

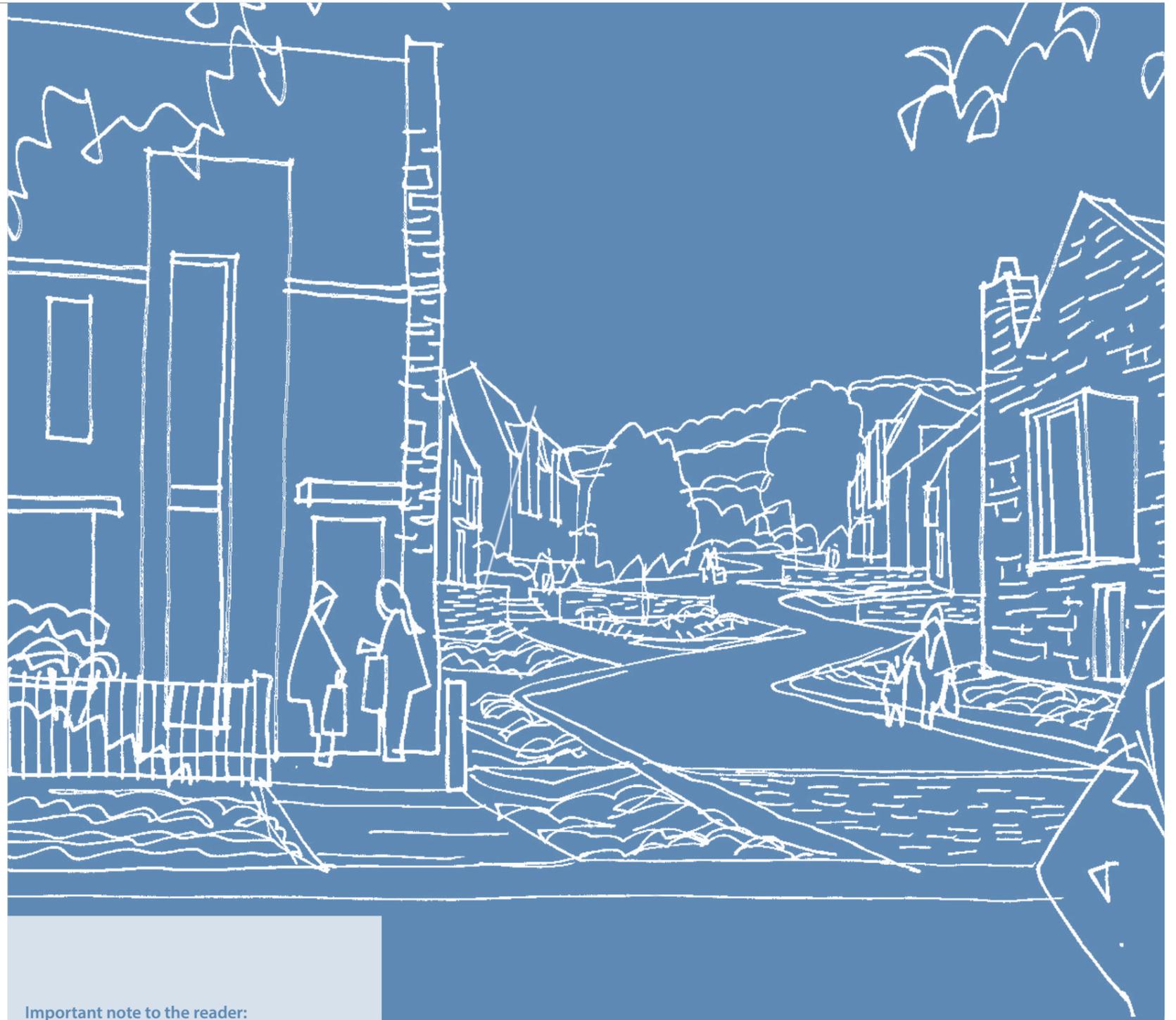
Draft.

For client approval

Collaton St Mary Masterplan.

February 2016

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Important note to the reader:

The Draft Collaton St Mary Masterplan (October 2014) <http://www.torbay.gov.uk/csm-masterplandraft.pdf> was amended following the initial round of consultations. A revised draft version (dated February 2015) incorporated changes made in response to the initial (October 2014) consultation. Following the second consultation (December 2015-January 2016), a number of additional changes have been made to the Masterplan. These changes (made since the February 2015 draft) have been highlighted in dark red text throughout this document.

Contents.



The west of Paignton offers the largest area of land for expansion within Torbay, although there are infrastructure matters that need to be provided prior to development of already committed areas.

The Council has identified the land around Totnes Road and Collaton St Mary, alongside other areas in West Paignton, as an 'Area of Search' within the **Adopted Torbay Local Plan 2012-30** "A landscape for success". In simple terms, areas of search provide a mechanism for communities, the Council and landowners to work in partnership to assess the potential for jobs, homes and infrastructure, including green infrastructure, to come forward in the area of search. In this instance, and reflecting the sensitivity of new development in and around Collaton St Mary, a master for the long term evolution of the village is considered the most appropriate mechanism for shaping that growth.

The scale and nature of new development delivered within areas of search must reflect the character of the individual area, as informed by Torbay's Landscape Character Assessment, should be green infrastructure led and should be consistent with the levels of growth set out in the Local Plan. This masterplan will therefore add much needed detail, including the timing of delivery of jobs, homes and infrastructure, to the area of search and Strategic Housing Land Availability Assessment.

The Council has identified a number of principles that it feels are appropriate in guiding the masterplan process at Collaton St Mary. They are:

1. The enhancement of a strong sense of community through the effective design and layout of homes and the provision of local facilities;
2. Provision of a range of residential schemes that offer a mix of housing types;
3. Creation of employment space, delivered in the early stages of development, designed to meet identified economic growth sectors – but this employment space is likely to be limited given the proximity, in West Paignton,

- of major employment sites;
4. Essential transport and utilities infrastructure, including green infrastructure, and appropriate links to other planned facilities;
5. A suitable range of recreational, leisure and tourism facilities;
6. High quality design standards that embrace sustainable and energy efficient construction techniques and preventing crime through environmental design; and
7. Appropriate phasing to ensure overall a balanced provision of jobs, homes and infrastructure (including green infrastructure).

The masterplan in this report has been driven by these principles, and can deliver a robust and coherent long term development strategy for the village that responds directly to the characteristics of Collaton St Mary.

The masterplan sets out an indicative plan for the area's development. Before development commences it will be necessary for green and physical infrastructure to be put in place. In particular, further survey work will be needed to ensure that greater horseshoe bats and other biodiversity are not adversely affected.

Whilst this masterplan has considered the issue of flooding, detailed proposals will need to ensure that there is adequate sewer capacity to serve development, and flood attenuation measures are provided, using sustainable urban drainage systems wherever possible.

Detailed applications should have regard to policies in the Local Plan. In particular Policy DE1 "Design" sets out design considerations for development.

The focus of this masterplan has been on place making, and demonstrating how the existing village can grow in a sustainable, organic way. This masterplan report sets out the strategies underpinning the proposed layout and how the information received locally has contributed to the design.

Overview.



Site and surrounding context.

Distribution of uses around the town

The range of facilities and different uses distributed around the village reflect the settlement's rural character. There are some social facilities available to the local community in the village and relatively easy access to a range of larger facilities in the wider locality.

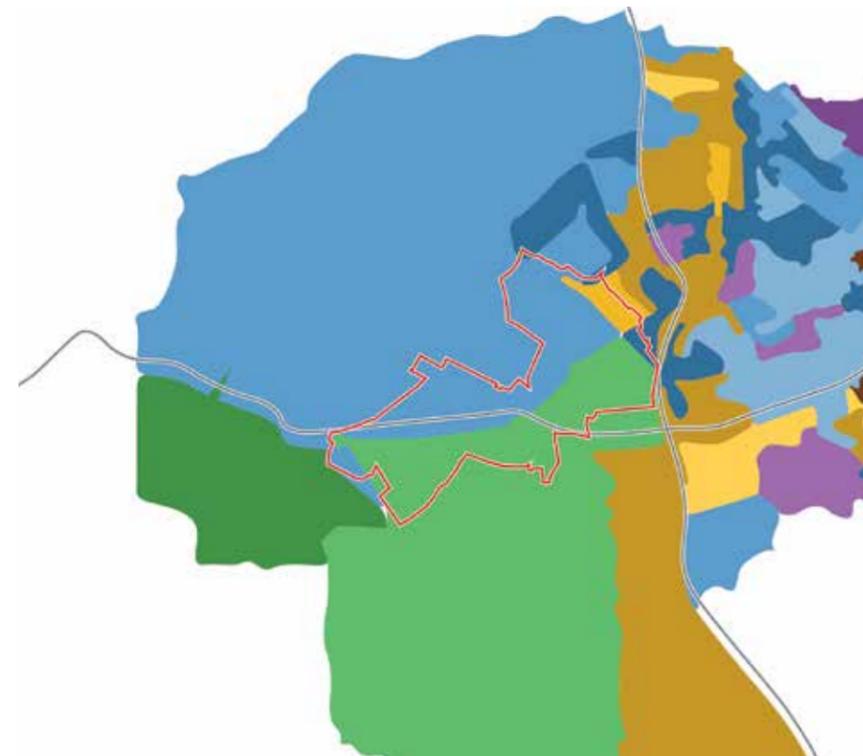


Collaton St Mary is a predominantly rural settlement sitting on the edge of the wider Paignton urban area. The majority of buildings and properties are either agricultural or residential. The range of facilities that exist within the study area are limited in that they represent the more rural history of the village. One of the main focal points for the village is Collaton St Mary Parish Church, the Parish Hall and Collaton St Mary Primary School. The Parker's Arms pub forms a secondary focal point for the village.

To the west is the former motel site, which has closed down and is now a semi abandoned site. Its former use reflected the tourism-related holiday complex at Devon Hills on the other side of the Totnes Road. Additional tourist amenities are located further out from Collaton St Mary, with several angling facilities within walking distance of the motel site.

The supply of housing around Collaton St Mary has expanded significantly over the past half century. With more people living within Collaton St Mary and in those areas immediately adjacent, there is a growing pressure for a suitable range of facilities to be provided to accommodate the needs of a larger population.

The wider Paignton area provides many of the facilities that the residents of Collaton St Mary would need. Paignton Community and Sports Academy at Borough Road and Waterleat Road is the nearest secondary school, which also provides a wide range of sporting facilities for the local community. A small convenience store is located adjacent to the study area on Kings Ash Road, but the main retail hub for those living in the Collaton St Mary settlement is on the Brixham Road. This includes two large food retail stores (Asda and Morrisons) and a number of 'fast food' restaurants. This is approximately 15mins walking distance from the church. Beyond this lies Paignton Zoo, which is one of the major tourist attractions in the Torbay area. The Yalberton Industrial Estate is a significant employment district for Paignton and sits to the southeast of the site.



The centre of Paignton provides a wide range of public, social, cultural and retail facilities. This is approximately 35mins walk away from the Collaton St Mary Church, or 15mins by local bus.

There are a few previously developed (brownfield) sites around the village that could help to deliver new facilities in the short to medium term. Their redevelopment would help to ensure that new development is concentrated in the right areas of the village and in accordance with planning policy.

- Key:
- Rural Retirement
 - Farming Communities
 - Country Life
 - Blue Collar Estates
 - Blue Collar Transitions
 - Blue Collar Terraces
 - Established Suburbs
 - Suburban Aspiration
 - Industrial Legacy
 - Herd-pressed Multi-Ethnic Neighbourhoods
 - Elderly in Flats
 - Traditional Trades
 - Service Sector Urbanites
 - Late Retirement



Open spaces

Most open spaces in the Collaton St Mary area are used for agricultural purposes and are generally not accessible to the general public. However, these open spaces are valued by local people and visitors to the area for the visual amenity they provide to the local community.

Open spaces that are accessible by the local community are centred on the areas associated with local education institutions and Collaton St Mary Church. Collaton St Mary School has a number of playing pitches, which as well as providing facilities for pupils at the school, has been used for wider community events such as the Collaton St Mary Country Show.



Torbay Population Profile

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

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

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

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

Planning policy appraisal

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

National Policy

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

The NPPF covers a number of areas relevant to planning and given the material weight to be given to it, they are all valid. However, within the context of the Collaton St Mary masterplan, a number of key areas stand out as being particularly relevant. Paragraph 14 identifies a Presumption in Favour of Sustainable Development which is seen as a 'Golden Thread' running through both decision and plan making. The development of this masterplan is a key tool in ensuring that Torbay Council are able to plan positively for future, objectively assessed, development needs. Building on this, paragraph 17 establishes core planning principles, amongst which the following are considered to be particularly relevant to the underlying principle of masterplanning for the future of Collaton St Mary:

Empowerment of local people to shape their surroundings - evidenced by the consultation exercise and response to comments;
Planning as a creative exercise to enhance and improve places – central throughout the masterplan process;
High quality design and good standard of amenity which is informed by known constraints, for instance open space requirements, flood risk etc.

Within Section 6, the NPPF establishes the need to ensure that housing supply is planned for on an objective basis and to meet need as identified throughout the plan period. Section 7 on Good Design identifies the importance of good design in delivering sustainable development, noting that it is indivisible from good planning. To this end, design is key to ensuring that the potential for negative impacts of new development upon existing communities is removed and a positive contribution is made to making places better for people.

Sections 10, 11 and 12 consider flooding, the natural and historic environment respectively. These matters are of importance for all development in order to ensure any future risk from flooding is avoided, or at least limited, whilst ensuring that new development on previously undeveloped land is considerate of natural and historic assets. The interactions with Section 7 on Good Design are critical here.

Local Policy

The Adopted Local Plan 2012-30 and beyond "a landscape for success" was adopted by Council on 10 December 2015. This plan establishes policy and broad strategic allocations for future development based on updated evidence, which will ensure the delivery of a sustainable future for the Torbay area.

The Local Plan includes policy to guide development, all of which will have varying degrees of applicability for future work. However, in the context of this master planning exercise, the following are considered key

Collaton St Mary is allocated in Policy SS2 as a Future Growth Area. This designation recognises the potential of the area to accommodate development during the latter part of the Plan period from 2024 onwards. However Government advice is clear that sustainable development must not be delayed if infrastructure and other constraints can be satisfactorily addressed. Further support for the principle of development is contained within Policy C1 Countryside and Rural economy. This seeks to avoid unrestricted development of the open countryside surrounding Paignton and, to ensure this; the Policy directs development to Future Growth Areas.

Whilst Policy SS2 identifies the potential of the area in broad terms, Policy SDP3 Paignton North and Western Area, specifically sub policy 3.3, provides more detail. It identifies scope for approximately 460 homes in the area to meet future housing need. As a result of the draft masterplan, the Modifications to the Local Plan reduced the number of dwellings in SDP3.3 to 460 (from 836 in the Submission Local Plan, RMM10 and RMM11).

Whilst paragraph 5.2.2.8 does recognise the challenges for development and the particular need to ensure that development enhances the role of the village centre, it also emphasises that these challenges will be overcome through the masterplanning process which will ensure a broad range of needs, including infrastructure, are met.

The role of a masterplan and delivery through Neighbourhood Planning is referenced within Policy SDP1 Paignton. This policy reiterates the infrastructure requirements relating to the area, particularly highways, drainage and landscaping.

The Local Plan was been informed by Habitats Regulation Assessment and Sustainability Appraisal. To assess the acceptability of Future growth Areas, a further Habitats Regulation Appraisal Report of the Local Plan Strategic Delivery Areas was commissioned (Kestrel Wildlife Ltd, October 2014). Map 6 of that report sets out likely routes for greater horseshoe bat strategic flyways. It also identifies mitigation measures that are likely to be required to achieve development in the area. A number of Modifications were made to the emerging Local Plan to emphasise the importance of addressing biodiversity issues (including in combination effects), and the need for additional survey work to be carried out between April and October (see especially Policy SS8 nature Conservation and NC1 Biodiversity and geodiversity). The relevant section of the HRA site assessment and Map 6 are appended to this Masterplan for information.

The Local Plan also sets out policies on flooding (ER1, ER2 and W5), strategic transport (SS6) and development access (TA2) and design principles (DE1 to DE3) which, among others, will be relevant to determining development proposals in the area. The Collaton St Mary Masterplan provides a greater level of detail than can be included in the Local Plan. However, it does not replace the need for project level ecology (especially greater horseshoe bat), flooding, transport etc surveys and assessment that must be provided before planning permission can be approved.

Neighbourhood Plan

Neighbourhood Planning has introduced a new layer of planning below the strategic plans prepared by Local Planning Authorities. Whilst it is not a compulsory activity, where a designated body prepares and consults upon a plan and then subsequently has it examined and a referendum held to decide on its adoption, the plan will become a part of the Development Plan. It is important that the Neighbourhood Plan supports the aims of Policy contained within the higher tier Local Plan. With this in mind, a well prepared and supported Neighbourhood Plan can provide a real opportunity for local communities to positively influence development in their area, whilst still allowing the local authority to meet the identified local needs.

Paignton Neighbourhood Forum are preparing a plan for the Paignton area. This will cover a relatively broad area, including Collaton St Mary and the area identified in the Adopted Local Plan as a Future Growth Area, and thereby the land which is the subject of this masterplan. At this stage, the Forum have completed the process of gathering evidence and seeking the views of local residents. Their next step will be to begin the preparation of the Plan itself.

The Masterplan as Council Policy

This masterplan has been prepared within the identified planning policy context. The Adopted Local Plan (and subsequently the Paignton Neighbourhood Plan) will provide a strong and clear strategic direction for the needs of the Paignton area in the period to 2032 and beyond. Having extensively considered the policy context, including the strategic need for housing in and adjacent to Paignton, this masterplan will play a key role in guiding the future of development and planning in Collaton St Mary.

It is the Council's ultimate intention to adopt the masterplan as a Supplementary Planning Document (SPD). Until such time, the Council will seek to use the masterplan as a non-statutory development brief to inform any subsequent application for development within Collaton St Mary.

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



What is this Plan?

Local residents, workers, businesses, councillors, and other volunteers are putting together a Neighbourhood Plan for Paignton by working together as a Forum made possible by the Localism Act 2011. When finalised, the Neighbourhood Plan will become part of the statutory development plan for Paignton used by the Council when making decisions on planning applications in the area over the next 20 years.

Background

The National Planning Policy Framework produced by the Government requires that Neighbourhood Plans must be in general conformity with the strategic policies of the Local Plan produced by the Council (NPPF paragraph 184). As the Local Plan is in early draft, the scale and location of strategic development summarised below has not yet been finalised:

More Jobs

Torbay currently has about 3,400 residents who are unemployed. Plus there is a need for more jobs to help reduce existing deprivation and improve wider prosperity. The draft Local Plan proposes the need for 15,000 jobs over 20 years at a target of 750 new jobs every year in Torbay with 300 of these located each year in Paignton.

More Homes

The current waiting list is for 2,400 affordable homes in Torbay. About 1,600 existing homes have been vacant for more than 6 months. Torbay's resident population in 2011 was 131,100 which grew by only 1,400 between the Census years of 2001 and 2011. Unlike other places, deaths exceed births every year in Torbay and the resident population will reduce over the next 20 years if migration from elsewhere does not continue. How much growth from immigration will take place is very uncertain however unless more jobs are achieved with additional homes, they risk being occupied by residents who have to find work outside of Torbay. This would go against the 'golden thread' objective of promoting sustainable development required by the Government's National Planning Policy Framework. The 'sequence' of development will therefore be just as important, if not more so, as the 'pace' of development each year.

Environmental Change

Challenges the western area must also address include, flood risk from inland water, existing drainage constraints, movement constraints, promoting a low carbon economy, energy efficiency, and safeguarding the area's contribution to biodiversity and food production.

What are the proposed Aims of the Plan ?

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

How will this be achieved ?

The western side of Paignton is a very important area. It contains attractive countryside, important natural habitats, food production areas, and tourist accommodation. It also contains a major employment area, expanding college campus, and significant opportunities for sustainable development if managed carefully. Following the views so far received from our community, the aims for the western side would be:

- To protect local identity and enhance the contribution it makes towards overall prosperity and Paignton's role as a 'seaside town' on the English Riviera;
- To encourage 'balanced' development so that unintended and unsustainable consequences do not arise.

Where to give your views

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

This is what is proposed...

Open Countryside

The Neighbourhood Plan would include further proposals that progressed the suggestions in the Torbay Green Infrastructure Delivery Plan, and

- protection of the open areas of countryside
- biodiversity priority
- food production

Area Wide Policies and Proposals

Improving our prosperity and care for the Riviera environment are the key factors. The following would be included in the Neighbourhood Plan based on the views our community has so far expressed. Throughout the western area (see map) the Neighbourhood Plan would:

- Give first priority to securing employment led growth and ensuring that land identified for further employment is in sustainable locations;
- Encourage a "balanced" provision of new development, in particular, between jobs with homes and population with shopping facilities;
- Promote an affordable housing increase to meet local need;
- Ensure that drainage and sewage solutions are identified at an early stage in new development to help overcome constraints sustainably;
- Avoid development locating in areas of flood risk or increasing risk elsewhere;
- Avoid premature and piecemeal development to ensure a sustainable pattern of development is achieved throughout the area
- Encourage energy efficient development through support for innovative design form and layout on individual sites.

