



# Paignton & Preston Community Seafront Masterplan

October 2022



The many local voices that contributed to the Seafront Masterplan

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Comment: Final

This document has been prepared and checked  
in accordance with ISO 9001:2015





Paignton and Preston Seafront-Project Extents

North



# 1.0 Introduction

## Background

The seafront at Paignton and Preston is special. Located in an area with the highest concentration of blue flag beaches in England and boasting a remarkable natural and built environment. Denoted by its UNESCO Global Geopark status, one of only 7 in the UK, and 140 in the world. The area hosts a range of assets –The Dartmouth Steam Railway, Palace Theatre, Paignton Harbour, and a wealth of Victorian architecture. Locals and visitors alike cherish the seafront, comprising Paignton Beach and Preston Sands and public open spaces on Paignton Green, including Eastern Esplanade and Preston Green, including Marine Parade. As well as far-reaching and open views and the beach itself, assets such as the 240m long Paignton Pier, seaside beach huts, large areas of green space with flexibility for large events, the Geoplay area and the pirate themed mini golf, are all much loved.

It is an exciting yet challenging time for Paignton and Preston. The Councils Transformation Strategy for Torbay's Town Centres placed Paignton on the 'critical list' and emphasised urgent action was required to turn around its decline.

Despite a prosperous past, the area suffers from greater levels of deprivation, suffers health wise and on average underperforms economically in comparison to the rest of Devon.

The Torbay Transformation Strategy and Torbay's Economic Recovery Plan identify the need for more people living and working in the town centre and improved connections between the town centre, seafront and harbour. Local Plan Policy SDP1 and Paignton Neighbourhood Plan suggests improvements should re-capture the appeal of the 19th century 'garden suburb, improving public realm and green spaces and greening the streets and buildings that connect them.

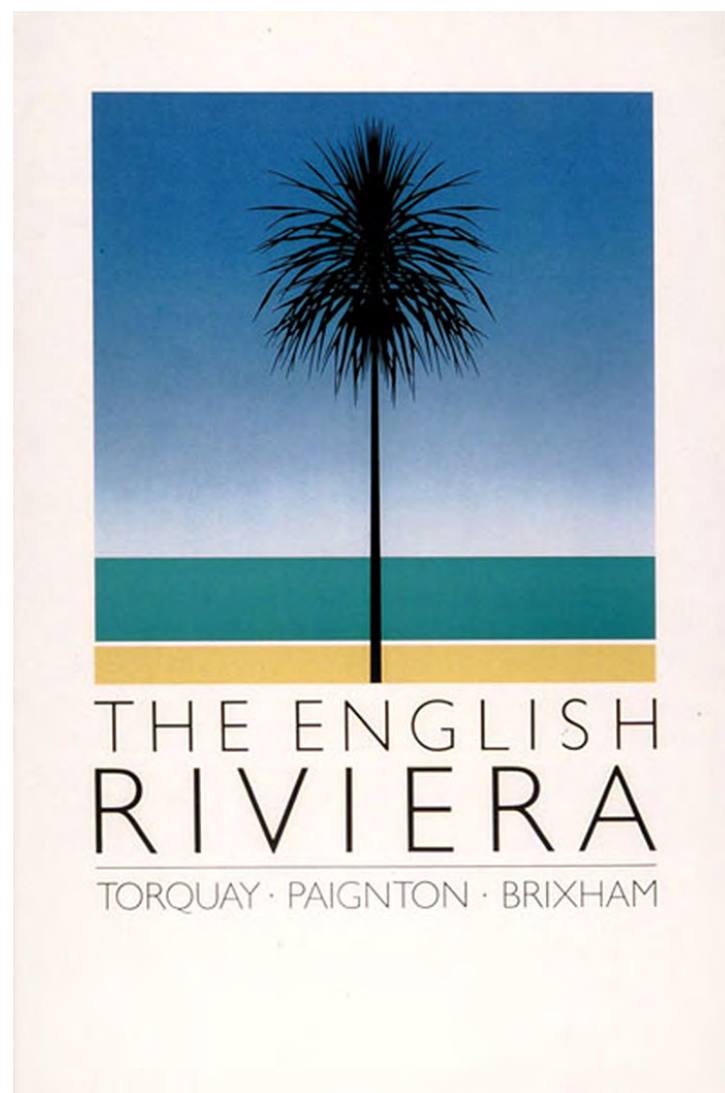
Torbay Council and its partners have a clear vision for the future of the town and several regeneration and enhancement projects are already underway, including re-development and enhancement projects in and around Torbay High Street, Crossways, The Victoria Centre and Parkfield. The £13.36m Future High Streets fund that was secured in 2020 provides a fantastic opportunity to kickstart this regeneration.

These projects all seek to improve health and wellbeing, civic pride, economic prosperity, recreation, social equity, active travel, footfall and dwell time and stimulate wider regeneration.

A significant part of this transformation will be improvements to seafront open spaces and improved infrastructure, including coastal defence. Neighbourhoods like Paignton and Preston face different challenges to their urban counterparts inland. It has been predicted that due to climate change sea levels will rise in Torbay by over one metre. In the next 100 years the frequency and impact of water coming over the top of the sea walls will increase, resulting in more infrastructure and properties being affected by flooding. On top of that, more intense rainfall will increase the risk of localised flooding and erosion. Assessment of the current sea defences concluded that they will only provide protection for another ten years. Storm Emma in 2018 demonstrated the impacts of extreme storm events, up to 90 residential and 120 commercial properties were places at risk, and this is set to rise. In 2019 Torbay Council declared a climate emergency and tackling climate change is outlined in the Community and Corporate Plan (2019 to 2023).

Seafronts like Paignton and Preston have also suffered over the years from a lack of investment. This, coupled with a seafront that is often dominated by private cars and degraded due to weathering the storms of an extreme coastal climate, make the need for positive transformation even greater.

It is in this context that £3.142 million was secured from the Environment Agency (EA) for new coastal flood defence (subject to agreement, this will increase to £3.98 million). The project is also being funded by Section 106 funding and Future High Streets funding. This brings the funding hopefully secured to a total of £4.6 million. This investment will protect 350 buildings (including 88 residential properties and 122 commercial properties) as well as deliver multiple wider benefits; notably ensuring that Paignton can continue to operate as a key leisure and business visitor destination during and after storm events.



1980's



2020



2022



This level of investment, coupled with major changes in patterns of life and activity are likely to turnaround the fortunes of areas like Paignton and Preston. An appreciation of the seaside, our cultural and historic heritage, places to socialise, sit and walk, clean air and access to green and blue spaces is set to continue to rise.

This could be the beginning of a very different age for our seaside towns, with people, place and environment at the heart of everything we do.

At the heart of this change is the need to put local people at the centre of decision-making. Lessons have been learnt from a previous design and consultation exercise back in 2020/21.

At this stage, an engineering-led solution for flood defence with limited public input was developed and perhaps not surprisingly, it was poorly received by the wider community. Torbay Council decided that a major re-set was required and put the project temporarily on hold. In early 2022 they commissioned LDA Design, a Landscape Architecture and Masterplanning studio with extensive coastal defence and engagement experience to lead a more holistic re-design.

Comprising not only the flood defence proposals but also a wider review and proposals relating to seafront public spaces in the context of community need and wider regeneration objectives. Several key objectives were developed forming part of this brief and were as follows:

- Protect and improve the precious open spaces along the seafront.
- Create a happy, healthy, and vibrant place, and
- Celebrate the special qualities of our seafront areas.

This report charts that design and engagement process, culminating in a community-led Seafront Masterplan that now has overwhelming public support.

It presents a bold vision to deliver long term transformational change, acknowledging it is likely to need additional funding to the monies already identified and will need to be a phased process.

This level of ambition, alongside major investment and changes in patterns of life and activity are likely to turnaround the fortunes of areas like Paignton and Preston.

An appreciation of the seaside, our cultural and historic heritage, places to socialise, sit and walk, clean air and access to green and blue spaces is set to continue to rise. This could be the beginning of a very different age for our seaside towns, with people, place and environment at the heart of everything we do.

### **Project Scope**

The Seafront Masterplan for Paignton and Preston has evolved as part of a genuine co-design process. This has comprised three distinct stages:

#### **Stage 01 – Understanding the Existing Situation (Baseline Analysis)**

Starting off with a listening exercise to understand the existing issues and opportunities for the seafront.

#### **Stage 02 – Overarching Vision, Principles and Concept Design**

Collectively developing a vision, agreeing principles and exploring concept design options.

#### **Stage 03 – Final Seafront Masterplan**

Culminating in a preferred option that has been developed with the community. Clearly setting out proposals for a re-imagined seafront at Paignton and Preston.

As well as the opportunity for developing visionary ideas for the whole seafront area, the proposals aim to seamlessly integrate the technical requirements of flood defence with placemaking and public realm.

Ensuring interventions are multifunctional and their location, use and appearance is carefully considered.

For the avoidance of doubt, LDA Design's scope is for public realm design and master planning only. Proposals relating to the flood defence (such as appropriate heights for protection) are the remit of TDA Engineer's. For clarity, 'public realm' is a term used to describe the space between buildings that is publicly accessible, including streets, squares, esplanades, parks and open spaces.



T O

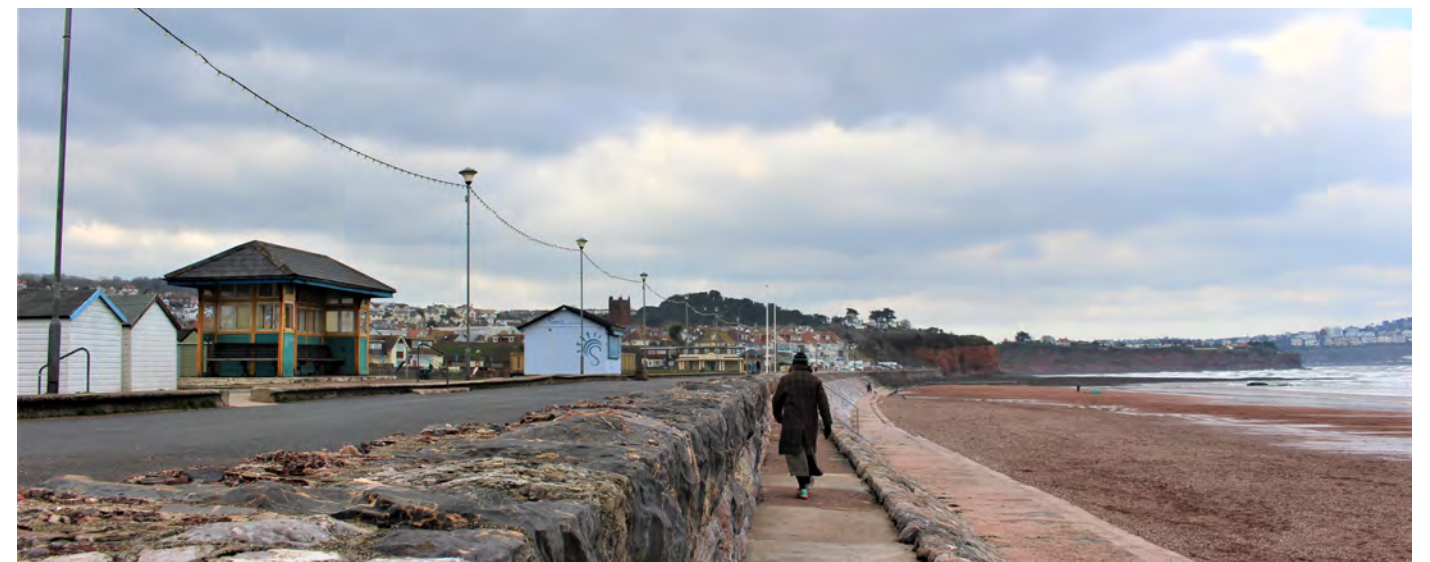


## 2.0 Baseline Analysis

The following section provides an assessment of the existing seafronts at Paignton and Preston, including history, flooding, movement, opens space, land use, character and quality. Before commencing the design of the masterplan it is vital that the current situation is understood. These plans were originally put together before the Stage 1 engagement, however feedback from those discussions has fed into the plans on the following pages, with the updated plans shown.



Eastern Esplanade road, Paignton Seafront

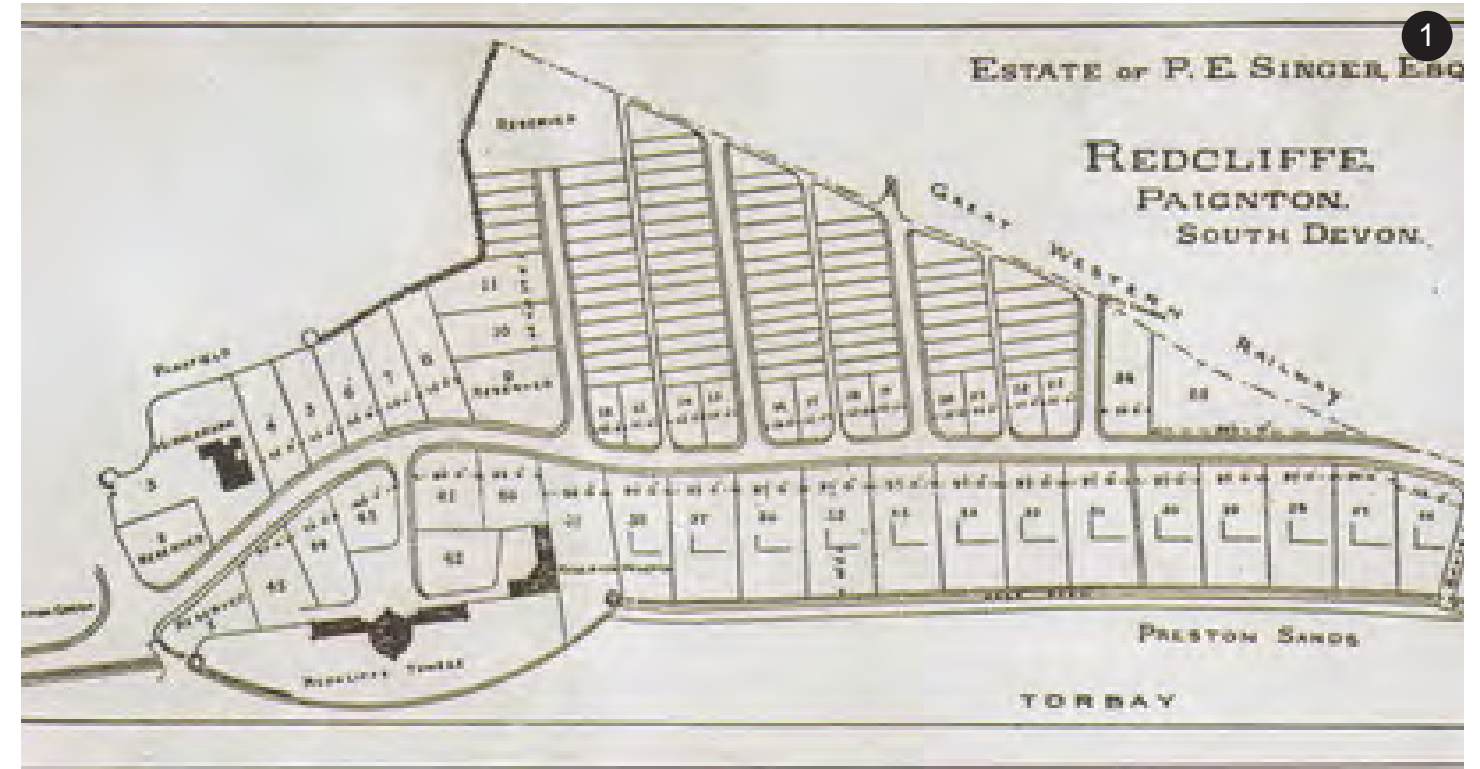


Preston Promenade, Preston Sands

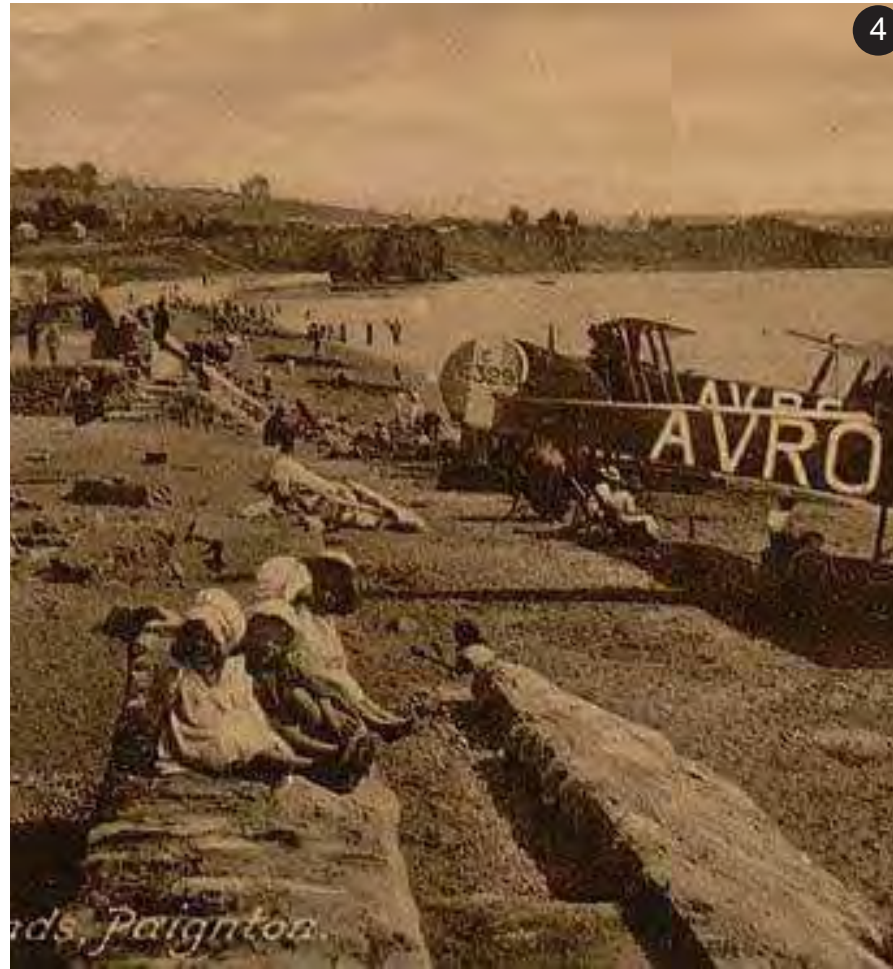
## 2.1 History

An overview of the key historical events in the evolution of the seafronts:

- **1086:** Mentioned in the Domesday Book as Peintone.
- The seafront was originally made up of sand dunes and marshland between the sea and the hills behind.
- Until the 19th Century Paignton was a small fishing and farming village.
- **1837:** A new harbour is built.
- **1855/1864:** The Redcliffe Hotel is built by Colonel Robert Smith with architectural influences from his time serving in India.
- **1859:** The Dartmouth and Torbay Railway was built transforming Paignton into a popular seaside resort, one of the busiest holiday areas within the English Riviera.
- **1877:** Redcliffe Estate sold to Paris Singer, after which Marine Drive was laid out and the sea wall along Preston built.
- **1913:** Preston Green sold to the local Council, saving Preston seafront from development.
- Aerodrome on Preston Green provides space for the seaplanes that became a visitor attraction on the seafront.
- **1919:** Paignton Council buys the remaining land adjacent to the Redcliffe Hotel with the aerodrome to redevelop Preston Green as a pleasure ground.
- **1970's:** Cheap package holidays to Spain signalled more difficult times for the town.





