

TOR BAY HARBOUR AUTHORITY PORT MASTERPLAN

FIT FOR A SUSTAINABLE FUTURE
for the Bay and the three enclosed Harbours of Brixham,
Paignton and Torquay

July 2013



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TOR BAY HARBOUR AUTHORITY

PORT MASTERPLAN

foreword

GORDON OLIVER, MAYOR OF TORBAY

Foreword by GORDON OLIVER, MAYOR OF TORBAY

“Torbay’s coastal location has been the most influential factor in our history and it is also an essential part of our future. With its sheltered location and horseshoe shape, Tor Bay offers a reliable, safe anchorage that has traditionally been enjoyed by merchant shipping. These qualities have enabled the Bay to play a pivotal part in British maritime history including hosting the naval fleet during the Napoleonic Wars.

Furthermore the geography provides near perfect conditions for prestigious and historic sailing competitions. The first Tall Ships race was held in 1956 from Torquay to Lisbon and Tall Ships remain regular visitors to the Bay today. The historic fishing harbour at Brixham is the birth place of modern trawling and today it has the highest value of catch of any fishing port in England and Wales. The single statutory harbour (created in 1970) and its collective estate (including Brixham, Torquay & Paignton) continues to be a crucial part of Torbay’s infrastructure and economy today, and with growing demand for this valuable resource it is now time to set out our plan for the future.

The enclosed harbours are essential for the fishing industry and other commercial interests and they will play a key role in creating jobs for the future and stimulating economic growth. The Bay remains popular with leisure users and balancing their needs with those of industry and the natural environment is essential if we are to maintain a vibrant and sustainable harbour for future generations to use and enjoy. In the last 10 years significant progress has been made with widespread waterfront regeneration at Torquay Harbour, complete with the hugely popular Town Dock pontoon berthing project.

More recently an investment of some £20m has seen a new fish landing quay, office complex, fish processing units, fish restaurant and new state of the art fish market at Brixham Harbour. Meanwhile, supported by the Environment Agency, critical repairs have been undertaken to our major sea defences in both Torquay and Brixham. In total the last decade has probably seen over £50m spent on core harbour infrastructure development. This level of investment in our harbour has helped to provide new jobs, deliver growth and help support the local economy.

Creation of this Port Masterplan offers a unique opportunity to set out, for the first time, a practical and realistic strategy for the future of Tor Bay Harbour and its enclosed harbours. This plan, which considers the legitimate needs of the whole range of harbour users and the wider community, can then be considered alongside more traditional land based planning documents such as the Local Plan.

I therefore look forward to seeing how the ideas suggested in the Masterplan emerge over the next 20-25 years, especially now that strategic thinking and decision making will be better informed.”



EXECUTIVE SUMMARY

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1. Introduction

The Port Masterplan has been prepared by Royal HaskoningDHV for Tor Bay Harbour Authority (TBHA). The Masterplan covers the area within the limits of TBHA's jurisdiction and includes the enclosed harbours of Brixham, Paignton and Torquay.

The Harbour Authority is responsible for improvements to the Harbour facilities to accommodate changes in the needs and demands of port customers, port users, stakeholders and legislation in order to ensure a growing business. Great efforts and significant expenditure has been made in preparing for and implementing a number of developments over the years (approximately £50m in the last 10 years alone).

The purpose of the port masterplan is to:

- Identify the port's own strategic planning for the medium to long term
- Inform port employees, port users, the local community and key stakeholders as to how they can expect to see the port develop over the coming years
- Assist regional and local planning bodies, and transport network providers, in reviewing and preparing their own development strategies in accordance with the port's future development

The Tor Bay Harbour Authority – Port Masterplan is a high level document that provides overall strategic spatial

development guidance on the most sustainable future for Tor Bay Harbour and the three enclosed harbours. The Port Masterplan for Tor Bay Harbour will:

- form part of the evidence base for the new Torbay Local Plan and assist regional and local planning bodies, and transport network providers, in preparing and revising their own development strategies
- inform port users, employees and local communities as to how they can expect to see the port develop over the next 20 years in response to anticipated changes in the marine industry (both commercial and leisure), the fishing and tourism industries, as well as industry trends within the regional ports sector
- clarify the port's own strategic planning for the medium to long term
- show how the Harbour Authority expects to grow and develop its business over time
- indicate where changes of land-use are likely to be required to support growth
- highlight environmental measures to ensure that the Harbour Authority makes a positive contribution to the environment and amenity

2. Context of Tor Bay and the three enclosed harbours of Brixham, Paignton and Torquay

Tor Bay is a beautiful natural harbour providing shelter from winds and waves from the westerly sector. Its natural protection has traditionally allowed ships to anchor in the Bay for shelter. The Bay is part of the Lyme Bay and Tor Bay candidate SAC (Special Area of Conservation). It also contains a number of geological SSSIs (Site of Special Scientific Interest) and is in a potential MCZ (Marine Conservation

Zone) proposed by Defra. The coastline provides a flood defence for low lying coastal areas.

Although the Bay is used for many recreational activities it is also well used by merchant ships, naval vessels, tugs and towed barges and other vessels. The Bay is also used as a Port of Refuge by marine casualties looking for a safe haven from south westerly storms. This makes the Bay very much a 'working harbour'.

Brixham Harbour is the largest fishing harbour in England and Wales by value of catch. It is well protected from wind and waves from most sectors due to the shape of the Bay but is slightly exposed to refracted swell waves and wind waves from the north to north west sectors. This exposure limits the development opportunities in the Outer Harbour.

The harbour is surrounded by an attractive residential area and the harbour has a new large fish market. The outer harbour provides swinging moorings for boats and a large marina with pontoons. The Breakwater provides a well-used promenade for residents and visitors. There is a well-used slipway at Oxen Cove on the western side of the Outer Harbour.

The Inner Harbour is home to a fleet of six heritage sailing trawlers and a replica of the Golden Hind. It also provides some moorings for boats.

Paignton Harbour entrance faces north and although largely protected from most wind waves it is exposed to swell waves from the eastern sectors. The harbour provides a location for a number of marine related businesses

including a crab processing factory and for recreational sailing activities particularly during the summer months. The harbour dries out at low tide and has a shortage of boat storage areas. The harbour has two slipways, one on the East Quay and one on the West Quay. It also has a small area for boat parking and dinghy storage.

Torquay Harbour is well protected from wind and waves from most sectors except refracted waves from the east to the southeast sectors. This exposure limits the location of marina pontoons in the Outer Harbour. The harbour accommodates two marinas for boats and yachts, maritime events, visiting yachts, passenger boats, fishing vessels, commercial vessels and tenders for cruise ships. Haldon Pier has a modern wide slipway and Beacon Quay contains shops, marine businesses, cafes and space for trailers and a dinghy park. Princess Pier is a popular promenade and provides access to sightseeing boats and cross-bay ferries. The Old or Inner Harbour lies behind a new half tide cill and pedestrian lifting bridge and is planned to have new pontoon berths in 2014. South Pier has a mobile crane for launching and recovery of boats and a fuelling station.

3. The strategy for Tor Bay and the three harbours of Paignton, Brixham and Torquay

The visionary strategy outlines the ambition and targets as well as the future desired position of Tor Bay Harbour. Furthermore, it forms a sophisticated framework for the development of options and for the port masterplan itself.

The overarching strategy for Tor Bay Harbour Authority is to provide a high quality service that is committed to

improve Tor Bay Harbour and provide a cleaner and safer environment by addressing the following objectives:

- Maintain Tor Bay Harbour and the three enclosed harbours under the management of one Port Authority
- Review and use the statutory powers of the Harbour Authority to fulfil its statutory duties in a timely manner for the purpose of improving, maintaining and managing the harbour while continuing to contribute, where possible, to the finances of the owning authority
- Develop robust partnerships with key maritime stakeholders to attract and deliver commercial port businesses contributing to job creation and the local economy
- Manage the harbour in a sustainable manner by supporting a variety of maritime activities including fishing, shipping, marine related businesses, heritage, eco-tourism and marine recreational facilities.
- Balance the responsible stewardship of the marine environment with appropriate socio-economic development and use of Tor Bay
- Measure and monitor the needs and wishes of harbour users, the local community and visitors through appropriate research
- Improve connectivity between the enclosed harbours by upgrading facilities for marine transport

4. Consultation and Community Engagement

Community and stakeholder engagement was essential in generating a two way communication forum in which interested parties could discuss ideas, concerns and wishes as well as identifying areas where the Port Masterplan could assist with projects being led by other groups.



During the development of the Tor Bay Harbour Authority – Port Masterplan the following consultation events have been undertaken:

- Consultation Event held on 11th October 2012
- Drop-in Stakeholder Events on 11th, 12th and 14th February 2013
- Email distribution of the draft Port Masterplan to stakeholders and incorporation of feedback
- Appraisal by Harbour Committee on 3rd June 2013
- Presentation of final Port Masterplan on 23rd July 2013

5. Tor Bay Harbour

Tor Bay Harbour provides a large natural protected area of water for leisure, recreational, tourism and commercial use. The coastline and the harbour waters in Tor Bay are a valued resource for the community but the Harbour continues to be a 'working harbour' and the waters have to be shared with commercial shipping, cruise ships, fishing vessels and marine businesses serving shipping.

Fishing is vitally important to the port of Brixham. The new fish market has helped safeguard Brixham's position as one of the most important fishing ports in England and Wales by value of catch with an excellent reputation for the quality of its fish.

There are a limited number of cruise ship calls in the Bay and these tend to call between May and September. There are also marine service industries including towage services, pilotage, marine provisions services, sightseeing boats and cross-Bay ferries and some marine engineering and small scale boat repair.

Regional Connectivity

Tor Bay is approximately 18 miles to the south of Exeter and 26 miles to the east of Plymouth. It is linked to Exeter and the motorway via the A380 and completion of the South Devon Link Road (Kingskerswell Bypass) in 2015 will remove the bottleneck between Torbay and the wider M5 corridor. It is connected to the south and west including Plymouth via the A385.

Torbay is not linked to high speed rail services between London, Exeter, Plymouth and the Midlands unless

passengers change at Newton Abbot. However, Torbay does benefit from three railway stations and the proposed 'Devon Metro' project.

Local Connectivity

The three towns of Torquay, Paignton and Brixham (that make up Torbay) are linked by an eastern and western transport corridor. The eastern corridor comprises the A3022, A379 and B3199 and the western corridor, the A380 and A3022. The three enclosed harbours at Torquay, Paignton and Brixham are linked by the South West Coast Path which follows the coastline. There are also a number of cross Bay ferry services that link the three enclosed harbours, however these are generally seasonal.

Spatial and socio-economic SWOT analysis

A spatial and socio-economic SWOT (Strengths, Weaknesses, Opportunities and Threats) analysis was carried out. The main outcomes are based on strategic port and transport planning, overall tourism & business aspects as well as on the maritime and environmental background. The detailed analysis is not included in this Executive Summary.

Policy background – Planning and Transport

The following document forms the land use development plan for the area, as of June 2013:

- Torbay Local Plan (April 2004) (this Local Plan is under review in 2013 – see 'A Landscape for Success')

Other documents and plans include:

- National Planning Policy Framework (March 2012)
- National Policy Statement for Ports (October 2011)
- Regional Planning Guidance for the South West (RPG

- 10) (Sept 2001) (revoked May 2013)
- Regional Spatial Strategy for the South West: Secretary of State's Proposed Changes (July 2008)
- Devon Structure Plan (October 2004) (revoked May 2013)
- LDF - Core Strategy DPD - Regulation 25 Draft Core Strategy: Vision, Objectives and Growth Options (September 2009)
- A Landscape for Success: The Plan for Torbay to 2032 and beyond Local Plan Consultation Draft (September 2012)
- The emerging Torquay, Paignton and Brixham Neighbourhood Plans

One of the key features of the statutory plans in this area is that they are dated, which will have implications for the relevance of other documents and plans (material considerations). As the Port Masterplan is intended to cover the next 25-30 years many of the existing plans and guidance will be replaced.

A Landscape for Success is the first draft of the new emerging Local Plan. It is based on the Core Strategy, referred to above, and the initial comments made on that document from the public consultation carried out to date.

In summary the specific policies related to Tor Bay Harbour and the enclosed harbours are:

- support for investment in marine-related development where this produces clear economic benefits to the area within seafront and harbour areas, development that helps create a vibrant and diverse evening and night time economy

- the retention, improvement and creation of new, high quality tourism and leisure attractions and facilities in the harbour, waterside and seafront areas of Torquay, Paignton and Brixham
- making a proactive use of the marine environment and maritime heritage for leisure, tourism and employment, and supporting existing visitor attractions
- the provision of facilities, such as new harbour/marina facilities and a new national visitor attraction
- providing improved maritime facilities as part of the regeneration of harbourside and waterfront areas

In particular for Brixham, the policy includes the improvement of the harbour's role as a fishing port with a nationally important working harbour through a number of schemes including better water based transport facilities.

The emerging Torquay, Paignton and Brixham Neighbourhood Plans are the new form of development plan documents introduced by the 2011 Localism Act. All these plans are at the earliest stage of preparation – the Pre-submission consultation and publicity.

The Local Transport Plan – Devon and Torbay Strategy 2011 - 2026 (April 2011) contains a number of policies related to transport and the harbours.

In summary there are a number of key transport themes that the Port Masterplan will need to support, namely:

- Connectivity, protecting and enhancing the accessibility to the working harbours for all transport modes
- Traffic Growth, managing any increase in traffic demand from the proposed Port Masterplan to ensure

the continued viability and attractiveness of the harbours

- Parking demand, managing the need to provide parking and recognising the need to prioritise limited parking for key harbour users

Natural Environment

Tor Bay has a number of environmental designations that recognise the high environmental quality of the Bay. It has shallow coastal sites for seagrass which provide shelter for marine flora and fauna including seahorses. The rocks and rocky coastline provide roosts for seabirds and some areas have seasonal protection for nesting and over-wintering seabirds. The coastline is mainly limestone and sandstone and this geology provides a home for many diverse species of marine life.

The beaches in Torbay have won many awards and the coastal waters in Tor Bay are of good quality. Any development will need to minimise the impact on water quality and protect the existing mussel farm and any future aquaculture.

The seabed in the Bay consists of soft muddy sands and the muddier areas of the Bay hold moderately rich communities of marine flora and fauna. In particular the Bay contains a number of areas of eelgrass. There are also marine caves that provide shelter for a rich variety of marine flora and fauna.

This huge diversity of marine life attracts animals from further up the food chain. Any developments must not significantly impact on any protected species and

management of the Bay should protect such species.

Tor Bay contains a number of geologically important sites featuring some of the best examples of the range and diversity of bedrock reef, stony reef, and sea caves.

The effect of climate change on Tor Bay Harbour is likely to be a sea level rise of 0.4m over the next 70 years (UK Climate Projections (UKCP09) – Marine Report Chapter 3 Estimates of relative sea level changes using high central estimate values), increased storminess with a consequential increase in wave heights and fluvial flooding, increased rainfall intensity and frequency leading to a greater risk of pluvial flooding and increased summer temperatures. Any developments should provide protection against future wave overtopping and contribute to flood protection.



Recreation, leisure and tourism

Tor Bay provides a large area for water sports recreation and leisure use including swimming, sailing, water skiing, diving, motor boating, sea angling, kayaking, kite surfing, paddle

boarding, rowing and personal watercraft. These activities require land based facilities and amenities to support them and there are currently insufficient boat repair and launching facilities and storage areas. The beaches are also used for walking and beach sports.

5. Proposals for Tor Bay Harbour

A large number of ideas were collected at the Consultation Meeting held on 11th October 2012 and these have been investigated by the consultants' team and discussed with Tor Bay Harbour Authority at several meetings. The proposals taken forward were generally highlighted as being achievable, viable and making a positive contribution to tourism, marine businesses and to facilities for residents in Torbay.

Tor Bay Harbour

The following proposals were put forward for Tor Bay:

- Sea angling locations within the statutory harbour limits including at Babbacombe Pier
- An artificial reef in Tor Bay to provide opportunities for leisure divers
- Development of land at Broadsands to provide a maritime centre with dinghy and boat park and launching facilities
- Support to any eco-tourism in the Bay and opportunities presented by the Geopark

Brixham Harbour

A number of ideas for tourism related, marina facilities and maritime business developments were collected at the Consultation Event. Some ideas for the Outer



Harbour depend on the construction of a new Northern Arm breakwater. The following proposals were selected with the first five proposals able to be developed without the Northern Arm.

- A half tide cill and cill gate with a pedestrian lifting or swing bridge as an extension of Middle Pier
- Redevelopment of the Coastguard Building after it is vacated in 2014
- Development of a small reclaimed area adjacent to Strand Quay to support maritime events
- Possible development of a Maritime Museum for heritage fishing vessels
- Return of South Quay to marine related use
- A new Northern Arm breakwater
- Redevelopment of the old derelict tanker berth to provide a bulk fuel station for fishing vessels and/or a Tall Ship berth.
- A new reclaimed area along the south western side of the Outer Harbour to provide a berth for Pelagic fishing vessels, facilities for a hatchery and shellfish storage and depuration, a boat maintenance facility, a recreational slipway (to replace the Oxen Cove slipway), boat repair businesses, boat building & marine related retail premises, additional car parking and boat storage, a Facilities Building for a new marina and improved access to Oxen Cove
- Additional marina pontoon berths on the west side of the Outer Harbour
- An extension to the marina adjacent to the existing Victoria Breakwater

Paignton Harbour

The harbour area is relatively small and this limits the viability of any potential development. There is a wish to retain the 'quaintness' of the harbour.