Collaton St Mary

Collaton St. Mary is the gateway to Torbay from Cornwall and South Hams and any development must enhance the tourist appeal. Such development also to be:

- within social capacity, bearing in mind the current lack of facilities and with slow growth so as not to lose the village identity;
- within economic capacity, by providing sufficient local jobs to ensure a stable economy, together with adequate transport facilities;
- within environmental capacity that includes sufficient drainage facilities that prevents water damage to both Collaton and Stoke Gabriel properties, sewerage provision without causing overflow problems, and roads that can cope with both current and future requirements.
- expanded school facilities would be needed with provision for a car park or drop off zone incorporated;
- youth and playspace provision would be needed and could be included in a Village Hub open area. A growing number of young children and youths moving into the area would need a community building which could include the medical facilities also necessary.

Support would be given for retention of the holiday parks by not turning the area from green field views, in particular the higher ground in the area, into housing estates which would greatly reduce the number of tourists wanting to come to the area.

Currently dangerous road junctions would need to be resolved such as Newbarn Farm, Blagdon Inn (also used for access to holiday chalets and gym/pool facilities).

The present Zebra crossing near to Stoke Road is an accident waiting to happen and should be light controlled as many drivers are going too fast and with restricted view from both sides do not see pedestrians in time to stop. This crossing is much used by parents with school age children.

Great Parks

This area is already allocated for a final phase of development in the previous Local Plan, and is assessed (2008) to have a capacity for a further 480 homes with supporting facilities. The Neighbourhood Plan would also incorporate the Torbay Green Infrastructure Delivery Plan for enhancement of the adjoining Westerland Valley.

A Planning Brief to guide the final Phase of Great Parks is proposed. Items for consideration need to include for example:

- completion of the Phase 1 Section 106 Agreement;
- a central focal area or hub for community facilities;
- new housing that is smart, innovative, in harmony with Paignton's Riviera identity, and fit for the 21st century.

Western Corridor

The Paignton section of the western Corridor travels due south from 'Churscombe Cross' for several miles to 'Windy Corner' at Churston Common. At its northern end, Churscombe Cross intersects with the B3060 at Marldon Hill. At its southern end, at Windy Corner, it joins the A379 Dartmouth Road. The major bottleneck that creates traffic congestion and long queues in this area is at Tweenaway Cross, even though recent improvements have been made to the junction. Even with current traffic volumes, there is significant congestion for large periods of the day. Further significant improvement of the traffic capacity of the intersection would be required to accommodate the additional traffic generated by the new jobs, and homes proposed. There may be the need to 'partner' some of the developments the route will serve with pockets of land along other parts of the route in Torquay if this becomes a more sustainable solution when the Strategic Environmental Assessment is reviewed as part of the draft Local Plan procedures.

Yalberton Valley

Designate as a Protected Area

Within South Hams, part of the lower valley has been designated at national level as an Area of Outstanding Natural Beauty (AONB). The Neighbourhood Plan would recognise the importance of the upper part of the Valley as an area also needing protection for the valuable contribution it makes to local character and tourism opportunities. Scope for this area as an entity includes:

- Designating the area as a Local Green Space (NPPF para 77 because of its beauty, historic significance, recreational value, tranquillity and richness of its wildlife);
- A working partnership with SHDC and wildlife agencies to review all wildlife sites within the Valley and to arrive at any further appropriately comprehensive designation. (An independently commissioned study in 2007 established that the Valley is home to an abundance of protected wildlife (flora and fauna);
- An opportunity to designate the area as one of significant geographical importance within the Torbay Geopark area – the significance of the Valley's caves and underground karst system is acknowledged by a few professionals who are aware of its significance. This could include registration with Devon RIGS (Regionally Important Geographical Sites).

Conservation Area

The upper part of the Valley contains 10 listed buildings, including 2 of national monument status – one of which is 'King William's Cottage'. To preserve the historical nature of the area:

- A submission for Conservation Area designation in terms of these buildings and the environs has already been submitted to Torbay Council with an understanding that it will be processed later in 2012;
- Appropriate protection is further required for an attractive and unspoilt 'Devon Lane' (Lidstone Lane) that runs from Lower Yalberton to Byter Mill, Stoke Gabriel.

Orchard and Food Production

The Valley is home to a nationally acknowledged cider making firm, additionally, there are productive areas of farming and horticulture. The whole area is interlinked within an extensive network of species-rich mature traditional hedges and a large number of mature and veteran trees.

White Rock and nearby areas

Proposals through recent planning applications have identified new opportunities for mixed use development:-

- at White Rock of 350 new homes and 36,800 sq.m gross of employment floorspace, plus local centre facilities, open space, and student accommodation;
- at Yannons Farm and Holly Gruit of 315 new homes and 5,600 sq.m. gross of employment floorspace, plus local centre and open space.

To these would be added further land allocated in the vicinity for employment development and redevelopment opportunities. Collectively they provide the main location for new jobs that require new space and access over the next 20 years and beyond. The campus of South Devon College is in the vicinity and the location overall fosters:

- positive promotion and expansion of 'cluster' working of knowledge driven high technology industries;
- an integrated approach to the treatment of the development 'edge' with the nearby countryside and enhancement of the local identity.

The combined effect will place considerable demands on the road network, drainage and sewerage.

Business Development

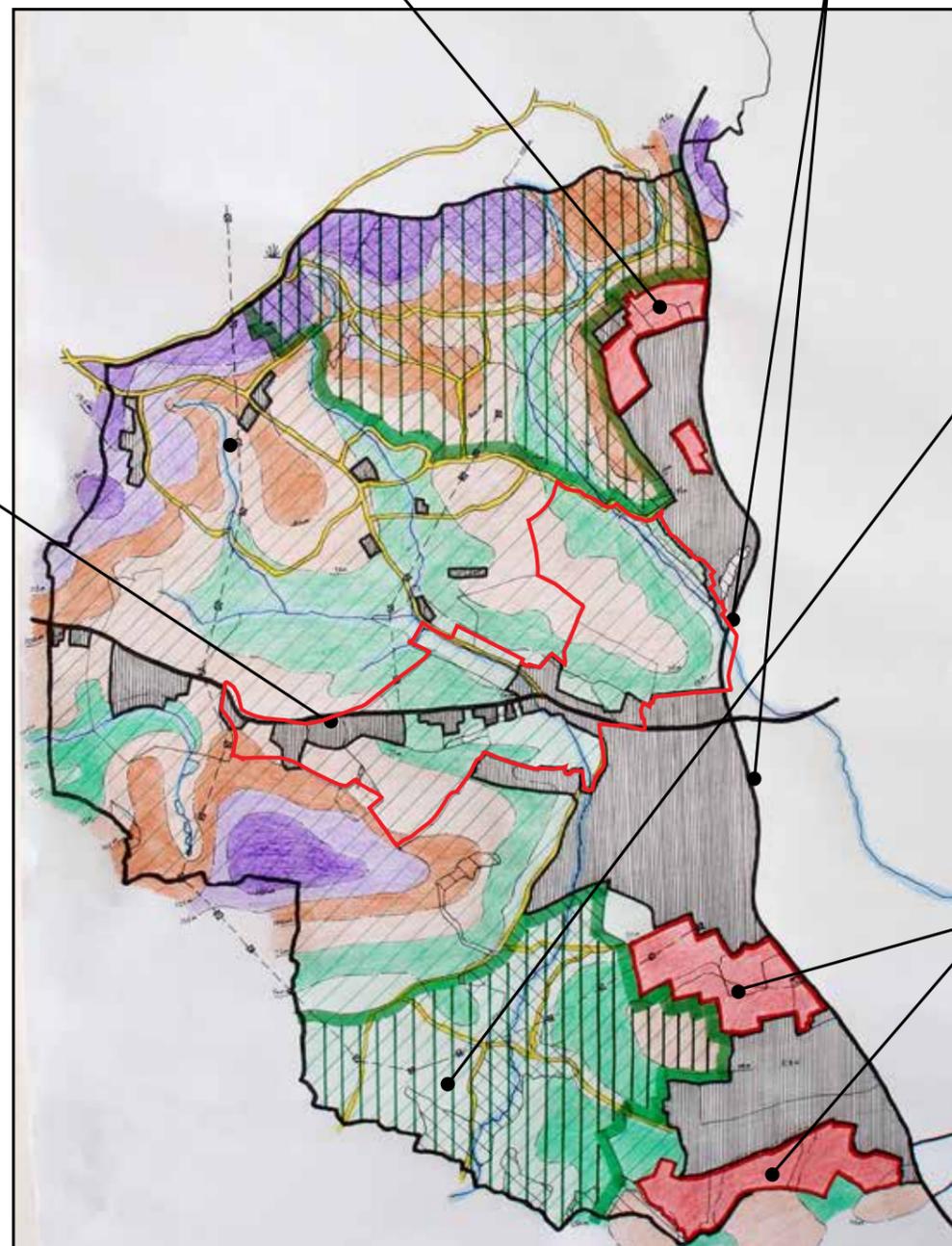
- new units in keeping with the scale of neighbouring housing areas
- landscaped to fit in with land contours

Environment

- ensuring that overdevelopment along Brixham Road does not result from noise, atmospheric, or light pollution;
- a landscaping plan that would see the introduction of green roadside verges, coupled with sufficient trees to offset the increase in carbon dioxide;
- development regard for biodiversity and mitigation sites for wildlife need listing;

South Devon College

- a need for green space to accommodate sporting facilities
- more land to develop horticultural and land based courses
- a bus lay-by outside the college entrance to reduce danger at Long Road
- a footbridge over Brixham Road or underpass connecting to Roselands



Paignton Western Area Key:

| | | | | | |
|--|--|--|---------------|--|-------------------------|
| | Existing development/ Urban area | | Land Contours | | Water course/flood risk |
| | Allocated for development or with consent | | Over 150m | | Overhead Power line |
| | Countryside | | 125-150m | | Principal Road Network |
| | Area of Great Landscape Value | | 100-125m | | Local Road Network |
| | Nature Conservation Site | | 75-100m | | |
| | Country Park Potential | | 50-75m | | |
| | | | Below 50m | | |

Neighbourhood Forum: Stage 2 Wallchart

The details presented by the Neighbourhood Forum as part of their Stage 2 work highlight the important aspects of Collaton St Mary. These details have been used to help inform work undertaken on the Initial Site Analysis and Context Proposals presented in April 2014 as part of the masterplan development process.



- Study area boundary
- 0-14 units per hectare
- 15-19 units per hectare
- 20-24 units per hectare
- 25-29 units per hectare
- 30-34 units per hectare
- 35-39 units per hectare
- Listed Buildings ●
- Listed Structures ●

Built Form

The built settlement at Collaton St Mary is generally linear in form, primarily influenced by the direction of the Totnes Road. A number of newer developments have broken that form, in particular those at Beechdown Park and the estate immediately to the east of the site (Brecon Close, Pennine Drive, Cambrian Close and Snowdonia Close). Although Beechdown Park is a static caravan park, it represents the most densely populated part of Collaton St Mary (at approximately 37 units per hectare) and is located away from the heart of the village. The 3 main areas of housing closest to the village centre are all in the region of 20-24 units per hectare, with the linear strip of housing along the Totnes Road generally being less than 15 units per hectare.

Future development within the area will be strongly guided by the topography of the landscape in which Collaton St Mary sits. Development will also have to respect the listed buildings and structures that are dotted around the area. Some of these, due to their character and location, are in a stronger position to influence how future development can be integrated into the village (e.g. using the thatched cottages alongside the Totnes Road to create an attractive link between new and old).



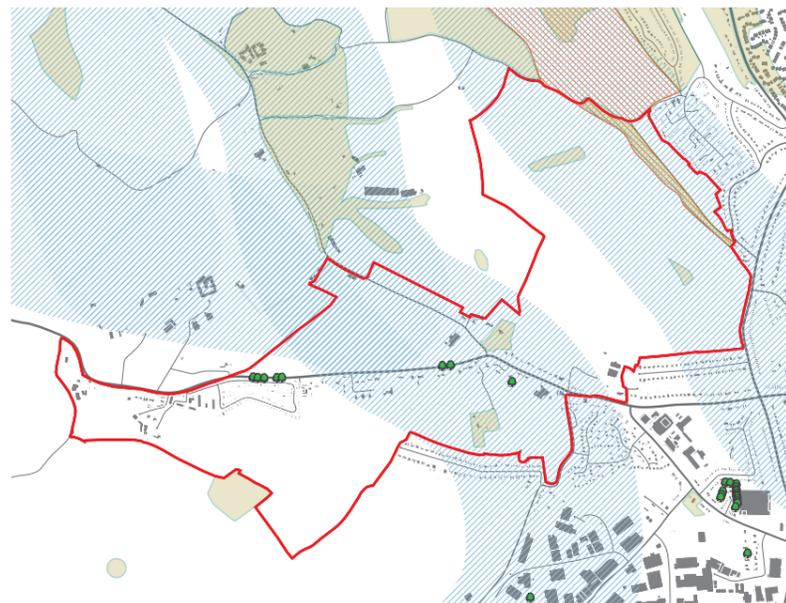
- Study area boundary
- Flood zone 3
- Flood zone 2
- Flood defences
- Existing hedgerows and woodland
- Watercourse
- Topography

Floodzone and Natural features

Flooding is an issue in the lower parts of the settlement. Running along the valley floor are watercourses that cause flooding, particularly in the open area alongside Stoke Road and in the area around the school. Without the provision of additional flood defences, much of the village centre is liable to flood.

The impact of the river results in a significant swathe of Flood Zone 3 designation in the heart of the village. There is a second flood zone which exists by Queen Elizabeth Drive alongside the northern boundary of the study area. These rivers have the effect of limiting the development potential for more 'vulnerable' uses on sites within the flood risk zones.

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



- Study area boundary
- Bat Corridors
- Proposed Great Parks Country Park
- Tree Protection Area
- Tree Preservation Order

Designations

The strategic bat flight corridors within the study area are primarily located along existing watercourses and existing hedgerows located on the lower slopes and enclosed valleys. These strategic flight corridors form a connection to important feeding grounds which are located beyond the study area. There are several tree protection areas including large areas of woodland to the north and north east. There are tree preservation orders on significant trees which create a tunnel-like effect when entering the Village. Future development would need to be informed and guided by, for example, ecological, arboricultural and hedgerow assessments.

The local plan has allocated an area of land to be developed as the Great Parks Country Park; connections to this area are vital in relation to enhancing the green infrastructure and movement network to wider area.

Existing movement network

Collaton St Mary is dominated by the A385 Totnes Road. This is the main connection into Paignton, and the whole Torbay area, from the west. The A385 at Totnes provides the main bridge crossing point over the River Dart between the sea at Dartmouth and the A38 at Buckfastleigh, so the volume of passing traffic through the village often creates significant congestion.

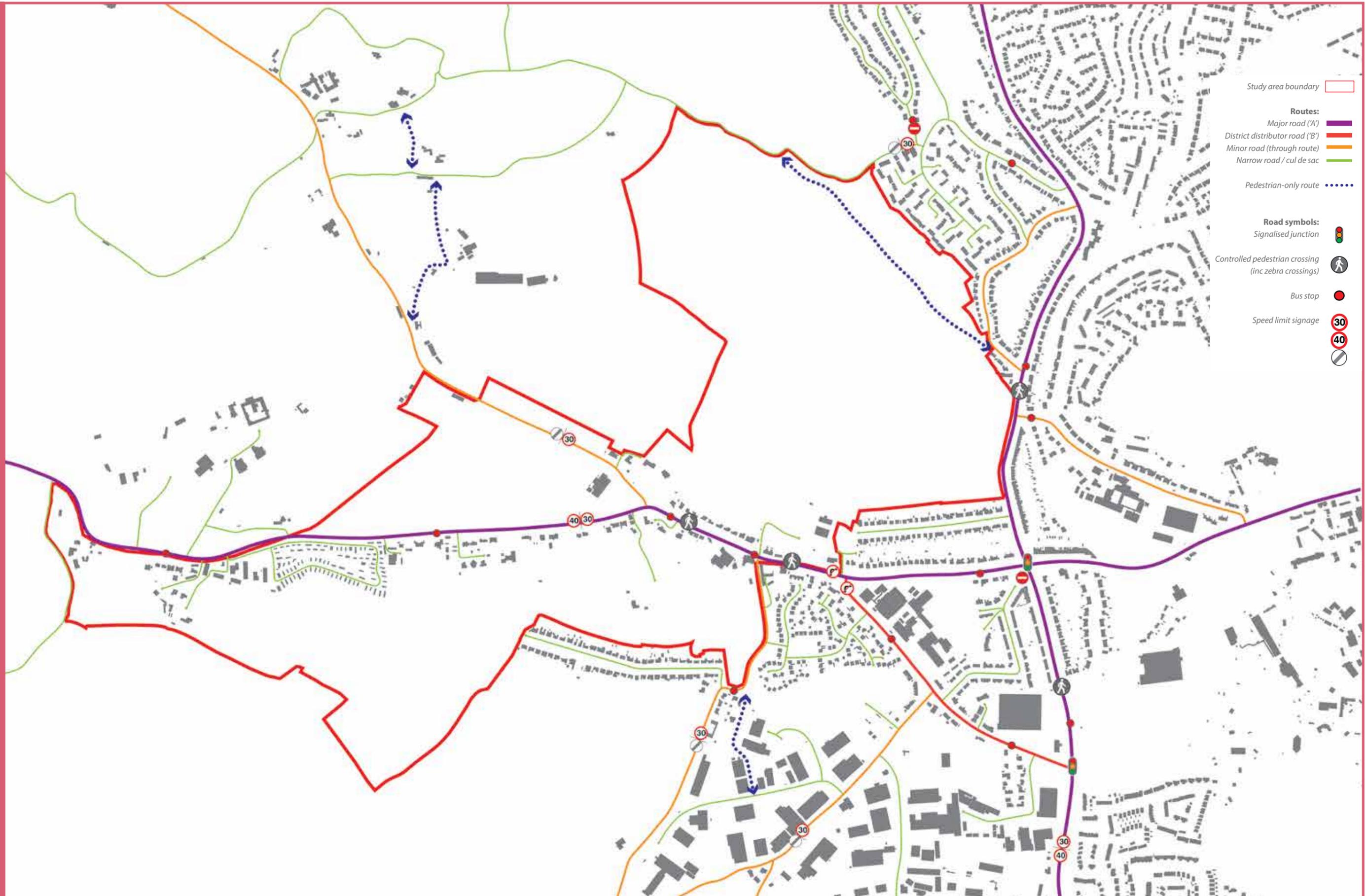
Torbay, Devon County and South Hams District Councils are currently looking at long term solutions to the A385 Totnes Road, which will address congestion, both within the village and outside, and will seek to reduce rat-running through side lanes. This is an on-going project but the impact of the road's narrowness, especially through the heart of the village and up towards Tweenaways, is likely to limit the preferred degree of effectiveness of traffic alleviation through Collaton St Mary.

Pedestrian connections are generally restricted to the edge of the roads with few pedestrian pathways across the local landscape. A number of controlled pedestrian crossing points exist along the road within the heart of the village. The quality of existing footpaths around Collaton Mews (next to the Parkers Arms) is compromised by the narrowing of the road at this point. Visibility beyond towards Tweenaways Cross is restricted for pedestrians on the southern side of the road where the footpath terminates, though the pedestrian crossing does greatly help pedestrian movement along the northern side of the road.

There is limited access to the fields and hilltops for the local community. Public rights of way exist in few areas. The only one that falls within the study area is along the northeastern edge, which ties in with a pedestrian crossing on Kings Ash Road. A small number of public rights of way link across the farmland in Blagdon.

Blagdon Road is a narrow lane which provides important access to the school, church and the parish rooms. Congestion occurs along this road close to the junction with the A385 as there is little space for waiting vehicles off the highway network, particularly during busy school periods. This is also a route that serves traffic connecting between Collaton St Mary and the (other) Totnes Road to Berry Pomeroy. Heavy traffic, caused by traffic or accidents on either the A385 or the A380, often ends up using Blagdon Road as an alternative route. This results in gridlock along Blagdon Road due to both its narrowness and its junction with the A385.

Collaton St Mary is also served by a number of bus services that connect the village with the wider region, including Paignton town centre, Totnes, Torquay, Dartmouth and Plymouth.





Landscape character appraisal.

Landscape Character Appraisal

The purpose of this section is to identify areas of reduced landscape sensitivity and capacity accommodate development within the study area. To identify these areas, an appraisal has been undertaken to assess and corroborate a site for potential development suitability.

The study area was identified in the Torbay Council updated *Strategic Housing Land Availability Assessment (SHLAA) 2013'* and as defined in the **Local Plan**.

This appraisal was largely informed by the Torbay Council's *Landscape Character Assessment and Assessment of Landscape Sensitivity and Capacity* dated May 2010. It has also been informed by site appraisal undertaken during March and June 2014.

The study area (see Site Location Plan), lies immediately on the western edges of Paignton and the A380, Kings Ash Road and the community of Collaton St Mary; the northern and southern part of the study area extend over the A385 (Totnes Road). This area includes Collaton St Mary Primary School and the Church of St Mary and Parish Hall, BMW Garage and a local pub. The findings of this Landscape Character Appraisal have been used to inform the iterative design process and evolving masterplan proposals for the site so as to achieve effective integration of the development within its landscape context.

Landscape planning context

The site is outside any nationally designated area and is not within the Green Belt. The site is within adopted local plan 'Area of Great Landscape Value (AGLV)' however the new local plan *Local Plan, A Landscape for Success, The Plan for Torbay 2012 – 2032* proposes to remove this local landscape designation.

As referred in the SHLAA Update Report in 2013 :

"The emerging Local Plan ('A Landscape for Success') proposes replacing AGLV with a policy requiring the area's particular landscape character, as assessed by the Landscape Character Assessment, to be taken into account. This reinforces the view that AGLV designation in the Adopted Torbay Local Plan does not necessarily preclude all development."