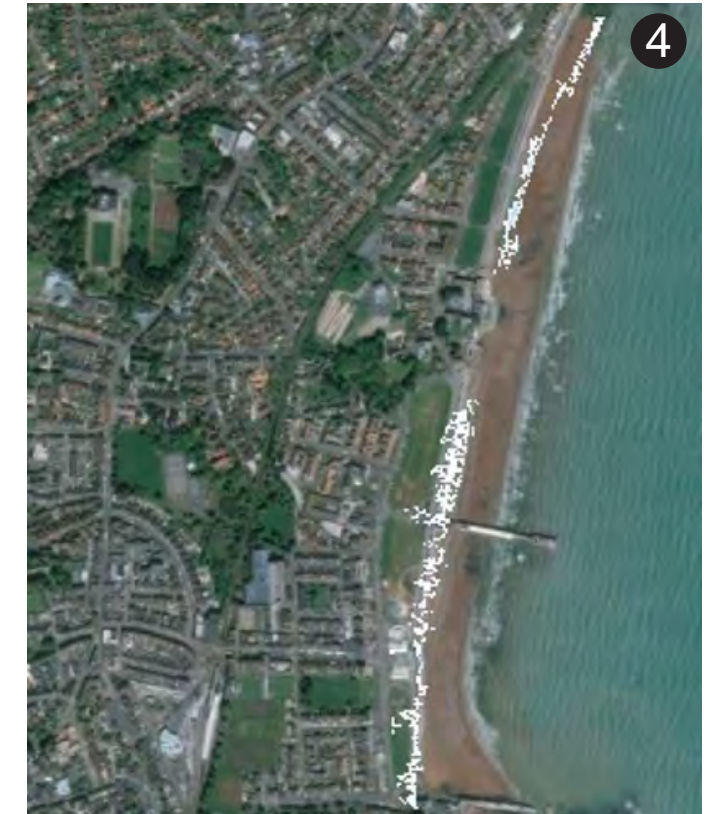


- <sup>1</sup> The Council steps in to create Preston Green
- <sup>2</sup> Arrival space from Sands Road
- <sup>3</sup> Indian design influences on the Devon coastline
- <sup>4</sup> Taking Preston and Paignton to the skies
- <sup>5</sup> Beach-side lounging at high tide
- <sup>6</sup> Bustling Preston seafront 1950's
- <sup>7</sup> Arrival space from Torbay 1953





## 2.2 Paignton and Preston Flood Risk



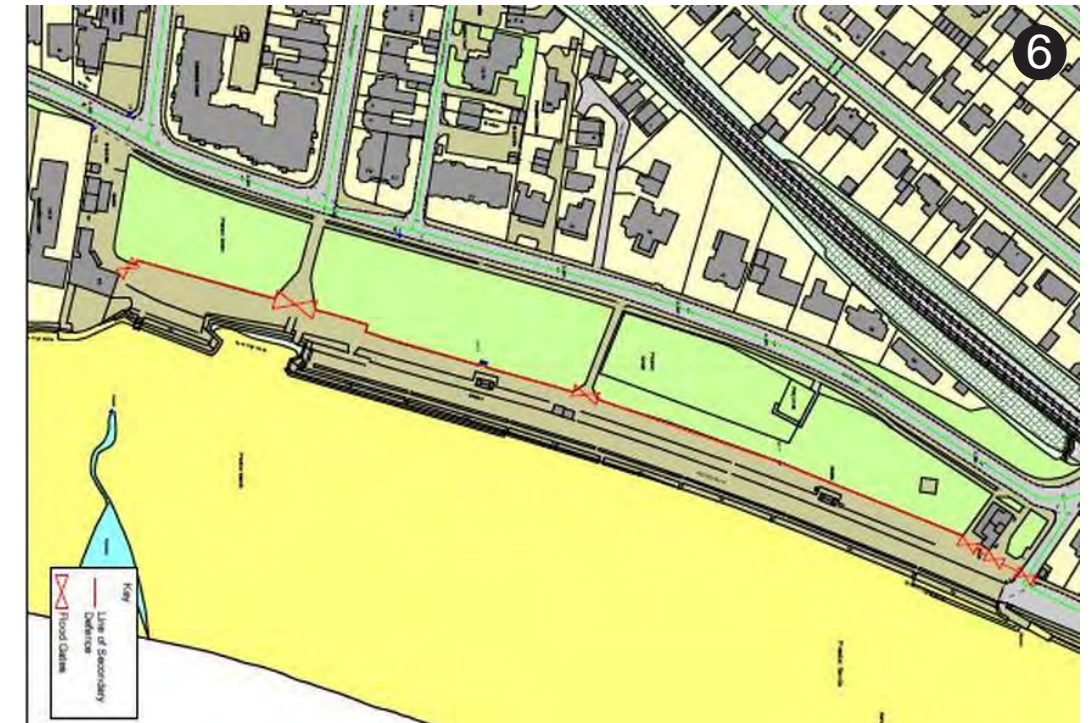
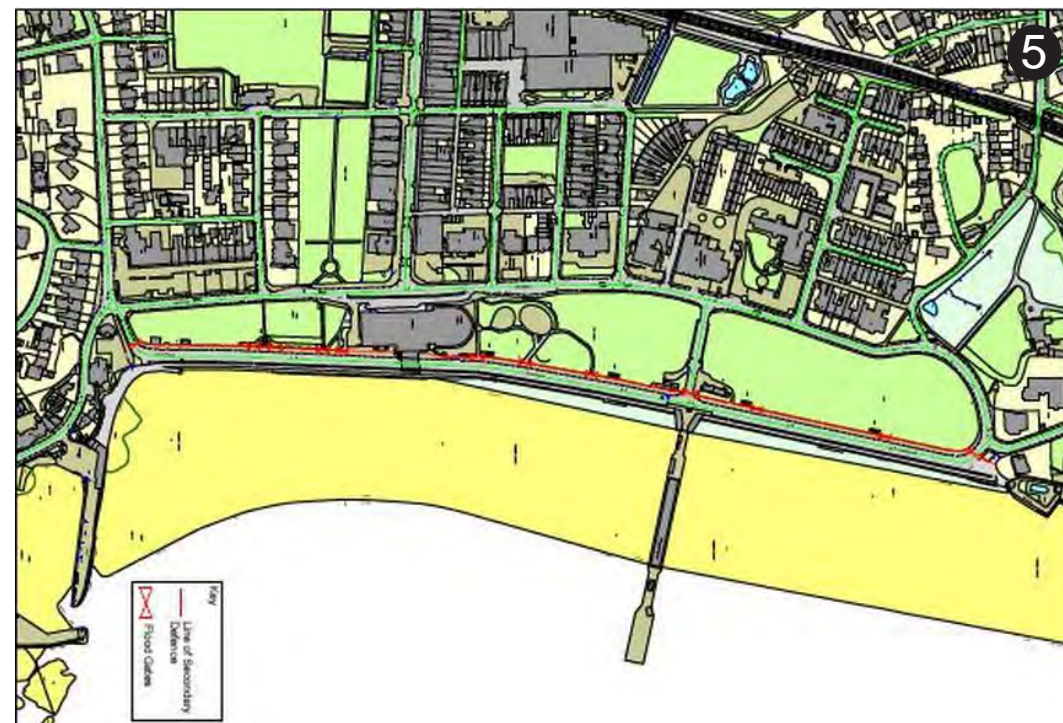
<sup>1</sup> Flood simulation study to understand the impact of flooding(50 years) for Paignton and Preston seafront

<sup>2</sup> Flooding – Present day without the proposed wall Preston Green

<sup>3</sup> Flooding – After 50 years of climate change without a wall

<sup>4</sup> 50 years climate change after the proposed wall is built

<sup>5&6</sup> 2020 Proposals for Paignton and Preston Seafront introducing new sea defence of flood walls.







Photographs indicating flooding experienced following Storm Emma in 2018





## 2.3 Vehicle Movement

### Paignton

#### General Traffic

General vehicular movement is currently via two one-way systems with traffic entering the seafront via Pier Approach and either turning north or south along Eastern Esplanade. Esplanade Road is two-way with 6 right-hand turn pull-ins' allowing access to side roads without holding up southbound traffic.

During the engagement exercise conflicts between pedestrians and vehicles were reported, in particular in the area near the Geoplay park, where children, moving and parked cars intermingle.

#### Parking

There are currently 209 echelon parking spaces along Eastern Esplanade. Adjacent to Paignton Pier there is a loading bay and 2 motorbike parking spaces. In front of the Vue cinema there is space for taxi waiting. During busy periods there are often continuous rows of parked cars along Paignton seafront. This creates physical and visual severance, potential conflicts with pedestrians and negative visual and landscape impacts in a sensitive seafront location.

#### Accessibility

There is one disabled parking space along Eastern Esplanade and ten spaces in front of the Vue cinema.

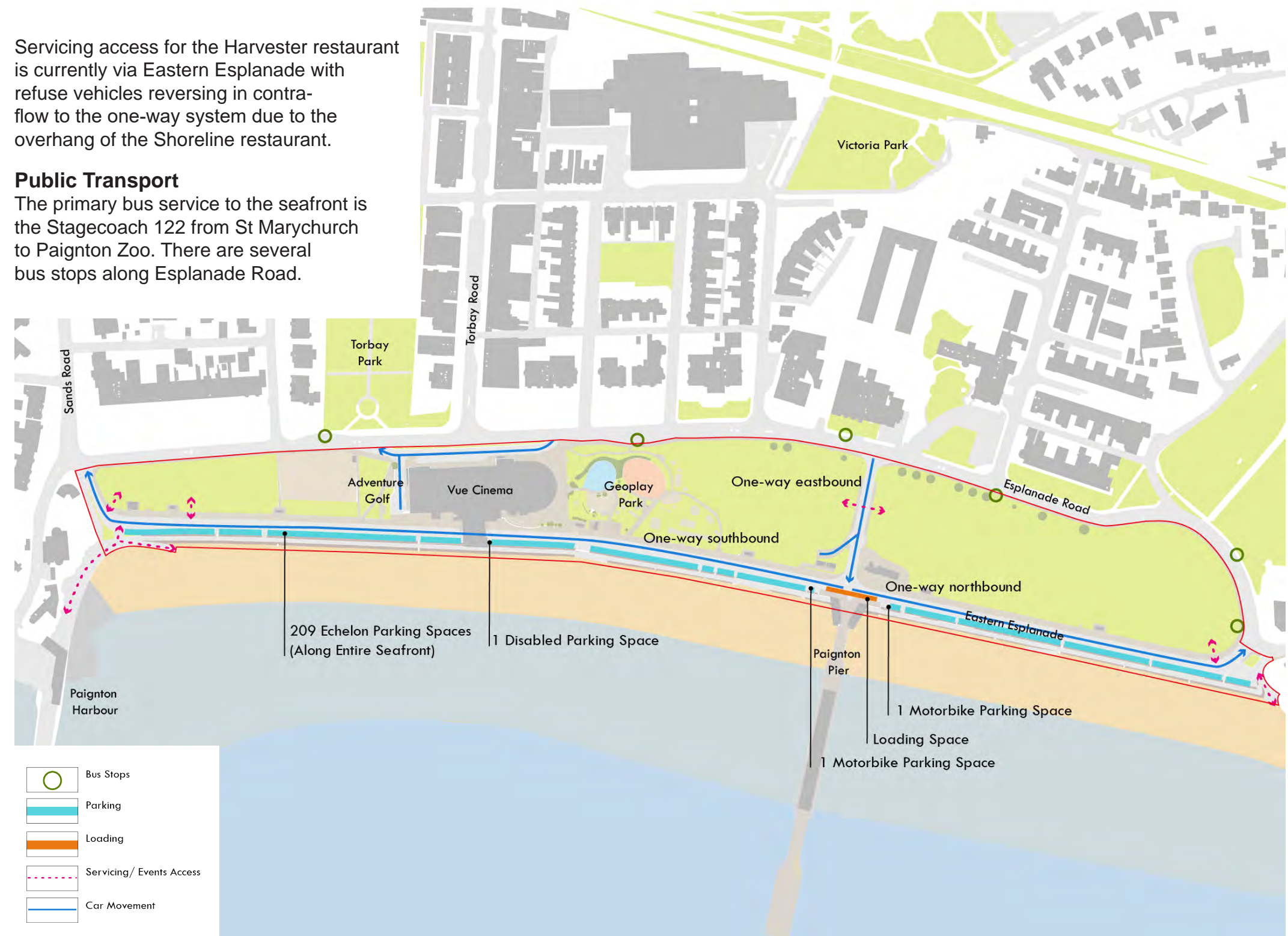
#### Events & Maintenance Access

New entrances to the Greens have been built by SWISCo at Pier Approach and the northern and southern ends of Eastern Esplanade. To prevent unauthorised access the Green's have either low railings or new boulders around their outer edges.

Servicing access for the Harvester restaurant is currently via Eastern Esplanade with refuse vehicles reversing in contra-flow to the one-way system due to the overhang of the Shoreline restaurant.

#### Public Transport

The primary bus service to the seafront is the Stagecoach 122 from St Marychurch to Paignton Zoo. There are several bus stops along Esplanade Road.



Vehicular movement on Paignton Seafront



## Preston

### General Traffic

General vehicular movement is via Marine Drive, which is two-way up to Manor Road and southbound, one-way from Seaway Road. Marine Parade is two-way with a turning head to the northern end.

### Parking

There are 41 'pay to park' parallel parking spaces to Marine Drive. Marine Parade is currently used for informal parking with no delineated spaces.

### Accessibility

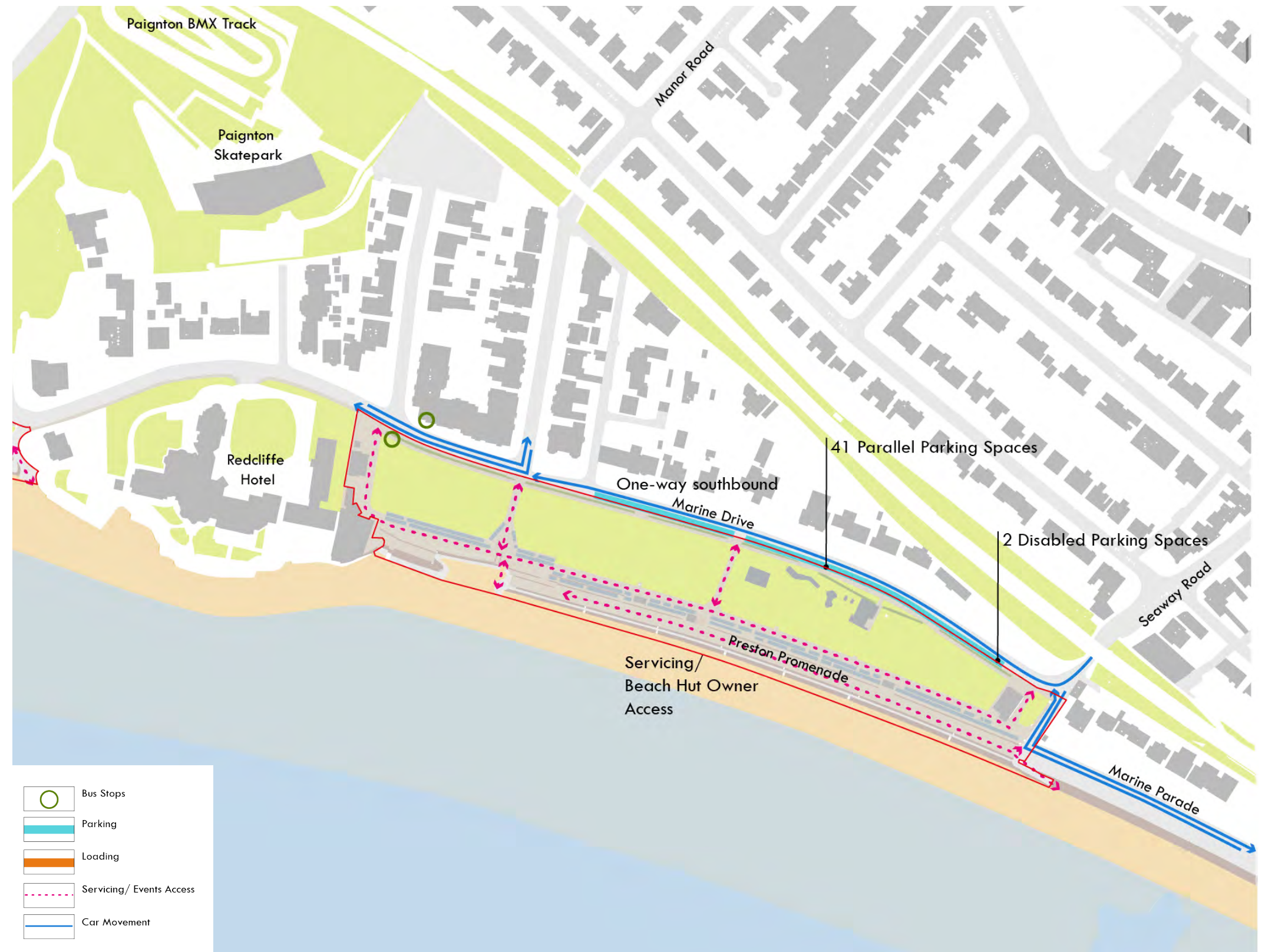
There are two disabled parking spaces to the northern end of Marine Drive.

### Maintenance Access

The primary maintenance access to the promenade is via removable bollards at the southern end of Marine Drive and the southern end of Marine Parade. There are removable bollards to the centre of Preston Greens leading to Marine Drive, however it is understood that these are rarely used due to difficulties with the traffic movement.

### Public Transport

The primary bus service to the seafront is the Stagecoach 122 from St Marychurch to Paignton Zoo which has a stop on Marine Drive.



Vehicular movement on Preston Seafront



## 2.4 Pedestrian Movement

### Paignton

The South West Coastal Path runs along both Paignton and Preston seafronts.

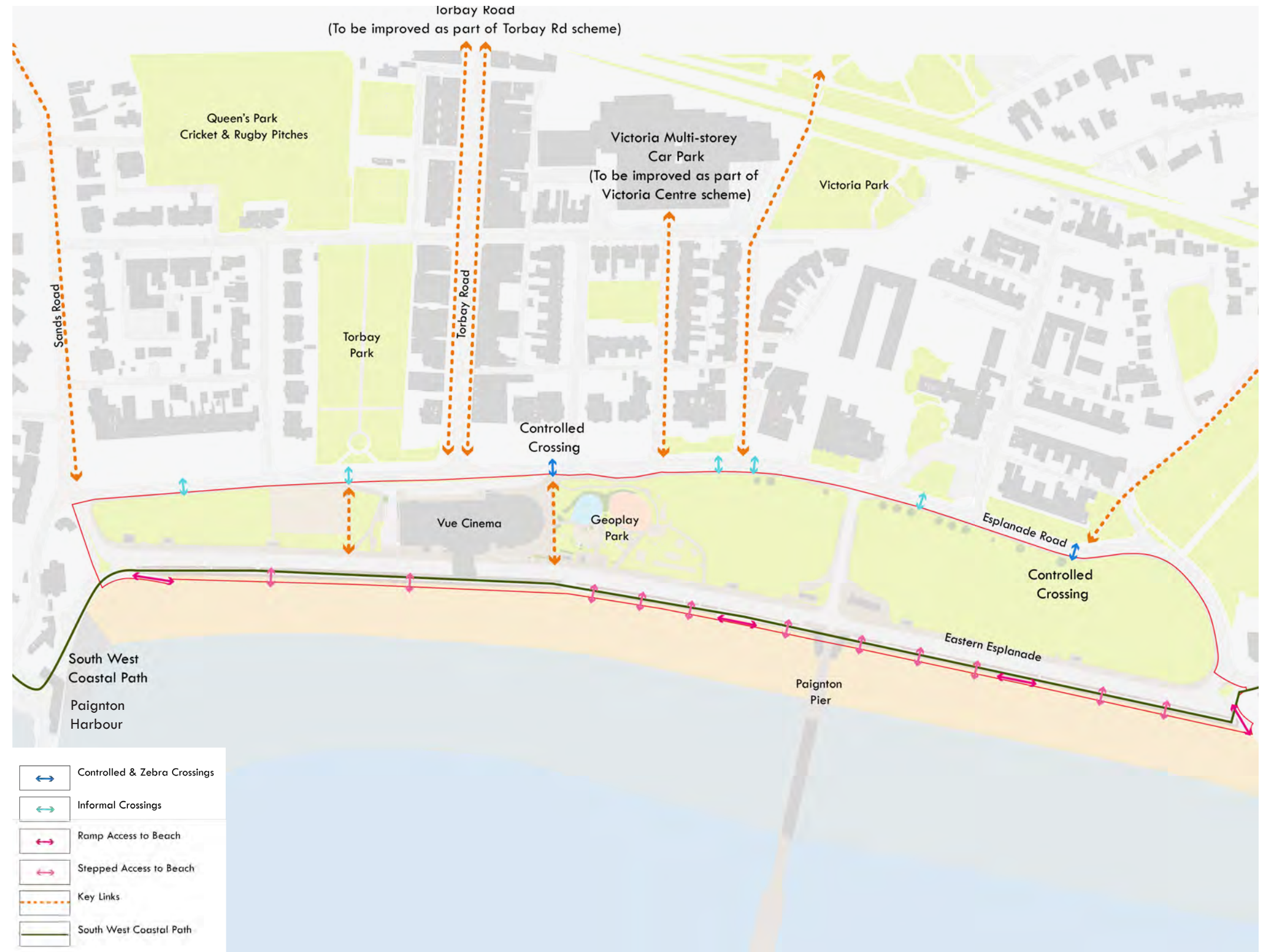
#### Connectivity

There are several informal crossings along Esplanade Road providing access to the town centre, multi-storey car park and adjacent hotels and businesses. As traffic doesn't need to stop these can be difficult to use during busy periods. At Torbay Road and Lower Polsham Road there are controlled crossings. The connectivity from Torbay Road to the seafront is currently poor with pedestrians being directed along a tight footpath lined with railings to the controlled crossing. The connectivity from Torbay Road to the seafront is currently poor with pedestrians being directed along a tight footpath lined with railings to the controlled crossing.

Several of the informal pedestrian crossings only lead to the path adjacent to the Greens which is lined with a low chain railing preventing easy access across the Greens.

#### Accessibility

Two new pedestrian ramps have been built along the seafront edge to provide better access to the beach. These are located opposite the central and northern Greens with no pedestrian access ramp to the south. There are maintenance access ramps/ slipways to the north and south which can be used by pedestrians however they don't adhere to accessibility guidelines.



Pedestrian movement on Paignton Seafront



**Preston**

The South West Coastal Path runs along both Paignton and Preston seafronts.

**Connectivity**

There are two zebra crossings along Marine Drive, these are both located to the southern end to correlate with access along Manor Road and from Colin Road Car Park. There are no crossings to the north of Marine Drive from Seaway Road.

The cycleway to the western edge of Preston Greens is often used by pedestrians causing conflict.

**Accessibility**

There are no accessible ramps along the seafront with the only ramped access to the beach in the form of maintenance ramps/slipways at the northern and southern ends.

There is poor legibility/ accessibility within the southern portion of the seafront around the existing amphitheatre steps with duplicated walls, and ramps which lead to steps.



Pedestrian movement on Preston Seafront

## 2.5 Cycle Movement

### Paignton

Cyclists moving along the seafront can currently either use Eastern Road as a road user, however there is no specific delineation. Along Eastern Esplanade the cycle links work with the one system traffic system with contra-flow lanes sitting on the western edge away from the echelon parking.