The following proposals were selected:

- Redevelopment and refurbishment of South Quay
- Relocation of crab processing factory and store to an inland site
- Retain listed buildings and consider redevelopment or refurbishment
- Potential for redevelopment of the existing Harbour Light restaurant
- Raising of East Quay wall to limit overtopping
- A new slipway on the seaward side of the East Quay
- Extension to East Quay to improve passenger boat facilities and better protect the harbour from surge waves



Torquay Harbour

The harbour is already well developed and therefore some ideas were based on possible extensions to Haldon Pier and Princess Pier to provide additional berths in deeper water. The following proposals were selected:

- Widen the Strand Quay to create a promenade and an area for events
- Provide pontoon berths in the Inner Harbour (already planned for 2014)
- Maintain access for heavy goods vehicles to Beacon Quay and Haldon Pier along Victoria Parade
- Modify landscaping in Victoria Parade to provide drop-off bays
- Acquire fuel station and refurbish or relocate to Haldon Pier
- Provide landmark 'gateway' to Harbour at Beacon Hill entrance
- Improve facilities for passenger sightseeing boats at the Fish Quay
- Install pontoons for fishermen adjacent to the west end of Princess Gardens
- Extend Beacon Quay over top of listed D-Day slipways to provide wider area for boat park, promenade and coach marshalling
- Relocate and improve the passenger ferry pontoon and brow at Beacon Quay
- Provide improved pontoons and access brow for visiting yachts and cruise ship passengers on inside of Haldon Pier
- Refurbish and upgrade old ferry landing stage on west side of Princess Pier to provide safe all tide access to ferries
- Improve provision for sea angling off Princess Pier



- Provide slipway and boat park on south side of Haldon Pier
- Provide pontoons for visitors and passenger boats inside Princess Pier
- Provide berthing dolphins on seaward side of outer arm of Princess Pier for events such as Tall Ships
- Extend Haldon Pier westwards to provide multi-purpose berth for vessels up to 5.5m draught.
- Install mobile or fixed crane on Haldon Pier to lift out boats
- Integrate Masterplan with proposed hotel development on North Quay
- Transfer Living Coasts site into the Harbour estate
- Review flood protection

6. Socio economic considerations

Tor Bay Harbour and the three enclosed harbours provide employment mainly within the Torbay area. Employment is provided by commercial harbour activities including the fishing vessels, fish market and fish processing at Brixham Harbour, support services, marine supplies and towage services, sightseeing boats and cross-Bay ferries, mussel farms, boat repair and servicing in Tor Bay Harbour generally and limited numbers of retail businesses in all the enclosed Harbours. The marinas at Brixham Harbour and Torquay Harbour also provide employment. The harbour also supports recreational sailing, wind surfing, sail boarding, water skiing, sea angling and diving.

The development of new marine infrastructure is expensive and needs to provide a financial return based on an increase in employment as well as lease or sale value to businesses. Developing business cases that are viable for some of the schemes set out in this plan may not be possible, however grant funding will be sought where projects offer benefits to the wider economy by improving the amenities of the harbour.

For example the fishing industry is vital to Brixham and this could be enhanced by the provision of fishing vessel repair facilities and improved fish processing businesses. Also the enclosed harbours and the natural environment of the Bay are essential to marine tourism and leisure activities and many of the proposals contribute to enhancing facilities for boats, sea angling, diving and maritime events. The plan should also support the maintenance of services to ships anchoring in the Bay, to cross-Bay ferry operators and facilities to attract more cruise ships.

7. Implementation and delivery

The proposals for development are comprehensive but they cannot all be implemented and delivered at once. Many of the proposals will require funding from a number of sources. Some of the proposals are for developments where some of the implementation stages have already been completed or are currently in progress.

The proposals have been divided up into short term (0 to 5 years), medium term (5 to 15 years) and long term (15 to 30 years). Many of the proposals, while improving the harbour areas, cannot demonstrate a positive return on investment and therefore require capital grants or enabling compensatory developments. In order to implement most of these proposals a number of pre-construction steps are required, including environmental scoping studies, environmental field studies and investigations, EIA and a number of consents and licenses.

Some proposals are within the statutory powers of Tor Bay Harbour Authority under the Tor Bay Harbour Act 1970 or have permitted development rights under the Local Plan.

The Tor Bay Harbour Authority – Port Masterplan is a strategic document for the future development of Tor Bay Harbour and the three enclosed harbours. It contains a number of proposals for development and these may be implemented over the 30 year period of the Port Masterplan. However circumstances and demands can change and the Port Masterplan provides a strategic framework that needs to be flexible and will require review periodically and ideally every 5 years.



chapter 1

INTRODUCTION

chapter 1_INTRODUCTION

[This Port Masterplan has been prepared by Royal HaskoningDHV for Tor Bay Harbour Authority \(TBHA\). The Masterplan covers the area within the limits of TBHA's jurisdiction and includes the enclosed harbours of Brixham, Paignton and Torquay.](#)

Setting the scene

The following section sets the scene for where the harbour is now, highlighting the actions and activities undertaken by the Harbour Authority over the last 30 years. It provides an overview of the purpose and approach of the Tor Bay Harbour Authority – Port Masterplan.

The Harbour Authority is continuously responsible for improvements to the harbour facilities to accommodate changes in the needs and demands of port customers, port users, stakeholders and legislation in order to ensure a growing business. Great efforts and significant expenditure (approximately £50m in the last 10 years alone) has been made in preparing for and implementing the following developments for Tor Bay Harbour and the three enclosed harbours by the Harbour Authority over the last 30 years.

Major improvement projects include the following:

- Development of Torquay Marina
- Oxen Cove Reclamation
- Development of Brixham Marina
- Prince William Walkway – Brixham Harbour
- North Quay Toe-Piling – Paignton Harbour
- East Quay Low Water Extension – Paignton Harbour
- Middle Pier Capping – Brixham Harbour

- Middle Pier Crane – Brixham Harbour
- Accelerated Low Water Corrosion Remedial Works – Brixham Harbour
- Brixham Harbour Town Pontoon
- Torquay Inner Harbour Impounding Works
- Beacon Quay Harbour Estate Redevelopment – Torquay Harbour
- Torquay Inner Harbour Lifting Bridge and Half-Tide Cill
- Beacon Quay Widening Works and New Slipway – Torquay Harbour
- Torquay Harbour ‘Town Dock’ Pontoon Berths
- New Quay, Fish Market and Harbour Estate Redevelopment – Brixham Harbour
- Passenger Boat Pontoons and Access Brows – Torquay and Brixham Harbours

Purpose of the Port Masterplan

In 2010 the Department for Transport (DfT) issued “Guidance on the preparation of port master plans”. This guidance sets out the overall purpose of undertaking a Port Masterplan which is to:

- Identify the port's own strategic planning for the medium to long term
- Inform port employees, port users, local community and key stakeholders as to how they can expect to see the port develop over the coming years
- Assist regional and local planning bodies, and transport network providers, in reviewing and preparing their own development strategies in accordance with the port's future development

How to understand this document

The Tor Bay Harbour Authority – Port Masterplan is a high level document that provides overall strategic spatial development guidance on the most sustainable future for Tor Bay Harbour and the three enclosed harbours.

A Port Masterplan acts as a framework document to set the scene for the future of the port and to ensure sustainable development. It is not meant to include detailed plans of developments for implementation. The nature of a Port Masterplan is to provide flexibility and aspirations for development over both the short and longer term. It is possible that only a few of the proposals will be realised quickly, but it is essential to provide the long-term framework and overarching umbrella for future development in order to create synergy in developments and enable strategic planning for the future.

In addition the Port Masterplan replaces the existing strategic document A Tor Bay Harbour and Maritime Strategy 2007 – 2017 ‘Catching the Wave’.

A Port Masterplan is also a very helpful tool for communicating with all involved parties. The document, especially the vision and strategy, can be used for all related marketing activities for both external and internal use within the Harbour Authority, the Local Authority and the Torbay Development Agency.

Tor Bay Harbour Authority - Port Masterplan



*Graphic on the left
Approach to Tor Bay Harbour Authority –
Port Masterplan*

for Tor Bay & the enclosed harbours of Brixham, Paignton and Torquay

Approach of the Port Masterplan

The following briefly summarises our approach and the stages undertaken to complete the main aspects of a successful Port Masterplan process.

The key to our approach was a flexible, staged, step by step process that enabled the evolution of outcomes, ideas and the incorporation of issues at each stage by Tor Bay Harbour Authority, the Torbay Development Agency, the Local Authority, harbour users, stakeholders, the community and the rest of the port masterplanning team.

The main stages that have been undertaken since July 2012 are as follows:

- Undertaking an initial consultation event to inform key stakeholders about the masterplanning process and to manage expectations
- Creating a strategy that will inform the options and the overall development
- Presenting options to the public during the drop-in sessions on 11th - 14th February 2013 in Brixham, Paignton and Torquay
- Developing and presenting the Tor Bay Harbour Authority – Port Masterplan to the public, harbour users, the community and key stakeholders

Another key strength of this process was that it provided a clear record of how the plan was developed and gave the opportunity at every stage, for all parties to make positive contributions, fostering a holistic team approach.

In our experience this approach demonstrates the importance we place upon consultation which facilitates

‘buy-in’ and ‘sign-off’ at each stage of the process. This ensures that no one is left out and helps promote active participation and ownership of the planning process.

This approach enables the planning to start and remain focused on the key issues by ensuring that the planning team’s findings and ideas, initial and draft plans can be reviewed and commented on by the most important groups, such as the local authority, the community as well as other key stakeholders and of course the Tor Bay Harbour Authority.

Why we are producing a Port Masterplan

The main purpose of the Port Masterplan is to provide the spatial context to Torbay Council’s Marine Economy Action Plan and to Tor Bay Harbour Authority’s existing maritime strategy.

The Port Masterplan for Tor Bay Harbour will:

- form part of the evidence base for the new Torbay Local Plan and assist regional and local planning bodies, and transport network providers, in preparing and revising their own development strategies
- inform port users, employees and local communities as to how they can expect to see the port develop over the next 20 years in response to anticipated changes in the marine industry (both commercial and leisure), the fishing and tourism industries, as well as industry trends within the regional ports sector
- clarify the port’s own strategic planning for the medium to long term
- show how the Harbour Authority expects to grow and

develop its business over time

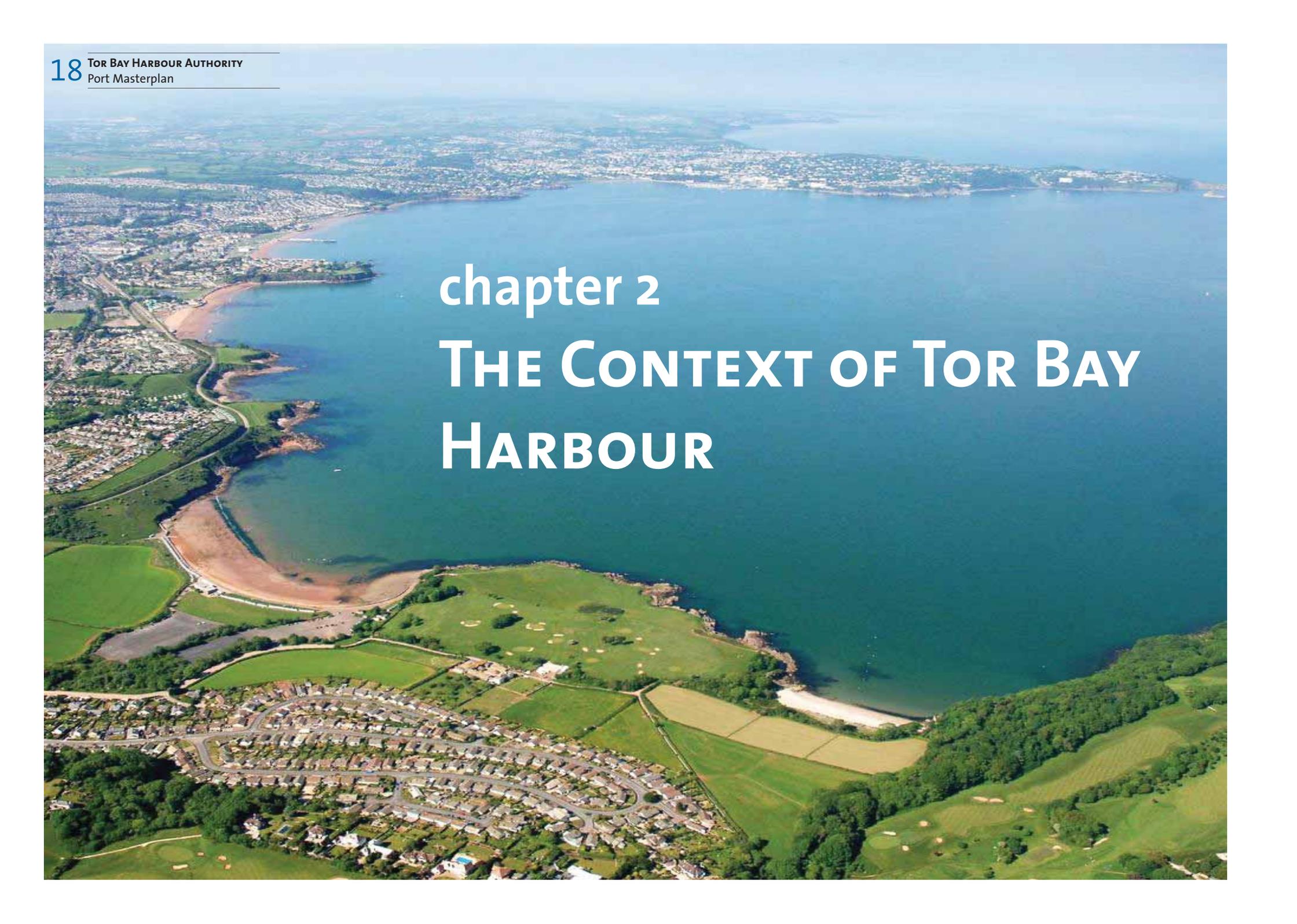
- indicate where changes of land-use are likely to be required to support growth
- highlight environmental measures to ensure that the Harbour Authority makes a positive contribution to the environment and amenity

The Port Masterplan will cover the area within the jurisdiction of Tor Bay Harbour Authority, which includes the Bay itself and the three enclosed harbours of Brixham, Paignton and Torquay.

For clarification

This is a port masterplan.

Torbay Harbour Authority owns the harbours of Brixham, Paignton and Torquay and technically these harbours are all ports and the harbour is the Bay. The definition of a harbour is a protected area of water where ships can seek refuge. Within the text the term ‘harbour’ is used to describe Tor Bay and ‘enclosed harbours’ or the individual harbour name is used to describe the three ports.

An aerial photograph of Tor Bay Harbour, showing a large body of water with a sandy beach on the left side. The surrounding area includes residential developments, green fields, and a golf course. The text 'chapter 2 THE CONTEXT OF TOR BAY HARBOUR' is overlaid in white on the right side of the image.

chapter 2
**THE CONTEXT OF TOR BAY
HARBOUR**

chapter 2_ THE CONTEXT OF TOR BAY AND THE THREE ENCLOSED HARBOURS OF BRIXHAM, PAIGNTON AND TORQUAY



Tor Bay - an attractive natural harbour for residents and tourists

[This section sets out the general characteristics of Tor Bay and the three enclosed harbours of Brixham, Paignton and Torquay and highlights the main uses of each harbour location. It also includes spatial considerations including positive as well as critical aspects for all elements of the harbour.](#)

Tor Bay

Tor Bay is a beautiful natural harbour providing shelter from winds and waves from the westerly sector. Its natural protection has traditionally allowed ships to anchor in the Bay for shelter.

The Bay is part of the Lyme Bay and Tor Bay candidate SAC (Special Area of Conservation). It also contains a number of geological SSSIs (Site of Special Scientific Interest) and is in a potential MCZ (Marine Conservation Zone) proposed by Defra. The coastline provides a flood defence for low lying coastal areas.

Tor Bay is a popular venue for water sports where it is used for sailing, water skiing, swimming, angling, kite surfing, wind surfing, motor boating, kayaking, paddle boarding, rowing and personal watercraft. There are demarcated controlled areas for swimming and other water sports in use between May and September and within these areas speeds must not exceed 5 knots.

Tor Bay hosts a number of maritime leisure events including long distance swims, dinghy and keelboat championships, rowing regattas, trawler races, powerboat racing and

angling festivals. The Bay is also visited by cruise ships which moor in the Bay off Torquay Harbour and have done since the 1960s.

Tor Bay also provides anchorages for commercial shipping and which are often serviced by local shipping agents and businesses. There are frequent seasonal passenger ferries that cross the Bay connecting Torquay, Paignton and Brixham Harbours.

Although the Bay is used for many recreational activities it is also well used by merchant ships, naval vessels, tugs and towed barges and other vessels. The Bay is also used as a Port of Refuge by marine casualties looking for a safe haven from south westerly storms. This makes the Bay very much a 'working harbour'.

BRIXHAM HARBOUR





Brixham Harbour - a major fishing harbour with a long heritage and flourishing related businesses including a marina

Brixham Harbour

Brixham Harbour is the most important fishing harbour in England and Wales by value of catch. It is well protected from wind and waves from most sectors due to the shape of the Bay but is slightly exposed to refracted swell waves and wind waves from the north to north west sectors. This exposure limits the development opportunities in the Outer Harbour.

The harbour is surrounded by an attractive residential area and the harbour has a new large fish market with a chill store, harbour offices and processing units. There is a basin for fishing vessels. The Outer Harbour provides 250 swinging moorings for boats and a large marina with pontoons. It also has a RNLI station with an adjacent slipway at the root of the Breakwater. The Breakwater provides a well-used area and a promenade for residents and visitors. There is another popular slipway at Oxen Cove on the western side of the Outer Harbour.