The SHLAA update report 2013 page 36, identifies the site/areas G6 Totnes Road, and land allocated for primarily residential development potential of 830 units.

For more information, refer to the planning context (Chapter 2) .

National, county and local landscape character

The site is situated within the following Landscape Character Areas:

- National Character Area (Natural England - NE338, July 2012) 151 South Devon
- Devon County Landscape Character Type (LCT) - The site falls within a Devon wide Landscape Character Type known as **3B: Lower rolling farmed and settled valley slopes**. The study area is located within two relatively large Local Character Types (LCT), consisting of grazed farmland on the upper and lower hilltop slopes, **LTC Rolling Farmland** (Devon Type 3A & 3B merged), and narrow sunken wooded valleys **LTC Secluded Valley** (Devon Type 3H). The land to the west of Collaton St Mary falls within South Hams.
- *The Torbay Landscape Character Assessment and Assessment of Landscape Sensitivity and Capacity* completed in 2010 by Enderby Associates assigns Area of Local Character (AoLC), refer to the Landscape Character Appraisal Plan.

Areas of Landscape Character of direct relevance to the Study area are:

LTC Rolling Farmland includes upper and lower slopes of Windmill Hill to the south, categorised as **Area of Landscape Character (AoLC) 1L Blagdon Barton and AoLC 1M West Yalberton**. The hilltop directly to the north of Collaton St Mary has been identified as **AoLC 1J The Blagdons**. The primary characteristics of this landscape are the rolling topography of grazed pastoral and arable farmland with irregular pattern of field boundaries and hedgerows, "Flat land is uncommon and generally located on the hill tops" within occasional hilltop woodland.

LTC Secluded Valley is located along Blagdon Lane, **AoLC 3H Blagdon Valley**, and Great Park public right of way, **AoLC 3G Upper Clennon Valley**. The prominent features of these AoLC's include steep and narrow valley floors; the tall hedge-banks and topography limit views to the surrounding landscape. The landscape is "A complex and irregular small scale pattern of hedge-banks and lanes, which separate small woodlands, orchards and areas of permanent pasture. The lanes and fields are often damp and species rich with small streams, overhanging trees and small scale enclosure."²

DP TO CONFIRM



Site description

The study area comprises of an irregular patchwork of arable and pasture farmland rolling fields divided by field hedgerows, with occasional trees on the upper slopes and narrow secluded valleys. There are distinct woodland copses within the study area, for example on the upper slopes of Windmill Hill. Smaller clumps of woodland are located on the north-eastern hill side and have a more linear form.

The hedgerows and the overlapping canopies of the large mature trees form a tunnel-like effect along the A385 close to the Collaton St Mary Primary School. The hedgerow and dense vegetation align the narrow concealed valley of Blagdon Road, and close to Great Parks Farm and public right of way. There is a well-established network of hedgerows with intermittent trees primarily on the upper slopes of the rolling hilltops.

The village of Collaton St Mary sits principally into a bowl-like landscape sandwiched between two ridgelines to the north and south of the site; these ridgelines terminate at the western edge of Paignton. There is limited inter-visibility from residential properties in the wider area owing to topography and existing vegetation. This is of particular note the valley area between Totnes Road southern boundary and the lower slopes of Windmill Hill.

The entrance to the western study area boundary on the Totnes Road consists of the derelict former Torbay Holiday Motel; brownfield re-development opportunity. The linear settlement form of the village is somewhat dispersed and primarily sited on the southern side of the A385. The urban influence of Beechdown Park and other residential properties is evident at the western end of the study area. There are several listed structures and buildings of note including the Church of St Mary close to the primary school. There are also two terraced thatched cottages of historic interest within the locale.

There is one public right of way footpath located in a wooded sunken valley within the study area, the Great Parks footpath; this follows the northeast boundary line. However, there is evidence of informal walking from St Mary's Park along the boundary field hedges. There are in general, very limited amounts of public right of ways beyond the study and wider area.

There is limited public open space; there are no play areas and formal sports provision within the study area. The churchyard does offer some accessible space and the school does have play facilities, however both have restricted access. There are, in general, very limited public accessible areas within the study area.

There is street lighting along Totnes Road as well as adjacent residential area lighting. There is no street lighting along Blagdon Road; the school adjacent residential properties has some lighting.

The site topography is undulating and ranges from the highest point at 130m on the southern boundary of the site to the lowest at 40m. The majority of the village lies between 50 and 60m to the east rising up from 40 to 100m along the Totnes Road to the west. Windmill Hill at 166m, is located south outside of the study area, and is considered one of the highest points in the local area. The majority of the study area is situated on relatively steep sloping hills and narrow valleys, particularly to the north east of the study area and southern upper slopes of Windmill Hill.

Site landscape sensitivity and visual context

The Torbay Assessment of Landscape Sensitivity and Capacity by Enderby Associates contains assessments associated to 'Capacity to Accommodate Change' and 'Mitigation Potential and Management Strategy' within each AoLC's. The AoLC's that overlap into the site area refer to the Landscape Character Appraisal Plan, as follows:

- LCT: ROLLING FARMLAND
- 1J The Blagdons
 - 1L Blagdon Barton
 - 1M West Yalberton

- LCT: SECLUDED VALLEY
- 3G Upper Clennon valley
 - 3H Blagdon valley

It was concluded in this report that AoLC 3G Upper Clennon Valley - "any development or major construction project would cause substantial landscape harm which would be extremely difficult to mitigate"². Also that 3 H Blagdon Valley has limited capacity to accommodate change due to landscape sensitivity. AoLC 1M West Yalberton has also been discounted owing to landscape sensitivity and the steepness of the upper slopes of Windmill Hill which are visible from the Totnes Road, the upper slopes any development "... would be visible due to the generally open nature of the area, particularly the elevated higher land and ridge tops which should be safeguarded"².

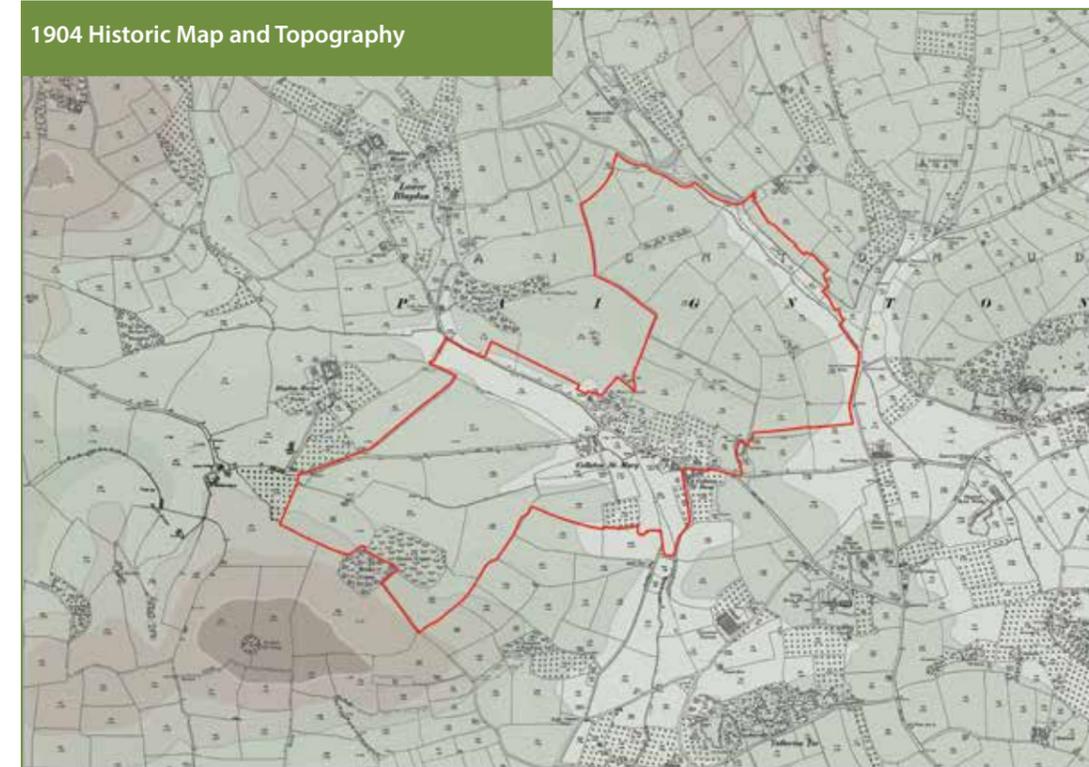
Therefore, based on these findings AoLC 1M West Yalberton, 3G Upper Clennon valley and 3H Blagdon valley have been rejected as viable areas for development on landscape sensitivity grounds.

The following AoLC's have some potential for well-designed development on the lower slopes, as long as it conserves the open nature of the higher land and the contribution that it makes to the village setting and the approach along Totnes Road. Refer to the Landscape Character Appraisal Plan and Site Location Plan.

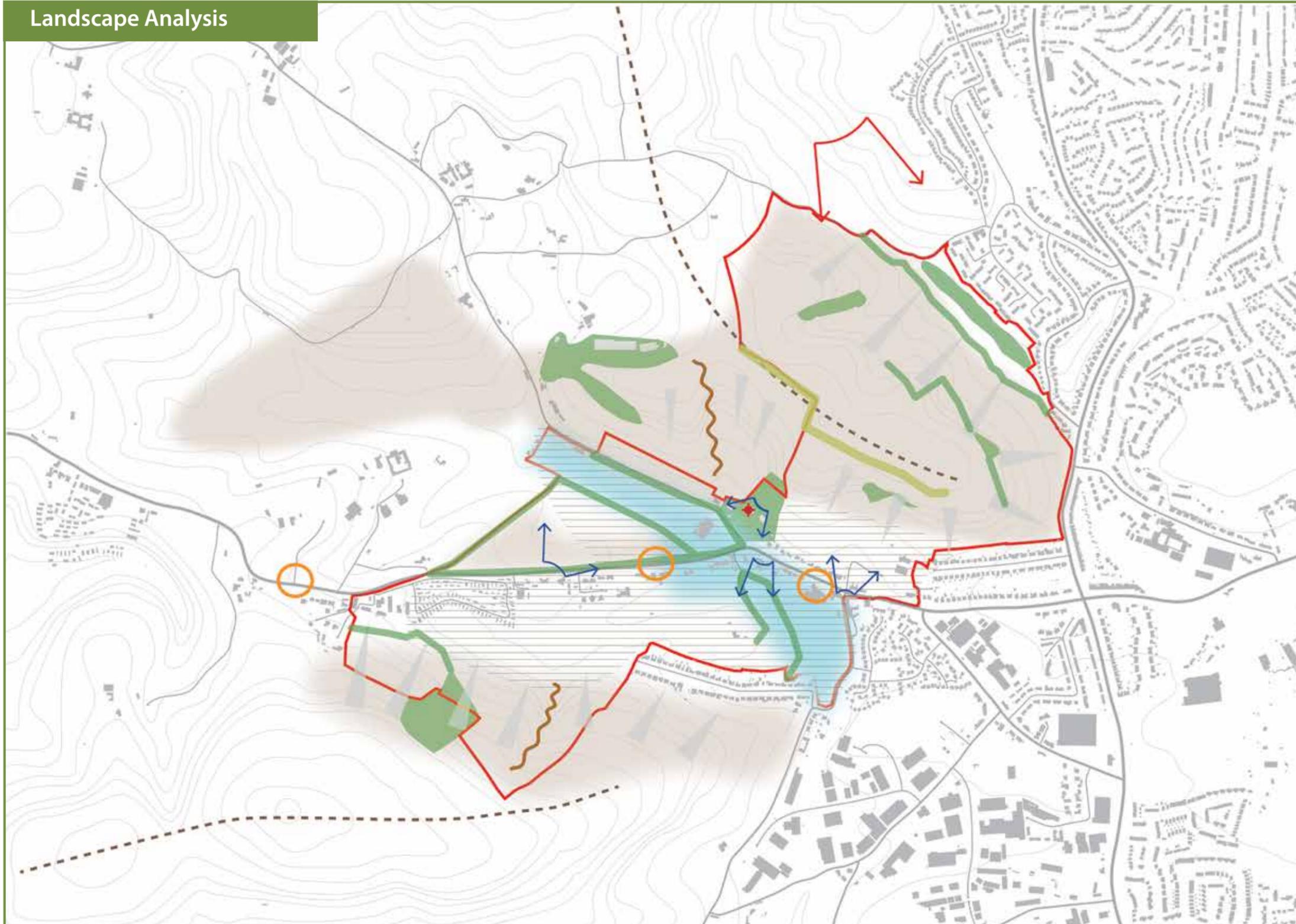
Site Location Plan



1904 Historic Map and Topography



Landscape Analysis



- Study area boundary
- Hedgerows and woodland of significance
- Visual rural setting to Collaton St Mary
- 'Bowl-Like' valley feature
- Area of ecological sensitivity
- Distinctive tree-lined Skyline
- Ridgelines of Importance
- Important long distance view from Beacon Hill
- Near by view of importance onto rural setting
- Gateway to area/village
- Folding landscape feature of interest
- Steep Gradient
- Landmark Building



Long distance view from Beacon Hill



View onto the tree-lined skyline



Important view from the village to the hillsides beyond to the south

1J The Blagdons

This AoLC is located to the north-east of the study area on the hilltop between the northern boundary of Collaton St Mary and the western urban fringe of Paignton. This hilltop provides a rural backdrop and enclosure to Collaton St Mary. It is stated that it would be "very difficult to accommodate change in this character area without very substantial harm to the prevailing rural landscape character and integrity of the area, parts of which make an important contribution to the approach and setting of the western fringes of Paignton."² The lower slopes that align the A380 provide a strong rural setting and context to the western edge of Paignton. It would be difficult to accommodate development due to high visibility and openness of the landscape, refer to **viewpoint 1**. Viewpoint 1 is taken from the adjacent residential development at Highfield Crescent (outside of the study area) looking into the southern part of the study area's lower slopes hilltop. This photograph demonstrates the openness of its landscape and rural setting of the hilltop which strongly defines the western urban edge of Paignton.

There is the potential for development on the southern lower slopes of the hilltop just above the existing Village; this area is fairly hidden behind existing urban development. There is limited visibility on to the lower slopes from the Village and surrounding road network, refer to **viewpoint 2**. Viewpoint 2 is taken from the junction of Stoke Road and Totnes Road within the study area, looking north on to the lower slopes hilltop, the south-eastern part of the study area. This view demonstrates how the topography, vegetation and residential properties partially conceal the lower slopes of the hilltops. The boundary of development would need to be curtailed and aligned with the adjacent existing development as the upper slopes of the hilltop and AoLC 1J are more visible and sensitive to change. Also, there is an important framed view of St Mary's Church Tower which should be conserved as it is a key reference point and landmark on entry to the Village core, refer to **viewpoint 3**. The conservation of this view would also affect the extent of development within AoLC 1L. This photograph illustrates the enclosed nature and 'tunnel-like' effect created by the mature vegetation which aligns either side of Totnes Road in the central part of the study area.

The area would benefit from landscape management enhancements, for example planting of "...hedgerow trees; more sympathetic hedgerow management; management and replanting of distinctive copses and tree groups, some of which are prominent features on high ground."

1L Blagdon Barton

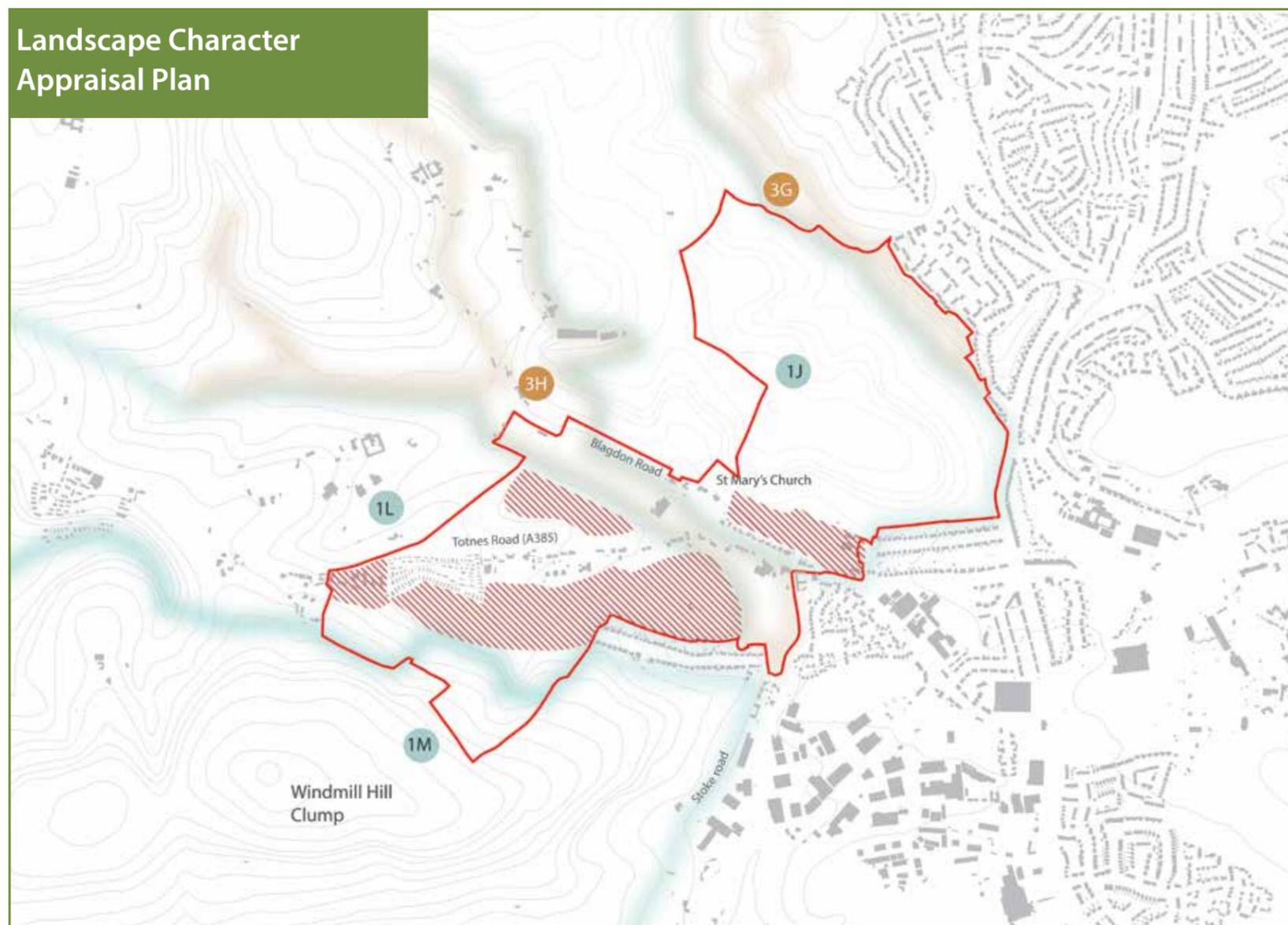
This AoLC has been assessed as an area that would "offer an opportunity to accommodate significant change, to rationalise the existing scattered land uses and contribute to a gateway and sense of arrival to Torbay." The significant parts are already developed and the A385 (Totnes Road) which "detracts substantially from the quality and character of the area." The former Torbay Holiday Motel is another detracting element within the study area. The linear residential developments on the southern side of Totnes Road are relatively well concealed due to the sloping topography and dense hedgerows which align the road. The topography and vegetation also conceal the valley formed between the Totnes Road and lower slopes of the Windmill Hilltop, refer to **viewpoint 4**. This viewpoint shows open nature of the landscape and high visibility of the upper slopes of Windmill Hill. The lower slopes of Windmill Hill are partially concealed from view by Beechdown Park (a static caravan park) and the Former Torbay Holiday Motel brownfield site.

This valley area has reduced landscape and visual sensitivity therefore could have the potential to accommodate development. The line of development should be limited to the southern extent of St Mary's Park and the upper slopes of Windmill Hill due to landscape sensitivity related to AoLC 1M West Yalberton, refer to **viewpoint 5**. Viewpoint 5 illustrates the visibility of the upper slopes of Windmill Hill and how the majority of the Village and Totnes Road is concealed from view.

The north western part of AoLC 1L within the study area is likely to be the most sensitive to change owing to open view across the landscape from Totnes Road and St Mary's Church Churchyard, refer to **viewpoints 6 and 7**. The upper slopes of the land north of Totnes Road is clearly visible from viewpoint 6 whilst the lower slopes are concealed from view. Viewpoint 7 is taken from Totnes Road looking north-west and demonstrates the exposed openness of the landscape on the upper slopes directly in the forefront of the view. Blagdon Road and the lower slopes of this field located in the mid-ground of this photograph are obscured from view. However, land between the lower slopes, north of Totnes Road and Blagdon Road have reduced visibility from Totnes Road, Blagdon Road and the Churchyard, therefore could be considered for development, refer **viewpoint 8**. This viewpoint was taken from Blagdon Road and demonstrates the secluded and enclosed nature of the area (AoLC 3H Blagdon Valley). It also illustrates how the lower slopes of land behind the hedgerow are concealed by the vegetation and topography.

Proposals for landscape management strategy to this area should include "restoring and enhancing the existing landscape structure such as restoration of hedgerows, planting of hedgerow trees, tree belts and small woodlands".