There is a small number of cycle stands near to the Vue cinema.



Cyclist movement on Paignton Seafront



Preston

There is a dedicated two-way cycleway to the western edge of Preston Greens which links to the improvement works south along Marine Drive. The cycle link carries on along Marine Parade however the link between the two isn't clear causing cyclists to often cycle along the promenade instead causing conflict with pedestrian and beach hut users.

There is a group of cycle stands adjacent to the old toilet block to the north of the Greens.



Cyclist movement on Preston Seafront



## 2.6 Open Space and Biodiversity

### Paignton

Paignton seafront comprises generous areas of open space, including areas of beach and public open space afforded by Paignton South, Central and North Greens. The seafront greens are protected by a covenant prohibiting any form of physical construction (in the form of buildings).

The Geoplay Park is the only play space on the seafront. It is a popular and cherished resource, comprising play features targeting children aged 5-12 years. To the west of the Vue cinema is the Pirate's Adventure golf area. This is a pay to play facility, however is a popular attraction with locals and visitors alike. Surrounding the seafront there are a number of parks and open spaces. Parkfield is a 9-minute walk from the Geoplay Park and has a dedicated skate and BMX park. Victoria Park is a 6-minute walk and provides additional skateboarding and play for older children, alongside tennis courts.

Planting and trees along the seafront is minimal and green space comprises large areas of mown grass, affording flexibility for events, however requiring regular maintenance and providing poor biodiversity.



Open space and Biodiversity on Paignton Seafront



Preston

Preston Green is also blessed with a significant proportion of public open space, comprising areas of green space, promenade and beach. The play area (known locally as Bob’s Patch) provides play for a range of ages between 5-12. There is also a publicly accessible mini-basketball court and some exercise equipment located within the fenced area.

Similar to Paignton, planting and trees along the seafront is minimal and green space comprises large areas of mown grass, affording flexibility for events, however requiring regular maintenance and providing poor biodiversity

The seafront is close to the Parkfield skateboard and BMX facilities.



Open space and Biodiversity on Preston Seafront



## 2.7 Land Use And Activity

### Paignton

- Hospitality businesses and hotels are the predominant land use, bordering the open space areas and lying along Esplanade Road to the north
- The Vue Cinema is the dominant building along the seafront, due to the long lease no proposals have been provided for this building within the scope of this project.
- Adventure golf, the cinema, and the Pier are the key leisure uses along the seafront.
- Kiosks comprise year-round and summer season facilities. Permanent kiosks comprise The Proper Coffee Cup and the GeoPark Café.
- Shoreline, Paignton Club, and the Harvester are the only sit-in restaurants directly on the seafront however the Harbour Light further to the south is also a popular draw.



Uses and Activities on Paignton Seafront



Preston

- Residential and hotels are the predominant land uses alongside Marine Drive overlooking the Greens.
- The Redcliffe Hotel is an iconic building between the two seafronts sitting at a high point and enjoying panoramic views of the Bay.
- Food and beverage uses comprise The Boathouse, Sara's Café and a small coffee kiosk located at the entrance to Marine Parade.
- There are a large number of beach huts, there are 325 beach huts along Preston Green and 113 along Marine Parade.



Uses and Activities on Preston Seafront



## 2.8 Future Development

Proposed development and regeneration projects are outlined below. These evolve all the time; therefore they are accurate at October 2022.

- **Torbay Road:** Proposals to potentially pedestrianise Torbay Road from Esplanade Road to the area around the rail crossing are due to commence on site in 2023. This will run ahead of the future flood defence works so any changes that impact its relationship with Esplanade Road would need to be assessed in context with the new scheme. During the project, discussions have been held with the designers for this scheme to ensure they are aware of the future aspirations for the seafront and proposals are integrated.
- **Victoria Centre:** There are plans to re-develop the Victoria centre. This development will have an impact on the parking available within the multi-storey car park. Therefore, any aspirations for the seafront shown in this document should be considered when reviewing plans for the car park.
- **Parkfield House:** Torbay Council have invited proposals from partners in the Voluntary, Community, and Social Enterprise sector, to take over the running of Parkfield House and grounds on a long-lease basis. Proposals will detail how partners plan to develop the site in a sustainable way, in order to achieve a set of agreed community wellbeing outcomes.
- **North Preston Toilet Block:** Currently at concept design stage for a new restaurant. The flood defence works will need to be considered and integrated, as appropriate.



Future development on the seafronts



2.9 Events Calendar

- Paignton Seafront currently has a busy events schedule between the months of April and September. Most of the large events take place on the Northern Green with the Central Green being used for the Fun Fair. The Southern Green is primarily used for sailing and rowing events. Every Wednesday during the summer is 'Bike Night' when the whole of Eastern Esplanade is closed to normal traffic.
- During the winter months the Green's often require remediation from the summer events. There is opportunity to use the promenade for winter events such as a light show.



Events calendar for Paignton Seafront (2022)



## 2.10 Key Strengths And Weaknesses



Strength: Paignton Harbour and it's connection with Paignton Green.



Strength: The Geopark is a much loved family attraction that's looked after by the community.



Weakness: Seafront has weak arrival spaces.



Weakness: The town centre/ Torbay road are poorly connected to the Seafront.



Weakness: Parking along Eastern Esplanade blocks views of the sea from the greens and reduces the safety of the seafront.







Strength: The cherished Beach Huts epitomise Preston Seafront.



Weakness: Community fear that longer term Preston might lose its identity



Weakness: Poor provision and quantity of seating arrangements along the promenades



Weakness: Shelters in a poor state of repair.



Weakness: Existing facilities need to be improved.



Weakness: The lack of biodiversity and mono-use.





**228 responses**  
**320/350 took part**



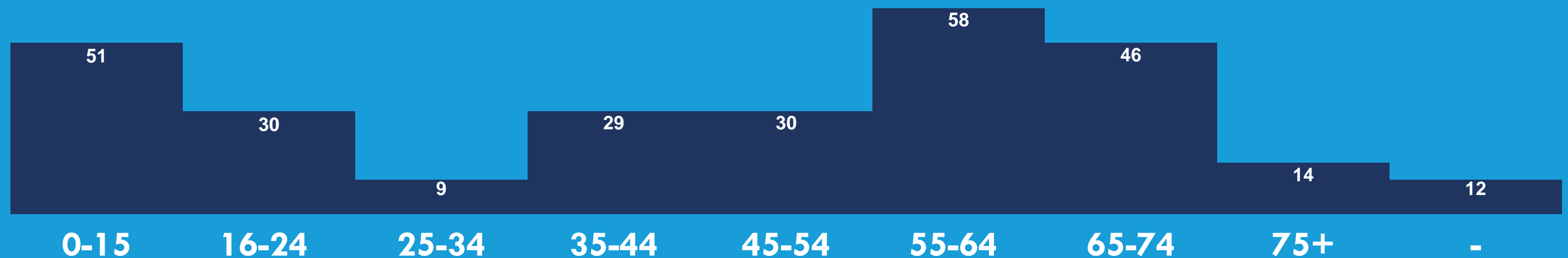
**539 views**



**120 attendees**  
**at workshops**



**Reach of 5632**



Respondent Age Ranges



# 3.0 Stage 1 Stakeholder and Community Engagement

## 3.1 Stakeholder Engagement

The project Engagement Plan for Stage 1 is included within Appendix B, this sets out the framework for interaction with Torbay Council Officers, Councillors, and Local Interest Groups. Both virtual and in-person workshops were held as fact-finding sessions early-on in the project. All the stakeholders we engaged with are shown opposite.

The insights and feedback received at these sessions have fed directly into the development of the proposals. All the meeting minutes from Stage 1 can be found in Appendix A.

## 3.2 Wider Engagement

Torbay Council's existing webpage for the Flood Defences was used as the base for the wider Public Consultation. At Stage 1 the design team used various methods to engage with the community including:

- In-person meetings,
- Virtual meetings,
- Online questionnaire,
- Property flyers to the residents that live directly on the seafront,
- Online video,
- Social media posts on Torbay Council streams,
- Press release to local news.

Who	17/02	18/02	28/02	01/03	02/03	07/03	08/03	09/03	10/03	11/03	12/03	14/03	15/03
Council Officers - Events													
Council Officers – Open Spaces & Community Safety													
Council Officers – Planning & Regeneration													
Council Officers – Highways, Active Travel, Transport, Road Safety, Parking													
Council Officers - Parkfield													
Council Officers - Harbours													
Councillors													
Community Partnership													
Community Organisations - Chamber of Commerce/ BID/Beach Hut User Group													
Children & Young People Representatives - Strategic Partnership/ Youth Trust/ Play Torbay													
Community Organisations – Sports Clubs/Active Devon/Community Builders/Development Trust/ Healthwath/Events Organisers													
Local Businesses + Hotels													
Seafront Walk													
Public Open Meeting													
Young People – South Devon College	Consultation circulated to all students at the College for them to complete in Tutorial groups – feedback that 3 groups of 16 – 24 year olds took part – 1 group had 51 students discuss and feedback through one consultation.												

Virtual  In-person







### What do you like the most?



As of the 27th March 2022 the engagement had received:

- 539 views of the online video
- 228 responses to the survey (320/350 took part with some being filled out by form groups from South Devon College)
- 120 attendees at workshops
- A reach of 5,632 people over social media

The word clouds on this page were formed from open responses provided to the questions associated with them. The full engagement response can be found in Appendix B.

### What do you like the least?



Word clouds indicating most popular words used during the engagement



**We want to protect and enhance  
the precious open spaces along  
the seafront, and create a happy,  
healthy, and vibrant place that  
celebrates the special qualities of  
Paignton and Preston.**



# 4.0 Vision, Principles and Concept Design

## 4.1 Vision For Paignton And Preston Seafronts

This is a once in a lifetime opportunity to deliver transformational change and secure a long term sustainable future for Paignton and Preston and the people of Torbay. The vision statement opposite was developed following feedback from the community and has been written to guide the seafront masterplan through to delivery.

## 4.2 Key Matters To Address

The vision and accompanying principles are a response to the community feedback received during the first stage of engagement. This highlighted the following:

- Paignton and Preston are different in use and character and Preston could lose its individuality,
- Vehicular parking compromises the experience of Paignton seafront,
- Pedestrians do not feel completely safe when using the seafront,
- There are conflicts with children and vehicles outside the Geoplay park.
- There is a weak arrival from Paignton town centre to the seafront.
- The seafronts are tired and rundown.
- Public facilities could be improved.
- There are conflicts between pedestrians and cyclists.
- Seafront public spaces and areas for events should be protected, and there is a lack of biodiversity with large expanses of mown grass.

## 4.3 Overarching Seafront Principles

The emerging design should be underpinned by the following principles, all of which are aimed at providing a multi-functional seafront that responds to the context and insights received in the various Stage 1 engagement sessions:

- Put pedestrian movement and safety first
- Ensure the seafront is accessible for all
- Reduce visual impact and severance caused by vehicles on the seafront
- Flood defences should support existing businesses along the seafronts
- Flood defences should support the local character of the seafronts
- The seafront provides space for a range of activities and uses throughout the year
- Views of the sea and beach are retained from the promenade
- Provide space for new planting that supports local flora and fauna

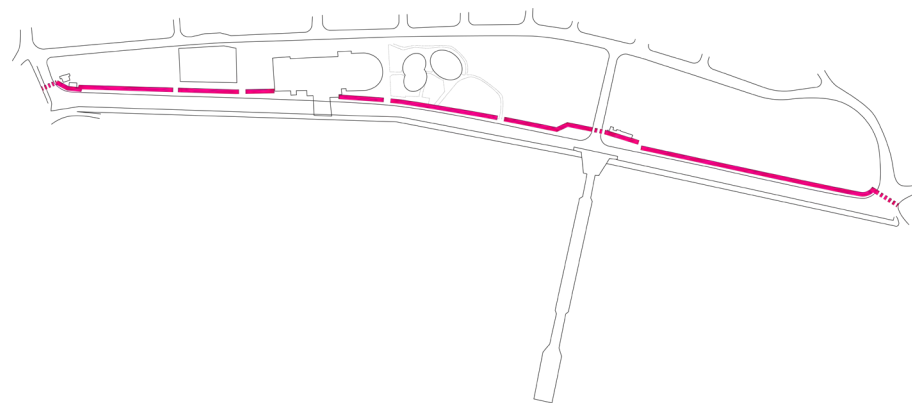


#### 4.4 Paignton Design Options Landward Alignment

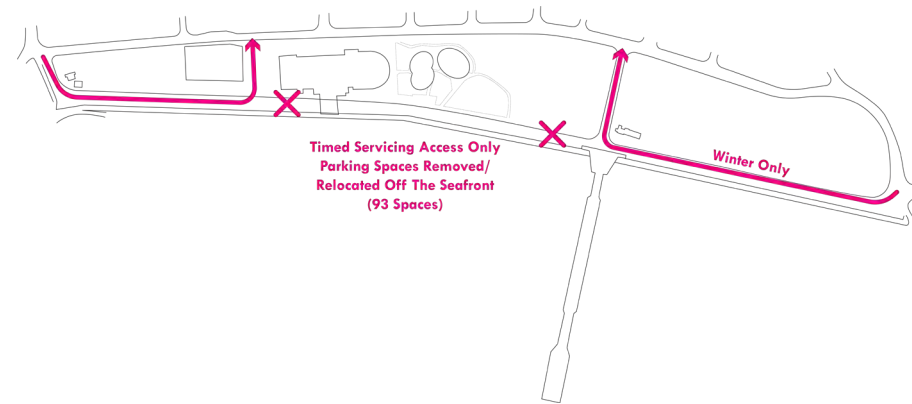
Drawing on the principles, '6 big design moves' were developed. To ensure the public were fully informed of all flood defence options and the impact they have on the wider seafront, options were developed for both a landward flood defence alignment and a seaward flood defence alignment.

Detailed flood defence sections were originally developed by Royal Haskoning DHV (RHDHV) for the initial optioneering exercise and have been included in Appendix G. The heights shown for both the landward and seaward options are derived from these Engineering sections.

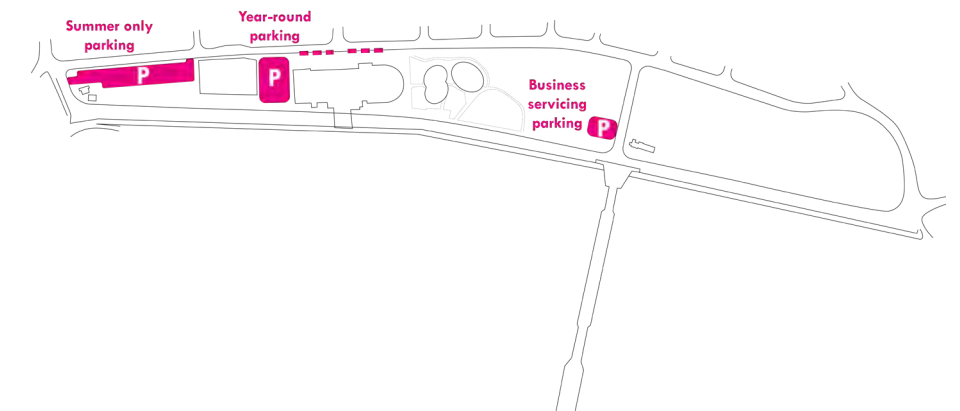
As a separate design exercise RHDHV also provided technical notes on a recurve wall design option and a beach nourishment option. These are also found within Appendix G.



**Landward flood defence wall alignment**  
(1.1 to 1.6m high flood defence - 1.2m average)



**Taking back the seafront for people**

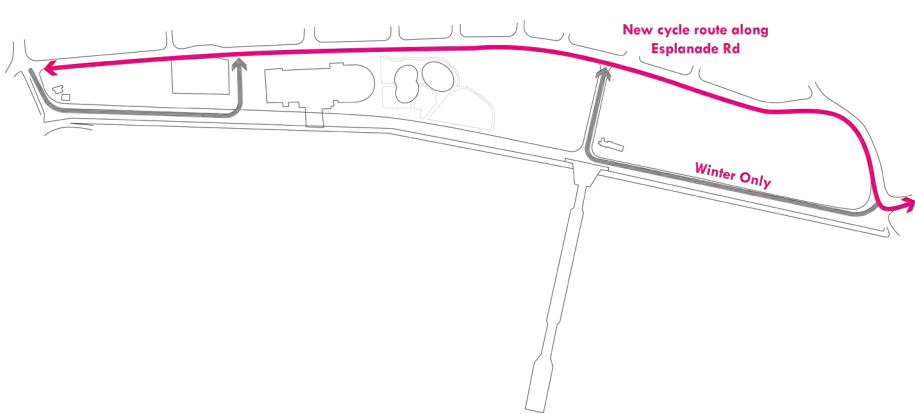


**Moving parking away from the promenade**

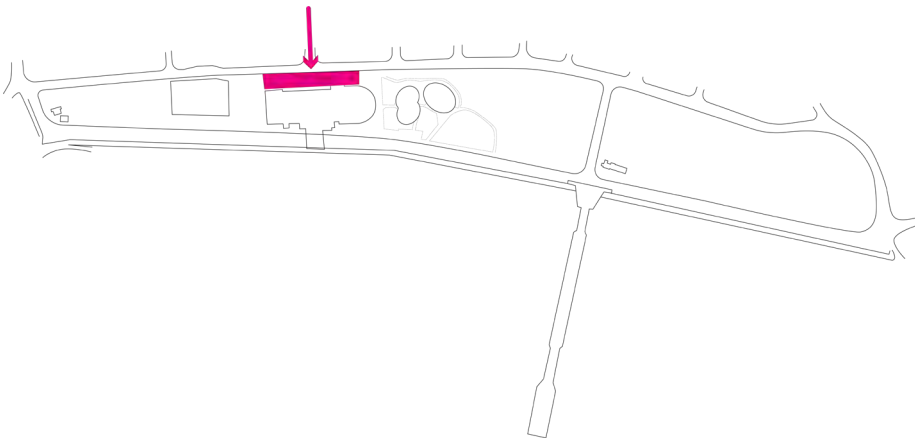
#### 6 Big Moves for Paignton Seafront

- Existing provision: 209 spaces
- Proposed provision (Summer): 184 (-25)
- Proposed provision (Summer, during event on south green): 99 (-110)
- Proposed provision (Winter): 170 (-39)





New cycling route to Esplanade Road



Creating an arrival space from Torbay Road



Future-proofing the events use of the Green's

## Sketch Landward Masterplan-Concept Design

The following sketch concept design was developed for the landward flood defence option. The spatial design proposals embed the design principles and feedback from stakeholders and the community.

### Put pedestrian movement & safety first

Paignton's seafront should be a place where people feel safe to move freely. The new closed central section of promenade adjacent to the Geoplay Park will provide a safe space for families to cross between the beach and the Green. During the summer the northern section of Eastern Esplanade could also be closed to improve pedestrian priority across a larger section of seafront. Additional crossings to Esplanade Road have been indicated to improve the access to the seafront from Paignton Town Centre.

A new cycleway to Eastern Esplanade would ensure that there is a safe cycling route along the seafront (to remain open when the seafront is closed during or after a flood event). This route would also take faster moving cyclists away from the promenade, reducing potential cyclist and pedestrian conflict.

### Ensure the seafront is accessible for all

Paignton's seafront should be a place that everyone can visit and enjoy, no matter their ability or age. At this stage of design, the plan doesn't show the detail of materials, levels, steps and ramped access points. However, we assume a fully accessible seafront and all developed designs would adhere to British Standard 8300-2:2018 - Design of an accessible and inclusive built environment.

### Reduce visual impact and severance caused by vehicles on the seafront

The removal of parking from the central section opens the area to panoramic views across the Bay. This is Torbay's 'raison d'être' and open lines of sight should be preserved wherever possible. If temporary parking to the South Green was implemented, then this would remove the visual impact from the central area, however increase the visual impact of parking to the southern portion of the seafront. This is a trade-off that would need to be considered.

### Flood defences should support existing businesses along the seafronts

The design of the flood defences improves the position of the summer kiosks on stilts however does not protect them from flood events. The Vue Cinema building, and Miniature Golf are protected behind the flood defences.

### Flood defences should support the local character of the seafronts

The integration of the flood defences with a landward embankment reduces the visual impact of the flood defences and supports the existing character of the Greens. The promenade design would change the character of Eastern Esplanade; however, it would be a positive change from the current tired and run-down seafront. The English Riviera character could be designed into the detailing of the seafront.