The Inner Harbour is home to a fleet of six heritage sailing trawlers and a replica of the Golden Hind. It also provides some moorings for boats.

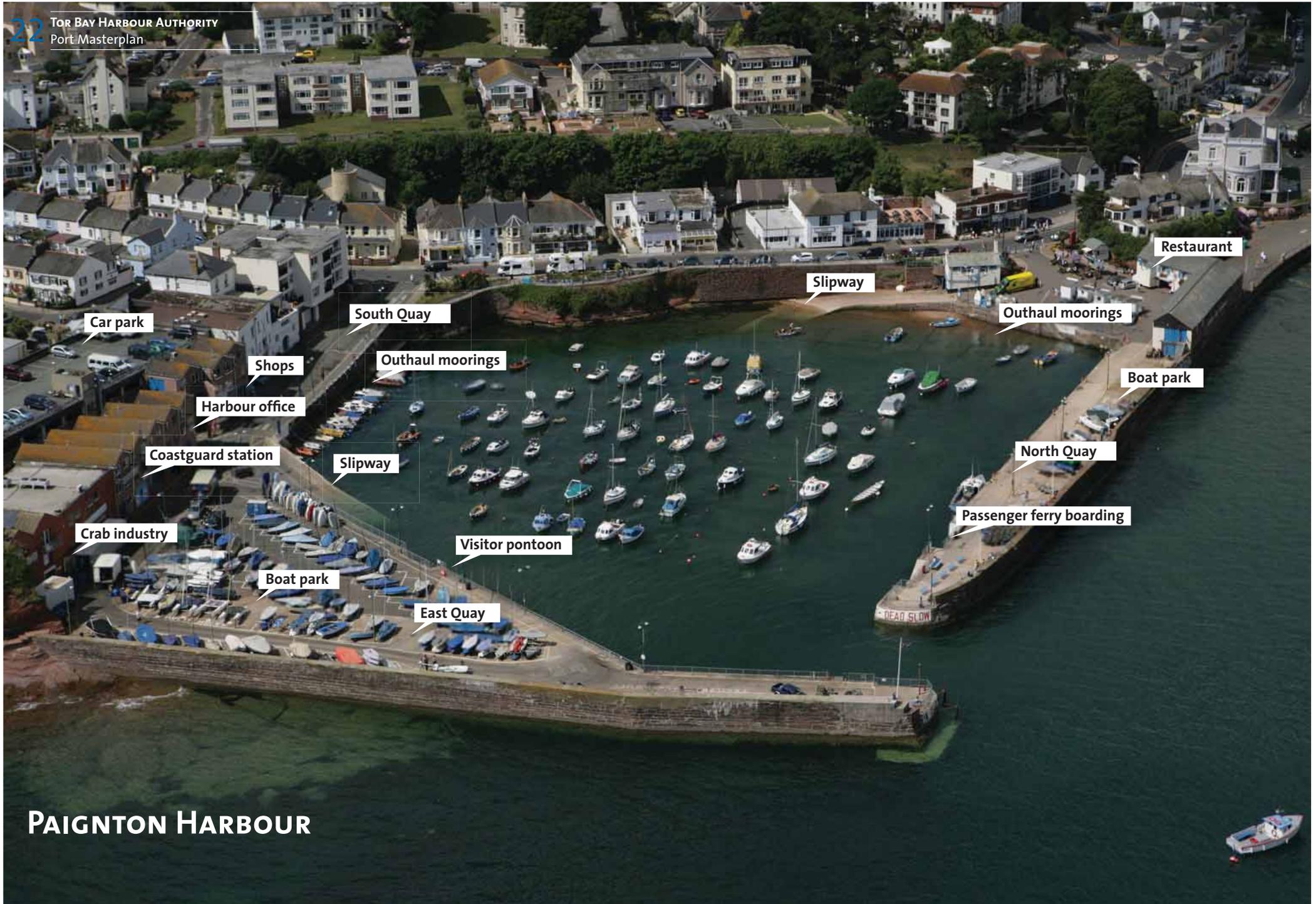
Spatial considerations - positive aspects

- Harbour and promenade forms a lively town centre with a strong maritime and fishing identity
- Harbour is a point of tourism attraction including fish restaurants
- Harbour is well embedded in the urban area
- Wide variety of the components of harbour uses are in harmony (boat marina, fisheries, moorings, fishing boat repair and heritage vessels)

- Good public access along the Breakwater and other inner harbour piers
- Public multi-use Breakwater (angling, walkers, jogging, canoeing etc.)
- New harbour building with fishing industry forms a landmark building
- Good views along the harbour border from the urban area
- Good condition of breakwater, but needs continuously maintaining

Spatial considerations - critical aspects

- Wide and open outer harbour
- Because of the strong urban embedded surroundings and the cliffs, there is limited possibility to extend the harbour landside e.g. to allocate space for additional buildings
- Access to main entrance of the harbour is an urban road and rather narrow for HGVs, especially as the narrow road is informally used as a pedestrianised area
- Limited parking spaces at the main entrance of the harbour
- Additional parking spaces for harbour users only accessible via residential road (off Blackball Lane) and very narrow public right of way alongside the harbour
- Inner Harbour dries out at low tide
- Harbour has very small landside area
- Harbour users have to use public parking area which doesn't always have sufficient spaces
- There are insufficient boat repair facilities
- Insufficient depths for larger fishing vessels (draft greater than 4.5 m) at existing berths



PAIGNTON HARBOUR



Paignton – a small recreational harbour with marine related businesses

Paignton Harbour

Paignton Harbour entrance faces north and although largely protected from most wind waves it is exposed to swell waves from the eastern sectors.

The harbour provides a location for a number of marine related businesses including a crab processing factory and recreational sailing activities particularly during the summer months.

The harbour dries out at low tide and has a shortage of boat storage areas. The harbour has two slipways, one on the East Quay and one on the West Quay. It also has a small area for boat parking and dinghy storage.

Seasonal passenger ferries to and from Brixham and Torquay call at the harbour. Sea angling can be carried out from the seaward side of the harbour walls.

Spatial considerations – positive aspects

- Compact harbour embedded in the urban, mostly residential area of Paignton
- The complete harbour has 24/7 land access for public
- Good visual aspect from Roundham Road towards the harbour
- Kerb-side parking provided along Roundham Road and multi-storey car parking accessible via Cliff Road
- There are several historical buildings on the north side of the harbour
- Harbour has 2 slipways
- Sheltered harbour entrance except in Easterlies
- Opportunities for redevelopment within the Harbour Estate

Spatial considerations – critical aspects

- Small harbour without any opportunities to extend on landside
- There are two separate harbour areas (North/West Quays and South/East Quays) not related nor connected with each other
- No clear indication which of these quays form the main entrance
- Fish processing factory on South Quay has insufficient storage and unsuitable access for HGVs
- Multi-storey car parking not obviously visible or well signposted
- Limited kerb-side parking spaces along Roundham Road and at same time underused multi-storey car parking
- No additional capacity for marine related business units and shops
- The open storage area within the harbour is not efficiently used, only ground level storage
- Harbour dries out at low tide
- Unknown conditions of breakwater arms
- Lack of footfall in harbour area as disconnected from town centre
- Narrow single access road along South Quay



Commercial pontoons

Princess Gardens

Slipway

North Quay

Inner Harbour Moorings

Torquay Marina (MDL)

Old Fish Quay

Pontoon berths

Bridge/Cill

Derelict Landing Stage

Fuel berth

South Pier

Passenger ferry boarding

Town Dock

D-Day ramps

Harbour Master's office

Princess Pier

Outer Harbour

Beacon Quay

Living Coasts

TORQUAY HARBOUR

Visitors pontoons

Haldon Pier

Slipway



Torquay Harbour – a historic harbour with many marina spaces and tourism facilities

Torquay Harbour

Torquay Harbour is well protected from wind and waves from most sectors except refracted waves from the east to the southeast sectors. This exposure limits the location of marina pontoons in the Outer Harbour. The harbour is embedded in the town centre. The harbour accommodates two marinas for boats and yachts (Town Dock (170 berths) and Torquay Marina (440 berths)), maritime events, visiting yachts, passenger boats, fishing vessels, commercial vessels and tenders for cruise ships.

Haldon Pier has a modern wide slipway and Beacon Quay contains shops, marine businesses, cafes and space for trailers and a dinghy park. Princess Pier is a popular promenade and provides access to sightseeing boats and cross Bay ferries. Adjacent to the harbour is a listed Edwardian Pavilion. The Old or Inner Harbour lies behind a new half tide cill and pedestrian lifting bridge and is planned to have new pontoon berths in 2014, replacing the current trot moorings. There is a visitor pontoon alongside Haldon Pier and this can be used in season. There is limited keelboat storage on the south side of South Pier. South Pier also has a mobile crane for launching and recovery of boats and a fuelling station.

Spatial considerations – positive aspects

- High quality harbour in terms of atmosphere and well looked after
- Large enclosed harbour
- Attractive views from the adjacent public realm area and from the urban surroundings
- A “soft-end” (clean use) harbour with marinas, ferries and boat moorings, not a heavy industrial harbour

- Landmark building for Harbour Authority and maritime related shops
- Link between Harbour Authority building and marina club strengthens the maritime identity
- Inner harbour bridge forms landmark feature, especially at night
- Tidal gate maintains water level in Inner (Old) Harbour
- Pedestrian access to all the piers for 24/7
- Pedestrianised promenade and semi-pedestrian areas connect the town with the harbour
- The Living Coast attraction next to the harbour reinforces visits due to proximity
- Princess Pier is well used for walking, ferry, sightseeing boats and sea angling
- Large slipway available at all states of the tide

Spatial considerations – critical aspects

- Due to being so embedded in the surrounding areas, there are limited opportunities to extend the harbour on the landside
- Semi pedestrianised area of Victoria Parade restricts access for HGVs which must be maintained
- Only one access route to Beacon Quay and Haldon Pier
- No natural gateway to harbour
- Insufficient parking for both harbour users and visitors
- Very little potential extension of marina style berthing due to current lack of space
- Poor condition of Princess Pier
- Listed D-day slipways restrict development of harbour in the Beacon Quay area
- Limited water depths in harbour
- Lack of slipway for dinghies on seaward side of Haldon Pier

chapter 3

THE STRATEGY FOR TOR BAY HARBOUR AUTHORITY



chapter 3_ THE STRATEGY FOR TOR BAY HARBOUR AUTHORITY

[This section describes the strategy for Tor Bay and the three enclosed harbours of Brixham, Paignton and Torquay. It sets out the priorities and objectives for Tor Bay Harbour Authority to ensure healthy maritime related businesses and to meet the spatial requirements of its port users' needs and demands. The visionary strategy outlines the ambition and targets as well as the future desired position of Tor Bay Harbour. Furthermore, it forms a sophisticated framework for the development of options and for the Port Masterplan itself.](#)

This is the strategy for Tor Bay Harbour Authority

The overarching strategy for Tor Bay Harbour Authority is to provide a high quality service that is committed to improve Tor Bay Harbour and provide a cleaner and safer environment by addressing the following objectives:

- Maintain Tor Bay Harbour and the three enclosed harbours under the management of one Port Authority
- Review and use the statutory powers of the Harbour Authority to fulfil its statutory duties in a timely manner for the purpose of improving, maintaining and managing the harbour while continuing to contribute, where possible, to the finances of the owning authority - Torbay Council
- Develop robust partnerships with key maritime stakeholders to attract and deliver commercial port businesses contributing to job creation and the local economy
- Manage the harbour in a sustainable manner by supporting a variety of maritime activities including fishing, shipping, marine related businesses, heritage, eco-tourism and marine recreational facilities.
- Balance the responsible stewardship of the marine environment with appropriate socio-economic development and use of Tor Bay
- Measure and monitor the needs and wishes of harbour users, the local community and visitors through appropriate research
- Improve connectivity between the enclosed harbours by upgrading facilities for marine transport

This strategy has been created firstly based on the findings of the spatial and socio-economic SWOT analysis, secondly on the outcomes of the discussion and feedback provided by key stakeholders at the consultation event and finally based on a continuous dialogue with Tor Bay Harbour Authority supported by the Torbay Development Agency.



chapter 4

CONSULTATION AND COMMUNITY ENGAGEMENT

chapter 4_ CONSULTATION AND COMMUNITY ENGAGEMENT



Consultation event held in Oldway Mansion in Paignton on 11th October 2012

The key ingredient to enable a successful sustainable planning process for Tor Bay Harbour is developing a collaborative approach in which the consultation process involves not only statutory bodies and key stakeholders but most importantly local community groups, societies and individuals.

The consultation process can take many forms, with the aim of reconciling differing objectives and issues; enabling experts and lay people to challenge assumptions, utilising local knowledge and aspirations.

As mentioned in chapter 1, a principal objective for the Port Masterplan is to inform port users, employees and local communities about future port developments.

Community and stakeholder engagement was therefore essential in generating a two way communication forum in which interested parties could discuss ideas, concerns and wishes as well as identifying areas where the Port Masterplan could assist with projects being led by other groups.

During the development of the Tor Bay Harbour Authority – Port Masterplan the following consultation events have been undertaken:

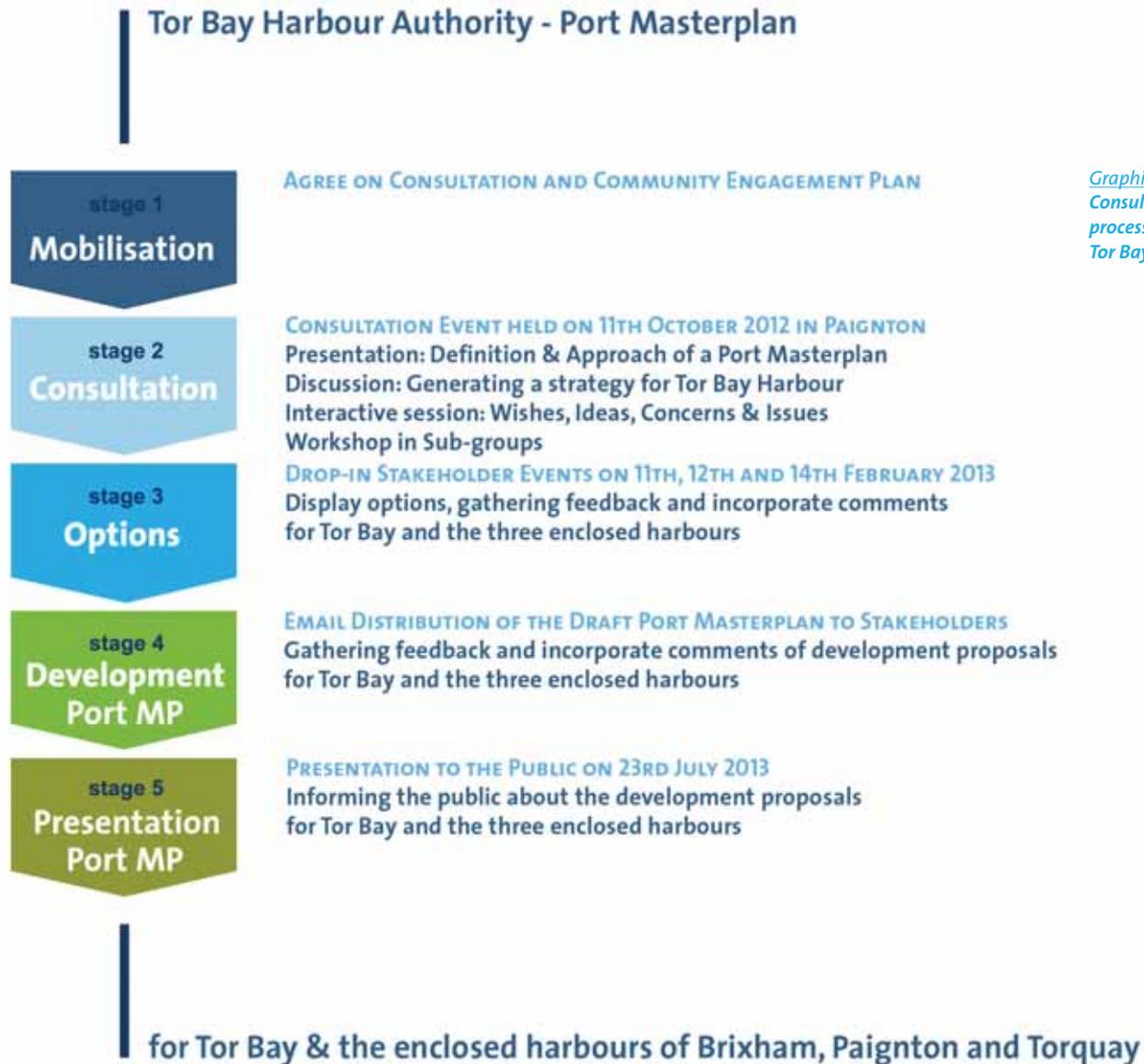
- Consultation Event held on 11th October 2012
- Drop-in Stakeholder Events on 11th, 12th and 14th February 2013
- Email distribution of the draft Port Masterplan to stakeholders and incorporation of feedback
- Appraisal by Harbour Committee on 3rd June 2013
- Presentation of final Port Masterplan on 23rd July 2013

During the consultation event the following questions were considered and discussed in the teams:

- What future would you like for Tor Bay Harbour and the three enclosed harbours?
- Do you have any ideas for the development of the harbours?
- What do you see as the key issue affecting harbour development?
- If more marina space is needed, where would be the best location and are there any impacts?
- What further improvements could be made to the fisheries business in Tor Bay?
- Should each harbour have its own specific focus and if so what would it be?
- How could we improve the integration of the three harbours and the Bay?
- What can increase business opportunities in the harbour including cruise, events etc.?