Landscape Character Appraisal Plan



- 1J The Blagdons
- 1L Blagdon Barton
- 1M West Yalberton
- 3G Upper Clennon Valley
- 3H Blagdon Valley

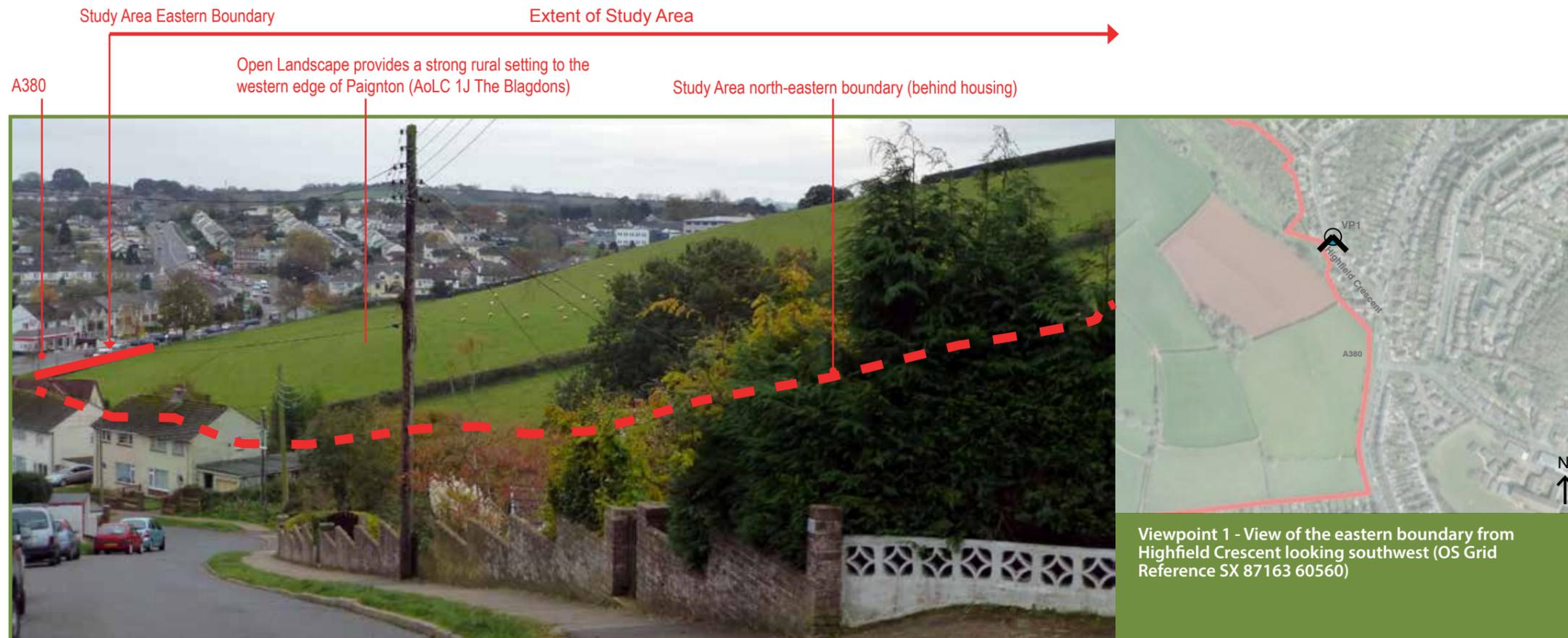
- Site Study Area —
- Areas of reduced landscape and visual sensitivity ▨
- Area of Landscape Character - Secluded Valley ▨
- Area of Landscape Character - Rolling Farmland ▨

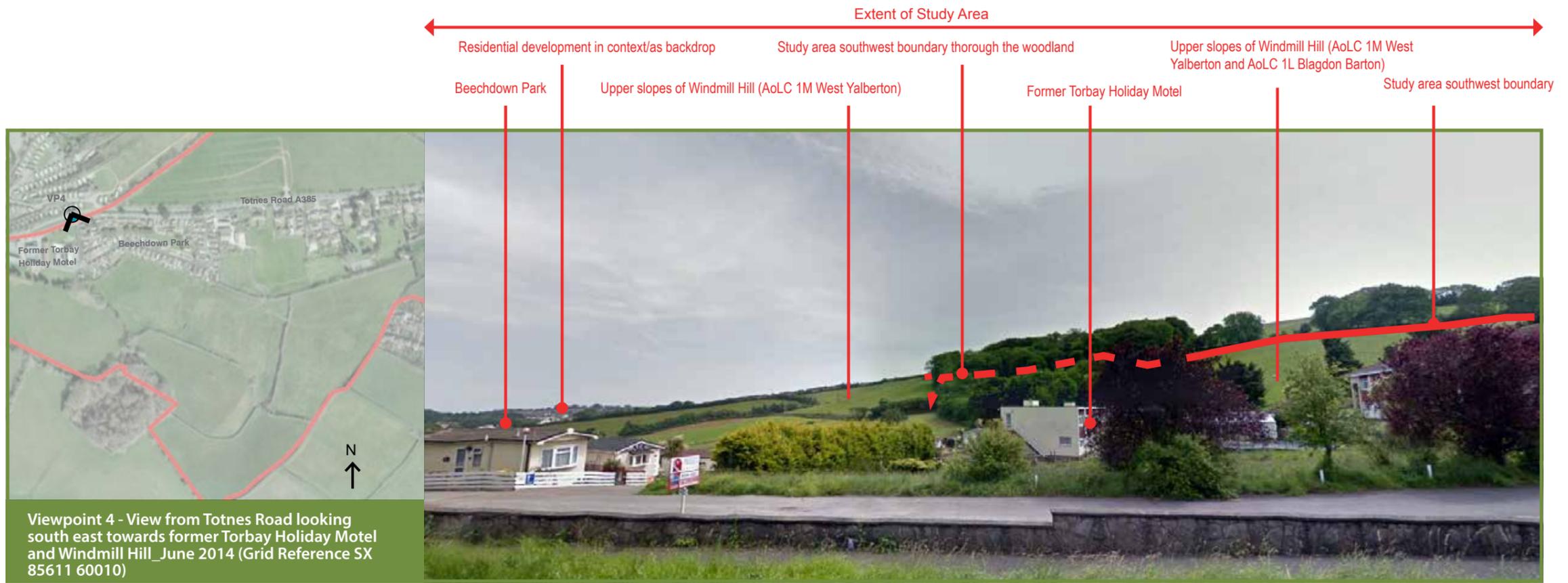
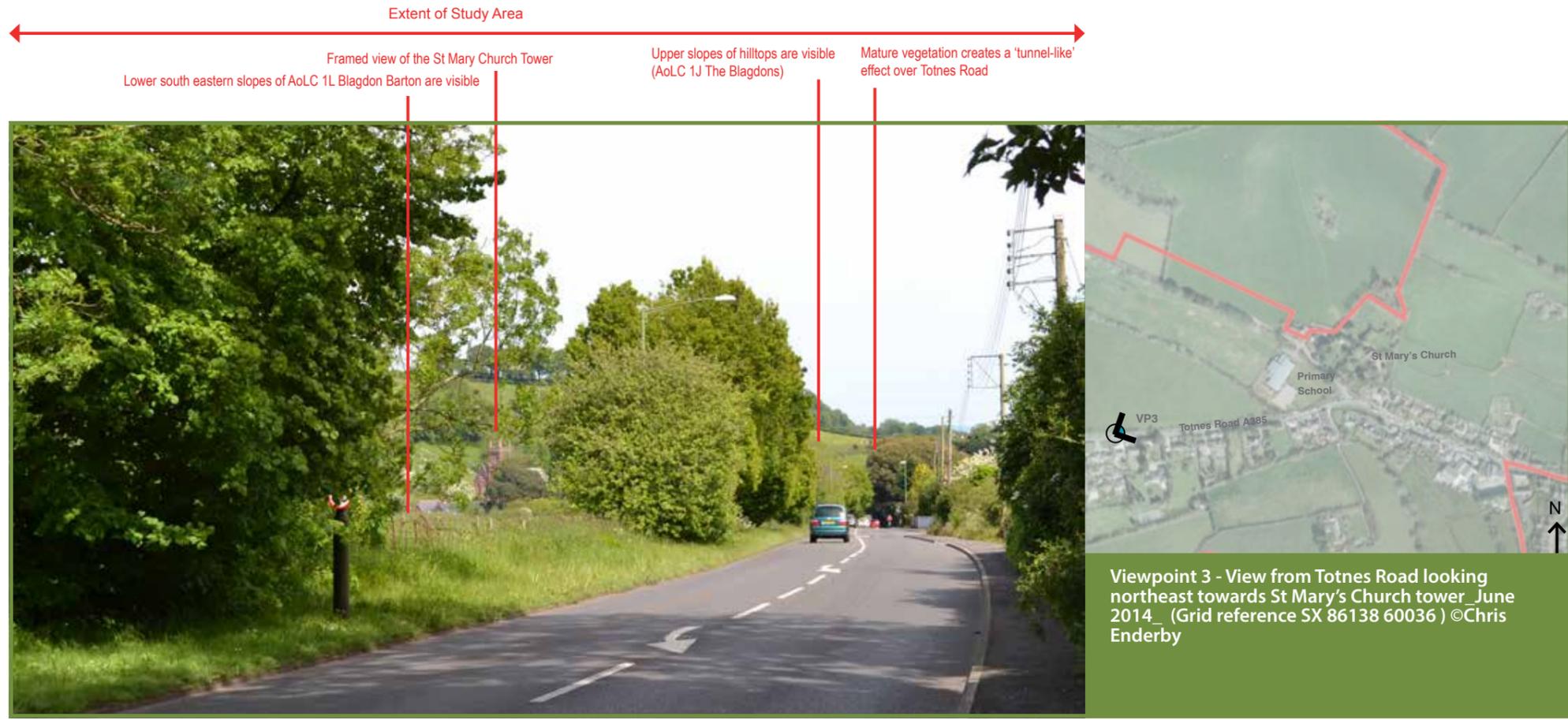
References:

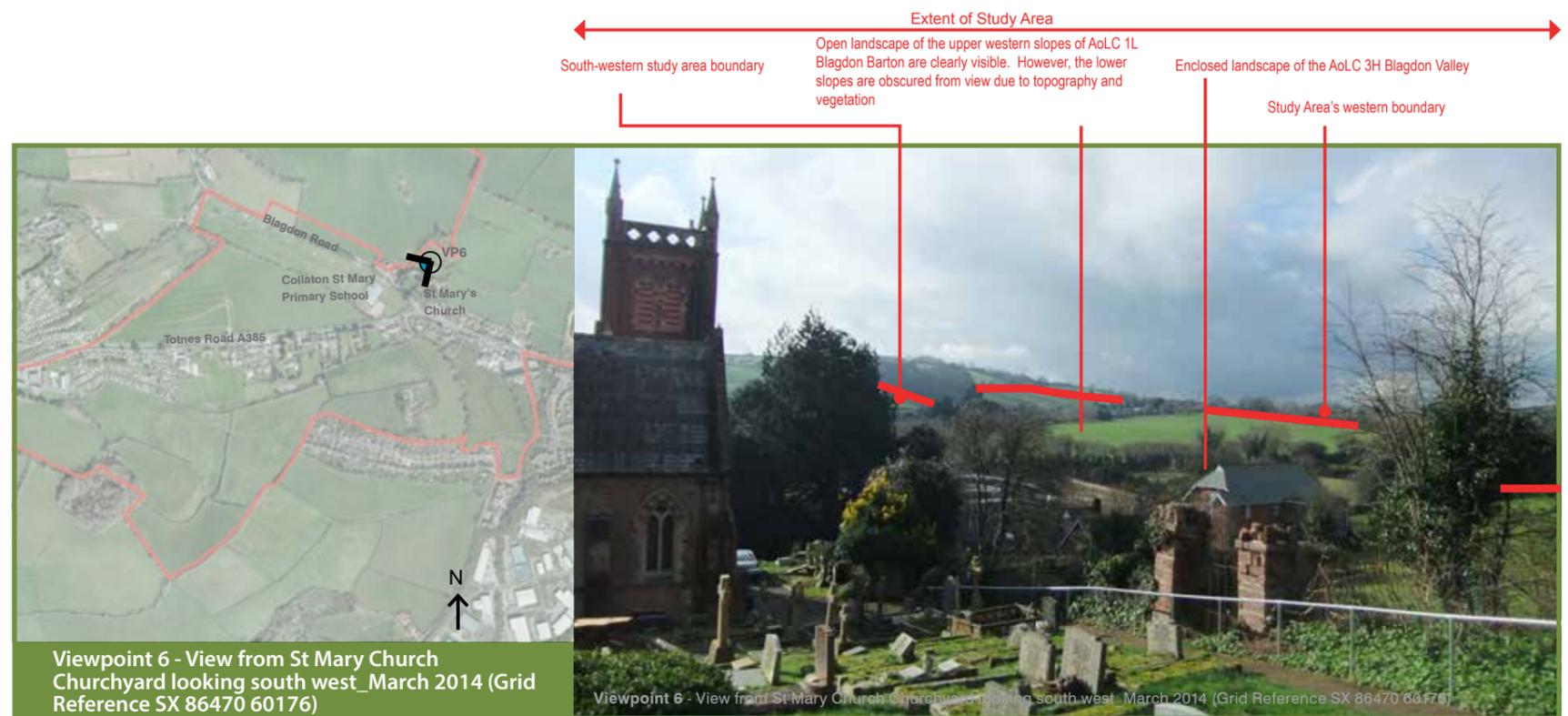
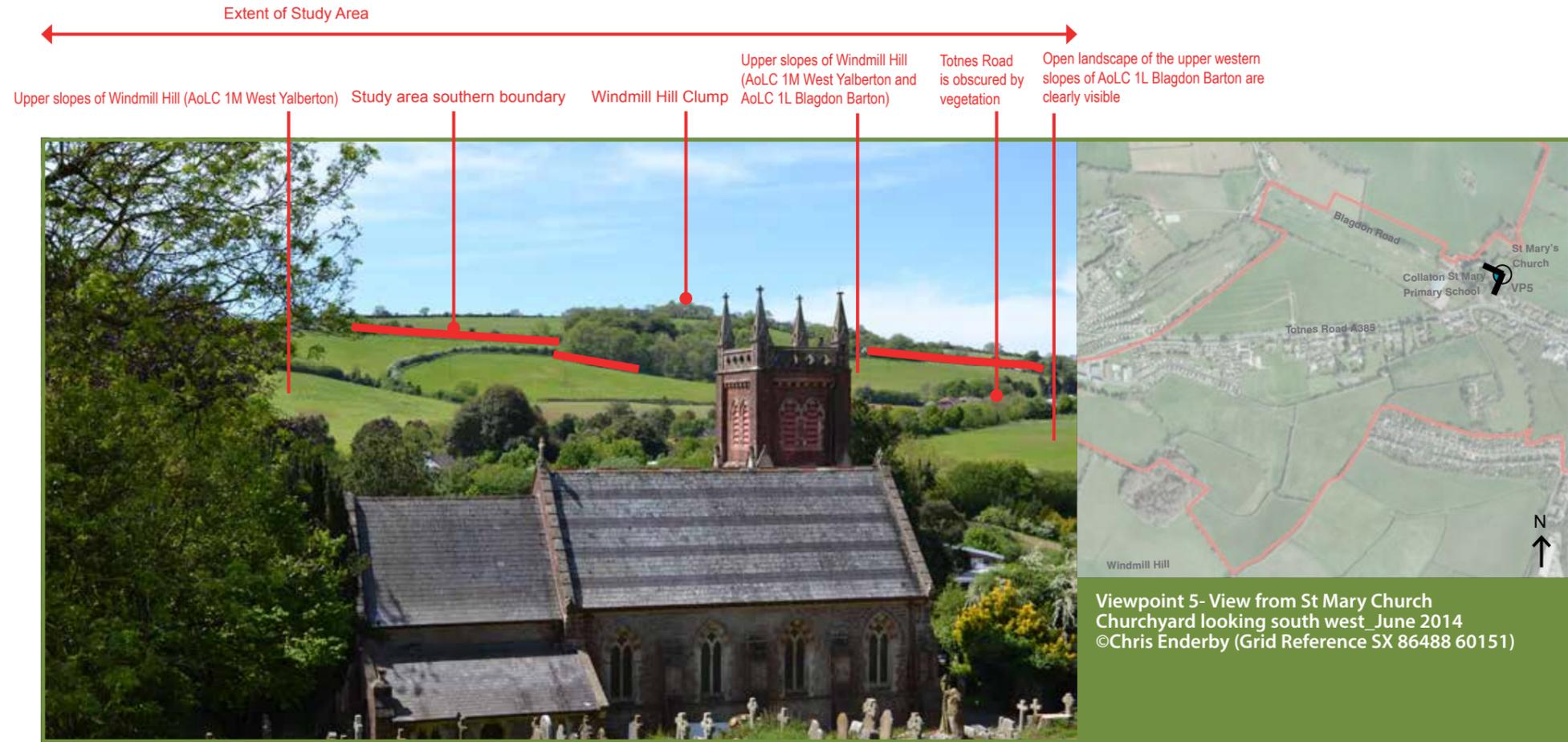
1. Peter Brett on behalf of Torbay Council, SHLAA Final Update Report - Rev: D Date: July 2013
2. The Torbay Landscape Character Assessment and Assessment of Landscape Sensitivity and Capacity completed in 2010 by Enderby Associates

Viewpoint locations









Extent of Study Area

Open landscape of the upper western slopes of AoLC 1L Blagdon Barton are clearly visible.

Lower slopes are obscured from view due to topography

Totnes Road A385



Viewpoint 7 - View from Totnes Road Blagdon Road looking south west_June 2014 (Grid Reference SX 85861 60016)

Extent of Study Area

Lower slopes (AoLC 1L Blagdon Barton) are partially obscured from view due to topography and vegetation

Enclosed landscape of the AoLC 3H Blagdon Valley



Viewpoint 8 - View from Blagdon Road looking north-east_March 2014 (Grid Reference SX 86290 60196)

In conclusion, the study area is located within a relatively constrained landscape setting. An area of reduced landscape and visual sensitivity has been identified on the Landscape Appraisal Plan based on findings of this appraisal; this has been essential in informing the development of the masterplan.

There are landscape management opportunities in line with proposals, as set out in The 'Torbay Assessment of Landscape Sensitivity and Capacity', to reinforce hedgerows that align the road network, establish new woodland clumps and hedgerows within surrounding area. There are opportunities to provide a variety of different type of landscape uses, for example, for food production, swales and wetland parks, public open space and play areas. There are also opportunities to enhance pedestrian and cycle accessibility which, consequently, would increase access to and enjoyment of, the surrounding areas and wider rural landscape, including those areas that lie within South Hams. This would unite and inter-connect the Village, for example, the two fragmented existing linear developments, to the north along A385 and St Mary's Park.

Refer to landscape strategy plan to see how these features have been incorporated into the masterplan.



Public consultation

In order to draw up an effective, realistic and viable masterplan, which is sensitive to the context and environment in Collaton St Mary, Stride Treglown designed a Consultation and Engagement Strategy to feed into the masterplan process.

Introduction

The Consultation and Engagement Strategy was aimed at ensuring that the masterplan for the village:

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

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

Objectives

The Consultation and Engagement Strategy was guided by a set of Key Objectives. These included the wish to:

1. To identify and engage with a wide range of local people, key individuals and organisations to obtain their views on how planned growth (proposed by the Torbay Local Plan) could best be accommodated in the village;
2. To be clear about the purpose of the master planning exercise, that is to establish how significant new housing development could best be integrated into the existing village;
3. To confirm those key constraints and opportunities that the masterplan would need to address;
4. To encourage dialogue between a wide range of stakeholder groups and individuals
5. To facilitate dialogue between the design team at Stride Treglown, the local community and key stakeholders;
6. To build on past consultations;
7. To facilitate an informed contribution by participants through the clear presentation of area study information; and
8. To clarify the master planning process and how participants could best get involved.

Public consultation.



This is a selection of the presentation boards displayed at the various public consultation events. The boards presented a range of site analysis information. They also displayed different kinds of images of developments and open spaces from elsewhere to give an indication of the look and feel of what future development at Collaton St Mary could look like. The information contained on the boards reflect the early stage in the masterplanning process that the public consultation event took place so as to better inform the process.

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

Collaton St Mary Introduction

April 2014

Collaton St Mary is an attractive and popular place to live. We know we need to provide our jobs, homes, and infrastructure but also create a great community and enhance the natural environment. So, how do we achieve that? What do we need to do to improve the quality of life here in the village?



Stroke Tregear

Collaton St Mary Open Spaces

April 2014

Most open spaces at Collaton St Mary are used for agricultural purposes and are generally not accessible to the general public. However, these open spaces are valued by local people and visitors to the area.



Question: Are you happy with the existing supply of open spaces within the village for all the activities of the local community?

Stroke Tregear

Collaton St Mary Movement

April 2014

Collaton St Mary is dominated by the A665, known as the 'Rugby Road'. This is one of the main connectors into Rugby from the west. Pedestrian connections are generally restricted to the edges of the roads with few pedestrian pathways across the local landscape.



Question: If you could create a new path across the study area to make your life easier, which two places would it connect?

Stroke Tregear

Collaton St Mary Landscape Character

April 2014

Collaton St Mary is dominated by the character of the landscape in which it sits. The rolling green hills surrounding the village provide an attractive backdrop. A regular assessment of the quality of the landscape has already been carried out by the Cheshire Association and will inform the nature of future development within the village.



Question: How, and where, could access be improved to better integrate the local landscape into the life of the village?

Stroke Tregear

Collaton St Mary What Would You Like to Happen?

April 2014

New development on greenfield land at Collaton St Mary isn't expected within the next decade. This masterplanning process aims to prepare a detailed strategy for the village so that development can be accommodated in the long term with all the necessary improvements to the local infrastructure and community facilities. Having a masterplan will help to prevent all hoc expansion of the village.

