68

- Proposed

1 Car Park & Bus Stand

2 Fish Market

3 Oxen Cove Car Park South

4 Oxen Cove Car Park North

5 Brixham Laboratory
- Opportunities

6 Fore Street

7 Inner Harbour

8 Market

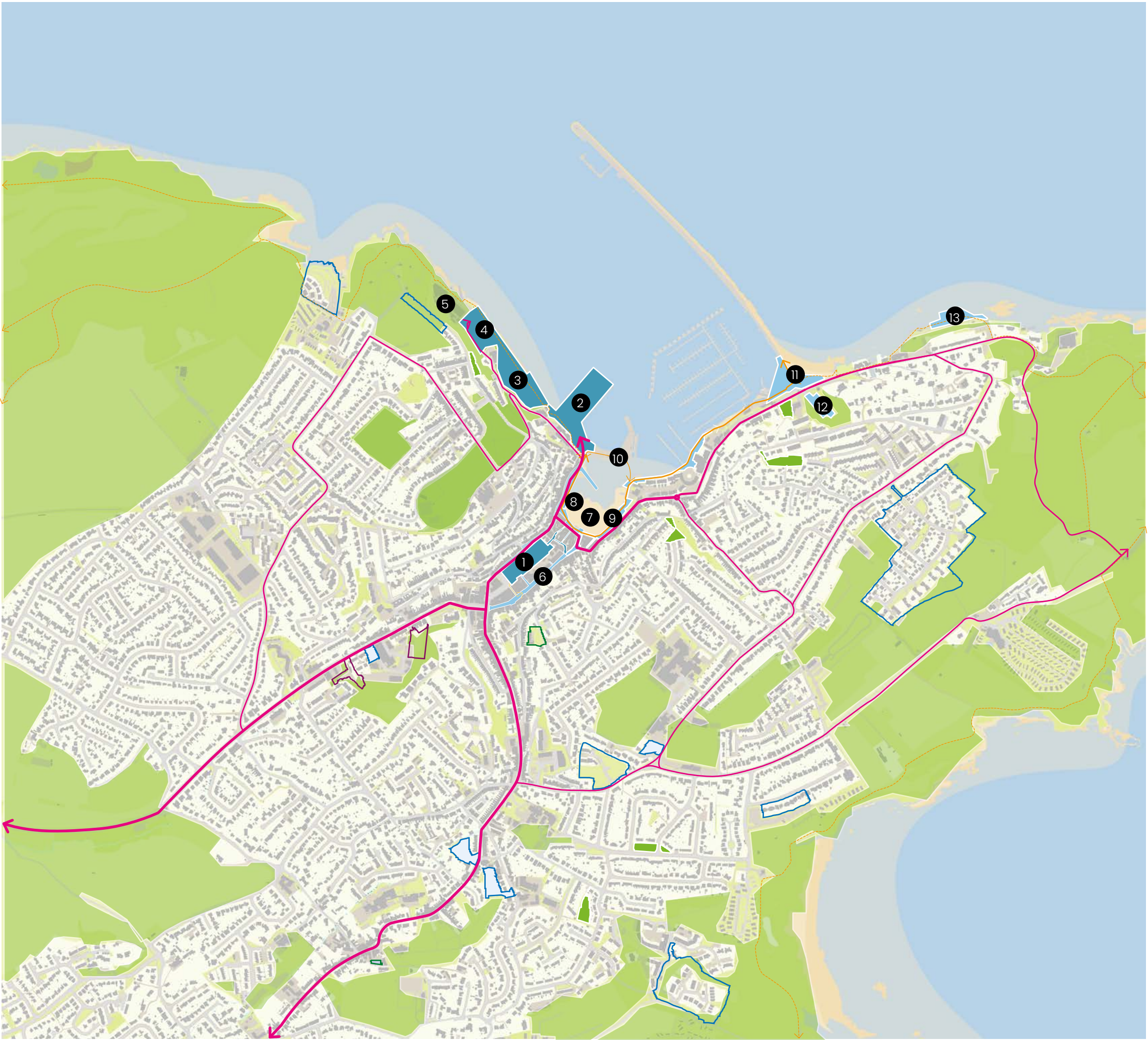
9 South Quay Car Park

10 Bridge & Quay

11 Brixham Marina Car Park

12 Breakwater Beach Car Park

13 Shoalstone Seawater Pool





# BRIXHAM

## Key Focus Zones

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

- Brixham Central car park is a key arrival point to capture visiting traffic to ensure it does not travel past the harbour, therefore reducing the conflict with pedestrians.
  - The Fishmarket is a key employer of the town and its access is vital.
  - 'Overflow' parking can be accommodated at Oxen Cove if the capacity at Brixham Central is reached.
  - The harbour area is key for visitors. Retaining its activity and vitality is pivotal for the town.
  - The retail core along Fore Street is well served by the car park, however the western end needs support to ensure it does not fail.
- Wayfinding and signage needs to engage with visitors from the moment they get off the bus/out of their car to pull people along the waterfront towards Berry Head. The green spaces surrounding the town should be preserved to ensure

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

- Parking
- Retail Core
- Harbour
- Industry
- Leisure
- Protected Green Space

- Neighbourhood Plan:
- Residential Opportunity Sites
  - Employment Opportunity Sites





# BRIXHAM

## Town Centre

### Opportunity Sites

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

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

Page 70

- Proposed

1 Brixham Central Car Park and Town Square

2 Fish Market

3 Oxen Cove Car Park South

4 Oxen Cove Car Park North

5 Brixham Laboratory
- Opportunities

6 Brixham Marina Car Park

7 Breakwater Beach Car Park

8 Fore Street

9 Inner Harbour

10 Market

11 South Quay Car Park

12 Bridge & Quay

13 Shoalstone Seawater Pool





# BRIXHAM

## Inner Marina & Car Park

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

Major maritime industries are located at the north of the inner harbour and are accessed along The Quay. This co-location of maritime industry and tourism provides Brixham with its unique character and should be supported, however it does have its own issues, namely access. The Quay houses many restaurants, cafe's and shops, but also is the main arterial route for deliveries to and from the Fishmarket (2) so is a busy, lorried, route. Management of this arrangement is pivotal to the future vitality of the town.

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

- Proposed
- 1

Brixham Central Car Park and Town Square
- 2

Fish Market
- 3

Oxen Cove Car Park South
- 4

Oxen Cove Car Park North
- 5

Brixham Laboratory
- 6

Opportunities
- 7

Brixham Marina Car Park
- 8

Breakwater Beach Car Park
- 9

Fore Street
- 10

Inner Harbour
- 11

Market
- 12

South Quay Car Park
- 13

Bridge & Quay
- 14

Shoalstone Seawater Pool





# BRIXHAM

## Primary Loop

### Key Public Realm

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

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

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

2. Refurbishment or replacement of the market structure.

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

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

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

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

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

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





# BRIXHAM

## Inner Marina & Car Park

The many attractions of the inner harbour are illustrated here.

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

- Attractions
- 1 The Golden Hind
  - 2 Brixham Museum
  - 3 Brixham Town Hall
  - 4 Boat Trip Kiosks
  - 5 All Saints Church
  - 6 Marina
  - 7 Fishmarket

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

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





# PROPOSED SITE Brixham Central Car Park

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

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

Previous proposals also looked at:

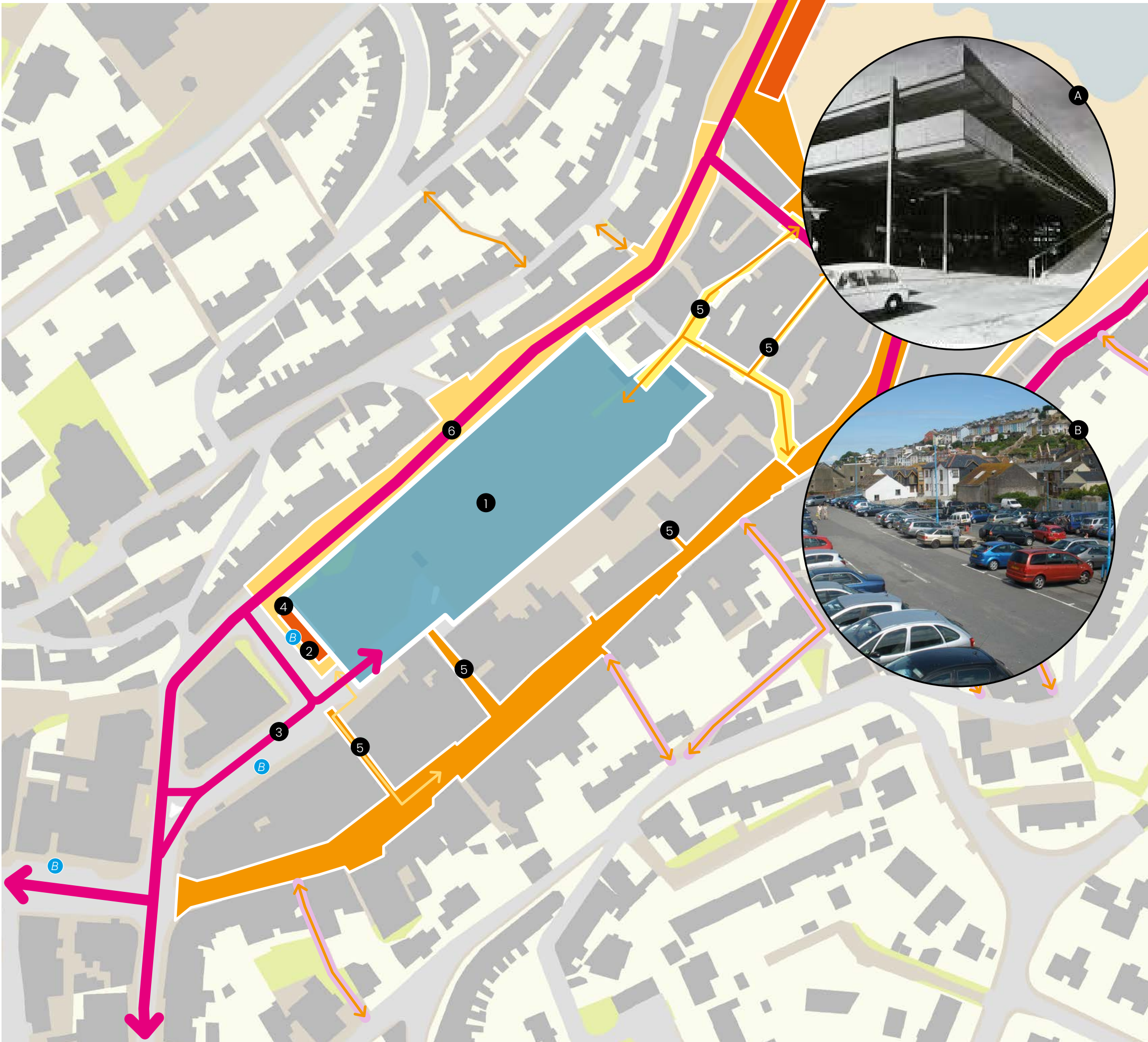
- 200-space multi-storey car park,
- 1,450 sqm of small-to-medium retail units
- 3-4 storey mixed-use commercial/hotel/retail unit (2,250-3,050 sqm)
- 20-30 affordable housing units above retail
- An enhanced public realm
- New Public Square for artisan markets, events, and entertainment.

## The Opportunity:

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

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

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





# PROPOSED SITE Brixham Central Car Park

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

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

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





# PROPOSED SITE

## Fish Market

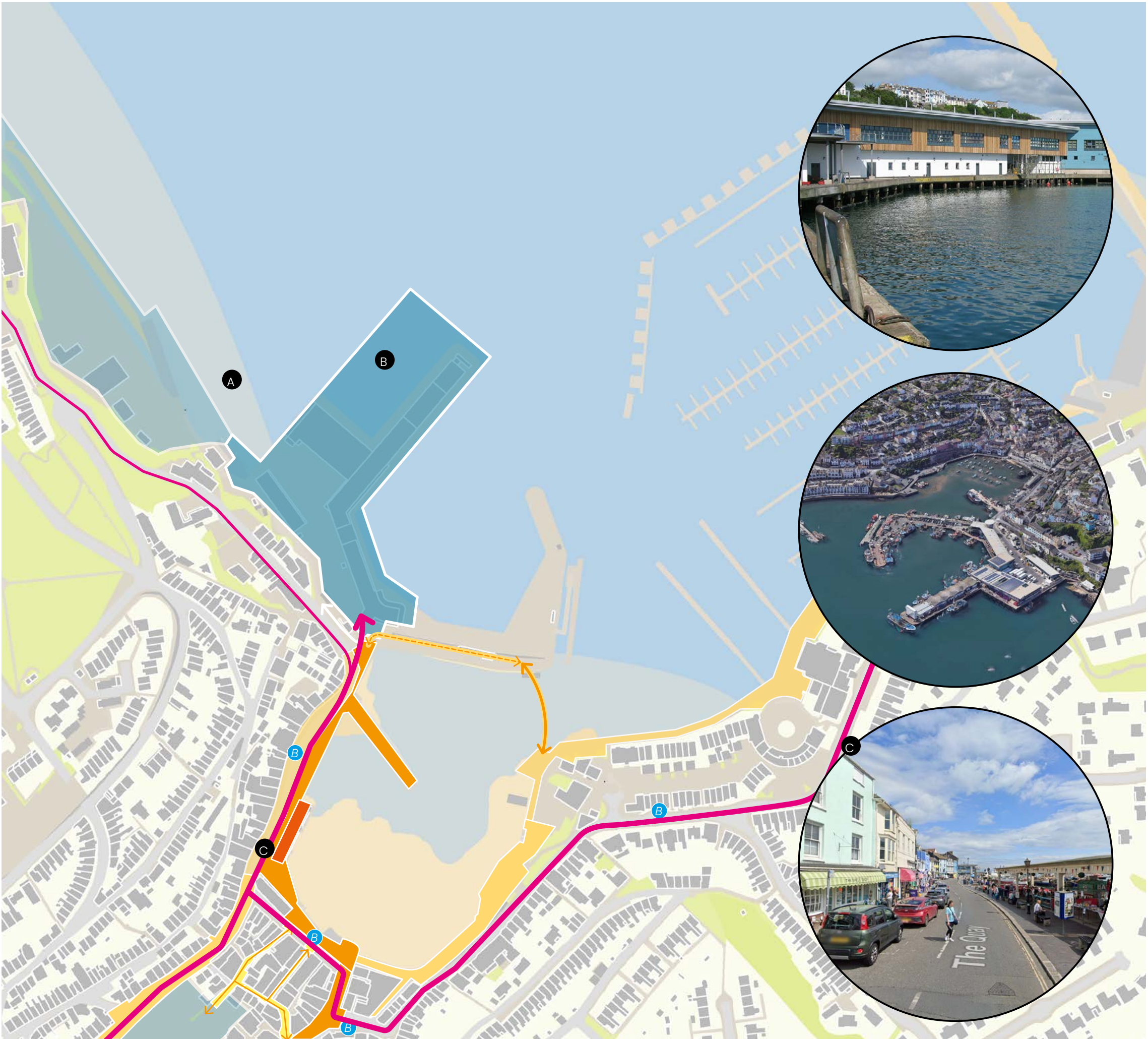
The fish market, designed by consulting engineers Arup, were generally supported by the existing beam and pile arrangement. The redeveloped fish market was opened by HRH Princess Royal in March 2011 and included a new fish market, extended quayside, new fish processing space, restaurant and fishmongers.

Current proposals include:

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

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

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





# PROPOSED SITES

## Oxen Cove Car Park

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

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

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

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

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





# PROPOSED SITE Brixham Laboratory

Introduction:

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

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

Proposal from Sustainable Leadership Ltd:

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

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

**The Opportunity**

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





# OPPORTUNITY SITE

## Brixham Marina Car park

Introduction:

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

Previous proposals for the site:

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

The Opportunity

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

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

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

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





# OPPORTUNITY SITE

## Brixham Marina Car park

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

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

- Pros:
- Shortest route.

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

2. Alternative route via Drew Street and Manscombe Road.

- Pros:
- Avoids congesting the centre of the town.

- Cons:
- Directs traffic through residential areas (pictured).





# OPPORTUNITY SITE

## Breakwater Beach Car park

Introduction:

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

It can be accessed from:

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

Previous proposals for the site:

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

This scheme has been rejected.

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

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

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





# OPPORTUNITY SITE Fore Street

Introduction:

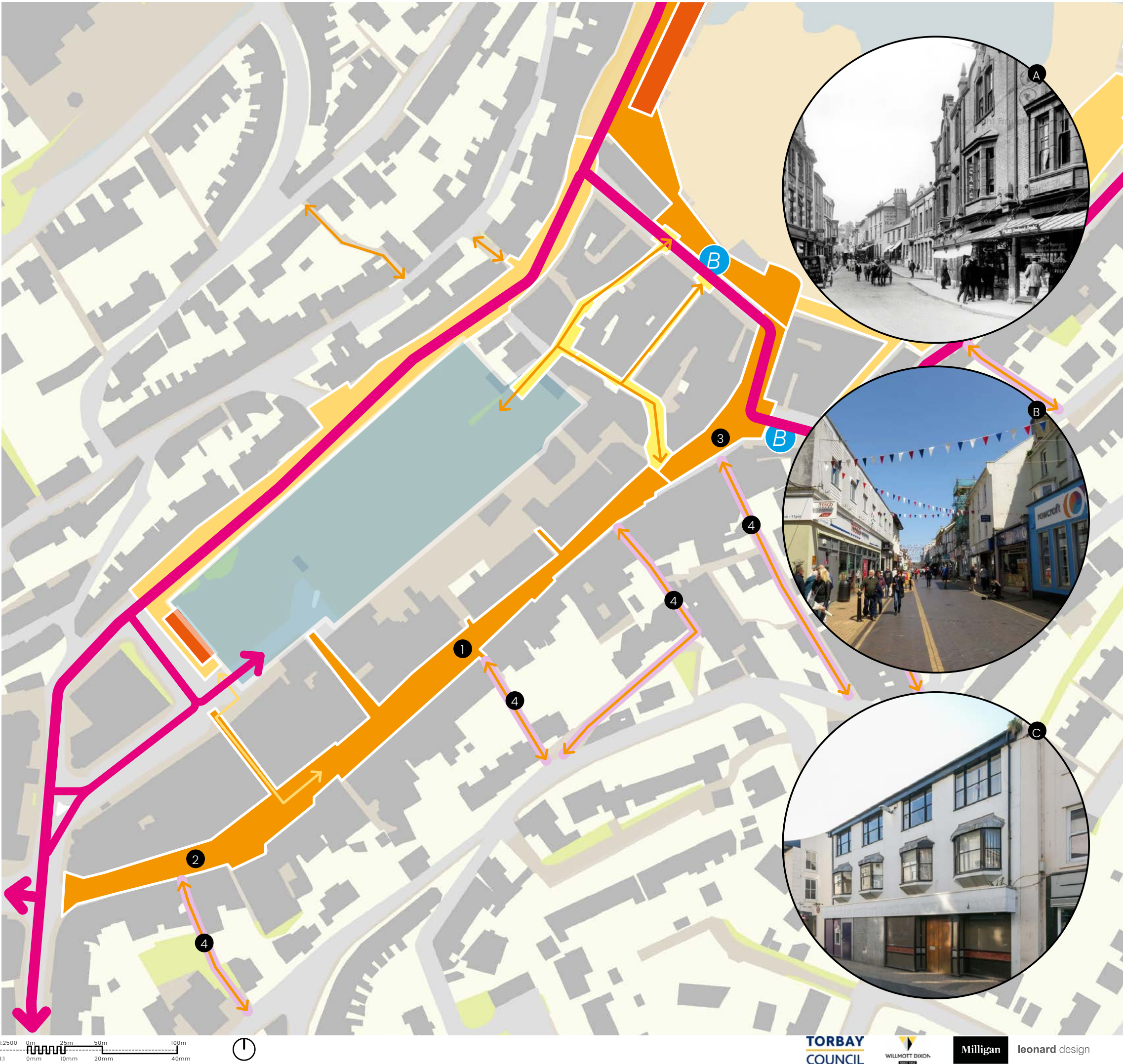
Fore Street, once a thriving hub, now struggles with vacant units and neglected investment, reflecting broader economic challenges. Seen as lagging behind Paignton and Torquay, Brixham's potential as Torbay's fishing and heritage centre remains underutilized. Local initiatives like rate relief, start-up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

Opportunities for improvement include:

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

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

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





# OPPORTUNITY SITE

## Fore Street

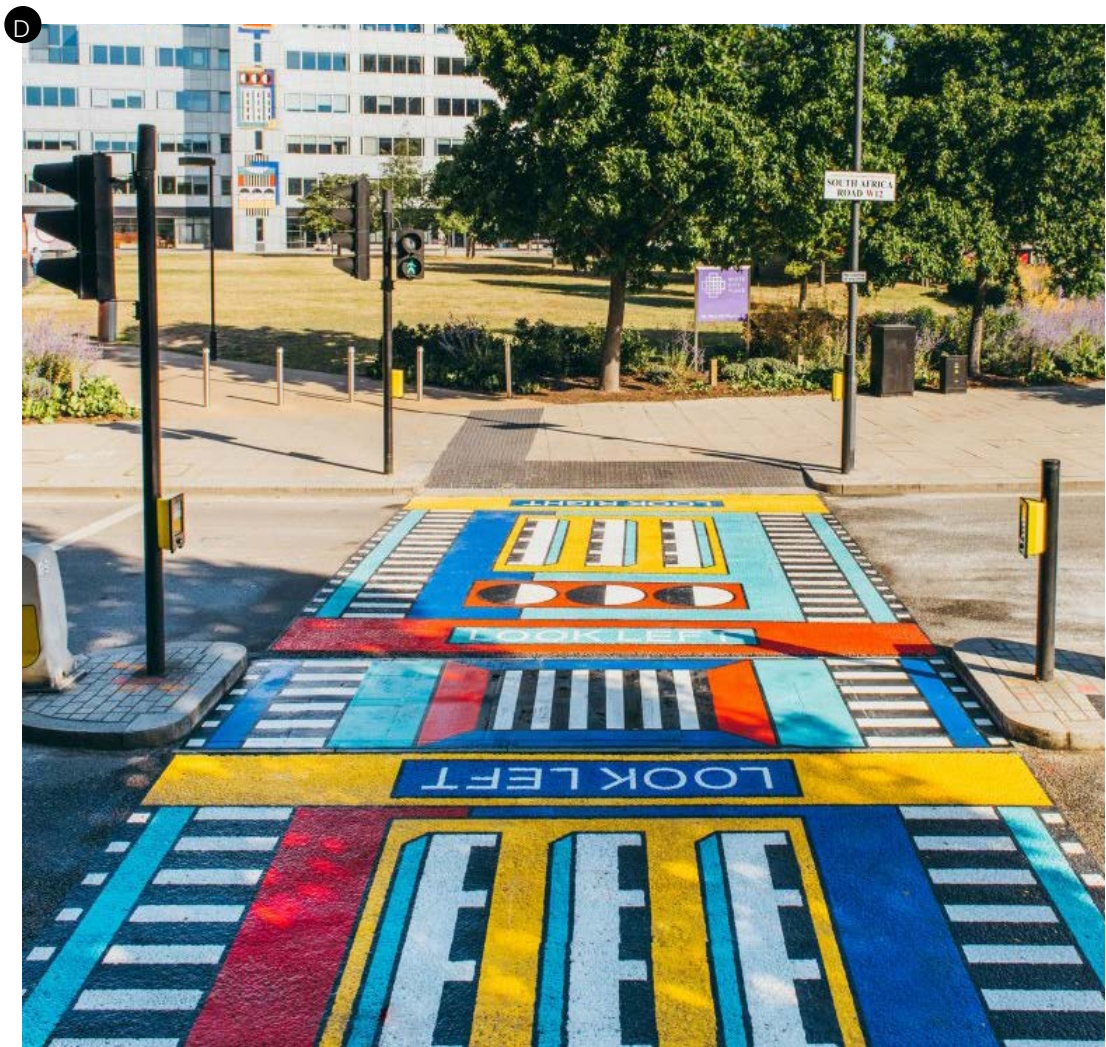
Examples of successful retail streets include:

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

Improve the main retail street of the town.