In addition, specific topics were also discussed during a workshop session in sub-groups to achieve a holistic and sustainable development for Tor Bay Harbour:

- Harbour activity areas and land use
- Harbour Authority boundary and surroundings
- Transport, connectivity and destination
- Business opportunities and socio economic
- Climate change and sustainability
- Heritage, landscape and environment
- Recreation, tourism and event culture
- Visual aspects, access and entrances



*Graphic on the left
Consultation and Community Engagement
process during the preparation of the
Tor Bay Harbour Authority – Port Masterplan*

Consultation event held in Oldway Mansion in Paignton on 11th October 2012

The purpose of the Consultation Event was not only to inform key stakeholders about the definition and approach of the Port Masterplan, but also to provide the opportunity for interactive sessions such as group discussions and workshops.

The workshop was intended to build a communication bridge between the Harbour Authority and key stakeholders and to create a platform that allows a wide variety of thoughts and views to be expressed.

For that reason, two interactive workshops were organised for the 11th October that allowed creative and dynamic discussions to take place sharing professional experience. This event also enabled the Harbour Authority to engage public opinion for the future development options for Tor Bay including the three enclosed harbours of Brixham, Paignton and Torquay.

A summary leaflet was prepared and circulated to highlight the key outcomes of the stakeholder consultation event and to capture information which assisted in shaping of the next steps in the Port Masterplan process.

Drop-in Stakeholder Events on 11th, 12th and 14th February 2013

The drop-in Stakeholder Events were organised to engage public opinion, get feedback and responses to the proposed development options displayed at Brixham, Paignton and Torquay. Presentation panels were displayed for the public

to view and comment on and were also made available on the Harbour Authority website.

Harbour Authority staff and the Torbay Development Agency were in attendance to answer any questions. Feedback forms were provided that also allowed consultees to express any other ideas or views that occurred to them. The feedback given on the proposed development options has generally been incorporated into the Tor Bay Harbour Authority – Port Masterplan.

Email distribution of the Draft Port Masterplan to stakeholders

In mid April 2013 the draft Port Masterplan was circulated via email to key stakeholders and made available on the Harbour Authority website. Comments were invited from stakeholders and the draft document was publicised through the local press. Responses were received from a number of individuals and organisations including the Marine Management Organisation, Natural England, English Heritage and the Heart of the South West Local Enterprise Partnership.

Detailed responses to all the feedback received have been published on the Harbour Authority website. The response table sets out where the draft plan was amended to reflect the feedback, and where it was not the reasons for this are outlined.

The preparation of the Port Masterplan was an evolving and transparent process that took into account feedback at every stage.



[“A Port Masterplan can only be successful when incorporating the ideas and wishes of local businesses, port employees and local residents into the port’s future development and business.”](#)

[At the same time only a healthy and financially strong port business allows the community to be supported.”](#)

chapter 5 TOR BAY HARBOUR



chapter 5_TOR BAY HARBOUR

Significance of the harbour

Tor Bay Harbour provides a large natural protected area of water for leisure, recreational, tourism and commercial use. The coastline and the harbour waters in Tor Bay are a valued resource for the community but the harbour continues to be a 'working harbour' and the waters have to be shared with commercial shipping, cruise ships, fishing vessels and marine businesses serving shipping.

The harbour is significant in providing shelter for vessels from storms emanating from the westerly sector. It also has an environmentally important coastline and waters and the Bay is part of the Lyme Bay and Tor Bay candidate SAC (Special Area of Conservation), contains a number of geological SSSIs (Site of Special Scientific Interest) and is in a potential MCZ (Marine Conservation Zone) proposed by Defra. It has shallow coastal sites of seagrass which provides shelter for marine flora and fauna including rare seahorses. The rocks and rocky coastline provide roosts for seabirds and some areas have seasonal protection for nesting and over-wintering seabirds.

The coastline is mainly limestone and sandstone and this geology forms part of a 'Global Geopark' network, as well as providing a home for many diverse species of marine life. Furthermore, the coastline also provides a flood defence for low lying coastal areas.

Fishing and commercial activities

Fishing is a mature sector in Torbay, and vitally important to the port of Brixham. There are 262 fishing vessels (2011 MMO (Marine Management Organisation)) employing 489

fishermen (2011 MMO) in its administration and 23% of the workforce in Brixham (2003 study) is dependent on the fishing sector. In 2004 there were 25 beam trawlers and over 200 inshore day boats. The new fish market built in 2010/2011 has helped safeguard Brixham's position as one of the most important fishing ports in England and Wales by value of catch with an excellent reputation for the quality of its fish. There are opportunities for growth in the sector by providing better fish processing facilities and supporting product development and promotion.

In 2011 the following quantities of fish were landed:

TYPE	QUANTITY (TONNES)	VALUE £
Demersal	4,199	11,924,000
Pelagic	2,134	698,000
Shellfish	7,413	13,500,000
TOTAL		£26,122,000

This is the highest value of catch in England and Wales; and about 16% of the total value of catch at all ports in England. These figures are extracted from the Marine Management Organisation "The UK Fishing Industry in 2011 - Landings".

Brixham fishermen participate in the Responsible Fishing Scheme and try to exploit the fish stocks within safe and sustainable limits. Beam trawlers have been modified to make the trawls lighter and to replace the sledge design with rollers.

There are a limited number of cruise ship calls in the Bay and these tend to call between May and September. In

2013 six cruise ship calls are planned. Cruise ships have passenger numbers between 400 and 1,200. Passengers come ashore at Torquay Harbour, with some passengers boarding coaches for day and half-day excursions.

There are also marine service industries including towage services, pilotage, marine provisions services, sightseeing boats and cross-Bay ferries and some marine engineering and small scale boat repair.

Transport and connectivity

Regional Connectivity

Tor Bay is a natural harbour situated in the southwest of England, approximately 18 miles to the south of Exeter and 26 miles to the east of Plymouth.

Torbay is the urban community that surrounds the Bay. It is linked to Exeter and the motorway via the A380 and completion of the South Devon Link Road (Kingskerswell Bypass) in 2015-2016 will remove the bottleneck between Torbay and the wider M5 corridor.

Torbay's connections to the south and west including Plymouth are via the A385 passing through Totnes. Until the A385 road joins the A38 the road is a single carriageway road which can experience severe delays in peak periods.

Accessibility by rail to Torbay is compromised by not being linked to high speed rail services between London, Exeter, Plymouth and the Midlands and currently passengers wishing to travel further afield from Torbay must change at Newton Abbot. However, Torbay does benefit from three

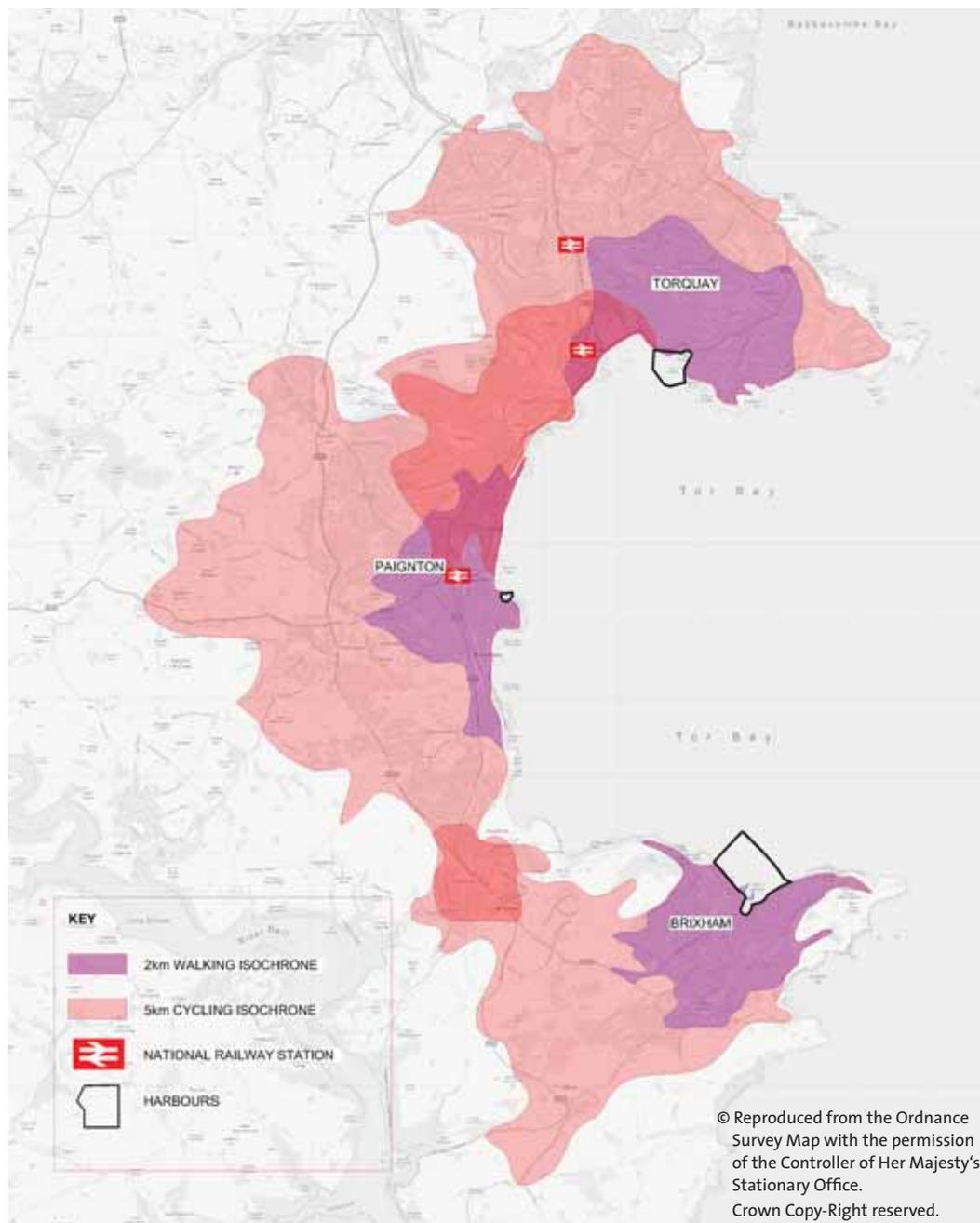


Figure on the left
Walking and cycling catchment areas of the
harbours at Tor Bay

railway stations and the proposed 'Devon Metro' project will provide an additional station at Edginswell as well as improvements to rolling stock and an increase in the frequency of services from Torbay to Newton Abbot and Exeter from hourly to half hourly. The Devon Metro project will significantly enhance the passenger experience from Torbay and reduce interchange times to the wider rail network.

Local Connectivity

The three towns of Torquay, Paignton and Brixham (that make up Torbay) are linked by eastern and western transport corridors. The eastern corridor comprises the A3022, A379 and B3199 and the western corridor, the A380 and A3022.

The eastern corridor is predominately single carriageway carrying up to 20,000 vehicles a day.

The western corridor provides the main link for travel between the three towns and the wider highway network. The western corridor is dual carriageway from its junction with the A3022 north of Torquay to its junction with the B3060 to the north west of Paignton and carries up to 23,000 vehicles per day. The remainder of the western corridor is predominantly single carriageway with localised widening on the approaches to the main junctions.

Stakeholder consultation identified that there are numerous congestion hotspots on the highway network within Torbay and that this is compounded by significant levels of traffic seasonality during holiday periods, particularly during the summer holidays and bank holiday weekends.

The addition of holiday traffic to a highway network that is almost at capacity means that roads cannot function effectively.

There is a good network of buses connecting the three main towns and key local amenities such as the colleges, hospital and town centres; of particular note are services 12 and 67. Service 12 connects the three towns and Newton Abbot following the eastern corridor with a 10 minute frequency. Service 67 connects the hospital with the three towns and the college with an hourly frequency. Whilst there is a comprehensive and frequent bus network within Torbay, the buses must negotiate the same congestion that other vehicles experience.

It is recognised that walking trips of up to 2km and cycling trips of up to 5km have the potential to substitute for short car trips and form part of a longer journey by public transport. The Figure on page 34 shows a 2km walking and 5km cycling isochrone from Torquay, Paignton and Brixham harbours. The darker orange shaded area is where cycling isochrones overlap between each harbour.

It is evident from the Figure that within Torbay walking and cycling to the harbours is achievable for the majority of residents and offers significant potential for mode shift.

Within Torbay the key focus for cycling has been the delivery of 'National Cycle Route' No 28. To date the route from Torquay seafront to Paignton has been completed and there are plans to link Torbay with Newton Abbot and Goodrington Sands with Brixham.

The three enclosed harbours at Torquay, Paignton and Brixham are linked by the South West Coast Path which follows the coastline.

There are a number of cross harbour ferry services that link the three enclosed harbours at Torquay, Brixham and Paignton, however these ferry services are generally seasonal and predominantly only attractive to tourists due to slow speed and poor reliability of service in stormy weather.

There is a seasonal Park and Ride facility at Brixham and there are plans to make this permanent and provide a new facility at Torquay as well as investigating options for Paignton.

Torquay Harbour Connectivity

The main access for vehicles to Torquay Harbour is via Victoria Parade, a narrow single carriageway road with wide footways and high pedestrian flows. Vehicles wishing to access the harbour from the wider highway network travel via the A379 before linking to the A3022.

The A379 from its junction with the A3022 to the harbour is predominantly a dual carriageway, however the presence of on street parking and changes in priority has effectively reduced this to a single lane carriageway.

Torquay Harbour and town centre are located adjacent to each other which offers significant benefits in terms of encouraging linked visits and travel by walking and cycling, however there are competing pressures between the needs of pedestrians moving between and around the town centre

and harbour and the operational needs of the harbour.

Torquay benefits from two railway stations namely, Torre and Torquay. Torquay railway station is the closest of the two stations to the harbour (approximately 1.5km) and there are good walking, cycling and bus links between the two. The Torquay railway station is approximately 1.5km from Torquay Harbour and there are good walking, cycling and bus links between the two. Parking availability adjacent to the harbour in Torquay is limited and often full particularly during the tourist season.

Paignton Harbour Connectivity

The main access for vehicles to Paignton Harbour is via Roundham Road, a narrow single carriageway road with on street parking. Vehicles wishing to access the harbour from the wider highway network travel via Sands Road before linking to the A379, A3022 and finally A380 or A385.

Paignton Harbour is remote from the town centre, railway station and bus station which are all approximately an 800m walk. Walking routes between the harbour and town centre are numerous but poorly defined and cycling is entirely on road. At Paignton Harbour there is an existing multi storey car park which is currently underutilised.

Brixham Harbour Connectivity

Brixham is the most southerly of the three enclosed harbours in Tor Bay and as such does not benefit from the direct road links to A380 and A385 like Torquay and Paignton. The main access for vehicles to Brixham Harbour from the wider highway network is via Middle Street. Middle Street links to the A3022 via a one way system.

Brixham Harbour and town centre are located adjacent to each other which offers significant benefits in terms of encouraging linked visits and travel by walking and cycling, however there are competing pressures between the needs of pedestrians moving between and around the town centre and harbour and the operational needs of the harbour.

The nearest railway station to Brixham is located at Paignton approximately 11km away and as such is only realistically accessible by private car, taxi or bus.

The Inner Harbour at Brixham forms a natural barrier to the movement of pedestrians from east to west.

There are three main cars parks for Brixham namely the Central (short stay) and Harbour and Marina (long stay) car parks. In addition there is a seasonal Park and Ride site at the A379, A3022 junction to intercept tourist traffic.

Spatial SWOT analysis

The spatial and socio-economic SWOT analysis looks specifically at the strengths, weaknesses, opportunities and threats within the Tor Bay Harbour area. The main outcomes are based on strategic port and transport planning, overall tourism & business aspects as well as on the maritime and environmental background.