### The seafront provides space for a range of activities and uses throughout the year

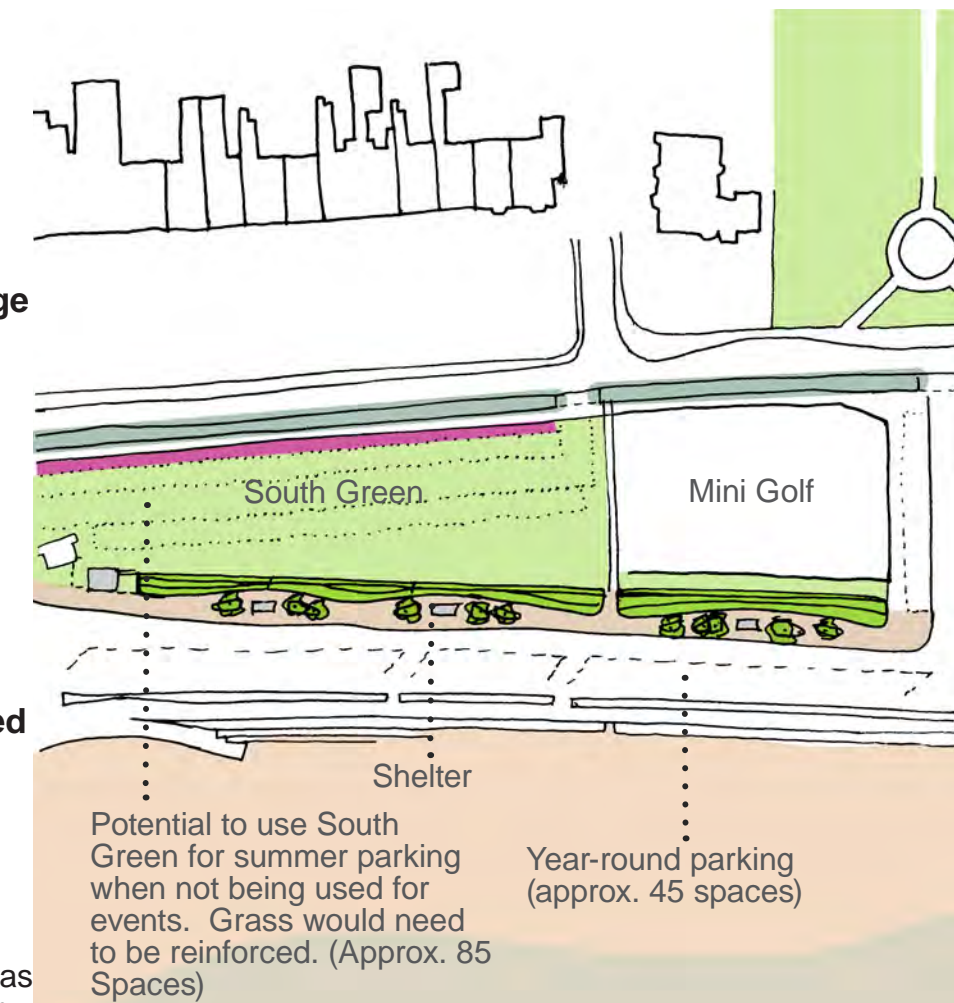
The wider promenade would provide space for additional seating and play opportunities that can be used year-round on the seafront. The closed section of promenade will allow pop-up events to take place on the hard standing during the cooler months when the Greens are being restored.

### Views of the sea and beach are retained from the promenade

The landward position of the flood defences retains the existing views across the Bay.

### Provide space for new planting that supports local flora and fauna

New planting terraces along the promenade as well as raised planters would provide space for new planting and increased biodiversity along the promenade. There is also potentially an opportunity to have wildflower planting around the outer edges of the Greens.



The proposals would also include the introduction of informal play, lighting columns, litter bins, wayfinding & signage. These are currently not shown on the sketch plan. Option requires flood gates at key vehicular & pedestrian entrances. Also, stepped access will be combined with accessible slopes between upper and lower promenade levels. Exact design of tie-in with existing features will need detailed design. A combination of flood gates and flood boards will likely be required.

Parking:

- Existing parking provision: 209 spaces
- Proposed provision (Summer): 184 (-25)
- Proposed provision (Summer, during event on south green): 99 (-110) Could open up the northern section (71 spaces)
- Proposed provision (Winter): 170 (-39)



Paignton And Preston Community Seafront Masterplan



New arrival space in front of Vue, with parking relocated on-street. Roadway raised to connect with new Torbay Road scheme.

Segregated cycleway and footpath to edge of the Greens. Esplanade Road reduced in width.

Bee and butterfly friendly Wildflower planting strip to edge of Greens

Torbay Road

Vue Cinema

W/C

Geoplay Park

Business parking (linked to seafront leases) (8 spaces)

Esplanade Road

W/C

North Green

Grass slope to landward side of flood defences on the Greens

Paignton Beach

Eastern Esplanade

Potential to redesign space to provide year-round parking (approx. 45 spaces)

Promenade pedestrianised to reclaim space for people, including existing businesses and kiosks. This will remove conflicts between vehicles and pedestrians, in particular around the play park.

Space to seaward side of the public toilets to provide more showers and public lockers.

Shelters

Space for seating, informal play and planting along the promenade

Seasonal parking on the seafront (71 spaces)

Paignton Pier



## Sketch Views

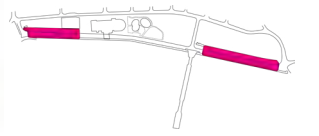
The following axonometric sketch views were produced to provide the general public with a better understanding of the effect of the flood defences at typical areas along the seafront. The areas chosen were, North & South Greens, the central green, and Pier Approach entrance.

The landward flood defence height is shown at +5.5m AOD. This correlates to a defence height of between 1-1.4m above existing footpath levels on average.

Different solutions were explored for the landward defence including, seating terraces, planted terraces, a landward embankment and stepped access. Space for the existing shelters was provided along a wider promenade in front of the flood defences. It is acknowledged that ramps would be required to ensure the Greens are accessible for all.

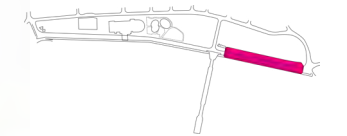


Existing

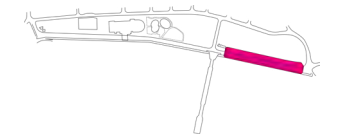


Visual impact of the flood defences reduced from the Greens.

Opportunity to provide new seating, planting, and informal play. Stepped access to the Greens with potential for occasional flood gates for level access.



Potential to use closed road for pop-up events and summer kiosks.

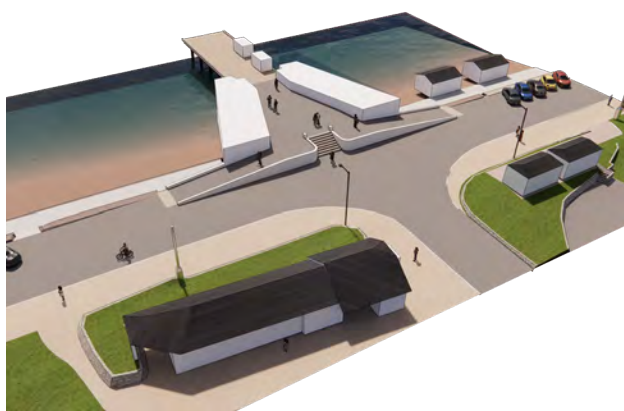


Opportunity to provide a new widened promenade in-conjunction with the flood defence works.

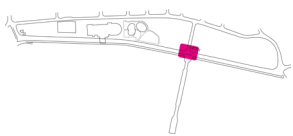
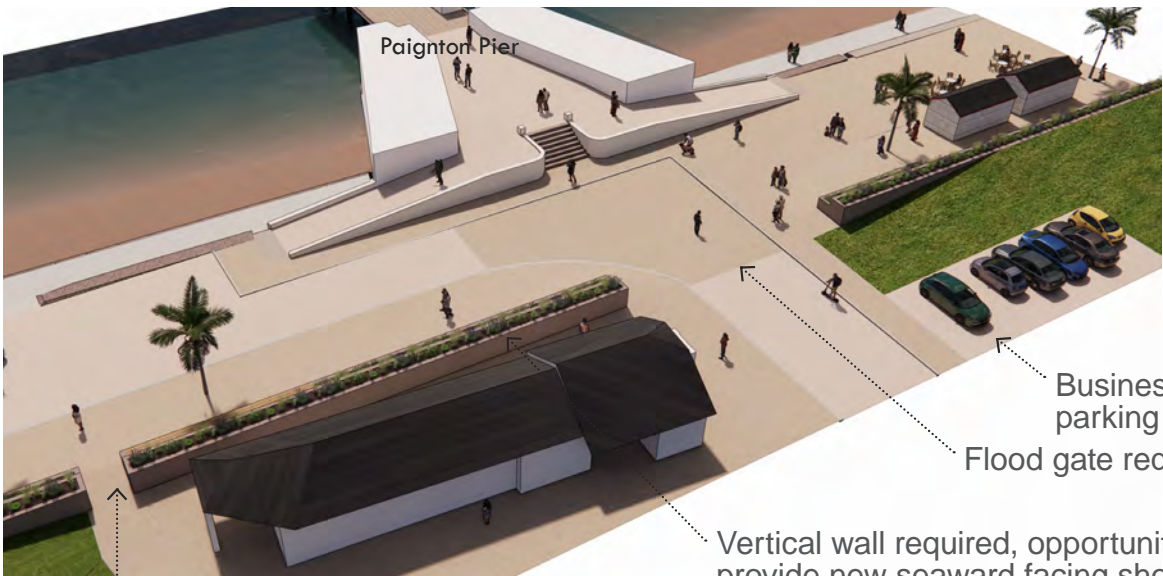


Pier Approach was chosen as a study area due to the varying existing levels creating a higher than standard wall, and the need for a large flood gate to cross the carriageway.

The closed section of promenade was the final study area. The Stage 2 designs showed options for a straight terraced solution and a 'softer' curved solution with central planters. Both solutions indicated the need to reposition the existing kiosks along the promenade. For the avoidance of doubt, the new kiosks shown in the bottom view were intended as buildings for the current kiosk owners, not for additional kiosk provision along the seafront.



Existing

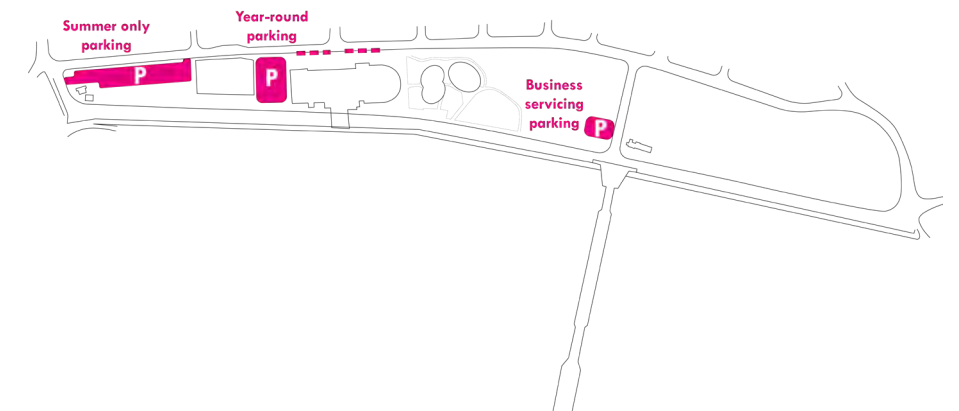
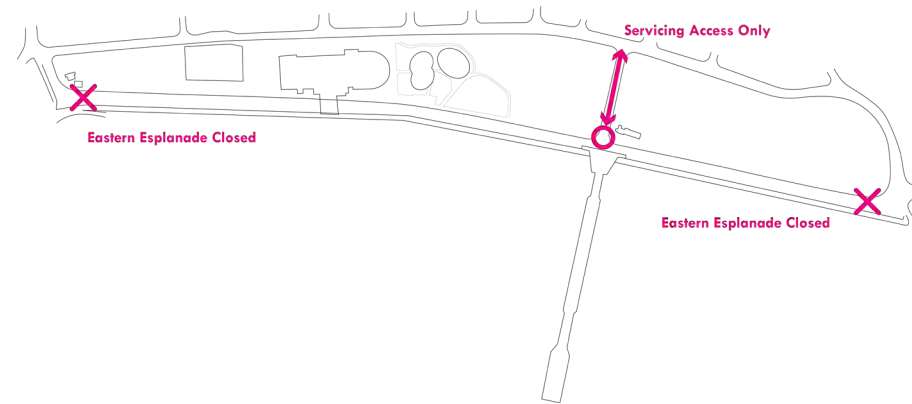
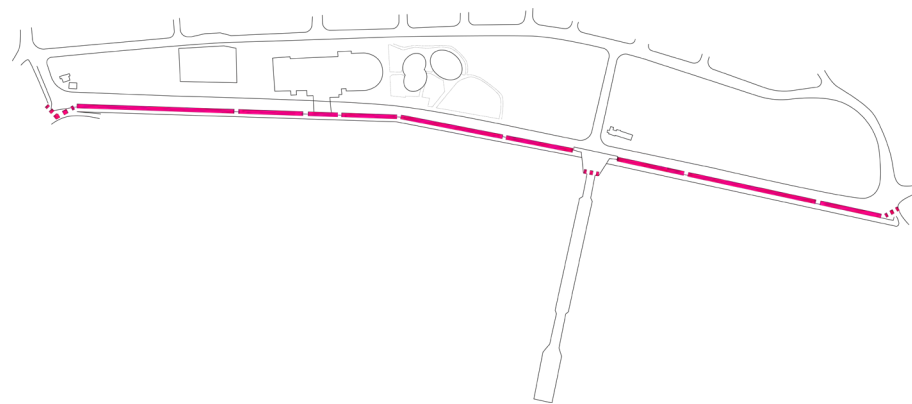


Design could also be softened to provide more raised planters and seating edges.

## Seaward Alignment

In parallel to the landward and seaward options being developed, the Engineers RHDHV were instructed to provide comment on a recurve seaward wall option. The full set of comments can be provided by TDA. In summary, it was found that whilst a recurve wall could reduce the overall height of the seaward alignment, it would still be at least +2.3m from carriageway level.

Therefore, the overall consensus was that the axonometric studies were still preferred because mitigation would still be required to ensure the seafront wasn't visually cut-off from the beach.



**Seaward flood defence wall alignment  
(2.3 to 3.2m high flood defence - dependant on vertical  
vs recurve profile)**

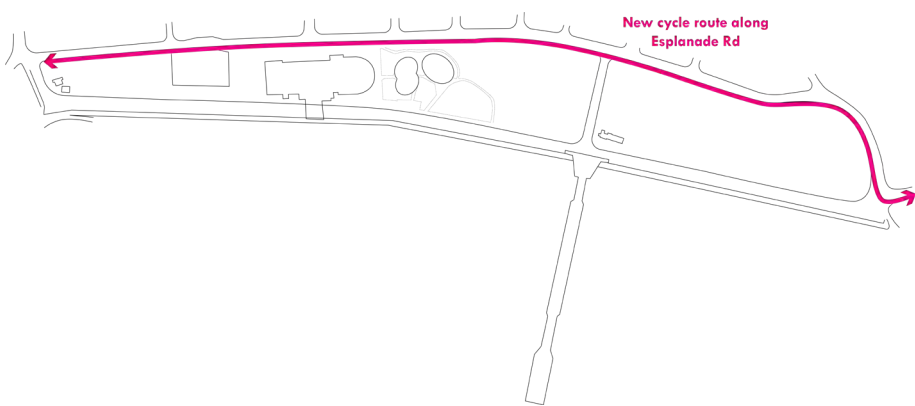
## 6 Big Moves for Paignton Seafront

### Taking back the seafront for people

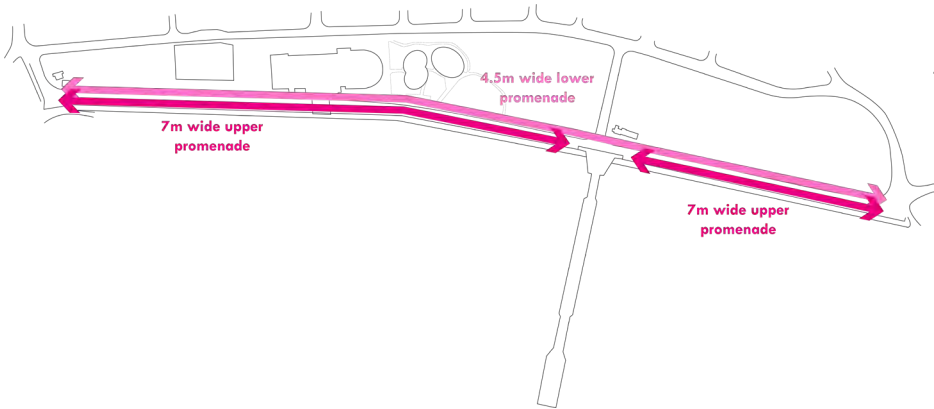
### Moving parking away from the promenade

- Existing provision: 209 spaces
- Proposed provision (Summer): 140 (-49)
- Proposed provision (Summer, during event on south green): 55 (-154)
- Proposed provision (Winter, south green parking not usable during the winter months): 55 (-154)

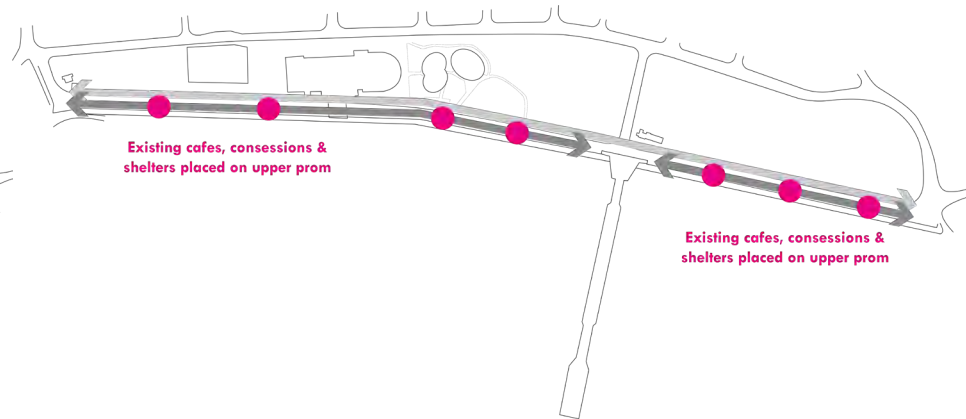




New cycling route to Esplanade Road



Improving the pedestrian experience



A promenade that supports existing businesses

## Sketch Seaward Masterplan

### Put pedestrian movement & safety first

Paignton's seafront should be a place where people feel safe to move freely. The seafront would be completely pedestrianised, re-thinking how the seafront currently works. A new upper promenade would be located along the length of the seawall where existing tie-ins allow to mitigate the +2.3-3m high flood wall.

A new cycleway to Eastern Esplanade would ensure that there is a safe cycling route along the seafront (to remain open when the seafront is closed during or after a flood event). This route would also take faster moving cyclists away from the promenade, reducing potential cyclist and pedestrian conflicts.

### Ensure the seafront is accessible for all

Paignton's seafront should be a place that everyone can visit and enjoy, no matter their ability or age. At this stage of design, the plan does not show the detail of materials, levels, steps and ramped access points. All developed designs would adhere to British Standard 8300-2:2018 - Design of an accessible and inclusive built environment, however due to the much higher level of the upper promenade this would reduce the accessibility of the seafront overall, due to the increase in the number of and length of ramps required. The requirement for additional steps and ramps would also create negative visual impact, given the extent of blank walls, railings and physical infrastructure likely to be required to support this.

### Reduce visual impact and severance caused by vehicles on the seafront

General traffic is removed from the seafront.

### Flood defences should support existing businesses along the seafronts

Existing seafront kiosks could be relocated to the upper promenade. As much of their trade comes from people on the beach there is a risk that this would be reduced due to increased distance needing to be travelled for access to the upper promenade from the beach. The Geopark Kiosk would lose its sea view and would sit behind the promenade if retained in its current location. All businesses apart from the Pier would be protected by the flood defences.

### Flood defences should support the local character of the seafronts

The sea wall and upper promenade would dramatically change the character of the seafront when viewed from both the land and sea. The proposals would likely negatively impact the visual appearance of the beach and seafront when viewing Paignton from surrounding areas in Torbay and the sea.

### The seafront provides space for a range of activities & uses throughout the year

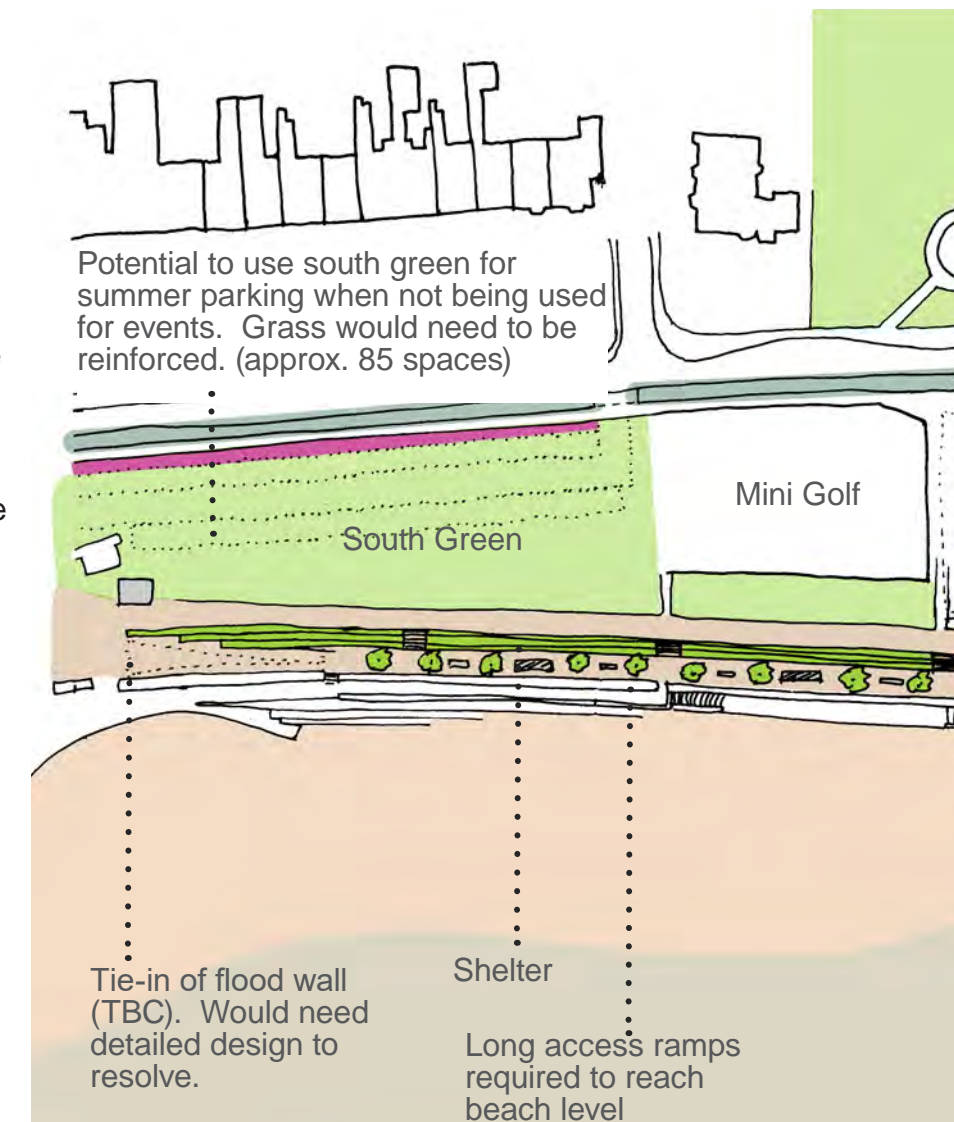
Pop-up events could take place on the promenade during the cooler months when the Greens are being restored. The design is less flexible for events use than the landward design.

