

## Appendix 3

A Neighbourhood  
Development Plan to 2030

# Paignton Neighbourhood Plan

*for the historic heart of Torbay*



Referendum  
Plan

## Preface

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This Plan has been produced by the community of Paignton to guide development of the area until 31 March 2030.

The Plan seeks to ensure Paignton will continue to be an area of attractive contrasts that make up the rich pattern of town, countryside and seaside loved by so many residents and visitors alike.

The pleasant mixture of heritage assets and green spaces draws many tourists to the area from near and far. The importance of this to the local economy will continue to be critically important.

At the same time there are challenges to be met in a way that must be sustainable for the existing and future generations who live and work here. This is the task that has been addressed involving hundreds of community volunteers from all parts of Paignton who have worked together to produce this Plan.

The Plan has been through several stages of formal consultation and has been examined by an Independent Examiner appointed by Torbay Council.

If approved by those eligible to vote at the Referendum, it will then become part of the statutory development plan which the Council has a legal duty to have regard to when deciding planning applications.

### **Acknowledgements**

Producing this Plan would not have been possible without financial help provided by Torbay Council, the Department for Communities and Local Government, and the Community Development Foundation. The assistance received is gratefully acknowledged.

Date: November 2018

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# Part 1: Introduction

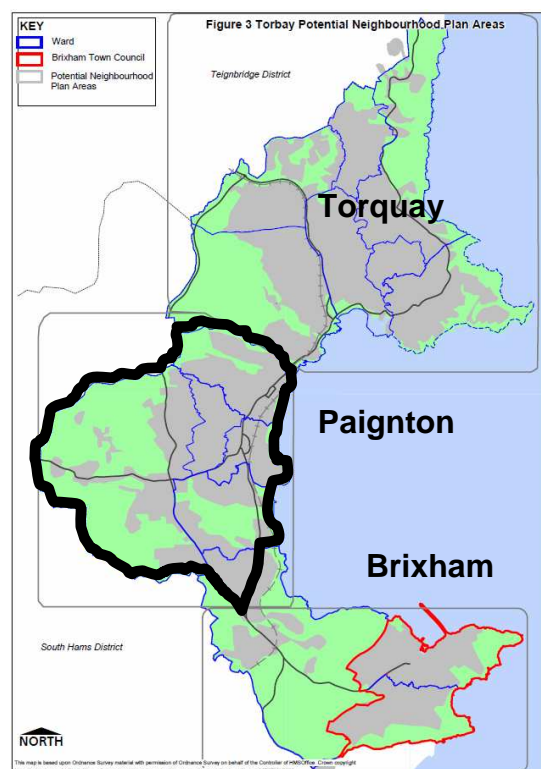
## What is this Plan ?

1.1 An adopted Neighbourhood Plan forms part of the statutory Development Plan used by the local planning authority and others to make decisions on planning applications and related investment proposals. It is therefore a document of considerable importance.

1.2 The ability to produce a Neighbourhood Plan stems from the Localism Act 2011 and is an opportunity taken up enthusiastically by Torbay Council and the Paignton community.

1.3 Together with the Local Plan for Torbay, the Neighbourhood Plans for Torquay, Paignton, and Brixham cover the whole of Torbay.

**Figure 1.1 Neighbourhood Plan Area** (see also Fig. 1.2 page 9)



## How is it structured ?

1.4 The Plan is arranged in distinct parts to aid understanding and effective implementation:

**Part 2 Community Involvement:** provides a summary of the steps taken by the community to produce the Plan;

**Part 3 Statement of Compliance:** sets out how the Plan has complied with formal requirements including: National Planning Policy; general conformity with the strategic policies of the Torbay Local Plan; complements the adjoining Neighbourhood Plans for Torquay & Brixham, and complies with European Obligations;

**Part 4 Vision & Aspirations:** describes the change that Paignton has experienced and the community Vision for the future;

**Part 5 Aim & Objectives:** shows how the Objectives and Policies of the Plan link directly to each other. These include area-wide policies in addition to those relating to specific locations of key importance;

**Part 6 Policies & Proposals:** contains the detailed Policies of the Plan divided into those that apply to the whole Plan area, and those that apply additionally to the Town Centre and Seafront Area, the Western Area, and Adjoining Areas, which together form an integral part of the Neighbourhood Plan;

**Part 7 Community Partnership Areas:** sets out the Policy Maps with additional information and key issues of importance to each of the 5 Community Partnership areas that collectively cover the whole of Paignton;

**Part 8 Delivery:** provides a summary of who will be responsible for delivering the identified projects, how they may be funded and the phasing of those projects. This

part also sets out the monitoring procedures to follow the delivery of the plan.

### **Who has led in its preparation ?**

1.5 Paignton does not have a Parish Council. The Plan has been produced by the community of Paignton acting as a Neighbourhood Forum under the provisions of the Localism Act 2011. The Neighbourhood Area and Forum were designated for this purpose by Torbay Council in December 2012.

### **What areas are included ?**

1.6 This Plan applies to the whole of Paignton as shown on the location map (Fig. 1.2 page 9).

### **What time period does it cover ?**

1.7 In common with the Local Plan, this Neighbourhood Plan covers the period until 2029/30. The specific proposals it contains relate to the period up to 2029/30 in compliance with the Local Plan's development horizon and requirements of the National Planning Policy Framework 2012 (paragraph 47 especially).

### **How will it be used and by whom ?**

1.8 The plan is for everyone with an interest in Paignton – residents, visitors, developers, businesses and investors. It will be used to promote investment in the town, help guide new development to the most suitable sites, protect valuable assets, secure improvements of all kinds, give a continuing voice to the community, and promote a better quality of life for current and future generations.

### **Scope of the Plan**

1.9 The Plan has been produced by the community alongside the new Local Plan for Torbay as a whole, and the Neighbourhood Plans for Torquay and Brixham. By adopting this twin track approach, the Plans have informed

each other to arrive at the policies and proposals needed for the area. Aspects considered have covered:

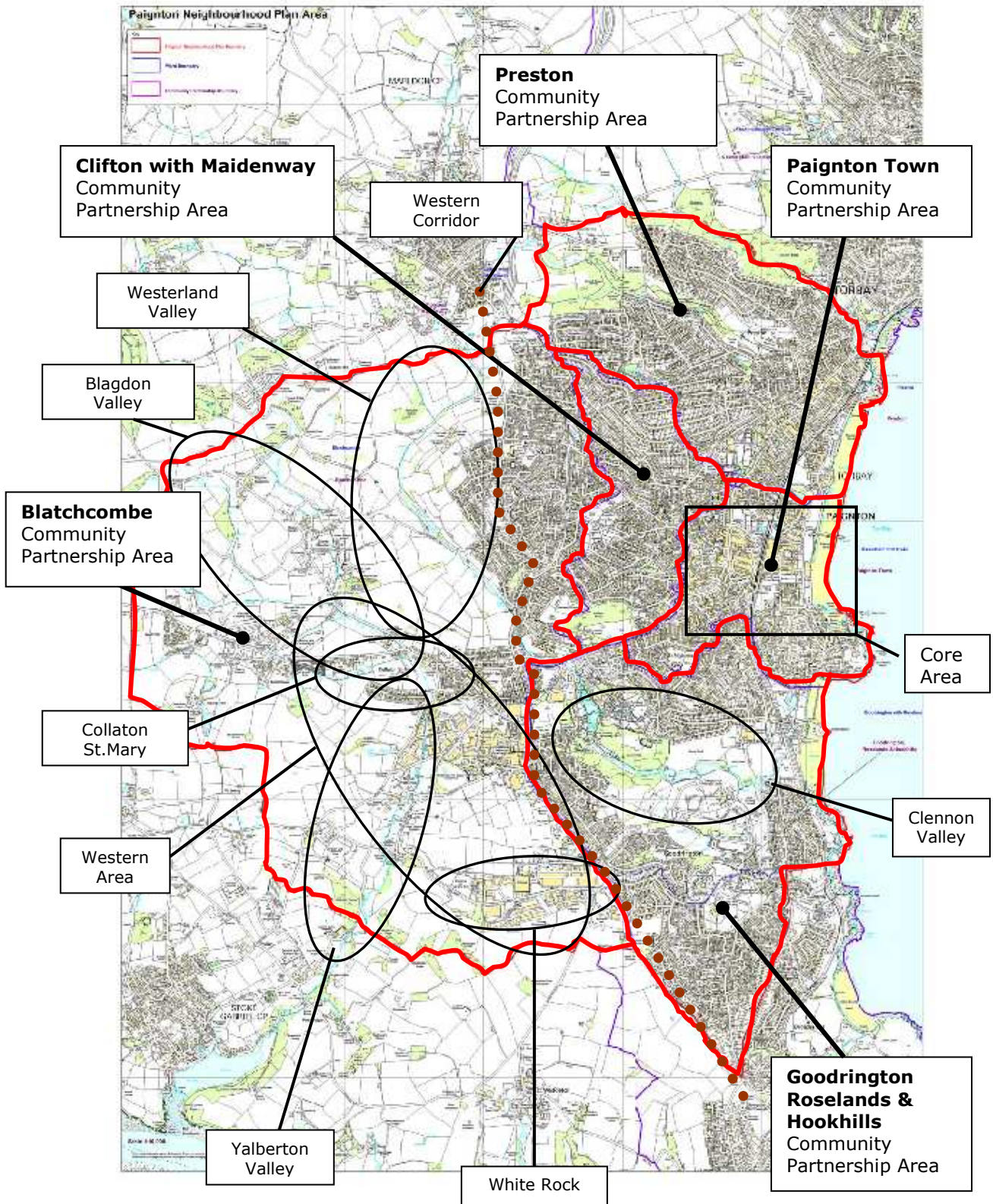
- Population Characteristics
- Economic Circumstances
- Land Use
- Property Condition
- Moving around
- Environmental Conditions
- Condition of Community Assets
- Climate Change

1.10 The Plan has given particular focus to keeping a sustainable balance between making use of previously developed 'brownfield' land before further 'greenfield' space is released for development. A phased approach to land release accords with the National Planning Policy Framework 2012 (NPPF 47).

1.11 A Glossary identifying the intended meaning of terms used in this Neighbourhood Plan is shown at **Appendix 1**.



**Figure 1.2 Locations within the Neighbourhood Plan Area**



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## Part 2: Community Involvement

### Who has been involved with the process ?

2.1 Producing the Neighbourhood Plan has been community led as intended by the Localism Act 2011. It has involved a collaborative working arrangement from the outset between Torbay Council, the 5 established Community Partnerships, and many others that joined in, which included:

- residents and workers who live in the area
- local councillors for the area
- retailers, business and property owners in the area
- local organisations and other community groups in the area
- observers from neighbouring areas

### What has it involved ?

2.2 To ensure the content truly reflects community views and support, the Plan has been produced by the community in 3 stages (Fig. 2.1).

#### **Stage 1** - 'SWOT' analysis:

From a blank sheet start, meetings were held in all parts of Paignton to find out views about Paignton's **S**trengths, **W**eaknesses, **O**pportunities, and **T**hreats. The response was greater than expected and helped to show where shared views exist within and across the whole of Paignton.

#### **Stage 2** - Key Area proposals

Using exhibitions, questionnaires, workshops, and assistance from the Prince's Foundation, the results of Stage 1 were converted by volunteers into proposals for further views on the key areas where the community want change to take place.

#### **Stage 3** - Overall Plan

With further input from each of the 5 Community Partnerships and help from

Planning Aid, proposals for the whole Plan area were prepared for further community views, and amendment where necessary, before submitting the Plan to Torbay Council as the Local Planning Authority.

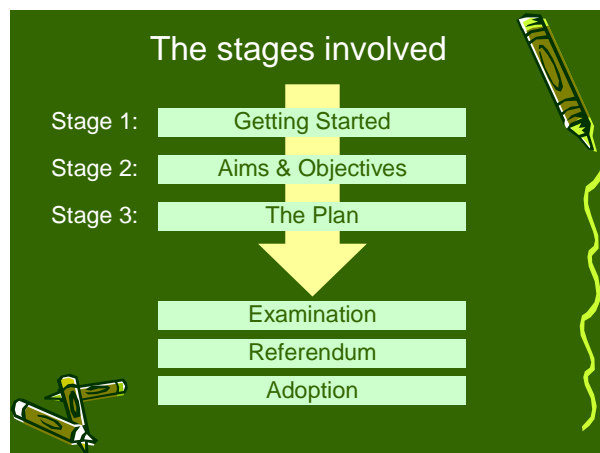
2.3 Details of each Stage above and results received are contained in the supporting **Community Involvement and Consultation** statement (Fig. 3.1 page 13).

### Assessment and Referendum

2.4 Before Adoption, the Plan **was** examined by an independent person and **will be** voted on by eligible voters in the Neighbourhood Area.

*[This paragraph will be replaced with an explanation of the **Referendum date and vote** outcome in the pre-adoption version]*

**Figure 2.1: The steps to adoption**



## Part 3: Statement of Compliance

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3.1 In accordance with the Localism Act 2011 and related legislation, this Neighbourhood Plan meets all of the requirements known as the 'basic conditions'. In summary:

### **a) National Planning Policy and advice:**

3.2 The Neighbourhood Plan has full regard to advice contained in National Planning Policy Guidance and supports all 3 roles in the National Planning Policy Framework 2012 (NPPF7):

- **The economic role** – it contributes to building a strong, responsive and competitive economy by ensuring that clear support is given for net job growth identified in the Local Plan for our local economy to grow;
- **The social role** – it supports strong, vibrant and healthy communities by ensuring that account has been taken of all sites identified in the Local Plan for sustainable growth of homes in sustainable balance with all other needs;
- **The environmental role** – it contributes to the protection and enhancement of our natural, built and historic environment that makes our locality unique and so attractive.

### **b) Preservation of Listed Buildings and Conservation Areas:**

3.3 Particular care has been taken to ensure that Paignton's many buildings and areas of historic or architectural importance are fully protected.

### **c) Contributes to the achievement of sustainable development:**

3.4 A key feature of the Neighbourhood Plan is the importance given to ensuring that it meets the needs of the present without compromising the ability of future generations to meet their own needs.

### **d) Conformity with Torbay Local Plan:**

3.5 Full assessment has been undertaken to ensure that the Neighbourhood Plan is in general conformity with the strategic policies of the development plan. In the case of Paignton, this is the Torbay Local Plan adopted in December 2015 following an extended period of Examination and Modifications from November 2014 until October 2015. The assessment has also included non-statutory plans the Council uses.

3.6 The Local Plan provides for net growth in jobs of 5,000-5,500 from a base of 59,000 in 2012 'in tandem' with 8,900 additional homes to 2029/30, if the sites identified can overcome infrastructure and protected habitat constraints (**Appendix 2** page 103). Further details are provided in e) below.

3.7 As there is reliance on a significant return to net inward migration assumption, the Local Plan will undergo monitoring annually and 'major' review every 5 years to decide if adjustment of the growth level is necessary either downward or upward within Torbay's remaining capacity. This is to ensure that only sustainable development is achieved in a balanced manner in accordance with the NPPF. The first 5-yearly Review will be in 2020/21 and the second in 2025/26.

### **Coordination with Neighbouring Plans:**

3.8 In accordance with the strategic policies of the Local Plan, all 3 Neighbourhood Plans covering Torbay take into account the Local Plan identified sites for more jobs and homes in a balanced way as summarised in Tables 3.1 and 3.2 below (page 12):

**Table 3.1: Torbay Local Plan trajectories:**

Period	Net Job growth each year Policy SS1	Net Homes each year Policy SS13
2012/17	275-300	400
2017/22	275-300	495
2022/30	275-300	555
Total	5,000-5,500	8,900

(Source: Adopted Torbay Local Plan Dec 2015)

**Table 3.2: Neighbourhood Plan Area jobs, floorspace and homes**

NP Area	Floorspace for Jobs (net sq.m.)	Additional homes
Torquay NP	37,200	3,960
Paignton NP	30,100	4,280
Brixham NP	2,700	660
Total	70,000	8,900

(Source: Floorspace - Local Plan Part 5; Homes-Local Plan Table 4) (all figures rounded - as LP)

3.9 The Local Plan recognises the rate at which the land supply will be taken up by the market during each 5-year review period will depend on the assumptions made about net job growth and net inward migration.

3.10 There is no historic pre-plan backlog of housing land supply shortfall, and there is **at 2015/16** a deliverable 5-year supply of land for additional homes as required by the **2012** NPPF.

3.11 Since the start of the Local Plan period in 2012, job numbers have declined to less than the base level of 59,000.

3.12 Over the same period, further homes have been granted planning consent, new starts and completions have fallen below the Local Plan trajectory, and the number of homes vacant for 6 months or more has risen sharply.

3.13 Review of these 'signals' of decline in job growth and over-supply of housing provision is a legitimate step to take into account in preparing the Neighbourhood Plan. It has led to the conclusion that the supply of land in the Local Plan together with planning consents already granted will last for

longer than the Plan period to 2029/30, which the Local Plan has recognised may become the case (*LP para. 7.5.18*).

3.14 There is no requirement for a Neighbourhood Plan to allocate land for development. In any event, the Local Plan confirms that Neighbourhood Plans are not required to allocate sites where there would be likely significant effects on Habitat Regulation matters (*LP para. 4.1.29*).

3.15 Nonetheless, the Neighbourhood Plan is expected by Policy SS13 of the Local Plan to identify those sites that will provide for Local Plan years 6-10 (2017/22) and rolling 5-year supply thereafter (to accord with NPPF **2012** requirements).

3.16 Accordingly, the Neighbourhood Plan has considered the appropriate sequence of sites at the adopted rate on the assumption that job numbers have not declined and has found no need to identify further sites. Further details are set out in Part 8 of the Neighbourhood Plan and Basic Conditions document that accompanies the Neighbourhood Plan (Fig. 3.1 page **13**).

#### **e) European Obligations:**

3.17 The Neighbourhood Plan does not breach and complies with European obligations as required by environmental and human rights Directives transposed into UK legislation.

3.18 Sustainability Appraisal and Habitat Regulations Assessment (HRA) of the Local Plan formed part of the Examination in Public in 2014/15 which confirmed in the final HRA that the level of growth proposed must be treated carefully as likely significant effect on protected habitats of European importance could not be ruled out.

3.19 Although it has not been necessary for the Neighbourhood Plan to identify further sites, a voluntary

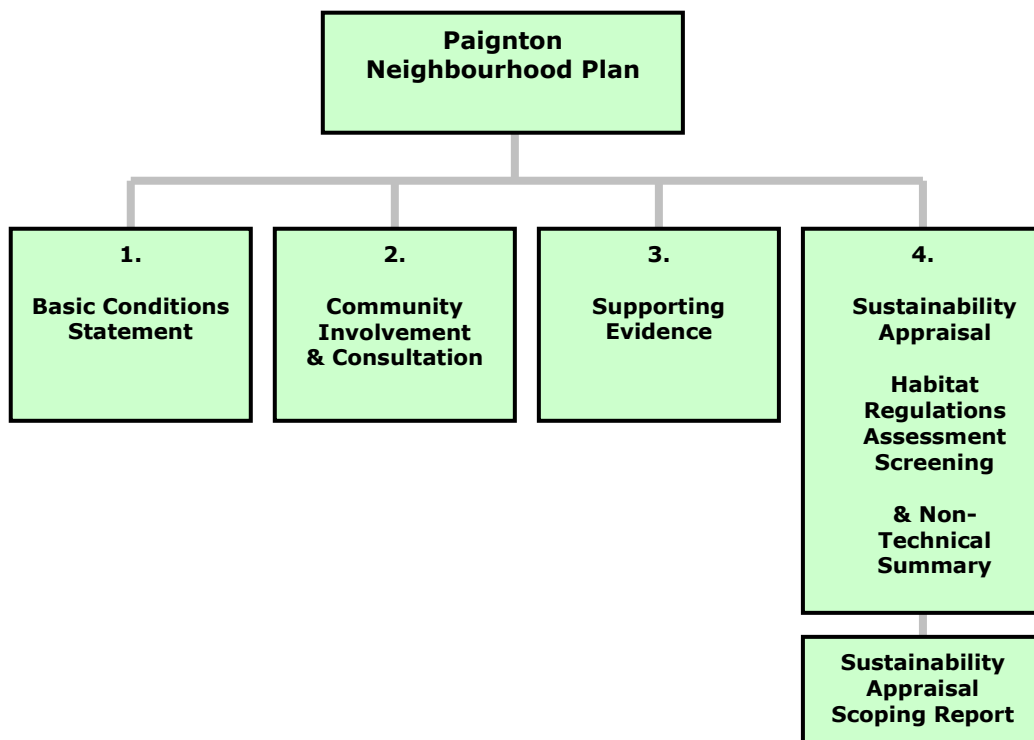
Sustainability Appraisal (incorporating Strategic Environmental Assessment) and HRA 'screening' of the Neighbourhood Plan has been undertaken and all three statutory bodies consulted (Environment Agency, Historic England, and Natural England) to ensure that any likely significant effects have been identified and addressed.

**Evidence Base:**

3.20 The Local Plan and Neighbourhood Plan have been prepared in parallel using the same evidence base with the progress of each plan informing the content of the other as they have evolved.

3.21 Additional documents prepared to accompany the Neighbourhood Plan are shown in Fig. 3.1 below:

**Fig 3.1 The Neighbourhood Plan documents**



## Part 4: Vision and Aspirations

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### Needs and opportunities

4.1 Over many centuries Paignton has grown from a Saxon settlement on the south Devon coast to a family tourist resort at the heart of Torbay, also known as the English Riviera.

4.2 The adjoining towns of Torquay and Brixham provide equally distinctive links to the sea and the Bay's unique setting. Torquay is noted for its fine marina and night time entertainment, Paignton for being the family holiday resort and historic heart of Torbay, and Brixham for its long standing fishing port connection with the sea.

4.3 Attractive natural surroundings and mild climate give the area a very distinctive character with outstanding natural and manmade assets that can be damaged very easily by further development. Securing sustainable development therefore lies at the heart of the Neighbourhood Plan.

4.4 The loss of 5,000 jobs in 2001 dealt a heavy blow to the local economy well before the world wide recession of 2008. Recovery from this in a sustainable way is the community's highest priority.

4.5 The National Index of Multiple Deprivation (IMD) shows conclusively that it is the lack of job opportunities locally, not housing provision, which continues to cause many of Paignton's residents to live within the top 10% of the most deprived areas nationally.

### Community Vision

4.6 From community views expressed during preparation of the Plan, one overriding Aim became very clear:

***To make our town and surroundings more attractive to tourists and an outstanding place to live and work***

4.7 Within this overall Aim, our community wishes to recreate our 'Garden Town' appeal by improving and linking our green spaces and greening the streets and buildings that connect them (97.0% supported).

4.8 Such action in both town and countryside areas will improve the appeal of Paignton to tourists and investors, enhance critically important biodiversity features present in the area and strengthen the quality of community living conditions.



# Part 5: Aim and Objectives

5.1 To achieve the overall Aim, 4 key Objectives emerged from the Stage 1 results. These key Objectives, and proposals that take them forward, were confirmed in Stages 2 and 3 by our community. Details are contained in the **Community Involvement and Consultation** document that accompanies the Neighbourhood Plan (Fig. 3.1 page 13).

5.2 Bringing these all together provides the framework of the Neighbourhood Plan. Part 6 that follows sets out the Policies and Proposals in detail. The percentage figure is of the community support received for the objectives shown

**Figure 5.1 Our Aim and Objectives**



## Our Policies & Proposals

**PNP** *Area Wide*

1. **Area wide: Jobs, homes, environment**
  - a. – Rural Character Area
  - b. – Local Green Space
  - c. – Design Principles
  - d. – Residential Development
  - e. – Commercial Development
  - f. – Towards a sustainable low carbon economy
  - g. – Designing out crime
  - h. – Sustainable transport
  - i. - Surface water

*Town Centre & Seafront*

2. Town Centre
3. Paignton Harbour
4. Seafront
5. Torbay Road
6. Station Square & Railway
7. Victoria Square
8. Crossways, Hyde Road, Torquay Road
9. Victoria Park
10. Queens Park
11. Old Town
12. Getting around the town centre
13. Housing opportunities in town centre
14. Paignton Neighbourhood Plan Core Tourism Investment Area
15. Flooding & Sea Defences
16. Victoria Street
17. Improving the Transport Gateway
18. Supporting the Retention of Retail Uses

*Western Area*

19. Safeguarding open countryside
20. Great Parks
21. White Rock and nearby areas
22. Western corridor
23. Yalberton Valley
24. Collaton St. Mary Village

*Adjoining Areas*

25. Clennon Valley
26. Clifton with Maidenway
27. Preston

## Part 6: Policies and Proposals

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6.1 Paignton is a busy seaside town of more than 43,000 residents with many varied attractions and is at the centre of Torbay on the world renowned 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 ?

6.2 This part of the Neighbourhood Plan sets out the specific Policies and Proposals our community want to see achieved for each location shown in Part 5.

6.3 As required, the policies do not repeat those in the 2012 NPPF and Torbay Local Plan where they continue to apply alongside the Neighbourhood Plan.

6.4 The Policies are arranged by location to aid continuity and implementation, especially when considering planning applications:

- Area Wide Policies (applying to all parts of Paignton)
- Town Centre & Seafront
- Western Area
- Adjoining Areas

### Community support for the policies and proposals

6.5 For each area the following policies and proposals will apply. As supporting information, the percentages shown for each objective come from the views expressed by our community when preparing the Plan.

## Area wide policies

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### Background

6.6 The Local Plan stresses the days of 'predict and provide' are long gone and the importance of getting the balance of new homes, new jobs and

new infrastructure right, to ensure that jobs, not just housing, come forward (*LP para. 3.2.9*). Accordingly, the Neighbourhood Plan has applied the same integrated approach in the policies proposed to ensure the required balance is achieved through the 'plan, monitor and manage' delivery arrangement adopted.

### More jobs

6.7 The Local Plan proposes an additional 5,000-5,500 net growth in jobs over 18 years from a base of 59,000 in 2012 at a target of 275-300 net new jobs every year in Torbay.

6.8 At present (2016), four years into the Local Plan period, jobs in Torbay have steadily dropped to 57,000 instead of having grown to 60,100. The need to assist in giving greater emphasis to net job growth is clear. Further details are contained in the **Supporting Evidence** document that accompanies the Neighbourhood Plan (Fig. 3.1 page 13).

### More homes

6.9 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 if migration from elsewhere does not continue. Latest official estimates indicate that over the last 10 years, between 2006 and 2016, Torbay's population has continued to grow at a modest rate of 200 per annum from 131,900 in 2006 to 133,900 in 2016, and the number of existing homes that have been vacant for 6 months or more has grown by nearly 1,000.

6.10 How much growth from net inward migration will take place is very uncertain. However unless new homes are directly linked to new jobs, they risk being occupied by residents who

have to find work outside Torbay. This would go against the 'golden thread' objective of promoting sustainable development required by the Government's National Planning Policy Framework and balance of land uses required by 2012 NPPF37 especially. The 'sequence' of development will therefore be just as important, if not more so, as the 'pace' of development each year. The Local Plan incorporates a major Review every 5 years from its Adoption in 2015 of the balance being achieved.

6.11 The Neighbourhood Plan review of sites identified in the Local Plan has confirmed that there is a sufficient supply in Paignton as required by the Local Plan pending the next 5-year major review in 2020/21 and beyond. This provides for at least 10 years growth as required by 2012 NPPF47 and the adopted Local Plan. Further details are provided in the **Basic Conditions Statement** and **Supporting Evidence** documents that accompany the Neighbourhood Plan (Fig. 3.1 page 13).

### Environmental change

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

6.13 On current climate change projections to 2080\*, annual rainfall will change little but drier summers and wetter winters are expected, especially along the western side of the UK. The risk of coastal flooding will increase significantly and there will be more intense rain events, inland flooding and severe storms with absolute sea level rise around the UK of between 12 and 76cm for the 1990-2095 period and larger in more southern parts. Seasonal mean and extreme waves are projected to increase to the South West of the UK. An abrupt change to the Atlantic Ocean Circulation (*Gulf Stream*) is very

unlikely this century. [\*Met Office UKCP09]

6.14 Of particular importance to securing growth of the local economy is the importance of the area's landscape quality and biodiversity, which the Local Plan HRA has concluded must be safeguarded by the imperative that planning consent for further development is only granted where it is categorically proven that there will be no adverse impacts on the European sites identified (*LP HRA 2015 para. 9.1.6*).

### In summary

6.15 There are not enough jobs to meet the objective of the Local Plan. This must be the first priority. The Local Plan sites review confirms that a 5 year supply of sites exists for new homes and there is no backlog pent up/hidden demand (para. 6.8). Pressures beyond 5 years will depend on how many people move into the area from outside Torbay. Without more people from outside, Torbay's population level will drop, because deaths exceed births every year, with mixed consequences for our town.