So, what are the benefits that the masterplan could bring to the village?



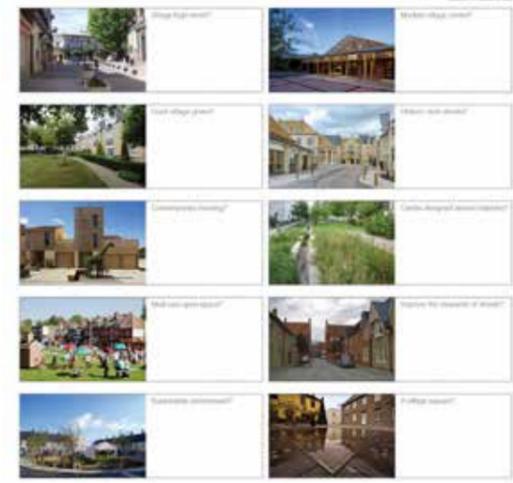
Question: Do you think that any of these ideas are relevant to the future of Collaton St Mary?

Stroke Tregear

Collaton St Mary Types of local village centres

April 2014

Collaton St Mary is likely to have to accommodate an increasing population in the long term. In order to avoid the loss of the village's character, we need to develop a masterplan that preserves the essence of the village. Future development will have to capture the aspirations of the masterplan and contribute to the local community in a positive way. One important feature of that is the definition and impact of the local village centre. Below are a few ideas for other places of how it could look.



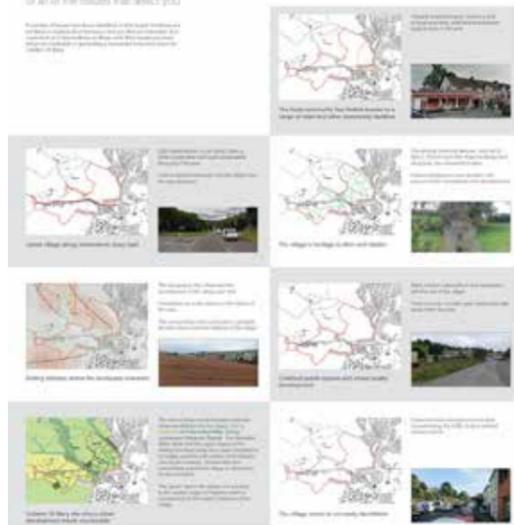
Question: Which of these features do you think would be appropriate for your local centre?

Stroke Tregear

Collaton St Mary Key Issues to Address

April 2014

In order to develop a strategy for the future development of the village, we first need to understand what the issues are that require improving. We need to build up a list of points of all the issues that affect you.



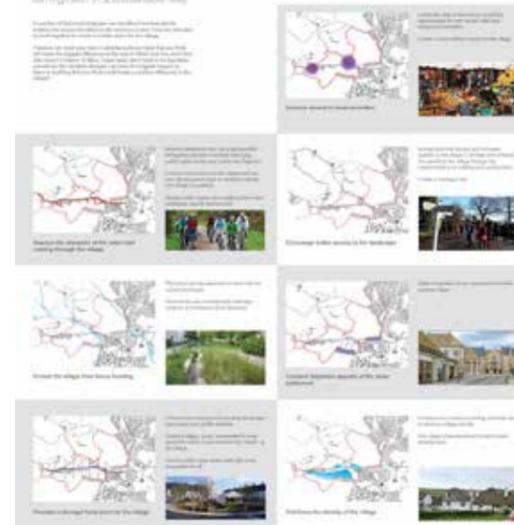
Question: Are there any other aspects of the village that you feel should be addressed as part of the masterplan process?

Stroke Tregear

Collaton St Mary Opportunities Arising

April 2014

This consultation represents an opportunity to influence the pattern of long term development in the village. In order to achieve this, we all need to think of the ideas that will deliver the required long term growth in a sustainable way.



Question: What other opportunities are there within Collaton St Mary that could result in a positive change for the village?

Stroke Tregear



Consultation Programme

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

1. Drop in Day – Collaton Parish Rooms 22nd April
2. Stakeholder Session – Paignton Club 24th April
3. Feedback Session – Paignton Club 28th April
4. On-Line Survey - 29th April – 5th June.
5. Stakeholder Engagement - June-August 2014.

The Drop in Day and on-line survey were advertised with a Flyer, delivered to around 600 residential properties and businesses in and around Collaton St Mary. The consultation was also advertised in the local press, the Blatchcombe Newsletter, via email to local community and business organisations and on the Torbay Council website. A paper copy of the survey was distributed by a local volunteer and the results analysed and considered as part of the consultation programme. A presentation was also made to the Torbay Regeneration Network during a Breakfast Seminar in June.

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



How the masterplan has been influenced by the consultation feedback

Some of the key ways in which the Collaton St Mary masterplan has accommodated the views, ideas and responses from local residents, landowners, community organisations and statutory consultees are as follows:

- Location of a possible new local centre to the rear of the BMW garage site. The proposed location was the most popular, as it was felt there could be a natural connection with the existing local centre in a relatively central location to the existing and extended village.
- New Local Centre to provide opportunities for a range of uses, to complement the Parish Rooms, including disabled accessible community space, local retail and public open space.
- The impact on key views and rural setting of the village minimised by keeping proposed development on the south side of the village and on the lower slopes of the hills to the north and south.
- Introduction of a link road between Blagdon Lane and Totnes Road, with access to a new school car park and drop off point.

- Introduction of new accessible wildlife habitats and green corridors.
- Expansion of accessible public open space in the village, at the new local centre, adjacent to the school (sports field), on the southern slopes of the car boot field (orchard and community garden) and green linear park area through proposed new housing development on the south side of the Totnes Road.
- Space to accommodate children's play areas, multi use games area and new outdoor sports pitches.
- Network of pedestrian and cycle routes connecting the new village centre with other parts of the village.
- Enhanced pedestrian and cycle connections with Paignton Town Centre.....
- Dark corridor introduced through the village, hedges and tree lines retained and enhanced throughout the masterplan area to accommodate the movement and foraging of Greater Horseshoe Bats. External lighting levels to be restricted throughout this zone and connecting planting and landscaping to facilitate the movement of bats across breaks created by existing and new roads.



Initial Masterplan Response



- KEY:
- Site Study Area
 - Strategic green link
 - Wildlife habitat area with integrated flood attenuation measures
 - Formal village green
 - Village centre focal point
 - Increased area for school expansion
 - Area for future development
 - New pedestrian and vehicular access
 - Pedestrian-only route
 - Existing watercourse

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

The masterplan concept focuses on the enhancement and promotion of a significant green corridor running through the village. By expressing the existing streams more vividly, there is scope to create significant areas for wildlife habitats. The concept masterplan proposes the creation of an attractively landscaped focal point for the village that is designed to flood naturally, with the local centre amenities facing out onto this area.

This green corridor runs through the heart of the village, connecting the existing community hub (around the school and church) with the village centre close to the Parkers Arms. Facilities here could include a local shop, post office and pharmacy, though any number of other facilities could be provided here if required (e.g. a new village hall). The green corridor would include pedestrian and cycling routes integrated into the landscape.

New development would be encouraged to occur on brownfield sites first with subsequent greenfield development radiating outwards from the village centre. The necessary infrastructure improvements could be made as part of the first phase.

(April 28 - 2014)



This is the view of the proposed masterplan looking west along the Totnes Road, with the local centre and meadow in the middle ground and the motel site at the far end.

Masterplan.

Illustrative masterplan

The masterplan for the village has been primarily influenced by the characteristics of the surrounding landscape. It also takes account of a wide range of other matters that will have a long term impact on Collaton St. Mary. These influences are outlined below.

Green infrastructure corridor

Collaton St Mary sits within an important natural setting. An existing green corridor runs between Blagdon to the northwest and the Yalberton Valley to the southeast. Along this line run streams (and subsequent flooding), bat flight corridors and a number of hedgerows. The protection and enhancement of this corridor is proposed within the masterplan, and this has influenced both the general overall concept and many of the details now embedded within it. Such matters include:

- Creating a stronger community link along this corridor by pedestrianising as much of it as possible.
- Implementing reduced lighting levels within this zone. All new roads bordering the corridor will have lighting levels of below 0.5 lux. Existing roads will be subject to more detail studies investigating the impact of a potential reduction in existing lighting levels. This is proposed to improve flight conditions for the bats passing through the area. This will work alongside a strategy to retain, and improve where appropriate, the significant band of trees that currently helps to minimise the impact on the greater horseshoe bat flight corridors.
- Providing the right conditions that allow the streams to flood in a manner that doesn't negatively impact on the local community nor on settlements further downstream.

Landscape character

Collaton St Mary is dominated by the character of the landscape in which it sits. The rolling green hills surrounding the village provide an attractive backdrop. With most of the surrounding landscape classified as being of a highly sensitive nature by the Torbay Landscape Character Assessment (2010), the masterplan has proposed to keep future development confined to areas that are less sensitive. Using existing built and natural features, such as the lines of houses on the Totnes Road and St Mary's Park for guidance, as well as contour lines and views out to surrounding hills, the masterplan seeks to deliver a coherent footprint of development radiating out from the centre of the village along the lower slopes of the valley.

The meadow

As much of the central part of the village is prone to flooding, the meadow will form part of a wider green infrastructure corridor. This meadow will address a number of issues, including:

- Allowing the stream to naturally breathe when the levels of water are high. The meadow will flood in a controlled way that attenuates the water and reduces flooding impact further downstream.
- **The masterplan should promote public access to the countryside and open space for the community. However, the primary functions of the meadow must be retained as a flood meadow and greater horseshoe bat/ wildlife corridor.**
- Enhancing the biodiversity potential of the site. It sits on an important flight corridor for greater horseshoe bats and so should be enhanced to improve their foraging grounds. It could also become a natural learning environment for the pupils of the local schools.

Local centre

A local centre is proposed in the area by the existing pub and garage. While its location is to one side of the study area, it will be centrally located for the wider built up area across to Paignton Community and Sports College. The centre will provide a mix of small scale retail and social facilities with residential accommodation above. **In addition, the site is suitable for residential use above the first floor (subject to design issues). The centre should incorporate flood resilience measures and reduce the amount of water run-off from the (currently hard-surfaced) area. Development should reinforce the context of historic buildings in the village.**

Phased development

The masterplan layout has been structured to allow for a logical and phased delivery over an undetermined period of time. Working with assumptions set out in the **Adopted Torbay Local Plan 2012-30 "A landscape for success"**, a number of brownfield sites can be developed within the first 10 year period, along with various upgrades to the existing infrastructure, before the majority of new housing is delivered in the post 10 year period. Each phase identified within the masterplan delivers a mix of public open spaces that meets the needs of that phase while gradually piecing together a coherent network of routes and spaces.

Illustrative Masterplan



The masterplan contains a number of different yet interconnected proposals that will allow the village to expand in the long term and in a coherent manner. These are the key aspirations, which are described in greater detail in the following section.

Vehicular access will be from Totnes Road (Woodlands, Little Blagdon Farm and Torbay Holiday Motel are known to be available). The layout should provide adequate vehicle accessibility and provide pedestrian/cycle links to Totnes Road. Junctions and highway layout should be in accordance with the Torbay Council's Highway Design Guide for New Developments (November 2015 - or replacement).

Pedestrian access out to the surrounding landscape and hilltops is encouraged

A new link road will provide a stronger community feel by the church and school by redirecting school and local traffic along a more suitable road to the west

There are several pedestrian links through the rest of the village, while vehicular access will be via Borough Park Road

The central linear parkland runs through all the phases and provides a clear street hierarchy for the masterplan

The local centre will serve the needs of the local community, not just in Collaton St Mary but also the surrounding housing developments in the area

Improvements/ alternatives to the Stoke Road junction, and road safety measures in the village will be investigated and funding sought through developer contributions. However, these will not prejudice the role of the meadow.

The role of the meadow should be conserved and enhanced as a water meadow and wildlife corridor. Pedestrian/ cycle access should not interfere with this primary function and should be designed accordingly (e.g. with a permeable surface and appropriate warnings that it may not always be useable in periods of high rainfall). Any lighting should be kept to a low level (0.5 lux maximum).

Views up to Windmill Hill have determined the orientation of the streets in Phase 3

Proposed strategies

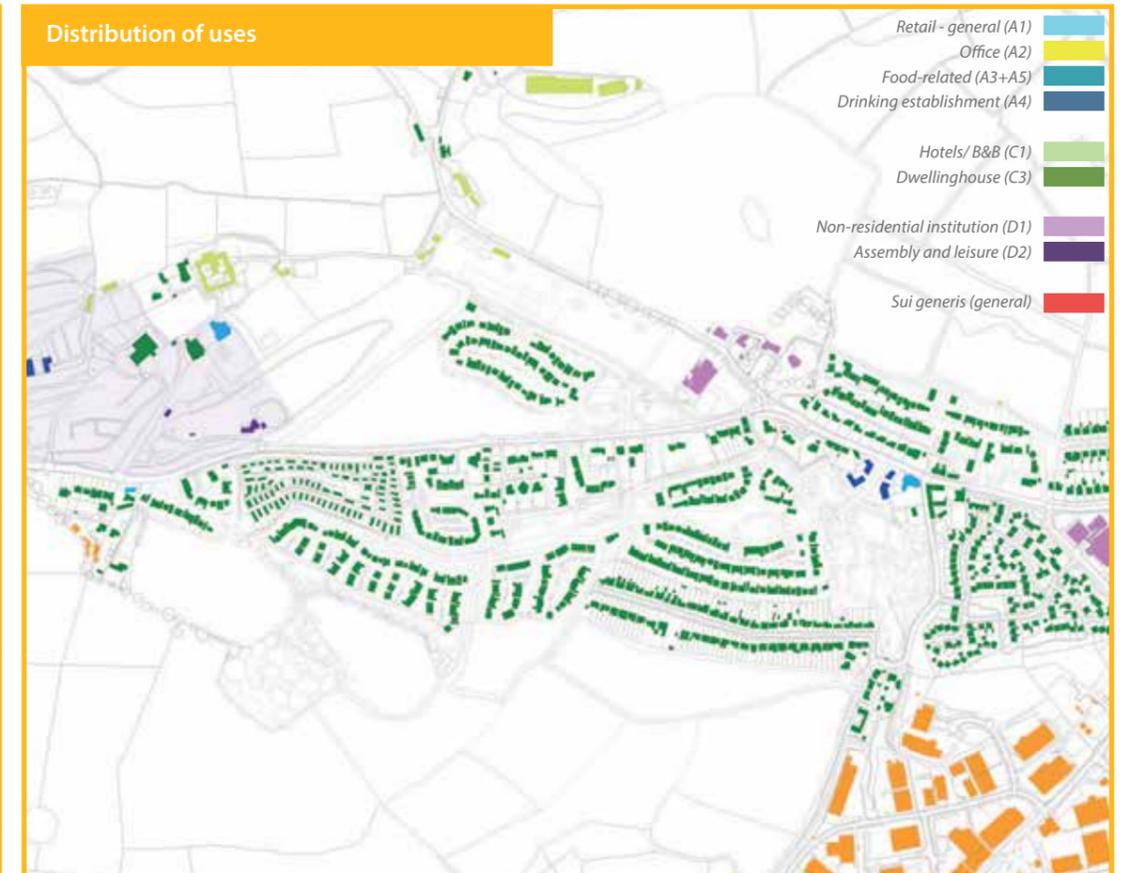
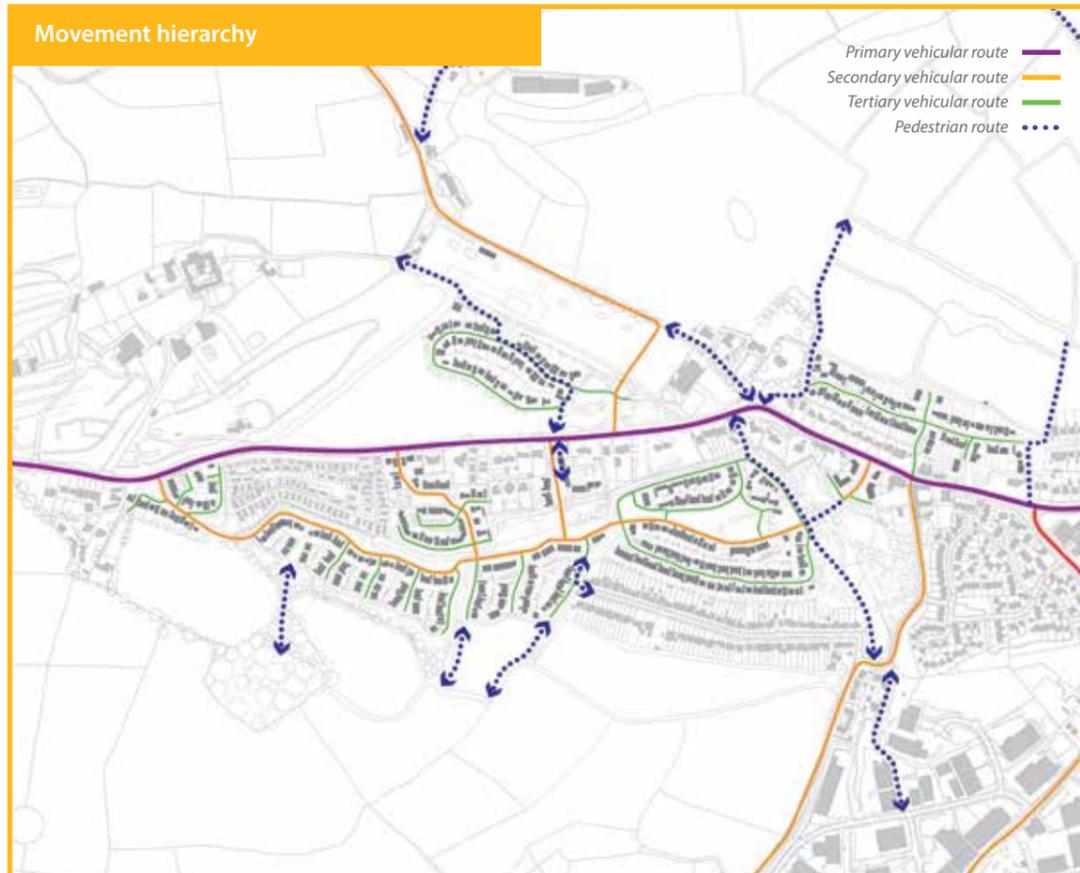
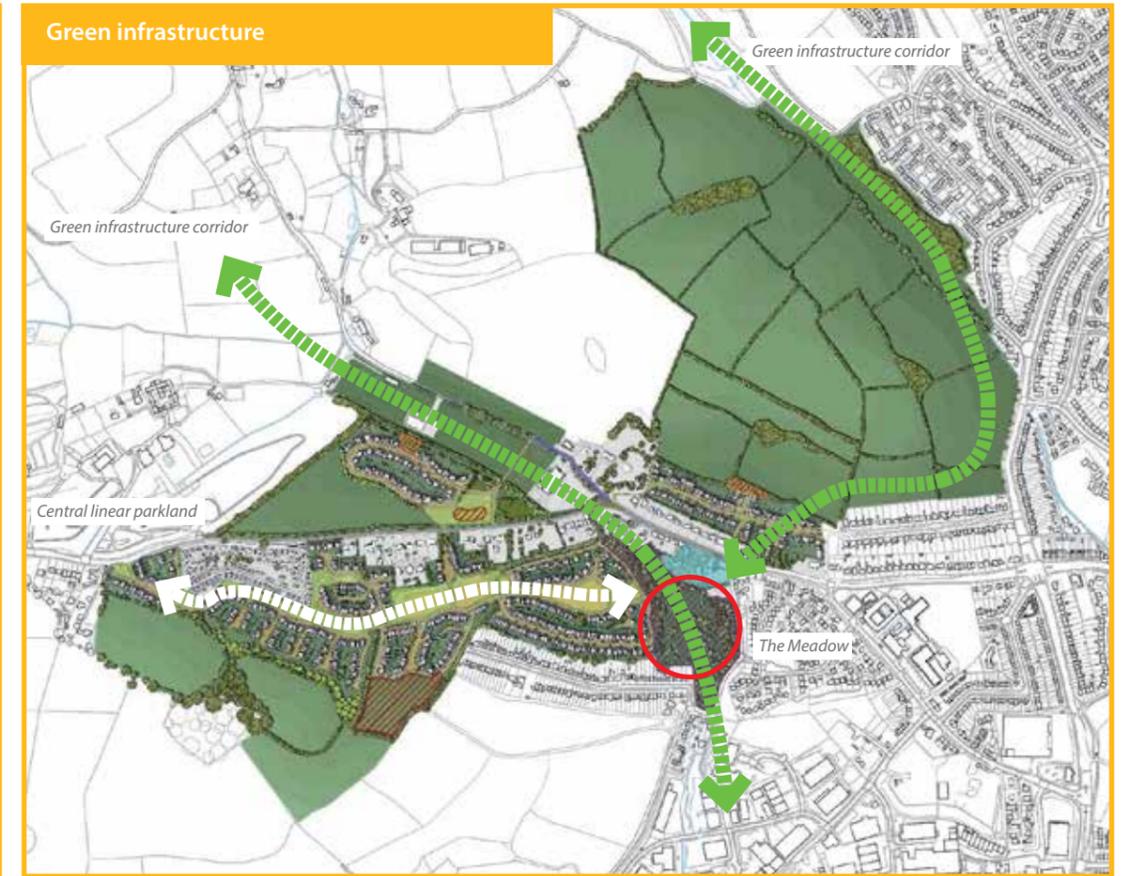
The masterplan has embedded within it a series of underlying strategies that makes the plan more robust.