### Views of the sea and beach are retained from the promenade

The raised promenade would provide views across the bay and the Greens. However, the lower promenade (existing footway) and seafront properties/areas to the west would no longer have any sea views. This impact would need to be mitigated through planting terraces or sensitive edge treatment.

### Provide space for new planting that supports local flora and fauna

New terraces would provide space for new planting and increased biodiversity along the promenade. There is also an opportunity to have butterfly and bee friendly wildflower planting around the outer edges of the Greens, creating an attractive and biodiverse edge and also reducing the maintenance demands of large areas of mown grass.



The proposals would also include the introduction of informal play, lighting columns, litter bins, wayfinding & signage. These are currently not shown on the sketch plan. Option requires flood gates at key vehicular & pedestrian entrances. Also, stepped access will be combined with accessible slopes between upper and lower promenade levels. Exact design of tie-in with existing features will need detailed design. A combination of flood gates and flood boards will likely be required. Emergency vehicle access and servicing access requires detailed design.

#### Parking:

- Existing provision: 209 spaces
- Proposed provision (Summer): 140 (-49)
- Proposed provision (Summer, during event on south green): 55 (-154)
- Proposed provision (Winter, south green parking not usable during the winter months): 55 (-154)



Paignton And Preston Community Seafront Masterplan



Torbay Road

New arrival space in front of Vue, with parking relocated on-street. Roadway raised to connect with new Torbay Road scheme.

Segregated cycleway and footpath to edge of the greens. Esplanade Road reduced in width.

Bee and butterfly friendly Wildflower planting strip to edge of Greens

Esplanade Road

Vue Cinema

W/C

Geoplay Park

Business parking (seafront lease holders) (8 spaces)

W/C

North Green

Terraced edge to raised promenade with new planting and seating.

Long access ramps required to reach promenade level

Potential to redesign space to provide year-round parking (approx. 45 spaces)

New raised promenade with space for kiosks and cafe seating

Paignton Beach

Space to seaward side of the public toilets to provide more showers and public lockers.

Shelters

Long access ramps required to reach beach level

Paignton Pier

Tie-in of flood wall (TBC). Would need detailed design to resolve.



## Emerging Views

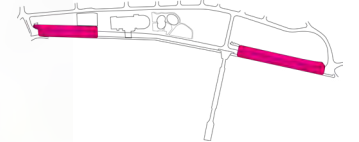
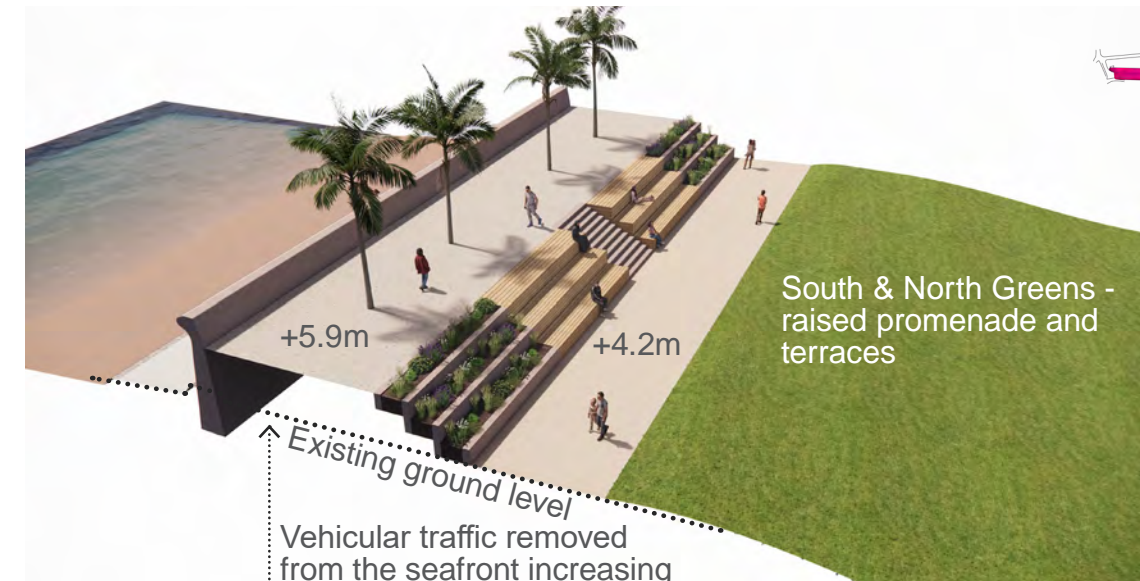
The following axonometric views were produced to provide the public with a better understanding of the effect of the flood defences on specific study areas along the seafront. The study areas chosen for the seaward option were, the north & south greens, the central green, Pier Approach, and Shoreline.

The seaward flood defence height shown was +7.0m AOD. This correlated to a defence height of 3.0m above existing carriageway levels on average.

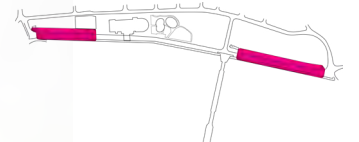
To mitigate the effect of the 3m high wall a new promenade was shown in front with terraces down to the existing levels. A 1.1m high primary wall was retained to provide a protected edge. Space for the existing shelters was provided along the upper promenade behind the flood defences. It was acknowledged that additional ramps would be required along the northern and southern sections to ensure the upper promenade is accessible.



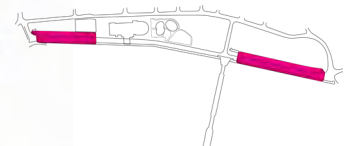
Seaward flood wall - no mitigation



Opportunity to create a seafront that works in an entirely new way - providing space for pop-ups on the promenade, new seating, lighting, planting, informal play.



Views of the sea and beach only possible from promenade.



South & North Greens Beach View

- Very high cost option with high visual impact.
- Servicing and emergency access to the seafront would need resolving.

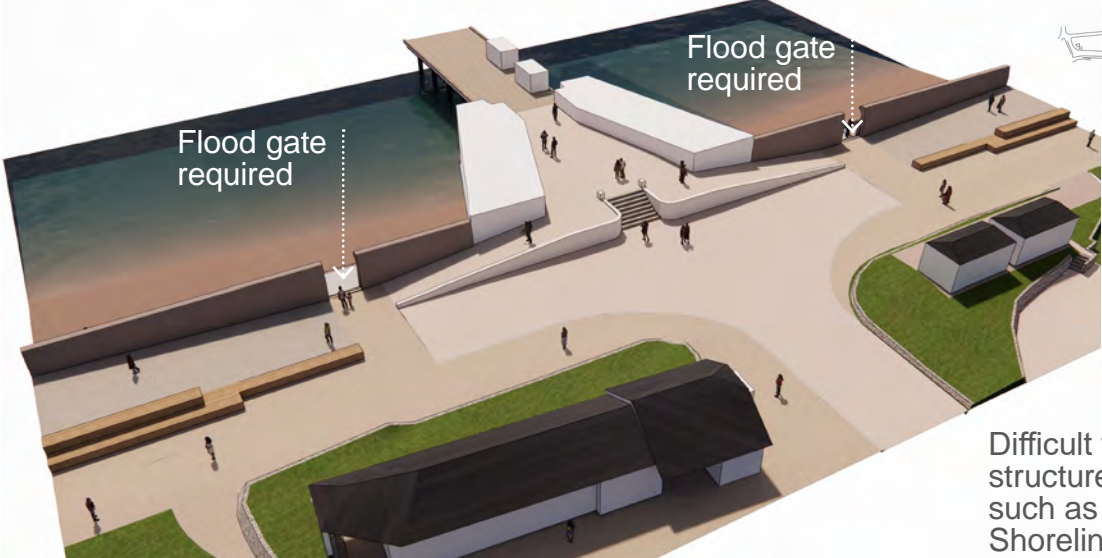


Pier Approach was chosen as a study area to show the effect of the 3.0m high wall when it meets with the Pier buildings. As ramps up to both the Pier and upper promenade are required the view was shown with large flood gates through to the beach with 40m long accessible ramps leading up to the promenade.

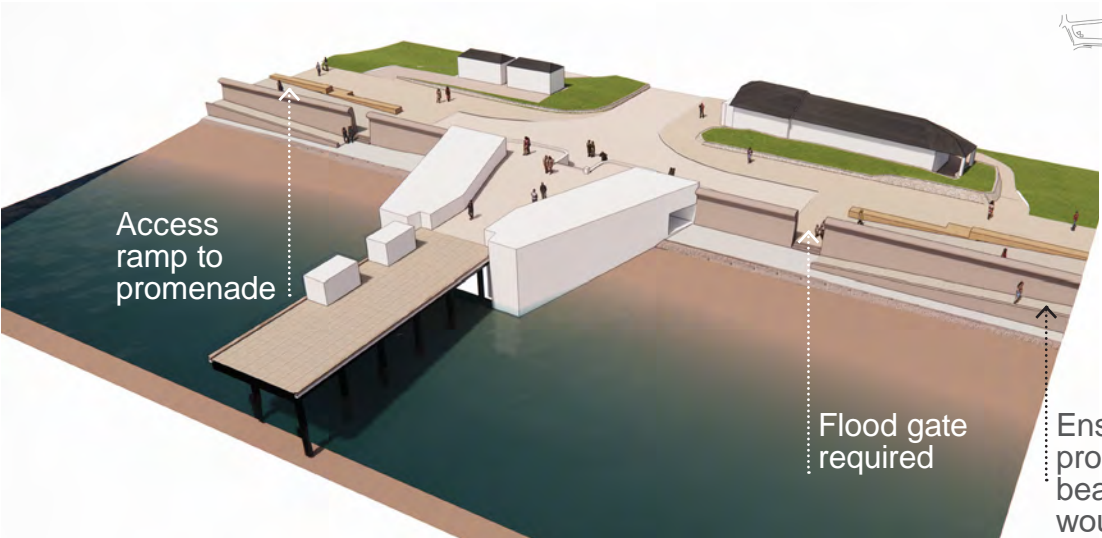
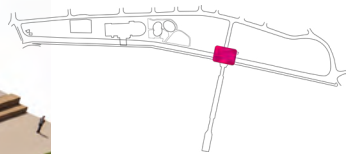
Shoreline was also chosen as a study area due to the low height of the existing overhang meaning that a raised promenade wouldn't be able to pass underneath. This view highlighted the potential negative impact of the high wall causing a tunnel effect underneath the building.



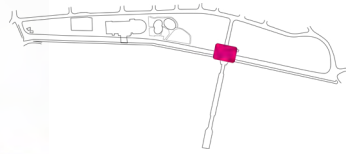
Existing



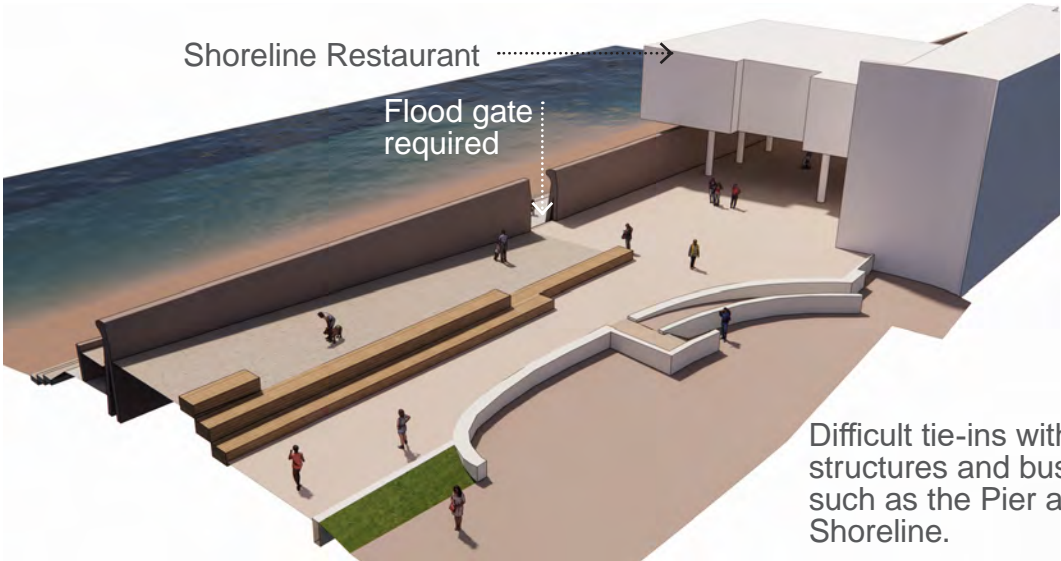
Difficult tie-ins with existing structures and businesses such as the Pier and Shoreline.



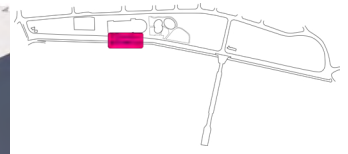
Ensuring the promenade and beach is accessible would be very difficult. Long ramps required.



Existing



Difficult tie-ins with existing structures and businesses such as the Pier and Shoreline.



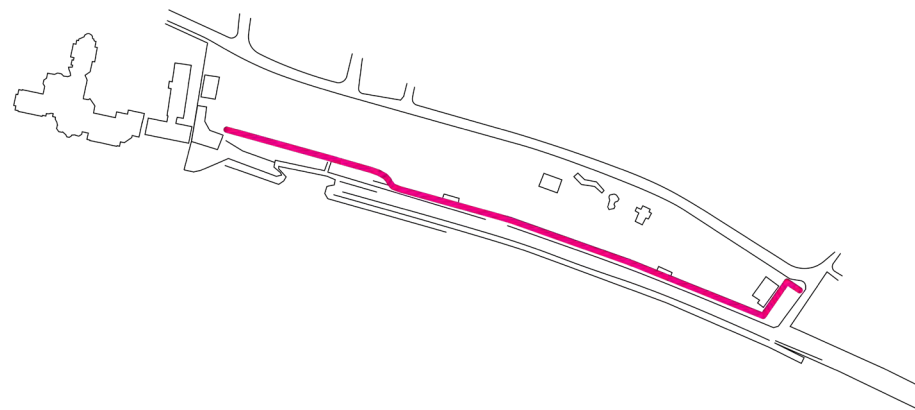
## 4.5 Preston Design Option

During design development different options for sea defence, including a landward or seaward option, were considered for Preston seafront. A landward (wall option) was explored in response to queries received during the stage one community engagement. This option was discounted early-on for the following reasons:

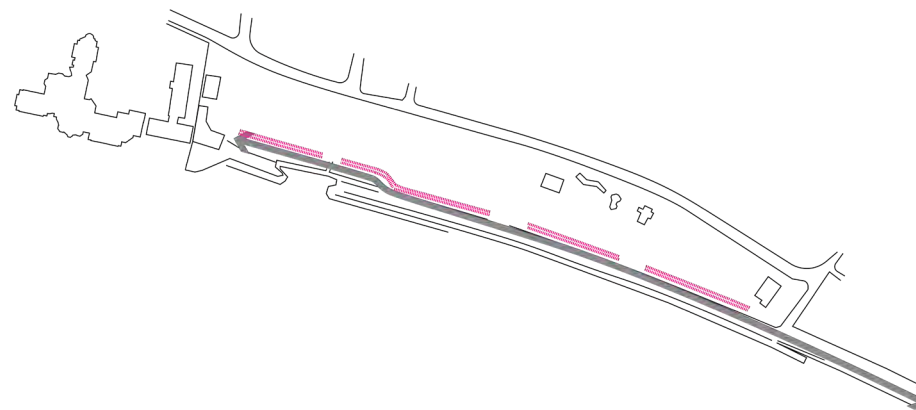
- A landward flood wall would require substantial redesign of the seafront to get the drainage system to work after a storm event without trapping water.
- The seafront would be entirely flooded for a long period of time after a storm event creating a large area of standing water which could create a health and safety hazard.
- Over time this approach would lead to an overall loss of seafront space as the area is eventually lost to the sea.

- Substantial negative effect on existing businesses along Preston seafront

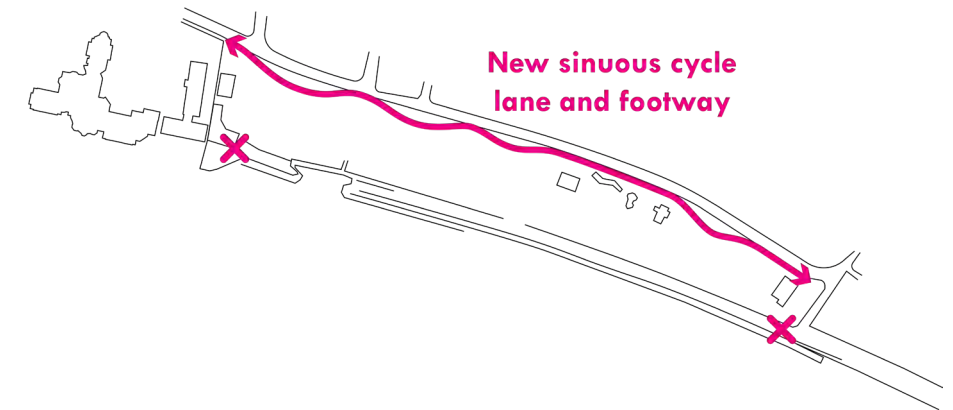
Therefore, the decision was taken that a seaward alignment, sensitively located in-between the beach huts was the most appropriate for the seafront and was subsequently taken forward for design development during Stage Two.



Promenade flood defence alignment



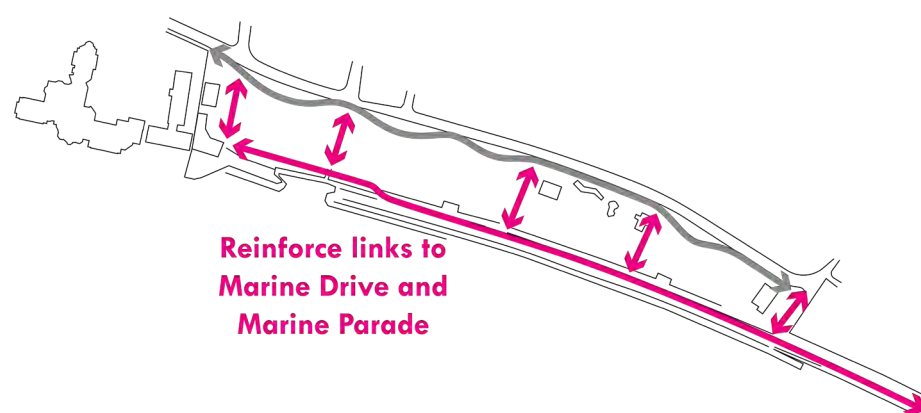
Retaining the cherished beach huts



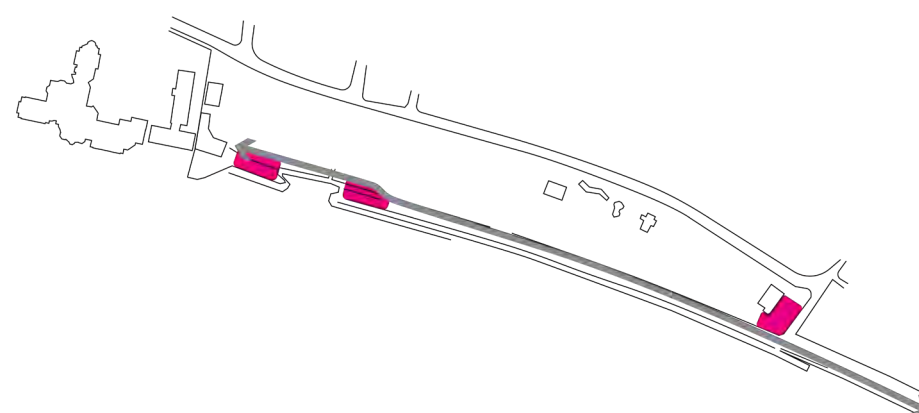
Taking back the seafront for the people

## 6 Big Moves for Preston Seafront

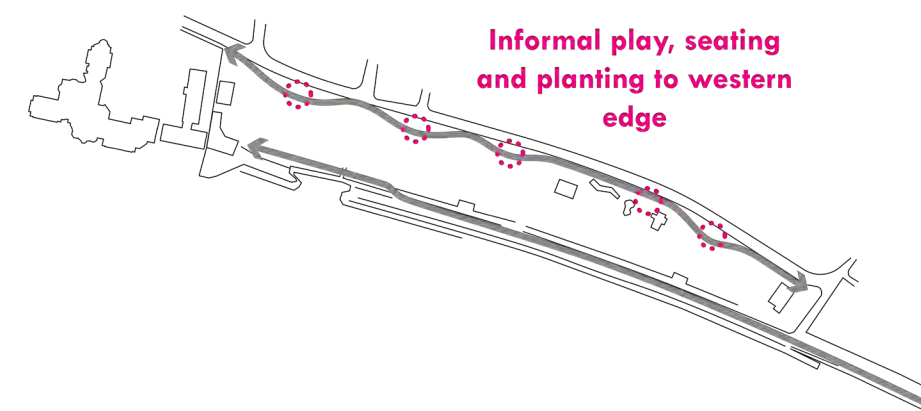




Improving links to the seafront



Providing spaces that support existing businesses



Introducing new spaces that support the Greens

## Sketch Masterplan

### Put pedestrian movement & safety first

A new segregated cycleway and footpath to the western edge of Preston Greens removes the conflict between users, creating an improved north/south link.