6.16 Improving our economic prosperity and care for the Riviera environment are the key factors.

### Objectives:

- Give priority to employment led growth, not housing led growth (91%)
- Keep the number of additional jobs and homes in 'balance' always (86%)
- Allocate further land for jobs only in sustainable locations (81%)
- Increase the amount of Affordable housing to meet local need (71%)
- Plan for a drop in the resident population (62%)
- Provide more local shops only if the population increases (62%)

- Restrict Houses in Multiple Occupation known as HMO's to areas outside the Core Tourism Investment Area (or tourism areas generally) (80.5%)
- Planning regulations should be rigorously enforced to manage the problem of HMO's (82.6%)
- Other suggestions received as written comments in Stage 2 that are achievable have been incorporated into the plan.

6.17 Accordingly:

### Policy PNP1 - Area wide

In all parts of the Paignton Neighbourhood Plan Area a balanced delivery of growth, biodiversity enhancement and more sustainable means of travel will be supported.

Development proposals will be supported which:

- a) provide new employment on sites able to meet infrastructure needs and biodiversity enhancement;
- b) provide new employment in decentralised locations that reduce travel needs, involve new technologies, and will assist moving towards a low carbon economy.
- c) provide housing growth appropriate to meet local needs and the strategic needs set out in the Torbay Local Plan 2015, including affordable housing.
- d) bring back into use existing homes that have been vacant for 6 months or more;
- e) provide additional homes by the conversions of existing buildings, more efficient use of vacant buildings in all use classes, self build; and community-led housing enterprises wherever possible;

*(Policy PNP1 continued next column)*

*(Policy PNP1 continued)*

Development will not be supported where:

- f) the development proposal would result in an adverse impact on a European protected site;
- g) the provision of houses in multiple occupation (HMOs) would adversely affect the tourism offer, worsen concentrations of deprivation, create conditions of community conflict

### Protecting Local Identity

The plan seeks to ensure that safe key areas of rural landscape, Local Green Space, and food production are safeguarded and enhanced to ensure an improvement in tourist appeal, enhance biodiversity and community wellbeing. This will be achieved by applying Policy PNP1 (and its subsections) to all development proposals where appropriate.

### Achieving Sustainable Development

Sustainable development will be achieved by ensuring a balanced provision of new development through supporting:

- i) job led growth and housing provision being kept in balance by regular (annual) reviews;
- ii) balanced growth of food retail floorspace
- iii) enhancement of local identity, heritage features, renewable and low carbon energy and construction solutions
- iv) foul and surface water drainage and other key infrastructure being required when major development (as defined in the Town and Country Planning Procedure) (England) Order 2015) applications are first submitted, and not being dealt with subsequently by conditions.
- v) encouraging local food growing and production across the Plan area to increase and improve local food production assets and deliver community social and health benefits.

## Subsections to Policy PNP1

### Rural Character Area

6.18 Paignton's rural hinterland is a rich mixture of rolling countryside, landscaped peaks, valleys and stunning views. The combination provides an important habitat for wildlife, promotes community wellbeing and is vital to the economy of the area as a tourist destination and for farming.

6.19 Official National Data for wildlife demonstrates that rural Biodiversity is plummeting: English bird populations have fallen 56% on farmland and 23% in woodland<sup>(1)</sup>; English butterfly populations are down 27% on farmland and 51% in woodland<sup>(2)</sup>.

6.20 Environment Agency investigations demonstrate soil structural degradation to be widespread in SW England, generating enhanced surface-water runoff resulting in surface water pollution, localised flooding and reduced winter recharge rates to aquifers<sup>(3)</sup>.

6.21 In 2000 the average UK farm was 169 acres, by 2010 it was 226 acres – an increase of one third. The average for the whole of Europe is 36 acres. Over the same period 47,000 farms disappeared, a 20% decline. UK farms are bigger than in any other European country except the Czech Republic<sup>(4)</sup>.

6.22 The area of farmland in Torbay decreased 10% between 1995 and 2004<sup>(6)</sup>. Devon's orchards have declined 90% in numbers since 1965<sup>(7)</sup>. In 2006 Torbay had 45 hectares of orchards<sup>(8)</sup>.

6.23 The rural area of Paignton is home to an array of principally important national habitats and species identified in the UK Biodiversity Action Plan (BAP). This includes: farmland, traditional orchards and deciduous (including broadleaved) woodland; farmland birds, butterflies and bats and plants<sup>(9)</sup>.

6.24 Paignton's rural farmland (many habitats), traditional orchards, broadleaved woodland and greenspace are also recognised as habitats of principal importance in Torbay's BAP<sup>(10)</sup>.

6.25 There are nationally and internationally important species present in rural Paignton. The Torbay BAP species of principal importance occurring in the RCA are the threatened Cirl Bunting and Horseshoe Bats (Greater and Lesser)<sup>(11)</sup> (**Appendix 2** page **103**).

6.26 Most of the UK's Cirl Bunting (*Emberiza cirlus*) population, i.e. the core range, is in South Devon occupying the farmland strip between Exeter and Plymouth. In 2009 rural Paignton had a fragile number of nesting pairs of rare Cirl Buntings, a bird species of principal importance protected by law<sup>(12)</sup>.

6.27 The Greater Horseshoe Bat (*Rhinolophus Ferrumequinum*) is rare in the British Isles and is confined to south-west England and south Wales<sup>(13)</sup>. Torbay is one of the UK's most important habitats for this mammal. It is a strictly protected and threatened species of Europe-wide importance listed under Annex II of the European Union Habitats Directive<sup>(14)</sup>.

6.28 The Paignton Rural Character Area habitat is part of the Greater Horseshoe Bat sustenance zone and extensive strategic flight paths<sup>(15)</sup>.

6.29 National Planning Policy (2012 NPPF109, 112 and 118) and the adopted Local Plan (Policies SS8, SC4 and C1) recognise the importance of protecting and enhancing such valued landscapes and soils along with enhancement of the natural environment by providing net gains in biodiversity.

6.30 National Planning Policy 2012 (NPPF117) and Local Plan policies (SDP1, NC1) acknowledge the importance of the protection and recovery of priority species populations,



linked to national and local targets and promoting the establishment of coherent ecological networks.

6.31 To create jobs and prosperity National Planning Policy (2012 NPPF28) identifies that Neighbourhood Plans promote the development and diversification of agricultural and other land-based rural businesses.

6.32 Torbay Policy H3 provides an exception for local need based development within the countryside where demonstrably related to a strong local connection.

6.33 In support of these policies and taking into account local evidence, the Neighbourhood Plan identifies in Policy PNP1(a) the Rural Character Area (RCA) of greatest importance to Paignton.

6.34 The RCA contains a diverse blend of Torbay's Landscape Character Types (TLCT)<sup>(5)</sup>, as defined further in Policy PNP19, together with the management strategy that will be applied in these areas when considering development proposals.

### Local Green Space

6.35 National Planning Policy also encourages local communities to identify for special protection green areas of particular importance to them (2012 NPPF76).

6.36 Paragraph 6.3.1.37 of the adopted Local Plan has left this to the Neighbourhood Plan to determine.

6.37 From assessment made by the community using the criteria specified, the areas of Local Green Space are designated by this Neighbourhood Plan.

### Local Food

6.38 Local food production is an important part of Paignton's local identity, cultural heritage and economy. Protecting and providing diverse spaces for food cultivation such as orchards, allotments and community growing

areas is a key aspect of the town's current and future green infrastructure and food sovereignty.

6.39 Paignton was originally a farming parish noted for the excellence of its food and drink sent all over the country, and famous also for its large plum puddings<sup>(16)</sup>. This rich agricultural heritage gave its name to some of the vegetables and fruit originally grown, bred and developed in the area, such as the large and sweet Paignton Pol Cabbage<sup>(17)</sup> and Paignton Marigold Cider Apple (*Malus domestica Borkh*) which originated in Paignton before 1834<sup>(18)(19)</sup>.

6.40 Growing local food encourages more active, healthy lives and generates community cohesion. Traditional orchards are of principal importance nationally and locally for biodiversity and are places that people can enjoy<sup>(20 & 21)</sup>.

6.41 Local food assets within the Neighbourhood Plan include:

- 1 publically owned 43 acre farm and farmhouse at Little Blagdon, Collaton St. Mary;
- 7 urban allotments;
- 1 community orchard in Goodrington; and
- several hectares of underutilised traditional orchards.

6.42 The local land area for local food provision has declined significantly over several decades.

6.43 National Planning Policies (2012 NPPF35, 69 and 109) recognise that planning can: play an important role in facilitating social interaction and creating healthy, inclusive communities; contribute to and enhance the natural and local environment through the wider benefits of ecosystem services such as food growing; and that conflicts between traffic & cyclists or pedestrians should be minimized. A community aspiration is the wish to encourage support for

food hubs and temporary use of vacant sites for food production.

6.44 Local Plan Policies SS1, SDP3 and SC4 identify that: new development should provide space for community infrastructure; firmly support measures for diverse methods of local food production and the consumption and cultivation of local crops and varieties.

6.45 Accordingly:

### **Policy PNP1 (a)**

#### **Rural Character Area**

Within the designated Rural Character Area (RCA) shown in Policy PNP19, development proposals should have regard to policy C1 of the Torbay Local Plan 2015 and where appropriate, should be accompanied by supporting information, which demonstrates how the proposal will:

- a) value the existing treescape, landscape, and scenic views;
- b) increase biodiversity and coherent ecological networks by means other than off-setting;
- c) achieve small scale food growing and rearing opportunities including improvement of soil quality and structure;
- d) implement the Torbay Green Infrastructure Delivery Plan proposals shown in Figure 6.1 (page 22); and
- e) implement the management strategy of Policy PNP19.
- f) support the provision of new allotments alongside new developments in White Rock, Roselands, South Devon College, Great Parks and Collaton St. Mary where appropriate.

In respect of (c), new and net additional employment opportunities using small-scale agro ecological methods will be strongly encouraged.

### **Policy PNP1 (b)**

#### **Local Green Space**

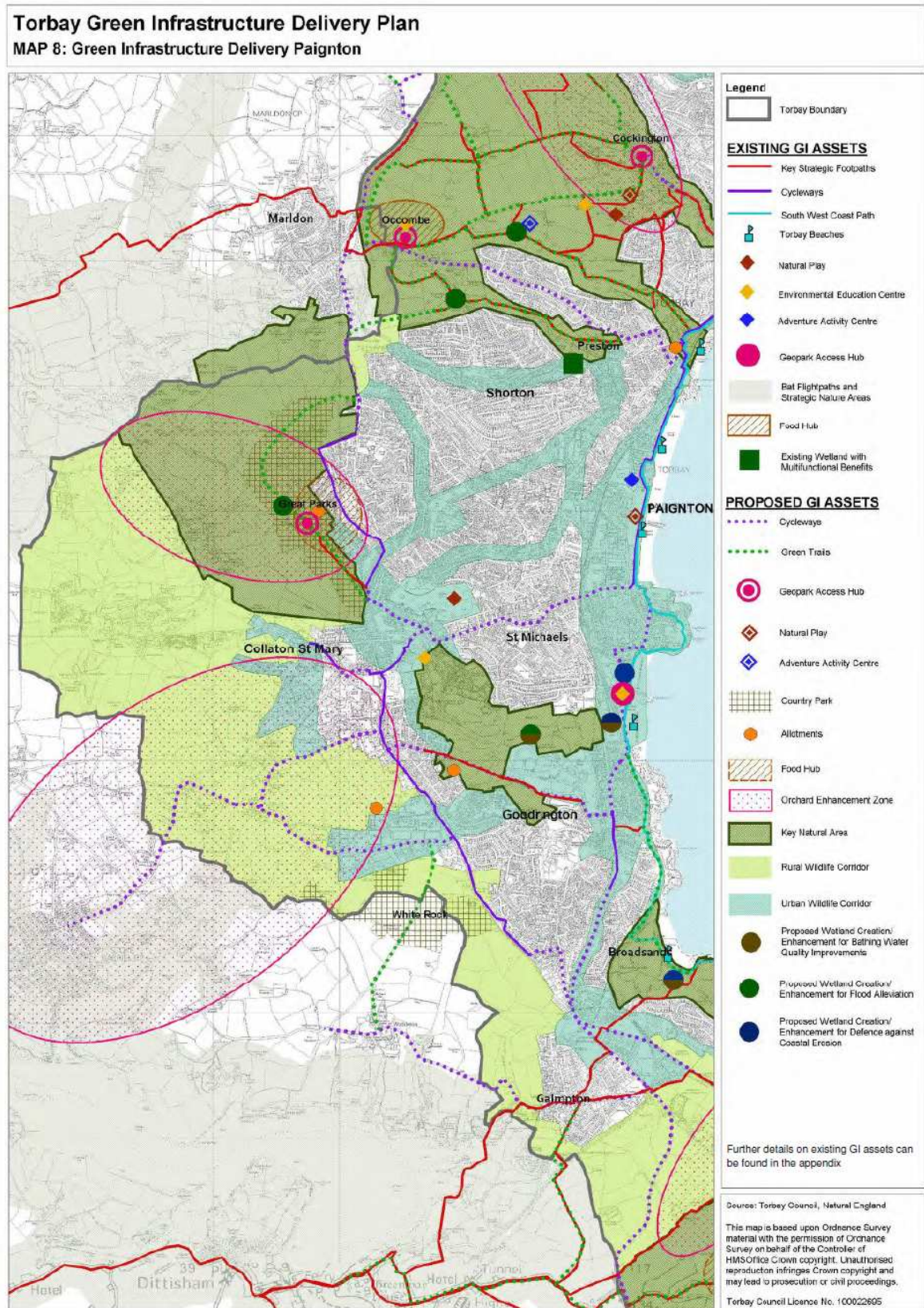
The areas designated as Local Green Space in this Neighbourhood Plan are shown on Fig. 6.2 and Table 6.1 (pages 23/24) and in Part 7 of this Plan. Proposals for new developments will only be supported in very special circumstances. 'Very special circumstances' will not exist unless the potential harm to these Local green spaces by reason of inappropriateness, and any other harm, is clearly outweighed by other considerations.

#### **Traditional orchards in Yalberton Valley**





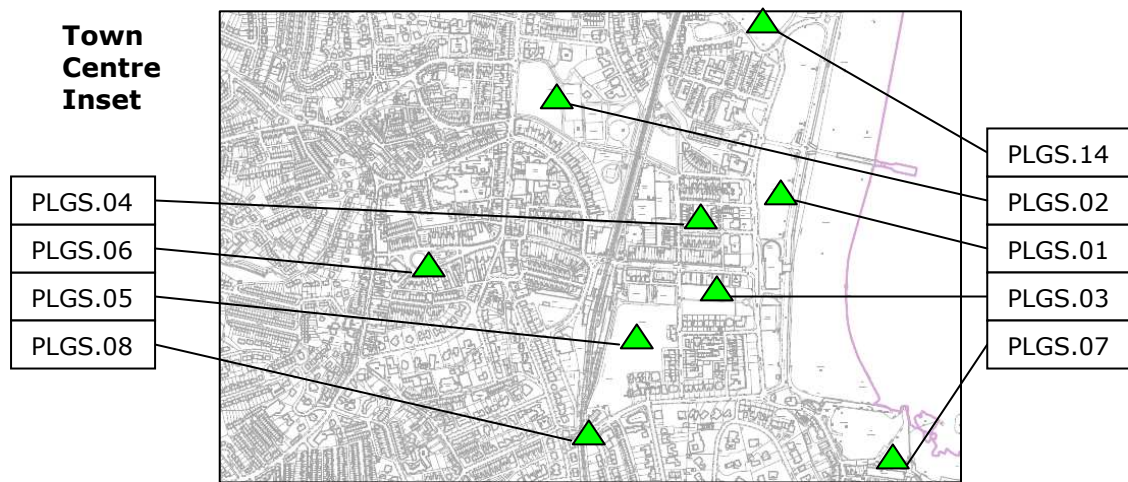
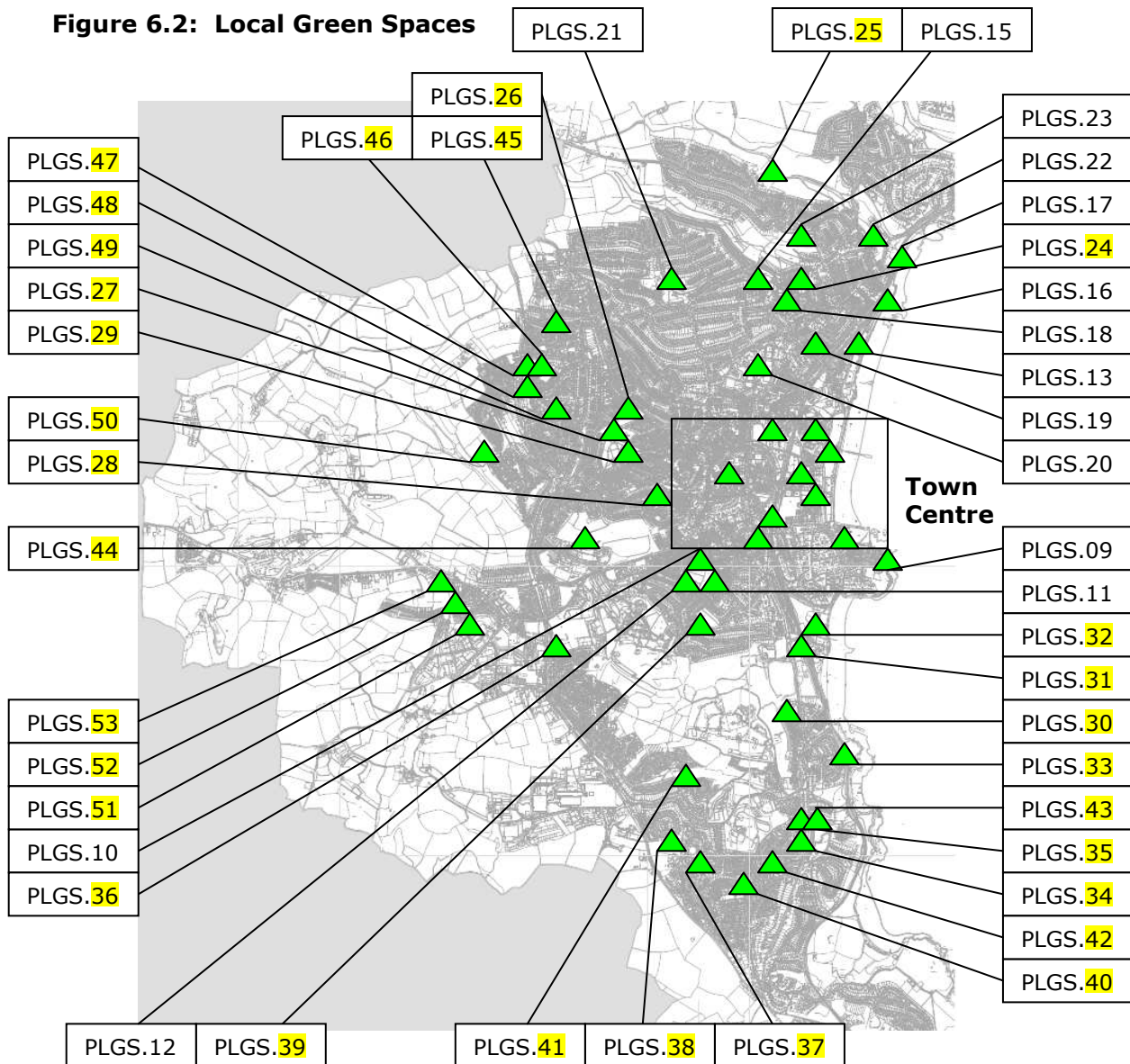
**Figure 6.1 Paignton Area of Torbay Green Infrastructure Delivery Plan**



Source: Torbay Council, Natural England and Torbay Coast & Countryside Trust 2011



**Figure 6.2: Local Green Spaces**



6.28 Further details of each site are given in Table 6.1 below, in Part 7, and in the **Supporting Evidence** document that accompanies the Neighbourhood Plan (Fig. 3.1).

**Table 6.1 Local Green Space locations**

NP Ref	Site name	CP Area				
		PT	Pres	C+M	GR+H	B
PLGS.01	Paignton Green	✓				
PLGS.02	Victoria Park	✓				
PLGS.03	Torbay Park and Gardens	✓				
PLGS.04	Berry Square	✓				
PLGS.05	Queens Park	✓				
PLGS.06	Palace Avenue Gardens	✓				
PLGS.07	Burma Star Garden	✓				
PLGS.08	Whitstone Corner	✓				
PLGS.09	Roundham Head Park	✓				
PLGS.10	St. Michael's Field	✓				
PLGS.11	Oakleigh St. Michael's Allotments	✓				
PLGS.12	Derrell Road Allotments	✓				
PLGS.13	Preston Green		✓			
PLGS.14	Parkfield		✓			
PLGS.15	Coombe Valley Park		✓			
PLGS.16	Hollicombe Cliff Park		✓			
PLGS.17	Hollicombe Park (part of)		✓			
PLGS.18	Wills Avenue Playground		✓			
PLGS.19	Preston Gardens		✓			
PLGS.20	Oldway Mansion Gardens		✓			
PLGS.21	Shorton Valley Woods		✓			
PLGS.22	Hollicombe Allotments		✓			
PLGS.23	Sandringham Gardens		✓			
PLGS.24	Lower Penns Road Allotments		✓			
PLGS.25	Scadson Woods		✓			
PLGS.26	Stanley Gardens			✓		
PLGS.27	Ailescombe Road Allotments			✓		
PLGS.28	Monastery Winner Hill			✓		
PLGS.29	Paignton Cemetery			✓		
PLGS.30	Clennon Valley Allotments				✓	
PLGS.31	Quay West Corner				✓	
PLGS.32	Young's Park (part of)				✓	
PLGS.33	Oyster Bend Field				✓	
PLGS.34	Goodrington Community Orchard				✓	
PLGS.35	Goodrington Village Green				✓	
PLGS.36	Claylands Cross Park				✓	
PLGS.37	Gibson Road Playground				✓	
PLGS.38	White Rock Recreation Ground				✓	
PLGS.39	York Road Allotments				✓	
PLGS.40	Hookhills Playground and Park				✓	
PLGS.41	Lancaster Drive Playpark				✓	
PLGS.42	Cherry Brook Square				✓	
PLGS.43	Goodrington Road				✓	
PLGS.44	Primley Park					✓
PLGS.45	Redwell Road					✓
PLGS.46	Smallcombe Scout Field					✓
PLGS.47	Smallcombe Road Playground					✓



NP Ref	Site name	CP Area				
		PT	Pres	C+M	GR+H	B
PLGS.48	Wild Fox Adventure Playground					✓
PLGS.49	Foxhole Community Playing Field					✓
PLGS.50	Great Parks Play Area					✓
PLGS.51	Snowdonia Close					✓
PLGS.52	Pennine Drive					✓
PLGS.53	Collaton St. Mary Meadow					✓

*Source of Photos in Part 7 by kind permission of S. Moss, M. Parkes, A.Hill*

**Abbreviations used in the above Table:**

- NP** – Neighbourhood Plan
- PLGS** – Paignton Local Green Space
- CP Area** – Community Partnership Area
- PT** – Paignton Town CP Area
- Pres** – Preston CP Area
- C+M** – Clifton with Maidenway CP Area
- GR+H** – Goodrington, Roselands and Hookhills CP Area
- B** – Blatchcombe CP Area

## Design Guidelines

6.46 These guidelines apply to all development proposed within the Neighbourhood Plan Area. They aim to enable development which respects and learns from the past and builds and provides responsibly for the future.

6.47 Development will be expected to reflect local distinctiveness of the area in general and locality of the site in particular, enhance biodiversity, and incorporate advances in sustainable development that helps to move towards a low carbon energy efficient economy.

6.48 Accordingly:

### Policy PNP 1(c)

#### Design Principles

Development proposals, should where possible and appropriate to the scale and size of the proposal:

##### 1. Strengthen local identity by:

- i) retaining existing natural and manmade features that make the location distinctive and attractive;
- ii) being in keeping with the surroundings respecting scale, design, height, density, landscaping, use and colour of local materials;
- iii) respecting important landscape or townscape vistas. Applicants are encouraged to provide accurate 'montage' photographic comparison information where such issues arise in development proposals.
- iv) protecting residential amenity in terms of noise, air, or light pollution. Non-complementary uses close to residential properties will not be supported;
- v) providing an Access and Design Statement

*(Policy PNP1(c) continued next column)*

*(Policy PNP1 (c) continued)*

#### 2. Safeguard biodiversity and geodiversity:

- vi) Safeguarding biodiversity and geodiversity by ensuring that layout and design will protect existing features of biodiversity value on site and biodiversity connections with related sites; ensure that features of geodiversity value are protected and wherever possible enhanced in their condition and future management;

#### 3. Treescape

- vii) provide hedgerow habitat on at least one development boundary to enhance biodiversity wherever possible;
- viii) include features such as bat boxes, bricks or lofts and bird boxes to increase species within the area;
- ix) include a tree survey to the current British Standard and identify how trees to be retained will be protected during the course of construction.
- x) include new tree planting. Developers are encouraged wherever possible to plant three new trees for each new dwelling proposed (or in non-residential development one tree for each car parking space or 50m<sup>2</sup> of gross floorspace). Additional tree planting should be on site or close by, contributing to amenity and biodiversity.
- xi) for biodiversity enhancement, support in particular will be given to tree planting using species included in **Appendix 3** of this Plan (page 106);

#### 4. Local food production capacity

- xii) protect and increase food growing spaces to reflect the orchard and food production heritage of the area. The protection and enhancement of orchards will be supported and consideration should be given to creating edible hedgerows which serve a biodiversity and recreational function.

### **Policy PNP 1(d)**

#### **Residential Development**

New residential development should aim to achieve where appropriate and subject to viability:

- i) the highest standards of sustainable construction such as Passivhaus, EnerPHit, and Lifetime Homes standards, subject to meeting other policy and design considerations as defined;
- ii) Homezone objectives should be followed where on-street parking provision is proposed;
- iii) space for solid waste storage within each curtilage, in seagull proof structures sufficient to accommodate two wheelie bins of 240 litre size;
- iv) for each new dwelling, purpose designed cycle parking space that is covered, safe and convenient. Where cycle parking and bin storage are located within a garage, demonstrate that the garage will be of sufficient size to house at least 2 cycles in addition to car parking;
- v) safe wheelchair access and mobility scooter circulation throughout the site layout;

### **Policy PNP1 (f)**

#### **Towards a sustainable low carbon energy efficient economy**

New development should aim to achieve where appropriate and subject to viability:

- i) the latest developments in sustainable construction and water management technologies that mitigate and adapt to climate change;
- ii) the use of reclaimed materials and natural finishes;
- iii) include soft landscaped areas for natural drainage of rain water, and compensate fully for any existing soft area lost to development;
- iv) on site renewable energy generation to achieve 20% of subsequent in-use requirement wherever possible. Solar arrays will be encouraged where they do not adversely affect residential amenity, a vista of landscape value, or designated conservation area;
- v) connecting cycleways and footpaths where development involves new road infrastructure;

### **Policy PNP 1(e)**

#### **Commercial Development**

New commercial development should aim to achieve where appropriate and subject to viability:

- i) the highest standards of sustainable construction such as Passivhaus or EnerPHit; and
- ii) out of sight waste storage in seagull proof structures for not less than two wheelie bins of 1100 litres in size for each commercial unit proposed;

## Policy PNP1 (g)

### Designing out crime

All developments will be expected to show how crime and the fear of crime have been taken into account in the proposals submitted having regard to "Designing out Crime" Guidance. In particular they should have regard to

- 1) *Access and movement* – places with well-defined and well used routes with spaces and entrances that provide convenient movement without compromising security;
- 2) *Structure* – places that are structured so that different uses do not cause conflict;
- 3) *Surveillance* – places where all publically accessible spaces are overlooked;
- 4) *Ownership* – places that promote a sense of ownership, respect, territorial responsibility and community;
- 5) *Physical protection* – places that include necessary, well designed security features;
- 6) *Activity* – places where the level of human activity is appropriate to the location and creates a reduced risk of crime and a sense of safety at all times;
- 7) *Management and maintenance* – places that are designed with management and maintenance in mind, to discourage crime.

## Policy PNP1 (h)

### Sustainable transport

New development should aim to achieve where appropriate and subject to viability:

- i) electric vehicle charging points;
- ii) comprehensive direct networks for walking, cycling and public transport within and beyond the development;

Where on-site roads are planned schemes will be encouraged to include:

- i) car free areas within the development;
- ii) shared space streets and squares;
- iii) on-street secure cycle storage; and
- iv) dedicated space for car club transport.

### Water risks locally

6.49 National Planning Policy (2012 NPPF94, 99 and 100) and Local Plan Policy (SS14, SDP3, ER1, ER2 and W5) identify that:

- proactive strategies should be adopted locally to mitigate and adapt to climate change, take full account of flood risk, water supply and demand;
- in vulnerable areas risks can be managed through suitable adaptation measures, including through the planning of green infrastructure; and
- account should be taken of advice from the Environment Agency and other relevant flood risk management bodies, e.g. South West Water.