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

Page 83  
These installations shouldn't impact the clear width of the already constrained street and should tie into and reflect the successful festivals and events already held in the town such as the pirate festival and trawler race shown below.





# OPPORTUNITY SITE

## Inner Harbour

Introduction:

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

Improving the environment for visitors

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

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

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

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

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





# OPPORTUNITY SITE

## Inner Harbour

1928



Present Day





# OPPORTUNITY SITE Inner Harbour

## Improving the environment for visitors

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

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

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



Eden Dock, London. Seating, planting and events



Bispevika, Oslo waterfront



Eden Dock, London. Diversity of planting



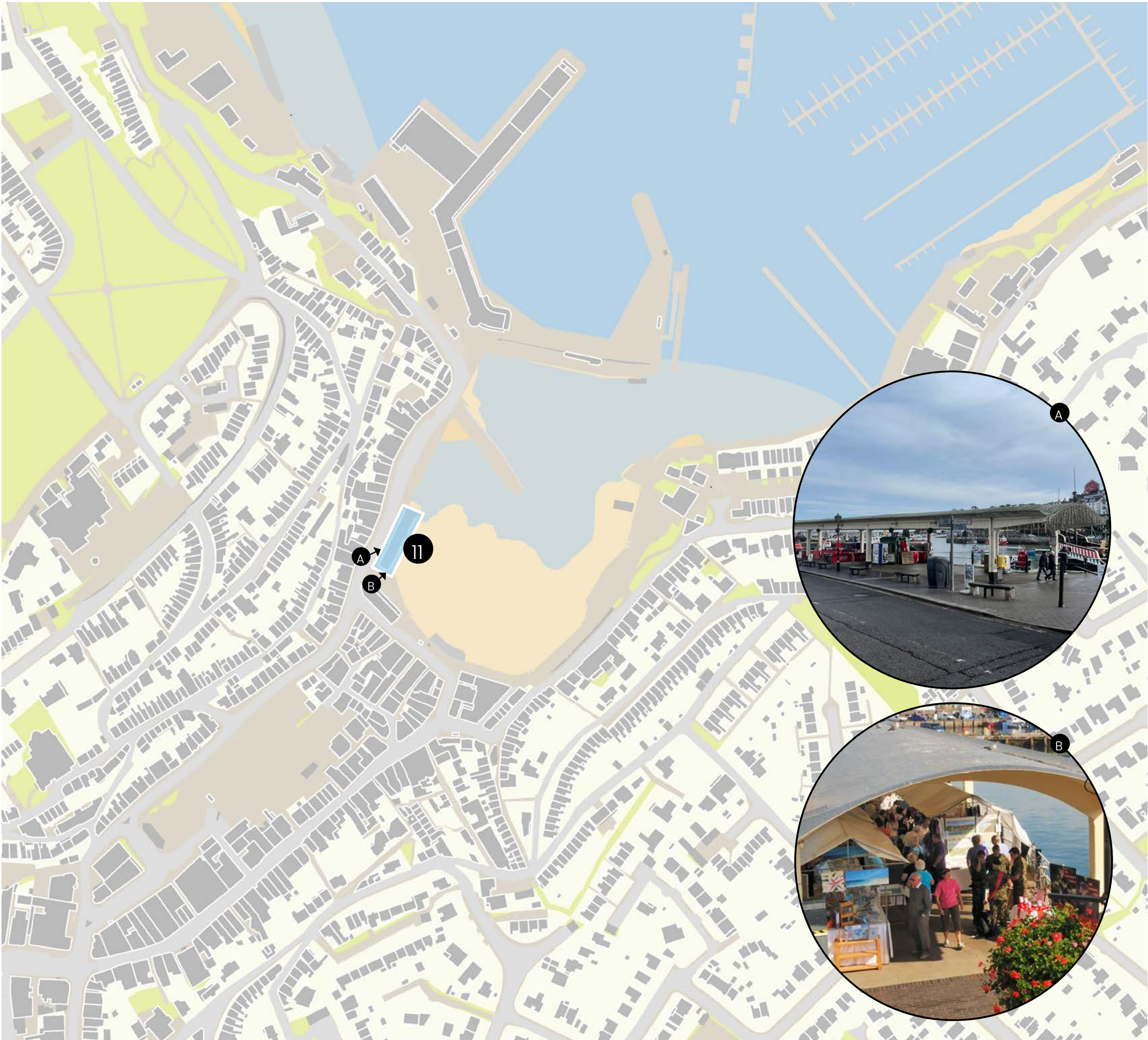
# OPPORTUNITY SITE

## Arts & Crafts Market

Introduction:

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

- A Non market day
- B Market day





# OPPORTUNITY SITE Arts & Crafts Market

Opportunity:

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



Folkestone Harbour, before regeneration.



Folkestone Harbour, after regeneration.



Folkestone Harbour, Goods Yard market.



Great Yarmouth Market, before.



Great Yarmouth Market, after regeneration.



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



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









# OPPORTUNITY SITE

## South Quay Car park

### Visitor Journey

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

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

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





# OPPORTUNITY SITE

## South Quay Car park

Activating the waterfront.

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

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

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

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Green wall



Street food vendors



Large-scale mural



Outdoor seating and social areas



Pontoon



Family activities eg. crabbing



Pontoon



# OPPORTUNITY SITE South Quay Car park & Inner Harbour

Activating the waterfront.

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



Eden Dock, London. Seating, planting and events



Eden Dock, London. Diversity of planting



Kalvebod, Copenhagen, boardwalk



Bispevika, Oslo waterfront



Families crabbing off the marina, Brixham



# OPPORTUNITY SITE Bridge & Quay

## Visitor Journey

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

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

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





# OPPORTUNITY SITE

## Bridge & Quay

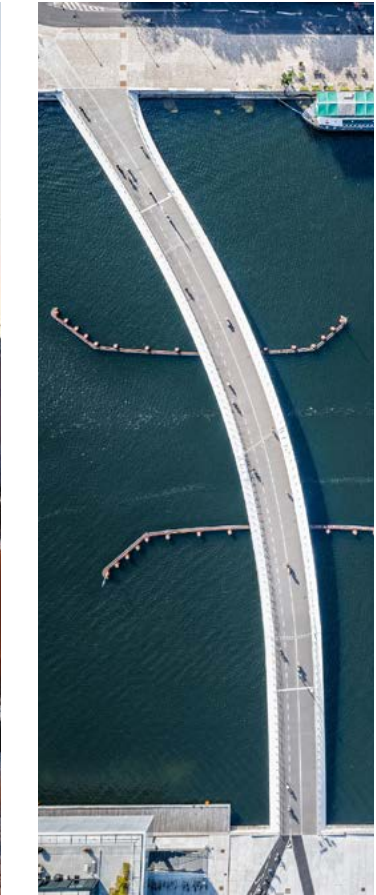
V&A Waterfront Swing Bridge, Cape Town and Lille Langebro, Copenhagen.

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

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



Lille Langebro, Copenhagen



Lille Langebro, Copenhagen



Swing Bridge V&A Waterfront, Cape Town



Swing Bridge V&A Waterfront, Cape Town



Torquay Marina Bridge



# OPPORTUNITY SITE

## Bridge & Quay

### Complete the harbour loop

Wider regeneration, as at Folkestone.

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

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



Historic lighthouse.



Falling into disrepair.



Re-imagined as a cafe & restaurant.



Working industrial train station.



Falling into disrepair.



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



Historic viaduct and bridge.



Unused when trains ceased running to ferries.



Revitalised as a linear park with a swing bridge.



Light-industrial heritage.



Disused and abandoned.



Cleared and reconnected via a boardwalk.



# OPPORTUNITY SITE

## Shoalstone Seawater Pool

Introduction:

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

Opportunities for improvement:

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

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

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





# OPPORTUNITY SITE Shoalstone Seawater Pool

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



Shoalstone seawater pool, Brixham



Sea lido, Aarhus



Kalvebod, Copenhagen



Sea lido, Aarhus



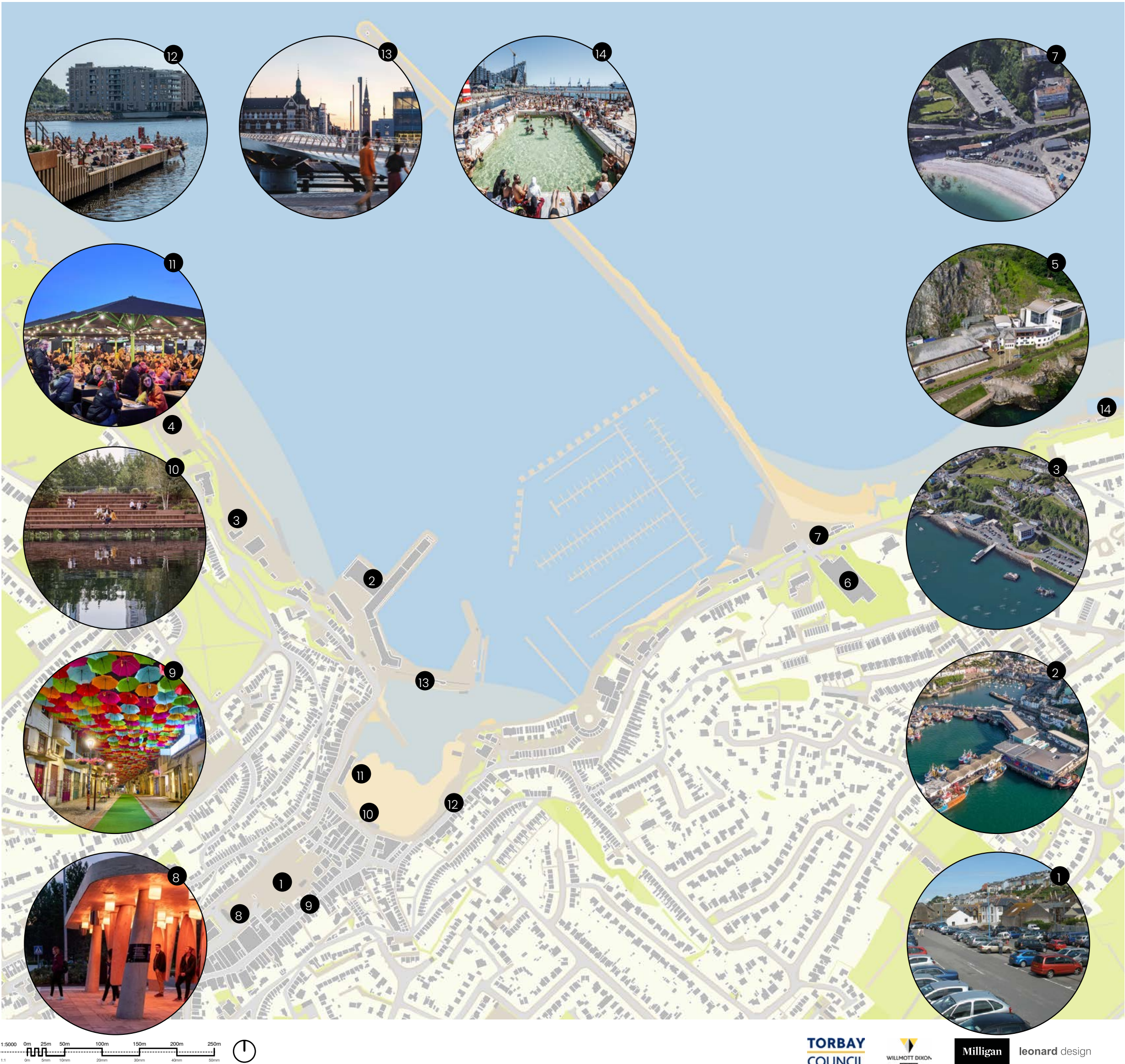
# BRIXHAM Key Sites Summary

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

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

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

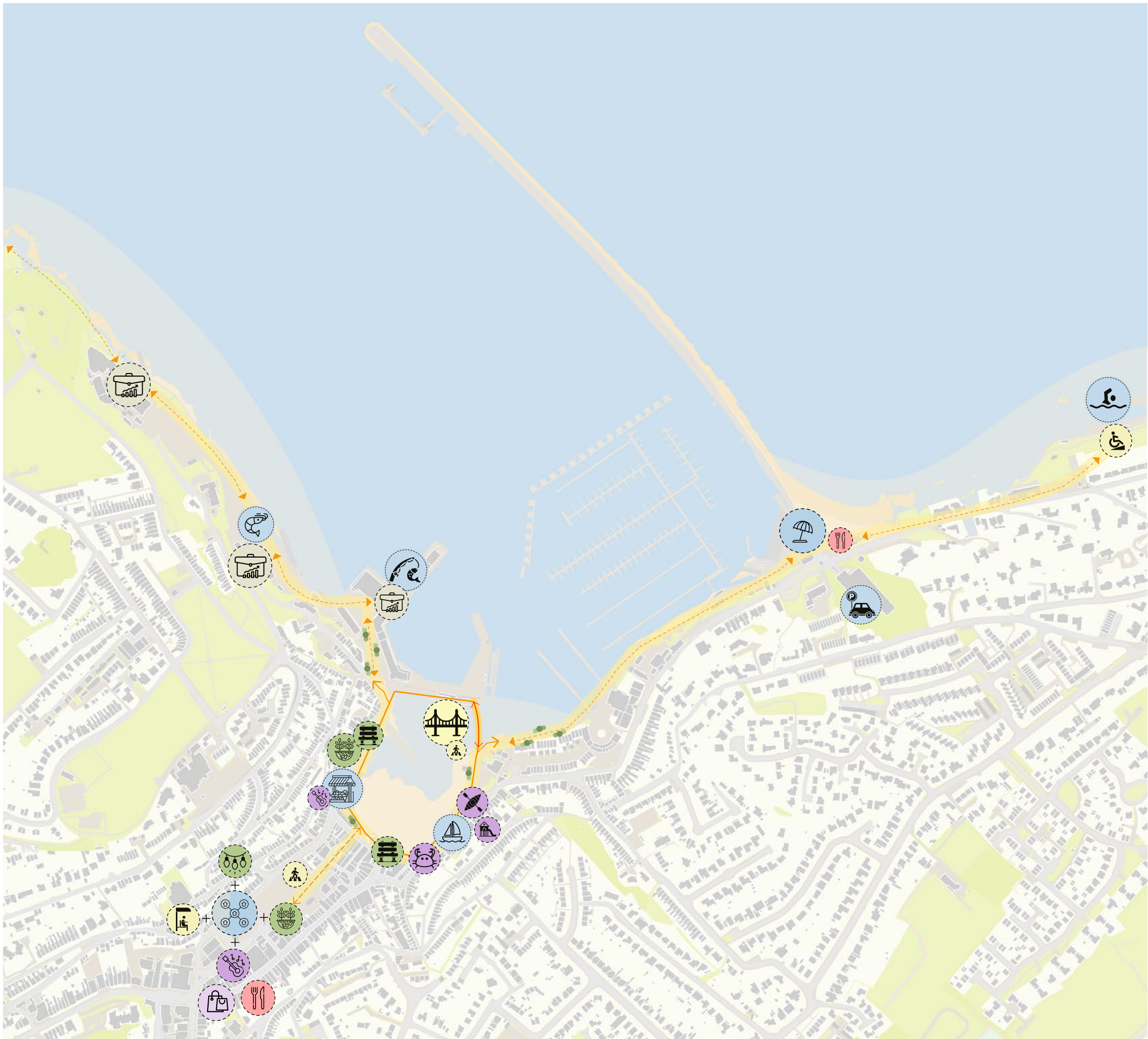




# BRIXHAM

## Key Focus Areas

- Enhance connectivity between the harbour and central car park by strengthening the pedestrian link to improve access and flow.
- Refurbish or replace the market building to create a vibrant and functional community and visitor hub.
- Activate public spaces along the harbour by introducing new seating, planters, and gathering areas to create a welcoming environment for locals and visitors.
- Transform South Quay car park into a visitor attraction, incorporating murals, green walls, and a signature 'Brixham backdrop'.
- Create family-friendly zones for family-oriented activities, such as waterfront crabbing, street food, and interactive play spaces, potentially extending pontoons to support these activities.
- Complete the harbour loop with a bridge connecting South Quay to New Pier and the Fish Market, creating a seamless walking route.
- Upgrade the Town Square and bus shelter area by improving the aesthetics of this gateway to the town to provide a more inviting first impression.
- Revitalize the western end of Fore Street by addressing the disconnection from the harbour, enhancing its visual appeal and accessibility.
- Integrate parking with key attractions by ensuring clear wayfinding and convenient parking access for visitors to key amenities.





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# TORBAY REGENERATION VISION: SUMMARY

Torquay | Paignton | Brixham



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Torbay  
Regeneration  
Vision  
Summary  
Report

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# INTRODUCTION

## Torbay: The English Riveria



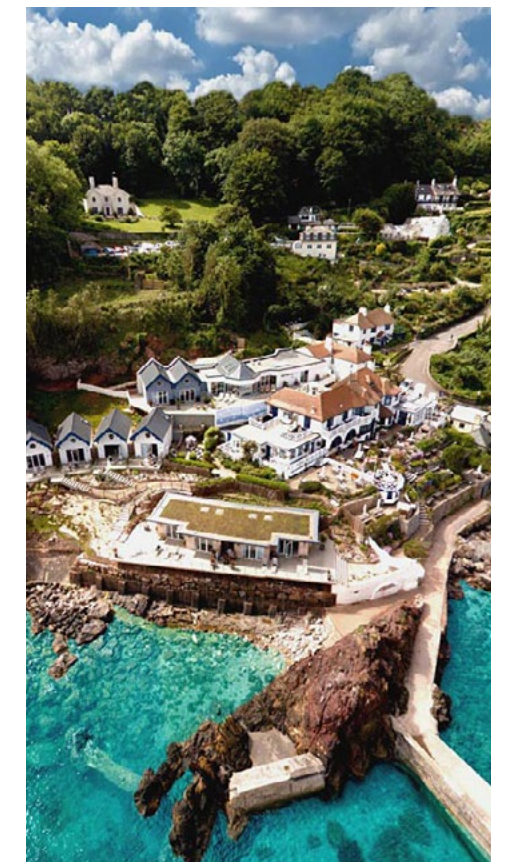
# TORBAY

## The English Riviera

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









# TORBAY County Context

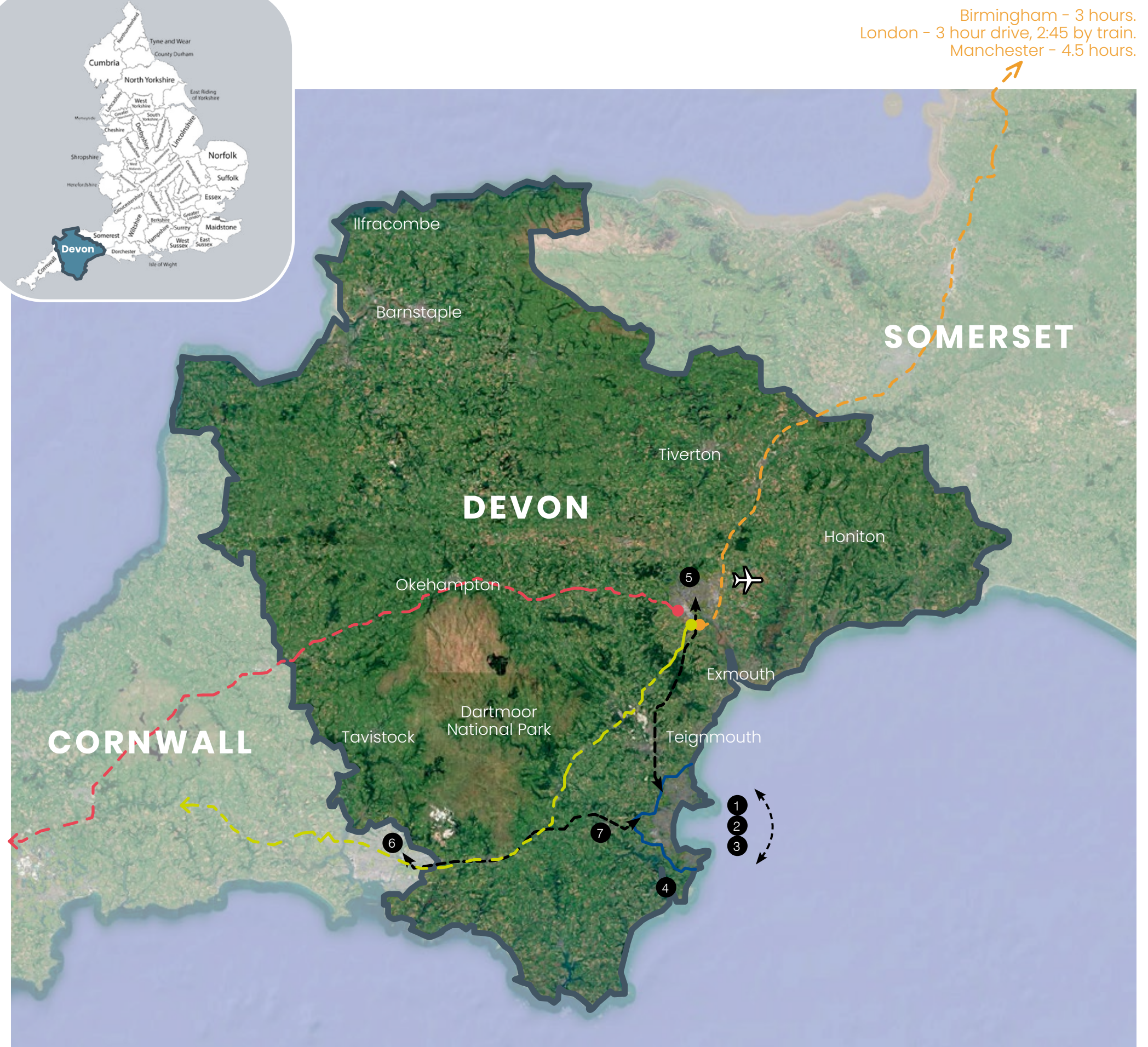
Torbay is a prominent coastal area in the south of Devon, often regarded as one of the county's key tourist destinations. Nestled along the English Channel, it includes the three towns of Torquay, Paignton, and Brixham, each contributing to the area's diverse character and appeal. Within the broader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