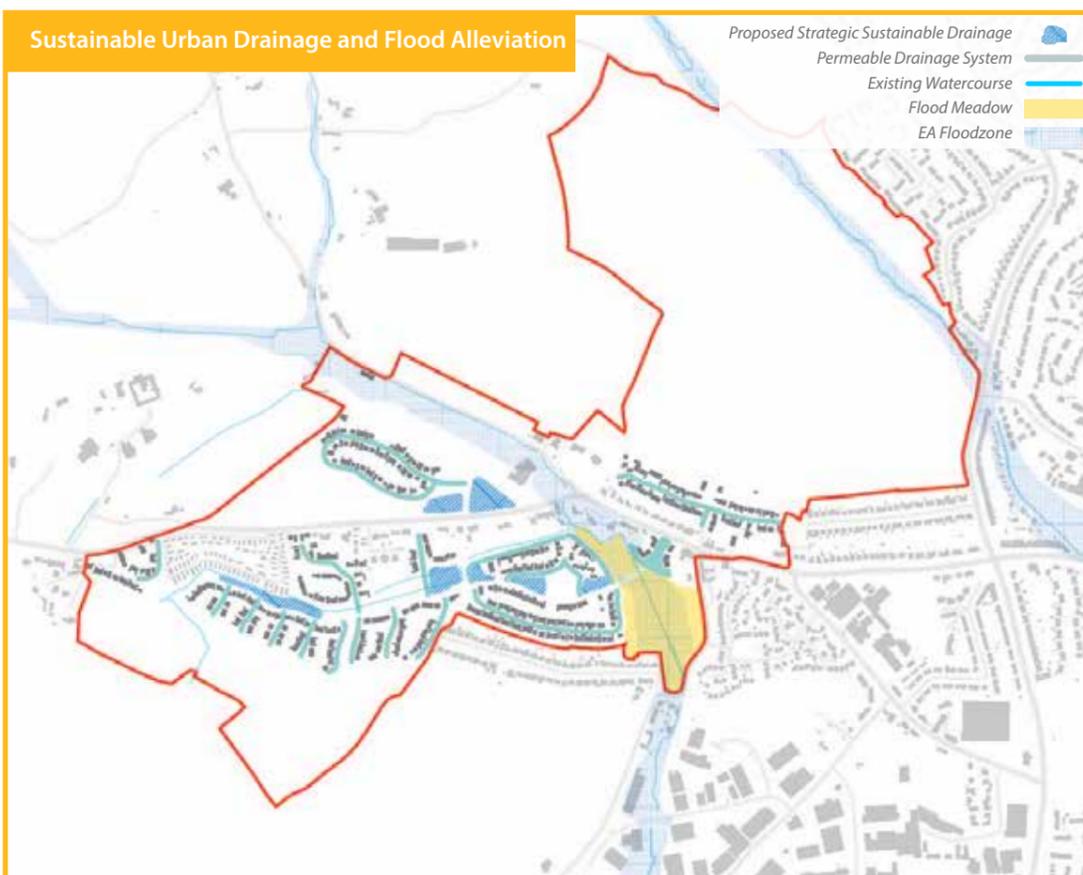
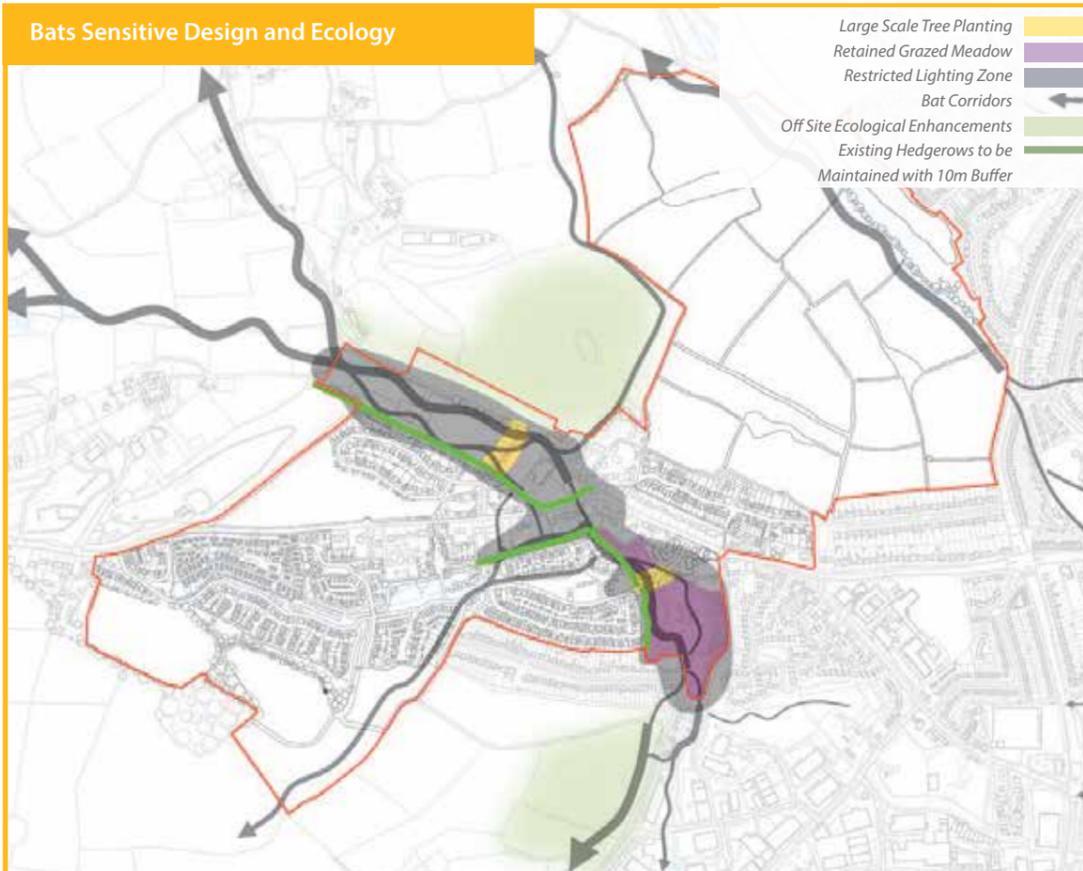
The proposals for the masterplan have been strongly guided by a number of key points, namely, the creation of a green infrastructure corridor running along the main stream through the middle of the village, and the integration of the local landscape characteristics into the development.

Movement patterns will change in some areas. While the Totnes Road will continue to carry the Totnes to Paignton traffic, local routes will provide vehicular access to the different phases of development throughout the masterplan area. However, there will also be a more comprehensive network of pedestrian and cycling routes that stitch together the new developments with the old. These will open up the local landscape to the local community.

One specific change to the road network is the provision of a new link road that diverts Blagdon Road to the west of the school. This will not only improve access to the school and Blagdon, but will also create a much stronger sense of place in the area between the school, the church and the parish rooms.

The masterplan that is presented here in this document is merely an indicative plan that demonstrates how the village can evolve in a sustainable way. There are likely to be other means of achieving such strategies through the implementation of different details by other parties when delivering the various aspects of the masterplan. The masterplan image is not a prescriptive one, but rather is an illustration of what can be achieved at Collaton St Mary when implementing a series of positive strategies for the village as a whole. It is based on a mix of 2-, 3-, 4- and 5- bed houses and reflects the mix of housing currently being promoted at other residential developments in the west Paignton area. Should market and demographic factors change, this will impact upon proposed unit numbers shown on this masterplan.





The green infrastructure corridor provides the necessary framework for ensuring that the village mitigates the risk of flooding within the village and further downstream. The green corridor promotes a greater degree of protection from climate change and encourages healthy living at the heart of village life. Opening up as much of this corridor for community use will improve the relationship of the village with the surrounding landscape. It will embrace new wildlife habitats and vegetation. It will seek to improve the foraging conditions for the greater horseshoe bats that fly through the village. The impact of roads within this corridor, both new and existing, will be subject to a series of detailed design measures that will reduce their impact on the bats. For example, restricted lighting zone, enhanced areas of vegetation that straddle over the roads along lines of hedgerows, off site ecological enhancements and bat roosts.



View looking along the central linear parkland

Landscape strategy principles

This landscape strategy forms the basis of the whole masterplan. It has informed both the general layout of the proposed scheme as well as its detailed components.

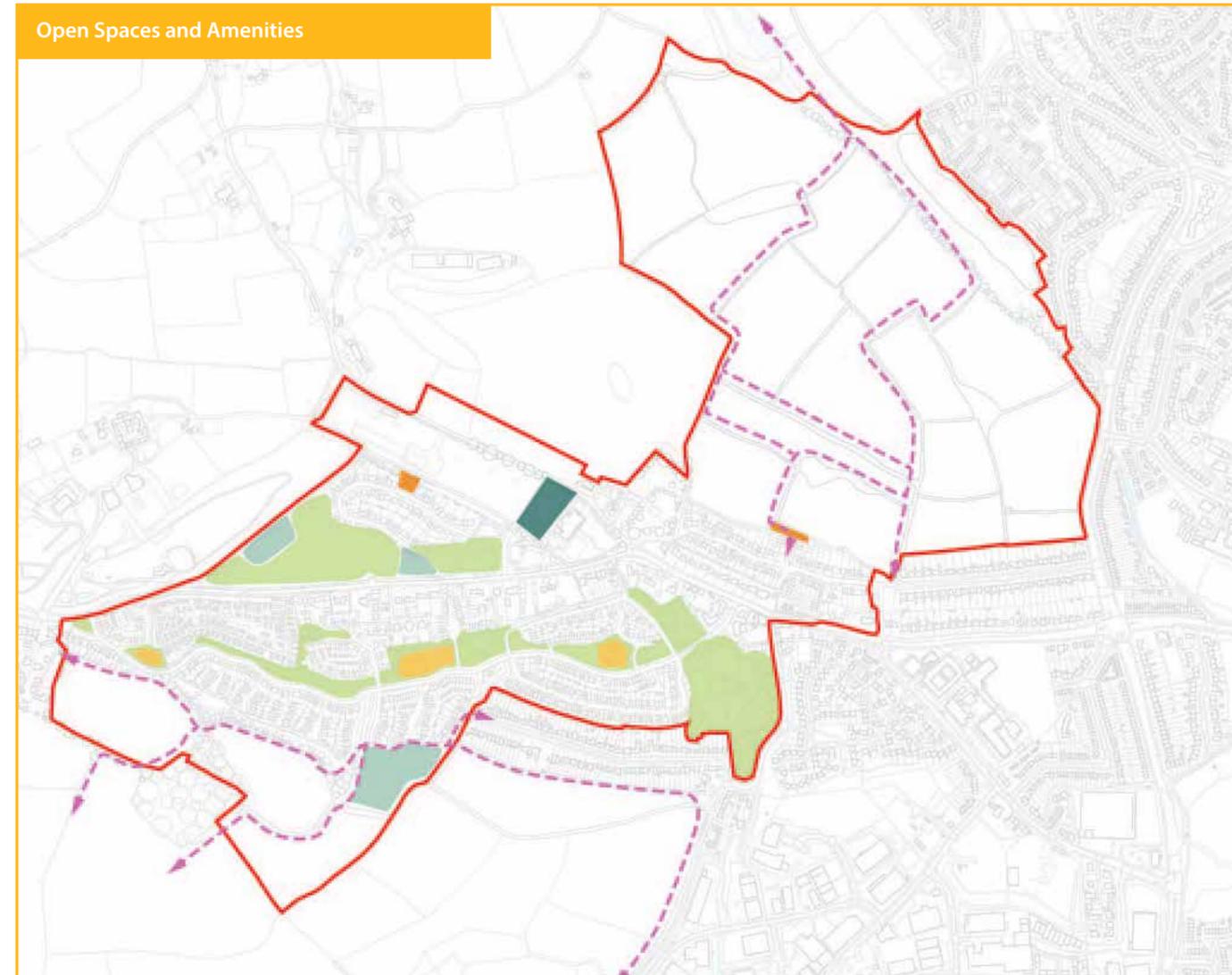
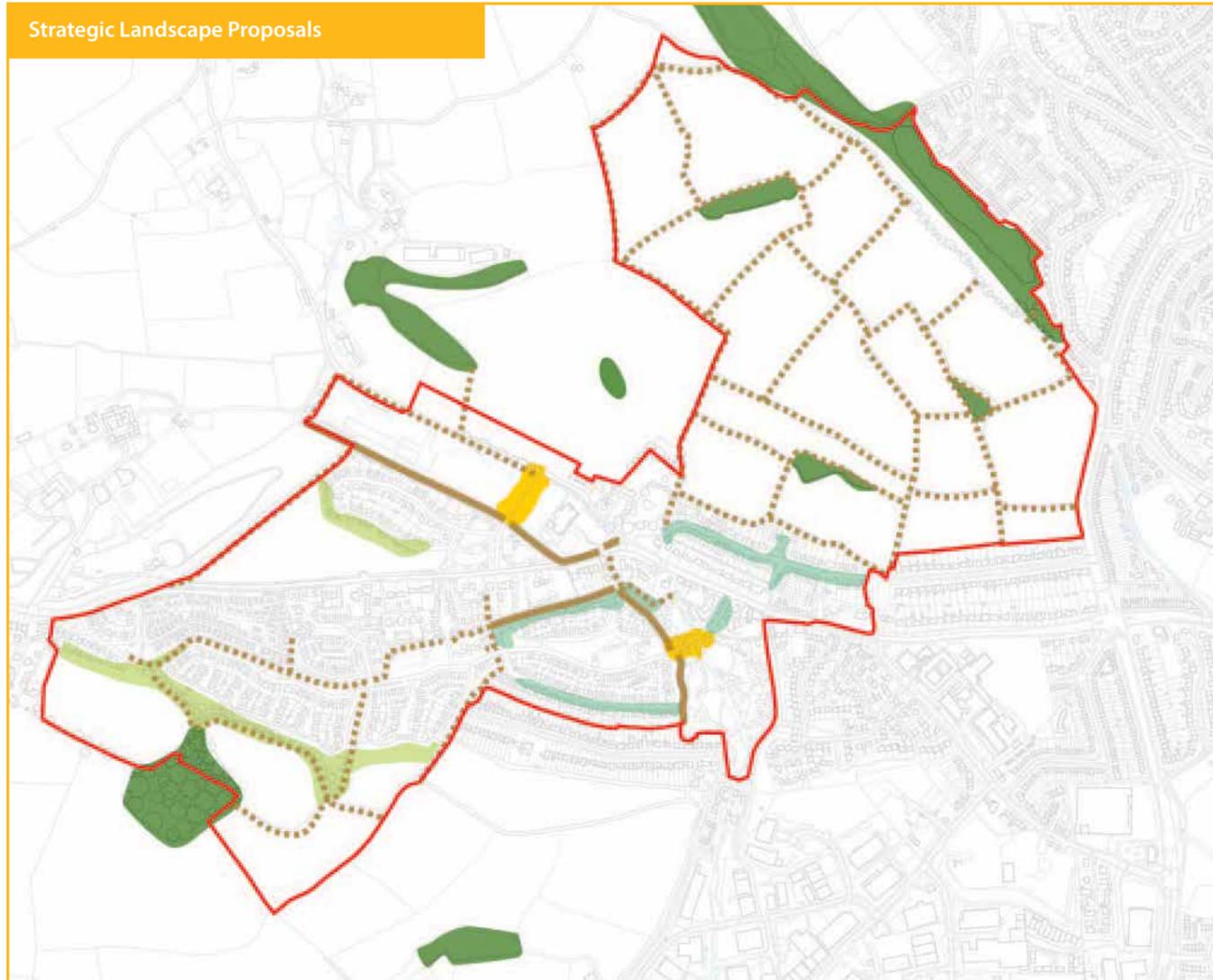
The continuous green infrastructure provides a green spine to the development linking a range of formal and informal parks and spaces. The strategy would include reinforcing existing hedgerows and strategic tree planting of native shrubs and trees.

These spaces include a variety of different types and sizes of formal play areas, informal public open space and an interconnected system of swales and wetland meadows; these features would aid drainage and enhance biodiversity and wildlife.

Landscapes associated to food production create an overarching concept to the development with the introduction of orchards, allotments and community gardens.

Several site specific enhancements are proposed to increase the biodiversity value of existing and proposed grasslands, particularly in relation to Greater Horseshoe Bats. Enhancements would also include bird, owl and bat boxes, reptile hibernacula, and invertebrate refuge.

An increased amount of formal and informal paths and spaces in and around the entire study area will improve accessibility for all to the countryside and beyond. The proposed footpaths such as woodland walks, hill and prospect walks to viewing points and could connect to wider green infrastructure network including connections to the Great Park Country Park.



- Existing Woodland of Local Importance ■
- Proposed Landscape Buffer Planting ■
- Proposed Street Trees ■
- Large Scale Tree Planting ■
- Existing Hedgerows to be Retained and Enhanced - - -
- Hedgerows to be Maintained With 10m Buffer - - -

- Formal Public Open Space/Play Areas ■
- Local Food Production Areas ■
- Orchards ■
- Sports Provision ■
- Strategic Countryside Walks - - -
- Informal Public Open Space with Water ■
- Sensitive Design and Ecological Enhancements ■



Phase 1

The first phase of development at Collaton St Mary comprises two different parts of the village. They focus on areas that have been developed in the past and are more appropriate for short-to-medium term development within the village.

At the western end of the village is the vacant motel site. It is surrounded by occupied uses on either side, including a static caravan site along its eastern boundary and a car showroom and dwellings to its west.

The development of this site will affect the long term viability of the rest of the masterplan proposals. This first phase needs to be designed and laid out in such a way as to ensure that access is safeguarded to future phases further east. In essence, this first phase will form one of 2 major gateways into the southern part of the masterplan. Therefore, its primary value is not in achieving maximum housing numbers on the site but rather in providing a gateway into a larger area.

The result of this approach means that the houses on this site are all accessed directly off the spine road rather than off the Totnes Road. A variety of open spaces will be provided, which will primarily serve the needs of the first phase houses but also the eastern end of the later phases.

At the eastern end of the masterplan, a second gateway is proposed for Phase 1. This tranche of work seeks to create not just a gateway into the southern part of the masterplan, but a social hub for the local community. This will include a mix of small scale local retail and social uses with residential accommodation on upper levels. The local centre, using the existing Parkers Arms public house as its starting point for its creation, will provide a social anchor at the eastern end of the village's main street to complement the more community-focussed anchor at the far end by the church and school. The viability of the centre will be enhanced by its proximity to passing traffic on the Totnes Road along with a strong and attractive relationship with the public meadow immediately adjacent.

The **Adopted Torbay Local Plan 2012-30 "A landscape for success"** states that while Collaton St Mary is suitable for greenfield development in a period beyond the next 10 years, it does also highlight the appropriateness of new developments on brownfield land. These two parts to Phase 1 identified in this section fall into that latter category of proposed building work. They enable Collaton St Mary to fulfil pressure on housing in the short term without compromising future housing growth in a sustainable way.

The first phase of the life of the masterplan will also be the period where the necessary upgrades to the existing infrastructure is carried out. The proposals set out in this masterplan help to eliminate uncertainty over possible future ad-hoc development in the village. This enables the relevant bodies to plan for future infrastructure needs in the area proactively rather than reactively in later phases. This includes upgrades to the sewerage network to improve the

conditions for the existing settlement as well as being able to accommodate future development. As part of the delivery of the local centre, a detailed highways study will be required to refine proposals for the main road through the village. Initial investigations suggest that a filter lane into the local centre, coupled with a rearrangement of parking, will improve accessibility for vehicles and pedestrians.

A visible part of the upgrade to the infrastructure works will be the creation of a publicly accessible meadow to the south of the local centre. This meadow is a multifunctional space that gives the local community a large open space for recreational purposes. The meadow will be planted in certain areas with flora that attracts as wide a range of birds, animals and insects as possible, which reflects the feedback received from local residents. Such an environment will be as much a place for learning as relaxing.

In much the same way as the space currently operates, it will be designed to naturally flood but in a more controlled way that takes account of greater volumes of run-off water from future phases.

This area falls within a major flight and feeding corridor for the greater horseshoe bat, a species that is protected under European legislation. The meadow will still provide foraging ground for the bats. It will, therefore, not be designed as a permanent wetlands but a generally dry area for flora and pasture to enrich their foraging environment. Additional survey work will need to be carried out to assess bat movements and inform necessary mitigation measures. The creation of a new pedestrian and cycling link from the local centre through to later phases of development to the west will be designed with a number of features to mitigate against any possible impacts on the bats. These will include:

- Lighting levels along the stretch of road within the flight corridor will not exceed 0.5lux
- The gap in the hedgerow created to facilitate the new link will be kept to a minimum width.
- At the point where the link crosses the hedgerow, additional taller planting may be used to raise the profile of the hedgerow and encourage the bats to continue their journey along the line of the hedgerow.

The route may need to be raised with a bridge to avoid flooding and facilitate the flow of water.



Number of units in Phase 1: 25-30 houses (plus 5-10 apartments depending on local centre details)

Proposed Masterplan: Phase 1



Density of development in Phase 1: 20 units per hectare approximately

Phase 2

The second phase of development Collaton St Mary will be the first where new residential accommodation is provided on greenfield land. This is expected to happen post 2024, as indicated by the Local Plan.

Following on from the delivery of Phase 1, where the new local centre is planned, this second phase is the first to supply a significant amount of new housing within the village. As with the brownfield developments in Phase 1, this part of the masterplan needs to future proof the delivery of a later phase. What happens here will influence the delivery of the rest of the masterplan.