6.50 Environment Agency investigations in South West England demonstrate that soil structural degradation can generate enhanced

surface-water runoff resulting in surface water pollution and localised flooding<sup>(22)</sup>.

6.51 In addition, the key finding of Torbay Council and South West Water's Sewer Capacity Assessment in 2014 was that 'surface water runoff from all new development in the Torbay Local Authority Area must be kept out of the combined sewer network.' The 2014 Sewer Capacity Assessment concluded that the outlying network of sewers 'will not necessarily have sufficient spare capacity to take additional development'<sup>(23)</sup>.

6.52 In addition the 2014 Sewer Capacity Assessment concluded: 'The effects of new hard surfaces, urban creep (surface hardening) and climate change should not be underestimated. A robust strategy for removing surface water from the existing sewer system will be required in order to maintain the current level of service to both the public sewerage network and for surface water management'<sup>(24)</sup>.

6.53 In addition to the issue of urban creep (surface hardening) risk within the existing urban area, investigations by Torbay Council and South West Water in 2014 recognised that the western and northern areas of Paignton is an area of increasing flooding, spills and outflows as a result of insufficient spare capacity in the existing outlying network of combined (surface and foul) sewers.

6.54 To prevent additional harmful polluting episodes, maintain water treatment services and help protect the environment, it is imperative that surface water (rainfall) runoff from all new development in this area of the plan must be kept out of the combined sewer network. Paignton's North and Western Areas were identified in the report for their potential to achieve more than sustainable drainage improvements<sup>(25)</sup>.

6.55 In support of national and local policy and the available evidence, Torbay Council's and South West

Water's recommendations have been adopted and incorporated into the Neighbourhood Plan as an area wide policy.

6.56 Accordingly:

### **Policy PNP1 (i)**

#### **Surface Water**

Developments will be required to comply with all relevant drainage and flood risk policy. Proposals, which achieve more than sustainable drainage improvements and move beyond Sustainable Urban Drainage systems (SUDs) by keeping surface water out of the combined sewer network at source are encouraged.

Where appropriate, achievable and viable the following water management mechanisms should be included:

- a) specific agro-hydrological measures using local topography and geology including bio-retention swales, leaky dams, tree-pit planting, attenuation wetlands and natural water infiltration areas as part of the scheme;
- b) water sensitive scheme-wide redistribution of surface water runoff for non-potable uses including garden irrigation and, except in the case of d), toilet flushing;
- c) strong architectural design in water management including permeable surfaces, raingardens, raingarden planters, micro-ponds, micro-wetlands, green roofs and walls, and rainwater harvesting and reuse; and
- d) the provision of waterless toilet systems is encouraged in all developments within the Rural Character Area defined in Policy PNP19.

#### **References to PNP1 Subsections:**

(1) Department for Environment Food and Rural Affairs, October 2015, 'Wild Bird Populations in England, 1970 to 2014', *Annual statistical release*, Executive summary.

- (2) Department for Environment Food and Rural Affairs, October 2015, 'Butterflies in the Wider Countryside: England, 1970 to 2014', *Key Points*.
- (3) R.C.Palmer and R.P.Smith, December 2013, 'Soil Structural Degradation in SW England and Its Impact on Surface-Water Runoff Generation', *Soil Use and Management*, vol.29, no.4.
- (4) Eurostat *Statistics Explained* [http://ec.europa.eu/eurostat/statistics-explained/index.php/File:Agricultural\\_holdings\\_2000-10\\_YB14.png](http://ec.europa.eu/eurostat/statistics-explained/index.php/File:Agricultural_holdings_2000-10_YB14.png)
- (5) Torbay Council, Devon County Council & Enderby Associates, May 2010, *Landscape Character Assessment of Torbay: Final Report-Part 1, 4 Profiles of Torbay Character Types*, pp.33-42.
- (6) The Torbay Biodiversity Steering Group, 2006, *The Nature of Torbay: A Local Biodiversity and Geodiversity Action Plan 2006-2016*, Main Document, Priority Habitat Action Plans 6.3 Farmland, p31.
- (7) B.Pike, 2013, *The Fruit Tree Handbook* UIT/Green Books, Cambridge. Part Four: 17, Restoring a neglected orchard, p 306.
- (8) Torbay Council, Natural England and Torbay Coast and Countryside Trust, April 2011, *The Torbay Green Infrastructure Delivery Plan: Building a Sustainable Future for Torbay*, 3.3 Local Food, p 18.
- (9) Department for Environment Food and Rural Affairs, December 2015, *Biodiversity 2020: a strategy for England`s wildlife and ecosystem services – Indicators*.
- (10) The Torbay Biodiversity Steering Group, 2006, *The Nature of Torbay: A Local Biodiversity and Geodiversity Action Plan 2006-2016*, Summary Document, 1. Introduction, p 4.
- (11) The Torbay Biodiversity Steering Group, 2006, *The Nature of Torbay: A Local Biodiversity and Geodiversity Action Plan 2006-2016*, Summary Document, 1. Introduction, p 4. and Species: 7.2, p23 and 7.4, p25.
- (12) Stanbury, A., Davies, M., Grice, P., Gregory, R., & Wotton, S. (2010). The status of the Cirl Bunting in the UK in 2009. *British Birds* 103: 702-711
- (13) JNCC (2012), Third Report by the United Kingdom under Article 17, European Community Directive on the Conservation of Natural Habitats and of Wild Fauna and Flora (92/43/EEC), *Rhinolophus Ferrumequinum* Distribution Map, 1.1.1, p2.
- (14) As reference 13.
- (15) Torbay Local Plan (December 2015), Habitats Regulation Assessment
- (16) Devon County Council, Historic Paignton, [www.devon.gov.uk](http://www.devon.gov.uk).
- (17) As reference 16.
- (18) National Fruit Collection (NFC) fruit (undated) unpublished characterisation by staff at NFC, Brogdale [www.nationalfruitcollection.org.uk](http://www.nationalfruitcollection.org.uk)
- (19) M.Smith (1971), National Apple Register
- (20) Department for Environment Food and Rural Affairs, December 2015, *Biodiversity 2020: a strategy for England`s wildlife and ecosystem services – Indicators*.
- (21) The Torbay Biodiversity Steering Group, 2006, *The Nature of Torbay: A Local Biodiversity and Geodiversity Action Plan 2006-2016*, Summary Document, 1. Habitat: Farmland 6.3, p13.
- (22) R.C.Palmer and R.P.Smith, December 2013, 'Soil Structural Degradation in SW England and Its Impact on Surface-Water Runoff Generation', *Soil Use and Management*, vol.29, no.4.
- (23) Torbay Council and South West Water (July 2014), *Torbay 2032 An Assessment of Future Sewer Capacity in Torbay*.
- (24) As reference 2 above.
- (25) As reference 2 above.



## Town Centre & Seafront

6.57 Following views received from our community, the overall objectives for the Town Centre and Seafront area are to:

- Make more of the tourism and retail offer (90%), and
- Improve the points of arrival and connectivity (87%)

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

6.59 Key proposals of the Plan directed at these aims are:

### Recreating our Garden Town

6.60 While important to the whole plan area, this has special significance for the historic Town Centre that continues to be our Town's heart.

### Our Vision

6.61 We want to recreate our 'Garden Town' improving and linking our green spaces and greening the streets and buildings that connect them (97.0%).

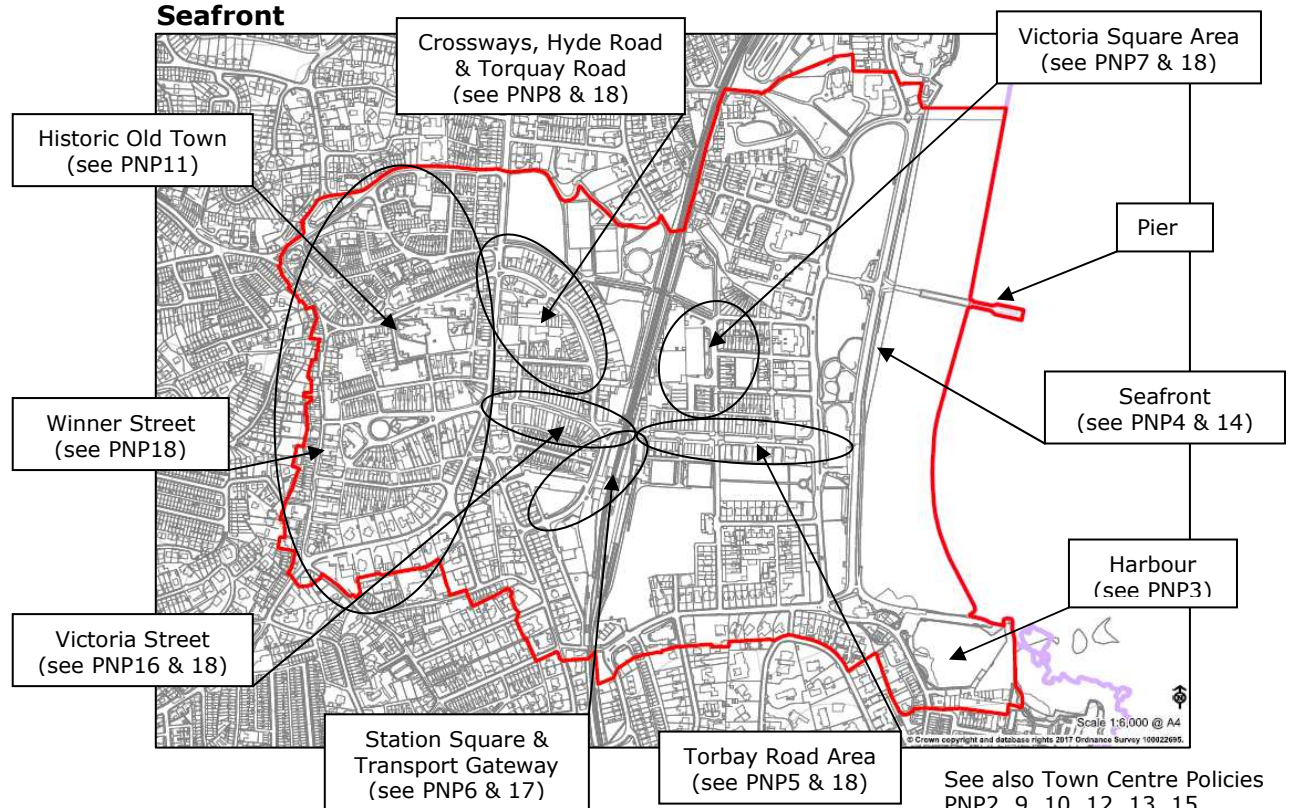
### The Challenge

6.62 Accommodating new needs within a finite space of heritage importance requires particular care.

### Objectives:

- We want to create a vibrant, well designed Town Centre (97.6%)
- We need to take account of the flood risk in our Town Centre in all the plans that we develop (94.2%)
- We need bold but sensitive change to make things happen in the Town Centre (93.6%)
- We want future retail growth to be in our Town Centre - not out of town (92.3%)

**Figure 6.3 Town Centre and Seafront**



See also Town Centre Policies PNP2, 9, 10, 12, 13, 15

- We need to make it easier to get around our Town on foot, cycle and in a car as well as by public transport (91.2%)
- We want residential accommodation in the Town Centre so it is “alive” after the shops close and so we can reduce development on greenfield sites (78.3%)
- Incorporate a Design Guide to improve the townscape, protection of heritage assets, and treatment of unattractive features (77%)

6.63 Accordingly:

### Policy PNP2 -Town Centre

Development within the Town Centre area shown on the Town Centre boundary as shown in the Torbay Local Plan 2012-2030 will be expected, where appropriate, viable and deliverable to support the re-creation of the Garden Town by improving and linking green spaces, greening the streets and buildings that connect them and permeability to the seafront and historic Old Town.

Subject to other policies in the Neighbourhood Plan, proposals that embrace this theme will be positively supported where they:

- improve the vibrancy, cultural experience, appearance, and layout of the area;
- take full account of flood risk;
- focus retail use within the Town Centre and promote retail growth;
- make it easier to move around by all forms of transport according to the 'hierarchy of sustainability' set out in policy TA1 of the Torbay Local plan;
- increase residential accommodation within the area;
- protect heritage assets and remove unattractive features which have a negative impact upon the character of the area;
- enhance the provision of urban wildlife corridors and biodiversity links within the area, and with adjoining areas; and
- meet the relevant Design Guide criteria set out in Policy PNP1(c).

### Town Centre Victoria Street



## Paignton Harbour

6.64 The Harbour is not as well used by tourists as at Torquay or Brixham. Attracting more tourists to the Harbour area is a key objective of the Plan. The threat of climate change and existing flood risk also need to be considered.

### Objectives:

- Attract tourists to the Harbour area as a key objective of the Plan (82%)
- Improve the Harbour with a theme that is sensitive to its heritage and 'quaintness' (90%)
- Improve the Harbour sensitively with a mixed use development, including accommodation, which adds value to the tourist offer (84.3%)
- Make more use of the Harbour for water sport (70%)
- Ensure that developer contributions are used to support improvements to the Harbour
- Enhance existing off-street parking for greater tourist use (71.0%)

6.65 Accordingly:

### Policy PNP3 – Paignton Harbour

Improvement of the Harbour and frontage to the harbour shown on the Town Centre and Seafront inset plan (Fig. 6.3 page 31) will be encouraged and development proposals supported subject to other policies in this plan where they will:

- a) retain the heritage features and 'quaintness' of the harbour;
- b) continue the mix of traditional uses as a working harbour, including commercial and residential accommodation;
- c) attract more tourists;
- d) improve existing on and off-street parking for greater use by tourists, to include provision for bicycles, motor cycles and electric vehicle charging points for low emission vehicles;
- e) enable more use of the harbour for water sports;
- f) enhance the presence of wildlife; and where appropriate developer contributions will be used to improve harbour facilities and resilience to flood risk.

## Paignton Harbour



## Seafront

6.66 The beaches, greens, pier and facilities along the seafront are critical elements of Paignton's tourism offer. In addition, the greens have a long standing use by residents for sports and pastimes throughout the year. As with the Harbour, the threat of climate change and existing flood risk also need to be considered.

### Objectives:

- Protect Paignton Green as an open space for future generations (96%)
- Improve the public realm on the seafront (90.2%)
- Upgrade the shelters to improve the tourism offer (86%)
- Make improvements to the Vue/Flagship building, particularly to improve the view on approach from Torbay Road (82.8%)
- If in the long term an alternative site can be found for the multiplex cinema we should support the cinema relocating (71.5%)
- If the multiplex relocates we should find an alternative use for the Vue part of the building to maximise the benefit that the existing building can provide with its unrivalled views (71.5%)

6.67 In support of the 100 year covenant that applies to Paignton Green for the benefit of Paignton residents, all of the Greens meet the criteria for designation as Local Green Space in accordance with 2012 NPPF76 (PNP1(b), page 21).

6.68 Accordingly:

### Policy PNP4- Seafront

Improvement of the Seafront shown within the Town Centre and Seafront inset plan (Fig. 6.3 page 31) will be encouraged including upgrading the public realm and public shelters to provide enhanced seating, weather protection and information facilities that improve the tourism offer.

Development proposals will be supported that make improvements to the Vue/Flagship building, particularly to improve the aspect from Torbay Road by large canopy tree planting to achieve greening of the area.

In the long term, relocation of the multiplex cinema will be supported, provided that any alternative use would maximise the benefit the existing building can provide with its unrivalled views.

If the Vue building is demolished and not replaced the released space will be supported for use as a new greenway link to the seafront.



## Torbay Road

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

### Objectives:

- Bring the Picture House back to life as a tourist attraction (81% & 95.6%)
- Make greater use of the wide pavement for outdoor cafés (60% & 73.2%)
- Encourage the sympathetic improvement of the walkway canopies (94% & 91.2%)
- Better link to the seafront (82.4%)
- Explore the option for pedestrianisation (69%)

## Canopy along Torbay Road



6.70 Accordingly:

### Policy PNP5 – Torbay Road

Enhancement of the Torbay Road Area from the railway crossing in the west to the seafront in the east shown on the Town Centre and Seafront inset plan (Fig. 6.3 page 31) will be encouraged and development proposals supported that:

- a) bring the Picture House back to life as a tourist attraction (see Fig 6.4 page 36);
- b) provide better pedestrian links to the seafront; and
- c) explore the option for pedestrianisation.

Schemes will be expected to include where appropriate, achievable and subject to viability:

- d) improvement and extensions to the walkway canopy locations that are sympathetic to the heritage and greening of the area; and
- e) landscaped links to enhance the green infrastructure network and urban wildlife corridors of the existing road and adjoining areas between the level crossing and seafront.

Food and drink developments fronting onto wide pavements on the southern side will be encouraged to make greater use of the route during hours of opening in a manner that does not impede ease of pedestrian movement.

## Station Square, level crossing and railway station (Improving the 'Town Centre Gateway')

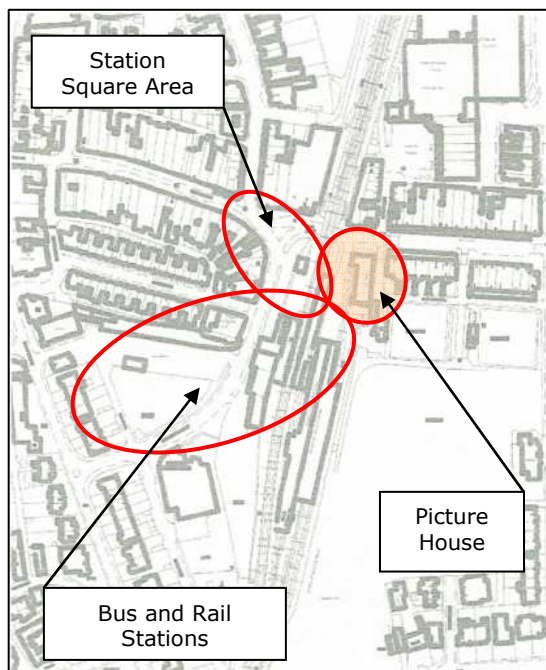
6.71 Heavy rail, steam rail, bus, taxi, long distance coach stop, and public parking facilities all meet at this critical point centrally located between the main shopping area of Victoria Street and tourist route of Torbay Road.

6.72 It is an area also used by many to sit in the sun or rest a while.

### Objectives:

- Make better use of the Station Square Area (91.4%)
- Reconfigure this area to reduce congestion and make it more attractive and enjoyable (90.1%)
- Open out the area to create a shared space that better showcases the Picture House and Steam Railway (85.3%)
- Make greater use of the Steam Railway as a Tourist 'gateway'/attraction (91% & 92.1%)

**Figure 6.4 Station Square Area**



6.73 Accordingly:

### Policy PNP6 – Station Square 'Gateway'

Improvement of the Station Square Area shown on the inset plan (Fig. 6.4 this page) will be encouraged and proposals supported where they will:

- enhance the public realm;
- showcase the Picture House and Steam Railway as tourist attractions;
- enhance the provision of transport interchange facilities; and
- provide financial contributions that enable implementation to be achieved.

Subject to other policies in the plan, improvement of the area will be supported that betters the function, amenity and public enjoyment by design detail that will:

- open out the area, reduce congestion, encourage low vehicle speeds, create a pedestrian-friendly environment, discourage inappropriate parking, retain heritage features, increase public seating provision, improve street furniture and signage, and incorporate quality planting to green the area;
- enhance the provision of existing interchange facilities at Station Square, the level crossing, station approaches to surrounding streets and paths with the aim of improving access for all, especially the elderly and persons with mobility limitations;
- provide space for additional modes of transport that include park-and-ride facilities to connect with outer Paignton, nearby on-street provision for Car Club providers to serve the area, and secure additional cycle parking facilities in the area.

...



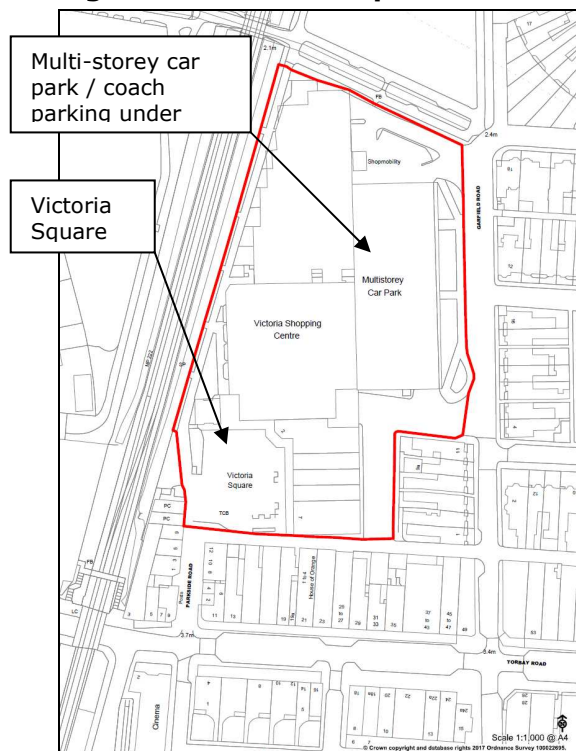
## Victoria Square (Lidl Square)

6.74 Tourist accommodation providers in the locality wish to develop extra 'themed' holidays and retain the primary use of this area, not its re-use for general housing or conversions into Housing in Multiple Occupation (HMO's). If replacement of the multi-storey car park is necessary, the site has the potential to provide options for alternative or additional use:

### Objectives:

- Be open to any idea that would improve the use and look of this area (86.5%)
- If the car park and Lidl site become available, consider putting a Victoria Centre on it, and be open to what use could be made of it (85.6%)
- Encourage 'themed markets' on Victoria Square (78%)
- Retain the existing number of multi-storey car park spaces (72%)
- Support equivalent replacement of any off-street car parking lost (70%)

**Figure 6.5 Victoria Square Area**



6.75 Accordingly:

### Policy PNP7 – Victoria Square

Opportunities to improve the Victoria Square Area shown on the inset plan (Fig. 6.5 this page) will be encouraged and development proposals supported that where appropriate:

- improve the use and amenity of the area;
- include parking provision to adopted standards
- encourage 'themed markets' on the square;
- retain public open space, trees, amenity areas, or pedestrian links that contribute to the greening the town centre;
- connect to and enhance the green infrastructure network and urban wildlife corridors of the adjoining areas, especially between the square and seafront;
- include provision for electric vehicle charging points for low emission vehicles recharging and parking space for cycles and motor cycles for use by residents and tourists alike.

## Crossways (including abutting Hyde Road) and Torquay Road

6.76 As a point of arrival by road, the area provides a thriving scene of business frontages. The main exception being a high level of vacant space at Crossways shopping centre which our community has indicated could provide scope for change. The food supermarket closed in 2012. The centre has an overhead multi-storey car park and incorporates an important pedestrian link between Torquay Road, Hyde Road, and beyond.

6.77 Ideally, the centre will continue to provide space for growth of new retail opportunities that will add vitality and attraction to the experience of tourists and residents. If this ceases to be possible, alternative opportunities would be supported that enable the centre to adapt or be redeveloped to breathe new life into the area.

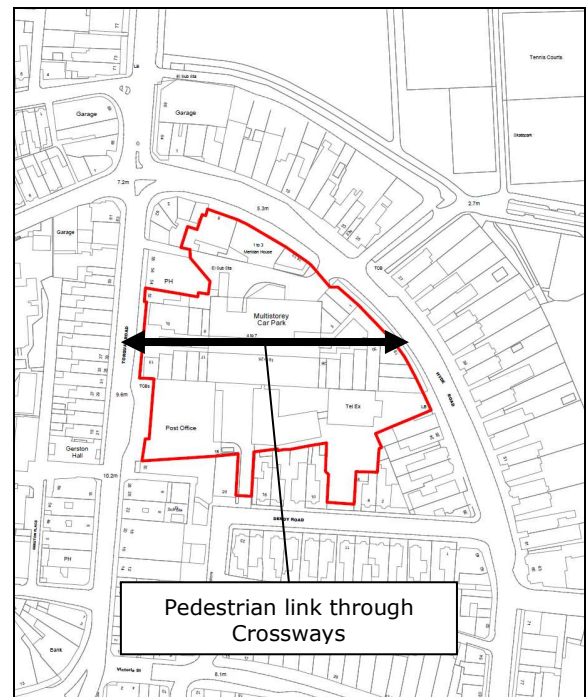
### Objectives:

- Develop Crossways as a multi-use site including residential accommodation and retail (71.5%)
- If one is needed, identify Crossways as the priority town centre location for a supermarket (55%)
- Retain the primary and secondary role of Hyde Road (and Torquay Road) as a shopping street (84%)

### Hyde Road frontage



**Figure 6.6 Crossways, Hyde Road, Torquay Road Area**



6.78 Accordingly:

### **Policy PNP8 – Crossways, Hyde Road, and Torquay Road**

Development proposals in the Crossways, Hyde Road, and Torquay Road Area shown on the inset plan (Fig 6.6 this page), will be supported that:

- retain the secondary retail frontages along Hyde Road and Torquay Road;
- enable reoccupation of the existing Crossways shopping centre for retail use, or redevelopment for retail or mixed use at ground floor level with residential accommodation above; and
- retain a pedestrian link between Torquay Road and Hyde Road in a manner that contributes towards improvement of the pedestrian network and green infrastructure links.

## Victoria Park

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

- Loss of space from the public park would conflict directly with the National Planning Policy Framework (2012 NPPF74)
- The need for further supermarket provision has not been made
- A supermarket in this location would be too far divorced from the town centre retail offer and not add vitality and viability to the existing provision
- Other priority locations for such provision, if required, exist at Crossways or Victoria Square.

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

### Objectives:

- Keep the current size and accessibility of the park as an Urban Green Space
- Keep as public open space and protected (96%)
- Support any enhancement of the Park only if it is not to the detriment of:
  - use for open space recreation (95%)
  - its open space character (94%)
  - means of pedestrian connection (93%)

6.81 During preparation of the Plan, over 5,500 local residents also petitioned to retain the Park. The Neighbourhood Plan designates the Park as protected Local Green Space

under the provisions of 2012 NPPF76 (PNP1(b), pages 21, 23 and 69).

6.82 Accordingly:

### Policy PNP9 – Victoria Park

Proposals for new developments within the designated Local Green Space of Victoria Park shown on the inset plan in Part 6 (PLGS.02 page 68) will only be supported in very special circumstances. 'Very special circumstances' will not exist unless the potential harm to these Local green spaces by reason of inappropriateness, and any other harm, is clearly outweighed by other considerations.

The following Improvements to the Local Green Space will be supported:

- i) its use for open space recreation, amenity and enjoyment;
- ii) its open space character; and
- iii) its means of pedestrian connection

### Victoria Park



## Queens Park

6.83 The existing Park area consists of space in public and private use. Both are critically important to the provision of facilities in the town centre and the contribution made to the landscape.

Objectives:

- Retain Queens Park for open space sport and recreation use and the contribution that it makes to the town centre 'Garden Town' landscape (82.7%)

### Queens Park Club House



### Queens Park



6.84 Accordingly:

#### Policy PNP10 – Queens Park

Proposals for new developments within Queens Park shown on the inset plan in Part 6 (PLGS.05 page 69) will only be supported in very special circumstances. 'Very special circumstances' will not exist unless the potential harm to these Local green spaces by reason of inappropriateness, and any other harm, is clearly outweighed by other considerations.

Improvements to the Local Green Space will be supported that:

- a) increase the area of open space available on site;
- b) expand the field spaces used for sport and recreation in the park;
- c) large canopy tree planting to enhance the contribution of the Park to the Garden Town landscape; and
- d) deliver enhanced green and blue infrastructure from the park to its environs and the seafront.



## Old Town

6.85 Winner Street, Palace Avenue, and neighbouring areas form attractive examples of Paignton's historical and architectural heritage with potential for appeal to further tourism through positive action.

### Objectives:

- Rename and market the areas of Winner Street, Palace Avenue and the area between Palace Avenue and Cecil Road as the "Old Town" and market it as that (82.4%)
- Make this area of the town more accessible and easier to find (94.3%\*)
- Make the enhancement and regeneration of this area a priority (74.3%\*)
- If possible develop a Heritage Centre to share the history of our town (88.5%\*)
- Support the maximum use of the Palace Theatre as a key facility (96%)
- Protect Palace Gardens from inappropriate development (96%)
- Encourage the use of Palace Gardens for 'themed' markets and events (59%)
- Encourage specialty shops in Winner Street for tourists and residents (93%)
- Encourage sympathetic improvements to shop and building fronts (94%)
- Remove street eyesores that detract from the visual appearance (83%)
- Improve footpath connectivity with the transport hub and seafront (83%)
- Promote new forms of transport connections such as 'bus links' with Winner Street that would add tourist footfall to the area (77%)
- Support more use of the highway area for themed events (62%)

6.86 Accordingly:

### Policy PNP11 – Old Town

Improvement of the Old Town area shown on the inset plan (Fig. 6.7 page 42) will be encouraged and proposals supported where they will:

- a) enhance the public realm;
- b) encourage regeneration where sympathetic to heritage features and uses in the area; and
- c) provide financial contributions where appropriate that enable implementation to be achieved.