### Ensure the seafront is accessible for all

Preston seafront should be a place that everyone can visit and enjoy, no matter their ability or age. Whilst the plan doesn't show the detail of materials, levels, steps and ramped access, it would be intended that all designs adhere to BS 8300-2:2018 Design of an accessible and inclusive built environment. A new pedestrian access ramp to the beach would ensure the beach is accessible for all.

### Flood defences should support existing businesses along the seafronts

Sara's café could be relocated to the improved amphitheatre space where pedestrians would be coming from the beach to the promenade. This could provide increased spill-out space on the promenade. In this scenario the Café would not be protected by the flood defences.

The northern toilet block could be arranged carefully in the context of flood defence to ensure it is protected. Space for seating and a reformed public realm to the entrance of Marine Parade will improve the relationship of this building with the seafront.

### Flood defences should support the local character of the seafronts

The community feel that Preston is the local's beach; and therefore the identity of the area, including the flood defences should seek to retain a slightly different look and feel to Paignton.

All the existing beach huts will be retained in the scheme with the seaward huts still being relocated during the winter. There is the opportunity to clad the wall on the seaward side in natural stone to match the existing sea walls and sensitively integrate the scheme with its surroundings.

### The seafront provides space for a range of activities and uses throughout the year

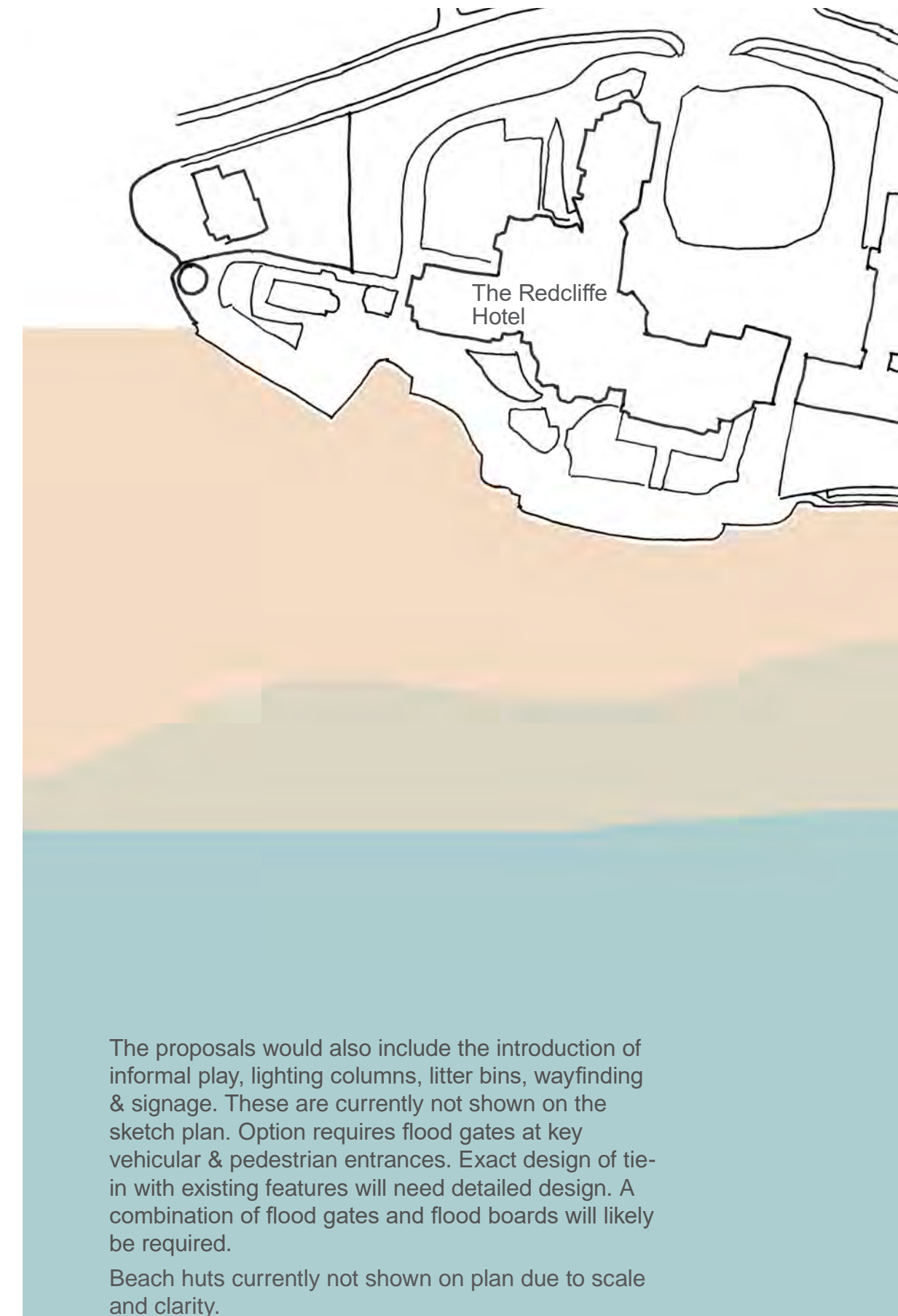
Preston Green is currently used for a variety of local uses. Space for these should be retained whilst also bringing in new opportunities for seating and additional play opportunities. Along the seafront the shelters should be retained either in their current form (refurbished) or as new shelters to ensure the seafront can be used all year-round.

### Views of the sea and beach are retained from the promenade

As the flood defences are located between the beach huts there would be no impact on views from the promenade.

### Provide space for new planting that supports local flora and fauna

There is also an opportunity to have butterfly and bee friendly wildflower planting around the outer edges of the Green, creating an attractive and biodiverse edge and also reducing the maintenance demands of large areas of mown grass.





Paignton And Preston Community Seafront Masterplan





## Emerging Views

The following axonometric views were produced to provide the public with a better understanding of the effect of the flood defences on the seafront.

The flood defence height shown is +5.9m AOD. This correlates with a defence height of between 1.2 to 1.8m above existing footpath levels (on average). To mitigate the effect of the wall between the beach huts it is proposed that the land is raised to both sides of the flood wall, reducing the height of the wall to 1.4m to either side. The beach huts would be placed on raised plinths either side of the flood wall.

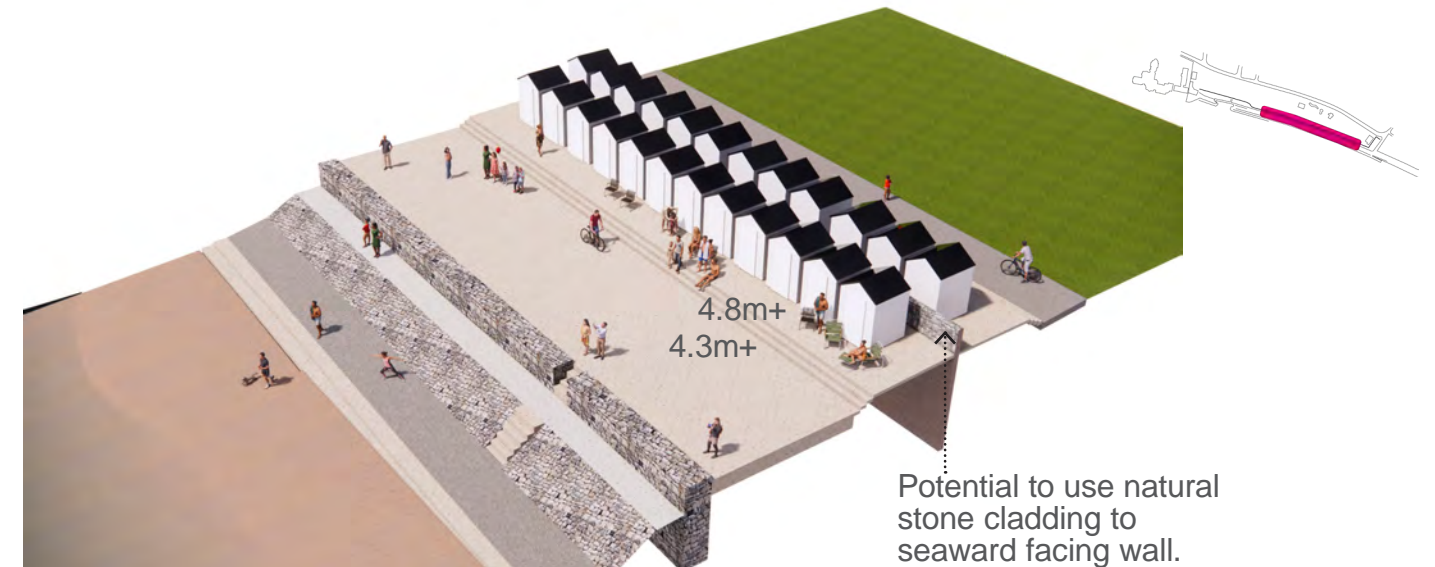
During the winter, the seaward beach huts would be removed to protect them from storm damage. The landward beach huts would remain. There is an opportunity to provide seating attached to the flood wall for use during the winter, this would provide welcome additional seating and potentially reduce the visual impact of the wall.



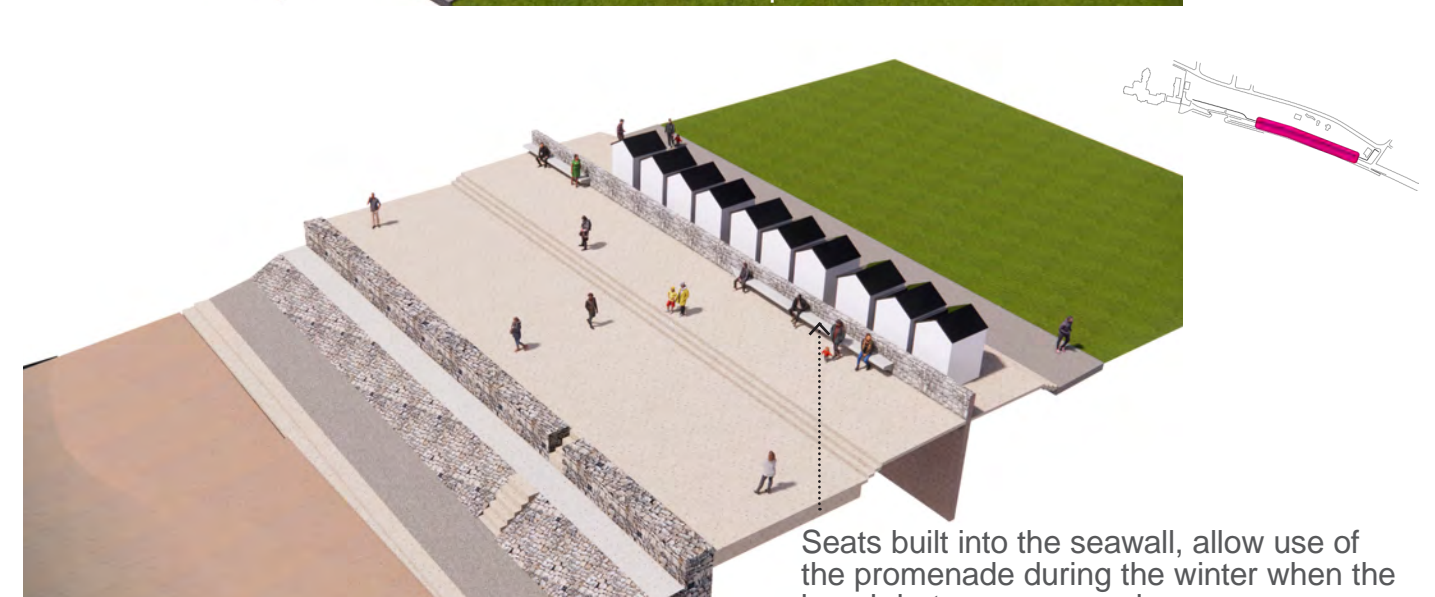
Existing



Alternative summer option



Summer option



Winter option



The existing shelters would be placed on buildouts along the raised plinth to simplify the alignment of the flood wall. The existing shelters could be refurbished, or new shelters provided. Ramped access would need to be incorporated to ensure that they are available for everyone.

The area surrounding the amphitheatre terraces would be simplified through the removal of duplicate walls and ramps and filling in the levels to create a consistent promenade. The existing slipway would be retained and integrated into the new design.

Existing shelters could be relocated on to new build outs along the promenade

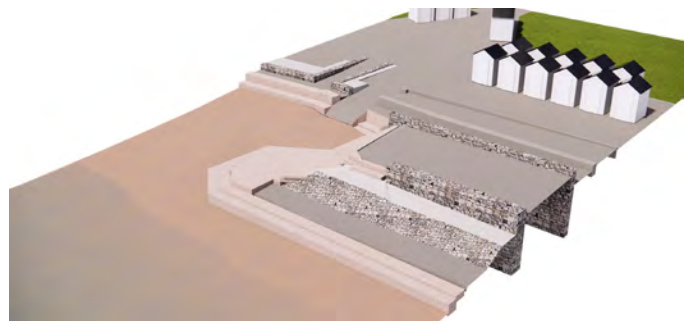
Flood gate to opening

Existing ground level

Potential to provide new shelters along the promenade which set Preston apart from Paignton. Example only, design would be developed in future project.

Preston Green

Existing ground level



Existing



Remove existing walls to simplify the space and provide a new area for Sara's cafe

Southern Terraces - simplified ramps and steps to create a new space for Sara's cafe



**453 responses**



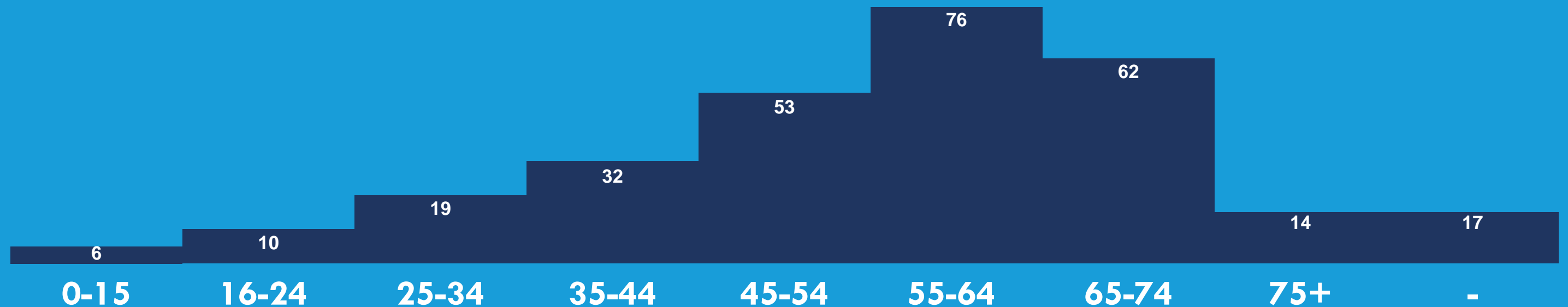
**1 146 views**



**426 attendees  
at workshops**



**Reach of 7198**



Respondent Age Ranges



# 5.0 Stage 2 Stakeholder and Community Engagement

## 5.1 Stakeholder Engagement

The project Engagement Plan for Stage 2 is included within Appendix D, this sets out the framework for interaction with Torbay Council Officers, Councillors, and Local Interest Groups. Both virtual and in-person workshops were held, these were aimed at deciding on the flood defence option for Paignton to take forward and gaining comments on the emerging design of Preston seafront. All the stakeholders we engaged with are shown in the table opposite: The insights and feedback received at these sessions have fed directly into the development of the proposals. All the meeting minutes from Stage 2 can be found in Appendix C.

## 5.2 Wider Engagement

Following on from Stage 1, the Torbay Council webpage was updated for the Stage 2 engagement. For Stage 2 the design team used the following methods to engage with the community:

- In-person meetings,
- Virtual meetings,
- Online questionnaires (one for each seafront),
- Online videos (one for each seafront),
- Social media posts on Torbay Council streams,
- Press release to local news.

Who	24/05	25/05	26/05	27/05	04/06	06/06	08/06	09/06	10/06
Council Officers - Events									
Council Officers – Open Spaces & Community Safety	no show								
Council Officers – Planning & Regeneration									
Council Officers – Parking									
Council Officers - Harbours									
SWISCo SLT - Highways, Open Spaces									
Councillors									
Community Partnership									
Community Organisations - Chamber of Commerce/ BID/Beach Hut User Group/ ERBID Board	Emailed								
Children & Young People Representatives - Strategic Partnership/ Youth Trust/ Play Torbay	Emailed								
Community Organisations – Sports Clubs/ Active Devon/Community Builders/Development Trust/Healthwath/Events Organisers	Emailed								
Local Businesses + Hotels									
Public stand - Airshow									
Public Facebook Live									
Young People – South Devon College & Paignton Academy	Couldn't organise an in-person meeting due to exams but college circulated to students – info sent 25th May								
Adults with learning difficulties	Emailed - Devon Link Up, Hollacombe, MENCAP & asked to go in Adult Social Care Newsletter								
Over 50's Forum	Emailed - Details circulated to their members on 25th May								

Virtual  In-person

Have your  
**say!**

“

## Paignton and Preston Seafront Consultation

”

LD&A DESIGN  
[TORBAY.GOV.UK](http://TORBAY.GOV.UK)



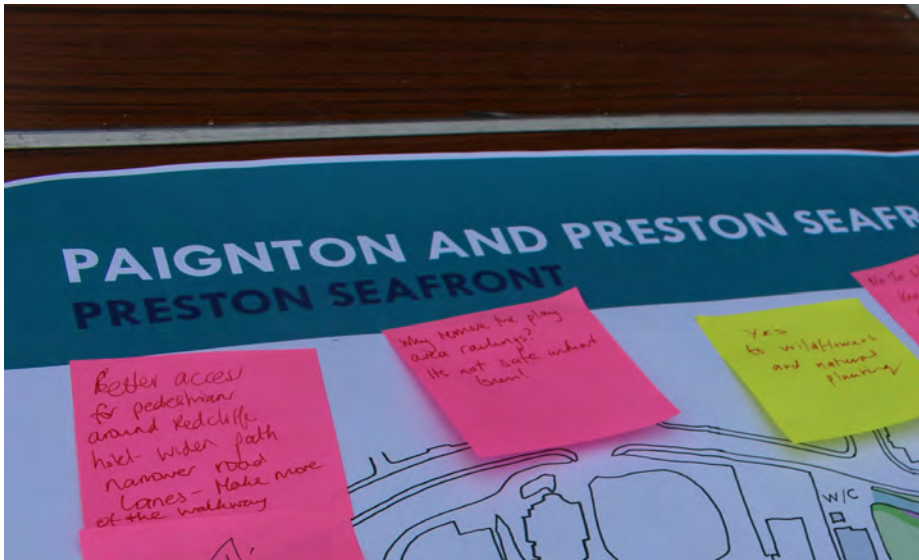


- As of the 5th June 2022 the engagement had received:
- 1146 views of the online videos
  - 453 responses to the surveys
  - 426 attendees at workshops
  - A reach of 7,198 people over social media

**5.3 Key Outcomes**  
At the end of the Stage 2 engagement period there were several key outcomes to be taken forward into the next stage of design:

**Paignton Seafront**

- Landward defence alignment to be taken forward as the preferred approach. (Public Feedback)
- Temporary parking on South Green not supported. (Public Feedback)
- Plans need to go further to protect existing businesses and the existing shelters. (Community Partnership & Local Businesses)
- Raised planters within the promenade not supported due to future maintenance issues. (SWISCo & Community Partnership)
- Divided opinion on whether the seafront should be closed to traffic or whether all existing parking should be retained. (Public Feedback)