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

- M5
- A30
- A38

Exeter Airport





# TORBAY

## Local Towns

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

- M5
- A30
- A38
- Train Lines

Exeter Airport

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

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

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

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





# TORBAY

## Complementary Local Centres

### Exeter

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

### Totnes

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

### Dartmouth

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

### Plymouth

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

### Exeter

Cathedral | University | National retailers | Public Spaces | Heritage



### Dartmouth

Naval College | Regatta | Sailing | Geographical Location



### Totnes

Market Town | Heritage | Independent retailers



### Plymouth

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





# TORBAY

## Key Town Identities



**Torquay**  
Natural Beauty | Historic Charm | Vibrant Marina

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



**Paignton**  
Long Beaches | Family Entertainment | Leisure Offers

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



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

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



# TORBAY

## The Torbay Story

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

# TORQUAY

# PAIGNTON

# BRIXHAM

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

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

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

### Paignton is...Family fun on the foreshore.

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

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

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

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

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

### Brixham is...A creative food and fishing fusion

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

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



# TORBAY

## The Torbay Story

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



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### Tech by the bay

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

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

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



### The hub for active adventurers

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

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



### Torbay: The premier marine and natural experience

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



# CONNECTIVITY

## Connecting Across The Bay



# TORBAY

## Key Towns

Key Places & Population (Based on 2021 Census)

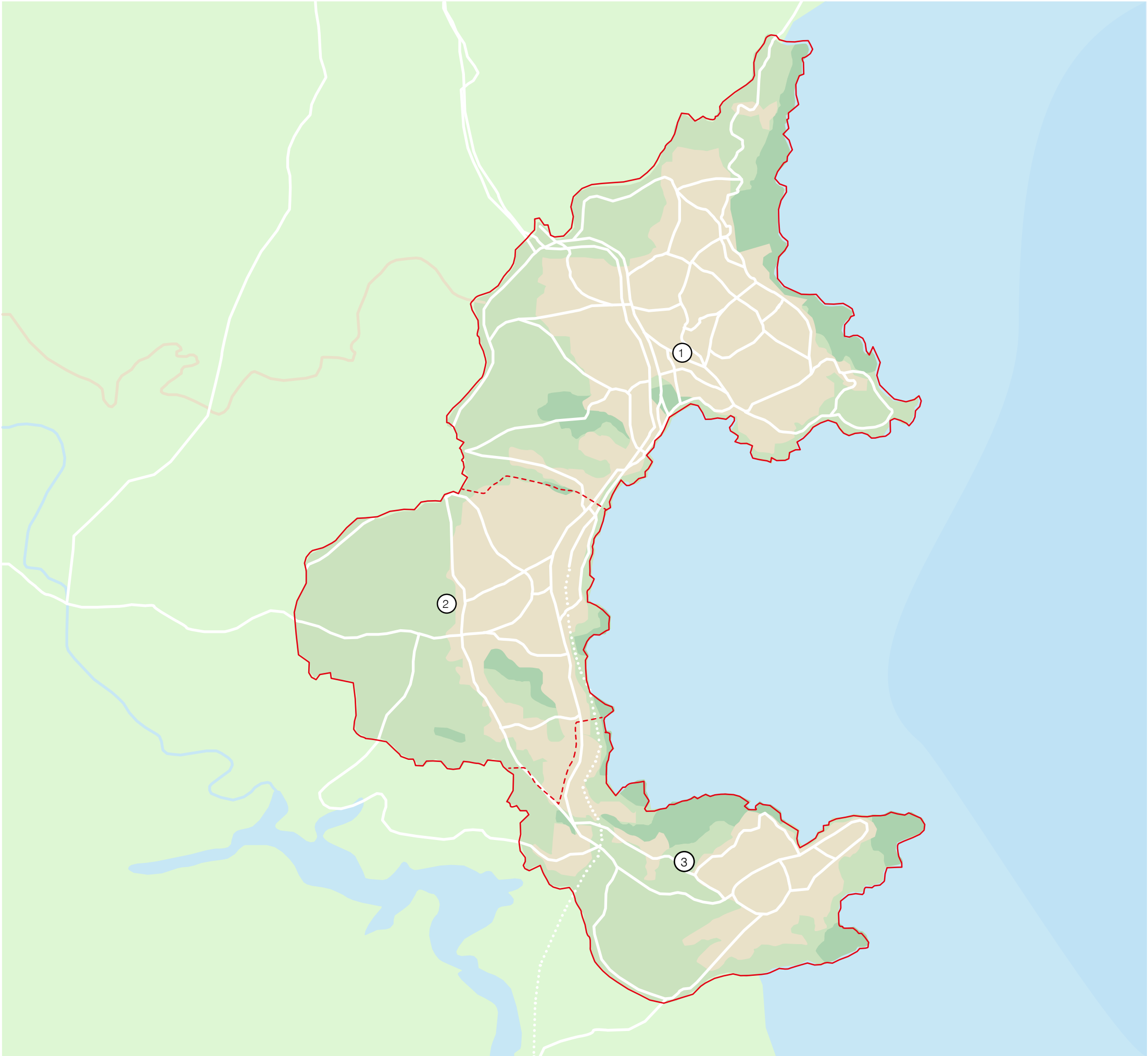
Torbay  
Population: 136,218  
Average age 44

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

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

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

— Town Boundaries








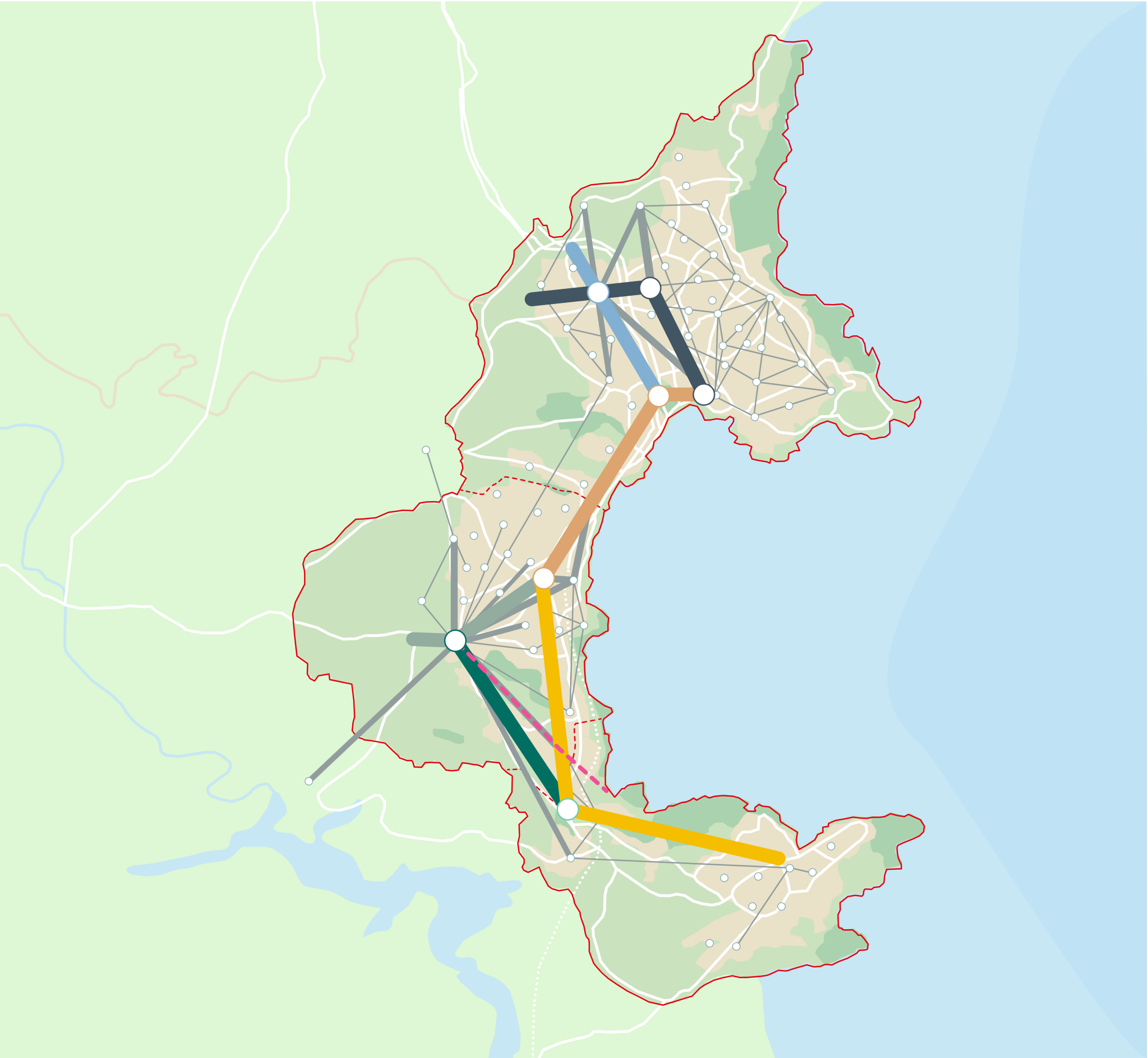


# TORBAY

## Desire Lines

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

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



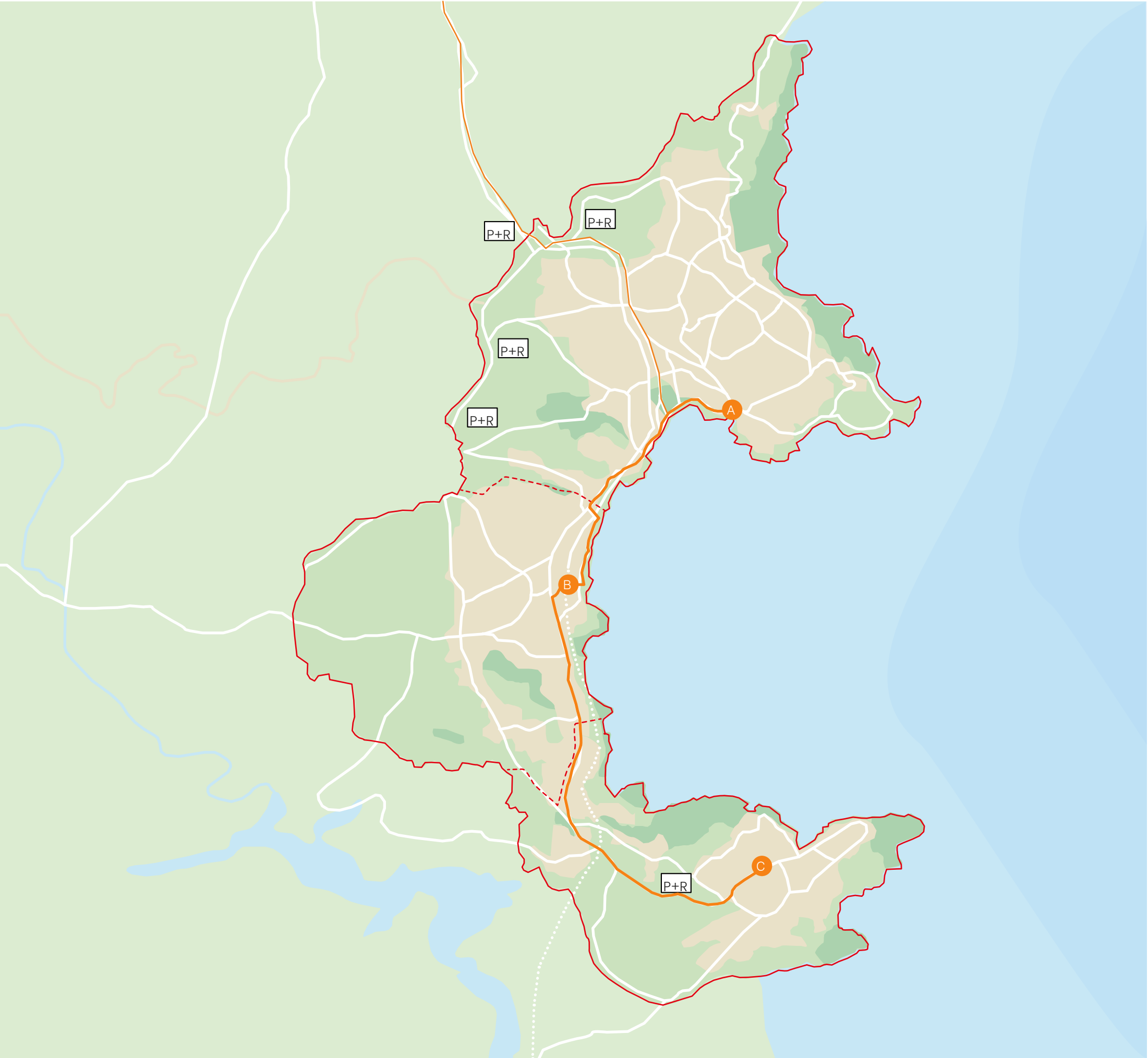


# TORBAY

## Vehicle Connections

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

- A Torquay centre
  - B Paignton centre
  - C Brixham centre
- A → B 5.2KM (11 mins)
- B → C 8.5KM (15 mins)









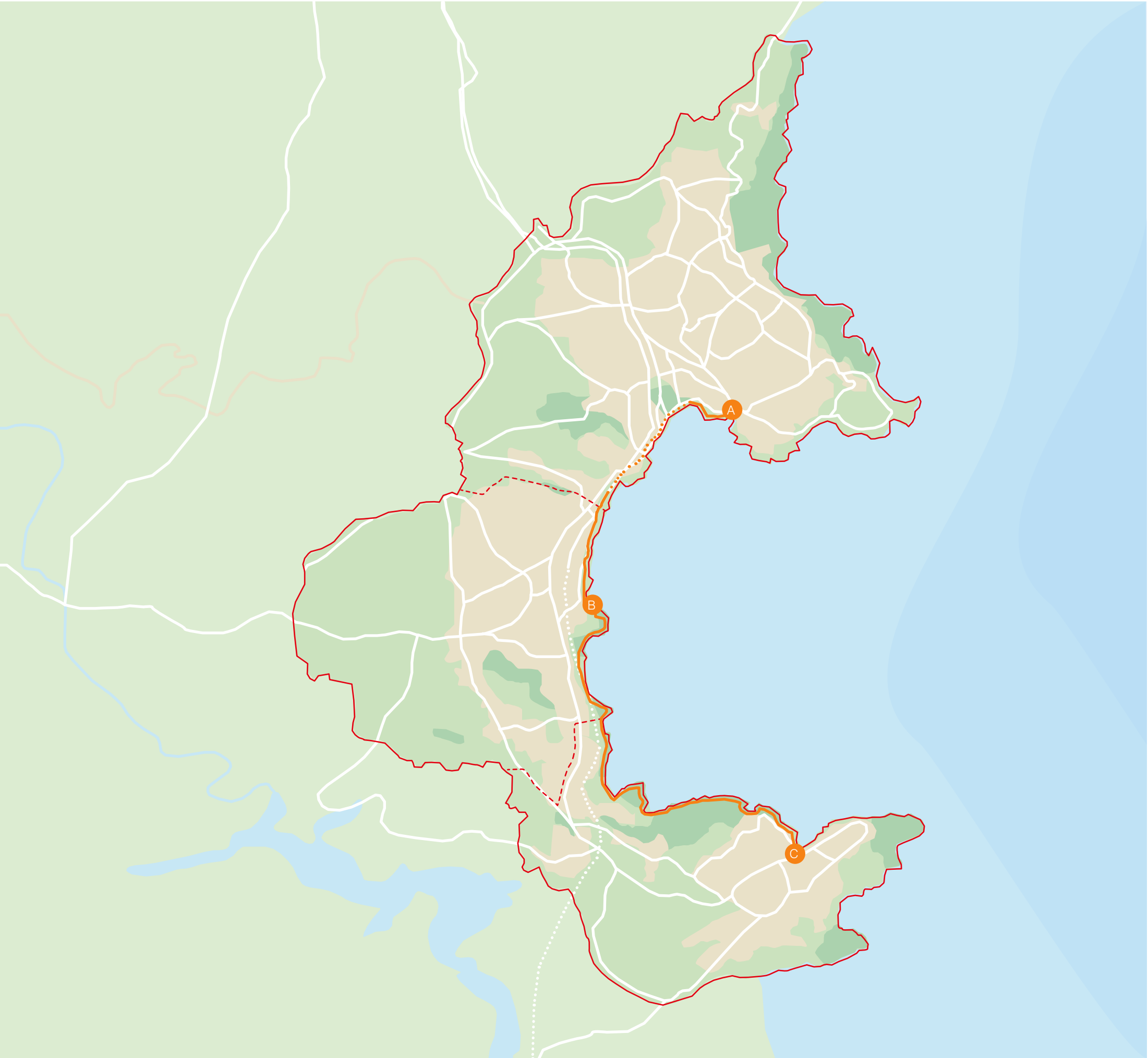


# TORBAY

## Pedestrian Connections

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

- Page 16
-  Torquay harbour
  -  Paignton harbour
  -  Brixham harbour
  -  South West Coast Path
  -  Break in South West Coast Path
  -  14.2KM (3 hrs 25 mins)



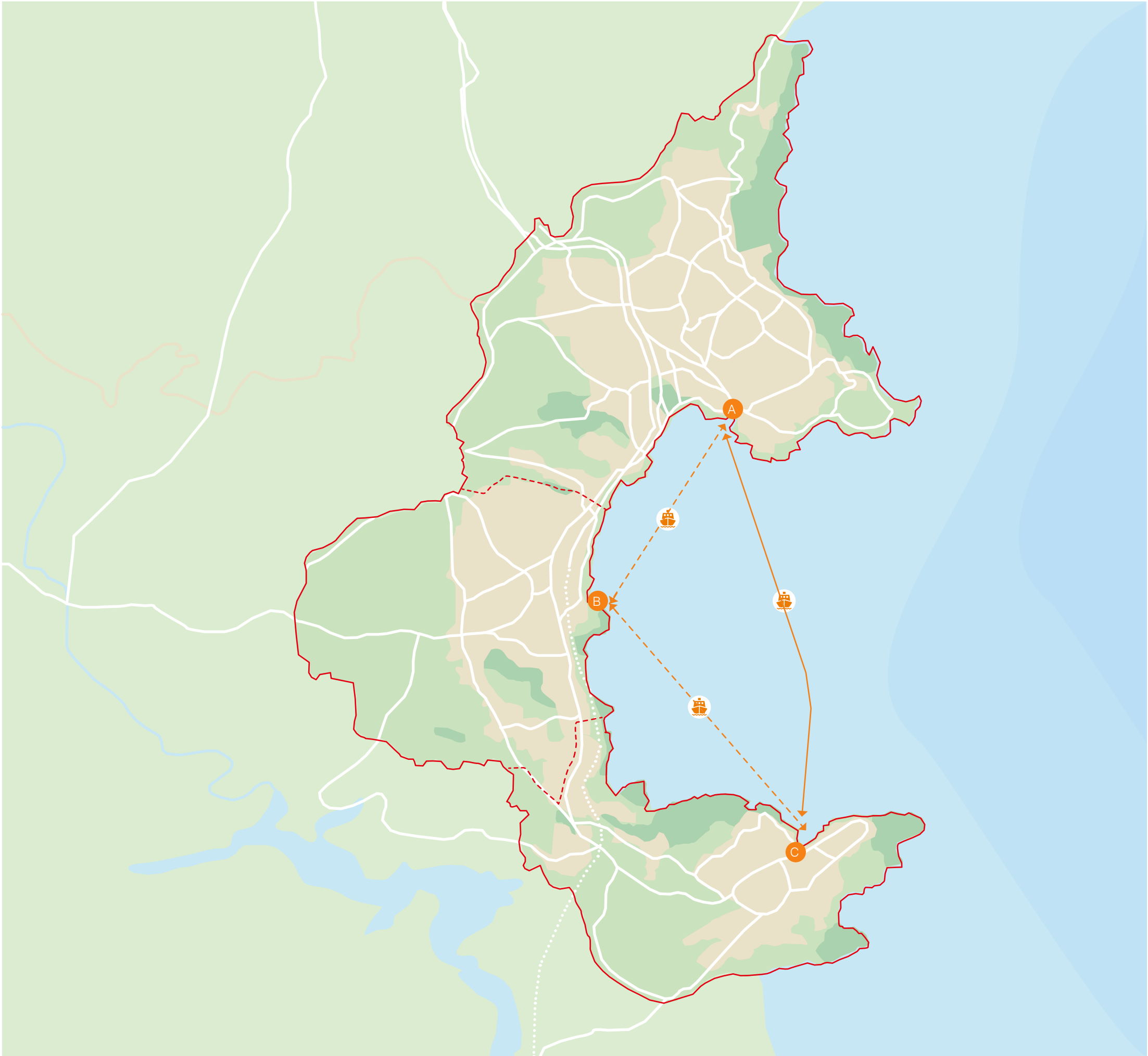


# TORBAY

## Ferry Connections

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

- Page 17
- Torquay harbour
  - Paignton harbour
  - Brixham harbour
  - Torquay to Paignton (30 mins, hourly)
  - Paignton to Brixham (20 mins, hourly)
  - Torquay to Brixham (30 mins, hourly)