Subject to other policies of the plan, improvement of the area will be supported that better the function, amenity and public enjoyment by design detail that will:

- d) retain shop and building fronts of importance to the area. Replacement frontages should conserve or enhance the character and appearance of the area having regard to Policy PNP1(c). Where possible, historic features such as building lines, window patterns and material should be reinstated;
- e) enable 'Old Town' signage and historic information at key interchanges for tourists and other users of the area to make it easier to find and enjoy;
- f) improve pedestrian, cycle and public transport connections and access from the transport hub and seafront;
- g) support use of the highway and Palace Avenue Gardens for local markets and events;
- h) encourage specialty shops in Winner Street and improvement of residential amenity in Well Street;
- i) support provision of a Heritage Centre use within the area;
- j) support use of the Palace Theatre and Palace Avenue Gardens as key facilities.



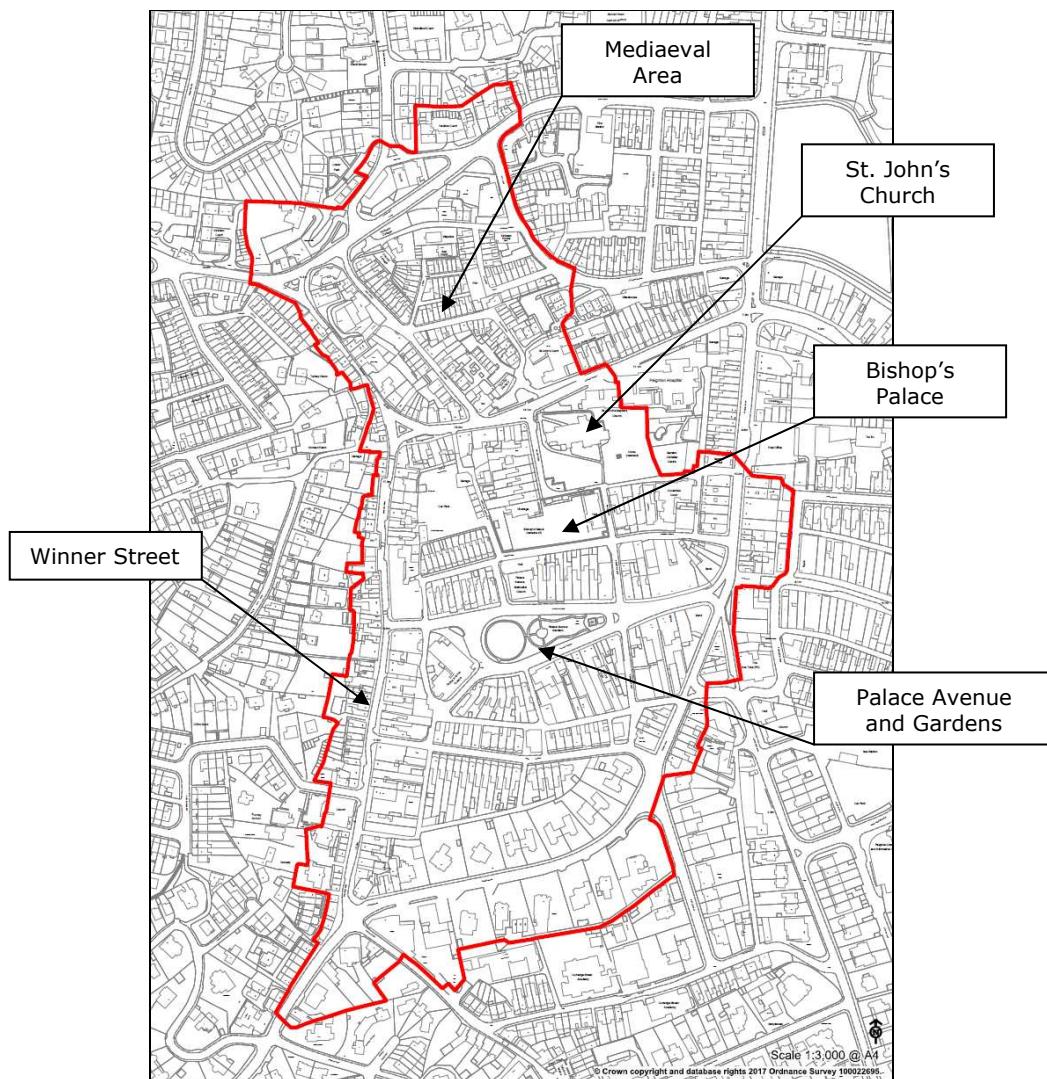
**Palace Avenue**



**St. John's Church**



**Figure 6.7 Old Town**



## Getting Around

6.87 Scope exists for further deliverable improvement in the short term and not all space in the vicinity of Great Western Road is of a shape that fosters ease of use. Further improvement is possible in the longer term:

### Objectives:

In the short term:

- Promoting transport connectivity between all the forms of transport (90%)
- Improved signage for visitors to necessary transport connections (88%)
- Improved surface connections for users with disabilities (88%)
- Review the way traffic uses the Town Centre and how it interacts with pedestrians (87.8%)
- Small scale changes that collectively improve pedestrian connection (86%)
- De-clutter the town centre and make it easier to move around on foot (81.8%)
- Target funds resulting from development to resolve some of these issues (86.6%)
- Ensure that parking within the town supports the viability of the Town Centre
- Plan public transport to better meet users' needs

In the longer term:

- Evaluate the possibility of providing a Transport Hub if possible onto one site – to bring different forms of transport closer together (66%)

6.88 Accordingly:

## Policy PNP 12 – Getting Around

Improvement of the Town Centre and seafront area shown on the inset plan (Fig. 6.3 page 31) will be encouraged and proposals supported where they will:

- a) make it easier to use sustainable transport; and
- b) provide financial contributions where appropriate that enable implementation to be achieved.

Subject to other policies of the plan, improvement of the area will be supported that better the function, amenity and public enjoyment by design detail that will:

- c) improve integrated transport connections having regard to the hierarchy of sustainability;
- d) improve pedestrians connections and the way that traffic uses in the area interact with pedestrians;
- e) provide safe, continuous, separated cycling and pedestrian pathways to schools, employment and tourist sites;
- f) complete Paignton's missing links in the National Cycle Route Network in support of Local Plan Policy SS6;
- g) help public transport better meet user needs;
- h) de-clutter the town centre to make it easier to move around;
- i) improve transport connectivity and signage for visitors;
- j) improve surfaces for pedestrians, including disabled people;
- k) ensure that town centre parking for cycles, motorcycles and cars supports town centre viability;
- l) bring different forms of transport closer together wherever possible.

## Housing opportunities within the town centre

6.89 Retaining and expanding the appeal of the town centre as a place to live will help to meet future housing needs and ensure continued vitality and vibrancy in the town centre beyond shopping hours.

### Objectives:

- Support retention of residential areas within the town centre as part of ensuring the area remains in use throughout the whole day (94%)
- In a sensitive way provide housing at the Harbour as part of a mixed development (circa 84.3%)
- Victoria Square, as part of a larger development, could provide housing (54.8%)
- Crossways as part of a mixed retail/accommodation development could provide housing (59.5%)
- A reconfigured Station Lane could provide housing as well as additional retail and a transport hub (59.5%)
- The property next to the old Woolworths Store which was the Gerston Hotel could, with the façade retained intact provide accommodation with a retail mix (58.0%)

Note: 79.7% disagreed with use of Queens Park for residential.

6.90 Accordingly:

### Policy PNP13 – Housing opportunities within the Town Centre and Harbour area

To retain and increase the provision of homes within the Torbay Local Plan town centre boundary and harbour area the following will apply:

- a) development will be supported that retains residential accommodation as part of ensuring the area remains in use throughout the day;
- b) additional housing provision identified in the Local Plan and Table 8.1 of this Plan will be supported in the following locations, subject to the development meeting the other policies of this Plan that apply:
  - i) Paignton Harbour;
  - ii) Crossways;
  - iii) Station Lane;
  - iv) Station Square (former Gerston Hotel);
  - v) Victoria Square;
- c) proposals must comply with existing relevant Flood Risk policy and where appropriate proposals should be supported by site specific flood risk assessment able to show the development will be safe for its lifetime and with necessary flood resilience measures incorporated; basement flats will not be supported in areas of flood risk.



## Core Tourism Investment Area

6.91 The tourism industry is vital to the economy of Paignton and its importance cannot be minimized.

### Objectives:

- Refocus the previous Principal Holiday Accommodation Area into a Core Tourism Investment Area (circa 76% & 80.4%)
- Within the Core Tourism Investment Area there should be some flexibility to allow failing businesses to become something other than Holiday Accommodation if the change proposed would support and not detract from the Area's function (circa 63.7%)
- Where a use away from Tourism is permitted, buildings should be restored to their historic form by the removal of unsightly features considered to undermine the viability of the development (circa 63.7%)
- Houses in Multiple Occupation known as HMO's should be restricted to areas outside the Core Tourism Investment Area (and tourism areas generally) (80.5%)
- Planning regulations should be rigorously enforced to manage the problem of HMO's (82.6%)

### Paignton Shoreline



6.92 Accordingly:

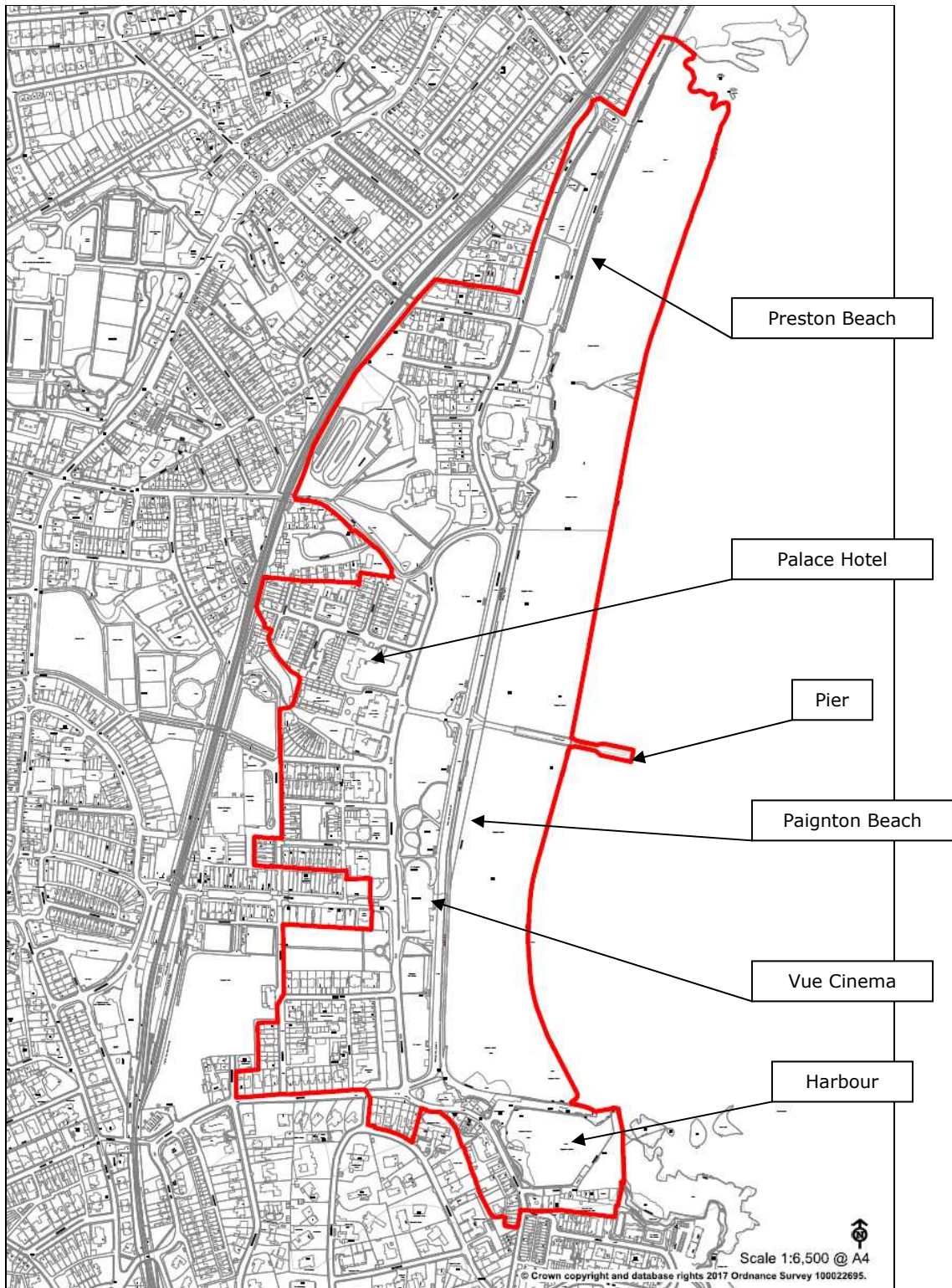
### Policy PNP14 – Paignton Neighbourhood Plan Core Tourism Investment Area

To improve tourism opportunities in the seafront Core Tourism Investment Area shown (Fig. 6.8 page 46) further investment in tourist accommodation will be actively supported and:

- a) Houses in Multiple Occupation known as HMO's will not be supported within the Core Tourism Investment Area in accordance with Policy PNP1(f);
- b) Within the Core Tourism Investment Area there will be flexibility to allow change of use from holiday accommodation where it can be evidenced there is no reasonable prospect of continuing use for tourism purposes and the change proposed would support and not detract from the Area's function;
- c) Applications for a change from tourism use should, where appropriate and necessary include information on proposals for the restoration of the building, to include the removal of any unsightly features considered to affect the character of the area. Evidence of neglect of properties will not be a reason supported for change of use of holiday accommodation that could otherwise be used for tourism purposes.



Figure 6.8 Neighbourhood Plan Core Tourism Investment Area



## Flooding and Sea Defences

6.93 The effect of climate change and the risk of flooding is of particular importance across different parts of the area.

6.94 The Town Centre area has flood risk from coastal water in addition to risk from inland waterways and the Victorian combined foul and surface water drainage network.

### Objectives:

- We need protection from rising sea levels probably by building a sea wall (83.7%)
- We need to keep the river courses in a good state of repair to minimise flooding risks
- A regularly updated flood risk assessment is needed that includes assessing the capacity and state of the existing town centre sewer network (94.6%)
- Encourage energy conservation and measures that help adapt to, and fund, the impact of flood risk and climate change (90%)

6.95 Accordingly:

### Policy PNP15 – Flood and Sea Defences

To reduce the risk of flooding within the Town Centre Area defined by the inset plan (Fig. 6.3 page 31) development proposals must comply with all existing Flood Risk policy requirements.

Proposals to remove buildings, structures, or other physical features that act as a brake on areas liable to flood from the sea, inland water flow, or drainage network, will not be supported unless alternative compensating proposals are submitted and agreed;

Where appropriate new developments will be required to demonstrate how surface water will be managed to achieve the reduction of the amount of surface water entering the combined sewer network including water harvesting for use within the development, and by temporary storage solutions so that surcharging of the ground and sewer network is reduced during periods of intense rainfall;

The removal of hard surface areas and their replacement with soft surface landscaping will be encouraged in all developments to increase natural drainage and thereby increase capacity in the combined sewer network for additional development proposed in the Town Centre; and

Where appropriate, development proposals in locations at risk of flooding from seawater will be required to make financial contributions towards the strengthening of sea defences in accordance with Torbay Council CIL regime or S106 Obligation.

## Victoria Street

6.96 Already mainly pedestrianised, and our prime shopping street, further deliverable improvements are possible.

### Objectives:

- Keep existing street trees and public seating capacity (96%)
- Encourage more use of vacant floors at upper levels (90%)
- Encourage removal of weeds and unsympathetic building repairs (85%)
- Improve crossings / uneven surface problems (82%)
- More open air markets and similar attractions in the street (81%)
- More use of the street surface for outdoor café seating areas (62%)

### Upper floors Victoria Street



6.97 Accordingly:

### Policy PNP16 – Victoria Street

To support and enhance the vitality and viability of the Victoria Street area (Fig. 6.3 page 31), development proposals will be supported that, where appropriate:

- a) retain existing street trees and public seating capacity in the area;
- b) make more efficient use of vacant floors at upper levels, in particular, to facilitate the delivery of residential units in accordance with PNP1(e);
- c) include proposals for the enhancement of existing buildings;
- e) make more use of the street for open air markets and similar attractions; and
- f) include greater use of the street surface for food and drink outlets fronting onto the pedestrianised area during hours of opening where there would be no detriment to pedestrian accessibility and ease of movement.



## Improving the transport 'Gateway'

6.98 Local residents and tourists alike need easy access to conveniently located facilities when using central transport facilities in particular. This need will grow as more is made of the tourism and retail offer.

### Objectives:

- Provision of Public Toilets (92%)
- Incorporate a principal tourist information office in a central position linked to the transport gateway

### Paignton Bus Station



### Paignton Railway Station



6.99 Accordingly

### Policy PNP17 – Transport 'Gateway' improvement

As part of improving the tourism and retail offer, support will be given within the transport gateway area (Figs. 6.3 and 6.4 pages 31 and 36) to:

- a) the provision of additional public toilet facilities easily accessed by travellers, residents, and tourists who use transport facilities in the vicinity of the bus and railway stations, and that remain open all day; and
- b) the provision of a principal tourist information office close to the transport gateway in a central position for use by visitors.

Both facilities to be open for use all year round.

### Paignton Steam Railway Station



### Railway and adjacent Picture House



## Independent Traders

6.100 Despite national trends, the town centre is noted for having many independent traders who provide local services that maintain vibrancy and vitality of the area.

Objective:

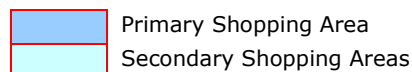
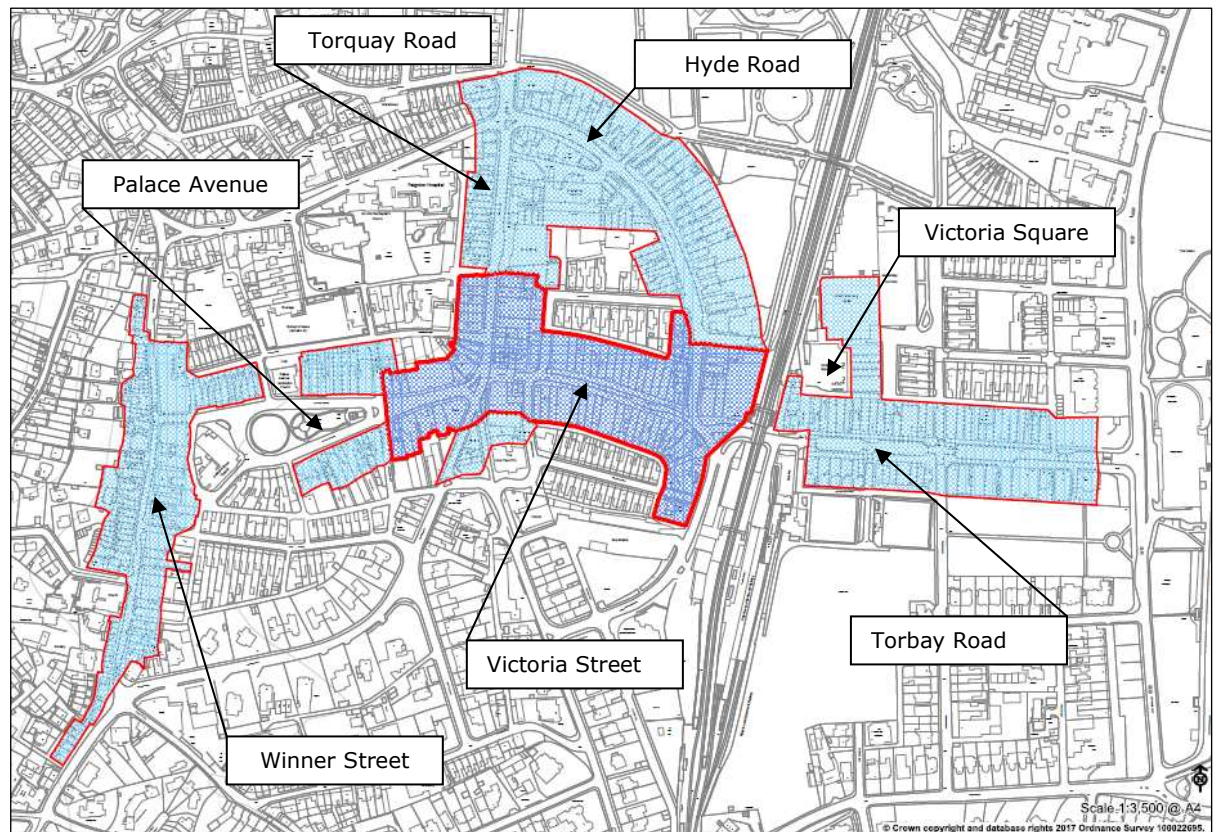
- Support the former Business Improvement District (BID) and provision of independent traders as an attraction to tourists (76%)

6.101 Accordingly:

### Policy PNP18 – Supporting the Retention of Retail Uses

The locations shown for the provision of primary and secondary retail facilities within the Town Centre Area shown on the inset plan (Fig. 6.9 this page) will be retained. Any change of use from A1 retail, requiring planning permission, within this area will only be supported where evidence has been provided that the use is no longer viable unless it supports other policies in the Neighbourhood Plan for wider town centre regeneration.

**Figure 6.9 Town Centre Shopping Areas**





## Western Area

6.102 The western side of Paignton is a very important area. It contains attractive countryside, areas of great landscape value, important natural habitats, wildlife and ecology, food production areas, tourist accommodation, and the inherent potential for increased tourist opportunities. It also contains a major employment area, an expanding college campus, and significant possibilities for sustainable development if managed carefully.

6.103 Following the views received from our community, the additional objectives for the western side are:

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

6.104 The first above includes maintaining and enhancing the attractive and inviting arrival experience of the Paignton and Torbay tourist gateway.

### Safeguarding open countryside

6.105 Our 'English Riviera' environment provides our unique identity, attracting tourists from far and wide, producing a significant source of local income. It is essential to food production, wildlife and biodiversity. We are the resident custodians, and how we treat the environment is important to our future generations.

6.106 The Neighbourhood Plan contains a diverse blend of four of the nine Torbay Landscape Character Types (Table 6.2 below). Two of these make up the fundamental identity of Paignton's Rural Character Area (Fig. 6.10 page 53):

- Type 1: Rolling Farmland; and
- Type 3: Secluded Valley.

6.107 The 'Rolling Farmland' landscape is subdivided into 8 distinct geographical areas and the 'Secluded Valley' is subdivided into 5 distinct geographical areas. Each has been named, its sensitivity to change assessed and a management strategy identified to secure retention and restoration where needed (Fig. 6.10 and Table 6.2 page 53).

Objectives:

- Restricting development in our open countryside is still justified (87%)
- Building for local need is more important than loss of countryside (17%)
- Parts of our countryside are no longer worth keeping (8%)
- Other suggestions received as written comments in Stage 2 that are achievable

6.108 Accordingly:

### Policy PNP19 – Safeguarding open countryside

The countryside is a finite resource and it is important to ensure that any further development in the countryside does not damage its quality and the relationship between urban and rural areas.

In the Rural Character Area shown on the inset plan (Fig. 6.10 page 53) where it is essential to retain the existing rural and landscape character, including its amenities, during the period of the Plan development proposals will be supported where they are in conformity with the National Planning Policy Framework, Policy C1 of the Torbay Local Plan and PNP1,

It is important to maintain and enhance our Rural Character Area and its relationship to the adjoining Area of Outstanding Natural Beauty (AONB).

**View looking south east from Westerland Valley**

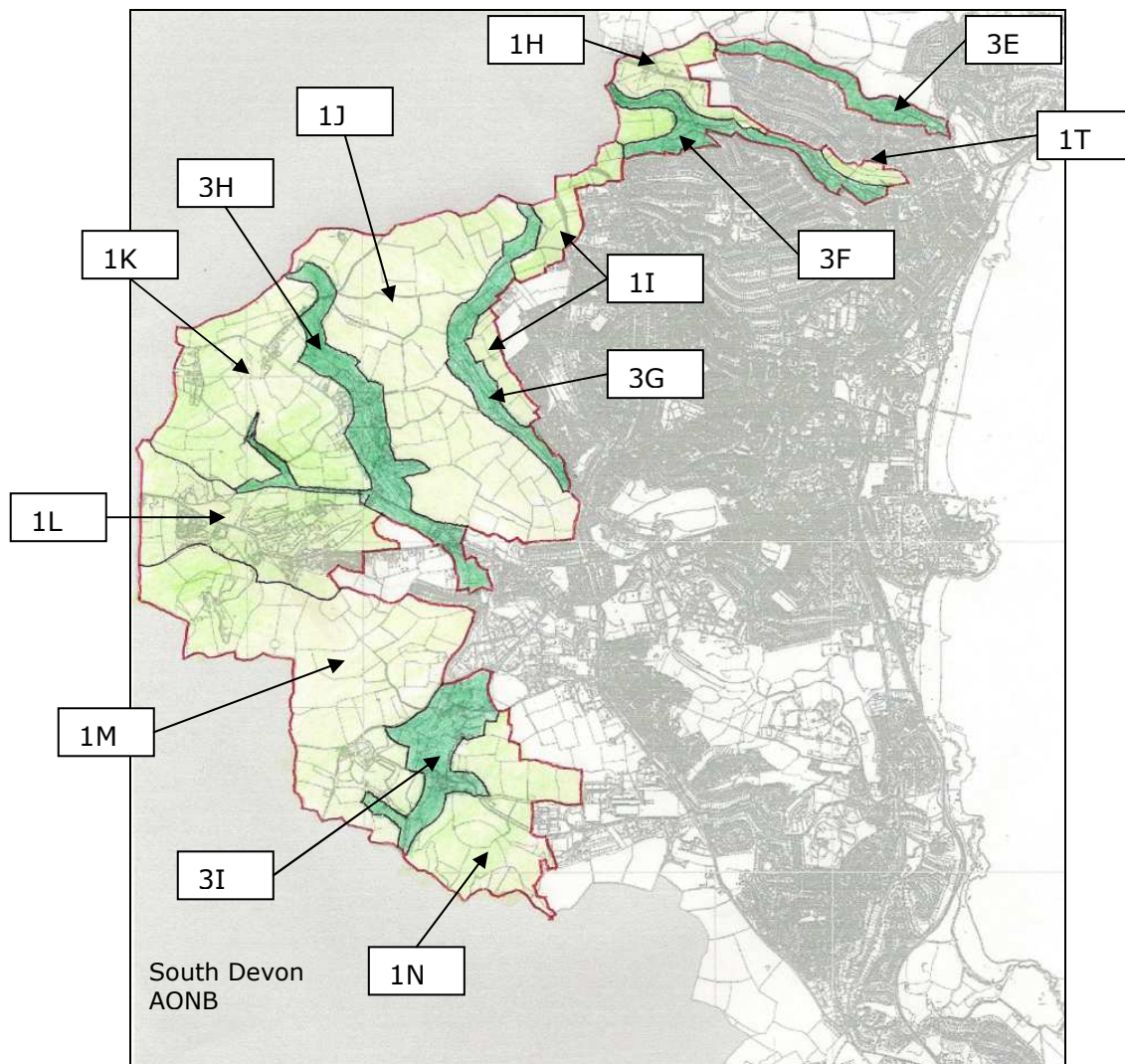


**View looking north west from Yalberton Valley**





**Figure 6.10 Paignton's Rural Character Area and Management Strategy**



**Table 6.2 Paignton's Rural Character Area and Management Strategy**

Sub-area		Overall Sensitivity	Management Strategy
Rolling Farmland			
1H	Occombe Cross	Highly Sensitive	Conserve
1I	South Marldon/Great Parks	Highly Sensitive	Conserve
1J	The Blagdons	Highly Sensitive	Conserve
1K	Barton Pines	Highly Sensitive	Conserve / Enhance
1L	Blagdon Barton	Less Sensitive	Restore
1M	West Yalberton	Highly Sensitive	Conserve
1N	East Yalberton	Moderately Sensitive	Enhance
1T	Preston Park	Moderately Sensitive	Conserve
Secluded Valley			
3E	Hollicombe Valley	Highly Sensitive	Conserve
3F	Occombe Valley	Highly Sensitive	Conserve
3G	Upper Clennon Valley	Highly Sensitive	Conserve
3H	Blagdon Valley	Highly Sensitive	Conserve
3I	Yalberton Valley	Moderately Sensitive	Enhance

Source: Based on Part 2 Landscape Character Assessment of Torbay for Torbay Council by Enderby Associates May 2010.

## Great Parks

6.109 This area is identified in the Local Plan for a final phase of development subject to habitat protection being achieved.