STRENGTHS

- Tor Bay Harbour is well protected with good anchorages for ships
- Significant Harbour Estate that makes the harbour sustainable
- Strong identity as the English Riviera and used for marketing opportunities for tourism
- Cruise ships call and anchor in the Bay
- Unique character of the individual harbours and embedded in the surrounding areas
- Improvements undertaken to public realm within and next to some of the harbours
- Good provision of leisure and recreational boating facilities
- Leading fishing harbour in England and Wales by value of catch with modern facilities
- Attractive area for living and working
- All the enclosed harbours are under one Harbour Authority
- Choice of several Yacht and Sailing Clubs
- Awareness of the need to have a plan for development
- Tor Bay Harbour has good seawater quality, diverse marine habitat and bio-diversity and a variety of environmental designations including Geopark status
- Torbay has one of the safest road networks within the South West
- Region is well connected to the national road network through the dual carriageway A380
- Public transport and cycle ways are improving
- Marine engineering training provision at South Devon College
- Railway branch line linking Paignton and Torquay to the national rail network

WEAKNESSES

- Some unused and derelict harbour facilities
- Narrow roads, congestion and lack of parking around the Bay
- Lack of repair facilities for boats
- Shortage of onshore facilities for marine leisure
- Lack of cold storage and processing facilities
- Lack of cargo handling facilities
- Lack of boat repair and maintenance facilities
- Lack of usable shoreline
- Towns not keeping up with the standard of the harbour improvements
- Lack of space in enclosed harbours
- Insufficient Maritime Marketing
- Tor Bay anchorages exposed to easterly weather
- No railway connections into any of the enclosed harbours
- Insufficient water depth in some areas of the enclosed harbours which results in drying out at low tide
- Local Authority port governance not fully developed or fully fit for purpose

OPPORTUNITIES

- Enhancement of natural beauty of the Bay
- Review governance model to allow the port to be a more efficient business (similar to TDA for economic development)
- Improve sea defences against flooding
- Expand marina style berthing and capacity
- Infrastructure improvements should be flexible for multiple use
- Improve inadequate road infrastructure
- Provide sufficient shelter and berthing facilities within the enclosed harbours
- Change public perception of Tor Bay as being a beach destination and a place for the elderly
- Reinforce strong identity for being English Riviera
- Improve transport links including domestic passenger boats
- Additional multi-storey car parking
- Better facilities for cruise ships and domestic boats
- Provide additional boat launching facilities
- Provide boat repair and maintenance facilities for recreational craft and fishing vessels
- Provide maritime related businesses and sport activities to strengthen the maritime culture / identity
- Provide better access to identified areas for local residents and tourists to the enclosed harbours by means of open days, schools visits etc.
- Refurbish or replace derelict port infrastructure
- Provide additional employment
- Use the designations of Candidate Special Area of Conservation (cSACs): Lyme Bay and Torbay (Dorset and Devon Coast) and potential Marine Conservation Zone (MCZ) to attract business and tourism
- Investigate possible rail link into future harbour developments

THREATS

- Lack of finance and funding for developments particularly for breakwater extensions
- Risk of overdevelopment and piecemeal development of the enclosed harbours and the surrounding areas
- Conflict between space requirements for different uses in the enclosed harbours including ferry services, sailing and slipway access
- Development causing damage to the environment
- Increase costs of energy affecting transport and maritime activities
- Increase traffic caused by developments
- Development causing exclusion of visitors to the enclosed harbours
- Effect of climate change on developments and existing infrastructure
- Harbour-side land should be safeguarded for marine related use and not lost to residential development
- Danger of losing maritime culture
- Political will to allow changes, drive change and support changes
- Status of Port Masterplan not being statutory within the planning system
- Competition from other harbours for water sports events
- Reduced demand for marina space due to economic downturn
- Loss of employment due to maritime industries contracting
- Shortage of maritime skills in the area
- Traffic congestions due to Kingskerswell Bypass being late
- Fishing industry could reduce or disappear
- Competition from nearby ports for any cargo

throughput opportunities

- Development will put more pressure on waste treatment and could increase risk of flooding
- Erosion of cliffs at Holicombe could disrupt railway due to covenant not requiring maintenance by Network Rail
- Localism Act gives right for community to challenge and potentially to run some harbour services
- MCZ designation could hinder growth by either stopping development or making it prohibitively costly

Policy background – Planning

Development Plan Policy Framework

[The Planning and Compulsory Purchase Act 2004 requires that “...for the purpose of any determination to be made under the planning Acts the determination must be made in accordance with the \(development\) plan unless material considerations indicate otherwise.”](#)

This section outlines the statutory plans to be taken account of and other relevant planning documents and plans, otherwise known as “material considerations”, which have some weight or relevance in the planning system. It will also focus on the key relevant policies for the harbours, economy and tourism in Torbay.

The following document forms the land use development plan for the area, as of June 2013:

- Torbay Local Plan (April 2004) (this Local Plan is under review– see ‘A Landscape for Success’)

Other documents and plans include:

- National Planning Policy Framework (March 2012)
- National Policy Statement for Ports (October 2011)
- Regional Planning Guidance for the South West (RPG 10) (Sept 2001) (revoked May 2013)
- Regional Spatial Strategy for the South West: Secretary of State’s Proposed Changes (July 2008)
- Devon Structure Plan (October 2004) (revoked May 2013)
- LDF - Core Strategy DPD - Regulation 25 Draft Core Strategy: Vision, Objectives and Growth Options (September 2009)

- A Landscape for Success: The Plan for Torbay to 2032 and beyond Local Plan Consultation Draft (September 2012)
- The emerging Torquay, Paignton and Brixham Neighbourhood Plans

Material Considerations

One of the key features of the statutory plan in this area is that it is dated, which will have implications for the relevance of other documents and plans (material considerations).

As the Port Masterplan is intended to cover the next 25-30 years many of the existing plans and guidance will be replaced. Therefore detailed reference to the past and existing plans and guidance is included in an Appendix as they have had an influence on the production of this Masterplan, despite some being revoked.

These plans and guidance include the following:

- Regional Planning Guidance for the South West (RPG 10) (revoked May 2013)
- Regional Spatial Strategy for the South West: Secretary of State’s Proposed Changes (July 2008)
- Devon Structure Plan (October 2004) (revoked May 2013)
- Torbay Local Plan (April 2004)
- LDF - Core Strategy DPD - Regulation 25 Draft Core Strategy: Vision, Objectives and Growth Options (September 2009)

Emerging Statutory Plans

Although there are a number of dated plans in the area, there are also a number of emerging plans which have not

yet been adopted, but are of increasing significance the nearer they are to completion. They are all guided by the National Planning Policy Framework for overall strategic direction and will form the statutory development plan in the future as two distinct documents; the Local Plan and Neighbourhood Plans.

National Planning Policy Framework (March 2012)

The National Planning Policy Framework (NPPF) replaced the Planning Policy Statements (PPSs) and the Planning Policy Guidance notes (PPGs) in 2012. Of initial relevance is paragraph 215 which states that “...weight should be given to relevant policies in existing plans according to their degree of consistency with this framework”, therefore the more consistent with it, the more significant they are.

The framework is very strategic and limited in terms of its guidance. On the economy it states in paragraph 20 that plans should achieve economic growth and in relation to tourism, in paragraph 23, that a range of suitable sites should be allocated in town centres for tourism.

National Policy Statement for Ports

This Policy Statement provides a framework for decisions on proposals for new port development by the Maritime Management Organisation and local planning authorities where relevant. The NPS for Ports is intended for nationally significant infrastructure projects (NSIP) covered by the Planning Act 2008 as amended by the Localism Act 2011. None of the proposed developments for Tor Bay Harbour would be classed as NSIPs. Reference is also made to ports in the UK Marine Policy Statement (Section 3.4). This states that “...In almost all cases, port developments that affect

the marine environment will need to be licensed by the relevant licensing authority, although some activities may be exempted from marine licensing. Both types will need to be considered in marine planning. Where a port has worked with stakeholders to produce a Master Plan, this may provide marine plan authorities with a strategic view of the potential direction of future port development. In the case of harbour maintenance works, a Master Plan may also create an opportunity for a licensing authority to discuss the possible need and timing for approval of a programme of works to be carried out.”

A Landscape for Success: The Plan for Torbay to 2032 and beyond Local Plan Consultation Draft (September 2012)

This is the first draft of the new emerging Local Plan. It is based on the Core Strategy, referred to above, and the initial comments made on that document from the public consultation carried out to date.

In terms of specific policies for the harbour, Policy E3 on the Marine Economy outlines that “The Council will support investment in marine-related development where this produces clear economic benefits to the area...” This policy would cover the proposed Northern Arm, Brixham; the East Quay extension, Paignton and the Haldon Pier extension, Torquay subject to a number of specific requirements. With specific regard to the evening and night time economy, Policy TC 5 again subject to specific criteria, within seafront and harbour areas of the Bay the Council wants to see “development that helps create a vibrant, diverse evening and night time economy”.

For Tourism in the area there is a more detailed policy T1.

This is where the Council wants to see renovated facilities and services and outlines a number of requirements. This includes “The retention, improvement and creation of new, high quality tourism and leisure attractions, facilities...” in the harbour, waterside and seafront areas of Torquay, Paignton and Brixham. Also making a positive use of the marine environment and maritime heritage “... for leisure, tourism and employment, and supporting existing visitor attractions and the provision of facilities, such as new harbour/marina facilities and a new national visitor attraction...”, as well as “providing improved maritime facilities as part of the regeneration of harbour side and waterfront areas”.

Also Policy C2 on the Coast, in relation to the Developed Coast states that development will be permitted “where it provides benefit to Torbay’s economy” and does not unacceptably harm the character of natural, historic and geological assets or lead to increased risk of flooding or coastal erosion.

There is also a specific policy on the main three towns within Torbay.

The approach to Torquay generally, under policy SDT 1, is for the area, including the harbour, to “evolve as the principal town centre and the centrepiece of a modern, prosperous and sustainable Torbay.” Policy SDT2 on Torquay Town Centre & Harbour identifies the town centre as the main retail and leisure centre of the Bay, as well as the main sub-regional retail and leisure destination. Developments within these areas should include a mixture of suitable town centre uses and it goes on to identify a number of priorities to be considered.

For Paignton in relation to Policy SDP 1, the aim is to rejuvenate the area “...through high quality mixed use development of key town centre, harbour and waterfront sites”. More specifically under Policy SDP 2 on the Paignton Town Centre and Seafront, the aim is to turn around the recent decline in the town and develop the connection between the town centre to the sea front and harbour.

Finally for Brixham the approach outlined in Policy SDB 1 is to improve the areas “...role as a fishing port with a nationally important working and creative harbour” through a number of schemes including better water based transport facilities. Under Policy SDB 2 a mixed use approach to regeneration will be used to support its position as a lively maritime resort. It also proposes the Brixham Northern Arm Breakwater development.

Torquay, Paignton and Brixham Neighbourhood Plans

These are the new form of development plan documents introduced by the 2011 Localism Act, which gave local communities the right to produce statutory plans for their local area. Torbay Council managed to win funds as part of the Neighbourhood Planning Front Runners Scheme, which has provided funding from central government to support the production of all these plans, which cover the same time frame as the Local Plans; a twenty year period. All these plans are at the earliest stage of preparation – the Pre-submission consultation and publicity – and have still to issue the submission draft, and have the examination, referendum and with adoption to follow.

In terms of the plans, although at an early stage, only the Brixham Neighbourhood Plan has any policy aspirations,

which makes reference to the emerging Torbay Local Plan policies. In relation to the Policy T1 on Tourism, it wants to see the requirements of the Disability Discrimination Act 2005 more clearly met and for the more general Policy T2, on the change of use of facilities, there is concern about the loss of tourism facilities without any significant justification.

The Brixham Peninsula Neighbourhood Forum have, at the time of writing, expressed the following general solutions to the challenges facing the area; developing a thriving local economy and enhancing the transport infrastructure. However, the draft Plan contains some general ideas for the harbour, which come under the section headed 'Economy'.

In relation to tourism, the harbour provides an opportunity to make Brixham a centre for marine leisure activities and a cill in the inner harbour would improve its aesthetics and appeal to tourists. With regard to industry, the marine sector offers opportunities in industry, research and education and is identified as the "biggest potential sector for large scale development" for the "marine technology, engineering, aquaculture, food processing, marine electronics and navigation". Oxen Cove is identified as "a good site for marine related industry". In terms of transport there is concern about the lack of sustainable alternatives, new ferry infrastructure including building the Northern Arm, a late night ferry service and better parking facilities at Oxen Cove.

The Torquay Neighbourhood Forum are currently producing the Torquay Neighbourhood Plan but at the time of writing there is no plan with formal policy or proposals, only a draft report on the work carried out to date, which contains a

few initial proposals regarding sites for redevelopment or regeneration, which could be the basis of some site specific policies. This includes the Strand buildings that are identified for redevelopment, including Debenhams, for a mix of residential, hotel and retail (including restaurants) developments. Also the redevelopment of the Terrace Car Park with a quality development as it does not currently make the most of the views of the harbour. However adequate parking for the harbour area needs to be retained.

In addition there is concern over the closeness and interface between night time uses and the residential uses in the harbour area which includes changing the use of nightclubs.

For the Paignton Neighbourhood Plan, attracting more tourists to the Seafront and Harbour area will be a key objective of the Plan, as it is not currently well used by tourists. This is alongside supporting a heritage 'Theme', protecting the harbour's 'quaintness' and developing water sports for tourists.

Policy background – Transport

[The Development Policy Framework relevant to the Tor Bay Harbour Authority Port Masterplan is set out in Policy background – Planning and outlines the statutory plans and other relevant planning documents which have informed the development of the Masterplan. This section details the salient transport policy which has set the transport context for the development of the Masterplan.](#)

The Local Transport Plan – Devon and Torbay Strategy 2011 – 2026 (April 2011) provides the local context for planning for transport in Torbay and sets out the following vision for Torbay by 2026:

"...Torbay will have excellent connections to Devon and the rest of the UK. Residents and visitors will find it easy to move around, explore and experiences Torbay's beautiful urban and marine environment. People will enjoy better health and quality of life using improved cycling, walking and public transport links for work, leisure and education. A low carbon sustainable transport system will contribute towards the public realm, distinct character and function of the three towns of Torquay, Brixham and Paignton."

In terms of transport the National Planning Policy Framework (March 2012) states; "All developments that generate significant amounts of movement should be supported by a Transport Statement or Transport Assessment. Plans and decisions should take account of whether:

- the opportunities for sustainable transport modes have been taken up depending on the nature and location of the site, to reduce the need for major transport infrastructure;

- safe and suitable access to the site can be achieved for all people; and
- improvements can be undertaken within the transport network that cost effectively limit the significant impacts of the development. Development should only be prevented or refused on transport grounds where the residual cumulative impacts of development are severe.”

The emerging Local Plan for Torbay A Landscape for Success: The Plan for Torbay to 2032 and beyond Local Plan Consultation Draft (September 2012) sets out that “Good connections in and around the Bay, and between Torbay and national or international markets, are critical to the Bay’s success”.

To help achieve this the Plan will encourage the development of a sustainable and high quality transportation system which makes sustainable travel the first choice for travelling and support strategic improvements to the transport system which improve connections between the three towns, the rest of the sub-region and national and international markets.

Section 3 of the Local Development Framework LDF - Core Strategy Development Plan Document (DPD) - Regulation 25 Draft Core Strategy: Vision, Objectives and Options for Growth (September 2009) sets out the 24 key strategic objectives to address the key themes contained within Torbay’s Community Plan Working for a healthy, prosperous and happy Bay. The following strategic objectives are considered to be relevant to the development of the transport aspects of the masterplan - a safe and sustainable

transport system; improved accessibility; provision of satisfactory transport infrastructure; and improving access to recreational space.

The transport policy review provides a broad overview of the current statutory plans and material considerations considered to be relevant to developing the Masterplan.

Further details are contained within Appendix C along with details of any out of date and revoked policies and plans and emerging Neighbourhood Plans which have been reviewed in the context of developing the Masterplan. The emerging Neighbourhood Plans contain the following transport issues related to the enclosed harbours:

- Brixham – improve marine transport infrastructure and better integration of car parks
- Paignton – enhancing harbour off street parking facilities
- Torquay – retain adequate parking for harbour area and improve bus stops

It is recognised that the Masterplan provides limited opportunities to influence transport issues at a regional level, however the Masterplan will be key in influencing transport issues in the local area.

It is apparent from a review of the transport specific policy that there are a number of key transport themes that the Masterplan will need to comply with, namely:

- Connectivity, protecting and enhancing the accessibility to the working harbours for all transport modes;
- Traffic Growth, managing any increase in traffic demand from the proposed Masterplan to ensure the

continued viability and attractiveness of the harbours; and

- Parking demand, managing the need to provide parking and recognising the need to prioritise limited parking for key harbour users.

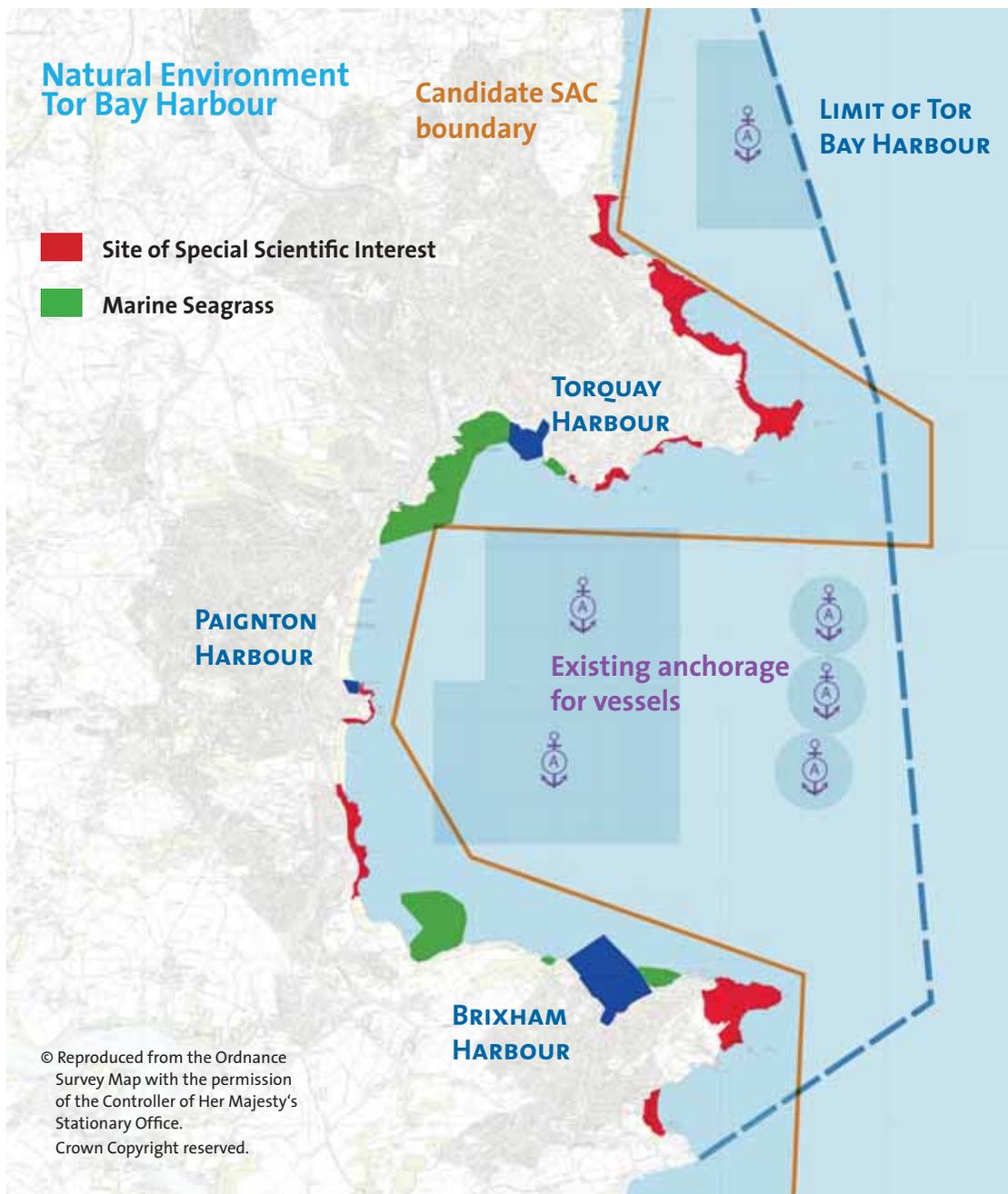


Figure on the left
Natural environment along the coast at
Tor Bay

Natural environment

The coastal waters of Tor Bay Harbour are a valuable asset. The Harbour has a high environmental quality with a number of environmental designations and is an important economic resource with major fishing and tourism activities. It also provides facilities for the local community and for recreation.