# TORBAY

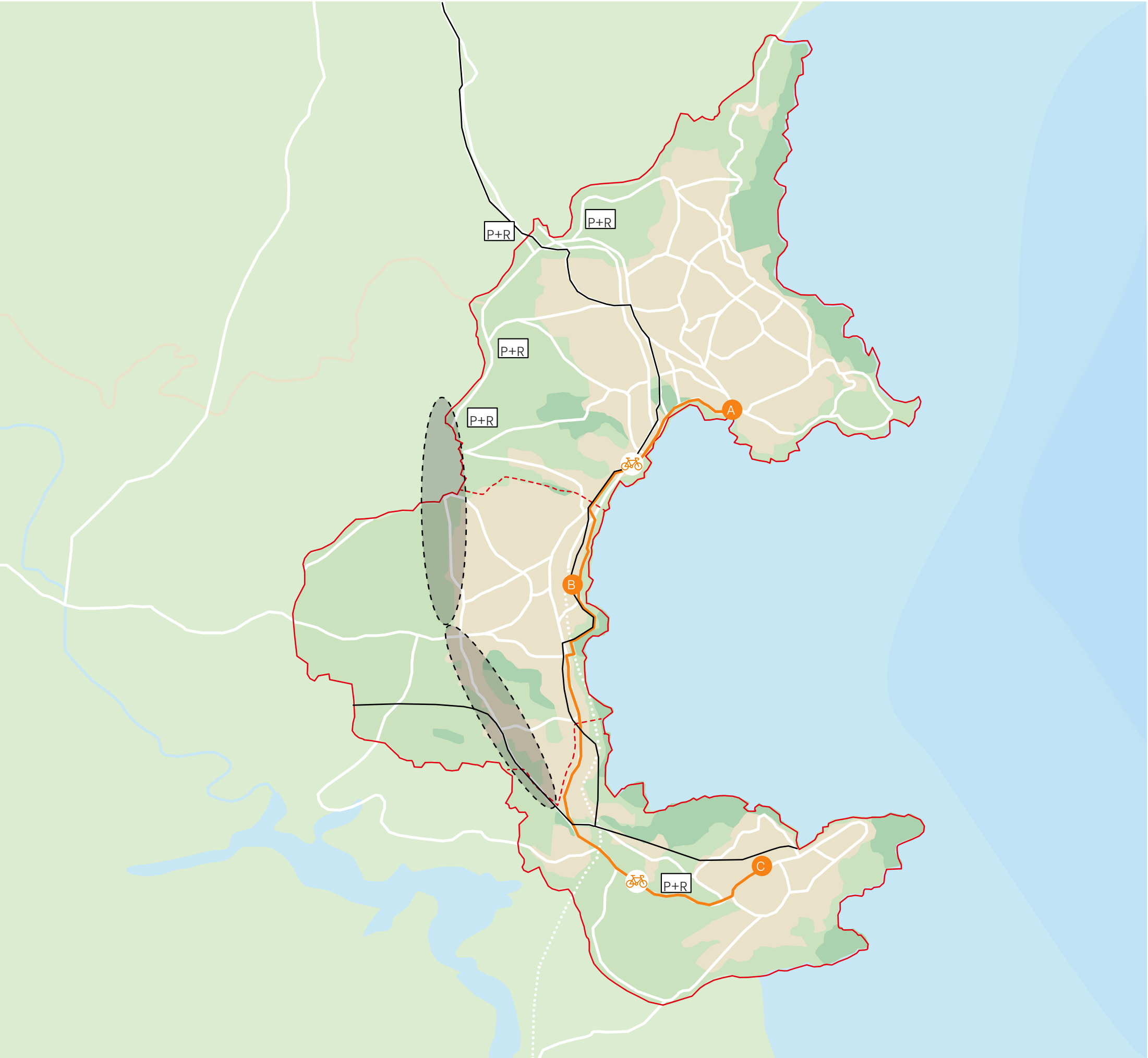
## Cycling Connections

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

- Page 118
- A Torquay centre
  - B Paignton centre
  - C Brixham centre

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

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



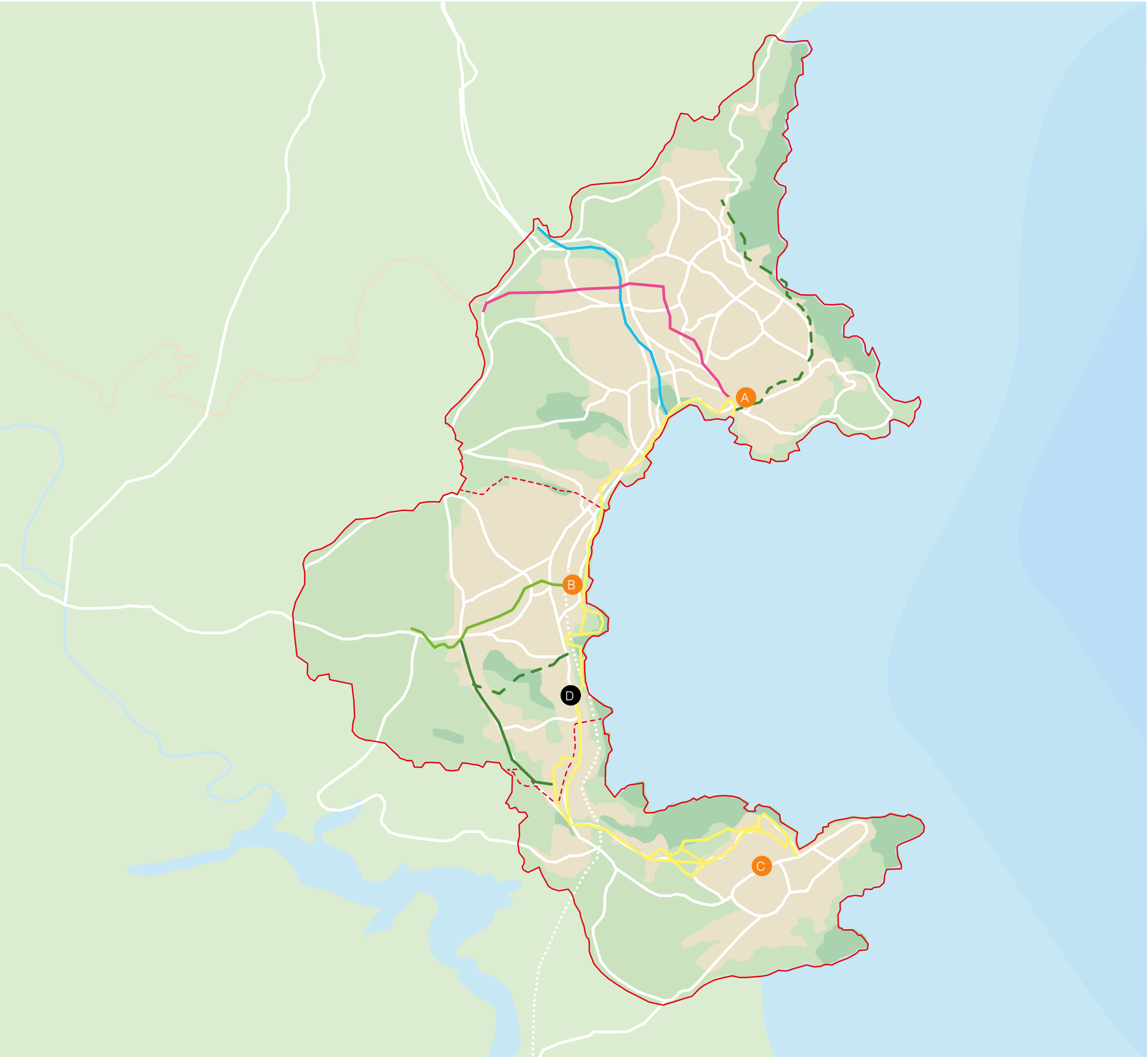


# TORBAY

## Cycling Improvements

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

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





# TORBAY

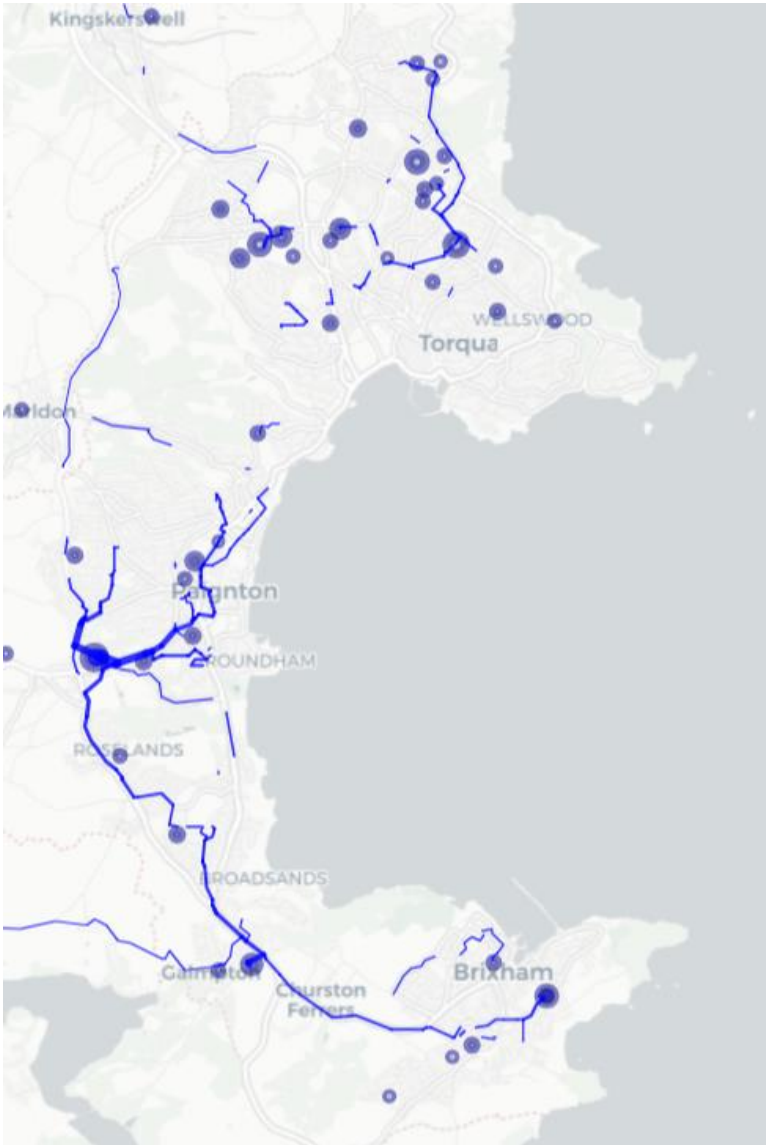
## Cycling Data

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



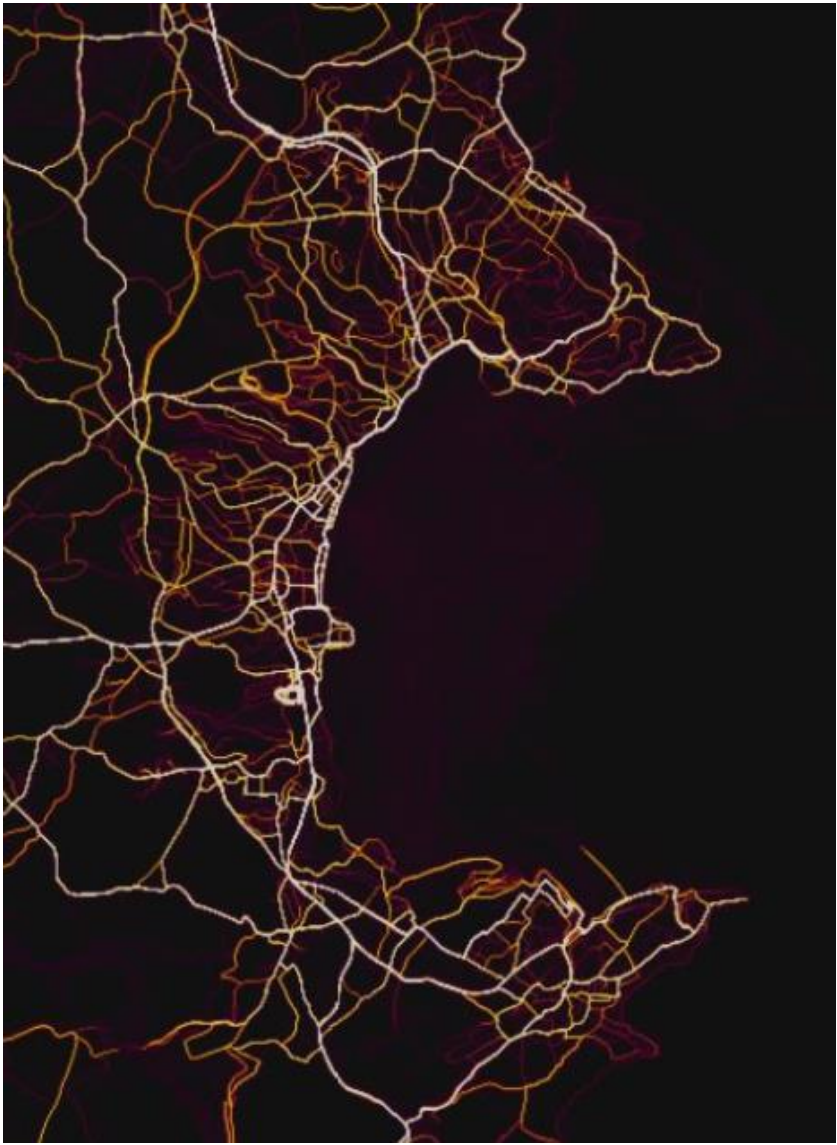
Commuter cycle flows:  
Increased width = increased usage.  
(Source: Propensity to cycle tool)

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



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

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



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

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



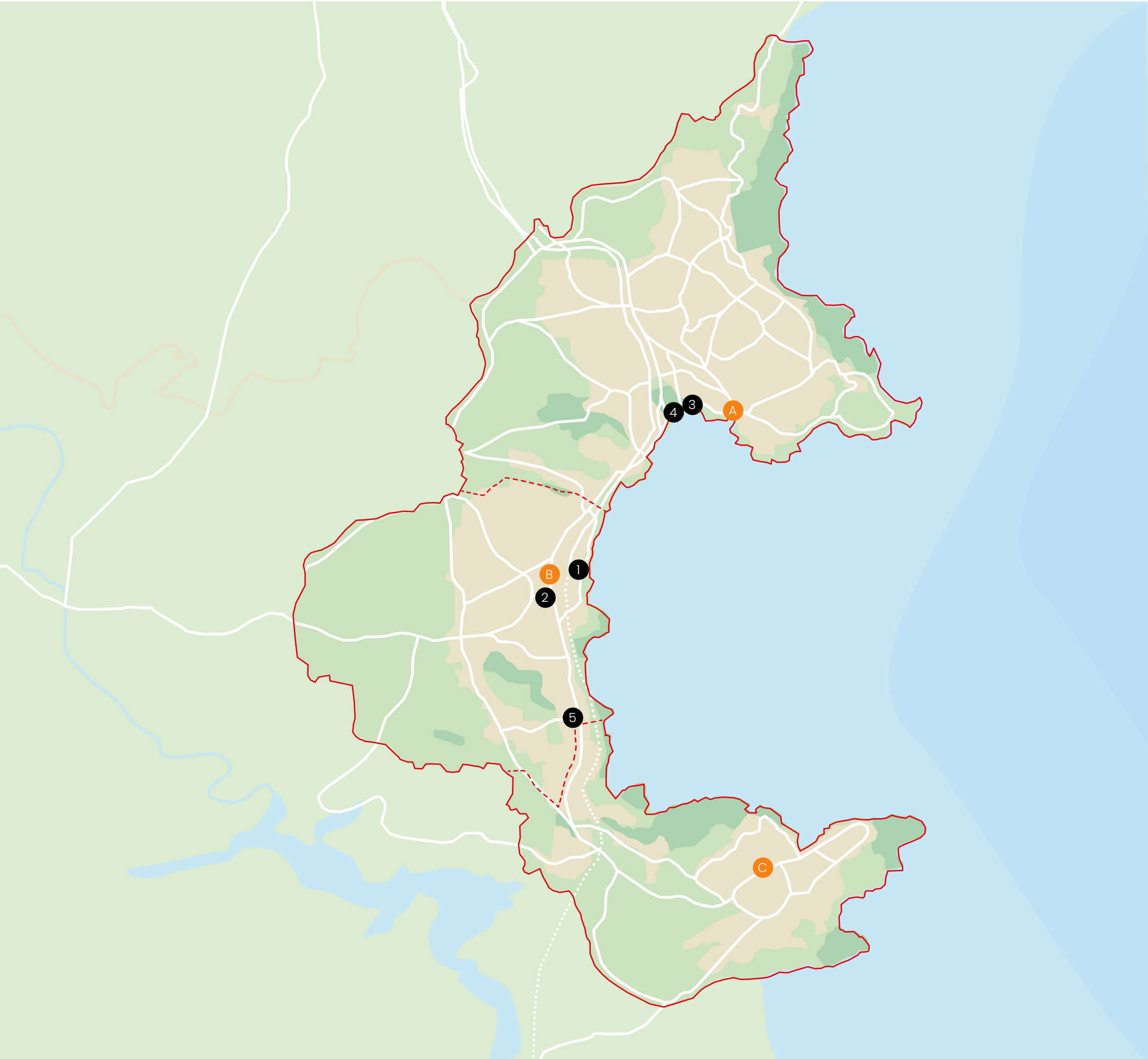
# TORBAY

## Active Travel Fund Phase 1

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

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

- 1 Marine Drive, Paignton  
Temporary widening of high footfall footpath in seafront location to aid social distancing
- 2 Station Square, Paignton  
Closure of the traffic lane to provide extended footpath in town centre location to aid social distancing
- 3 Torre Abbey Seafront and Meadows  
Conversion of existing wide footpaths to shared footpath/cycleways to link into existing cycle provision
- 4 Torbay Road, Torquay  
Temporary widening of high footfall footpath in seafront location to aid social distancing
- 5 Dartmouth Road, Paignton  
Temporary arrangement to provide shared footpath/cycleway to link to existing cycle provision.





# TORBAY

## Connections

### Summary

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

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

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

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

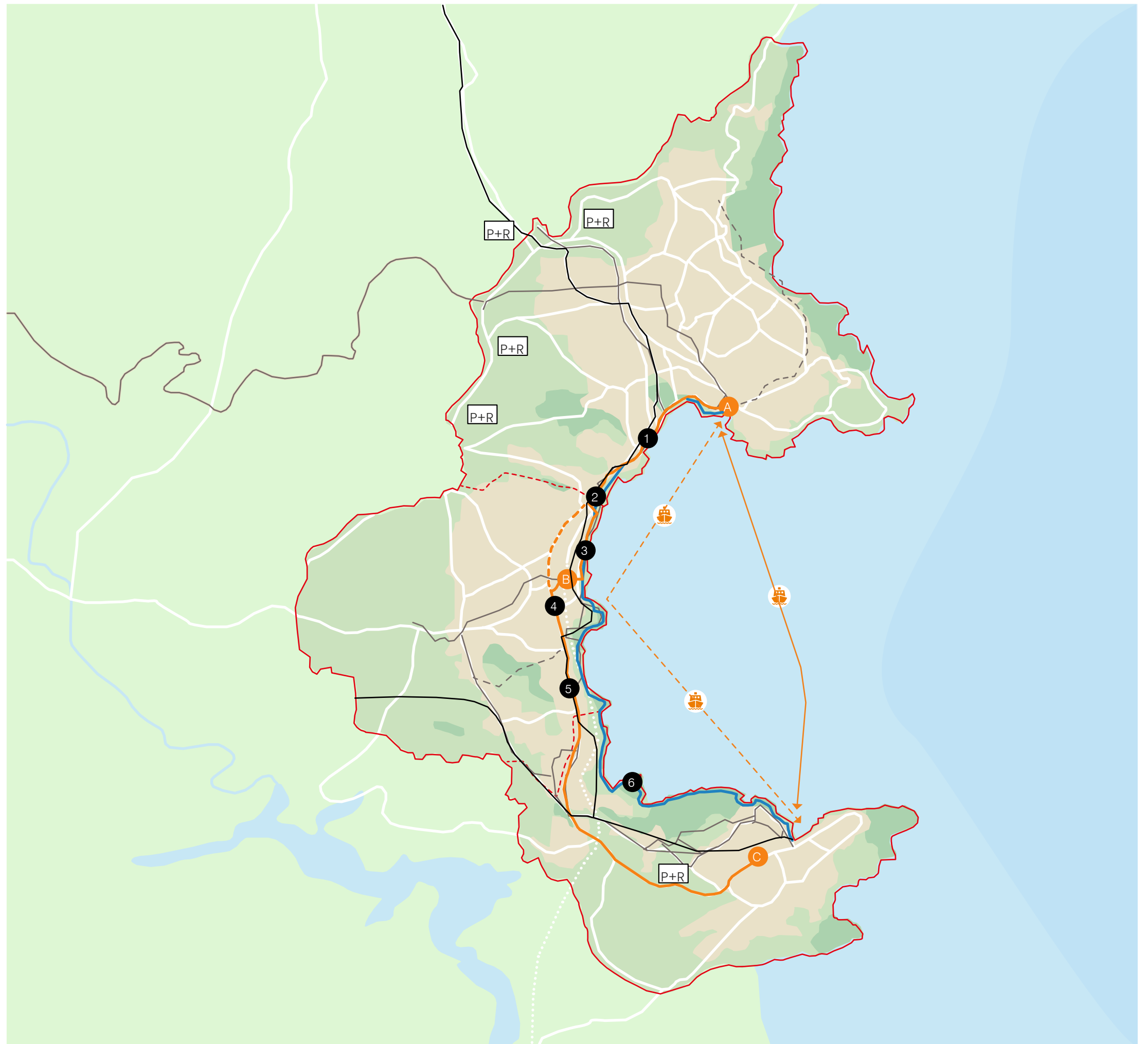
**3** At Paignton you can either dive through the town along Hyde Road or via Esplanade Road along the coast. There is more choice and routes for walkers and cyclists away from these main vehicular routes.