6.110 The Torbay Green Infrastructure Delivery Plan (see Fig. 6.1 above) proposes enhancement of the adjoining Westerland Valley. A Masterplan to guide the final Phase of Great Parks has been produced with community input (2013) and further habitat measures are required to comply with Local Plan Policy SS2 before development can be approved.

### Objectives:

- Assess the scope for a country park in the Westerland Valley (76%) (only 49% felt that enhanced community facilities are required to serve the Great Parks area).
- A Westerland Valley Country Park should link, via cycle ways and bridle paths, to proposed Blagdon and Yalberton Valley Country Parks, forming a westerly country trail around Paignton and Torbay.

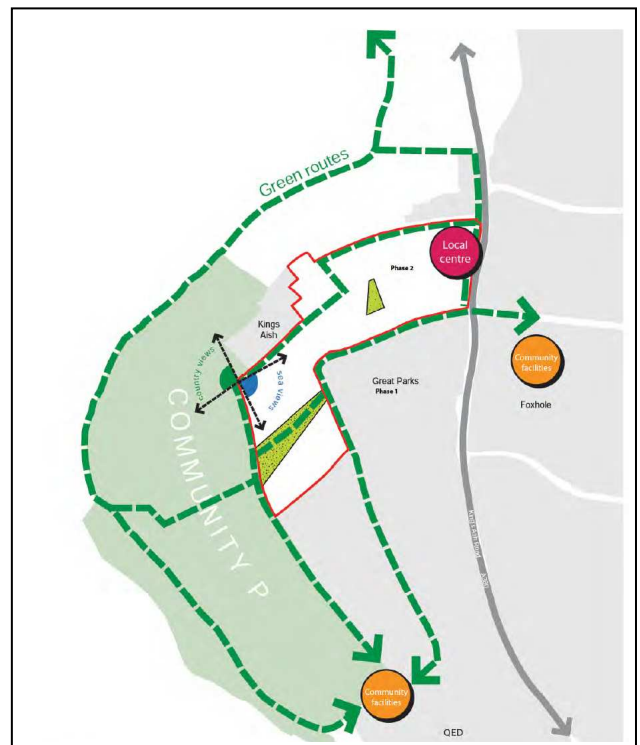
6.111 Accordingly:

### Policy PNP20 – Great Parks

Completion of development proposals in the Great Parks area shown on the inset plan (Fig. 6.11 this page) will be supported in accordance with the Masterplan produced in 2013, subject to the required further habitat safeguards being achieved to ensure no likely significant effects on protected species in the area.

Further proposals that enable local initiatives to boost market gardening, agroforestry, orchards, allotment spaces, horticulture and separated cycling facilities in the area will be supported.

**Fig. 6.11 Great Parks Vision summary**





## White Rock and nearby areas

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

- at White Rock over 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.

6.113 To these, the Local Plan has identified further land in the vicinity for employment development and redevelopment opportunities at Devonshire Park. Collectively they provide the main location for new jobs that may require new space and access over the Local Plan period. 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 together with buildings that reflect the latest Built Environment standards reflected in the South Devon College's lead on environmental issues;
- An opportunity to always develop alternative energy supplies e.g. water turbines.

6.114 The combined effect will place considerable demands on the road network, drainage and sewerage, landscape quality and protected habitat.

6.115 Key issues are:

### Business Development

- new units encouraged only when there are none available for conversion, rent or sale and 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 in excessive noise, atmospheric, or light pollution;
- a landscaping plan that would see the introduction of green roadside verges, cycle ways, coupled with sufficient trees to offset the increase in carbon dioxide;
- development regard for biodiversity and mitigation sites for wildlife by ensuring they are listed;

### 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.

### Objectives:

- Priority should be given to new technology developments (e.g., hi-tech engineering, research, energy conservation) (69%) (only 20% felt that more employment land should be given over to build new homes)
- All new buildings should be environmentally friendly and set the standard in energy efficiency (2012 NPPF95) and renewable energy (2012 NPPF97) (*Stage 2 additional community comments*)

- A supply of allotments within the allocation and support community-led garden schemes and orchards (*Stage 2 additional community comments*)
- Improvement of connectivity of ecological and wildlife assets with areas beyond Torbay (*Stage 2 additional community comments*)

6.116 Accordingly:

**Policy PNP21 – White Rock and nearby areas**

To secure job led growth and improved economic prosperity in a sustainable manner support will be given in the White Rock and nearby areas northward to development proposals that where appropriate:

- a) secure the provision of new employment opportunities to keep pace with new home opportunities already achieved;
- b) involve new technology developments such as high-tech engineering, research, renewable energy, energy efficiency and energy conservation;
- c) enhance the facilities and operation of South Devon College;
- d) include landmark planting on prominent hilltops together with improved connectivity of local ecological and wildlife assets with areas beyond Paignton; and
- e) add allotments and orchard spaces for community use.

**Energy Centre White Rock**



**Former Nortel Site White Rock**



## Western Corridor (Kings Ash Road / Brixham Road)

6.117 The Paignton section of the western Corridor travels due south from 'Churscombe Cross' for several miles to 'Windy Corner' at Churston Common (Fig. 1.2 page 9). 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.

6.118 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. With current traffic volumes, there is significant congestion for long periods of the day. Unsatisfactory provision exists in the area for safe, enjoyable active travel by commuters, schoolchildren, cyclists and tourists.

6.119 Further significant improvement of the traffic capacity of the intersection is required to accommodate the additional traffic generated by the new jobs and homes proposed.

6.120 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 every 5 years as part of the Local Plan procedures.

### Objectives:

- Further development should only take place if there are developer contributions that meet the road improvement costs (65%)
- Provide safe, continuous, cycling and pedestrian pathways that link key locations that include school positions, community facilities, employment locations and strategic longer links across open countryside to Totnes working with local landowners, Devon County Council

and other authorities. (Stage 2 additional comments)

6.121 Accordingly:

### Policy PNP22 – Western Corridor

To support Active Travel in the Western Corridor area as shown on Fig 1.2 on page 9 where appropriate, viable and achievable development proposals should provide or contribute to the provision of the following:

- a) the provision of safe, continuous, separated cycling and pedestrian pathways to all schools and employment sites in the area;
- b) the delivery of a Western Area park-and-ride facility connecting with central Paignton to accord with policy PNP6 criteria g);
- c) the establishment of a strategic, continuous, separate cycling and pedestrian pathway across open countryside to Totnes working with local landowners, Devon County Council and other involved authorities;
- d) establishing a well connected green infrastructure network on both sides and middle of the Western corridor and the routes it serves by additional street tree planting and new public seating at selected points;
- e) space for the secure parking of at least two community car club cars in all major developments and one in each residential local centre; and
- f) other necessary highway and associated infrastructure.

## Yalberton Valley to Blagdon Valley

### Protected Area designation

6.122 Yalberton Valley is a secluded green valley located about 3.5kms south west of Paignton Town Centre and runs approximately 2kms north east of Stoke Gabriel (Fig. 1.2 page 9). The Valley straddles the boundary between the area of South Hams District Council (SHDC) and Torbay Unitary Authority.

6.123 Yalberton stream was re-classified a river by the Environment Agency in 2006 due to its flood profile. The waters rise in the hills around Collaton St. Mary and flow into the River Dart. At its widest ridge point the Valley is approximately 1km.

6.124 The lower part of the Valley includes the Mill Pool at Stoke Gabriel and River Dart and lies within the South Hams area and has been designated at national level as an Area of Outstanding Natural Beauty (AONB).

6.125 The upper part of the Valley containing the hamlets of Higher and Lower Yalberton lie within Torbay Unitary Authority and where countryside and conservation designations require change.

6.126 The Neighbourhood Plan recognises 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:

- Safeguarding the area because of its beauty, historic significance, recreational value, tranquillity and richness of its ecology and 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 protect the area as one of significant geographical importance within the English Riviera UNESCO Global Geopark – the significance of the Valley’s caves, historic lime kilns, and underground karst system is acknowledged by professionals who are aware of its significance. This could include registration with Devon RIGS (Regionally Important Geographical Sites).

### Areas for Conservation

6.127 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:

- The farming industry, agriculture and food production exists throughout the whole length and breadth of the valley. There is a long established history of farming and numerous farming families throughout the valley, which must be protected and preserved against prejudicial development for the future benefit of the whole of the community and Torbay in general;
- A submission for Conservation Area designation in terms of these buildings and the environs was submitted to Torbay Council with an understanding that it would be processed in 2012. A decision is still awaited;
- Appropriate protection is further required for an attractive and unspoilt ‘Devon Green Lane’ (known locally as Lidstone Lane or Whitehill Lane) that runs from Lower Yalberton to Byter Mill, Stoke Gabriel;
- In partnership with SHDC, there is a need to define and rationalise any existing and new Local Wildlife Sites



within the Torbay section of Yalberton and Blagdon Valley.

### Orchard and Food Production

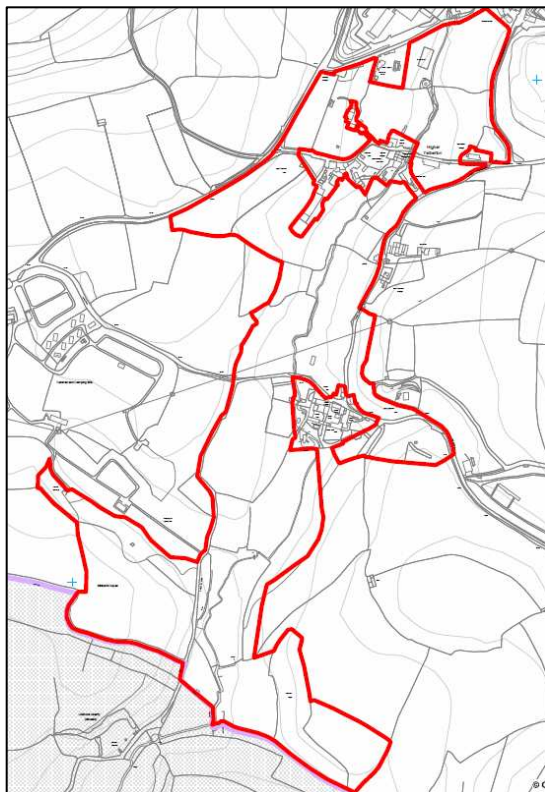
6.128 The Yalberton to Blagdon Valley area is home to a nationally acknowledged cider making firm. There are both productive and under used historic orchards within Yalberton Valley.

6.129 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.

### Objectives:

- The whole Valley has 'Country Park' potential for tourists and locals. (72%)
- Continued community support for the Global Geopark

**Figure 6.12 Yalberton Valley**



6.130 Accordingly:

### **Policy PNP23 –Yalberton to Blagdon Valley**

Improvement of the Yalberton to Blagdon Valley area shown on the inset plan (Fig. 6.12 this page) will be encouraged and proposals supported where they will:

- a) enhance tourism and attraction of the area to visitors;
- b) provide financial contributions where appropriate that enable implementation of the following measures to be achieved.

Subject to other policies of the plan, improvement of the area will be supported that better the function, amenity and public enjoyment by design detail that will:

- c) enhance the landscape character in accordance with PNP19;
- d) enhance biodiversity and safeguard the Valley's caves, lime kilns and underground karst system in support of Torbay Local Plan Policy NC1;
- e) protect the unspoilt 'Devon Green Lane' known as Lidstone Lane or Whitehill Lane that runs from Lower Yalberton to Byter Mill, Stoke Gabriel, to the south;
- f) enhance buildings, orchards, and structures of heritage importance in the area;
- g) encourage small scale food growing, rearing and horticulture and protection of the Valley's extensive network of species-rich mature traditional hedges and large number of mature and veteran trees;
- h) enable separated cycling facilities through and into the area with 'pinch points' where possible at either end of Long Road to discourage vehicles of more than 3.5 tonnes in total weight.

## **Collaton Village and its environs**

6.131 The village of Collaton St. Mary leading from the South Hams into Torbay is a unique entrance that must be ring-fenced and preserved, to be kept so that the experience can be enjoyed by villagers and tourists both now and in the future. What follows is intended to make this a reality.

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

- within social capacity, and with slow growth so as not to lose, damage, or destroy the village identity and surrounding environment;
- 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 Collaton, Yalberton and Stoke Gabriel properties, sewerage provision that does not cause 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 and pick-up/drop off zone incorporated;
- youth and playspace provision would be needed and could be included in a Village Centre, Village Hall, and open area. In the event of a growing number of children and youths moving into the area, there would be a need for a community building which could also include the necessary medical practices to enhance village facilities.

6.133 Support would be given for retention of the holiday parks by not turning the area from green field vistas,

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, thereby reducing the economic benefits generated. Currently dangerous road junctions need to be resolved such as Newbarn Farm, Stoke Road / Parkers Arms, and Blagdon Inn (also used for access to holiday chalets and gym/pool facilities).

6.134 The present Zebra crossing on the Totnes Road between Stoke Road and Borough Road should be traffic light controlled, as many drivers are going too fast and with restricted views do not see pedestrians in time. This crossing is much used by parents taking their children to and from school.

6.135 The provision of a Parish Council for Collaton St. Mary is an ambition in particular to ensure and advance openness and transparency, and cooperation between local residents and Torbay Council in order to work towards and establish an acceptable and sustainable core strategy for the long term future of the community.

Objectives:

- The local identity of Collaton St.Mary must not be lost (84%)
- Facilities our community indicated were currently considered to be lacking can be accommodated in organic growth and are:-
  - local jobs (60%)
  - local shops (59%)
  - medical facilities (56%)
  - youth facilities (55%)
  - bus frequency (52%) (only 44% felt other community facilities were lacking. Only 23% considered that local school facilities were lacking)

6.136 A Masterplan for the area was adopted in 2015 that draws attention to the need for further protected habitat assessment before any consent for development can be given. Similarly Local Plan Policy SS2 requires a bespoke mitigation plan to be submitted and approved before any consent can be granted.

6.137 Flooding and sewerage constraints in the area will also require comprehensive assessment before development is able to proceed.

**The Church of St. Mary, Collaton Village**



6.138 Accordingly:

**Policy PNP24 –Collaton St. Mary Village**

Growth of Collaton St. Mary has been sporadic and piecemeal over many decades. Foul and surface water disposal and flooding have become a significant problem. Any further development beyond the currently developed areas will only be supported where the proposals are in accordance with the adopted masterplan for the area. Development proposals for residential development where appropriate should include details of how:

*(PNP24 continued next column)*

*(PNP24 continued)*

- a) the village identity will be re established by the creation of a village centre, and green space for local activities and necessities, such as part of the Ocean Garage area;
- b) prominent landscape and other local features that give the area its identity and character will be protected;
- c) employment and other facilities required to meet local needs will be supported;
- d) the use of existing brownfield sites (also referred to as previously developed land) has been prioritised;
- e) the needs of local residents have been considered; and
- f) allotments and orchard spaces for community use have been incorporated.

Residential development proposals where appropriate will be required to demonstrate:

- i) that sufficient capacity exists to accommodate the additional development and not cause any risk of flooding to existing properties.
- ii) there is infrastructure in place to provide for, and service, such growth and development;
- iii) any supporting Transport Statement or Transport Assessment avoids major road development, or new commuter routes, or change to or widening of the existing road network in the village, and prevents 'rat-runs' from arising except for strategic improvements to the A3B5 proposed by policy SS6 of the Torbay Local Plan 2012-2030;

## Adjoining Areas

6.139 Locations adjoining Paignton Town Centre and the Western Area also provide attractions and opportunities for making more of the tourism offer and improvements to facilities for local residents.

6.140 In particular our community has identified objectives and safeguards in the adjoining areas of:

- Clennon Valley
- Clifton with Maidenway
- Preston

### Clennon Valley

6.141 At the top of Clennon Valley sits the renowned Paignton Zoo within an attractive woodland setting (Fig. 1.2 page 9). A variety of further tourist attractions and local recreation facilities sit within open spaces and tree covered areas lower down the Valley.

6.142 At Goodrington beach, where the valley meets the sea, there is a further range of tourist facilities, including the steam railway that operates between Paignton Town Centre through Kingswear and ferry to Dartmouth.

6.143 From time to time, flooding occurs along the valley floor as water flows towards the sea and from overtopping at Goodrington seafront.

Objectives:

- Keep all natural landscape features that give the valley its local identity;
- Support retention and enhancement of all existing tourist facilities, especially those of Paignton Zoo;
- Ensure facilities within the valley that also serve local needs are not lost and are enhanced at every opportunity;
- Encourage re-use of the former open storage site at Claylands in a manner that will blend with and

complement the natural landscape setting;

- Support additional tourist facilities being provided where they will be flood and weather resilient.

6.144 Accordingly:

### Policy PNP25 – Clennon Valley

Within the area of Clennon Valley and Goodrington Seafront shown on the inset plan (Fig. 1.2 page 9), development proposals will be supported that:

- a) retain and enhance the natural landscape character of the valley, biodiversity and waterway flowing through;
- b) safeguard footpaths and facilities used by local residents;
- c) improve provision of facilities for tourists that widen the tourism offer;
- d) provide facilities that will be resilient to flood risk; and
- e) widen the provision of all weather tourist attractions.

### Clennon Valley





## Clifton with Maidenway

6.145 Most of the Clifton with Maidenway area grew intensively as a suburb during the first half of the 20<sup>th</sup> century on ground rising from the Town Centre.

6.146 Primley Woods at the southern end features prominently within views inland and from the sea. A former Marist chapel has also provided a visual reference point from the sea for more than 120 years. Apart from an allotment area there are few local amenities and a need for a community centre.

### Objectives:

- Make use of redevelopment opportunities as they arise to achieve the provision of a local community centre;
- The former Paignton Police Station provides an opportunity for housing or employment redevelopment;
- Ensure changes to existing dwellings do not lead to houses of multiple occupation that are not of a good standard or well managed;
- Protect Monastery Woods, Primley Woods, the recreation ground off Marldon Road and the allotment site. More community use of the cemetery could also be explored;
- Improve the play area in Stanley Gardens (just outside the border of this area).

### Clifton with Maidenway roof tops



6.147 Accordingly:

### Policy PNP26 – Clifton with Maidenway

Within the Clifton with Maidenway area shown on the inset plan (Fig. 1.2 page 9), development proposals will be supported that:

- a) retain and improve existing community facilities;
- b) enable the provision of a community centre to be achieved;
- c) protect and enhance existing landscape features;
- d) make use of opportunities to improve the range and quality of housing provision.

## Preston

6.148 Contours, woodland areas and seascape give Preston its distinctive character and identity inland and from the sea. Preston seafront, the Green, and district shopping centre provide a range of facilities for local residents and tourists.

6.149 Set inland are the grand buildings and extensive grounds of Oldway Mansion, built as the home of the world famous Singer family in the 19<sup>th</sup> century. Making more of Oldway as a major tourist attraction with local safeguards has important community support. Other opportunities have also been identified.

### Objectives:

- Retain toilet facilities at the north end (Seaway Lane) (93%)
- More use should be made of Preston Gardens (91%)
- Improve the seafront with a recreation and sports focus (88%)
- Create a permanent barbeque area on the Seafront (88%)
- Continue to focus the seafront areas to tourism use (88%)
- Increase community facilities in the top part of Preston (83%)
- Create a reef break at Hollicombe Beach to provide surfing opportunities (83%)
- Have a café in Preston Gardens to encourage more use.(77%)
- Create a community café in the top part of Preston (73%)
- Develop Hollicombe beach and park to provide mixed use of café, hotel, other use with improved public gardens and beach (73%)
- Do not build on land at Sandringham Gardens and Preston Down Road (91% & 75%)

6.150 Accordingly:

### Policy PNP27 – Preston

Improvement of the Preston area shown on the inset plan (Fig. 1.2 page 9) will be encouraged and proposals supported where they will:

- a) enhance the public realm;
- b) enhance tourism facilities and community uses;

Subject to other policies of the plan, improvement of the area will be supported that better the function, amenity and public enjoyment by design detail that will:

- c) support appropriate and viable reuse of Oldway Mansion (including the Rotunda) and Parkfield House (including the Stables);
- d) improve the seafront area shown on the inset plan (Fig.6.8 page 46) with uses that support:
  - i) public toilet facilities at Seaway Lane;
  - ii) a barbeque area on the seafront;
  - iii) creation of surfing opportunities where possible
- e) enable mixed use café, hotel and other tourist facilities where appropriate at Hollicombe;
- f) support provision of a community café, allotments and orchard space for community use where appropriate in the top part of Preston.

## Part 7: Community Partnership Areas

---

7.1 This part of the Neighbourhood Plan draws together the policies for each of the 5 Community Partnership areas for ease of reference by applicants for planning consent and other investors. Together they cover the whole of Paignton set out geographically from the Town Centre & Seafront area outwards in the following order:

- Paignton Town
- Preston
- Clifton with Maidenway
- Goodrington, Roselands and Hookhills
- Blatchcombe

7.2 Each part also includes a summary description of the Community Partnership Area in respect of:

- Population Characteristics
- Economic Circumstances
- Land Use
- Property Condition
- Moving around
- Environmental conditions
- Condition of Community Assets
- Climate Change.

7.3 This part of the Plan also includes reference to other proposals of relevance where they are of help to the context of the area, in particular sites already identified for net growth of jobs and homes in the Local Plan subject to the conditions that apply of required habitat enhancement and sewerage provision in particular.

### Community Partnerships



## Paignton Town

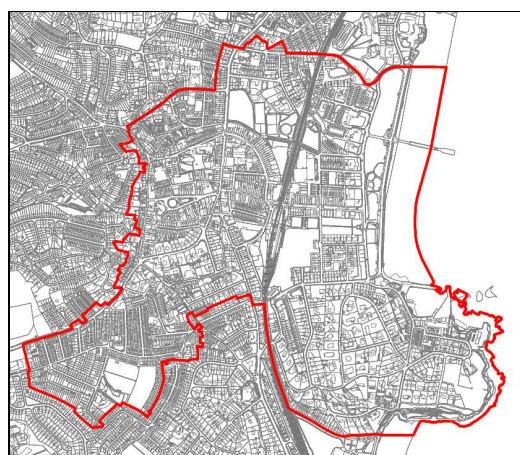
7.4 The Paignton Town Community Partnership area has the same boundary as the Roundham with Hyde Electoral Ward of Torbay Council (Fig. 7.1 this page).

7.5 The key features of the area are:

- A population of 7,600 (2011);
- Within top 10% of most deprived communities;
- Good mix of land uses and scope for job growth;
- Many heritage assets of local and tourist importance;
- Limited scope for vehicular traffic circulation change;
- Scope for improving the public realm and greening future development locations;
- Community assets under threat from reducing public funds;
- Areas vulnerable to coastal flooding and sewer limitations.

7.6 The following policies in Part 6 of the Neighbourhood Plan apply to the Community Partnership area as shown below:

**Figure 7.1 Paignton Town Community Partnership Area**



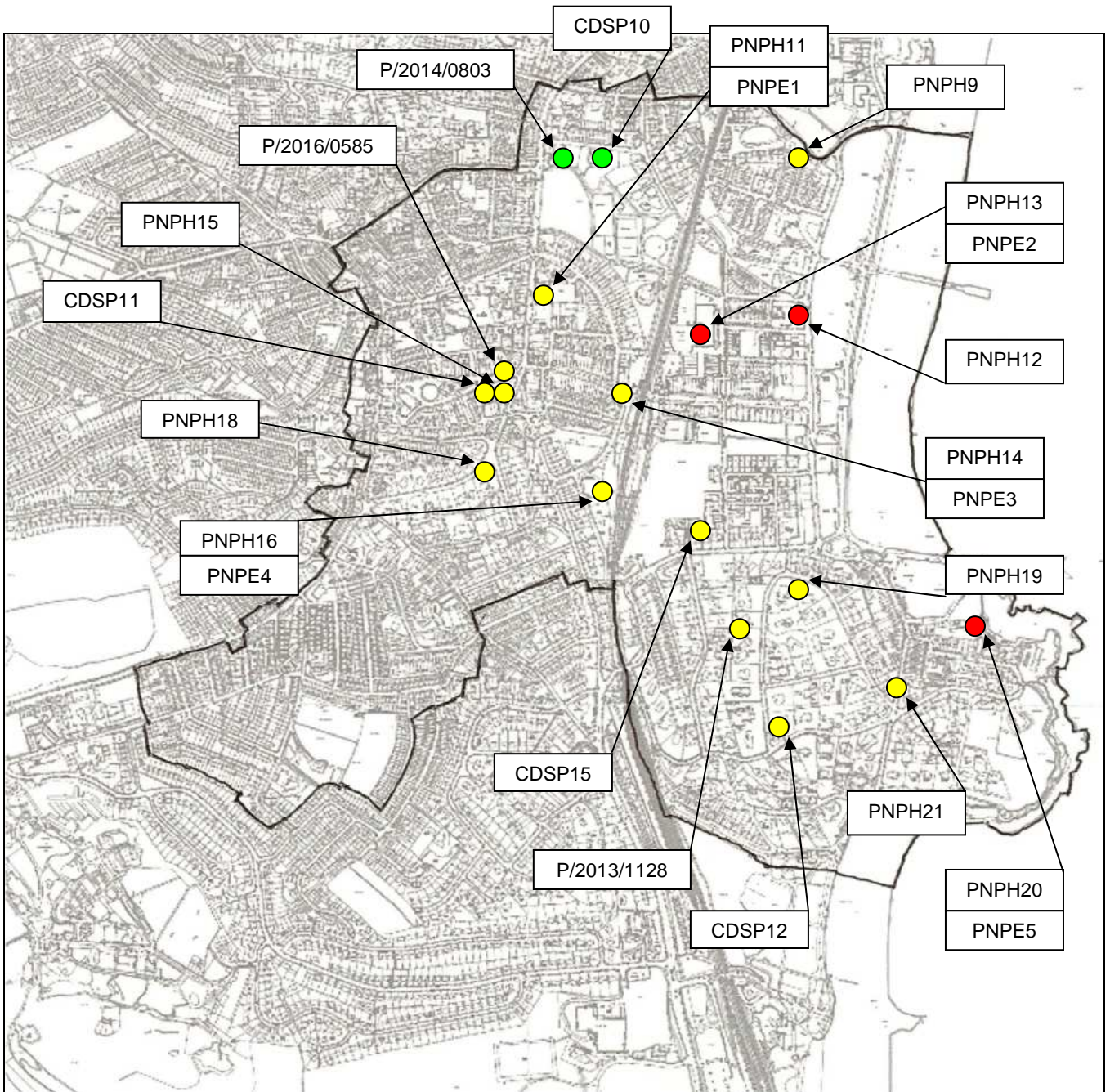
7.7 The assumed phasing of sites identified in the Local Plan for net job growth and additional housing is shown in Part 8 of this Plan (Table 8.1 pages 93-94) and the location of each site shown in Fig. 7.2 (page 67).

7.8 Alongside these locations, 12 sites have been identified as Local Green Space as shown in Policy Maps PLGS.01 to PLGS.12 on the following pages (pages 68-70). For these locations the Local Green Space policy applies as shown in Policy PNP1 and PNP1(a) (pages 18 and 21).

Policy	Page	Policy Map
• PNP1- Area wide	18	Whole Plan Area
• PNP1 Subsections PNP1(a) to (i)	19 to 29	Whole Plan Area
• PNP2 - Town Centre	32	Local Plan Inset Map
• PNP3 - Paignton Harbour	33	Fig. 6.3 page 31
• PNP4 - Seafront	34	Fig. 6.3 page 31
• PNP5 - Torbay Road	35	Fig. 6.3 page 31
• PNP6 - Station Square 'Gateway'	36	Fig. 6.4 page 36
• PNP7 - Victoria Square	37	Fig. 6.5 page 37
• PNP8 - Crossways, Hyde Road & Torquay Road	38	Fig. 6.6 page 38
• PNP9 - Victoria Park	39	PLGS.02 page 68
• PNP10 - Queens Park	40	PLGS.05 page 69
• PNP11 - Old Town	41	Fig. 6.7 page 42
• PNP12 - Getting Around)	43	Fig. 6.3 page 31
• PNP13 - Housing Opportunities within Town Centre	44	Local Plan Inset Map
• PNP14 - NP Core Tourism Investment Area	45	Fig. 6.8 page 46
• PNP15 - Flood & Sea Defences	47	Fig. 6.3 page 31
• PNP16 - Victoria Street	48	Fig. 6.3 page 31
• PNP17 - Transport 'Gateway' improvement	49	Fig. 6.4 page 36
• PNP18 - Supporting the Retention of Retail Uses	50	Fig. 6.9 page 50
• Local Green Spaces PLGS.01 to PLGS.12	18, 21	Pages 68-70



**Figure 7.2 –Identified sites Paignton Town (Roundham with Hyde)**



Footnote: See Part 8 Table 8.1 (pages 93-94) for the phasing assumed for each site.