Tor Bay is part of the Lyme Bay and Tor Bay candidate SAC (Special Area of Conservation), contains a number of geological SSSIs (Site of Special Scientific Interest) and is in a potential MCZ (Marine Conservation Zone) proposed by Defra. These recognise the high environmental quality of Tor Bay. It has shallow coastal sites of seagrass which provide shelter for marine flora and fauna including seahorses. The rocks and rocky coastline provide roosts for seabirds and some areas have seasonal protection for nesting and over-wintering seabirds. The coastline is mainly limestone and sandstone and this geology provides a home for many diverse species of marine life.

Tor Bay Harbour Authority is objecting to the establishment of an MCZ within the Tor Bay Harbour limits on the grounds that the socio-economic impacts are unquantifiable. However if the MCZ is approved by Defra, then its requirements would be adhered to.

Air quality

Air quality in Tor Bay is generally good but road transport, agriculture and shipping all produce pollutants. These include particulates from diesel engines, nitrogen oxides (NOx) and sulphur oxides (SOx). There are a number of Regulations based on EU Directives and IMO Conventions

that are aimed at reducing air pollutants from shipping. Any harbour or marine developments are likely to require an Environmental Impact Assessment which will assess the effect on air quality.

Water quality

The Environment Agency monitor the water quality at beaches in Tor Bay and these are generally within the guideline standard (BW1) in the Bathing Water Directive (1976).

This Directive has been revised (2006) and assessments are in a transition period up to 2015 and beaches will then fall into the categories good (equivalent to the guideline standard) or excellent (approximately twice the guideline standard). The beaches in Torbay have won many awards including five beaches with Blue Flag awards, and many beaches with Keep Britain Tidy Quality Coast awards and Marine Conservation Society Good Beach Guide recommendations. Assessments made under the Water Framework Directive (WFD) indicate that coastal waters in and adjacent to the candidate SAC boundary in Tor Bay are of good quality.

There are threats to the water quality in Tor Bay; mainly marine pollution including oil discharges, discarded plastic and cans; and increased turbidity due to anchoring. Discharges from contaminated run-off from roadways and hardstandings and from sewage outfalls particularly around Hope's Nose will also impact on water quality in Tor Bay and might particularly affect the existing mussel farm and any future aquaculture.

Flora, fauna and biodiversity

The majority of the Bay consists of soft muddy sands. The muddier areas hold moderately rich communities of marine flora and fauna characterised by the heart urchin and brittle stars, whilst the cleaner sands closer inshore hold dense populations of the razor shell, heart urchins and eel grass (*Zostera marina*). A variety of anemones, worms, molluscs and small fishes are found within the eelgrass beds.

The most notable animal is the short snouted seahorse *Hippocampus hippocampus* found at Hope's Cove and the spiny seahorse (*Hippocampus guttulatus*). These were also found in Babbacombe Bay in a 2007 survey but a survey at Brixham Harbour in 2008 found no seahorses. Burrowing anemones are common, and large colonies of rafting brittle stars are known to wander the sediments of outer Tor Bay forming dense carpets of tens of thousands per square metre.

The most striking sublittoral communities found in Tor Bay are those on limestone, particularly from Sharkham Point to Churston Cove and Princess Pier to Petit Tor Point. The rock supports abundant piddocks and is covered in sea squirts, anemones and sponges. The many outcrops in the Bay are covered in mussels and many mussels and carpet anemones cover the sea bed off the Ore Stone together with the locally rare sea slug, *Okenia elegans*.

The highest density of marine caves in the Great West Bay occurs between Sharkham Point and Babbacombe Bay. These caves provide shelter for tube-worms, barnacles, sponges, anemones and sea squirts. Many animals such as the Devonshire cup coral and plumose anemone manage to

survive above low water in the damp and shady conditions of the caves. Tor Bay may well contain one of the largest areas of eelgrass beds in England.

These beds are an important habitat for a large number of species including hydroids, crustaceans, polychaete worms, heart urchins, and gastropod molluscs, and as a nursery ground for juvenile fish.

In the intertidal zone, sponges in particular are abundant and many of the rocky shores hold over a dozen species. One of the most important inter-tidal sites is found on the limestone wall of Princess Pier, which has the richest aggregation of sublittoral species found in the Bay.

Hollicombe holds one of the densest populations of the green sea urchin *Psammechinus miliaris* on the south west coast of Britain.

This huge diversity of marine life attracts animals from further up the food chain including occasional dolphins, porpoises and seals, gannets, scoters, divers and grebes. Eelgrass beds and rocky seabed zones are particularly attractive to these groups. The Bay is also occasionally visited by basking sharks in the summer months and the coast between Tor Bay and Plymouth is of international importance for this species.

Any developments must not significantly impact on any protected species and management of the Bay should protect such species. For example seagrass beds can be damaged by boats anchoring or by trawling for scallops.

Soils and geology

Tor Bay contains a number of geologically important sites and these are included in the area covered by the English Riviera Geopark which was endorsed by UNESCO in 2007. Several geological sites in the English Riviera Geopark are representative of aspects identified in the Geological Conservation Review (GCR) carried out by the British Institution for Geological Conservation (BIGC). Within the English Riviera Geopark a number GCR sites are recognised including the SSSIs at Oddicombe, Babbacombe Cliffs, Black Head to Anstey's Cove, Hope's Nose and Thatcher Rock, Daddyhole, Dyers Quarry, Roundham Head, Saltern Cove, Shoalstone and Berry Head to Sharkham Point. The Lyme Bay and Torbay candidate SAC site features reefs and sea caves.

It has been identified by Natural England as one of the best examples of the range and diversity of bedrock reef, stony reef, and sea caves in the UK for protection under the Habitats Directive and is estimated to contribute 0.9 percent of the UK's total reef resource to the Natura 2000 network.

The reef features surrounding Berry Head principally comprise limestone ridges, boulders and pinnacles. The complex reef features, including ridges, vertical drop-offs, pinnacles and deep gullies, support a rich variety of species. Within Torbay, the reefs comprise discrete areas associated with the many headlands and coves (and include from south to north: Brixham to Ivy Cove reefs, Churston Point, Armchair Rock, Roundham Head and Hollicombe rocks to Livermead sands). The reefs in Tor Bay have a more diverse composition with limestone outcrops recorded in the

southern half of the Bay, and sandstone in the northern half. Hope's Nose reef (including Thatcher Rock and the Ore Stone) are large areas of limestone reef extending around the northern headland of Tor Bay.

A large number of sea caves have been identified within Tor Bay and the surrounding coastline from Mackerel Cove in the north to Sharkham Point in the south. Examples of the classical wave-eroded sea caves are found at all the sites and occur in several different rock types, and at levels from above the high water mark of spring tides down to permanently flooded caves. Many of the caves have a rich fauna, which varies considerably between caves. A number of nationally significant species have been found within these caves.

Climate change and flooding

The Torbay Strategic Partnership has signed the Nottingham Declaration on Climate Change and Torbay Council is a member of this partnership. Torbay Council has also produced the Climate Change Strategy for Torbay 2008-2013.

The effect of climate change on Tor Bay Harbour is likely to be a sea level rise of 0.4m over the next 70 years (UK Climate Projections (UKCP09) – Marine Report Chapter 3 Estimates of relative sea level changes using high central estimate values), increased storminess with a consequential increase in wave heights and fluvial flooding, increased rainfall intensity and frequency leading to a greater risk of pluvial flooding and increased summer temperatures. Over time this may lead to more frequent sea-front closures and beach closures and a significant economic impact.

Any developments should provide protection against future wave overtopping and contribute to flood protection.

Recreation, leisure and tourism

Tor Bay itself provides a large area for water sports recreation and leisure use including swimming, sailing, water skiing, diving, motor boating, sea angling, kayaking, kite surfing, paddle boarding, rowing and personal watercraft. These activities require land based facilities and amenities to support them and there are currently insufficient boat repair and launching facilities and storage areas. The beaches are also used for walking and beach sports. The South West Coast Path provides for walkers and also links the three enclosed harbours and other features along the coastline of the Bay.



chapter 6

PROPOSALS FOR TOR BAY HARBOUR

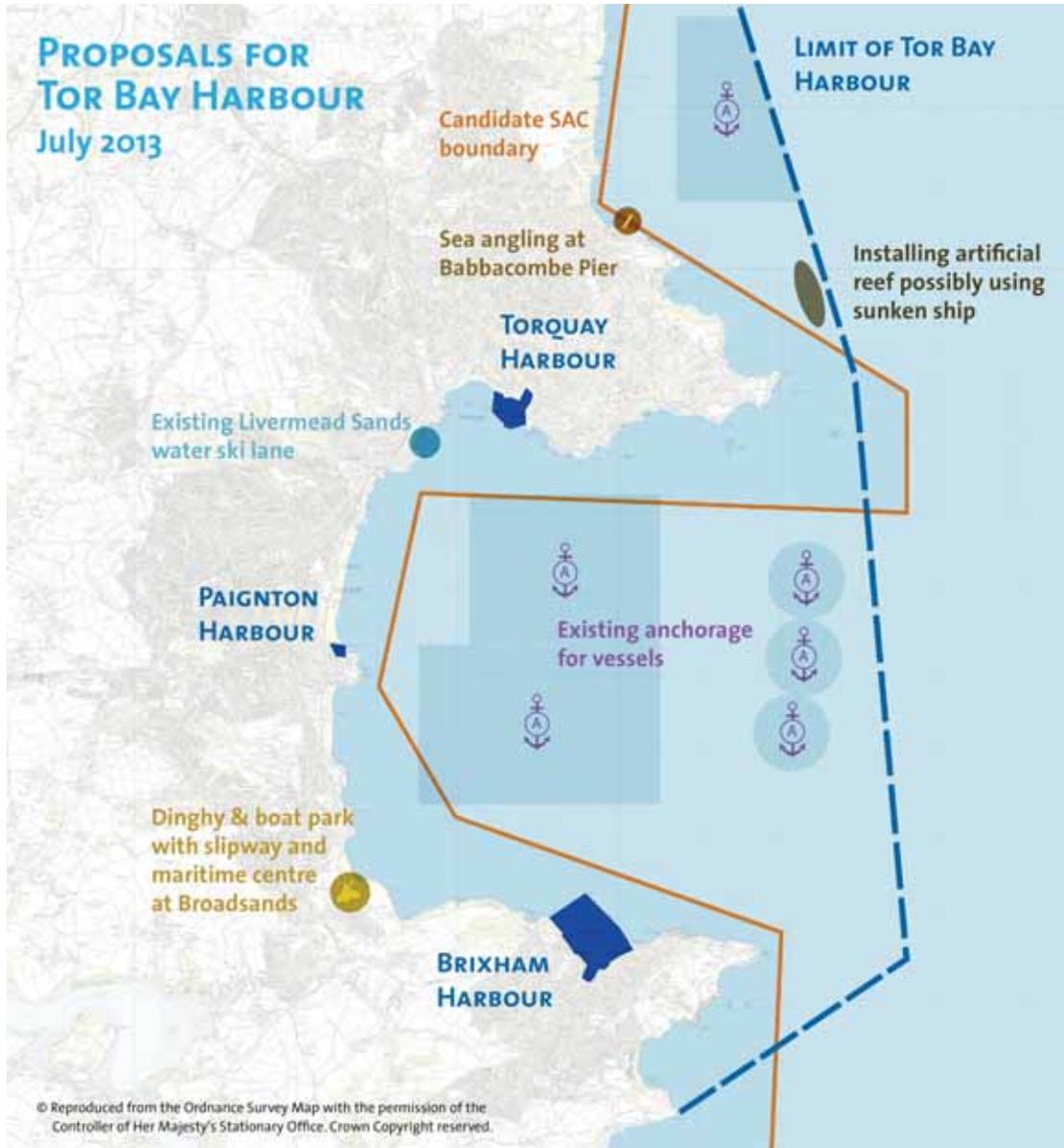


Figure on the left
Proposals for Tor Bay Harbour

CHAPTER 6_ PROPOSALS FOR TOR BAY HARBOUR

[This chapter presents proposals for the future development of the Harbour and these developments need to align with the strategy as outlined in chapter 3 and they need to be sustainable.](#)

Tor Bay Harbour

A large number of ideas were collected at the Consultation Meeting held on 11th October 2012 and these have been investigated by the consultants' team and discussed with Tor Bay Harbour Authority at several meetings. The following proposals were highlighted as being achievable, viable and making a positive contribution to tourism, marine businesses and to facilities for residents in Torbay:

- The identification and support of sea angling locations within the statutory harbour limits including at Babbacombe Pier
- The sinking of an old ship to form an artificial reef in Tor Bay to provide opportunities for leisure divers
- The development of the Council owned land at Broadsands to provide a maritime centre with dinghy and boat park and launching facilities
- The support to any eco-tourism in the Bay and opportunities presented by the Geopark

A submerged breakwater offshore from Paignton Sands to increase the wave protection to this low lying coastal area was considered. However the construction of such a breakwater would result in the creation of a 'tombola' and this would draw beach material from the north and south ends of the beach. Since the north end of the beach already suffers from some loss of beach material, this idea was discarded. The breakwater would also require some changes to leisure boating activities in the area off Paignton Sands.

The development of the Berry Head Quarry area was considered but TBHA do not own the land (which is leased to the Torbay Coast & Countryside Trust). Access to the old quay is restricted and it is adjacent to a conservation area for bats.

Broadsands Maritime Centre

The proposed development of a maritime centre with dinghy, boat park and slipway at Broadsands has the potential to lead to an increase in traffic and demand for parking in the local area. Whilst this increase is likely to be minor on a day to day basis, special events (such as regattas) will increase demand and require careful planning.

Broadsands has significant car park capacity and future proposals should consider if there is a need to maintain this level of parking or if the area can be better utilised for other purposes. The promotion of more sustainable forms of transport including enhancements to the pedestrian routes from the bus stops on the A379 and the extension of the cycle route from Paignton to Brixham via Broadsands, will assist in managing future traffic demand.

The area of Broadsands beach is important for wintering birds including Gull Buntings and Great Crested Grebes. Studies would be required to assess the impact of any proposed development.



Figure on the left
Proposals for Brixham Harbour

Brixham Harbour

A number of ideas for tourism related, marina and maritime business developments were collected at the Consultation Event and these have been investigated. Some ideas for the Outer Harbour depend on the construction of a new Northern Arm breakwater, particularly for expansion of the marina facilities. However although the Arm would not have a significant environmental impact it is costly and needs sufficient income generating developments to support this cost. The following proposals were selected as being achievable, viable and making a positive contribution to tourism, recreational sailing and businesses in Brixham. For some proposals grant funding will need to be secured to enable a viable business case to be produced.

The first five proposals could be developed without the Northern Arm:

- A half tide cill and cill gate with a pedestrian lifting or swing bridge as an extension from the Middle Pier to the quay below King Street. This location would retain some of the drying grids for maintaining small boats.
- Redevelopment of the Coastguard Building for harbour related use after it is vacated in 2014 (currently outside the ownership of TBHA)
- Development of a small reclaimed area adjacent to Strand Quay to support maritime events
- Possible development of a Maritime Museum for the heritage fishing vessels and contribute to the improvement of facilities for the town
- Return of South Quay to marine related use
- A new Northern Arm breakwater consisting of a main breakwater running north east from a point clear (south) of AstraZeneca's intakes and outfalls to their

Environmental Laboratory and a small stub extension to the existing Victoria Breakwater running south west providing a slight overlap with the outer end of the main breakwater

- Redevelopment of the old derelict tanker berth to provide a bulk fuel station for fishing vessels and/ or a Tall Ship berth. Other commercial bunkering to coasters sheltering in the Bay could also be provided. A pipeline to the root of the Victoria Breakwater could provide a loading point for road tankers serving other parts of the harbour and other harbours
- A new reclaimed area along the south western side of the Outer Harbour running from the Fish Market Quay to the root of the Northern Arm to provide:
 - A berth for Pelagic fishing vessels
 - Facilities for a lobster/scallop hatchery and shellfish storage and depuration
 - A boat maintenance facility consisting of either a slipway with rail mounted cradles or a boatlift for boats up to 30m long
 - A recreational slipway for boats (to replace the Oxen Cove slipway)
 - Locations for boat repair businesses, boat building & marine related retail premises
 - Additional car parking and boat storage
 - A Facilities Building for a new marina
 - Improved access to Oxen Cove
- Additional marina pontoon berths on the west side of the Outer Harbour directly to the south of the Arm
- An extension to the marina adjacent to the existing Victoria Breakwater

The proposed reclamation at the west side of the harbour

in front of Oxen Cove and Freshwater Quarry will essentially create two distinct and separate areas. To the south adjacent to the existing fish market will be a more industrial area including boat repair & building etc. and to the north there will be a new marina including boat storage and retail units.