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

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

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

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





# TORBAY

## Connections Summary

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

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

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

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

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

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

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





# THE THREE TOWNS

## Torquay | Paignton | Brixham



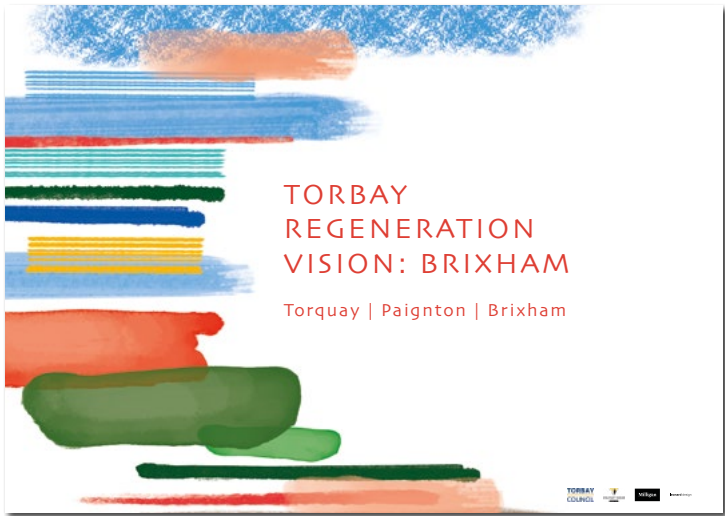
# TORBAY

## The Three Towns

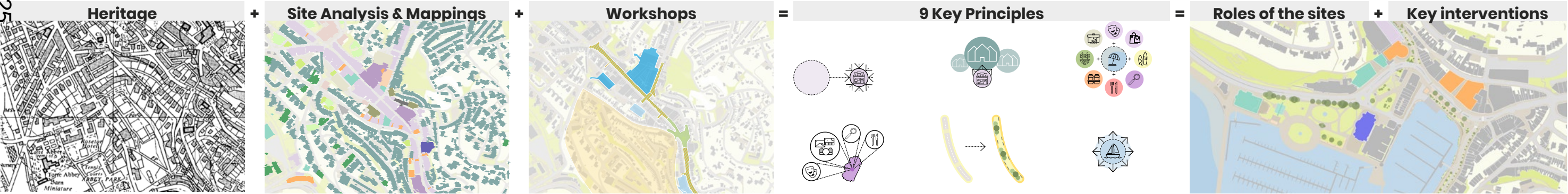
Alongside this summary report are three 'Regeneration Vision' documents that detail the vision for the three towns.

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

This chapter looks at this process, outlined below:



Page 125





TORBAY  
Heritage

TORQUAY

Prehistoric and Roman Era

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

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

Medieval Period

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

18th and 19th Century: Growth and Prosperity

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

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

20th Century

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

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

Today

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

PAIGNTON

Origins

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

The Middle Ages

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

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

18th and 19th Century: Growth and Prosperity

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

20th Century to Present

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

Present

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

BRIXHAM

Prehistoric Beginnings (Paleolithic to Iron Age)

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

Roman and Saxon Influence

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

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

12th Century to 16th Century

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

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

18th to 19th Century

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

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

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

Tourism and Modern Identity

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

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



# TORBAY

## Heritage Mapping

TORQUAY

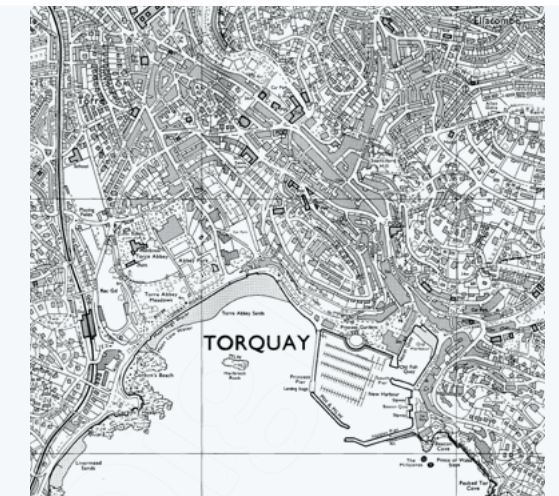
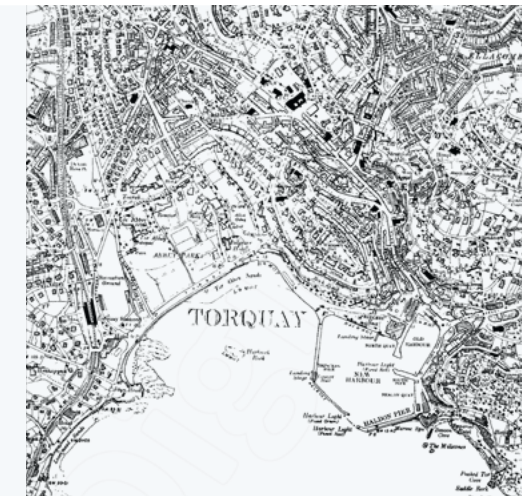
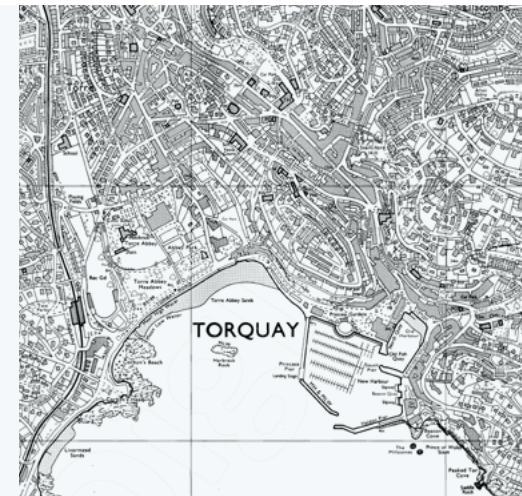
Torquay transformed from a small seaside village into a popular resort over two centuries. It rose to prominence between 1860 and 1900 as a top Victorian destination with grand villas, hotels, and improved infrastructure. Growth continued in the early 20th century, despite the World Wars. After WWII,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

1860

1900

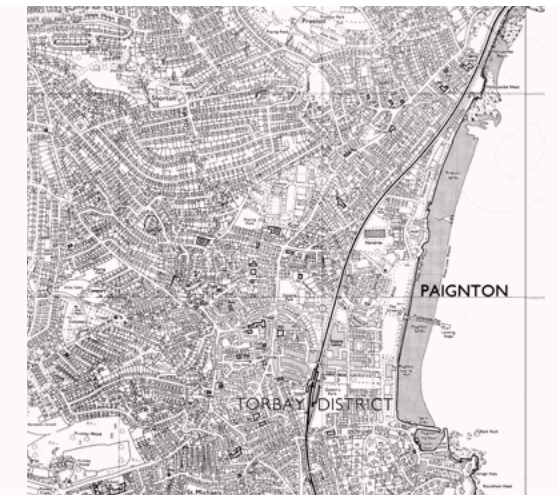
1930

1990



PAIGNTON

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



BRIXHAM

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





# TORBAY Heritage

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

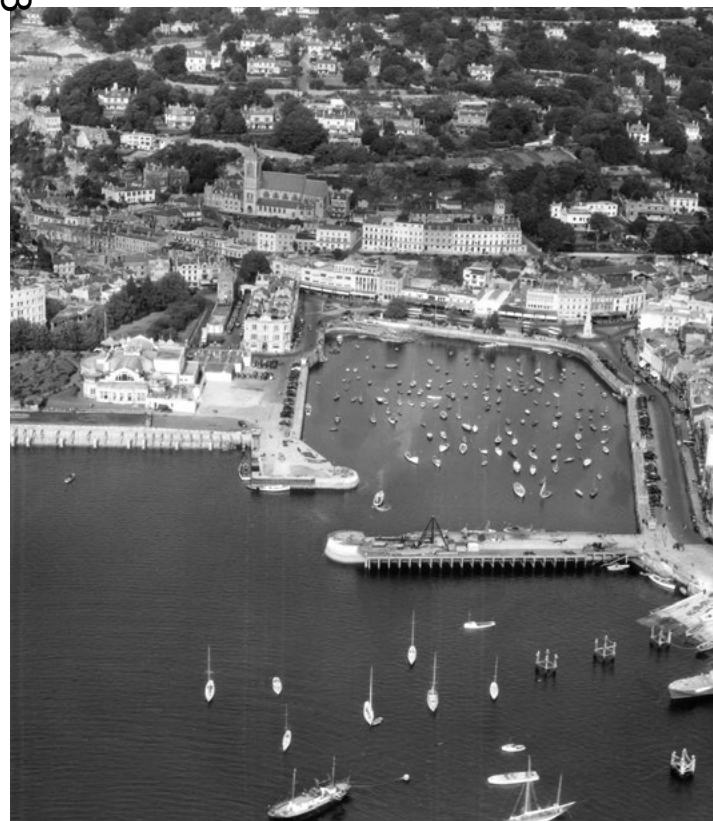
Heritage + Site Analysis & Mappings + Workshops = 9 Key Principles



Brixham in 1928



Paignton in 1947



Torquay in 1947



Torquay in 1928



Paignton in 1928



# TORQUAY

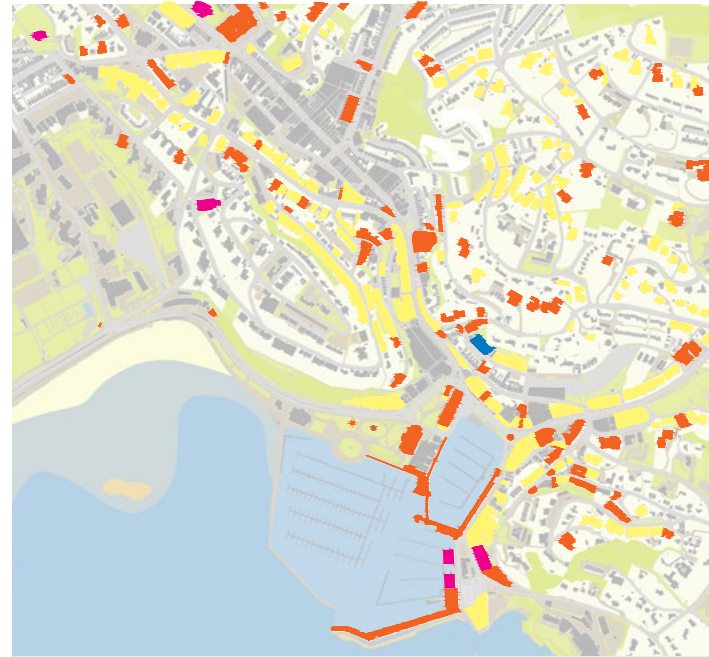
## Mapping Summary

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



Page 129

Zones



Listed Buildings



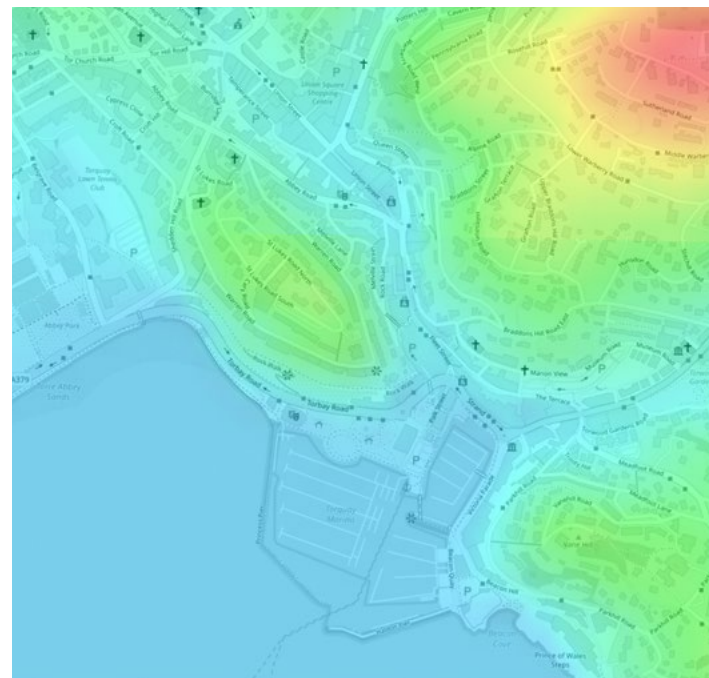
Uses



Movement



Flood Zones



Topography



Green Space



Parking



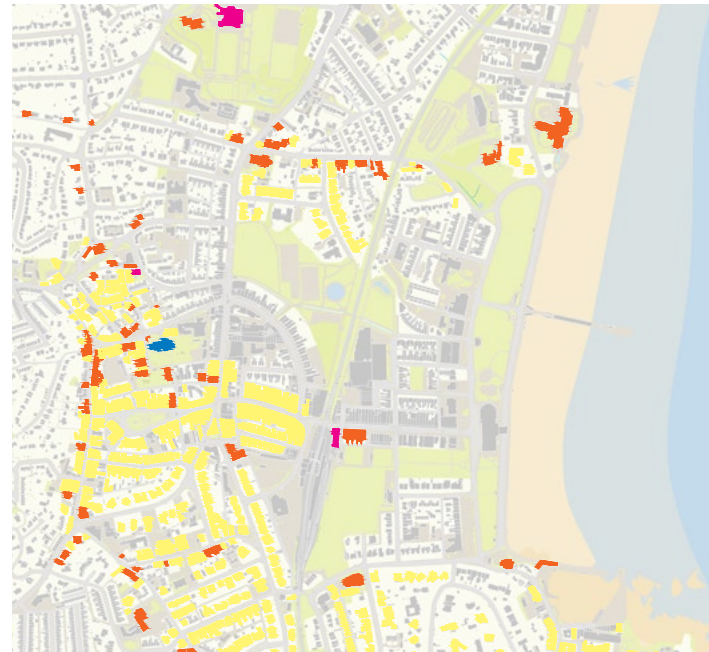
# PAIGNTON

## Mapping Summary

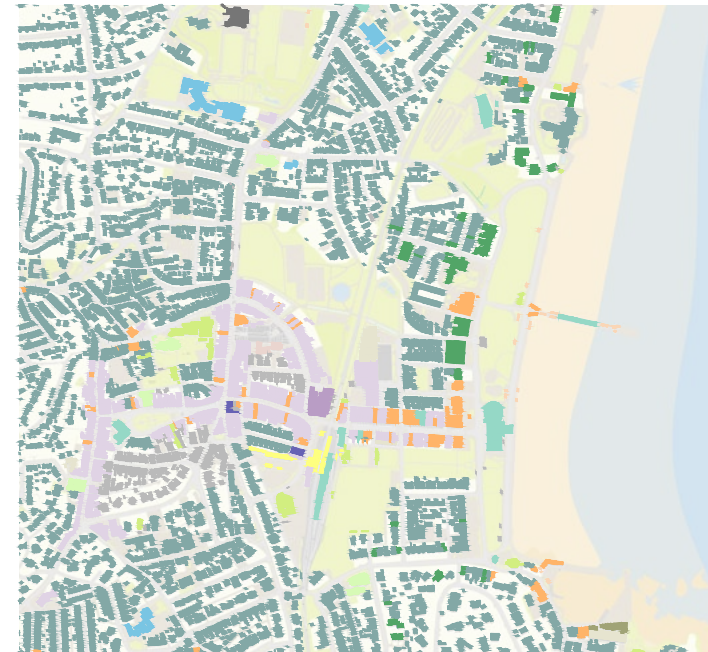
The mapping exercise included a number of different analysis, including:



Zones



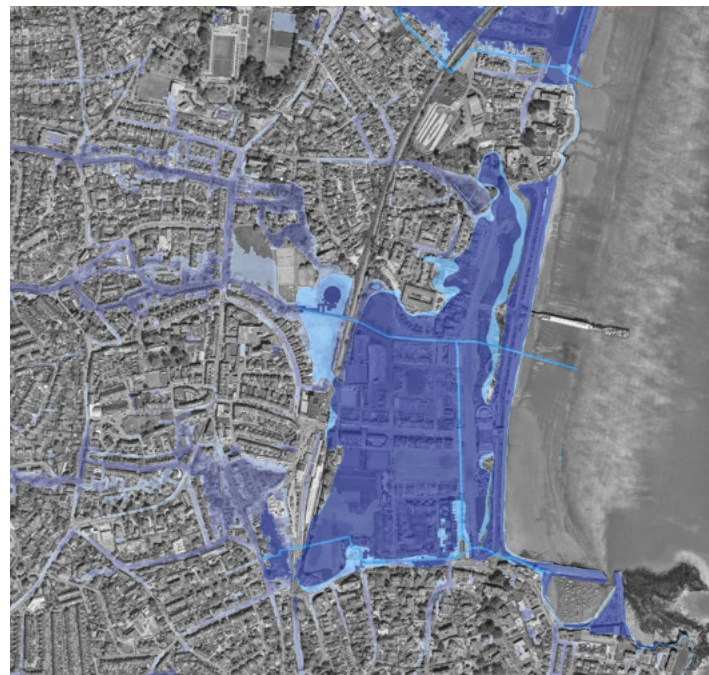
Listed Buildings



Uses



Vehicle Movement



Flood Zones



Topography



Green Space



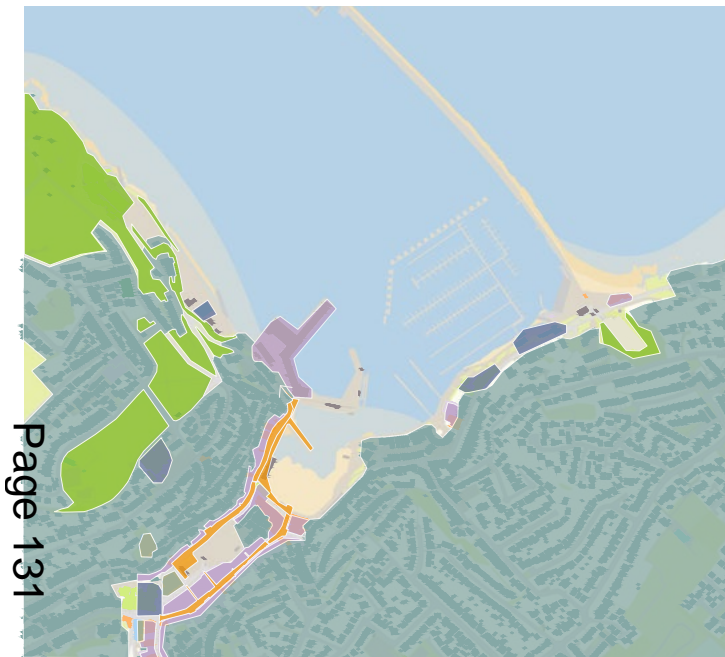
Pedestrian Movement



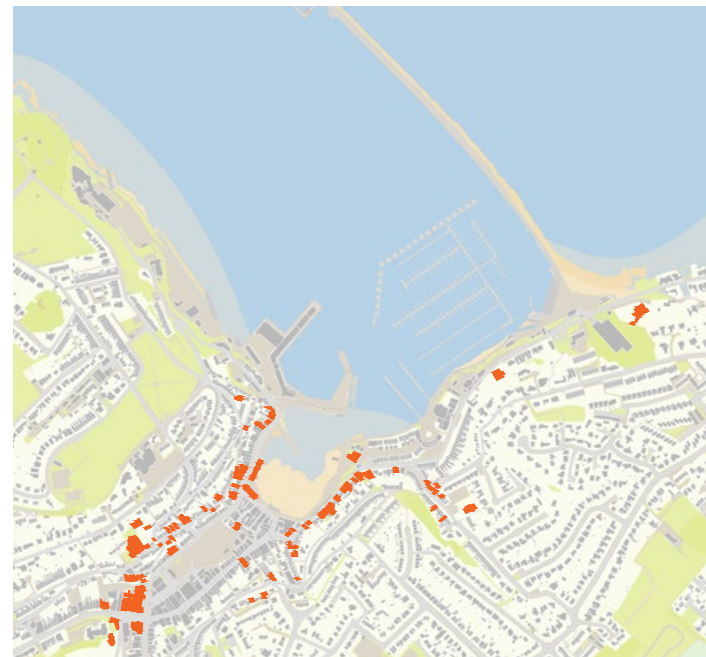
# BRIXHAM

## Mapping Summary

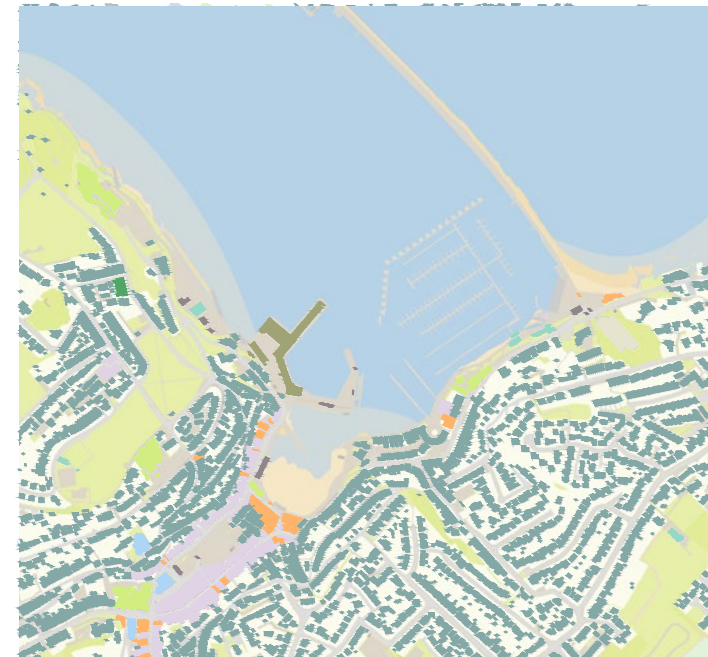
The mapping exercise included a number of different analysis, including:



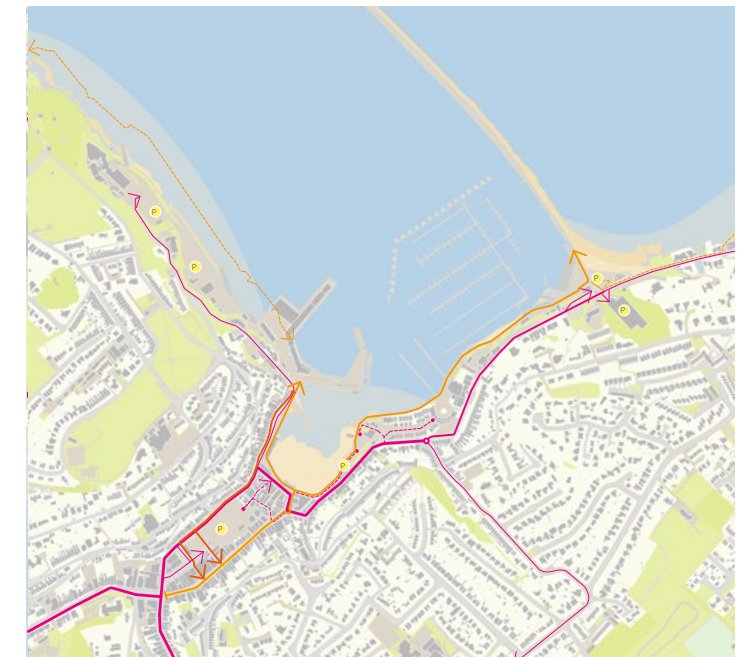
Zones



Listed Buildings



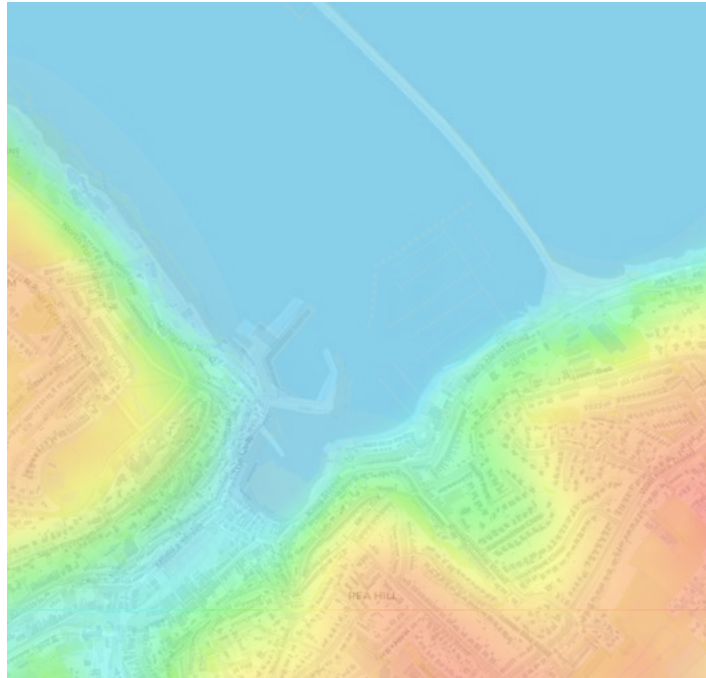
Uses



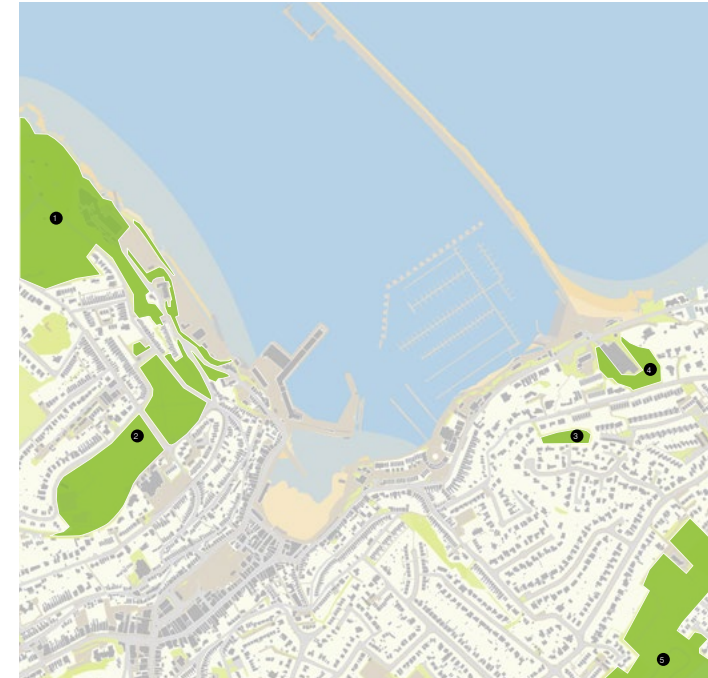
Movement



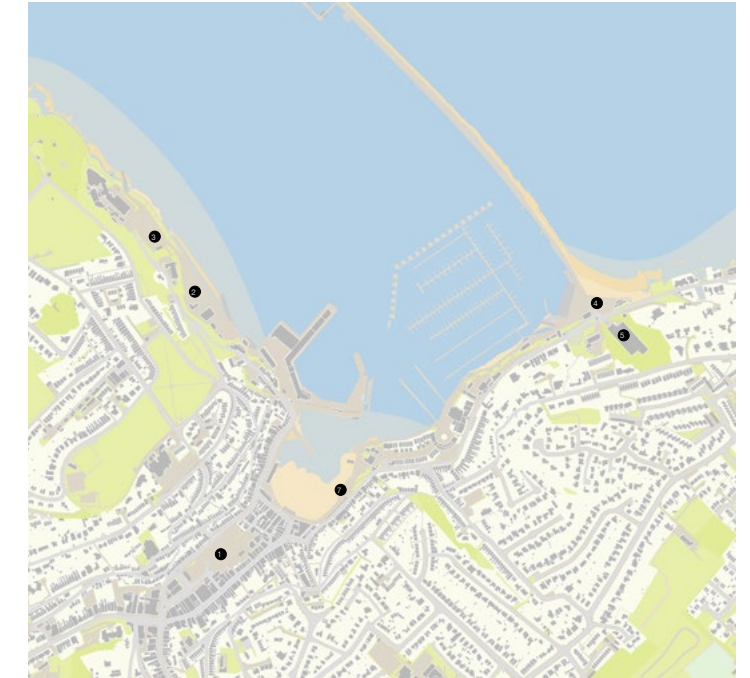
Flood Zones



Topography



Green Space



Car Parks



# TORBAY Opportunities

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

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



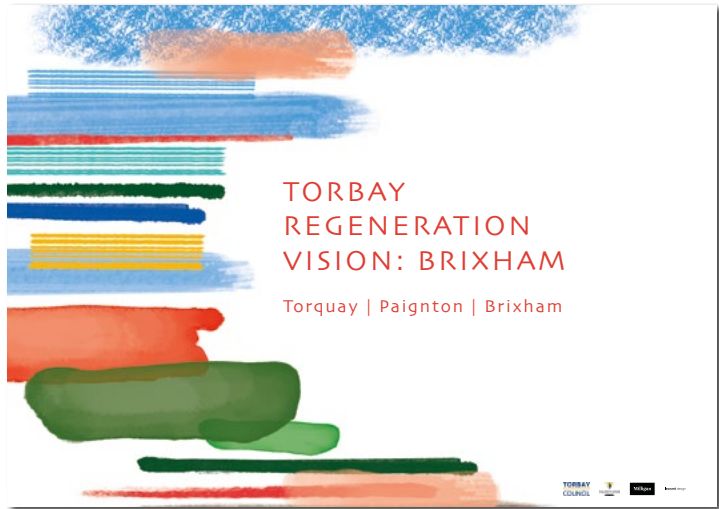
### Opportunities

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



### Opportunities

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



### Opportunities

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

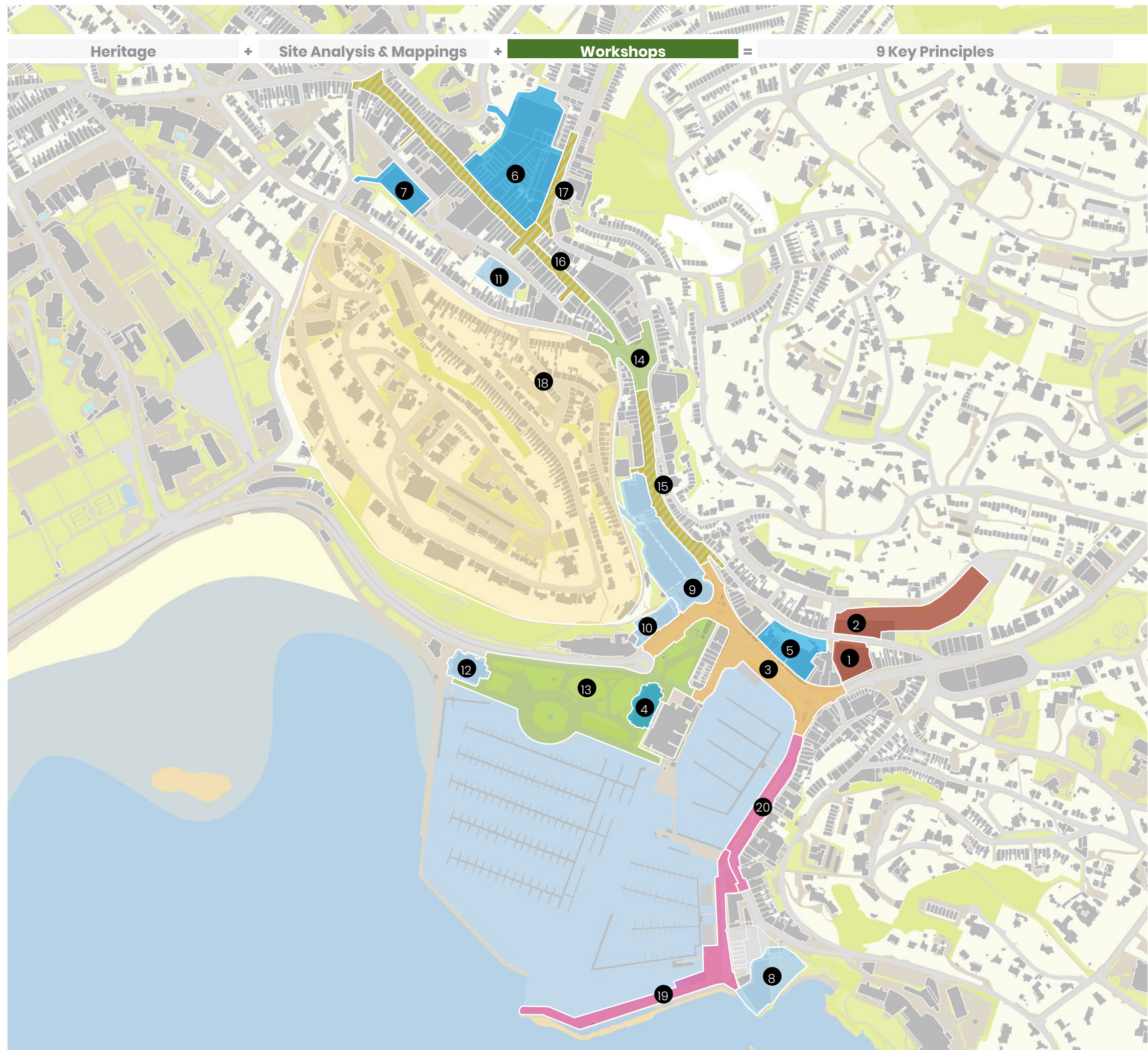


# TORQUAY

## Key Focus Areas

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

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



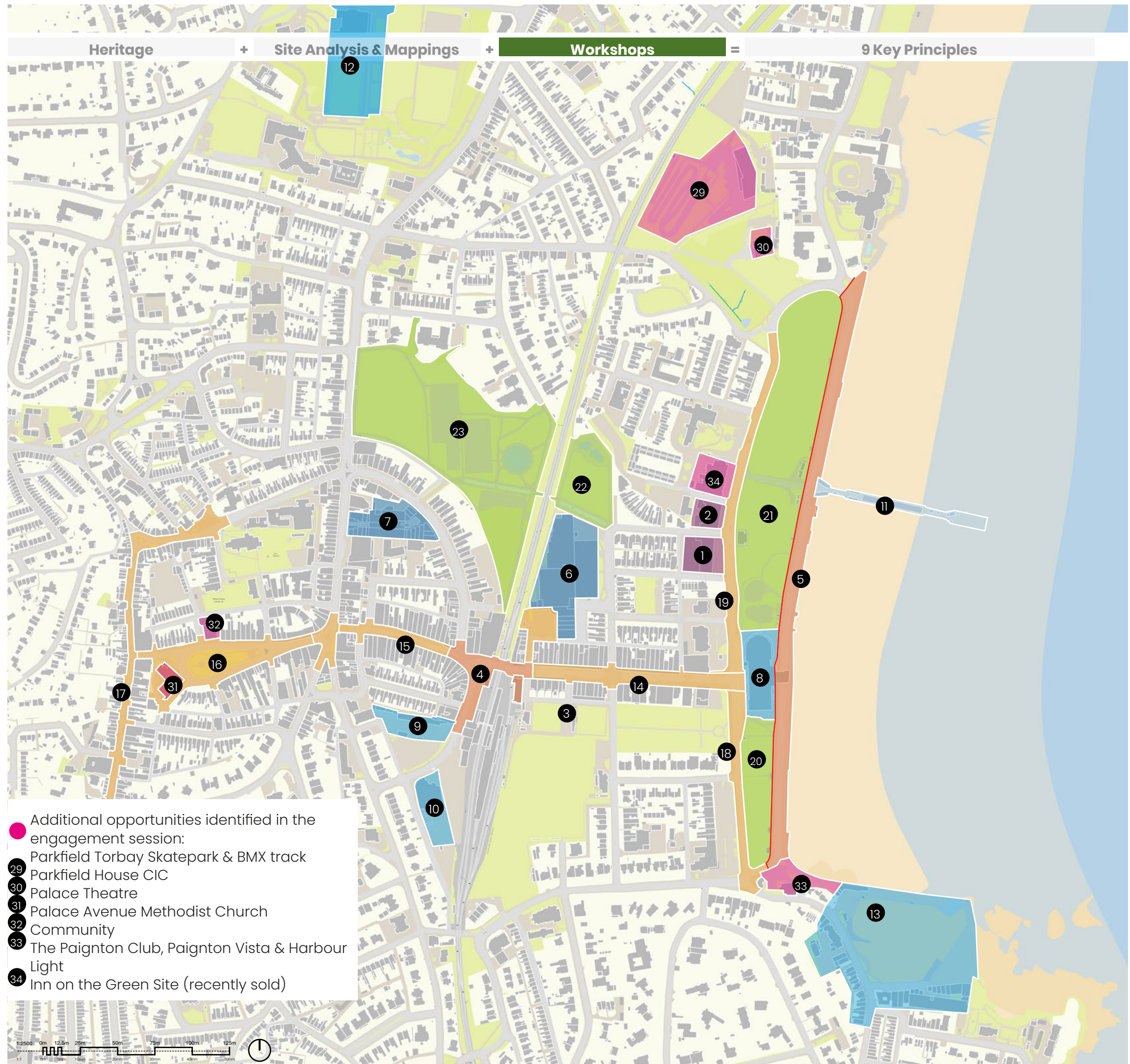


# PAIGNTON

## Key Focus Areas

The same exercise was compiled for Paignton.

- Delivered Sites
  - 1 Mercure Hotel
  - 2 Ibis Styles Hotel
- Sites In Progress
  - 3 Paignton Picture House
  - 4 Station Square Public Realm
  - 5 Flood Defences
- Proposed Sites
  - 6 Victoria Centre
  - 7 Crossways
- Opportunity Sites
  - 8 Cinema
  - 9 Bus Station
  - 10 Library and Car Park
  - 11 Pier
  - 12 Oldway Mansion
  - 13 Harbour Area
- Streetscape Opportunities
  - 14 Torbay Road Public Realm
  - 15 Victoria Street Public Realm
  - 16 Palace Avenue Public Realm
  - 17 Winner Street Public Realm
  - 18-19 Esplanade Road Public Realm
- Green Space Opportunities
  - 20 Paignton South
  - 21 Paignton Green & Geopark
  - 22-23 Victoria Park
- Other Opportunities
  - 24 Goodrington Car Parks
  - 25 Paignton Zoo
- Torbay Business Park:
  - 26 EPIC
  - 27 The Electronics and Photonics Production Park
  - 28 South Devon College

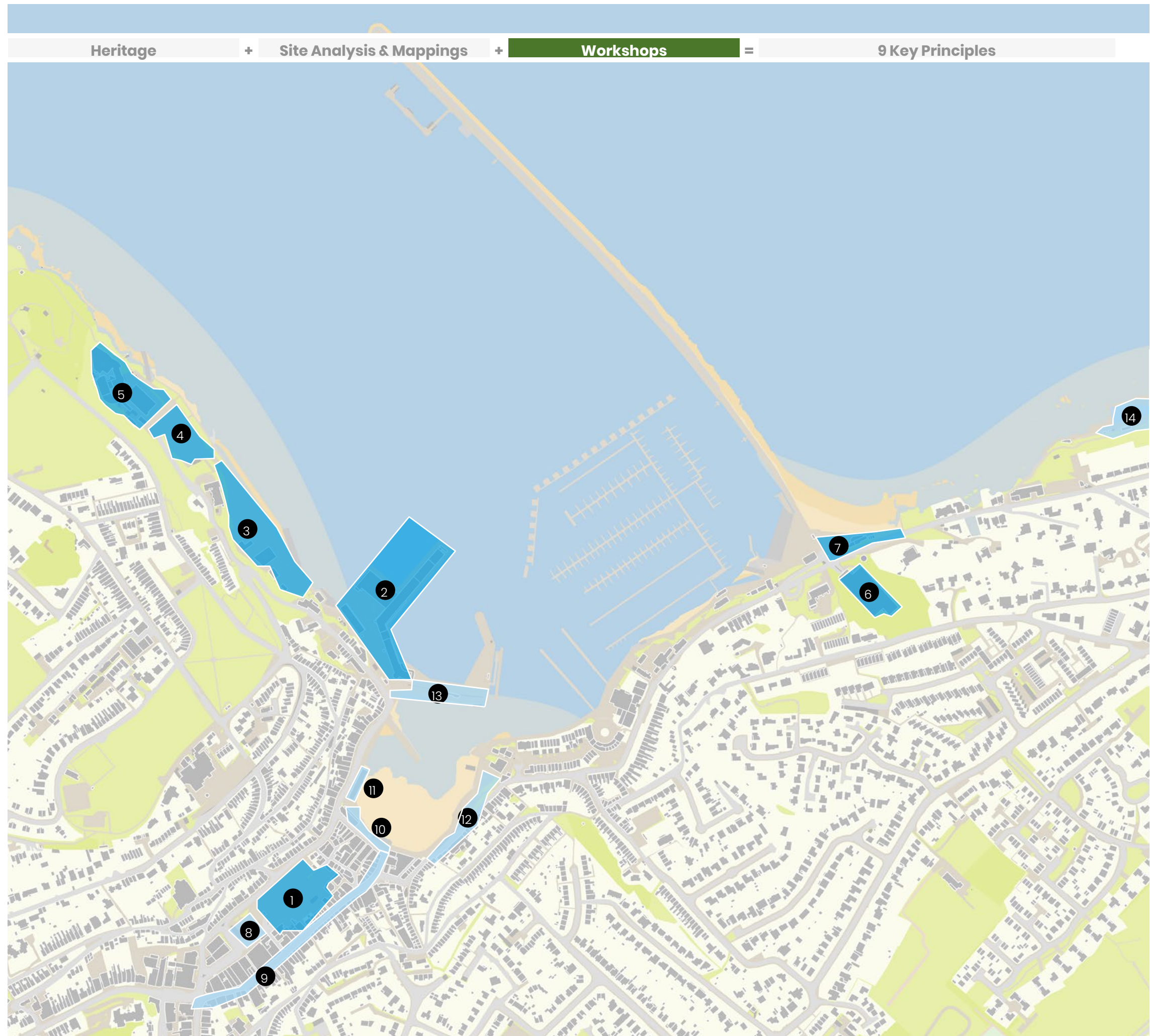




# BRIXHAM

## Key Focus Areas

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



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

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



TORBAY  
Timeline

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

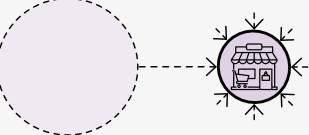
Delivered sites > Sites in-progress > Proposed sites > Opportunity sites > Public realm opportunities > Other opportunities						
TORQUAY Page 136	The Hilton Premier Inn Torquay Harbour	Harbour Public Realm	The Pavilion Debenhams Union Square Lower Union Lane	Living Coast Fleet Walk The Arcades BT Building Princess Theatre	Princess Gardens GPO Roundabout Public Realm Fleet Street Public Realm Union Street Market Street	Beacon Quay Victoria Parade Making Melville Marvellous
	Mercure Hotel Ibis Styles Hotel	Paignton Picture House Station Square Public Realm Flood Defences	Victoria Centre Crossways	Cinema Bus Station Pier Oldway Mansion Harbour Area	Torbay Road Public Realm Victoria Street Public Realm Palace Avenue Public Realm Winner Street Public Realm Esplanade Road Public Realm Paignton South Paignton Green & Geopark Victoria Park	Goodrington Car Parks Paignton Zoo Torbay Business Park: EPIC, The Electronics and Photonics Production Park, South Devon College
BRIXHAM			Car Park Fish Market Oxen Cove Car Park South Oxen Cove Car Park North Brixham Laboratory Brixham Marina Car Park Breakwater Beach Car Park	Town Square Fore Street Inner Harbour Market South Quay Car Park Bridge & Quay Shoalstone Seawater Pool		




TORBAY  
Key Principles  
Summary

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


TORQUAY




Encourage mixed-use, residential neighbourhoods to the north of the GPO roundabout.



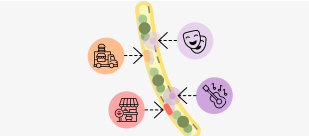
Reduce the size of, and strengthen the Retail Core.