# Paignton Town - Designated Local Green Space

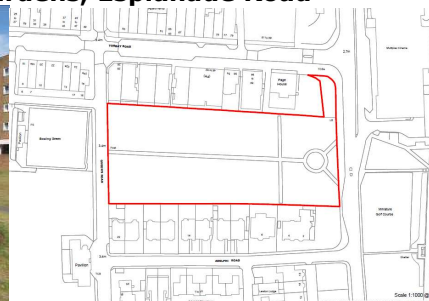
## PLGS 01 – Paignton Green North, Central and South



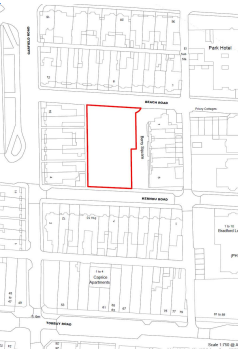
## PLGS 02 - Victoria Park, Torquay Road



## PLGS 03 – Torbay Park and Gardens, Esplanade Road



## PLGS 04 – Berry Square, off Kernou Road



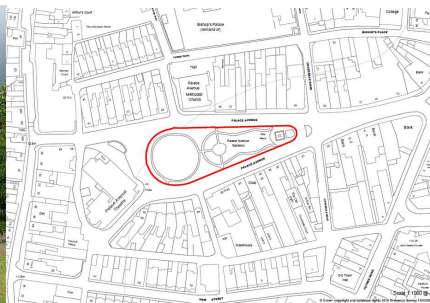
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**PLGS 05 – Queens Park**



**PLGS 06 – Palace Avenue Gardens**



**PLGS 07 – Burma Star Garden, Cliff Road**



**PLGS 08 – Whitstone Corner, Whitstone Road**

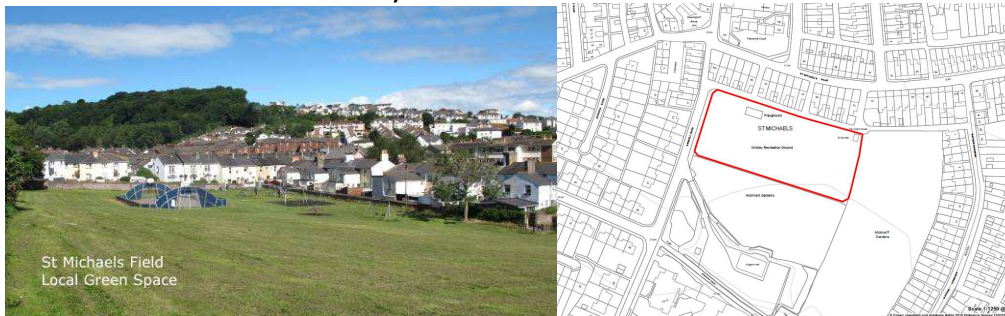


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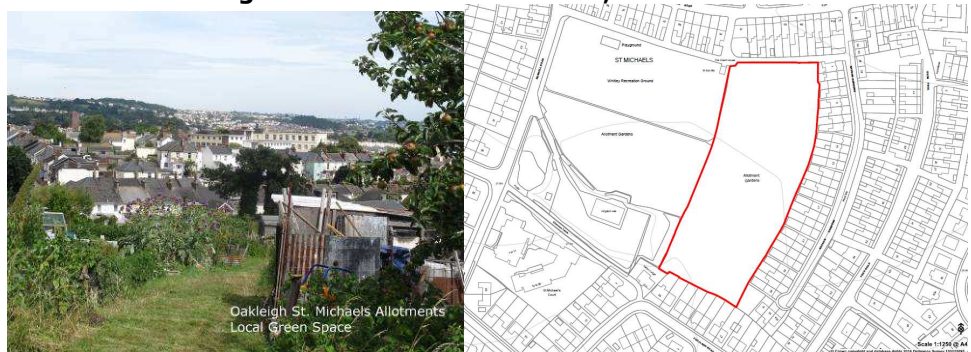
**PLGS 09 – Roundham Head Park**



**PLGS 10 – St. Michael's Field, Derrell Road**



**PLGS 11 – Oakleigh St. Michael's Allotments, St. Michael's Road**



**PLGS 12 – Derrell Road Allotments, Derrell Road**



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## Preston

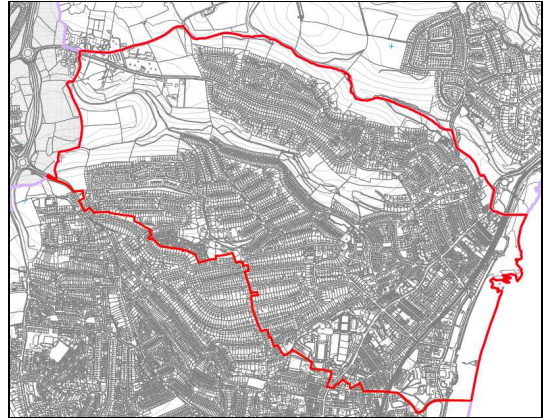
7.9 The Community Partnership area has the same boundary as the Preston Electoral Ward of Torbay (Fig. 7.3).

7.10 The key features of the area are:

- A population of 10,300 (2011);
- Parts within top 10% of most deprived communities;
- Wide range of building styles from seafront to western edge;
- Major heritage asset of Oldway with significant tourist potential;
- Limited scope for vehicular traffic circulation change;
- Significant treescapes and biodiversity assets present;
- Limited community facilities exist in the western half;
- Seafront vulnerable to coastal flooding and sewer limitations.

7.11 The following policies in Part 6 of the Neighbourhood Plan apply to the Community Partnership area as shown below:

**Figure 7.3 Preston Community Partnership Area**

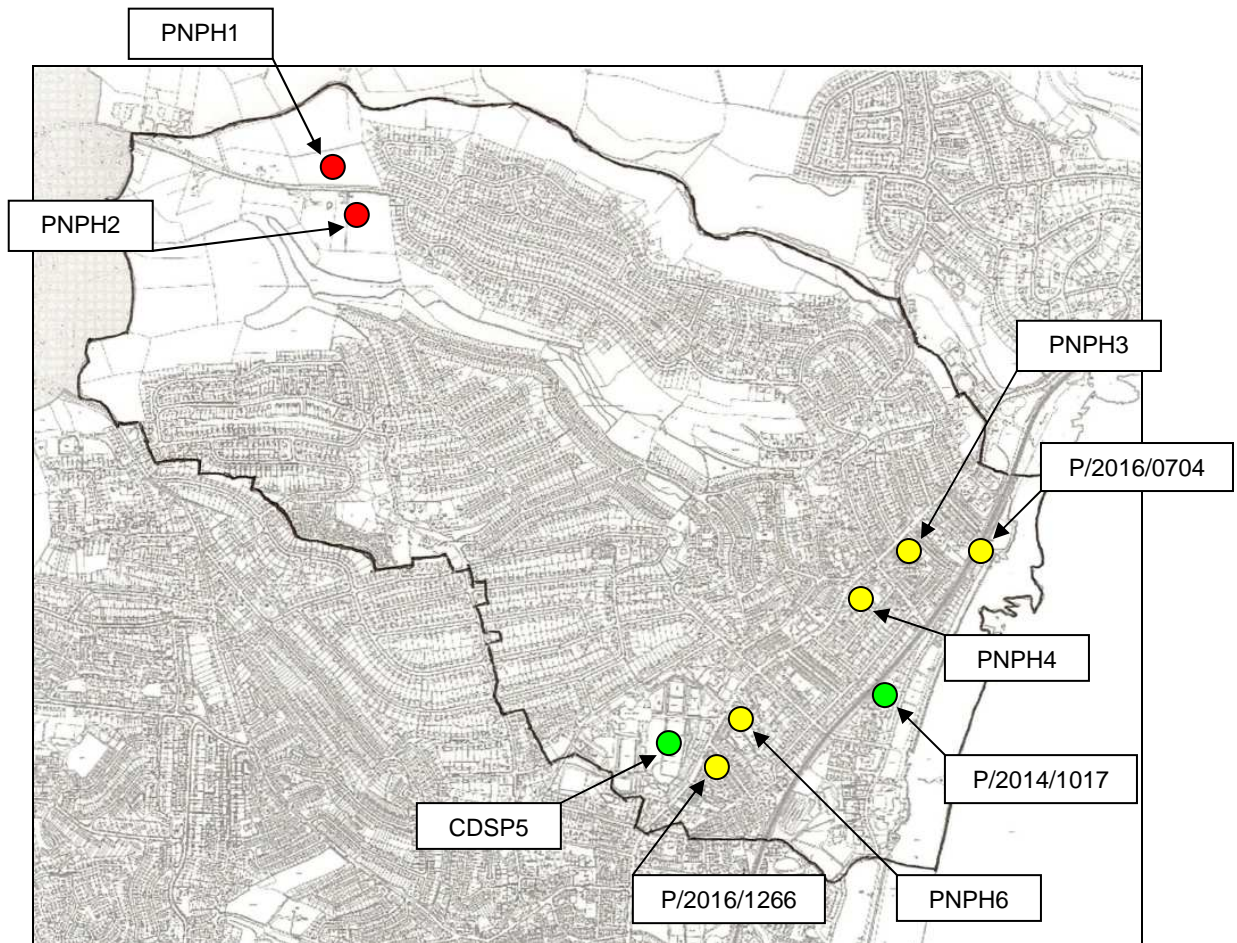


7.12 The assumed phasing of sites identified in the Local Plan for net job growth and additional housing is shown in Part 8 of this Plan (Table 8.1 pages 93-94) and the location of each site is shown in Fig. 7.4 (page 72).

7.13 Alongside these locations, 13 sites have been identified as Local Green Space as shown in Policy Maps PLGS.13 to PLGS.25 on the following pages (pages 73 to 75). For these locations the Local Green Space policy applies as shown in Policy PNP1 and PNP1(a) (pages 18 and 21).

Policy	Page	Policy Map
<ul style="list-style-type: none"> <li>• PNP1- Area wide</li> <li>• PNP1 Subsections PNP1(a) to (i)</li> <li>• PNP14 – NP Core Tourism Investment Area (north part)</li> <li>• PNP19 – Safeguarding open countryside</li> <li>• PNP27 - Preston</li> <li>• Local Green Spaces PLGS.13 to PLGS.25</li> </ul>	<p>18 19 to 29 45 51 64 18, 21</p>	<p>Whole Plan Area Whole Plan Area Fig. 6.8 page 46 Fig. 6.10 page 53 Fig. 7.3 this page Pages 73-75</p>

**Figure 7.4 – Identified sites Preston**

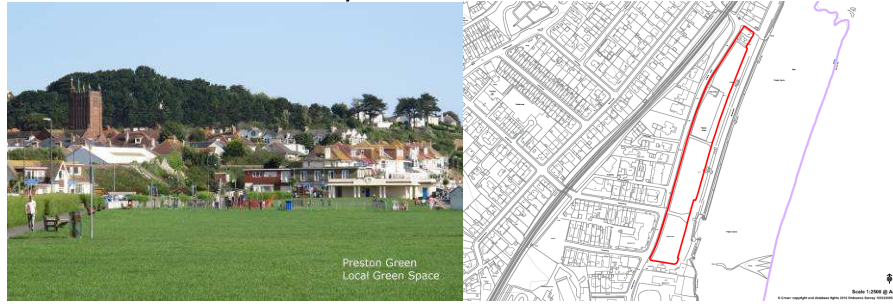


Footnote: See Part 8 Table 8.1 (pages 93-94) for the phasing assumed for each site.



## Preston - Designated Local Green Space

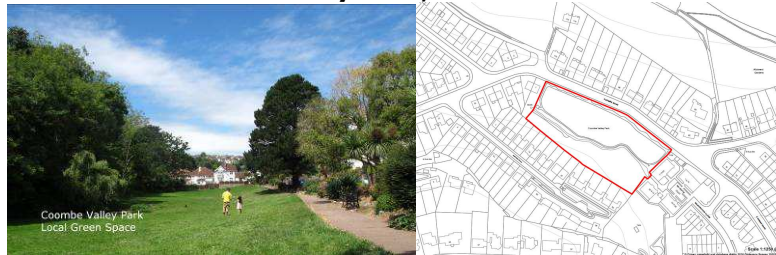
### PLGS 13 – Preston Green, Marine Drive



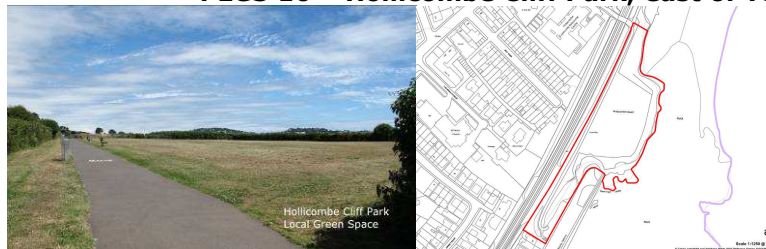
### PLGS 14 – Parkfield, Lower Polsham Road



### PLGS 15 – Coombe Valley Park, Coombe Road



### PLGS 16 – Hollicombe Cliff Park, east of Torquay Road



### PLGS 17 – Hollicombe Park (part of), Torquay Road



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**PLGS 18 – Wills Avenue Playground**



**PLGS 19 – Preston Gardens, Torquay Road**



**PLGS 20 – Oldway Mansion Gardens, Oldway Road / Torquay Road**



**PLGS 21 – Shorton Valley Woods, Shorton Valley Road**



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**PLGS 22 – Hollicombe Allotments, Hollacombe Lane**



**PLGS 23 – Sandringham Gardens**



**PLGS 24 – Lower Penns Road Allotments**



**PLGS 25 – Scadson Woods, Duchy Drive**



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## Clifton with Maidenway

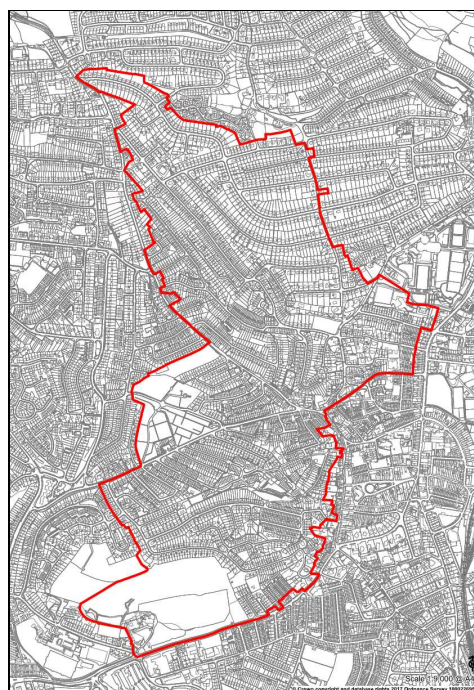
7.14 The Community Partnership area has the same name and boundary as the Electoral Ward of Torbay (Fig. 7.5 this page).

7.15 The key features of the area are:

- A population of 7,100 (2011);
- An established urban suburb with limited space for net job growth;
- Principally inter-war building styles on sloping terrain with limited local facilities;
- A wide mixture of property condition and amenity space;
- Limited scope for vehicular traffic circulation change;
- Key locations of treescape and seaviews present;
- Limited community facilities exist throughout the area;
- Vulnerable to risk of urban creep by covering over soft landscaped areas.

7.16 The following policies in Part 6 of the Neighbourhood Plan apply to the Community Partnership area as shown below:

**Figure 7.5 Clifton with Maidenway Community Partnership Area**



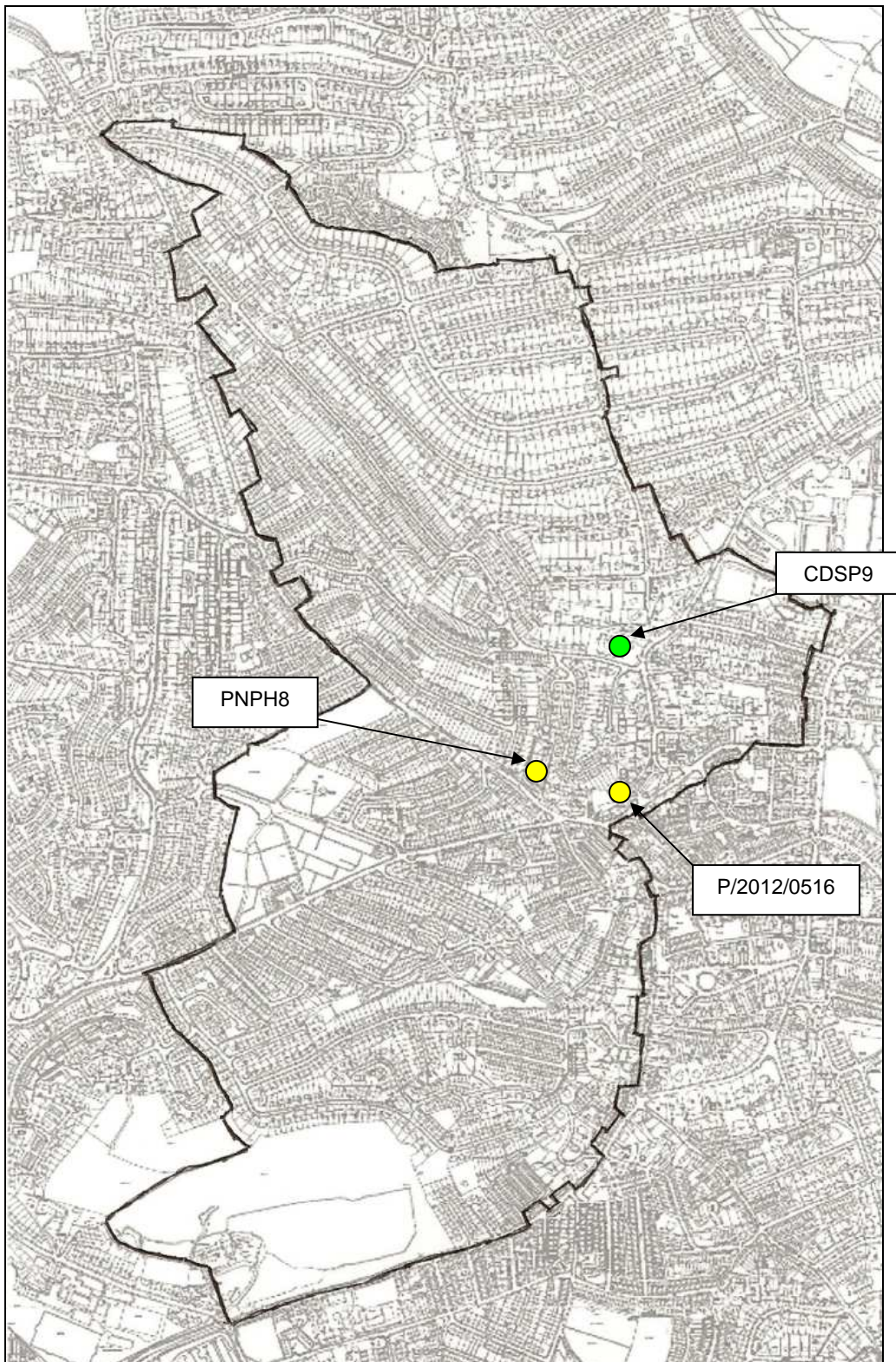
7.17 The assumed phasing of sites identified in the Local Plan for net job growth and additional housing is shown in Part 8 of this Plan (Table 8.1 pages 93-94) and the location of each site is shown in Fig. 7.6 (page 77).

7.18 Alongside these locations, 4 sites have been identified as Local Green Space as shown in PLGS.26 to PLGS.29 on the following page (page 78). For these locations the Local Green Space policy applies as shown in Policy PNP1 and PNP1(a) (pages 18 and 21).

Policy	Page	Policy Map
<ul style="list-style-type: none"> <li>• PNP1- Area wide</li> <li>• PNP1 Subsections PNP1(a) to (i)</li> <li>• PNP26 – Clifton with Maidenway</li> <li>• Local Green Spaces PLGS.26 to PLGS.29</li> </ul>	<p>18 19 to 29 63 18, 21</p>	<p>Whole Plan Area Whole Plan Area Fig. 7.5 this page Page 78</p>



**Figure 7.6 Identified sites Clifton with Maidenway**



*Footnote: See Part 8 Table 8.1 (pages 93-94) for the phasing assumed for each site.*



## Clifton with Maidenway - Designated Local Green Space

### PLGS 26 - Stanley Gardens, off Marlton Road and Barton Road



### PLGS 27 - Ailescombe Road Allotments



### PLGS 28 - Monastery, Winner Hill



### PLGS 29 - Paignton Cemetery, Colley End Road



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## Goodrington, Roselands & Hookhills

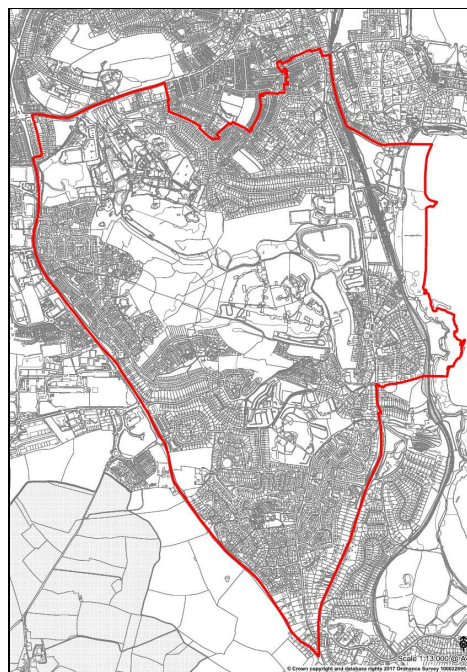
7.19 The Community Partnership area includes the whole of Goodrington with Roselands Electoral Ward of Torbay and the area of Hookhills that forms part of Churston with Galmpton Ward (Fig. 7.7 this page).

7.20 The key features of the area are:

- A population of 7,100 (2011);
- A mix of seafront and inland zoological tourist economy;
- Clennon Valley forming the central land form of the area;
- Older properties generally on the north side of the Valley and more post war housing to the south;
- Relatively modern vehicular traffic network;
- Major areas of landscape, and natural habitats present;
- Good level of community facilities exist throughout the area;
- Goodrington seafront and Valley vulnerable to flooding.

7.21 The following policies in Part 6 of the Neighbourhood Plan apply to the Community Partnership area as shown below:

**Figure 7.7 Goodrington, Roselands and Hookhills Community Partnership Area**

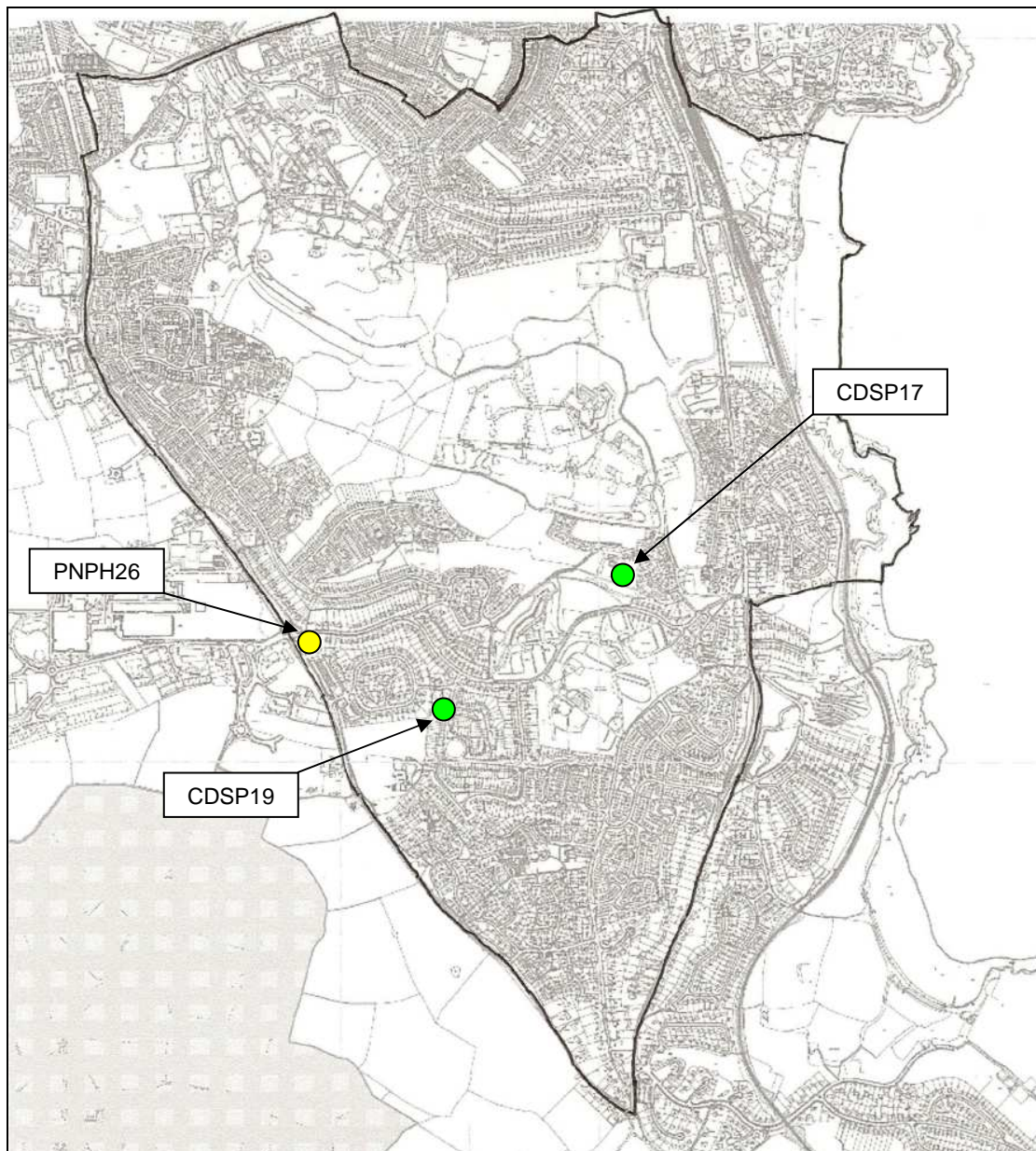


7.22 The assumed phasing of sites identified in the Local Plan for net job growth and additional housing is shown in Part 8 of this Plan (Table 8.1 pages 93-94) and the location of each site is shown in Fig. 7.8 (page 80).

7.23 Alongside these locations, 14 sites have been identified as Local Green Space as shown in PLGS.30 to PLGS.43 on the following pages (pages 81 to 83). For these locations the Local Green Space policy applies as shown in Policy PNP1 and PNP1(a) (pages 18 and 21).

Policy	Page	Policy Map
<ul style="list-style-type: none"> <li>• PNP1- Area wide</li> <li>• PNP1 Subsections PNP1(a) to (i)</li> <li>• PNP25 – Clennon Valley</li> <li>• Local Green Spaces PLGS.30 to PLGS.43</li> </ul>	<p>18 19 to 29 62 18, 21</p>	<p>Whole Plan Area Whole Plan Area Fig. 1.2 page 9 Pages 81-83</p>

**Figure 7.8 – Identified sites Goodrington, Roselands and Hookhills**



Footnote: See Part 8 Table 8.1 (pages 93-94) for the phasing assumed for each site.



# Goodrington, Roselands & Hookhills - Designated Local Green Space

**PLGS 30 – Clennon Valley Allotments, Dartmouth Road**



**PLGS 31 – Quay West Corner, Dartmouth Road**



**PLGS 32 – Young's Park**



**PLGS 33 – Oyster Bend Field, east of Oyster Bend**



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**PLGS 34 – Community Orchard, Goodrington Road**



**PLGS 35 – Goodrington Village Green, Grange Road**



**PLGS 36 – Claylands Cross Park, Brixham Road**



**PLGS 37 – Gibson Road Playground**



**PLGS 38 – White Rock Recreation Ground, Brixham Road**



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**PLGS 39 – York Road Allotments**



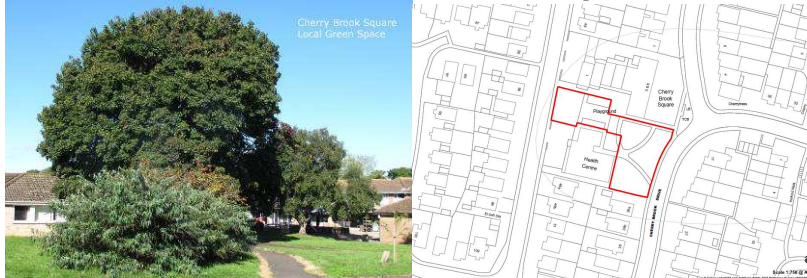
**PLGS 40 – Hookhills Playground and Park**



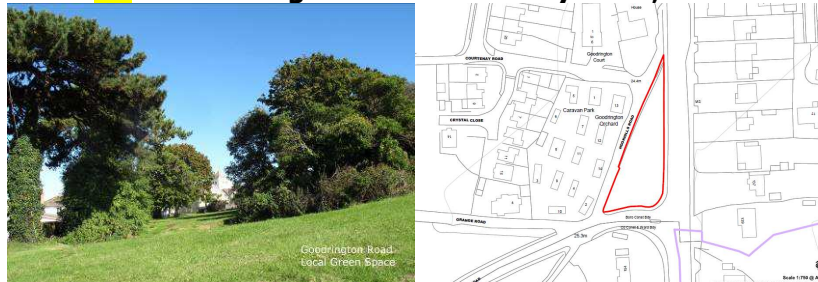
**PLGS 41 – Lancaster Drive Playpark**



**PLGS 42 – Cherry Brook Square, Cherry Brook Drive**



**PLGS 43 – Goodrington Road Amenity Area, Hookhills Road**



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## Blatchcombe

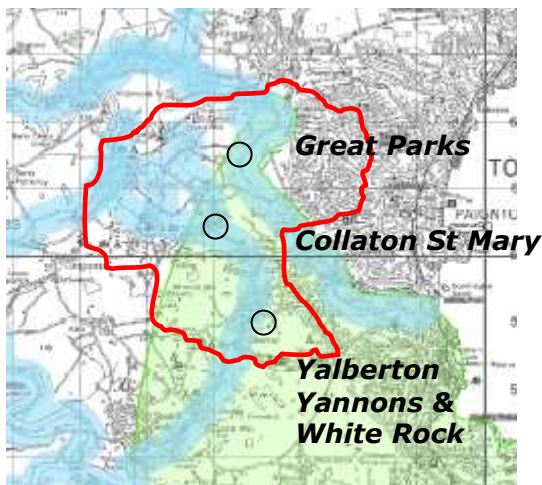
7.24 Blatchcombe Community Partnership area has the same name and boundary as the Electoral Ward of Torbay (Fig. 7.9 this page).