It has been highlighted that there is a desire to create a new link road to the Fish Quays and Oxen Cove to alleviate traffic borne impacts on Blackball Lane and Overgang Road. However, it is considered that a new route from Overgang Road to Oxen Cove would require a significant investment due to the engineering solutions required to overcome the steep cliffs and change in elevation. Furthermore, any solution is likely to have an adverse environmental impact upon the area. A more acceptable option would be to manage the interaction between HGVs, cars and pedestrians at Oxen Cove by segregating the various users. Cars will continue to access via Blackball Lane, whilst it is proposed that HGVs will utilise the existing access from The Quay to service the requirements of an expanded Oxen Cove. The creation of the proposed marina at Oxen Cove will increase the footfall along the South West Coastal Path. It is important to protect this route and ensure that the route is opened up to make it an integral part of the proposed marina, in contrast to the industrial part of the harbour where segregation is entirely appropriate. This will have the benefit of increasing footfall through the marina and associated retail units creating a pleasant public realm.

The proposed development of the marina area at Oxen Cove will necessitate the remodelling of the existing parking area. It is proposed that access for cars will continue via Blackball Lane but it would be advantageous to remove

coach parking from this area. This will have a number of benefits including reducing the impact of large vehicles using the narrow roads to access Oxen Cove and freeing up more space for other harbour users. It is proposed that coaches continue to drop off at Brixham Harbour but that parking is relocated away from the centre of Brixham to a more suitable location.

The proposed increase in marina space, redevelopment of Oxen Cove and development of the heritage fishing museum has the potential to significantly increase peak traffic volumes. Without mitigation the increased traffic demand will impact upon an already congested network further reducing the attractiveness of the harbour. Whilst the proposed redevelopment of Oxen Cove has the potential to increase the parking supply this would both detract from valuable development space, be unlikely to meet future demand and will encourage vehicle trips into the town centre adding to congestion. The promotion of alternative modes of transport, especially Park and Ride (as set out in the Local Transport Plan), would free up land for other harbour uses, whilst reducing traffic congestion and enhancing the attractiveness of the town and harbour.

The proposed lifting or swing bridge across the Inner Harbour will provide a direct route from the new marina at Oxen Cove to the east side of the Inner Harbour thereby reducing severance and increasing the pedestrian footfall along the Harbour Estate. The Southern Quay area is currently used for parking vehicles and servicing boats and it is important that redevelopment allows this area to be explored safely by pedestrians.

Paignton Harbour



Figure on the left
Proposals for Paignton Harbour

- 1_Potential for redevelopment of the existing Harbour Light restaurant
- 2_Redevelopment and refurbishment of South Quay
- 3_Retain listed buildings
- 4_Relocation of crab processing factory
- 5_Raising of East Quay wall
- 6_New slipway to seaward
- 7_Extension to East Quay
- 8_Enhance the harbour entrance

Paignton Harbour

The Consultation Event identified a number of developments to enhance recreational sailing activities and these have been investigated. The harbour area is relatively small and this limits the viability of any potential development. For example consultees suggested extending the East Quay to form a longer breakwater with an extended storage area to provide greater protection.

The consultation for the Paignton Neighbourhood Plan identified the need to safeguard the 'quaintness' of the harbour, attract more tourists to the harbour area, encourage more water sport use of harbour and support a heritage theme for the harbour.

The following proposals are highlighted as being achievable, viable and making a positive contribution to tourism, recreational sailing and businesses in Paignton. For some proposals grant funding will need to be secured to enable a viable business case to be produced.

- Redevelopment and refurbishment of South Quay for light industrial marine related businesses, marine retail and water sports clubs/youth groups
- Relocation of crab processing factory and store to an inland site
- Retain listed buildings and consider redevelopment or refurbishment
- Potential for redevelopment of the existing Harbour Light restaurant
- Raising of East Quay wall with a shaped wave wall to limit overtopping
- A new slipway on the seaward side of the East Quay for recreational dinghies and boats to be launched at most

tides with access through an opening in the existing wall and protected by a flood gate (this is outside the existing harbour boundary)

- Extension to East Quay to improve passenger boat facilities and better protect the harbour from surge waves (this is outside the existing harbour boundary). This extension would be very expensive and is unlikely to support a viable business case without significant grant funding
- Enhancement of entrances to harbour to North Quay and South Quay to make entrances more obvious and visible by improving signage and introducing landmark features

The reclamation of a small area along the west side of the harbour was considered to provide a promenade between the north and south sides of the harbour and to enhance access. However comments were received that this would reduce the area of the harbour and hence reduce the space for moorings.

It has been identified through the masterplan process that the key transport issues for Paignton are to make the harbour more conspicuous and accessible from the wider highway network and town centre to encourage visitors to come to Paignton.

To achieve this it is proposed to enhance the signing for the harbour and parking provision from the main 'A' roads and to provide a comprehensive suite of pedestrian signs between the harbour, town centre, train station, bus station and nearby beaches.

There is an existing multi storey car park at Paignton Harbour that is generally under-utilised and it is proposed that this car park is refurbished. The availability, attractiveness and cost of parking in this facility are likely to have a significant influence upon the viability and attractiveness of the harbour and could be promoted through the use of interactive message signs.

The proposed relocation of the crab processing facilities and change of focus to lighter marine use is unlikely to lead to significant increases in traffic and may reduce the numbers of HGVs needing access the harbour. However, access to the harbour for large vehicles remains key and the masterplan seeks to protect this.



Figure on the left
Proposals for Torquay Harbour

Torquay Harbour

A number of ideas for tourism related developments, marina facilities, commercial usage and maritime business developments were highlighted at the Consultation Event and these have been investigated. The harbour is already well developed and therefore some ideas were based on possible extensions to Haldon Pier and Princess Pier to provide additional berths in deeper water.

However the extensions would need sufficient income generating developments and/or significant grant funding to support their cost. The following proposals were selected as being achievable, viable and making a positive contribution to commercial use, tourism, leisure sailing and marine related businesses in Torquay.

- Widen the Strand Quay by 10 metres to create a promenade, an area for events and to preserve the listed cobbled slipway by possible enclosing it and infilling with granular fill
- Provide 173 pontoon berths in the Inner Harbour (already planned for 2014)
- Maintain access for heavy goods vehicles to Beacon Quay and Haldon Pier along Victoria Parade
- Modify landscaping in Victoria Parade to provide drop-off bays for harbour users adjacent to the Inner Harbour
- Acquire fuel station and refurbish or relocate to Haldon Pier
- Provide landmark 'gateway' to harbour at Beacon Hill entrance
- Improve facilities for passenger sightseeing boats at the Fish Quay
- Install pontoons for fishermen adjacent to the west end of Princess Gardens

- Extend Beacon Quay as a deck over top of listed D-Day slipways (or remove under existing Harbour Revision Order) to provide wider area for boat park, promenade and coach marshalling and provide information boards
- Relocate and improve the passenger ferry pontoon and brow at Beacon Quay
- Provide improved pontoons and access brow for visiting yachts and cruise ship passengers on inside of Haldon Pier
- Refurbish and upgrade old ferry landing stage on west side of Princess Pier to provide safe all tide access to ferries
- Improve provision for sea angling off Princess Pier
- Provide slipway and boat park on south side of Haldon Pier adjacent to Living Coasts with flood gate to prevent flooding
- Provide pontoons for visitors and passenger boats inside Princess Pier
- Provide berthing dolphins on seaward side of outer arm of Princess Pier for events such as Tall Ships
- Extend Haldon Pier westwards by up to 250 metres from end of existing and provide mooring dolphin with access walkway some 30 metres further west. Widen extension to 30 metres to provide multi-purpose berth for vessels up to 5.5m draught.
- Install mobile or fixed crane on Haldon Pier to lift out boats
- Integrate masterplan with proposed hotel development on North Quay
- Transfer Living Coast site into the Harbour Estate
- Review flood protection

There is a proposal to build a hotel and private apartments on top of part of the marina car park adjacent to the Pavilion. As part of this redevelopment the promenade on the west side of the Inner Harbour will be improved and vehicular access to the Fish Quay will be maintained. The redevelopment will incorporate the Pavilion which will form part of the hotel.

It has been identified through the Port Masterplan process that there is a requirement for loading and unloading facilities alongside the inner harbour and to maintain and where possible enhance access for coaches and HGVs along Victoria Parade. To provide for loading and unloading it is proposed that the existing landscaped area and footway along Victoria Parade are remodelled. It is proposed that improvements would be designed in a manner similar to those undertaken on the eastern side of Victoria Parade whereby the loading bays are incorporated into the overall footway. This will provide a shared dual use public realm feature that is an attractive pedestrian area but does not impinge on the operation of the harbour.

There are proposals within the Torbay Local Plan to enhance the pedestrian environment along Cary Parade, The Strand and Victoria Parade and whilst the Port Masterplan supports these aspirations it is important that the any proposed changes recognise that Torquay Harbour is a commercial entity and that future proposals protect and where possible enhance access to the harbour and support the commercial viability of the harbour.

There are also proposals to attract more cruise ships and other commercial passenger vessels to Torquay Harbour. By providing improved berthing facilities for smaller cruise ships and other commercial vessels with shallower drafts, the range of ship sizes that would be able to visit Torquay will be increased. The ships that are likely to be attracted are projected to carry between 100 and 1,200 passengers.

Developing a Travel Plan with cruise ship operators to ensure traffic demand from passenger transfer is managed through providing coaches or promoting public transport and walking routes in and around Torquay by clear pedestrian route signs to local amenities from the disembarkation point is key to the long term viability of the cruise ship industry in Torquay.

The impact of up to 1,200 passengers transferring to coaches would only increase traffic demand by 10 – 30 coaches depending upon ship and coach size. The proposed jetty enhancements will include the provision for an area to turn a coach and service vehicles and to allow (approximately 10) coaches to wait to pick up passengers, this capacity will need to be carefully managed through the co-ordination of passenger disembarkation.

The requirement to provide for coach parking and a turning area will have an impact upon available space for boat storage along the jetty; however this could be offset by the proposed Beacon Quay widening.



chapter 7

SOCIO ECONOMIC CONSIDERATIONS

CHAPTER 7 _ SOCIO ECONOMIC CONSIDERATIONS

[This chapter highlights the existing employment related to fishing, marine support services, ferries, leisure, recreation and tourism and identifies potential increases in employment in the areas of marine environmental tourism, fish processing, boat repair, ferry services and cruise tourism.](#)

Tor Bay Harbour provides a large area of water (16 square miles) and 22 miles of attractive coastline for leisure and recreational use.

Tor Bay Harbour and the three enclosed harbours provide employment mainly within the Torbay area. Employment is provided by commercial harbour activities including the fishing vessels, fish market and fish processing at Brixham Harbour, support services, marine supplies and towage services, passenger boats and cross Bay ferries, aquaculture, boat repair and servicing in Tor Bay Harbour generally and limited numbers of retail businesses in all the enclosed harbours. The marinas at Brixham Harbour and Torquay Harbour also provide employment. The harbour also supports recreational sailing, wind surfing, sail boarding, water skiing, sea angling and diving.

Torbay has the highest number of tourism related employment of any local authority in the UK, with 1 in 6 people working in the sector and provides about one quarter of all employment in the area. The three enclosed harbours, beaches and attractive coastline are some of the main reasons why many tourists visit the area.

The tourism offer for Torbay is branded as the English Riviera and although there has been a decline in the number of visitors in 2011 the area still attracted approximately 1.1 million staying visitors and 2.9 million day visitors. Total visitor spend in 2011 was approximately £382 million. In future tourism can be

increased by enhancements to the harbour areas and the potential attractions of the marine environment and the English Riviera Global Geopark. Tourism is also supported by cruise ships arriving in Torquay Harbour.

The Port Masterplan has as one of its objectives (Section 3) the development of partnerships to attract commercial port businesses to contribute to job creation. Many of the proposals (Section 6) are aimed at fulfilling this objective. However the development of new marine infrastructure is expensive and needs to provide a financial return based on an increase in employment as well as lease or sale value to businesses. Developing business cases that are viable for some of the schemes set out in this plan will not be possible; however where projects offer benefits to the wider economy by improving the amenities of the harbours grant funding will be sought.

For example the fishing industry is vital to Brixham and this could be enhanced by the provision of fishing vessel repair facilities and improved fish processing businesses. Also the enclosed harbours and the natural environment of the Bay are essential to marine tourism and leisure activities and many of the proposals contribute to enhancing facilities for boats, sea angling, diving and maritime events.

The plan should also support the maintenance of services to ships anchoring in the Bay, to cross-Bay ferry operators and facilities to attract more cruise ships.

chapter 8

IMPLEMENTATION AND DELIVERY



chapter 8 IMPLEMENTATION AND DELIVERY

The proposals in Section 6 are comprehensive but they cannot all be implemented and delivered at once. All the proposals have to be planned and designed and then any appropriate environmental assessment must be carried out together with identified field studies and investigations and various consents obtained. Where required for land based developments planning consent has to be sought. As set out above many of the proposals will require funding from a number of sources which could include Flood Defence Grant in Aid (Environment Agency and Defra), the Regional Growth Fund (Department of Business, Innovation and Skills), the Coastal Communities Fund (Department of Communities and Local Government) and the Growing Places Fund (Heart of the South West Local Enterprise Partnership). Funding will also be required from any developer partners and they may be able to access finance through the SW Regional Infrastructure Fund and Tax Increment financing. Other sources of funding include either land sales (but TBHA do not wish to sell Harbour Estate land) or lease of areas for development.

There are also charges that will be applied in relation to the development. These are contributions under Section 106 of the Town and Country Planning Act 1990, but these will be restricted where charges are liable from the Community Infrastructure Levy when this comes into force. However, these charges are available to contribute to the relevant development as this money is available for Torbay Council and the Neighbourhoods to spend.

Some of the proposals are for developments where some of these implementation stages have already been completed or are currently in progress.

The following implementation and delivery timeline is proposed.

TIMELINE	HARBOUR	PROPOSAL	IMPLEMENTATION CONSTRAINTS
Short term 0 to 5 years	Tor Bay	Identify and support sea angling locations within the statutory harbour limits	Compliance with DDA for access and assess environmental impact
		Facilities for eco-tourism in the Bay and the English Riviera Geopark	Clarification of requirements
	Brixham	Return of South Quay to marine related use	Alternative car parking
		Redevelopment of the Coastguard Building for harbour related use after it is vacated in 2014	Currently outside the ownership of TBHA
		Carry out environmental and geotechnical field studies, investigations and assessments for the Northern Arm breakwater in preparation for applications for consent and seek funding	Concept design completed (2011). Environmental Scoping completed (2011). Business Case prepared (2013).
	Paignton	Relocation of crab processing factory and store to inland site	Alternative site
		Retain listed buildings and consider redevelopment or refurbish of South Quay	Review leases
		Explore possibility to redevelop the existing Harbour Light restaurant	Plans of current tenants
	Torquay	Provide 173 pontoon berths marina in the Inner Harbour	Implementation planned for 2014
		Maintain access for heavy good vehicles to Beacon Quay and Haldon Pier along Victoria Parade	Review of Local Plan policies
Modify landscaping in Victoria Parade to provide loading and delivery bays for harbour users			
Integrate masterplan with proposed hotel development on North Quay		Clarification of plan for hotel	
Improve facilities for passenger boats at Beacon Quay			
		Install pontoons for fishermen adjacent to the west end of Princess Gardens	

TIMELINE	HARBOUR	PROPOSAL	IMPLEMENTATION CONSTRAINTS
Short term 0 to 5 years	Torquay	Provide improved pontoons and access brow for visiting yachts and cruise ship passengers on inside of Haldon Pier	
		Transfer Living Coasts site in to the Harbour Estate Provide slipway on south side of Haldon Pier adjacent to Living Coasts	Review of lease and internal transfer within Torbay Council Outline plan and environmental assessment required. May not be useable in waves from westerly sector
		Review flood protection	Results of current EA studies
Medium term 5 to 15 years	Tor Bay	Artificial reef in ca. 20 metres of water off Anstey's Cove	Environmental impact assessment. Identify suitable ship/hulk
		Maritime centre at Broadsands with dinghy and boat park and launching facilities	Outline plan needed. Planning consent and environmental impact assessment required
	Brixham	Development of a small reclaimed area adjacent to Strand Quay to support maritime events and for a possible Maritime Museum for the heritage fishing vessels	Outline plan needed
		Improved access to Oxen Cove and Freshwater Quarry via Overgang Road and Blackball Lane	Review status of regeneration development planned for Oxen Cove (2008)
		Northern Arm breakwater	Has permitted development rights under Local Plan.
		Extension to the marina adjacent to the existing Victoria Breakwater	Discuss with MDL
	Paignton	Redevelopment and refurbishment of South Quay for light industrial marine related businesses, marine and sailing retail and water sports clubs/youth groups	Outline plan needed. Planning consent required
		Raising of East Quay wall with a shaped wave wall to limit overtopping	Consult with EA and Defra
	Torquay	Widen the Strand Quay by 10 metres to create promenade and area for events and preserve listed cobbled slipway in infill	Listed slipway built in 1867
		Acquire fuel station & refurbish or relocate to Haldon Pier	
		Provide landmark 'gateway' to Harbour at Beacon Quay entrance	
		Extend Beacon Quay over top of listed D-Day slipways	Existing Harbour Revision Order provides for removal
		Improve provision for sea angling off Princess Pier	
		Provide pontoons for visitors and passenger boats inside Princess Pier	
		Install mobile or fixed crane on Haldon Pier	