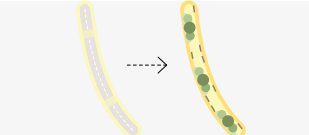
Change the perception of Torquay from a 'Seaside destination' to 'Vibrant Coastal Town'.




Restore the Pavilion into a cultural destination.



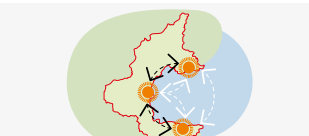
Encourage more street activations: A market, street food, entertainment and events.



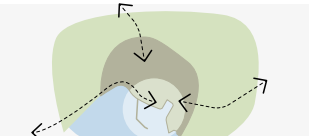
Improve the public realm of Fleet Street.



Focus on the Harbour area and work outwards.



Better connect across Torbay.



Improve the arrival experience into Torquay.

PAIGNTON



Reduce the size of the Retail Core to support Torbay Road as the primary retail and leisure boulevard.



Opportunity to reconnect the centre of town with the seafront along Torbay Road.



Improve signage and wayfinding to Paignton's car parks.



Provide space for events and festivals to enliven the town, and extend the visitor season.



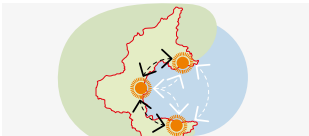
Increase the perception of safety in the town, particularly around Victoria Park, Victoria Street, Palace Avenue and Gerston Road.



Extend an support the Harbour Market to create a destinational experience.



Protect and support key assets such as Paignton Zoo, Oldway Mansion and the Pier.

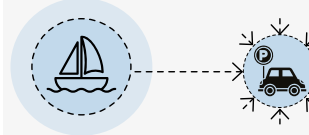


Better connect across Torbay.




Provide space and activities for younger residents, such as theatres, watersports and an improved cinema offer.


BRIXHAM



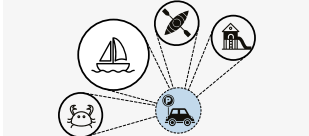
Enhance connectivity between the harbour and central car park by strengthening the pedestrian link to improve access and flow.




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




Activate public spaces along the harbour to create a welcoming environment for locals and visitors.



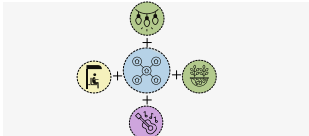
Transform South Quay car park into a visitor attraction, incorporating murals, green walls, and a signature 'Brixham backdrop'.



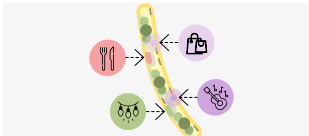
Create family-friendly zones for family-oriented activities, on the waterfront.



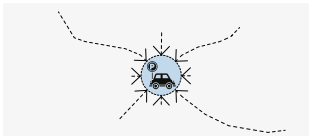
Complete the harbour loop with a bridge connecting South Quay to New Pier and the Fish Market, creating a seamless walking route.



Upgrade the Town Square and bus shelter area to provide a more inviting first impression.



Revitalize the western end of Fore Street by enhancing its visual appeal and accessibility.



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



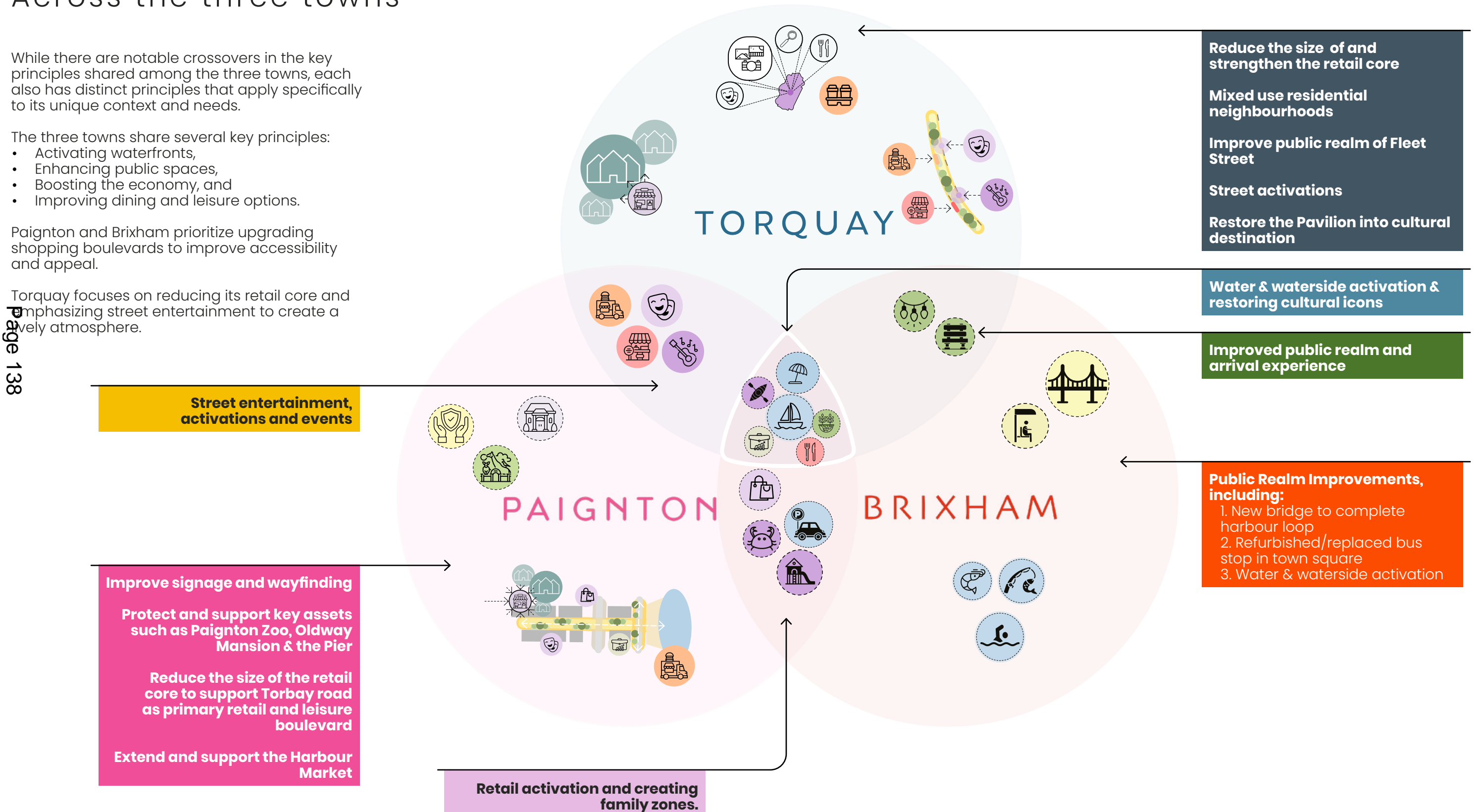
While there are notable crossovers in the key principles shared among the three towns, each also has distinct principles that apply specifically to its unique context and needs.

The three towns share several key principles:

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

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

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





# TORBAY

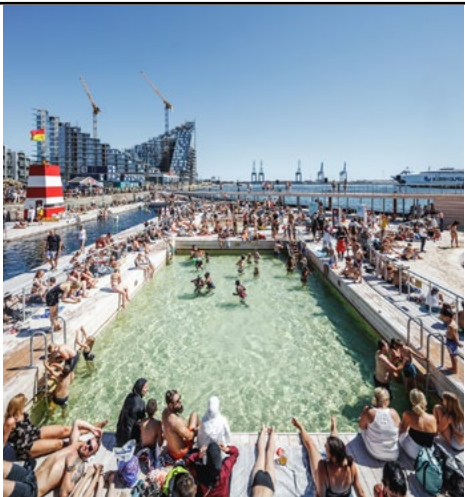
## Common Key Principles

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

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

Page 139

Water & waterside activation & restoring cultural icons





# TORBAY

## Common Key Principles

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

### Street entertainment, activations and events



### Retail activation and creating family zones.



### Improved public realm and arrival experience





# TORBAY

## Key Principles

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

### TORQUAY

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



### PAIGNTON

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



### BRIXHAM

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





# TORBAY Conclusion

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

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

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

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

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





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**Meeting: Overview and Scrutiny**

**Date:** 4<sup>th</sup> December 2025

**Wards affected: All**

**Report Title:** Operation Brighter Bay and Town Centres

**When does the decision need to be implemented?** None

**Cabinet Member Contact Details:** Councillors Hayley Tranter & Adam Billings, Cabinet Member for Place Development

**Director/Divisional Director Contact Details:** Anna Coles [anna.coles@torbay.gov.uk](mailto:anna.coles@torbay.gov.uk) & Alan Denby [alan.denby@torbay.gov.uk](mailto:alan.denby@torbay.gov.uk)

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## 1. Purpose of Report

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- 1.1 This report provides an update on Operation Brighter Bay and Operation Town Centre, two key initiatives aimed at improving the street scene and public realm across Torbay. The purpose is to inform the Overview and Scrutiny Board of progress, outline links to the Corporate Plan, and invite comments and advice to Cabinet.

## 2. Reason for the Proposal and its benefits

---

- 2.1 There are no specific proposals in the report.

## 3. Recommendation(s) / Proposed Decision

---

- 3.1 That Overview and Scrutiny notes progress against these two areas.



## Supporting Information

### 1. Background

---

- 1.1 Operation Brighter Bay and Operation Town Centre are central to delivering the Council's Community & People and Pride in Place themes within the Corporate Plan. These themes focus on creating safer, clean, attractive, and welcoming environments for residents and visitors in particular in our town centres which in turn supports economic growth and regeneration.
- 1.2 Operation Brighter Bay is principally delivered by SWISCo and concentrates on street scene improvements across the Bay. This includes targeted activities such as weed ripping, grass cutting, and final mile enhancements to ensure that gateways and approaches to key destinations present a positive image. The operation aims to raise standards of cleanliness and maintenance, contributing to civic pride and improving perceptions of Torbay as a vibrant and well-cared-for area.
- 1.3 Operation Town Centre complements this work by focusing on reassurance and engagement within town centres. It addresses concerns raised by residents and businesses regarding the quality and safety of public spaces. Activities include enhanced street cleaning, rapid response to environmental issues, and visible presence to provide reassurance. This operation seeks to foster confidence among businesses and visitors, supporting economic vitality and community wellbeing.
- 1.4 Both operations are aligned with the Corporate Plan themes and underpin the Council's ambition to create thriving, attractive places. By improving the street scene and responding to local concerns, these initiatives contribute to wider objectives such as economic regeneration, health and wellbeing, and community pride. The combined approach ensures that improvements are not only physical but also perceptual, reinforcing Torbay's reputation as a desirable place to live, work, and visit.
- 1.5 Separate dashboards are provided to highlight the progress made under both Operation Brighter Bay and Operation Town Centre since their launch, business plan milestones for these areas have been achieved:

*Operation Brighter Bay is all about making Torbay cleaner, greener, and more attractive for residents and visitors alike. Operation Brighter Bay was launched with three clear goals:*

- 1. Improve the cleanliness and appearance of our streets, parks, and public spaces.*
- 2. Increase satisfaction among residents and visitors with the public realm.*
- 3. Support the local economy and tourism by creating vibrant, welcoming destinations.*

- To achieve this there has been a focus on key activities such as grass cutting, line marking, weed control, street cleansing, and highway maintenance.



- We've increased cutting frequency from three times a year to every two weeks on key routes and destination parks. New machinery with balloon flotation tyres means we can cut even in wet conditions. Through SWISCo we're also recycling grass cuttings as compost and balancing biodiversity with formal conservation areas. The highway grass verges have increased in cutting frequency on average to more than 8 times a year. Innovation with the installation of five robotic mowers at the entrance to Torbay to enhance the visitor welcome point.
- Enhanced planting at key sites like The Strand has transformed the look of Torbay, returned Seasonal Hanging Baskets and Floral planters not seen in Torbay's Public space for more than 10 years. We've celebrated success with the highest number of Green Flag awards for Torbay, further celebration at RHS Southwest in Bloom for all towns with a GOLD award. National RHS GOLD award for Torquay as one of the best in the UK, the first time in more than 30 years. Many sponsorship opportunities are being explored to sustain this success.
- We have invested in our water features at Princess Gardens and Cary Green with upgraded technology to save water, more regular cleaning regime installed feature lighting and returned the much desired coloured featured lighting back to Royal Terrace Gardens (Rock Walk).
- Brixham has seen a boost with extra staff and equipment, and harbour teams now have permanent crews. We've installed over 40 talking solar compacting bins, reducing litter and improving education. Plus, each town now has an EV wheelbarrow with chemical cleaning capability for a better cleansing offer.
- Despite early challenges, we've sprayed 900 out of 1,900 roads and invested in specialist equipment to improve reliability. Weed management is now backed by a clear plan and upgraded machinery. We have the highest number of Sweeper fleet cleansing our road network in the Southwest with 5 full time sweepers operating daily.
- Safety-critical markings have been prioritized and completed, allowing us to move to a proactive approach. Highway defect repairs now follow a 'right first time' principle, improving response times.
- Residents and councillors are actively using the SWISCo reporting system, and response times for issues like fly-tipping and graffiti have improved dramatically.
- This year we have seen the full benefit of the work with enforcement, improved target hardening, and unauthorized encampments taking less than an average three days

Linked to Operation Town Centre Brighter Bay has seen enhanced street cleaning and rapid response measures have been implemented in town centres, addressing issues raised by businesses and residents. Over 50 environmental concerns, including litter and graffiti, have been resolved promptly.

- 1.6 These achievements demonstrate tangible improvements in the public realm and align with the Brighter Bay theme of the Corporate Plan. Continued monitoring and stakeholder engagement will ensure that progress is sustained and further opportunities for enhancement are identified.



## 2. Options under consideration

---

2.1 There are no options under Consideration

## 3. Financial Opportunities and Implications

---

3.1 None from the report.

## 4. Legal Implications

---

4.1 No legal implications were identified.

## 5. Engagement and Consultation

---

5.1 Through the Cabinet member and on going with residents and community groups.

## 6. Purchasing or Hiring of Goods and/or Services

---

6.1 No implications

## 7. Tackling Climate Change

---

7.1 No Impact

## 8. Associated Risks

---

8.1

## 9. Equality Impacts - Identify the potential positive and negative impacts on specific groups

---

	Positive Impact	Negative Impact & Mitigating Actions	Neutral Impact
Older or younger people			
People with caring Responsibilities			
People with a disability			
Women or men			



People who are black or from a minority ethnic background (BME) (Please note Gypsies / Roma are within this community)			
Religion or belief (including lack of belief)			
People who are lesbian, gay or bisexual			
People who are transgendered			
People who are in a marriage or civil partnership			
Women who are pregnant / on maternity leave			
Socio-economic impacts (Including impact on child poverty issues and deprivation)			
Public Health impacts (How will your proposal impact on the general health of the population of Torbay)			

## 10. Cumulative Council Impact

---

10.1 Minimal

## 11. Cumulative Community Impacts

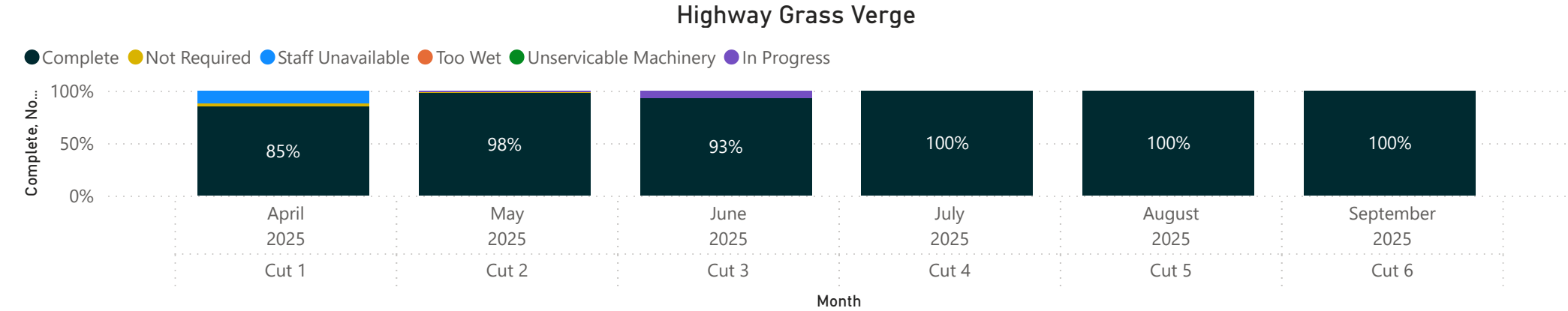
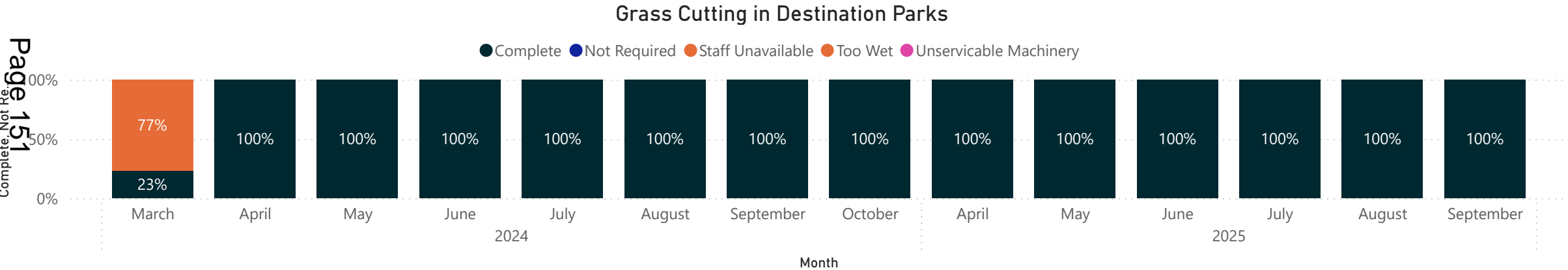
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11.1 As above



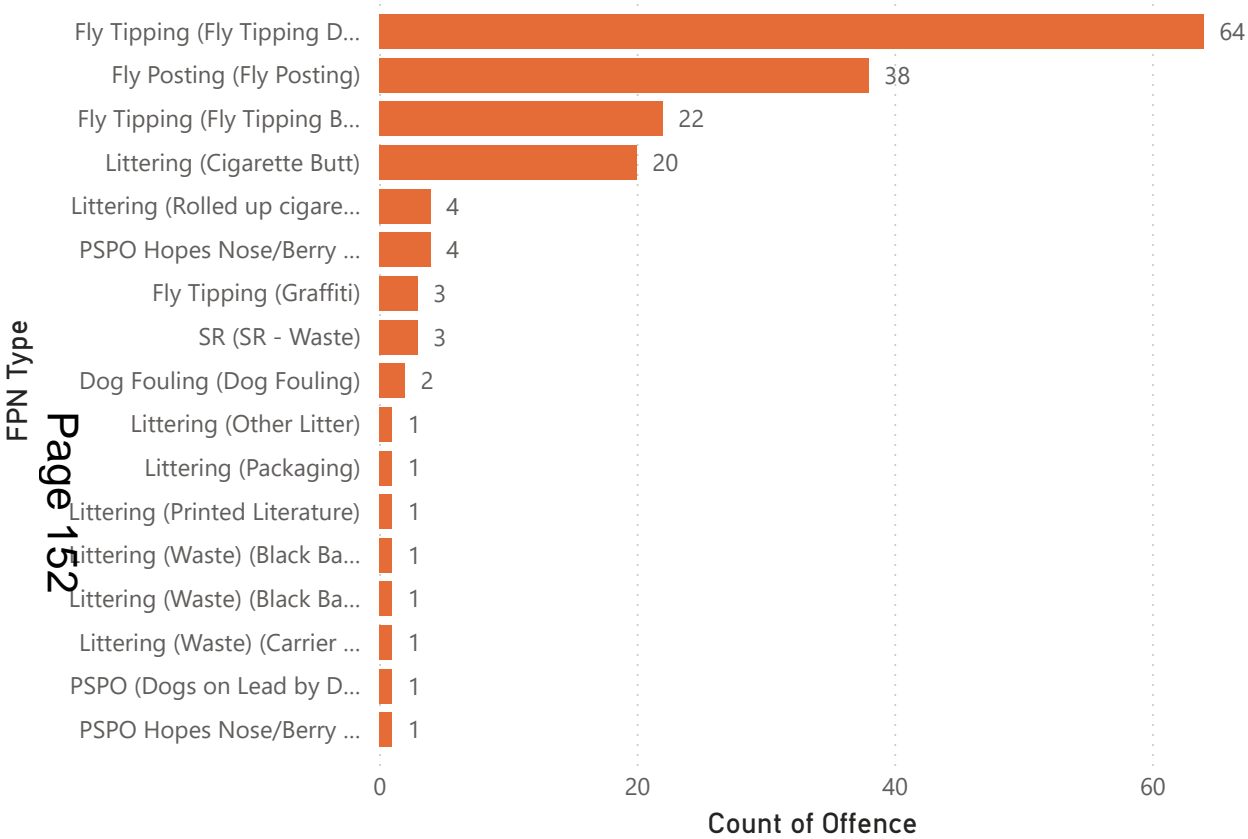
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FPN by Type