Photos from Air Show engagement day





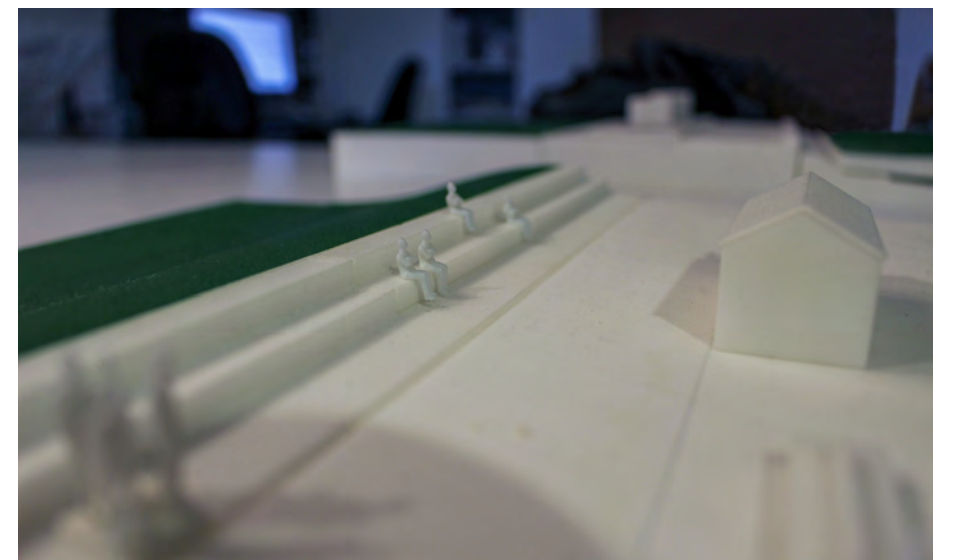
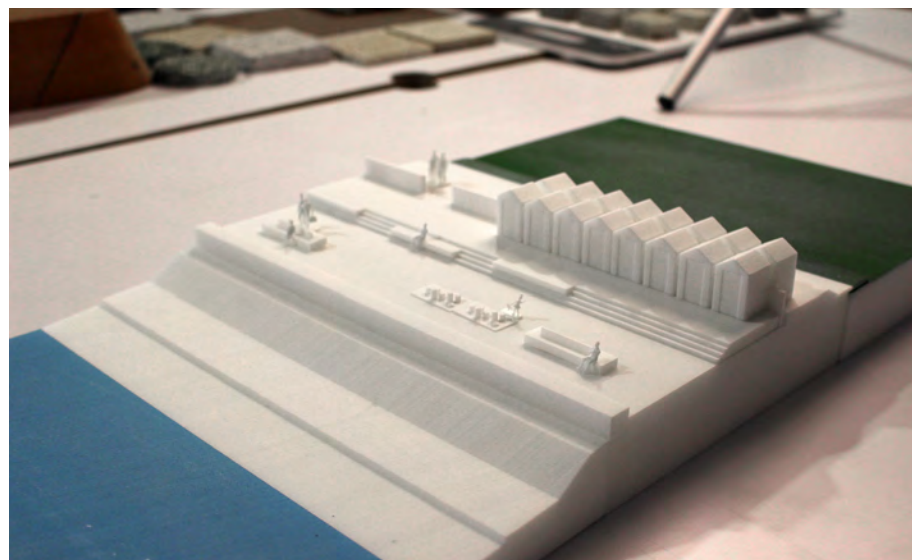
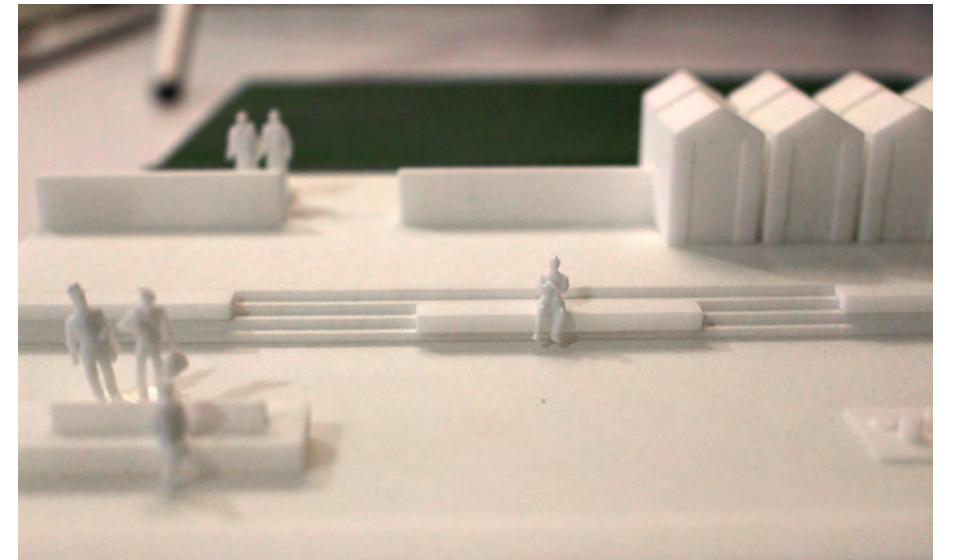
Photo from Air Show engagement day



- Idea of a central pedestrianised area largely supported. (Public Feedback)
- New arrival space in front of the Vue cinema supported. (Public Feedback)

### Preston Seafront

- Western footpath and cycleway design to be simplified to ensure Preston Greens overall size is retained and the existing cycleway is reused. (Public Feedback)
- Landward raised plinth needs to be lower to ensure the beach huts can remain year-round whilst also being protected from storm damage. (SWISCo & Harbours)
- Bob's Patch (play area) to remain fenced off to provide a dog free zone. (Beach Hut Association & Public Feedback)
- Consensus that shelters are needed along the seafront, however divided opinion on whether they should be refurbished or replaced with new. (Public Feedback)
- Additional informal play and seating desired to western edge of Preston Greens. (Public Feedback).



A physical model with movable parts was created to help people understand and explore different options for coastal flood defence.







# 6.0 Final Seafront Masterplan

## 6.1 Combined Seafront Masterplan

To ensure the masterplan is viewed as a cohesive piece of design, the two plans have been combined to create one singular seafront masterplan for Paignton and Preston, as shown on the plan opposite. The outcomes from the stage 3 engagement have been incorporated into the latest plans and proposals as an iterative process and are expressed on the following pages.

## 6.2 Paignton Seafront Masterplan

It is envisaged that the following interventions would be implemented as part of the new coastal flood defence works.

### Coastal Scheme Delivery (0-4 years)

1. Primary flood defence line (+5.5m AOD). Comprising of landform, terraces, and short stretches of natural stone clad wall where flood gates/ boards are required.
2. Flood defence gate/ boards.
3. Resurfaced lower promenade to northern and southern sections.
4. New upper promenade to northern and southern sections with new planting terraces, seating terraces and accessible slopes.
5. New showers and beachside lockers provided adjacent to existing toilet block.
6. Existing shelters relocated to top of flood defences embankments, ensuring ongoing protection from storm events and panoramic views.
7. New bound gravel pedestrian footpaths provided over the Greens following historic path locations. These ensure the Greens are usable for all abilities year-round and increase permeability from Esplanade Road.
8. New turning head for disabled and servicing vehicles.
9. 11 disabled spaces located at the centre of the seafront providing easy access to the mobility toilet, and nearby seafront amenities.
10. Loading spaces.
11. Informal pedestrian crossings to seafront access steps and slopes.
12. GeoPark Cafe relocated behind the flood defences with space for outdoor seating and year-round access remain open when flood defences are closed.
13. Existing 'Proper Coffee Shop' relocated behind the flood defences to allow use year-round.

14. Space provided for existing summer kiosks.
15. Landward side of flood defences integrated into the Geoplay Park with opportunity for new adventure-filled play set within the 1.2m level change.
16. New seating opportunities provided along the length of the closed promenade.
17. New cycle parking spaces and facilities (such as repair and e- charging)
18. Realigned southern entrance road improving access to The Paignton Club and opening up sightlines of the seafront.
19. New vehicular access adjacent to the Adventure Golf to allow central section to be closed.
20. Portion of roadway in front of Vue cinema to be closed and accessible parking spaces moved on-street. Space for loading & taxi pick-up/drop-off moved to on-street. Space connects with closure of Torbay Road and provides a new entrance to the seafront.
21. Contra-flow cycleways retained to north and south Eastern Esplanade. Lanes re-surfaced to provide clear distinction from adjacent carriageway.

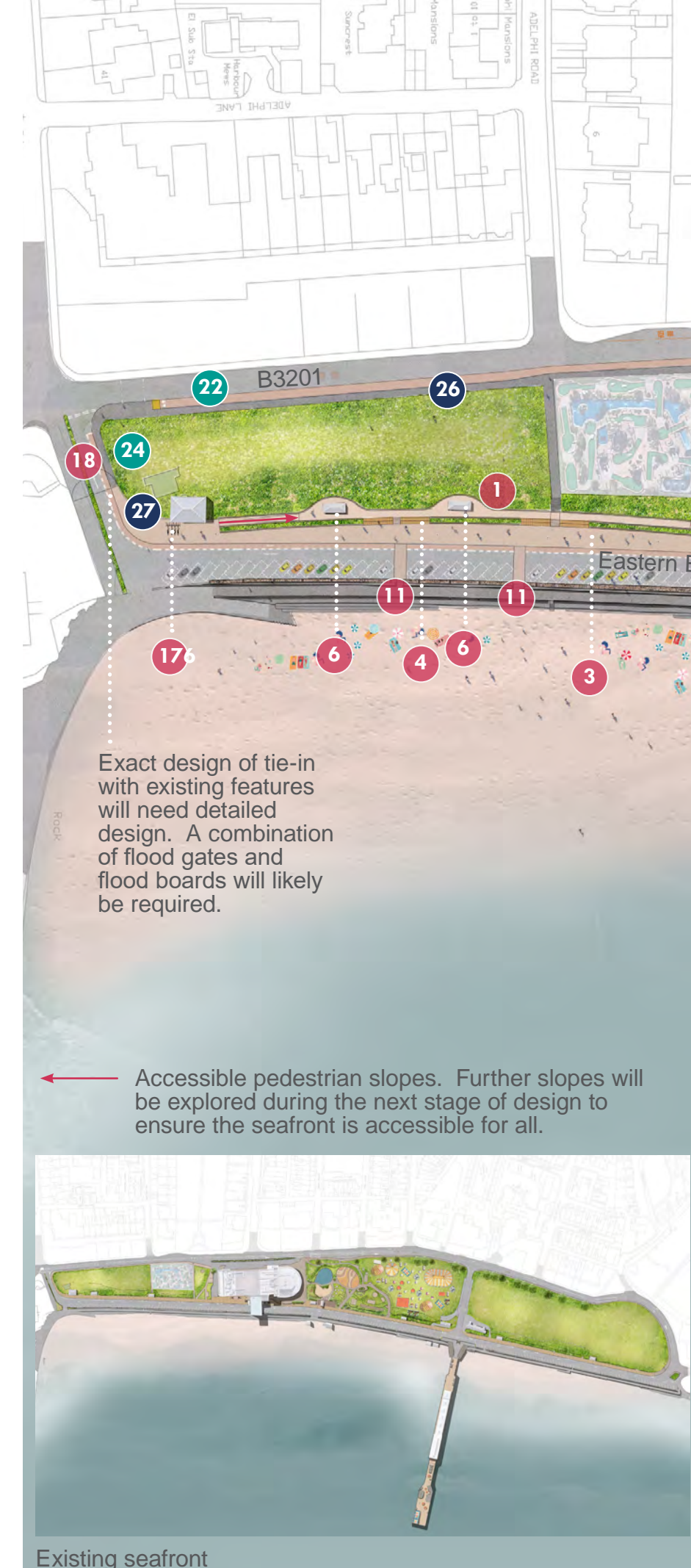
- In order for Eastern Esplanade to be part-closed as shown the road will need to be de-classified as a highway.
- New lighting columns and festoon lighting along the length of the promenade to ensure it complies with existing best practice and to remove any dark spots.
- New litter bins, CCTV columns, beach front lockers & outdoor showers also included within the coastal scheme.

### Short Term Projects (0-8 years) Projects outside of coastal scheme scope

22. Pedestrian priority crossings to Esplanade Road.
23. Opportunity for more tree planting to the western edge of the central and northern Greens (using species specifically chosen for local microclimate and the appropriate tree anchoring system)
24. New wildflower planting located within the Greens in carefully chosen locations.

### Long Term Projects (8-20 years) Projects outside of coastal scheme scope

25. Future opportunity for the Geoplay Park to be upgraded when the current park's life-span comes to an end. Current location to be retained.
26. Two-way cycleway located adjacent to Esplanade Road. This provides a fast cycling route and future proofs the scheme for future active travel needs
27. Future opportunity when funding allows to implement a small toilet block near to the southern green to support events and use of this end of the seafront.



Existing seafront





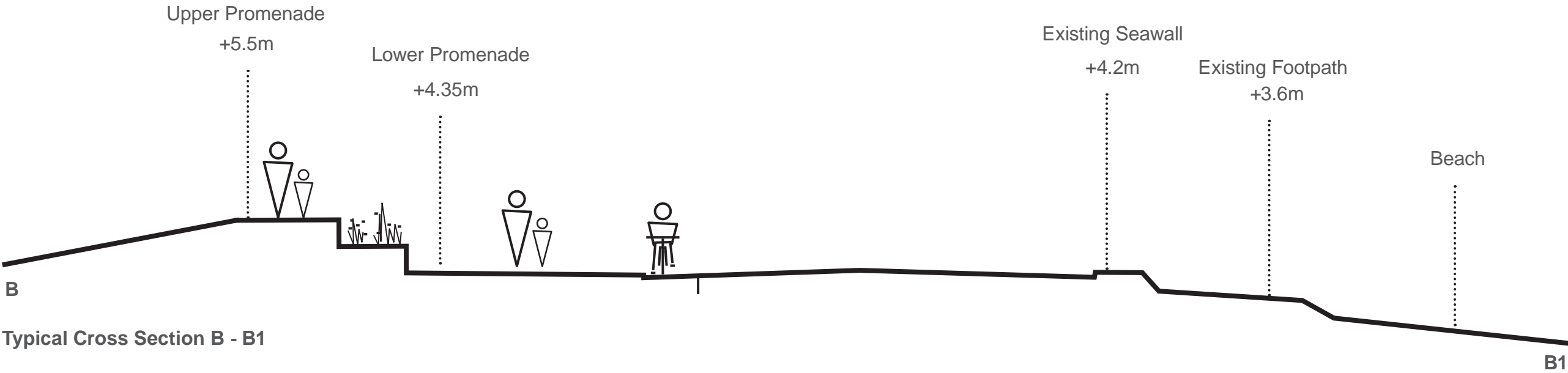
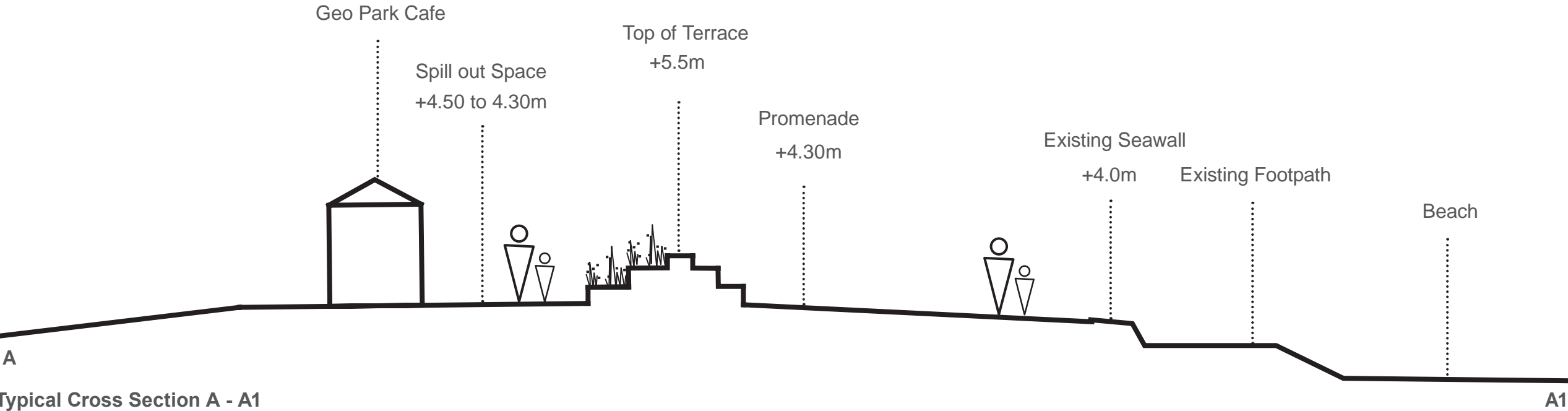
Exact design of tie-in with existing features will need detailed design. A combination of flood gates and flood boards will likely be required.





Seafront Typical Sections

The following typical sections illustrate the relationship between the flood defences and surrounding features.





3D Model Renders

These views are included to provide further information on example accessible slopes and flood gate access points. The views have been taken from the model raw meaning some road markings and details are not present.



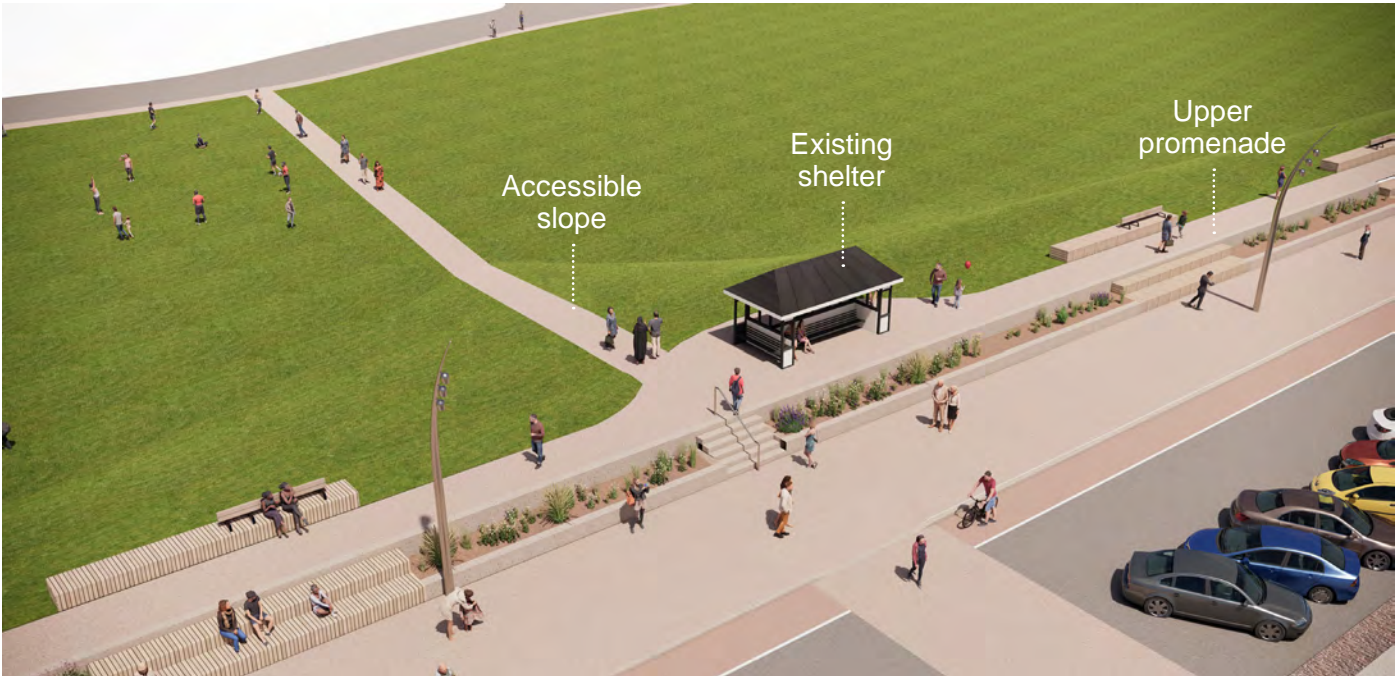
Opportunity to integrate flood defences into Geoplay Park edge



Flood gates required at pedestrian entrances



Accessible slope to upper promenade leading from Pier Approach



Accessible slope and pedestrian access path across North Green to upper promenade



### 6.3 Paignton Seafront - Visualisations

#### Eastern Esplanade (Closed Section)

Paignton seafront will be rejuvenated as the place to visit along the English Riviera. The newly closed central section provides the opportunity for several enhancements that will greatly improve the seafront offer.

- New protected spaces for the GeoPark Cafe and The Proper Coffee Shop.
- Space provided for the summer kiosks that can turn into informal play during the quieter season when the kiosks aren't in place.
- Integration of the defences with the Geoplay Park providing a new 'geological' play edge.
- New seating and lighting along the length of the seafront.
- Flexible use space along the closed section allowing for events to spill on to the promenade.
- Opportunity for new wayfinding and interpretation features along the length of the seafront (subject to separate funding).
- Further features are identified on the masterplan.

Proposed View - Eastern Esplanade by the Geopark looking east towards the Pier



Existing (2022)







Existing (2022)

### Eastern Esplanade (Open Section)

Following feedback received from the first two stages of engagement, whilst the overall masterplan promotes a transition to more active travel, such as walking, cycling and scootering, it is understood that cars are still required for a number of people that use the seafront, such as the elderly. Therefore, the northern and southern sections of the seafront will remain open to traffic. Longer term, when travel habits or technology changes, there is the potential to close these sections to traffic.

- New pedestrian footway located along the top of the embankment, providing panoramic views of the bay.
- The reconditioned shelters will be located along the top of the embankment, protecting them from storm events and allowing year-round use.
- The edge of the embankment will be terraced, providing new colourful planting and seating along the seafront edge. There is the opportunity for public art to be integrated into the terraces such as via a poetry trail or sandblasted patterns reflecting local character.

Proposed View - Eastern Esplanade by the North Green looking west





## 6.4 Preston Seafront Masterplan

It is envisaged that the following interventions would be implemented as part of the new coastal flood defence works.