7.25 It is the largest in Paignton by size and population. In 2011 there were just over 11,000 residents.

7.26 More than half the area is countryside of great landscape value to residents and tourists alike and falls within the Special Area of Conservation that protects Greater Horseshoe Bats of National and European importance.

7.27 Maintaining the appeal of the area to the tourist economy of Torbay is of paramount importance, together with ensuring that flooding problems and sewerage constraints which exist are not made worse by further development.

**Figure 7.10 Sensitive habitat**

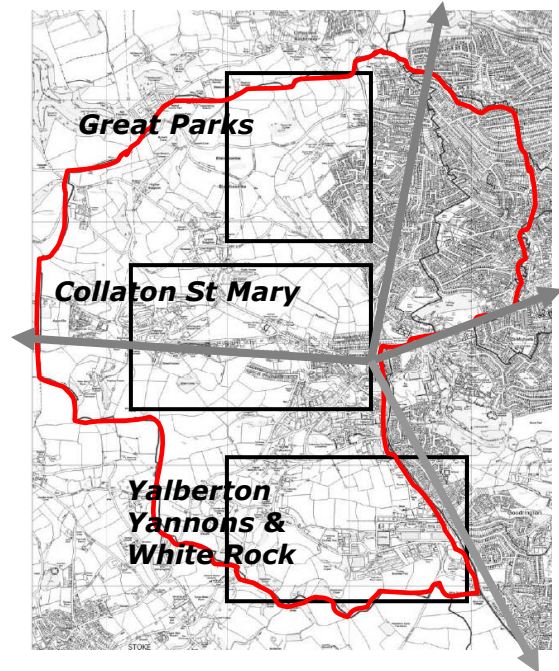


Greater Horseshoe Bat flight paths (blue) and feeding area (green)  
Source: Natural England South Hams SAC

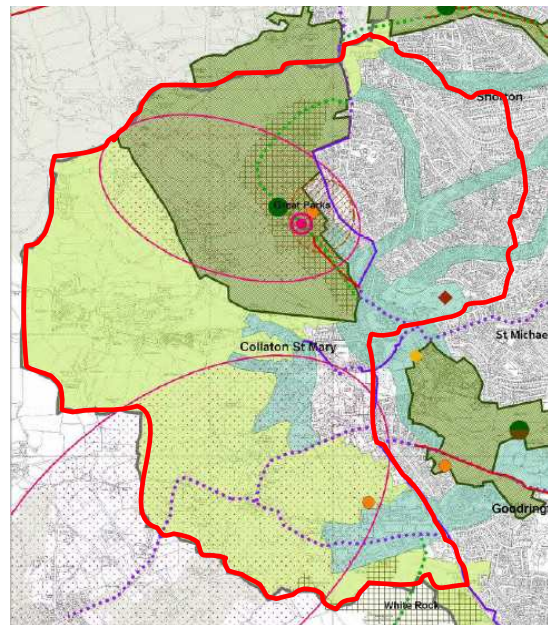
7.28 The Neighbourhood Plan gives particular support to the proposals of the Torbay Green Infrastructure Delivery Plan produced in 2011 by the Council, Natural England and Torbay Coast and Countryside Trust (Figs.6.1 and 7.11 pages 22 and this page). It contains proposals of fundamental

importance to the future wellbeing and sustainability of the Blatchcombe area.

**Figure 7.9 Blatchcombe Community Partnership Area**



**Fig 7.11 Blatchcombe and the Green Infrastructure Delivery Plan**



Source: Torbay Green Infrastructure Delivery Plan 2011 [see also Fig.6.1 page 23]

7.29 The following policies in Part 6 of the Neighbourhood Plan apply to the Community Partnership area as shown below:



Policy	Page	Policy Map
<ul style="list-style-type: none"> <li>• PNP1- Area wide</li> <li>• PNP1 Subsections PNP1(a) to (i)</li> <li>• PNP19 – Safeguarding open countryside</li> <li>• PNP20 – Great Parks</li> <li>• PNP21 – White Rock and nearby areas</li> <li>• PNP22 – Western Corridor</li> <li>• PNP23 – Yalberton to Blagdon Valley</li> <li>• PNP24 – Collaton St. Mary Village</li> <li>• Local Green Spaces PLGS.44 to PLGS.53</li> </ul>	<p>18 19 to 29 51 54 56 57 59 61 18, 21</p>	<p>Whole Plan Area Whole Plan Area Fig. 6.10 page 53 Fig. 6.11 page 54 Fig. 1.2 page 9 Fig. 1.2 page 9 Fig. 6.12 page 59 Fig. 7.9 page 84 Pages 88-90</p>

7.30 In addition:

**Other proposals**

7.31 Great care is needed to ensure that further growth in the area does not cause main communication routes to be improved in a manner that results in the loss of visual features which give the area its distinctive street scene appeal and local identity.

7.32 This applies especially to the two key communication routes bisecting the area. From west to east, Totnes Road (A385/A3022) provides the main route that connects Paignton to business links with Plymouth. From north to south, Kings Ash Hill and Brixham Road (A380/3022) operate as the outer by-pass to inner urban routes (Fig. 7.9 page 84).

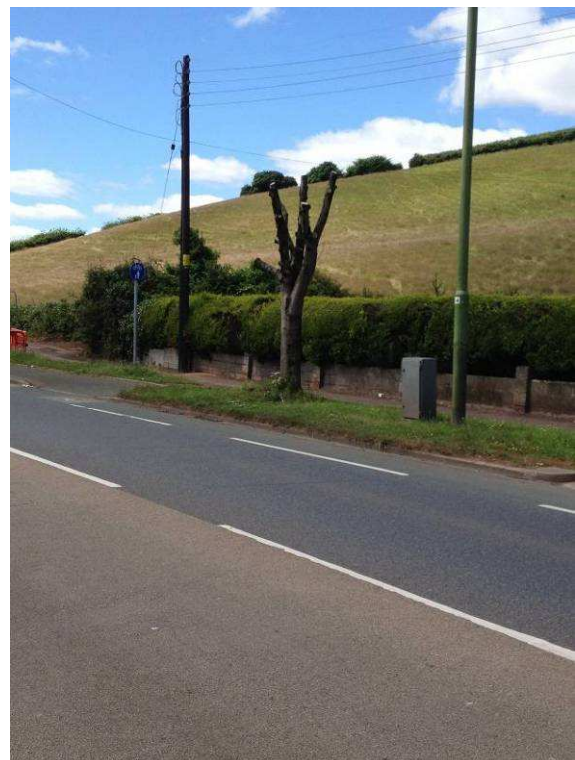
7.33 Recent junction improvements and highway widening have started to change the landscape adversely and have introduced large expanses of tarmac, street furniture and boundary wall treatments that are not in keeping and tree loss (photo right).

7.34 Alongside the Local Plan and this Neighbourhood Plan, further detail is provided by the following that applies to Blatchcombe in guiding future development.

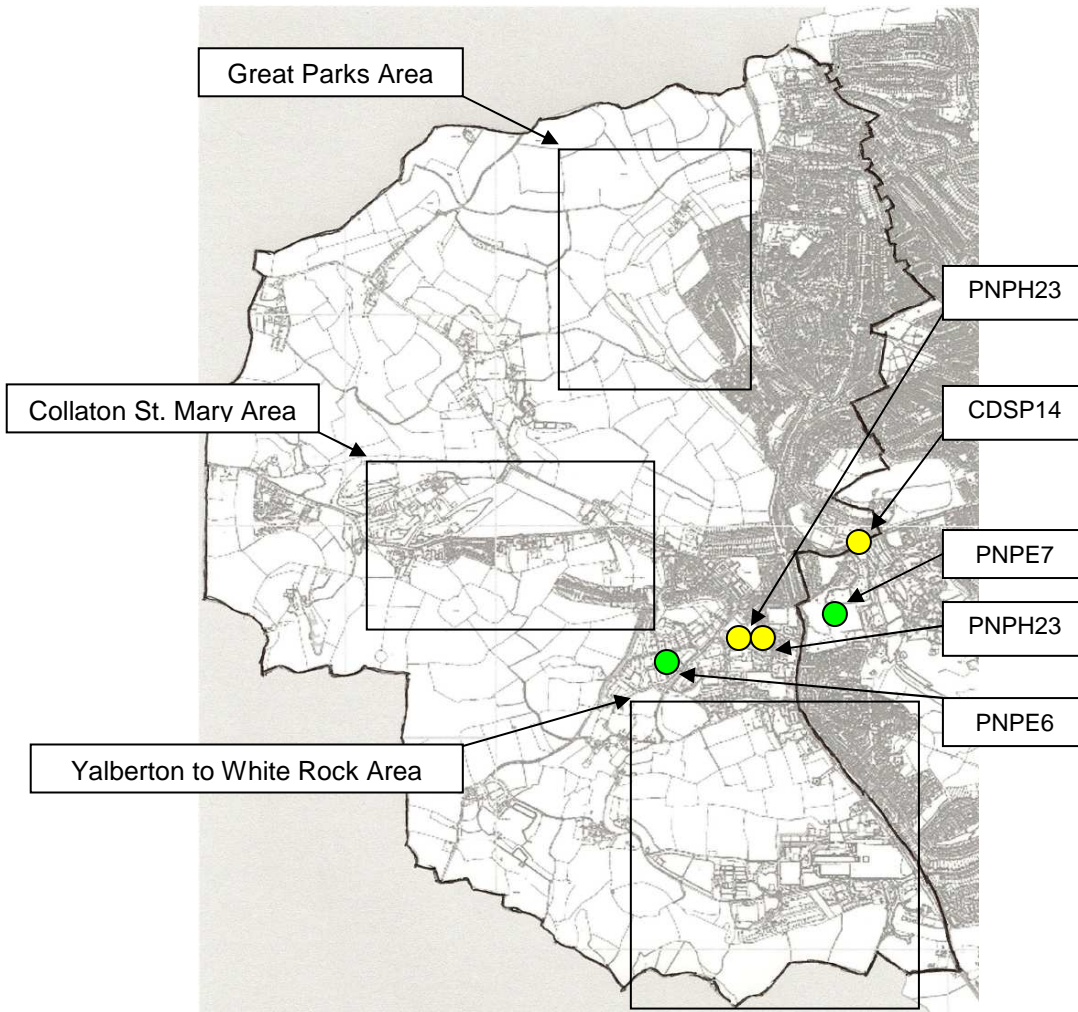
7.35 The assumed phasing of sites identified in the Local Plan for net job growth and additional housing is shown in Part 8 of this Plan (Table 8.1 pages 93-94) and the location of each site is shown in Figs. 7.12 to 7.15 (page 86-87).

7.36 Alongside these locations, 10 sites have been identified as Local Green Space as shown in PLGS.44 to PLGS.53 on the following pages (pages 93-94). For these locations the Local Green Space policy applies as shown in Policy PNP1 and PNP1(a) (pages 18 and 21).

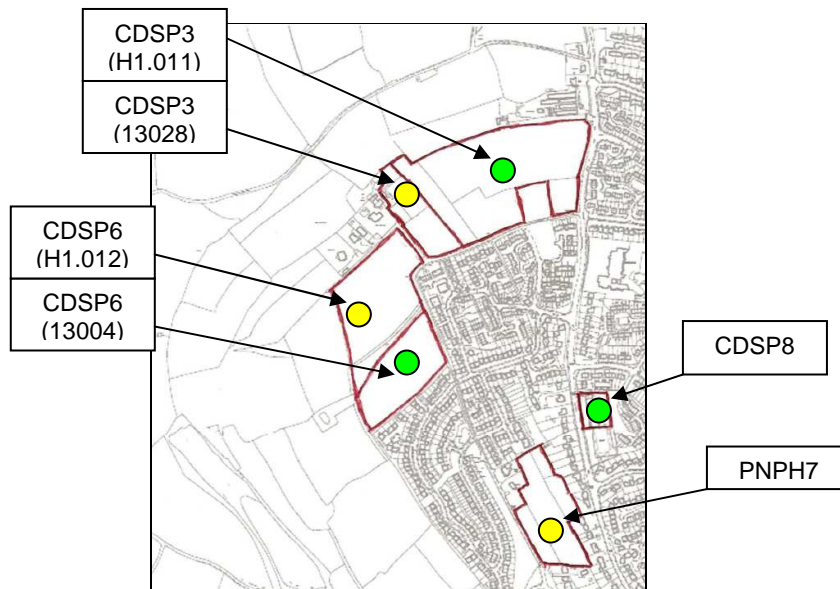
**Gradual tree loss example Kings Ash Road 2016**



**Figure 7.12– Identified sites Blatchcombe**



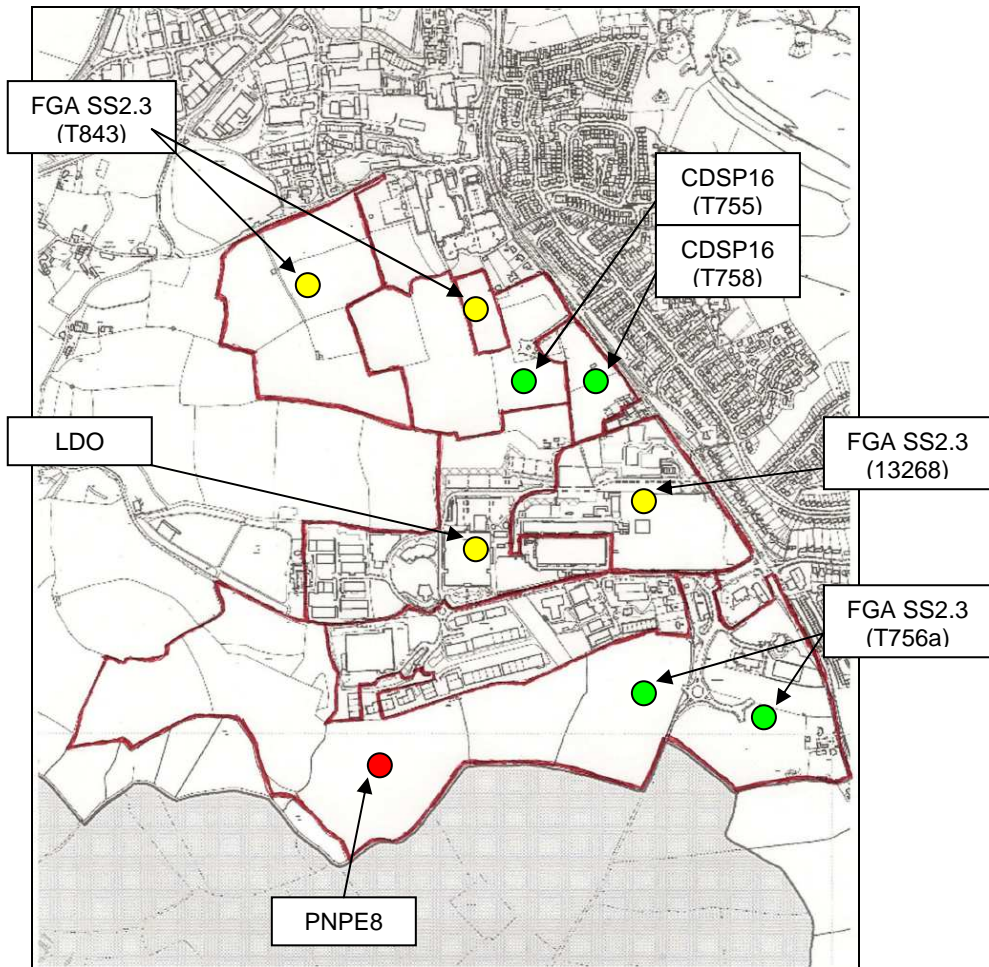
**Figure 7.13 Identified sites Great Parks Area**



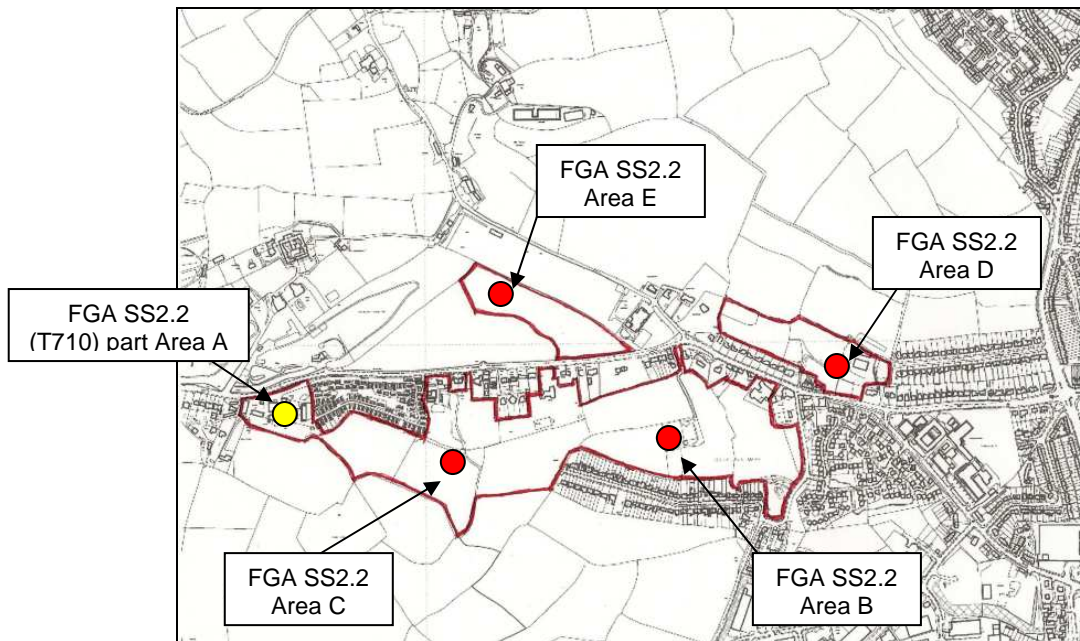
Footnote: See Part 8 Table 8.1 (pages 93-94) for the phasing assumed for each site.



**Figure 7.14 Identified sites Yalberton to White Rock Area**



**Figure 7.15 Identified sites Collaton St. Mary Area**



*Footnote: See Part 8 Table 8.1 (pages 93-94) for the phasing assumed for each site.*

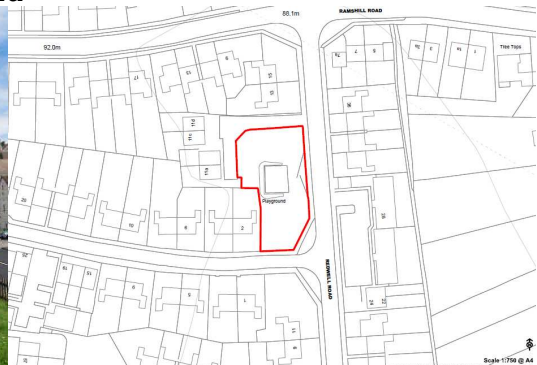
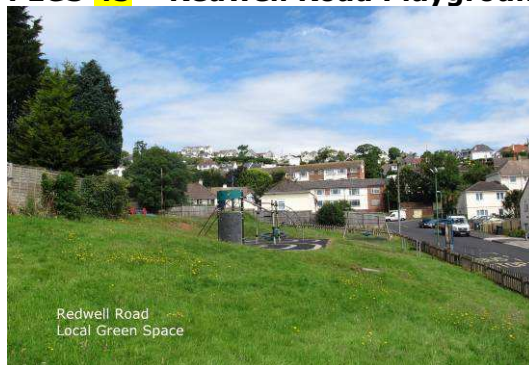


## Blatchcombe - Designated Local Green Space

### PLGS 44 – Primley Park, south of Westleat Avenue



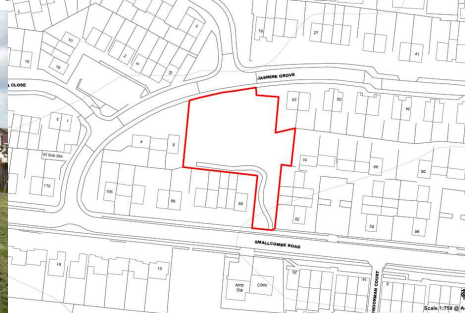
### PLGS 45 – Redwell Road Playground



### PLGS 46 – Smallcombe Road Scout Field, Redwell Lane



### PLGS 47 – Smallcombe Road Playground and Park, Jasmine Grove



All plans shown are at varying scales.

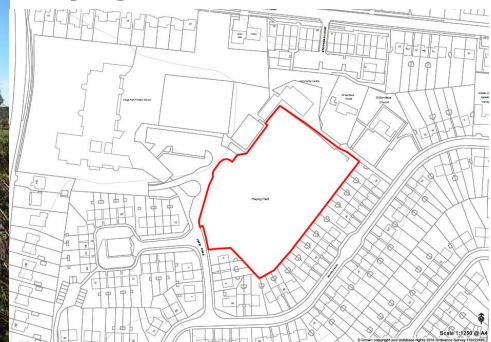
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**PLGS 48 – Wild Fox Adventure Playground, Smallcombe Road**



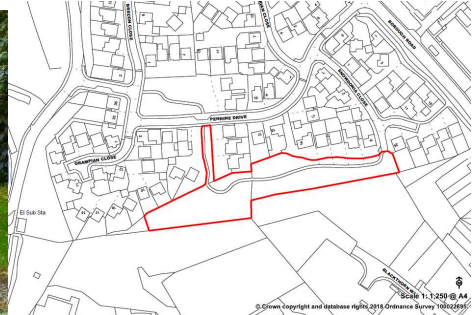
**PLGS 49 – Foxhole Community Playing Field, off Belfield Road**



**PLGS 50 – Great Parks Play Area, Trelissick Road**



**PLGS 51 – Snowdonia Close**



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**PLGS 52 – Pennine Drive Amenity Area**



**PLGS 53 – Collaton St. Mary Water Meadow, Stoke Road**



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## Part 8: Delivery

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8.1 This part of the Plan highlights the overall delivery strategy, who will be responsible for delivering the identified policies and projects, how they may be funded and the phasing of those projects. It also sets out monitoring procedures to follow the delivery of the Plan. A composite Policies Map is shown at Appendix 4 (page 108).

### The Delivery strategy

8.2 The delivery strategy of this Neighbourhood Plan is the same as the adopted Torbay Local Plan of “plan, monitor and manage” for net growth of jobs and homes within Torbay’s remaining environmental capacity. As with the Local Plan, it is not a strategy of “predict and provide”.

8.3 The Local Plan strategy, and this Neighbourhood Plan, apply through to 2029/30 and features two key aspects:

- i) to plan “in tandem” for 5,000-5,500 net growth of jobs (from a total of 59,000 in 2012) plus 8,900 additional homes based on 7,550 for an assumed return to net inward migration and household size reduction, plus 1,350 to stimulate net job growth;
- ii) to monitor progress annually, with 5 year major Reviews in 2020/21 and 2025/26, or earlier if justified, because the objectively assessed need includes a number of key economic, demographic and habitat impact assumptions with significant uncertainties.

8.4 If net job growth exceeds expectation, the plan enables an increase in pace of housing provision within Paignton’s remaining environmental capacity. Conversely, if net job growth is less successful, the Local Plan enables revision of housing growth downwards to ensure sustainable balance is maintained

(Local Plan paragraphs 1.1.15 and 7.5.17-18).

8.5 The first five year major review of the Local Plan (in 2020/21) will be against a range of matters and information identified at paragraph 7.5.17 of the Local Plan, i.e. demographic trends, economic performance, market and social signals, land availability, monitoring data, infrastructure, landscape and biodiversity.

8.6 However, the review context will remain as set by the strategic policies approved to ensure that sustainable balance is maintained between achieving net growth in job numbers, provision of additional homes, and environmental capacity.

### Delivery of the Neighbourhood Plan

8.7 This Neighbourhood Plan has been prepared to operate as an extension of the adopted Local Plan for Torbay.

8.8 **Responsibility** for delivering planning decisions in accordance with the Neighbourhood Plan rests with the Council as the local planning authority in consultation with the community where required.

8.9 **Funding** of development and infrastructure provision will rest with individual developers and agencies responsible for their respective services working together with developers.

8.10 **Phasing** of the Neighbourhood Plan falls into two parts:

- i) phasing of sites identified in the Local Plan for job growth and additional homes;
- ii) phasing of policies and proposals of the Neighbourhood Plan.

8.11 From the review undertaken of all Local Plan sites, there is no need to

identify further job or housing sites to those shown in Part 7 of this Neighbourhood Plan as they will more than meet the Local Plan requirement, even if net job growth had not declined.

8.12 The likely phasing of housing site delivery has also been reviewed. The conclusion reached of the more likely delivery sequence is shown in Table 8.1. Further details are contained in the **Basic Conditions Statement** and **Supporting Evidence** documents that accompany the Neighbourhood Plan (Fig. 3.1 page 13).

8.13 The policies and proposals of the Neighbourhood Plan have effect throughout the Plan period.

8.14 **Monitoring** progress of the Neighbourhood Plan will form part of the annual monitoring of the development plan (Local Plan) by the Council, and in consultation with the community where there is need to make adjustment to ensure the outcome sought by the 4 key objectives and detailed proposals is being achieved.

8.15 The results of the Sustainability Appraisal and Habitat Regulations Assessment Screening of the Neighbourhood Plan has identified

those items that will form the baseline against which the Neighbourhood Plan will be monitored to comply with on-going requirements, as shown in Table 8.2. Further details are contained in the **Sustainability Appraisal and Habitat Regulations Assessment** document that accompanies the Neighbourhood Plan (Fig. 3.1 page 13).

8.16 Consideration of Habitat Regulation Assessment has been influenced by the Judgment of the European Court of Justice, case C-323/17, which on 12 April 2018 interpreted that it is not appropriate at the screening stage to take account of measures intended to avoid or reduce the harmful effects of a plan or project on a European site being considered.

8.17 The Council as the local planning authority has assessed the post examination version of the Neighbourhood Plan in light of this Judgment. No sites are allocated for development by the Neighbourhood Plan and the assessment confirmed that the Plan policies will not affect the integrity of any of the European sites identified and the conservation objectives of the sites will be sustained.