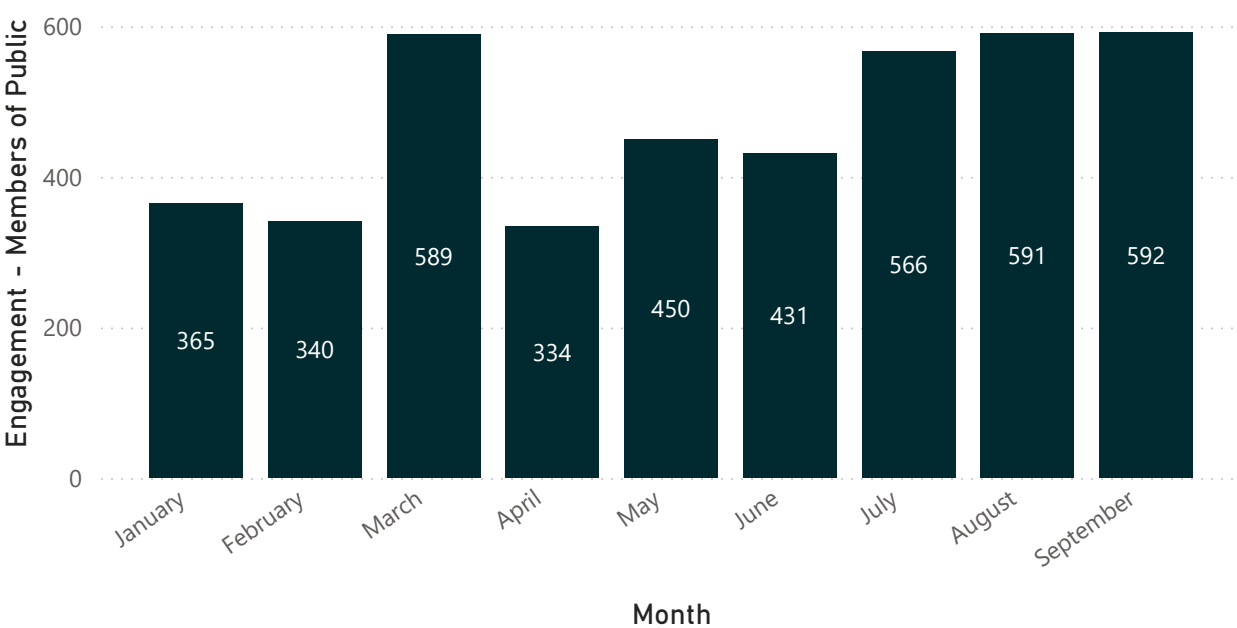
Positive Action - Camping & Tents 2025

Town	Tents Removed
Torquay	35
Paignton	22
Brixham	1
Total	58

Un-authorised Encampments 2025

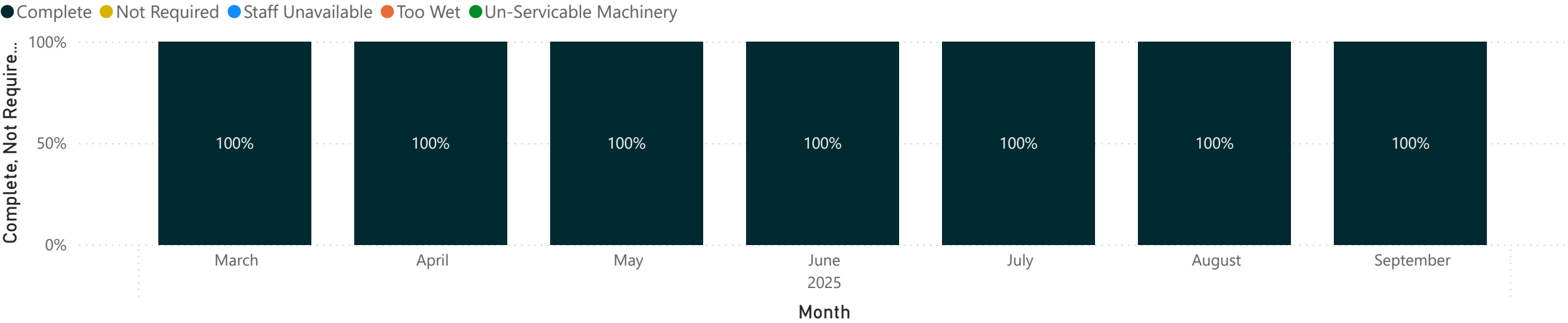
Town	Enacmpments Removed
Paignton	10
Torquay	7
Brixham	2
Total	19

Soft Engagement by Month



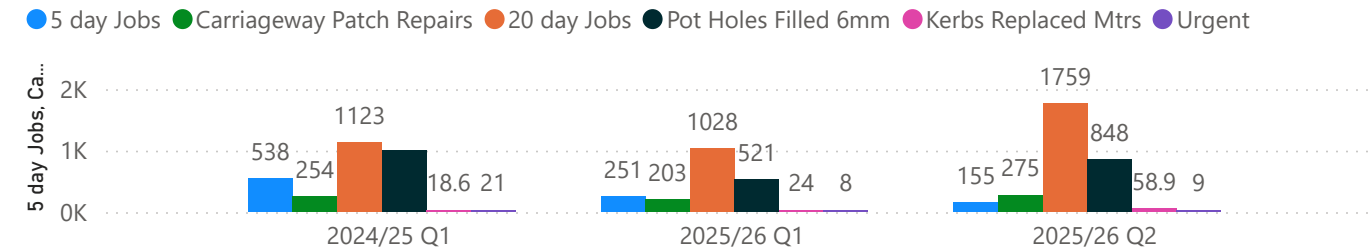


Weed Spraying Against Schedule



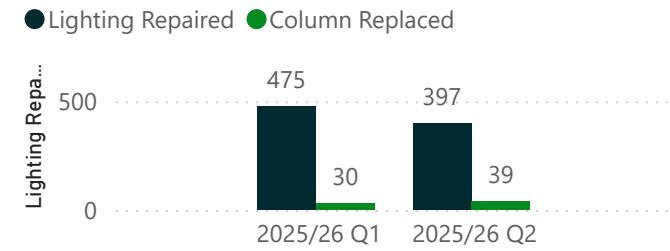


Highway Repairs 2025

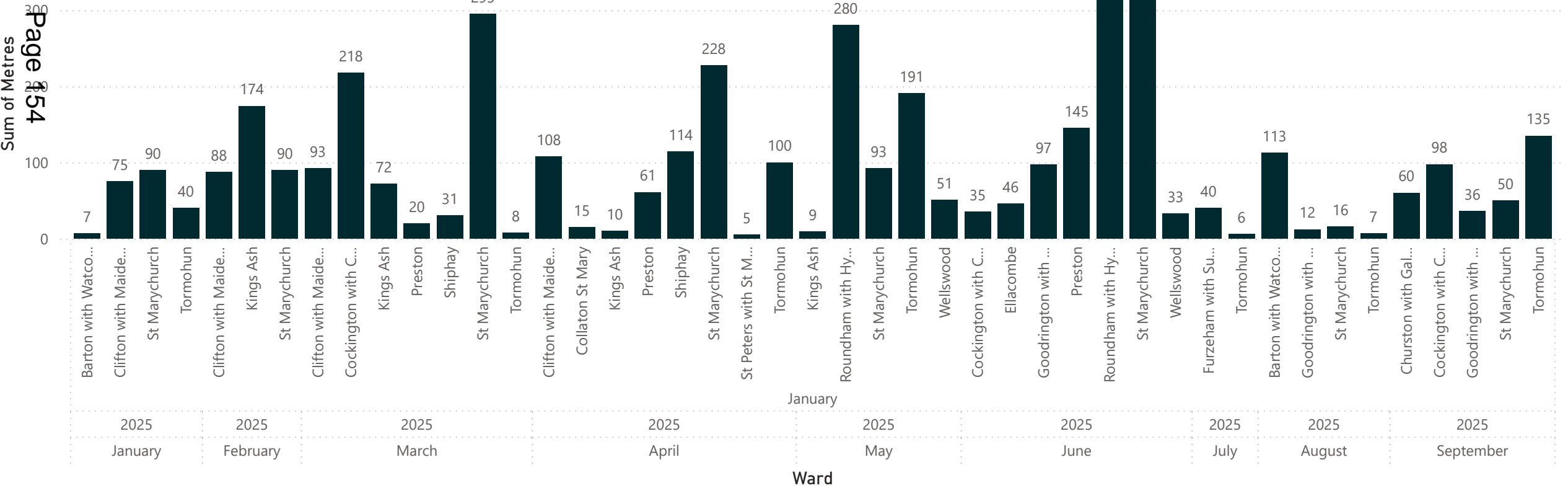


Highway Repairs - 2025

Highway Lighting Repairs 2025

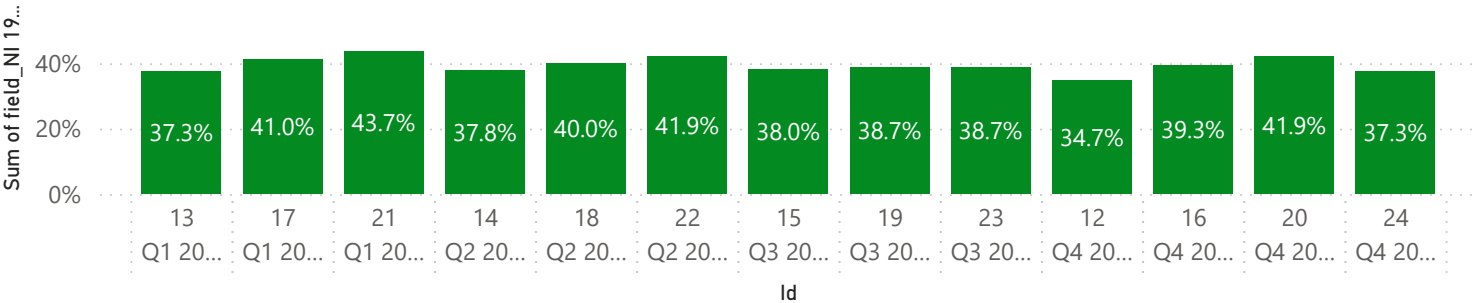


Line Markings - Meters by Ward

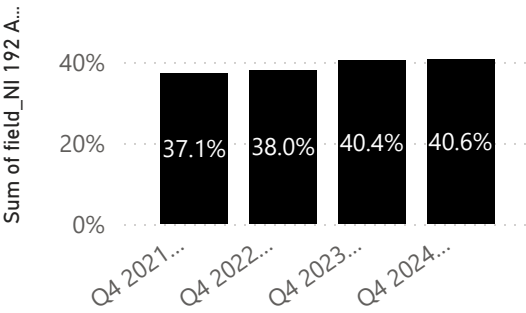




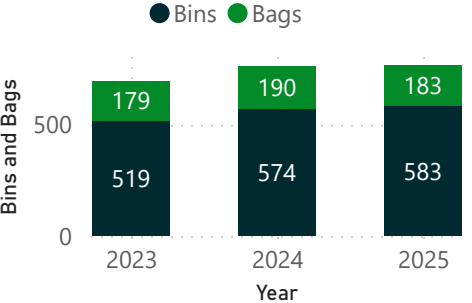
QuarterlyRecycling Rate



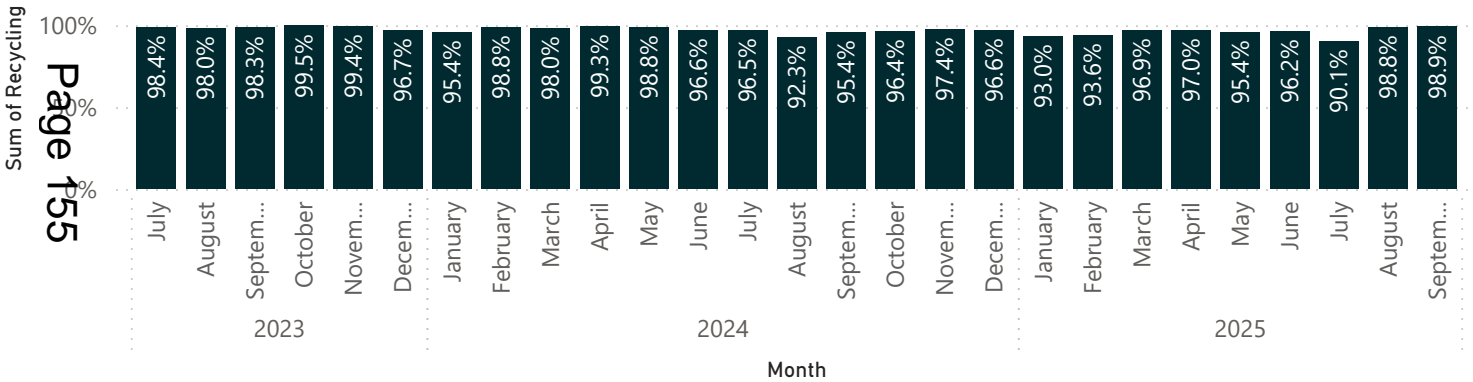
Quarter Comparson of Recycling Rate



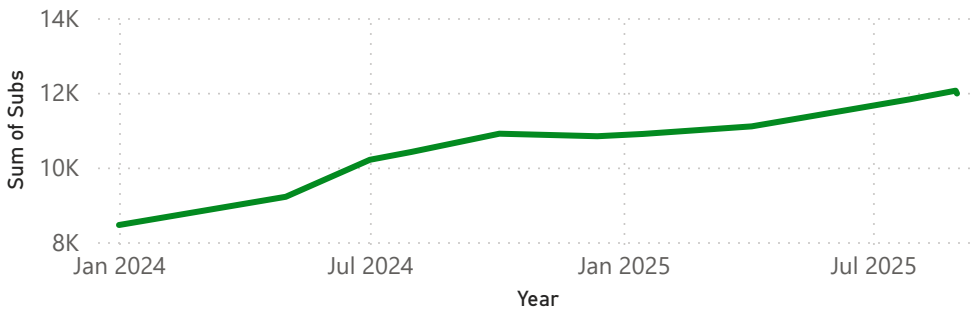
Commercial Contracts by Year



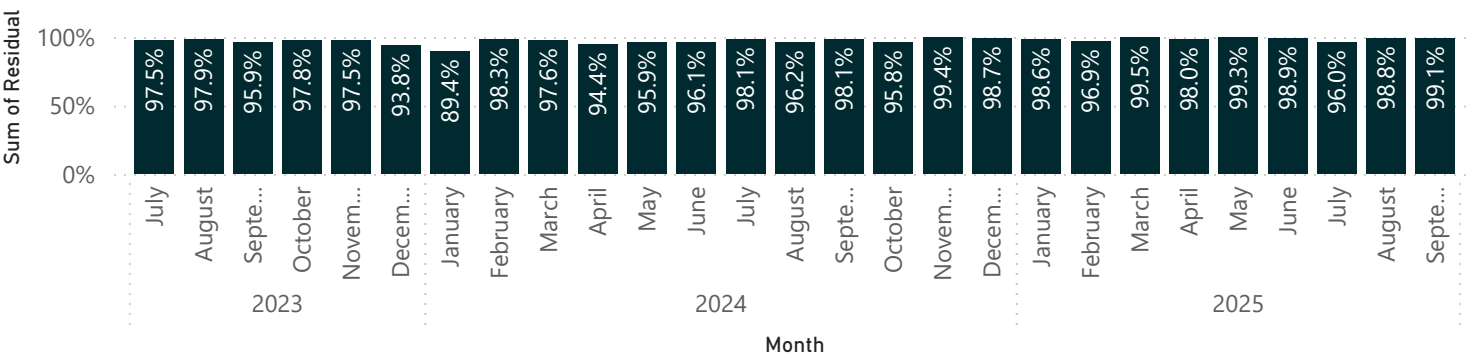
Recycling Collections - On Time Completion Rate (%)



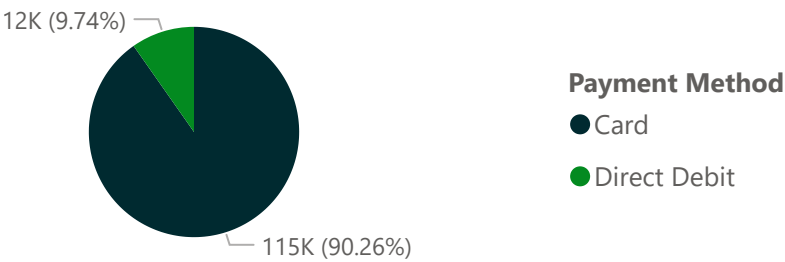
Garden Waste Subscriptions Rolling Total



Residual Collections - On Time Completion Rate (%)

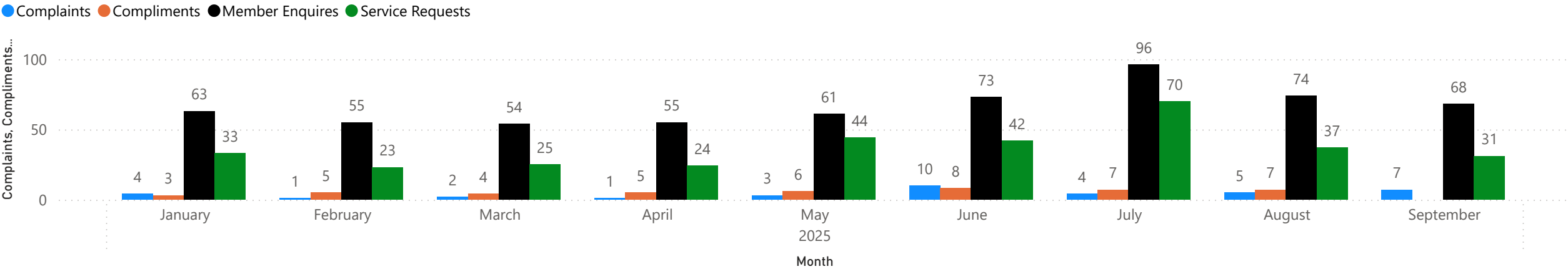


Sum of Total Bins by Payment Method

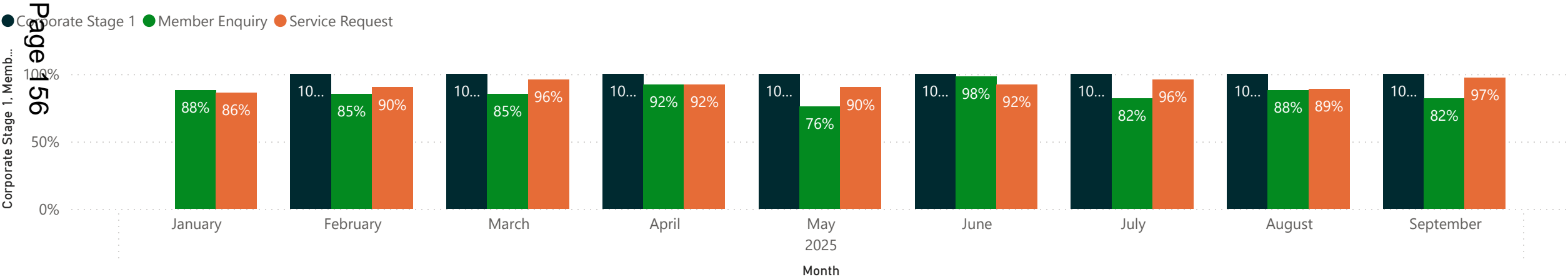




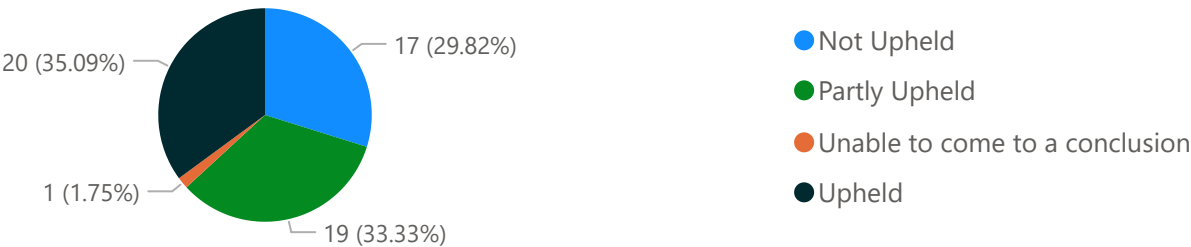
Monthly Cases Received



Monthly Cases Closed Within Target

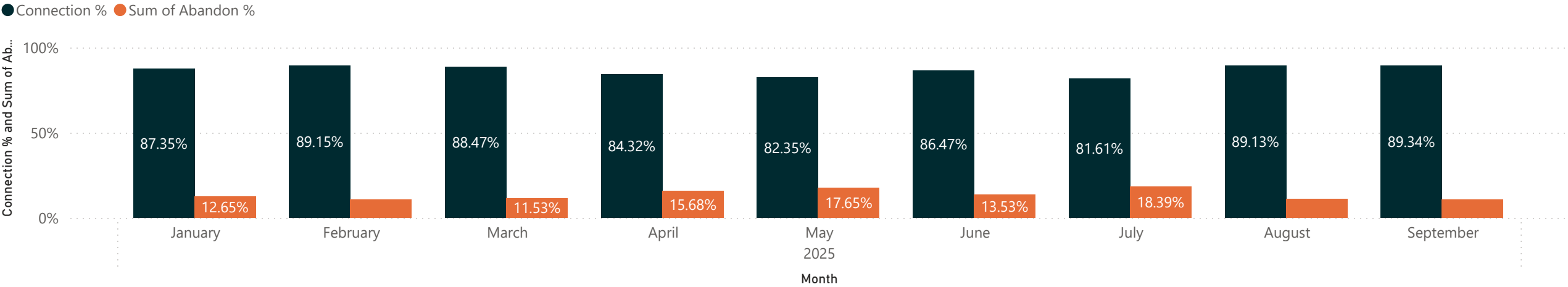


Complaint Outcomes

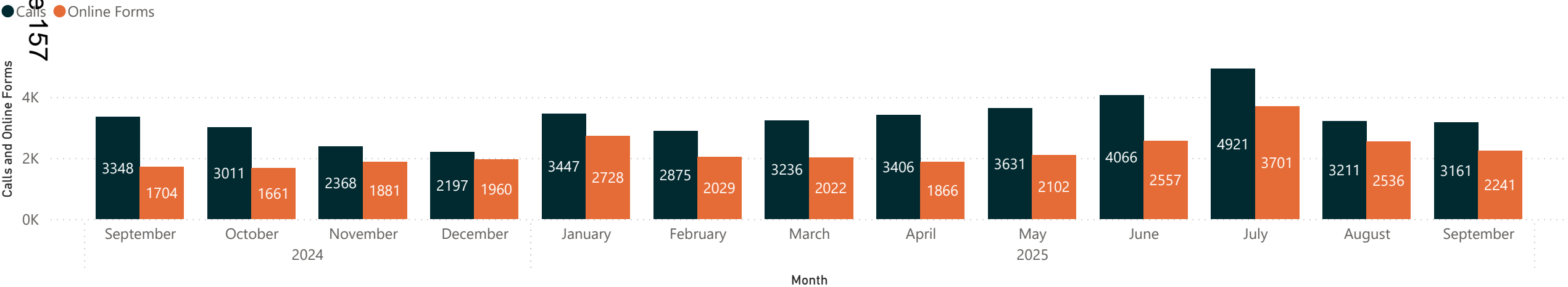




Call Centre - Connection % Vs Abandon %



Service Requests - Calls vs Online Forms





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