The overall masterplan is founded on the basis of a central linear park that runs through the heart of the southern development phases. This parkland will ultimately extend all the way down to the motel site in Phase 1 where the link between the two gateways into the masterplan area will be completed. This park will act as a simple navigation device, whereby residents and visitors will find it easy to navigate their way through each part of the development.

The built form for this zone has been guided by the existing patterns of building surrounding the area. The strong linear nature of St Mary's Park to the south forms an impenetrable barrier and so the proposal seeks to screen these back gardens off with housing that faces into the masterplan area. The boundaries created along the northern edge, coupled with that of St Mary's Park and a narrowing in the landscape to the west, form a natural enclosure for this phase of development.

There are several areas where individual houses will act as mini gateways. The more prominent of these sit at the western end, where they will ultimately form a staging post along the journey through the masterplan. When Phase 3 is underway, the importance of these buildings to the wider area will become more apparent.

The linear parkland works to retain as many of the natural features that exist in the landscape as possible. This includes the stream running down from Windmill Hill Clump as well as the hedgerow running alongside the stream. This hedgerow is of benefit to the bats and so will be given some breathing space and a protective buffer along the development edge to allow it to flourish. Lighting levels along this edge will be kept to below 0.5 lux.

Within the heart of this phase is retention of a series of protected trees and vegetation. The existing farmhouse building will be replaced with new housing along the southern edge of the farm site, thus enabling the established trees to be incorporated into the linear parkland from the outset. The park will also facilitate pedestrian and cycling links to the wider village environment. The main one of these is that which connects the linear parkland with the Totnes Road adjacent to the school. This route forms a main cross masterplan connection and is an integral part of the green infrastructure corridor. The existing thatched cottage sitting on this stream-lined lane forms an appropriate signpost along this attractive connection within the village.



Number of units in Phase 2: 130-135 houses

Total at the end of Phase 2: 155-165 houses

Proposed Masterplan: Phase 2



Density of development in Phase 2: 20 units per hectare approximately

Phase 3

Away from the enclosed nature of the other phases, the overarching principle of Phase 3 is its connection with the wider landscape. It takes advantage of its location at the foot of one of the highest points in the Torbay landscape to draw views of it into the heart of the masterplan.

Phase 3 makes the full connection between all the previous phases of development south of the Totnes Road. It links not just the road network, but more importantly, the central linear parkland. This route will provide a significantly improved connection for pedestrians and cyclists that currently use the Totnes Road for access. The final stretch of parkland to be created will revolve around the existing streams and hedgerows that form strong linear features that extend right along into Phase 2.

While this part of Collaton St Mary is seemingly less constrained by existing buildings surrounding it, the existing built form of St Mary's Park and along the Totnes Road continue to guide the general form of development in this phase. The sloping nature of the land means that the contour lines on which the western end of St Mary's Park sit form the southern most extent of the new development. This helps to piece the new built form in with the existing in a more coherent manner.

The masterplan is keen to promote permeability throughout the scheme, and while Phase 3 has a more solid built line of properties along its northern boundary, a strategic pedestrian and cycle access route connects through to the Totnes Road facing the Car Boot Sale land. To the east, another pedestrian and cycle route links into St Mary's Park to better integrate the existing housing into the village environment. This link is not deemed to be appropriate for vehicular access though due to the constraints of the junction with Stoke Lane and the likelihood of creating a popular shortcut through St Mary's Park for Stoke Gabriel traffic.

However, the main design principle of this phase is the orientation of the streets to capture views out into the surrounding landscape. Glimpses of the sharply rising slopes of Windmill Hill will be a striking natural feature embedded within the journey along the spine of the masterplan. The landscape becomes a natural part of the experience of living at Collaton St Mary and forms a distinctive feature of the masterplan. Although starting to rise up sharply towards the ends of these streets, the gradients can be managed to capture the views without compromising access to individual houses.

For the time being, the static caravan park has not been included in the development proposals. That is not to say that it cannot be incorporated in the future. A limited number of potential access points through to that site have been identified at this stage, which will enable the site to be redeveloped at a later stage and piece harmoniously into its built surroundings. One of these access points lies in Phase 3, while another can be provided from within the motel site in Phase 1.



Number of units in Phase 3: 180-185 houses

Total at the end of Phase 3: 335-350 houses

Proposed Masterplan: Phase 3



Density of development in Phase 3: 20-25 units per hectare approximately

Phase 4

This last phase of development for Collaton St Mary provides for a mix of different developments and infrastructure improvements. It helps to resolve a number of issues that exist and were raised during the public consultation event.

The areas highlighted for development in this phase are not necessarily most suited for delivery towards the end of the life of the masterplan. Instead, they are standalone projects that can be delivered earlier without negatively impacting upon the other phases should the need or desire to develop these areas sooner arise. It is noted that there is currently stronger developer interest in these two sites, and fewer site assembly issues than with the land to the South of Totnes Road. Nevertheless, development of the areas will need to ensure that they are properly supported by infrastructure, particularly drainage/ flood prevention measures and the retention/ improvement of darkened corridors for greater horseshoe bats.

The first of these is the development on the Car Boot Sale land to the west of the school. This is an area of the village that has been subject to previous proposals. The Landscape appraisal that has been carried out has found that the upper slopes of the site to be more sensitive due to their prominence in views from the Totnes Road to the outlying hills which form an intrinsic part of the village setting, and in views from wider countryside to the north and north-west. The appraisal concluded that the lower slopes are more appropriate for new development without compromising those views. As a result, the masterplan proposes that new residential accommodation sits below the curving 60m contour line and careful thought guided by detailed landscape and visual appraisal, will be required to ensure that development is contained within the more discreet parts of this area and that key views are protected.

An integral part of this phase is the provision of open space for food production for the use of the whole local community. This includes space for allotments, which will have good pedestrian links back to the rest of the masterplan area. Its connectivity, combined with a high degree of visibility from the Totnes Road, will help to ensure its appeal and success.

Within the landscape strategy for this area, the hedgerows have been protected with 10m wide buffer zones. With back gardens facing the hedgerows, there will be no impact from street lighting adversely affecting the bats' flight corridor. A break in the line of housing along the northern edge will ensure that access to the hedgerow is maintained. A community orchard will be grown here to give the space character and civic purpose.

Access to this development will be from a new link road connecting Blagdon Road with the Totnes Road. This new link will provide a number of benefits to the local community by simplifying the vehicular movement through the northwestern quadrant of the masterplan area. Current traffic along Blagdon Road passes the primary school at a narrowing in the road width, which becomes congested during pick-up and drop-

off periods for the school. With just a single line of traffic able to squeeze through, the problem can extend back out onto the Totnes Road. The provision of a new link road will mean that through traffic can bypass this end of Blagdon Road. The existing junction with Blagdon Road will effectively be relocated further to the west on the other side of the school. This will result in the new link road serving the new residential development, the through traffic from Blagdon and the school. The alignment of the road is such that the school is given space to increase its outdoor area. Pick-up and drop-off traffic will use this facility.

The creation of a new road to link from the Totnes Road to Blagdon Road through to later phases of development to the west will be designed with a number of features to mitigate against any possible impacts on the bats. These will include:

- Lighting levels along the stretch of road within the flight corridor will not exceed 0.5lux
- The gap in the hedgerow created to facilitate the new road will be kept to a minimum width. Measures such as reducing the road width to lane at this point could be explored in more detail later
- At the point where the road crosses the hedgerow, additional taller planting is used to raise the profile of the hedgerow and encourage the bats to continue their journey along the line of the hedgerow. A consequence of this link road is the ability to pedestrianise the stretch of Blagdon Road between the Totnes Road and the new link road. Creating a more community focussed environment here will help to better connect the church, the school and parish rooms. It will also strengthen the green infrastructure corridor that runs through the heart of the village. The character of this street will be significantly improved with the reclaiming of the space for the local community along with the opening up of the stream adjacent. It will provide a much safer connection to the school from the rest of the village.

The second area for development is that to the north of the village centre. The landscape character appraisal has deemed the lower end of these slopes to be less sensitive where it can accommodate new housing, forming a continuation of the built line of Borough Park Road. With good pedestrian links back into the heart of the village, new housing here will help to strengthen the core of the village and improve access to the local centre from Borough Park Road.

Vehicular access is proposed via Borough Park Road. Direct access onto the Totnes Road is not deemed to be appropriate due to the unsuitability of the junctions with the Totnes Road. However, the pedestrian routes will line up with a number of existing passageways and with the existing pedestrian crossing facility leading to the Paignton Community and Sports College.

There is scope within this development to accommodate live-work units, if there is a demand for them. Such a location would be ideal due to its close relationship with the local centre and easy access off the Kings Ash Road.



Number of units in Phase 4: 105-110 houses

Total at the end of Phase 4: 440-460 houses

Proposed Masterplan: Phase 4



Density of development in Phase 4: 20 units per hectare approximately



This masterplan seeks to ensure that development is proposed which meets the needs of the future within the context of the present. In presenting an overall masterplan for the future of the village, the Council have demonstrated their commitment to ensuring that future growth is integrated with the existing village.

Delivery.

As noted earlier in this masterplan, the Council have identified Collaton St Mary as a future growth area for the Torbay area. However, whilst indications are that the village can accommodate future housing growth, aligned to general improvements to the village's services and infrastructure, this masterplan seeks to ensure that this is delivered in a manner which is sensitive to the existing settlement, reflecting the individual character of the area. It is this sensitive approach which will ensure that any new development can be understood within its context and be considered acceptable by local people.

Phasing

The approach to phasing of the development proposed in this masterplan is critical to ensure that the development process is managed in a way which causes a minimum degree of disruption to local residents whilst also ensuring that the final built environment is a success both in terms of its design outcomes but also financial success through sales. Indicative phases are as follows:

| | Masterplan proposal |
|----------------------------|---|
| 1 – First 10 years to 2024 | Redevelopment of brownfield motel site to accommodate circa 25-30 houses. Local Centre development to provide focal for local community and building connections between different parts of the village. |
| 2 – Post 2024 | Delivery of circa 130-135 houses. |
| 3 – Post 2024 | Delivery of circa 180-185 houses Extension of the green spine to create complete connection with Phase 1. Removal of the temporary road (created during Phase 1) with pedestrian only link remaining. |
| 4 – Post 2024 | Delivery of circa 105-110 houses on sites to the north of the village. Land safeguarded for future school expansion. Remaining section of Blagdon Road pedestrianised creating second community focal point created adjacent to the church. |

Whilst the residential park home site at Beechdown Park is noted within the masterplan to remain in its current developed form, should the site become available at a future date there is potential



Governance

As a Council-led masterplan, we remain responsible for the overall governance and leadership required to ensure the delivery of the aims and aspirations presented here. However, a range of partners will need to be involved to deliver individual elements of the masterplan, particularly in relation to key infrastructure, including the upgrades to the sewerage, the implementation of green corridor and the residential developments.

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

As an early adopter of the Neighbourhood Plan process, there are three active forums across the Torbay area has, each of which is at varying stages of progress in the formulation of plans. The Paignton Neighbourhood Forum are preparing a plan which, amongst others, covers Collaton St Mary. **The new Torbay Local Plan has now been adopted, and once the Paignton Neighbourhood Plan has been examined and adopted, it will also form part of the development plan.**

This masterplan is anticipated to perform a central role in both, but particularly the Neighbourhood Plan, which will itself be a critical tool to guide future development within Collaton St Mary in a manner which ensures that development is delivered sensitively and is integrated with the existing he town centre area.

Funding

The Council recognise that investment decisions to undertake residential development are heavily dependent on a number of issues, including but not limited to development viability driven by land value and relevant site specific constraints. To this end, any decision on the part of landowners and developers to progress the development of sites identified within this masterplan will be driven by the availability of funding.

The Council are understandably not in a position to provide financial support to the physical development of this masterplan. However, as a Council led masterplan, we are committed to realising development within Collaton St Mary within the concept and parameters proposed. Therefore, where potential developers engage with the Council in a pro-active manner and commit to the aims of the masterplan, we will endeavour to provide appropriate support where possible. This may include assistance to prepare detailed site briefs and design codes or facilitating pre-application discussions with key stakeholders (for example consultees or infrastructure delivery partners).

The Council may also be able to facilitate the provision of targeted funding or support from the Heart of the South West Local Enterprise Partnership to provide assistance in delivery critical infrastructure which helps to unlock development of economic benefit.

Landownership

The control and direction of use relating to private ownership of land is not within the remit of the Council. It is therefore recognised that the future delivery of this masterplan is to some degree outside of the Council's control. However, we consider that by developing a masterplan which seeks to see future development delivered in a strategically co-ordinated manner, the Council have taken a positive and definitive step in signalling to landowners that development of high quality and vale can be delivered to meet the future needs of Collaton St Mary.



Recommended Future Strategies

The delivery of this masterplan requires continued partnership with the local community, along with a range of other stakeholders to ensure its successful implementation.

We have identified within this section our proposed phasing plan for the delivery of the future enhanced settlement of Collaton St Mary. The phasing has been developed with consideration of the existing community at its heart in order to ensure that any potential disruption is kept to a minimum and to allow for key developments which will benefit the local community to be delivered early, for example the new Local Centre being developed as a key part of Phase 1.

In order to progress the phased development in accordance with these masterplanning principles, to ensure that delivery is within existing or new infrastructure and to maintain the existing positive sense of community within Collaton St Mary, we propose the future strategies:

- The development of a more detailed strategy to identify the specific infrastructure needs based on the requirements of the individual partners and the negotiated funding to deliver critical elements of this;
- A strategy will be developed which places the existing residents and community as key stakeholders to future development.
- Engagement with the Paignton Neighbourhood Forum will be continued to ensure that the Masterplanning principles are carried through to the emerging Paignton Neighbourhood Plan, ensuring that the masterplan (which builds on the Local Plan Future Growth Area) is central to the Development Plan at all tiers.
- Detailed Technical Assessments will be required to inform the preparation of any subsequent planning application to deliver the development proposed within this masterplan. This will include, but not be limited to, flood risk assessments, further ecological studies, transport assessments and potentially full EIA. Future applicants should satisfy themselves of the requirement to undertake these studies.

7.0



Appendix

**HRA Site Appraisal Report of Torbay Local Plan
Strategic Delivery Areas
(Proposed Submission Plan)**

Extract Relating to Totnes Road

M J Oxford CEng. FIEEM.

Kestrel Wildlife Ltd

October 2014

**HRA Site Appraisal Report of Torbay Local Plan
Strategic Delivery Areas
(Proposed Submission Plan)**

Extract relating to Totnes Road

Prepared by Kestrel Wildlife Ltd

Date: 20 October 2014

Version: **Final version for Circulation within Torbay Council and with Natural England**

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A report by Kestrel Wildlife Ltd on behalf of Torbay Council.

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This report was prepared by:

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5.3 SDP3.3 Totnes Road Future Growth Area**Key Characteristics**

5.3.1. The Totnes Road (Land around Collaton St Mary) Future Growth Area is a composite site centred around the village of Collaton St Mary; as such it encompasses a number of land parcels and these are shown on Map 6 of this report. Each are identified separately by a capital letter (e.g. 'A', 'B', 'C' etc) and their key characteristics are described in turn below.

NOTE: Further details on the landscape character of the area around Collaton St Mary can be found on pages 28-29 and pages 65-67 of the Torbay Landscape Character Assessment.

5.3.2. This Future Growth Area lies within the northern part of the Berry Head Component of South Hams SAC *Sustenance Zone* (an area identified in Natural England's South Hams SAC guidance (2010) as being of particular importance for GHBs). It also has several *Strategic Flyways* running through it and these generally follow the lower slopes of the valleys (see Map 6 at the end of this report). One flyway runs along the northern side of Area 'A', while the others run through the centre of the village in an approximately north-south direction through areas C, F and G (see Map 6 of this report).

5.3.3. There are historic records of at least 6 Greater Horseshoe Bat roosts along the valley between Collaton St Mary and Stoke Gabriel (approx 3km) to the south. There is also a historic record of a roost just outside of Collaton St Mary to the north-east of the village. And the porch at St Mary's Church is also believed to be a 'night perch' for what is probably an individual bat foraging in the immediate vicinity (bat droppings were most recently identified on the floor of the porch on the 5th June 2014).

5.3.4. Based on the precautionary principle, and informed by the local proximity of these roosts on either side of the village, it is assumed that GHBs commute through Collaton St Mary, moving in an approximately north-south direction and vice versa.

5.3.5. Map 7 shows the high ground around Collaton St Mary and emphasizes that Natural England's *Strategic Flyways* runs through the valley bottoms. Further general context is also presented in Photo 1 (looking toward the centre of the village from the high ground just to the north-east of St Mary's Church) and in Photo 2 (looking north-eastward towards the centre of the village from a location east of Brake Copse). It is clear from these photos the extent to which tall hedgerows and mature trees are prevalent through and around the centre of the village; as such, these are likely to offer suitable and sheltered flyways for commuting bats.

5.3.6. **Area 'A'** is comprised of an area of high ground to the north of Collaton St Mary on the southern slopes of the Upper Clennon Valley. The area appears to be quite intensively farmed, with a mix of pasture, ryegrass leys and arable fields. To the north and east, the area slopes gently downhill towards the built-up edge of Paignton, with the eastern boundary being marked by the wide and well-lit A380 (Kings Ash Hill). The highest part of the area is marked by a long line of mature trees running approximately south-east to north-west, and to the south of this the land slopes more steeply down to the village and the A385.

5.3.12. This area runs along the centre line for the *Strategic Flyway* identified by Natural England (see Map 6 at the end of this report).

5.3.13. Planning permission for a new poultry unit has been granted consent by Torbay Council at the northern end of area 'C' adjacent to the northern apex of area 'D' (planning reference P/2012/0865). As a condition of consent, this unit will be unlit and it is not expected to affect the movement of horseshoe bats through these fields or along the adjacent hedgerows.

5.3.14. **Area 'D'** is comprised of one large triangular field of semi-improved grassland; currently used for a hay crop and occasional use for car-boot sales. The southern boundary runs along the A385 and is marked by a 2-3 metre grass verge, an old metal fence and a line of planted semi-mature trees. The highest point of area 'C' is to the west, and from here the land slopes down toward the village centre and also towards the hedges on the north-western and north-eastern boundaries. These boundary hedges are mature and contain numerous tall trees.

5.3.15. Tall mature hedges, with hedgerow trees, lie along both the north-eastern and north-western boundaries.

5.3.16. A full season of survey effort has been undertaken in accordance with NE's 2010 South Hams SAC guidance on behalf of Taylor Wimpey in support of their planning application for the site (planning reference P/2013/0572). The results of these surveys show that there was some greater horseshoe bat activity along the hedges on the north-western and north-eastern boundaries, with overall greatest activity along the latter hedge, which is shared with area 'C'. However, no horseshoe bats have been recorded foraging across the open grassland in area 'D'.

5.3.17. **Area 'E'** lies opposite area 'C' on the southern side of the A385 (Totnes Road). There is a line of built development along almost the entire northern edge of area 'E' where it abuts the main road. In the western part of this area, there is also a hotel complex and next to this, to the east, is a dense area of small residential 'mobile' homes.

5.3.18. The land behind the residential development along the A385 slopes downhill for a short distance before rising again towards the high ground around Brake Copse south of Collaton St Mary (see details of topography on Map 7). The land immediately behind the settlement is largely under arable cultivation while the higher slopes appear to be under a mix of arable and permanent pasture.

5.3.19. Two tall very well developed hedges run up the slopes in a southerly direction (see Photo 2), and these would provide a strong sheltered corridor for commuting horseshoe bats. They also link the *Strategic Flyway* in the valley bottom with Brake Copse and the open countryside beyond; also permanent pasture immediately to the east of Brake Copse may provide suitable foraging habitat for foraging bats.

5.3.20. **Area 'F'** has residential properties along its northern boundary (fronting onto the A385) and also along the southern boundary along St Mary's Park road. The area is relatively low lying with the highest point in the south-west corner.

5.3.21. There are three fields (pasture) and one large residential property (Marbrook) situated in the middle of area 'F'. All of the boundaries around area 'F' are comprised of tall mature hedges with tall hedgerow trees (see Photo 2 - right hand side beyond the closest hedgerows).

5.3.7. With the exception of mature trees and the tall hedgerow in the valley bottom along the northern boundary of area A, other hedgerows across this area tend to be relatively low and well maintained in a box shape. There are two small woodland copses on the upper northern and eastern slopes and, while the copses and hedges offer some shelter for commuting/foraging GHBs, the areas of higher ground are generally quite open and exposed. Consequently, the *Strategic Flyway* identified through this area (see Map 6) follows the more sheltered line of the northern most hedge along the bottom of the valley.

NOTE: The *Strategic Flyway* through area 'A' connects open countryside to the west with the Clennon Valley which lies to the east of the A380. There are historic records of greater horseshoe bat roosts in the Clennon Valley (e.g. near Paignton Zoo) meaning that, at least in the past, GHBs have been using the valley.

There are substantial areas of suitable foraging habitat throughout the valley; including: areas of open grassland (although most of this is amenity); substantial areas of broadleaved woodland and scrub; and a string of open water bodies stretching from Paignton Zoo (at the upper end) to the southern edge of the sports pitches associated with Torbay Leisure Centre (at the lower end of the valley).

The open undeveloped eastern end of the Clennon Valley is approximately 250 metres wide and is separated from the coast by the A379. However, this main road is unlikely to act as a complete barrier to GHB movement, as there are hedges, scrub and tall trees along both sides of this section of the road. And it is not lit as brightly as the pinch points along the A380 and A3022 at the top end of the valley (see points 7 and 12 on Map 6). Also, in places mature conifer trees along the A379, and nearby hedges and scrub, offer GHBs the opportunity of potentially safe, high level 'hop overs' across the road.