### Coastal Scheme Delivery (0-4 years)

1. Primary flood defence wall (+5.9m AOD / 1.2 to 1.8m in height). Seaward side of flood defence wall clad in local natural stone.
2. Flood defence gate/ boards
3. Resurfaced lower promenade with new public seating.
4. New upper promenade with stepped front edge to ensure easy access to beach huts.
5. → Accessible pedestrian slopes.
6. Existing beach huts retained on seaward and landward sides of flood defence wall. Landward beach huts retained in place throughout the year. Seaward beach huts removed over winter as per existing arrangement. Definitive locations to be agreed as detail designs develop in subsequent work stages.
7. Spaces along the upper promenade provided for either the existing shelters to be reconditioned and replaced, or for new shelters to be installed following further public consultation.
8. Space provided behind flood defences for Sara's cafe on upper promenade, along with cafe seating/ spill out space.
9. Edge to Seaway Road/ Marine Parade entrance re-profiled to provide new cycleway link and accessible pedestrian slope.
10. New seating to lower promenade
11. Existing duplicate walls and ramps removed to simplify amphitheatre space. Existing ramp to beach widened to improve maintenance access.
12. New cycle parking adjacent to The Boathouse and northern toilet block.

- New lighting columns and festoon lighting along the length of the promenade to ensure it complies with existing best practice and to remove any dark spots.
- New litter bins, CCTV columns, beach front lockers & outdoor showers also included within the coastal scheme.

### Short Term Projects (0-8 years) Projects outside of coastal scheme scope

13. New accessible slope to beach
14. Future development opportunity for existing toilet block (already being progressed). Key features to be picked up by the design of the building are:
  - Continuing the cycleway from Marine Parade to connect with the Preston Greens.
  - Providing adequate cycle parking & potentially lockers for SUP's and kayaks.
  - Integrate flood defences into facade of building.
  - Retain existing number of beach huts.
15. Existing Basketball court increased in size by 2-3m all around.
16. New exercise equipment located out of children's play zone to allow use by a wider demographic.
17. New picnic benches provided within northern green.
18. New wildflower planting located within the Greens in carefully chosen locations.
19. Southern toilet block and central toilet blocks retained for public use throughout the year. Potential for existing payment access to be reconsidered/ reconfigured in the future.
20. Additional pedestrian footpath provided

adjacent to existing cycleway. New seating and planting zone created in between the two routes.

21. New pedestrian crossing to northern end of Marine Drive.
22. Disabled parking spaces.
23. Marine Parade parking rationalised and introduced along the carriageway. Crossing points put in for South West Coastal Path access. Potential for a further traffic study to be undertaken to provide further improvements to the traffic movement along Marine Parade.
24. Turning head reconfigured to provide additional parking space at the northern end of Marine Parade.





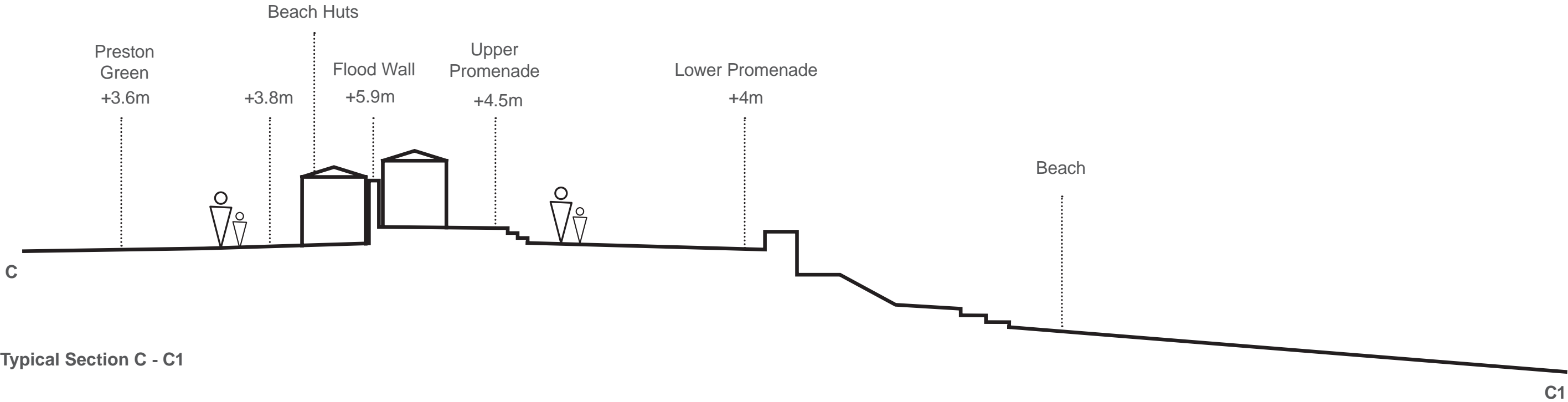


Existing Plan

North



**Seafront Typical Section**  
The following typical section illustrates the relationship between the flood defences and surrounding features.





3D Model Renders

These views are included to provide further information on example accessible slopes and flood gate access points. The views have been taken from the model raw meaning some road markings and details are not present.



Initial design for Sara's cafe (not finalised) - further discussions to be had during detailed design to ensure new defences provide (at least) the existing spill out and circulation space.



Flood gates required at pedestrian entrances



Simplified amphitheatre area with beach access slipway



## 6.5 Preston Seafront - Visualisations

### Preston Promenade

As indicated by the community Preston will remain the 'Locals Beach' and whilst a holistic approach is taken, its character will be intentionally slightly different to Paignton. The design of the seafront integrates the flood defences into the existing features wherever possible.

- The cherished beach huts that provide so much character to the seafront are retained.
- Sara's cafe is protected behind the flood defences with a seating area that spills out in front of the wall. Views are retained.
- Space is provided along the upper promenade for the existing shelters or new shelters will be re-provided along the seaward edge.
- Accessible slopes provide access onto the upper promenade at every access point to the seafront from the Green behind.
- A reconfigured amphitheatre area will provide new seating opportunities and a central focus to the beach.
- Further features are identified on the masterplan.

Proposed View - Promenade by the looking west towards the Pier



Existing (2022)







Existing (2022)

## Preston Green

Behind the flood defences there's opportunity to improve the access and use of Preston Green through some relatively modest changes. A lot of the feedback mentioned the varied and constant use of the green space, therefore the proposals support, rather than change this.

- New pedestrian footpath is proposed adjacent to the existing cycleway. This will be separated by planting which also allows comfortable seating to be placed along its western edge overlooking the Green.
- Enlarged basketball court is proposed to support its use by local sports clubs.
- Existing fencing surrounding the play area is retained to continue its use as a safe zone for parents and carers.
- Existing exercise equipment is moved out of the fenced area to the northern green to open up its use to more people using the footway/cycleway and increase free space within the fenced zone.
- New picnic tables are provided to the northern Green along its western edge.
- Wildflower planting introduced in small pockets along the seafront to increase biodiversity.

Proposed View - Footpath and cycleway adjacent to Marine Drive looking west





## 6.6 Frequently Asked Questions

The following information was provided during the final stage of engagement, to ensure there is full transparency on what is being proposed and respond to common areas of interest.

### **What is the project timeline?**

After the consultation on the seafront masterplan has ended, the masterplan will be submitted to Cabinet for approval in November. When approved the project will move into the detailed design stage ahead of the planning application being submitted. At this stage the drawings will again go out for consultation with the public, local councillors, and stakeholders. The project aims to commence construction towards the end of 2023.

### **How is the coastal project being funded? With the new designs won't it cost more than originally thought?**

The original flood defence project secured £3.142 million from the Environment Agency (EA). The Council have already been able to apply for further funding from the EA to increase this figure to £3.98 million, and they will know whether this has been approved in January/ February 2023. The project is also being funded by Section 106 funding and Future High Streets funding. This brings the funding hopefully secured to a total of £4.6 million. More funding is

likely to be required and a detailed cost exercise is going to be done in October.

### **Will everything be constructed at the same time, or will it be phased?**

Some of the ideas shown on the plans do not fall under the current funding that has already been secured as this is just for flood defences. You can see on the masterplan what won't be supported with the current funding, as they are listed as short term or long-term projects. Torbay Council will be looking to secure additional funding to fund these projects and support the wider seafront.

### **How do we stay up to date with the latest information going forward?**

The Council website will continue to be updated. As we have done for the seafront masterplan project, social media and local newspapers will also be used to keep everyone up to date with the project.

### **What if we have additional ideas for the seafront?**

This isn't the final plan for the seafront. The scheme will move into a detailed design stage where there will still be opportunities to include other appropriate ideas. Please provide any additional ideas using the comment's section on the website or on social media. You can

also contact your Local Councillor or your Local Community Partnership representative who can then get in touch with the Council.

### **Are there any new concessions being planned?**

The plans show the same number of kiosks that already exist along both seafronts. All kiosks have been provided space that suits their current yearly usage, for example - whether or not they are on the seafront all year-round, in which case they're either protected by the flood defences, or are moved during the winter.

### **How does this support the GeoPark Cafe?**

The GeoPark Cafe is roughly in its current location but will be behind the flood defences. A new space has been created with planted terraces, seating terraces and level access behind the flood defences allowing the cafe to be used even if the flood gates are closed. We expect through careful detailed design we can achieve 1 metre high flood defences at this point, below the average seated eye level of 1.1 metres.

### **How do these plans support active travel along the seafront?**

A new two-way cycle lane is shown on Esplanade Road to provide a new fast

route past the seafront and to future proof the carriageway. This will also ensure there is a safe cycling route if the seafront flood barriers ever need to be closed. The existing contra-flow cycle lanes will be retained to the north and south of Eastern Esplanade with shared cycling through the central closed section. The central area has an average width of 8-10 metres allowing plenty of free-space for pedestrians and cyclists.

### **How will parking be affected?**

Parking will be kept on the north and south of the seafront (115 spaces). 16 disabled spaces will be provided, increasing the current provision, which is only one space. Loading space is also shown by the Vue Cinema (both sides), and outside the Pier. This does mean there will be a loss of 93 parking spaces on Paignton seafront.

### **What are we doing about the public toilet facilities?**

All existing public toilets are to be retained. The plans show where potential future toilets could be located.

It is recommended that any new toilets also include new Changing Places toilets to ensure the seafront can continue to be used by all, and to increase the current level of provision.



**What will happen to Paignton's shelters?**

The shelters along Paignton's seafront will be relocated to the top of the embankment. This will provide panoramic views of the Bay and access during over-topping events.

**What happens during a storm event?  
Will I still be able to access the seafront?**

During the worst storm events, or when there is likely to be a lot of over-topping the flood gates will need to be closed. Access to the seaward side of the flood defences will not be allowed due to safety. New paths have been provided behind the flood defences to allow access along the seafront in these scenarios.

**Will I still have enough space outside of my beach hut?**

We have ensured that there will be the same amount of space outside of the beach huts. The plans show new steps down to the lower promenade on the seaward side and accessible slopes to ensure the beach huts can be accessed by all.

**Will this project protect the seafront properties from surface water flooding?**

This project is to only protect the seafront from coastal water flooding (high tides and overtopping waves). The Council is working on other separate projects which are looking

at the issues of surface water flooding in some of the areas of the seafront.

**If the Marine Parade wall is ever breached, serious damage could happen to the South West sewer system which sits below the promenade underneath the beach huts.**

The risk of a breach failure is the same for any coastal defence wall and should a breach occur, there is likely to be damage to any critical infrastructure located behind the sea wall. Torbay Council inspect their sea walls on a regular basis and, if damage is identified, repairs are undertaken when funding is available. Torbay Council are not responsible for the critical infrastructure located behind this sea wall. This is the responsibility of the asset owner which, in the case of the sewers, is South West Water. The proposed scheme will have no effect on the existing sea wall or the critical infrastructure located along Marine Parade.

**Placing a flood gate to the entrance of Marine Parade will only push volumes of water down our Parade as the water will have no where to go resulting in us being under water?**

This question was raised back in April 2021 and we asked Royal Haskoning to respond. It was identified that there is no increased risk

of flooding to properties along Marine Parade as a result of the secondary set back wall.

**Who will be responsible for notifying the residents of Marine Parade when the gate is to be closed so our vehicles can be moved?**

It is too early in the process to say how this will work. A discussion between the Council, SWISCo and the residents will take place when the flood gates are close to being installed to find the best way forward with this.



# 2,837 people engaged with over the 3 week consultation



**220 responses**



**1800 aware**



**932 informed**



**105 engaged**

Are these plans a positive step forward for Paignton & Preston seafronts?

**Yes**

**91%**

**No**

**5%**

**Don't Know**

**4%**

Percentages include Children's Week in person responses



# 7.0 Stage 3 Stakeholder and Community Engagement

## 7.1 Stakeholder Engagement

The project Engagement Plan for Stage 3 is included within Appendix F, this sets out the framework for interaction with Torbay Council Officers, Councillors, and Local Interest Groups. Both virtual and in-person workshops were held, these were aimed at ensuring the designs were readily accessible to people and to provide confirmation that the landward flood defence option shown was supported for detailed design development prior to planning. All the stakeholders that were engaged with are shown opposite.

The insights and feedback received at these sessions have fed directly into the development of the proposals. All the meeting minutes from Stage 2 can be found in Appendix E.

Who	20/08	25/08	30/08	05/09	07/09	08/09
Council Officers - Events	Emailed					
Council Officers – Open Spaces & Community Safety						
Council Officers – Active Travel, Planning & Transport						
Council Officers – Parking						
Council Officers - Harbours						
SWISCo SLT - Highways, Open Spaces	Emailed					
Councillors						
Community Partnership						
Community Organisations - Beach Hut User Group						
ERBID Board						
Children & Young People Representatives - Strategic Partnership/ Youth Trust/ Play Torbay	Emailed					
Community Organisations – Sports Clubs/ Active Devon/Community Builders/Development Trust/Healthwatch/Events Organisers	Emailed					
Local Businesses + Hotels						
Public stand - Children's Week						
Young People – South Devon College & Paignton Academy	Couldn't organise an in-person meeting due to school holidays.					
Adults with learning difficulties	Emailed - Devon Link Up, Hollacombe, MENCAP & asked to go in Adult Social Care Newsletter					
Over 50's Forum	Emailed					

Virtual  In-person





Photograph taken at the engagement event of Paignton & Preston Masterplan Local Business Workshop on 08th September 2022 at Boathouse Marine Drive, Paignton.



## 7.2 Wider Engagement

### Aware

For Stage 3 the design team used the following methods to engage with the community:

- In-person meetings,
- Virtual meetings,
- Online quick poll,
- Social media posts on Torbay Council streams,
- Press releases to local news.

For the Stage 3 engagement phase 'Engagement HQ' was used to host the online public consultation, this marked a change from the previous stages where the Torbay webpage was used. This platform allowed better analytics, including insight into the amount and depth of engagement the project was receiving. The following describes the three types of visitors the platform recorded:

### Aware

A visitor that we consider to be 'aware', has made at least one single visit to the project. The EngagementHQ methodology suggests that a visitor who has not taken any further action, therefore they have not clicked on anything, so are considered to be 'aware' that the project is happening.

### Informed

An 'informed' visitor has taken the next step from being 'aware' and clicked on something on the website. It is now considered that the visitor is better 'informed' about the project. Any of the actions below need to be applied for EngagementHQ to consider the visitor 'informed':

- Viewed a video
- Viewed a photo
- Downloaded a document
- Visited the Key Dates page
- Visited a FAQ list page
- Visited multiple project pages (that means clicking from one project into the next or clicking on pages within the project, for example into a forum discussion).

### Engaged

Every visitor that contributes to an interactive tool is considered 'engaged'. This means that the participant performed one or several of the following actions:

- Participated in Quick Polls
- Posted a comment on the guestbook
- Asked Questions

As of the 11th September 2022 the engagement had received:

- 220 responses to the poll
- 1800 people aware of the project
- 932 people informed about the project
- 105 people engaged in discussion about the project
- 781 of the visitors downloaded the PDF of the plans 869 times, with 27 looking at the results from phase 2 and 9 looking at the phase 1 results

## 7.3 Key Outcomes

Following the Stage 3 consultation period the designs continued to evolve, taking on board comments and consensus. Notable amendments are listed below:

### Paignton Seafront

- Kiosks to be relocated closer to key pedestrian entrances to ensure they are clearly visible and easily accessible. (Kiosk Owners).
- Visual showing large format seats to the closed promenade to be updated to ensure there is clear access for large scale events such as the Half Marathon. (Event Organisers)
- Low cycleway kerb to be shown to edge of contra-flow cycleway to increase drivers' awareness and cyclist safety. (Public Feedback)

### Preston Seafront

- Location of access ramps to raised plinth to be rationalised to ensure they provide access to the shelters, Sara's café, and the northern toilet block. (Public Feedback & Beach Hut Association).
- Beach huts relocated from between the ramps and the shelters to ensure free access. (Public Feedback).
- Sara's café retained in its existing position with existing outdoor space retained. (Sara's Café owner feedback).
- Basketball court size increased by a couple of metres all around rather than to a full-sized court. (Beach Hut Association and Councillor feedback).



# Paignton And Preston Community Seafront Masterplan



Photographs taken at the engagement event of Paignton Masterplan Stall at Paignton Children's Week 20th August 2022.





Photograph taken at the engagement event of Paignton & Preston Masterplan Local Business Workshop on 08th September 2022 at Boathouse Marine Drive, Paignton.







# 8.0 Next Steps

## 8.1 Design Items To Carry Through To The Next Stages Of The Project

Through the design process and engagement exercise several matters were raised that are beyond the scope of the master plan or require detailed design and engagement in subsequent stages. For the avoidance of doubt, and as a record, these are as follows:

- Geopark Café is due to be rebuilt before the commencement of the flood defence scheme. The location and size of the new building will need to be cognisant of future flood defence proposals so an appropriate and integrated solution can be developed.
- The owners of Sara's café have provided additional comments on the plan relating to the size of their outdoor space. As designs progress discussions need to be held to ensure any detailed comments are picked up and the location of the flood walls does not negatively impact their business.
- It is currently unknown whether there is a requirement for a flood gate at the entrance to Marine Parade due to the masterplan moving it closer to Marine Drive. Hydrological (flood water and drainage water) calculations will be required to determine the outcome in this location.
- Further discussions will need to be held with the Architect's working on the northern toilet block redesign on Preston Greens to ensure the design is integrated with the flood defences.

## 8.2 Cost And Phasing

The Community Seafront Masterplan for Paignton and Preston reflects an ambitious vision to deliver long term transformational change. It aims to protect and enhance what makes the area special and celebrate its rich character and personality, whilst repairing and improving areas that aren't currently working or have become degraded over time.

Delivering the level of transformation proposed requires intense collaboration, creativity, technical rigour and often multi-layered public and private funding. And whilst an integrated approach to public realm and flood defence has been adopted, and enhancements sought, the flood defence grant in aid funding from the Environment Agency (EA) will only go so far to achieving the long-term vision. Additional monies will need to be sought.

The original flood defence project secured £3.142 million from the EA. The Council have already been able to apply for further funding from the EA to increase this figure to £3.98 million, and they will know whether this has been approved in January/ February 2023. The project is also being funded by Section 106 funding and Future High Streets funding. This would bring the funding secured to a total of £4.6 million.

To achieve all the proposals shown, more funding will be required. A cost exercise is currently underway, this will determine the level of additional investment needed.

It is likely that a project of this nature will require central government funding, coupled with ongoing funding received

through planning, such as Section 106 and Community Infrastructure Levy (CIL). It may also require partnerships with private sector parties to work alongside Torbay Council.

The Covid-19 pandemic, alongside current economic uncertainty has placed greater pressure on both public and private funding, and there is much uncertainty across the country right now. However, there is also an appetite by the government to invest to secure long-term economic prosperity in places like Paignton and Preston, and there will also be new opportunities arising. For example, there is a new statutory government body called Active Travel England, this body is responsible for promoting walking and cycling and the government has already pledged additional funding for projects of this nature.

Torbay Council will be monitoring funding opportunities as they arise. Organisations like Sport England, Art Council, National Lottery, Historic England, Coastal Communities and Sustrans all typically invest in projects of this nature, as well as local and private organisations, including charitable foundations. It is envisaged that this report and the 'before' and 'after' visuals that share potential of place will be used to aid initial discussions to communicate the long term vision and commitment to change. It is also acknowledged that a phased approach will likely be required. Section 6.0, Illustrative Masterplan highlights proposals that are likely to sit within the flood defence grant in aid funding (including estimated timescale for delivery) and those that are likely to sit outside and are subject to additional funding requirements. Once

the costing exercise is complete, a review of phasing will be carried out. This will review phasing in the context of timescale and also geographic extent and scope.

Flood modelling has shown that the proposed secondary set back defence at Paignton provides the most benefit from coastal flooding to residents, businesses and critical infrastructure. Due to current constraints on funding, it is likely that the scheme will need to be phased and, should this be the case, the works at Paignton will be prioritised.

## 8.3 What Next?

It is assumed that the following steps will need to be taken in the next nine months to progress the project:

- Cost estimate to be prepared covering the overall seafront masterplan, as well as the coastal defence proposals,
- Confirmation from the Environment Agency in response to the additional monies sought for flood defence,
- Funding and phasing review, including ongoing research, networking and applications to potentially attract multi-layered funding,
- Further technical flood defence and public realm design development,
- Targeted community and stakeholder engagement as required,
- Preparation and submission of a planning application, including consultation with the local community as part of that process, and
- Regular updates on the Torbay Council project website and social media streams.



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