Timeline	Harbour	Proposal	Implementation constraints
Medium term 5 to 15 years	Torquay	Extend Haldon Pier westwards by up to 250 metres from end of existing and provide mooring dolphin	Identify demand and environmental assessment required
Long term 15 to 30 years	Brixham	Half tide cill and cill gate with a pedestrian lift or swing bridge as an extension from the Middle Pier to the quay below King Street	Not financially viable unless part of major redevelopment of Inner Harbour
		Reinstatement of the old derelict tanker berth to provide a bulk fuel station for fishing vessels	
		Reclaimed area along the south western side of the Outer Harbour	Outline plan required. Environmental impact assessment required
		Berth for Pelagic fishing vessels	Identify demand
		Facilities for a lobster/scallop hatchery and shellfish storage and depuration	Identify demand
		Boat maintenance facility consisting of either a slipway with rail mounted cradles or a boatlift for boats up to 30m long	Outline plan required
		Recreational slipway for boats	
		Boat repair businesses, boat building & marine related retail premises	Identify demand
		Additional car parking and boat storage	
		Additional marina pontoon berths on the west side of the Outer Harbour	Identify developer
	Facilities Building for a new marina		
	Paignton	New slipway on the seaward side of the East Quay. Exposed to easterly waves & not usable all the time	Outline plan & environmental assessment required
		Extension to East Quay to improve passenger boat facilities & better protect the harbour from surge waves	Outline plan & environmental assessment required
Torquay	Refurbish and upgrade old ferry landing stage on west side of Princess Pier	Outline plan required for all-tide boarding bridge	
	Provide berthing dolphins on seaward side of outer arm of Princess Pier	Identify demand	
	Widen extension to Haldon Pier to 30m to provide multi-purpose berth	Identify demand	

Many of the proposals while improving the harbour areas, cannot demonstrate a positive return on investment and therefore require capital grants or enabling compensatory developments. In order to implement most of these proposals the following steps are required:

- Preparation of Business Case including identification of demand
- Outline plan of requirements
- Environmental scoping study where required
- Environmental field studies and investigations including hydraulic modelling where required
- Geotechnical investigations where required
- Planning Application where required
- Marine Management Organisation, Marine License when required
- Environmental impact assessments where required to support applications for consent
- Identification of development partners and sources of funding
- Procurement of construction

Some proposals are within the statutory powers of Tor Bay Harbour Authority under the Tor Bay Harbour Act 1970 or have permitted development rights under the Local Plan.

The Tor Bay Harbour Authority – Port Masterplan is a strategic document for the future development of Tor Bay Harbour and the three enclosed harbours. This document contains a number of proposals for development and these may be implemented over the 30 year period of the Port Masterplan. However circumstances and demands can change and the Port Masterplan provides a strategic framework that needs to be flexible and will require review periodically.



APPENDICES

APPENDICES

A References

B Policy background – Planning

C Policy background – Transport

D Environmental Designations

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B Policy background – Planning

[This Appendix provides detailed reference to the past and existing plans and guidance as they have had an influence on the production of this Masterplan, despite some being revoked.](#)

These plans and guidance include the following:

- Regional Planning Guidance for the South West (RPG 10) (Sept 2001) (revoked May 2013)
- Regional Spatial Strategy for the South West: Secretary of State's Proposed Changes (July 2008)
- Devon Structure Plan (October 2004) (revoked May 2013)
- Torbay Local Plan (April 2004) (this Local Plan is under review in 2013 – see 'A Landscape for Success')
- LDF - Core Strategy DPD - Regulation 25 Draft Core Strategy: Vision, Objectives and Growth Options (September 2009)
- LDF - Torquay Harbour Area Action Plan - Regulation 27 (November 2010)

Regional Planning Guidance for the South West (RPG 10)

This guidance was adopted in September 2001 and sets out the strategic regional planning strategy for the South West region from 1996 to 2016. Although dated and now revoked, this document is relevant as it provided the strategic guidance for the production of the other current development documents; the Structure and Local Plan.

Also although not originally produced as a development plan document, since September 2004 it gained the status of a Regional Spatial Strategy (RSS) under the provisions of the Planning and Compensation Act 2004, and therefore is part of the development plan for Torbay. It was going to be replaced by the new RSS for the South West, but this has not occurred due to the Government's plans to abolish the regional tier of plan making, which is in its final stages of occurring. There are a couple of significant policies in this plan for the Port Masterplan, Policy SS 3, which addresses the Sub-Regional Strategy and Policy SS16 on Torbay.

The focus of Policy SS 3 for Torbay, under the Central sub-region section, is simply to "Encourage ... economic diversification...". More specifically Policy SS 16 focuses on the need for investment in new strategic facilities for tourism, support for economic restructuring and the attraction of inward investment through regeneration redevelopment, improving transport linkages, as well as promoting their high quality, which are all still relevant to the Port Masterplan.

Regional Spatial Strategy for the South West: Secretary of State's Proposed Changes (July 2008)

This draft strategy set out the regional strategic planning strategy for the whole of the South West region between 2006 and 2026. However, it was never adopted because of the Government's plans to abolish the regional plan making, which was confirmed by the 2011 Localism Act.

There are two key policies for Torbay. Policy HMA5 states that in terms of its role as a town centre: "Torbay will regenerate its roles as a tourism, employment and service centre... by providing for: tourism development in Torquay, Paignton and Brixham; and...re-use of previously developed land and buildings." Also Policy TO2 on safeguarding and investing in tourism destinations, states that for the major resorts of Torbay, its role of should be "maintained and enhanced ... by safeguarding existing high quality accommodation and facilities, developing new facilities where appropriate and be of an appropriate scale and supporting the specialisation of resorts into particular markets suited to their location."

Devon Structure Plan (October 2004) (revoked May 2013)

This plan sets out the strategic county planning strategy for the whole county of Devon for the period 2001 to 2016.

The 2004 Planning and Compulsory Purchase Act contained the requirement that all the existing statutory Development Plans and their planning policies were to be 'saved' (or remain in force) for 3 years until they were replaced by the then new planning documents; Regional Spatial Strategies

(RSS) and Local Development Frameworks(LDF). However, to extend this time beyond 2007 a request to "save" the policies further was made and granted by the Secretary of State.

There are two main policies relevant to Torbay concerning the economy and tourism. Policy ST13 on Torbay Principal Urban Area states that at Torbay " ... priority should be given to: 2) developing and diversifying the economy through economic restructuring, regeneration in the town centres, investment in new strategic facilities for the tourism industry and offering a range of economic investment opportunities".

Also specifically Policy TO1 covers tourism development in resorts and requires that the need for additional tourist facilities should not "adversely impact on the environment" and that "Local Plans should also identify the main tourist areas within which proposals that would detract from their tourist function and character would not be permitted."

Torbay Local Plan (April 2004)

The Local Plan was adopted in April 2004 and outlines detailed planning policies and proposals for Torbay for the period 1995 – 2011. These plans, policies and proposals were also saved (except three of them) under the 2004 Planning and Compulsory Purchase Act and will remain in force until they are superseded by the emerging new Local Plan currently being produced.

There are two specific detailed economic proposals of relevance to the Port Masterplan. The first is Policy E7 on The Fishing industry and the Port and Waterfront of Brixham, where the "development and regeneration of the fishing industry and diversification of the Port and Waterfront of Brixham is proposed...". The second is Policy E8 Northern Arm Breakwater, where a "Northern Arm Breakwater is proposed at Brixham Harbour". There are also two Tourism policies concerning the Torquay Waterfront Project.

Policy TU1 on harbour side and waterfront regeneration addresses the enhancement of these and adjoining waterfront areas in Torquay and Brixham. It contains a number of detailed requirements including the protection of the (economic, maritime, tourism and retail) roles of these areas; resisting changes of use which detract from the special character of the Torquay Harbour; supporting new development which contributes to all year round tourism; and maintaining a high standard of design and other works to enhance the visual attractiveness of the harbour side and waterfront settings. Also Policy TU2 contains proposals for new tourist facilities (including land adjacent to the Quay West site, Goodrington near Paignton).

LDF - Core Strategy DPD - Regulation 25 Draft Core Strategy: Vision, Objectives and Growth Options (September 2009)

This plan covers the same period as the Regional Spatial Strategy and contains the local strategic policy for Torbay, rather than detailed sites and development management policies and proposals. This plan is effectively the first draft, but it did not progress further due to changes outlined in the NPPF, which made reference to a single Local Plan for its area rather than the suite of documents which was introduced by the 2004 Planning and Compulsory Purchase Act.

In terms of policies, there are three important policies. Firstly, Policy SO11 on improving economic prosperity aims to promote "...economic diversification and supports existing and traditional industries and business". Secondly, Policy SO13 on promoting high quality tourism aims to achieve this through improving the provision of facilities, by protecting "...key tourism shop window areas from change to inappropriate uses, in order to conserve the future of the tourism industry". Thirdly, Policy SO22 sets out the need for the delivery of recreation, leisure and tourism facilities including "... high quality active seafronts, walking and cycling networks, family-oriented attractions..."

LDF - Torquay Harbour Area Action Plan - Regulation 27 (November 2010)

This plan also covers the same period as the Regional Spatial Strategy, but includes detailed policies and proposals for the Torquay Harbour area. This pre-submission document was the third draft of the plan, but as with the Core Strategy did not progress further due to the move to produce a single Local Plan, as identified by the NPPF.

There are four Strategic Harbour Policies in this plan, but the most significant is Policy TH5 on a Sustainable Harbour area. This requires all development to meet a number of requirements including supporting the area's revitalisation; sustaining uses and activities that significantly affect the commercial competitiveness and daily operation of the harbour and its area, having a high quality of design that enriches the harbour area's attractiveness; and respects the Conservation Area status and natural environment, by protecting these features. Policy TH2 refers to Flooding and coastal management and requires developments to provide the appropriate flood risk management measures. Policy TH3 covers Transport and access and most of these requirements are picked up in the emerging Torquay Neighbourhood Plan.

In addition to this, the Plan contains are a further 11 policies that are site specific allocations. Policy TH14 refers to enhancement of the Inner Harbour with new pontoon berths.

C Policy background – Transport

[The Development Policy Framework relevant to the Tor Bay Harbour Authority Port Masterplan is set out in Appendix B Policy background – Planning. This Appendix details the salient transport policy which has set the context for the development of the Masterplan.](#)

This section outlines the statutory plans to be taken account of and other relevant planning documents and plans, otherwise known as "material considerations", which have some weight or relevance in the planning system.

Statutory Plans

Local Transport Plan – Devon and Torbay Strategy 2011 – 2026 (April 2011)

The local context for planning for transport is provided by Local Transport Plans. The Devon and Torbay 3rd Local Transport Plan was adopted in April 2011. The Local Transport Plan sets out that the vision for Torbay by 2026 will be:

"...Torbay will have excellent connections to Devon and the rest of the UK. Residents and visitors will find it easy to move around, explore and experience Torbay's beautiful urban and marine environment. People will enjoy better health and quality of life using improved cycling, walking and public transport links for work, leisure and education. A low carbon sustainable transport system will contribute towards the public realm, distinct character and function of the three towns of Torquay, Brixham and Paignton"

The key elements of Torbay's transport strategy are detailed below along with the areas of relevance to the development of the Masterplan:

- Enabling Economic Growth and Development, this includes improvements to footways, cycleways, public transport, improved information systems, congestion and junction improvements
- Torbay's Built and Natural Environment, this includes travel planning, 20mph zones, and addressing air quality management areas
- Improve Safety and Health, this includes cycling and

- walking improvements, and road safety measures
- Promote Access to Education, Employment and Services, this includes improvements to public transport and improvements to the public realm in the town centres.
- Making the Big Connections, this includes improvements to rail services and enhancing the A380 through Kingskerswell for public transport and cycling

National Planning Policy Framework (March 2012)

In terms of transport the NPPF states; “All developments that generate significant amounts of movement should be supported by a Transport Statement or Transport Assessment. Plans and decisions should take account of whether:

- the opportunities for sustainable transport modes have been taken up depending on the nature and location of the site, to reduce the need for major transport infrastructure
- safe and suitable access to the site can be achieved for all people and
- improvements can be undertaken within the transport network that cost effectively limit the significant impacts of the development. Development should only be prevented or refused on transport grounds where the residual cumulative impacts of development are severe.”

The NPPF also stipulates “All developments which generate significant amounts of movement should be required to provide a Travel Plan.”

A Landscape for Success: The Plan for Torbay to 2032 and beyond Local Plan Consultation Draft (September 2012)

The Plan for Torbay sets out that:

“Good connections in and around the Bay, and between Torbay and national or international markets, are critical to the Bay’s success”.

To help achieve the aims of a better connected, accessible Torbay the Plan sets out the following transport related

policies:

- Policy TA-1 Transport and Accessibility, sets out how the Plan will encourage the development of a sustainable and high quality transportation system which makes sustainable travel the first choice for travelling
- Policy TA-2 Strategic Transport Improvements sets out that Torbay Council will support strategic improvements to the transport system which improve connections between the three towns [Torquay, Paignton and Brixham], the rest of the sub-region and national and international markets

The emerging Torquay, Paignton and Brixham Neighbourhood Plans

Appendix B Policy background – Planning, sets out that the neighbourhood plans for Torquay, Paignton and Brixham are at the earliest stage of preparation (Pre-submission consultation and publicity) and have still to issue the submission draft, with the examination, referendum and adoption to follow.

However, the draft plans provide an overview of the key transport issues and preliminary proposals and are therefore considered to be relevant to the production of the Materplan.

Draft - Brixham with Broadsands, Churston & Galmpton Neighbourhood Plan (December 2012)

The Brixham Neighbourhood Plan identifies traffic congestion and inadequate parking space among the challenges facing the area. The plan identifies a number of transport issues that are considered to be relevant to the production of the Masterplan and they can be grouped into the following broad categories:

- Junction capacity improvements
- Cycle links between Brixham and Paignton
- Integrated real time bus, car and ferry
- Improved ferry service, facilitated by the northern arm and including a late night ferry service
- More and better use of car parks within Brixham

- Improved Park and Ride facilities and dedicated bus services and
- Improved facilities for coaches to encourage more coaches to bring tourists into Brixham

Draft Paignton Neighbourhood Plan (October 2012)

The Paignton Neighbourhood Plan identifies that improvements to the points of arrival and connectivity are key to achieving the aims of the plan. The Plan identifies specific areas of Paignton for improvements of which the Transport Hub and Seafront and Harbour are considered to be relevant.

Proposals for the Transport Hub that are considered to be relevant to the Masterplan include; improved access for pedestrians and mobility impaired users between transport points of arrival and; improved signage for visitors and tourists. There is also reference to further work to assess the options for moving all the transport connections on to one site.

The proposals for the Seafront and Harbour area identified that retaining and enhancing existing harbour off street parking facilities for greater use by tourists is a key transport priority.

Draft Torquay Neighbourhood Plan (October 2012)

The Torquay Neighbourhood Plan identifies five key objectives for Torquay of these, improvements to Torre Station signage and improved bus stops and interchanges at the harbour are considered to be relevant to the production of the Masterplan.

Material Considerations

The following section provides a review of the other relevant planning documents and plans, otherwise known as ‘material considerations’ that have been taken account of when developing the Masterplan.

LDF - Core Strategy DPD - Regulation 25 Draft Core Strategy: Vision, Objectives and Growth Options (September 2009)

Section 3 of the Local Development Framework Core Strategy sets out the 24 key strategic objectives to address the key themes contained within the Community Plan.

The following strategic objectives are considered to be relevant to the development of the masterplan:

- SO15 A safe and sustainable transport system
- SO16 Improved accessibility
- SO17 Provision of satisfactory transport infrastructure and
- SO23 Improved access to recreational space

D Environmental Designations

The Nature of Torbay – A local biodiversity and geodiversity action plan 2006-2016

List of Environmental Designations

SITE DESIGNATION	EU CODE/ SSSI ID	LOCATION	MANAGER
Special Areas of Conservation (SAC)	UK0012650	Berry Head to Sharkham Point, Brixham (South Hams)	Owned and managed by the Torbay Coast and Countryside Trust
National Nature Reserve (NNR)		Berry Head and Sharkham	Owned and managed by the Torbay Coast and Countryside Trust
Sites of Special Scientific Interest (SSSI)	1001340	Babbacombe Cliffs	English Riviera Global Geopark
	1000812	Hope's Nose to Walls Hill	English Riviera Global Geopark
	1001519	Meadfoot Sea Road	English Riviera Global Geopark
	1000084	Daddyhole	English Riviera Global Geopark
	1006369	Occombe	English Riviera Global Geopark
	1003052	Roundham Head	English Riviera Global Geopark
	1002967	Saltern Cove	English Riviera Global Geopark
	1001416	Berry Head to Sharkham Point (same as SAC)	English Riviera Global Geopark
Local Nature Reserve (LNR)		Saltern Cove and Sugar Loaf Hill	Owned by Torbay Council and managed by Torbay Coast and Countryside Trust

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