If GHBs do cross the A379 it is possible that they regularly or seasonally commute and/or migrate back and forth along the coast towards the Berry Head Roost. This route into the Clennon Valley would be far less 'intimidating' to GHBs than via the intensively developed, and very well lit, western end of the valley around the Totnes Road, A380 and A3022 junctions.

5.3.8. **Area 'B'** lies on the lower slopes of the high ground identified in area 'A' above, and sits against the northern side of Collaton St Mary (see distant views on the right hand side of Photo 2).

5.3.9. The fields appear to be under permanent pasture and tend to be slightly smaller than on the northern slopes of area 'A'. As such, area 'B' probably offers slightly better and more sheltered foraging habitat for GHBs. The village church and surrounding tall trees and mature hedges form the western boundary of this area, while the eastern boundary abuts the housing at the end of Borough Park Road. There is a possible horseshoe bat roost (source Natural England) towards the eastern side of area 'B'. Mitigation associated with development within area 'B' should be in accordance with the mitigation objectives set out in paragraph 5.3.39 below (in particular with objectives ii, iii, x, xi, xii, xiii, xiv and xv).

5.3.10. **Area 'C'** is in the valley bottom to the north of the A385 and is formed from a series of long thin pasture fields (pony paddocks) that extend from the village school and church in an approximately north-easterly direction along the valley bottom. The northern boundary of area 'C' is marked by a brook, a tall mature hedge with tall hedgerow trees, and the lane that runs to Lower, Middle and Higher Blagdon. There are also a string of eight small ponds along the inside of the hedge through area 'C'.

5.3.11. The southern boundary is also formed by a tall mature hedgerow that abuts area 'D'. GHBs have been recorded along this hedgerow (from results of work undertaken by EAD Ecological Consultants in 2013 on behalf of Taylor Wimpey to inform their planning application for residential development on area 'D').

5.3.22. The hedge along the eastern boundary is particularly noteworthy because it forms a very strong linear landscape feature running approximately north-south and, as such, offers an almost optimal commuting route for horseshoe bats passing through the middle of the village. It also forms the western edge of area 'G' which appears to offer optimal foraging opportunities over cattle-grazed pasture in association with a water course and damp/marshy habitat (see 'G' below).

5.3.23. In the northern part of area 'F', the line of residential properties along the A385 are broken by two vegetated gaps (see pinch point 2 on Map 6 of this report). In effect, these form two narrow green corridors and in association with tall trees on either side of the A385 (in particular a mature Holm Oak on the southern side), they offer a potential dark high level 'hop over' across the main road for commuting bats (see Photo 3).

5.3.24. **Area 'G'** is formed of flat low-lying land and is located in the centre of the village. It has a small watercourse running through it, flowing north-south, and on either side of this there is cattle-grazed pasture in association with areas of tall damp/marshy habitat. As such, this type of habitat mosaic offers potentially optimal foraging opportunities for horseshoe bats. The hedge along the western boundary of area 'G' is also particularly noteworthy because it forms a very strong linear landscape feature running approximately north-south and, as such, offers an almost optimal commuting route for horseshoe bats passing through the middle of the village. There is a similar tall hedgerow feature, also running north-south, towards the eastern edge of area 'G', although this is only 100m (approx.) in length. To the east of this latter feature is a very narrow field that abuts Stoke Road, where the boundary is marked by a post and rail fence and short broken sections of thin hedgerow.

5.3.25. The northern edge of area 'G' has residential and commercial properties that front onto the A385 in the centre of the village. These include a car showroom and the Parker Arms Public House on the corner of Stoke Road. These properties represent an almost unbroken line of development along the southern side of the A385. However, there is a thin green corridor (comprised of a large private garden) that follows the line of the brook where it passes under the A385 and then links into the grounds of the primary school at the southern end of area 'C' (see point 1 on Map 6). This pinch point appears to offer one of the most likely flight routes across the main road, especially as it is linked, both north and south, to near-optimal foraging and commuting habitat. The A385 Improvement Scheme will need to take account of this pinch point.

5.3.26. The southern tip of area 'G' narrows into another pinch point between residential properties and where the Stoke Road takes a series of sharp bends (see point 3 on Map 6). There are a number of streetlights at this location, which might to large extent normally deter greater horseshoe bat movement. However, as with the northern pinch point in area 'G', horseshoe bat habitat immediately to the north and south are near-optimal and this location is considered to offer the most likely route through the southern end of the village – and a crucial one if Natural England's *Strategic Flyway* is to function through the landscape as hoped. It should therefore not be developed.

5.3.27. South of point 3, horseshoe bats would appear to have two alternatives for commuting routes

- To follow uninterrupted dark flyways southward along the tall hedges on both sides of Stoke Road (see point 4) and/or:
- To follow the line of the watercourse, a small block of woodland and a relict tall hedgerow running through the Yalberton Industrial Estate (see point 5 and area 'H' on Map 6). This area is well lit at night.

5.3.28. **Area 'H'** covers the Yalberton Industrial Estate. While it does not form an integral part of the Local Plan proposals for the Totnes Road Future Growth Area, the Estate does form an important element within the 'landscape' south of Collaton St Mary and provides further context for how GHBs may be active in the wider area around the Growth Point (identified as a Neighbourhood Plan potential employment development (improvement) area).

5.3.29. A full characterisation and appraisal for area 'H' is provided in Section 5.4 of this report.

Does future development of the Totnes Road Growth Area have the potential to impact the integrity of the South Hams SAC?

5.3.30. The growth Area is within the South Hams (Berry Head) *Sustenance Zone* and also has two *Strategic Flyway* running through it.

5.3.31. A number of landscape features, likely to be of major importance to GHBs, offer suitable (or even optimal) foraging and commuting habitat close to and through the village (see Map 6). These include:

- The long thin fields, small ponds, watercourse and mature hedgerows in area 'C';
- The watercourse, tall mature hedges and cattle-grazed pasture in area 'G';
- The mature hedgerows around area 'F';
- The mature hedgerows running southward through area 'E'.
- The watercourse, hedges and garden features either side of the A385 at Pinch Point 1 on Map 6

5.3.32. These landscape features contribute to the overall connectivity and functionality of the *Strategic Flyway* along the valley through Collaton St Mary.

5.3.33. Development in an inappropriate location and/or of an inappropriate design have the potential to adversely affect GHBs and thereby be likely to impact on the integrity of the South Hams SAC. This might be as a result of one or more of the following

- loss of grazed pasture which would reduce the extent of potential foraging habitat available to bats;
- severance of habitat connectivity through the centre of the village (particularly at pinch points) caused through loss of mature hedgerows and/or tree lines and/or through widening of the A385;
- loss of tall trees and associated woody vegetation on either side of the A385 that currently are assumed to provide relatively dark and safe crossing points over the main road;
- disturbance to bat foraging and commuting habitat that is to be retained within future development (e.g. as a result of increased light levels) so that GHBs are no longer able to make use of these features.

5.3.39. *Design Restrictions/Constraints should:*

- Maintain existing connectivity of bat commuting and foraging habitat through and around Collaton St Mary in accordance with the flyways shown on Map 6 (unless it can be established through detailed bat surveys that relevant areas are not in use by GHBs);
- Achieve no net loss of foraging habitat (especially within area G on map 6) unless it can be established through detailed survey that the affected areas do not (and could not) support foraging GHBs;
- Achieve no overall net loss of existing hedgerows and trees within the Future Growth Area identified on Map 6;
- Avoid light spill in bat flyways and foraging areas i.e. achieve light levels less than 0.5 lux in sensitive locations;
- Achieve road layouts associated with new development that do not sever or interrupt key bat flyways;
- Establish the proposed village green outside of optimal areas of foraging habitat in area G (e.g. locate village green on the eastern side of area G rather than in the centre of this area);
- Ensure that the design of any new proposed bus lane (See Transport Local Plan 3 March 2011 Section 7.20) and associated cycleway and footpaths along the A385 avoids any adverse effects on habitat connectivity at the pinch points at 1 and 2 on Map 6, including those arising from:
 - widening the road to accommodate a bus lane/cycleway/footpath that would require removing trees on one or both sides of the carriageway), and/or;
 - introducing new and/or brighter street lighting through the pinch point.

Habitat Mitigation/Enhancement Opportunities should:

- Create a green corridor along the northern edge of area F (behind the properties fronting the A385) in order to maintain access to 'hop-over' points provided by mature trees along the main road (see point 2 on Map 6);
- Enhance/replace existing street lighting in 'Pinch Points' (see Map 6) to reduce current extent and/or levels of illumination (while maintaining necessary highway and pedestrian safety) in order to minimise disturbance and severance effects from light spill across key flyways;
- Undertake habitat creation/enhancement to provide new tree lines and hedgerows in the surrounding landscape (e.g. within the proposed Green Infrastructure) to strengthen bat commuting habitat in the wider landscape;
- Provide landscape buffers between bat flyways/foraging habitat and the new built development – these should ideally be 10m wide;

5.3.34. The most likely significant effect from proposed development within the Future Growth Area is the potential restriction on the bats' ability to disperse and move to and from foraging areas either side of the village. Such movement may occur on a regular daily basis, or on a more infrequent seasonal basis e.g. in the early spring and late autumn when the bats may be using routes through the village in order to migrate to and from their hibernation roosts used through the winter.

5.3.35. In order to meet the requirements of Habitat Regulations Assessment, it is therefore essential that adequate mitigation be provided that ensures (i) there are no further restrictions on potential movement of GHBs along the strategic flyway through the village and (ii) the retention and enhancement of foraging opportunities (see para 5.3.37 below).

Is it likely that potential impacts will require Habitat Regulations Assessment (HRA)?

5.3.36. Development of the Totnes Road Future Growth Area will need to be informed by detailed bat surveys and accompanying ecological assessments. Wherever GHBs are confirmed to be present, then a Habitat Regulations Assessment will be required to determine whether the integrity of the SAC is likely to be affected adversely. It will only be possible to avoid a full Appropriate Assessment if detailed mitigation measures are incorporated into development proposals to demonstrate (when examined against the 'Likely Significant Effect' (LSE) test) that there will be no likely significant adverse effect on the integrity of the South Hams SAC.

Is it likely that impacts can be mitigated effectively?

5.3.37. Mitigation measures for GHBs should support the SAC *Conservation Objectives* set by Natural England and also promote *Favourable Conservation Status* for this species (see Appendix B). As such, mitigation measures for the Totnes Road Future Growth Area should aim to:

Facilitate ease of movement and conserve energy expenditure by Greater Horseshoe Bats by providing optimal daily and seasonal commuting routes through the existing and proposed new built up areas and by retaining and enhancing foraging and roosting opportunities.

5.3.38. In order to achieve the above aim, and to provide the certainty necessary to satisfy the requirements of the HRA process, the following mitigation objectives must be incorporated into the master-planning process for the Totnes Road Future Growth Area. This mitigation must then be implemented in full at such time as development applications are brought forward. Such mitigation should be a combination of identifying and recognising:

- key design constraints required to avoid or minimise¹ adverse effects, and;
- habitat mitigation/enhancement opportunities to provide overall net gains² for GHBs specifically and for wider biodiversity in general.

¹ Adverse effects should be 'minimised' to the point where either alone or in combination with other effects they do not have an adverse effect on the integrity of the South Hams SAC.

² The achievement of a net gain for biodiversity is consistent with the objectives set out in Local Plan Policy NC1 Biodiversity and Geodiversity.

xii. Create a 'string' of new bespoke bat roost(s) to support and improve viability of green corridors through the built development (e.g. provision of new bat roost within (a) western boundary of area G, (b) within northern part of area C and (c) in an appropriate location to the south of Collaton St Mary and to the west of Stoke Road);

xiii. Provide long-term habitat management for GHBs, for each development, through a Landscape and Ecological Management Plan (LEMP), secured through a planning condition and/or obligations;

xiv. Implement development through the means of a prior-approved Construction Environmental Management Plan (CEMP), secured through a planning condition and/or obligations;

xv. Undertake appropriate and proportionate ecological monitoring of the LEMP(s) to establish the effectiveness of proposed mitigation measures and to provide early warning of any necessary contingency or remedial measures required to meet original objectives;

5.3.39. The provision of such measures would be consistent with the four principles set out in the proposed modified Local Plan Policy NC1.

Photo 1



Photo 2



Photo 3



APPENDIX A Protection and Enhancement of Ecological Networks

- A.1.1 Across Europe, all of the Special Areas for Conservation (SACs) and Special Protection Areas (SPAs) together contribute to the European Natura 2000 network. The protection, management, and enhancement of such ecological networks, and especially those relating to the *Natura 2000* network, are identified as being particularly important in the *EU Habitats Directive*.
- A.1.2 Article 3 of the Directive states:
Where they consider it necessary, Member States shall endeavour to improve the ecological coherence of Natura 2000 by maintaining, and where appropriate developing, features of the landscape which are of major importance for wild fauna and flora, as referred to in Article 10.
- A.1.3 Article 10 then goes on to explain:
Member States shall endeavour, where they consider it necessary, in their land use planning and development policies and, in particular, with a view to improving the ecological coherence of The Natura 2000 network, to encourage the management of features of the landscape which are of major importance for wild fauna and flora. Such features are those which, by virtue of their linear and continuous structure (such as rivers with their banks or the traditional systems of marking field boundaries) or their function as stepping stones (such as ponds or small woods), are essential for the migration, dispersal and genetic exchange of wild species.
- A.1.4 *The Conservation of Habitats and Species Regulations (2010)* transpose the above EU Directive into English legislation. Regulation 39 requires development plan policies to include policies that implement at the local level the requirements of Article 10 so as to encourage the management of features of the landscape which are of major importance for wild flora and fauna.

- A.1.5 In relation to the potential development sites discussed in this report, Regulation 39 provides Torbay District Council with an opportunity to link conservation objectives to the allocation of some or all of the sites finally adopted. In particular, the LPA has both a justification and a statutory mechanism by which they can seek through their development plan policies the management and enhancement of landscape features in and around the Local Plan Area which are of major importance for GHBs.
- A.1.6 For instance, planning for Green Infrastructure in and around the proposed future growth areas could also lead to significant biodiversity gains and substantial improvement of GHB commuting and foraging habitat providing the bats with a very much enhanced flyways around the town. Such measures could also contribute to wider Green Infrastructure objectives and achieve benefits that could then also be enjoyed by the local community.

APPENDIX B SAC CONSERVATION OBJECTIVES AND GHB CONSERVATION STATUS

B.1. South Hams SAC Conservation Objectives

- B.1.1 As required by the Habitats Directive, high level 'Conservation Objectives' for the South Hams SAC have been identified by Natural England. An overarching objective and a list of further generic objectives aim to:

'Avoid the deterioration of the qualifying natural habitats and the habitats of qualifying species, and the significant disturbance of those qualifying species, ensuring the integrity of the site is maintained and the site makes a full contribution to achieving Favourable Conservation Status of each of the qualifying features.'

This is to be achieved by, subject to natural change, maintaining and restoring:

- *The extent and distribution of the qualifying natural habitats and habitats of qualifying species.*
- *The structure and function (including typical species) of qualifying natural habitats and habitats of qualifying species.*
- *The supporting processes on which qualifying natural habitats and habitats of qualifying species rely.*
- *The populations of qualifying species.*
- *The distribution of qualifying species within the site'.*

NOTE Natural England are in the process of preparing site specific objectives for each SAC and SPA in England.

- B.1.2 The application of these objectives will be site specific and dependant on the nature of the site and its features. The local planning authorities should take these objectives into account when undertaking Habitat Regulations Assessments.

B.2 Favourable Conservation Status (FCS)

- B.2.1 Article 2(1) of the Habitats Directive states that *'Measures taken pursuant to this Directive shall be designed to maintain or restore at favourable conservation status, natural habitats and species of wild fauna and flora of Community interest'* (emphasis added).
- B.2.2 The concept of 'conservation status' is therefore fundamental to the purposes of the Habitats Directive. Article 1(i) defines the conservation status of a species as:

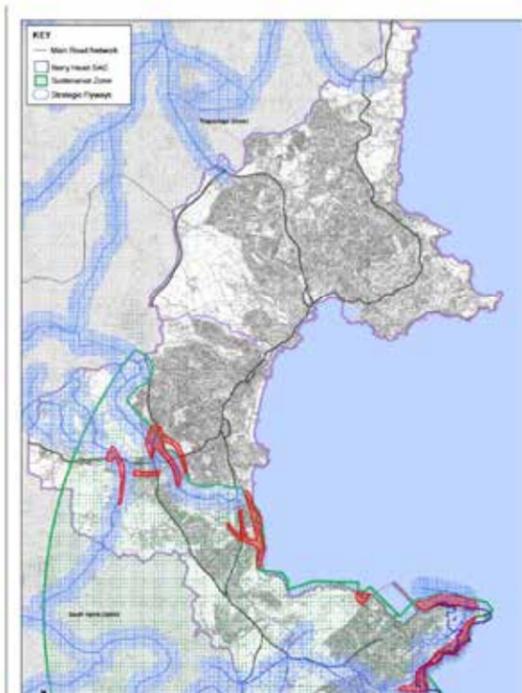
'the sum of the influences acting on the species concerned that may affect the long-term distribution and abundance of its population within the territory referred to in Article 2' and continues that the conservation status of the species will be taken as 'favourable' when:

- *'population dynamics data on the species concerned indicate that it is maintaining itself on a long-term basis as a viable component of its natural habitats, and*
- *the natural range of the species is neither being reduced nor is likely to be reduced for the foreseeable future, and*
- *there is, and will probably continue to be, a sufficiently large habitat to maintain its populations on a long-term basis'*

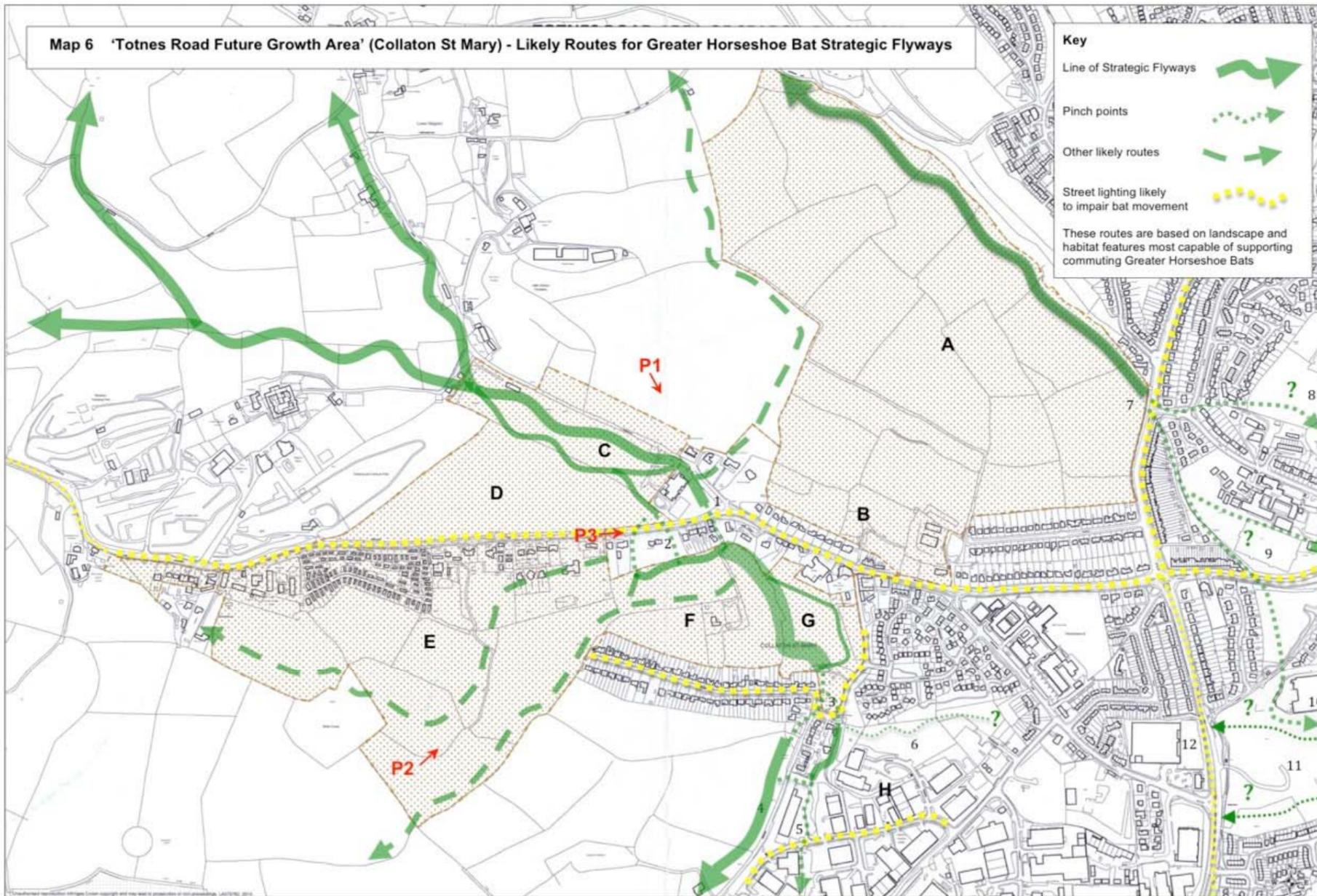
Map 2 Greater Horseshoe Bat Strategic Flyways and Potential Pinch Points

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Map 7 Topography and Strategic Flyways – Totnes Road Future Growth Area



Map 8 Yalberton Industrial Estate and Claylands, Paignton