**Table 8.1 Housing sites phasing conclusions**

From 1/4/2015				5yr Review 2020/21	5yr Review 2025/26			
LP/NP Site Ref	Location	Period Year	4-8 2015/20 5yrs*	9-10 2020/22 2yrs	11-15 2022/27 5yrs	16-18 2027/30 3yrs**	4-18 2015/30 15yrs**	
<b>Town Centre &amp; Seafront (SPD2)</b>								
CDSP10	<b>Former Library, Courtland Rd</b>		38					38
PNPH11	<b>Crossways Shopping Centre</b>				150			150
PNPH14	<b>Corner of Hyde Rd / Torbay Rd</b>				50			50
<b>SHLAA Deliverable Urban</b>								
P/2014/0803	<i>2 Courtland Rd</i>		15					15
CDSP11	<i>10 Palace Avenue</i>			9				9
P/2013/1128	<i>Montana, 10 Belle Vue Rd</i>			6				6
PNPH9	<i>Lyndhurst, Lower Polsham Rd</i>			12				12
PNPH15	<i>4 Palace Ave</i>			6				6
PNPH18	<i>Silverlawns, 31 Totnes Rd</i>			19				21
PNPH19	<i>Angleside House, Cleveland Road</i>			24				24
PNPH21	<i>20 Roundham Rd</i>			10				10
<b>SHLAA Constrained Urban</b>								
PNPH12	<i>Lighthouse, Esplanade Rd</i>					20		20
PNPH13	<i>Victoria Square MSCP</i>					60		60
PNPH16	<i>Station Lane</i>				30			30
PNPH20	<i>Paignton Harbour</i>					40		40
<b>Non Identified 6+</b>								
CDSP12	<i>Seaford Hotel, 2-4 Stafford Rd</i>		9					9
CDSP15	<i>Seaford Sands Hotel, 17 Roundham Rd</i>		14					14
P/2016/0585	<i>13-17 Palace Avenue</i>			32				
<b>North &amp; West (SPD3)</b>								
<u>SDP3.1</u>	<b>Preston Down Rd</b>							0
PNPH1	<i>Land at Preston Down Rd North</i>					50		50
PNPH2	<i>Land at Preston Down Rd South</i>					50		50
<u>SDP3.2</u>	<b>Great Parks (Phase 2)</b>							0
CDSP3	<i>Phase 2 (H1.011)</i>		60	60	65			185
CDSP3	<i>Luscombe Rd (north) (P/2004/1989)</i>				47			47
CDSP6	<i>Phase 2 (P/2012/1074)</i>		60	24				84
CDSP6	<i>Phase 2 (H1.012)</i>			20	100			120
PNPH7	<i>Luscombe Rd (south) P/2014/0938</i>				68			68
<u>SDP3.3</u>	<b>Totnes Rd</b>							0
FGA SS2.2	<i>Motel / Area A</i>			42				42
FGA SS2.2	<i>Area B</i>					130		130
FGA SS2.2	<i>Area C (excl. Motel /Area A)</i>					178		178
FGA SS2.2	<i>Area D</i>					70		70
FGA SS2.2	<i>Area E</i>					40		40
<u>SDP3.4</u>	<b>Yannons / H. Gruit / Devonshire Park</b>							0
CDSP16	<i>Yannons Farm (T755)</i>		194					194
CDSP16	<i>Park Bay / Holly Gruit (T758)</i>		37					37
FGA SS2.3	<i>Yalberton (T843) (P/2014/0983)</i>			65	127			192
FGA SS2.3	<i>Devonshire Park (P/2014/0947)</i>			70	185			255
<u>SDP3.5</u>	<b>White Rock</b>							0
CDSP18	<i>(T756a) P/2011/0197 onward</i>		175	70	100			345
LDO	<i>Student Accommodation</i>			50	70			120
<b>Non Identified 6+</b>								
								0



From 1/4/2015			5yr Review 2020/21	5yr Review 2025/26			
LP/NP Site Ref	Location	Period Year	4-8 2015/20 5yrs*	9-10 2020/22 2yrs	11-15 2022/27 5yrs	16-18 2027/30 3yrs**	4-18 2015/30 15yrs**
CDSP8	<i>Kings Ash House (P/2012/1223)</i>		14				14
<b>Elsewhere in SPD1</b>							
CDSP5	<i>Oldway Mansion and Fernham (T742)</i>		46				46
CDSP9	<i>Former Divisional Police HQ (T744)</i>		14				14
CDSP14	<i>Totnes Road Service Station, adj 141</i>				14		14
CDSP17	<i>Marine Pk, Goodrington (T706)</i>		39				39
CDSP19	<i>R/O 10-16 &amp; 18-20 Gibson Rd (T866)</i>		6				6
P/2012/0516	<i>Parkhill House, 1 Southfield Rd</i>				12		15
P/2014/1017	<i>Roseville, Marine Gardens</i>		8				8
P/2016/0704	<i>Preston Sands Hotel, 10-12 Marine Prd</i>				10		10
P/2016/1266	<i>Half Moon PH, 188 Torquay Road</i>				10		10
PNPH3	<i>Vauxhall Garage, Torquay Rd</i>				20		20
PNPH4	<i>Land at 4-6 Eugene Rd</i>				6		6
PNPH5	<i>Modern Motoring, Torquay Rd</i>				6		6
PNPH6	<i>63 Manor Rd</i>				8		8
PNPH8	<i>Land r/o Quarry Terrace, Marldon Rd</i>				8		8
PNPH23	<i>Land at Intek House (T705)</i>				12		12
PNPH23	<i>50% of Depot, Borough Rd (T826)</i>					40	40
PNPH26	<i>Alan Kerr Garage, Brixham Rd</i>				10		10
PPs	Excess windfalls (5 or less)***		46				46
<b>Paignton SDP1 – NP Total</b>			775	519	1,108	688	3,080

Excluding approved windfalls of 52 per year

1,294

Adopted LP 2015 Requirement

729	481	1,070	645	2,925
1,210				

Broad Location  
Developable

Deliverable

\* PH21 approved by LP Inspector as at 1/4/2015

\*\* Subject to 5 yr Review in 2020/21 and 2025/26 of progress of net job growth and housing need assumed in LP

\*\*\* Excess windfalls (5 or less) above normal allowance (see **Supporting Evidence** document)

Site reference key:

**CDSP:** Committed housing site identified in adopted Local Plan (Appendix C)

**PNPH:** Potential housing site identified in adopted Local Plan (Appendix C) subject to consideration in Neighbourhood Development Plan

**FGA:** Future Growth Area identified in adopted Local Plan Policy SS2

All other sites listed are planning application approvals (including PPs shown)

Colour key:

Approved 5 year supply period 4-8

NPPF 'Deliverable' and 'developable' period 4-15

Broad locations for not before 2<sup>nd</sup> Local Plan Major 5 yr Review in 2025/26

**Table 8.2 Future Monitoring of the Neighbourhood Plan**

Sustainability Objective		Indicator	Baseline	Target
A	Enable net growth of full time jobs in appropriate locations	Total employed and self employed jobs (full time equivalent).	59,000 (2012) within Torbay LP para. 7.5.17	As adopted Local Plan trajectory. (Policy SS1)
B	Address areas of highest employment need in Town Centre	Retail premises vacant within defined town centre and seafront	Retail premises vacant at 1 April 2016	Less than 15% of premises vacant.
C	Reduce vacancy rates of retail and business premises	Retail premises vacant within defined town centre and seafront	Retail premises vacant at 1 April 2016	Less than 15% of premises vacant.
D	Retain and enhance the tourism role of Paignton in facilities available	Annual visitor numbers attributable to Paignton.	Number as from 1 April 2015	An annual increase.
E	Address the lack of community facilities in C+M and St. Michael's	Increase in facilities achieved within C+M and St. Michael's	Facilities present on 1 April 2015	A dedicated meeting place
F	Retain and improve access to Green Infrastructure	Designated Rural Character Area and Local Green Space.	As existed 1 April 2015	No loss or detriment to designated space.
G	Improve community cohesion in the Town Centre and Seafront areas	Number of residential premises rated as occupied within the defined area	As existed 1 April 2015	An increase in number occupied.
H	Address deprivation in the living environment of the Town Centre	Changes to designated Local Green Space.	As existed 1 April 2015	No loss or detriment to designated space.
I	Reduce crime and the fear of crime	Planning applications supported by Police consultation.	As from 1 April 2015	No applications receive an adverse response.
J	Provide the needed level and type of housing stock	Units deliverable and developable on sites identified by Local Plan.	As at 1 April 2015	As Part 8 of Neighbourhood Plan.
K	Enable improved energy efficiency of new and old homes	Residential units granted building regulation approvals that include energy efficiency proposals.	Number approved per year quarter from 1 April 2015	An increase in units approved on the previous year quarter.
L	Support opportunities for renewable energy	Planning consents granted for renewable energy proposals.	Number approved per year quarter from 1 April 2015	An increase in units approved on the previous year quarter.
M	Address sewer capacity issues	Planning applications that accord fully with the consultation response from South West Water or the Environment Agency.	Planning applications from 1 April 2015	No applications that receive an adverse consultation response.
N	Preserve and enhance the designated Conservation Areas	Planning applications that accord fully with the consultation response from Historic England.	Planning applications from 1 April 2015	No applications that receive an adverse consultation response.
O	Protect and enhance the natural landscape and biodiversity	Planning applications fully supported by the consultation response from Natural England or Royal Society for the Protection of Birds.	Planning applications from 1 April 2015	No applications that receive an adverse consultation response.

[Baseline year figures and sources to be added]

## Appendices

Appendix 1 – Glossary of Terms

Appendix 2 – Protected Species and Sites of Importance

Appendix 3 – Trees for biodiversity

Appendix 4 – Neighbourhood Plan Policies Map



## **Appendix 1 Glossary of Terms**

The following definitions apply where the term shown is used in the Neighbourhood Plan. They do not duplicate those contained in Appendix A of the Torbay Local Plan though some duplication has been included for ease of reference. Where there is any difference found between the two documents, the definitions as set out below are those that apply to the Neighbourhood Plan. **The NPPF references are of NPPF 2012.**

<b>Term</b>	<b>Definition</b>
Active Travel	Movement on foot, bicycle, or other modes of transport using muscle movement as the sole or primary energy source. Note: <i>Giving priority to pedestrian and cycle movements</i> (NPPF35).
Affordable Housing	Housing for rent or purchase within the income level of local residents.
Agroecological	Farming within environmental constraints primarily to deliver net gains in biodiversity (NPPF109 & NPPF118), enhanced ecosystem services (NPPF109), and soil quality and structure (NPPF109) using only natural methods of animal husbandry, cultivation and fertility improvement.
Amenity value	Pleasantness of zones within the Neighbourhood Plan area as determined by local residents.
Appropriate Assessment	A second stage assessment that is necessary and undertaken when a proposal may have 'likely significant effects' on species protected by the European Habitats Directives as transposed into UK law.
Article 4 Direction (PNP1-f)	An order approved by the Council as Local Planning Authority that removes the right to development that is permitted without the need to submit an application for planning consent.
Car Club	A vehicle sharing scheme for local residents, using parking spaces identified on-street as an arrangement to reduce traffic (NPPF 30), cut local greenhouse gas emissions (NPPF17, 35, 93 & 98) and help facilitate sustainable travel for all (NPPF 29 & 30).
Community led	Leadership by residents of the Neighbourhood Area who are not part of the Council.
Community-led Housing Enterprises	Community-led solutions to housing need which let residents within the Plan area take a stake in their home or co-op and keep the homes permanently affordable.
Community Partnership Area	An informal local arrangement of residents, business representatives and representatives of other organisations in a part of the Neighbourhood Plan area who meet regarding matters of mutual interest.
Core strategy	A former type of statutory development plan now replaced by a Local Plan produced in accordance with the range and depth of subject matter set out in the National Planning Policy Framework 2012.
Community Supported Agriculture (CSA)	A system of farming that creates a partnership between the farmer / producer and the consumer. In CSA the risks and benefits of farming are shared between the farmer and consumer – it helps to guarantee a market for the farmer and helps people reconnect with, and sometimes get involved with, where their food comes from. There are many models of CSA; one example is where the consumer pays an annual membership fee to cover the farming costs and receives a regular share of the harvest.

Term	Definition
Departure proposal	An application for planning consent that does not accord with the policies defined in the statutory Development Plan (see Development Plan below).
Development land allocation	Definition set out in the Town and Country Planning Local (Local Planning) (England) Regulations 2012. This states (in relation to local plans) that “a site allocation policy is a policy which allocates a site for a particular use or development”. Also, part 4(9)(c) of the Regulations states that the adopted policies map must illustrate geographically the application of the policies in the adopted development Plan.
Development Plan	The statutory plan that applies to an area which in planning law requires all planning decisions to be taken in accordance with the development plan unless ‘material planning considerations’ indicate otherwise. A Development Plan is required to be produced and adopted in accordance with Town and Country Planning legislation. See also Supplementary Planning Document (SPD).
Development Plan Document (DPD)	The term includes the ‘adopted’ Local Plan and Neighbourhood Plans when ‘made’. It does not include non-statutory documents such as Masterplans, Planning Guidance or any other Supplementary Planning Document (SPD). See also Supplementary Planning Documents.
Devon Green Lane	A general name given principally to an ancient unmetalled road in Devon that has existed for a very long time.
Ecosystem services	<p>The benefits people obtain from ecosystems. These include provisioning services such as food and water; regulating services such as flood and disease control; cultural services such as spiritual, recreational, and cultural benefits; and supporting services such as nutrient cycling that maintain the conditions for life.</p> <p>Reference: UK National Ecosystem Assessment, Understanding nature’s value to society, (2011): <i>Synthesis of the Key Findings</i>, UNEP-WCMC, Cambridge.</p>
Energy Efficiency	An ecological approach to design and behavioural change involving optimal insulation, draught-proofing, energy management, and the use of healthy materials to reduce total energy use before, during and after deployment to support the move to a low carbon future (NPPF 95).
EnerPHit	The Passivhaus Institutes energy performance standard and design process for retrofitting of the existing housing stock which requires specific technical standards for Airtightness, Annual Specific Space Heat (or cooling) Demand, Specific Heat Load and Annual Specific Primary Energy Demand. Only retrofits in certain climates, including central Europe and the UK, can be certified to the EnerPHit standard. Note: Supporting energy efficiency improvements to existing buildings (NPPF 95).
English Riviera	Alternative name for the Torbay area used to describe its similar coastline to the northern Mediterranean from southeast France to northwest Italy.
Equivalent replacement	A relocation or replacement in the same place that in all respects is as good as or better than the use or facility that previously existed.
European obligations	These are obligations specified in European Directives and as transposed into UK law. They include a range of social, economic, and environmental matters.
Existing state	Assumed to remain unchanged during the time period covered by the Plan.

Term	Definition
Garden Town	Paignton settlement with enhanced natural surroundings and a greener, healthier built environment, tackling climate change, and providing meaningful jobs in convivial communities.
Greening	The planting of herbaceous plants, shrubs and trees in circular, horizontal, vertical and oblique positions at multiple sites within the landscape, public realm and built environment.
Greenspaces	Space that is not covered in an impervious layer such as tarmac and includes planted areas of soils and landscape.
Hierarchy Of Sustainability	Transport policy delivery where healthy active travel is endorsed rather than more unhealthy, polluting and carbon intense modes of passage according to the following rankings: <ol style="list-style-type: none"> <li>1. walking</li> <li>2. cycling</li> <li>3. public transport</li> <li>4. motor vehicles</li> </ol>
Habitat Regulation Assessment	The assessment of impact of land use plans or proposals on European protected sites, required by the Habitats Directive and legislation transposed into UK law.
Home Zone Design	A home zone is a <a href="#">living street</a> (or group of streets) <sup>(1)</sup> , encouraged by the UK Government <sup>(2)</sup> , as part of residential areas which are designed <sup>(3)</sup> primarily to meet the needs of pedestrians, cyclists, children and residents and where the speeds and dominance of motor vehicles is reduced <sup>(4)</sup> .  Notes: <sup>(1)</sup> South Gloucestershire Council, March 2013, <i>Living Streets: A guide to the design of informal home zones in new developments for South Gloucestershire</i> ; <sup>(2)</sup> Department for Transport, November 2005, <i>Home Zones: Challenging the future of our streets</i> ; <sup>(3)</sup> Institute of Highway Incorporated Engineers' (IHIE), June 2002, <i>Home Zone Design Guideline</i> ; and <sup>(4)</sup> <i>Minimising traffic conflicts &amp; establishing home zones</i> (NPPF35).
Independent Traders	Locally owned, locally run private businesses employing local residents using mainly local supply chains to deliver local products. In contrast to multiple traders with 9 or more outlets over the country as a whole.
Infrastructure	Physical elements of roads, sewers, other utility services. It does not extend to works identified as necessary to prevent, avoid, mitigate or in any way compensate for 'likely significant effect' on protected species.
Landmark Planting	The planting of biodiverse trees on the tops of hills and contours to deliver net gains in biodiversity (NPPF109 & NPPF118), help control the flow of water, protect the soil (NPPF109), and safeguard Paignton's local identity.
Landscape	An area as perceived by people, whose character is the result of the action and interaction of natural and/or human factors ( <i>European landscape convention, 2000</i> ).
Land use designation	Where a piece of land is identified for specific use. (See also Development Land Allocation.)



Term	Definition
Lifetime Homes	Ordinary homes designed to incorporate <a href="#">16 Design Criteria</a> that can be universally applied to new homes at minimal cost. Each design feature adds to the comfort and convenience of the home and supports the changing needs of individuals and families at different stages of life. Notes: Good design to make places better for people (NPPF56); & Developments designed to consider the needs of people with disabilities by all modes of transport (NPPF35).
Local	Located within the boundary area of the Paignton Neighbourhood Plan.
Local Amenity Value	Characteristics that influence and enhance a persons' appreciation of a particular area or feature. These values are derived from the pleasantness, aesthetic coherence and cultural, environmental and recreational attributes of an area.
Local Green Space [LGS]	Land identified by the community in the Neighbourhood Plan as being of special importance to them in accordance with the National Planning Policy Framework (NPPF76).
Local shops	Retail shops that meet day to day needs in close proximity to the population served without needing to rely on transport to reach them.
Mega-Farms (aka Factory Farms)	Large capital intensive agri-industrial holdings with high densities of livestock husbanded under restricted conditions with no outside access and zero-grazing.
Natural change	The difference in population number between the number of live births and deaths for the given period. It does not include the difference between residents moving into or out of an area known as net-migration. Thus overall population change = Births +/-Deaths + Net Migration.
Net growth	The level of growth that results after account is taken of losses as well as gains.
Net inward migration	Inward migration occurs when the number of incomers exceeds those who leave. Net-outward migration is the opposite. The calculation does not include births/deaths.
Objectively Assessed Need (OAN)	The change in population that would normally arise if there was no plan and the demographic change in population continued as before, sometimes referred to as the 'policy-off' position. Full Objectively Assessed Need (FOAN) is the change expected in population and related requirements in the 'policy-on' situation.
Passivhaus (Standard)	The Passivhaus Institutes energy performance standard and design process for any building which requires specific technical standards for Airtightness, Annual Specific Space Heat (or cooling) Demand, Specific Heat Load and Annual Specific Primary Energy Demand. Note: <i>Supporting the move to a low carbon future</i> (NPPF17 & 95).
Population Projection	The future population that would result if what has been the actual position in the previous period of time continues unchanged into the future period of time identified. Different from a 'prediction' that estimates what the outcome may be if the previous circumstances did not continue and other circumstances were taken into account.
Primary and Secondary Retail Areas	Means Class A1 (Use Classes Order) shops predominate in the former and Class A2, A3 and compatible D1 and D2 uses in the latter.
Public realm	A local area freely accessible to all members of the public at all times of the day.

Term	Definition
Quaintness	Subjective description of an attractive feature of the local public realm or built environment, its scale, variety, balance of appearance and rustic charm not dominated by any particular feature, a blend of elements pleasing to the eye.
Referendum	The stage in preparing a Neighbourhood Plan when registered voters on the electoral register for the Neighbourhood Area are able to vote yes or no to the Plan being approved to become part of the statutory Development Plan for the area.
Renewable Energy	The use and supply of technologies employing sources of energy that are continually replenished such as sunlight, wind, rain, tides, waves and geothermal heat to contribute to energy generation from low carbon sources (NPPF 97).
Residential Local Centre	Focal point of facilities within the Plan area, beyond the town centre, where e.g. retail, social, health, public or religious venues may be conveniently accessed by nearby residents.
Retail offer	The appeal of goods and services to tourists visiting the area as well as residents of the Neighbourhood Plan Area.
Rural hinterland	The area to the west of the main urban area that is mainly in a natural setting of farmland and secluded valleys.
Separated Cycling	The provision of safe two-way cycling thoroughfares 2-3m in width independent of the motor vehicle road network. Note: <i>Minimising conflicts between traffic &amp; cyclists</i> (NPPF35).
Small-Scale Farming	Small scale farms (food growing and or rearing), market gardens, ag-forestry, allotments, underplanted orchards or horticultural holdings of 68 hectares or less.
Spatial plan	A general description of a Development Plan (see above) that has both policies in words and maps that show where and when the policies are intended to have effect.
Strategic Environmental Assessment (SEA)	A process to ensure that significant environmental effects arising from policies, plans and programmes are identified, assessed, mitigated, communicated to decision makers and monitored, and that opportunities for public involvement are provided. European Directive (2001/42/EC) requires the plan making body to carry out strategic environmental assessment on certain plans and programmes. SEA is encompassed by the wider Sustainability Assessments.
Supplementary Planning Document (SPD)	Established by the Planning and Compulsory Purchase Act 2004 (as amended), an SPD can be used to provide guidance on a range of local planning matters and provide greater detail about policies contained within the statutory development plan documents. SPDs cannot make policy or allocate land, but can provide guidance on implementation.
Sustainability Appraisal (SA)	An appraisal of the economic, social and environmental effects of a plan from the outset of the preparation process to allow decisions to be made that accord with sustainable development.
Sustainable Development	Widely recognised internationally, and in the National Planning Policy Framework (page 2), which defines sustainable development as " <i>meeting the needs of the present without compromising the ability of future generations to meet their own needs.</i> " The NPPF refers also to the UK Sustainable Development Strategy "Securing the Future" which sets out five ' <i>guiding principles</i> ' of sustainable development: living within the planet's environmental limits; ensuring a strong, healthy and just society; achieving a sustainable economy; promoting good governance; and using sound science responsibly.

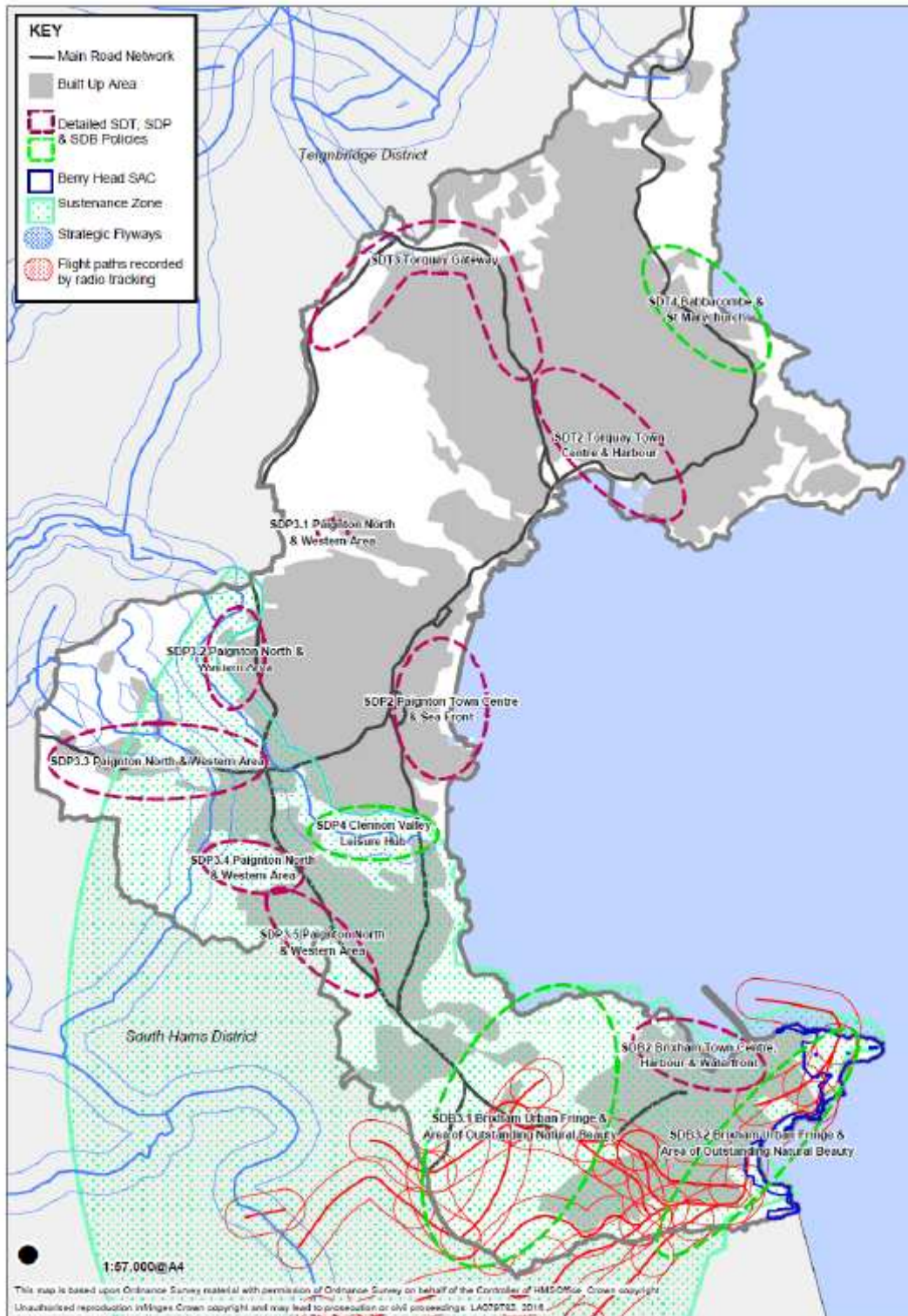
Term	Definition
Themed Markets	Regular or occasional street or park events, usually with stalls, that promote specific trades or celebrations in topics of value or interest to Paignton's residents, e.g. local farmers' markets.
Transport Hub (a.k.a. The Transport Gateway)	The Paignton town centre area occupied by the train and bus stations, coach stop, vehicle pick up, taxi rank and nearby car parks where passengers exchange between transport modes (see policy PNP17).
Unsightly	Subjective description of an unattractive feature of the local public realm or built environment.
Windfall sites	In general windfall sites are defined as sites that are not identified as available for development in the Development Plan. The Torbay Local Plan specifically defines windfalls as sites of 5 or fewer net new dwellings, which were below the threshold considered in the Strategic Housing Land Availability Assessment (SHLAA). However larger windfall sites are also likely to arise during the Plan period.



## Appendix 2 Protected Species and Sites of Importance

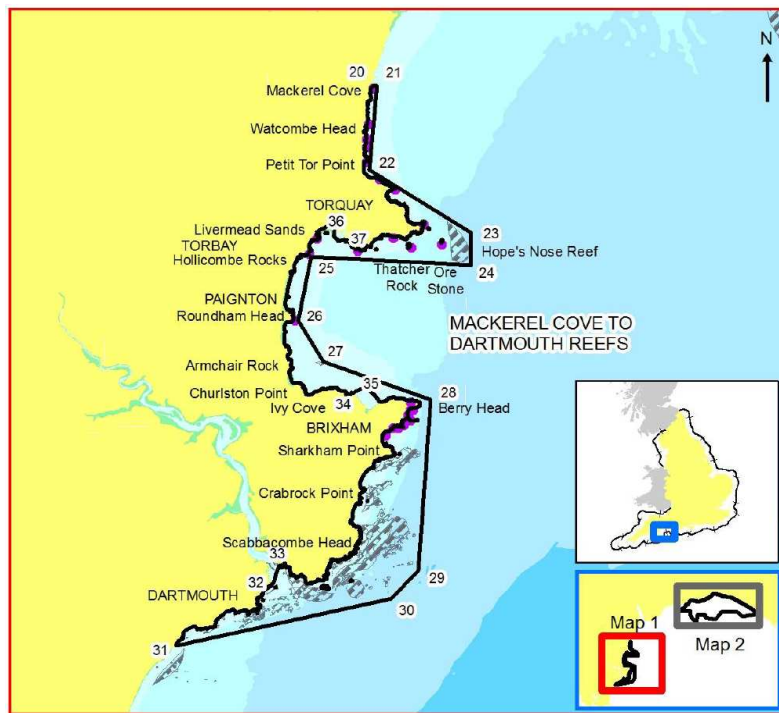
In this Appendix for ease of quick reference:

### a) Greater Horseshoe Bat strategic flight paths and sustenance zone - South Hams Special Area of Conservation (SAC)



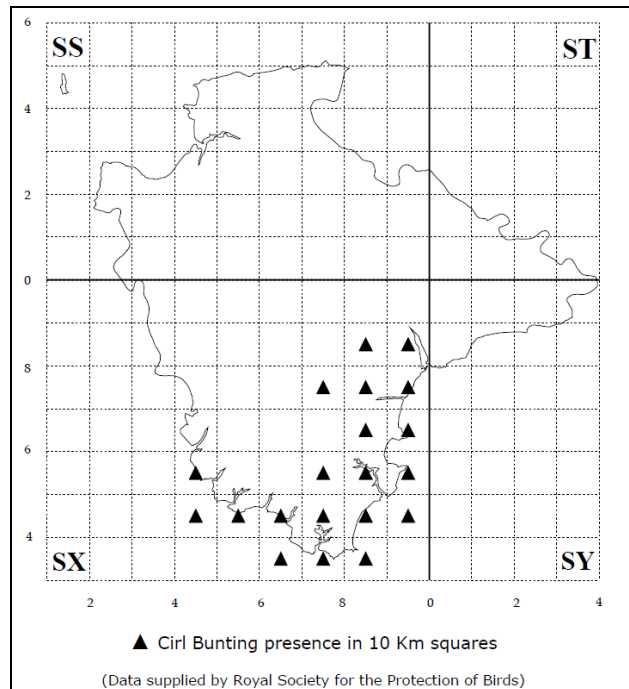
Source: Torbay Local Plan Habitat Regulations Assessment December 2015

**b) Lyme Bay and Torbay Marine Special Area of Conservation (SAC)**



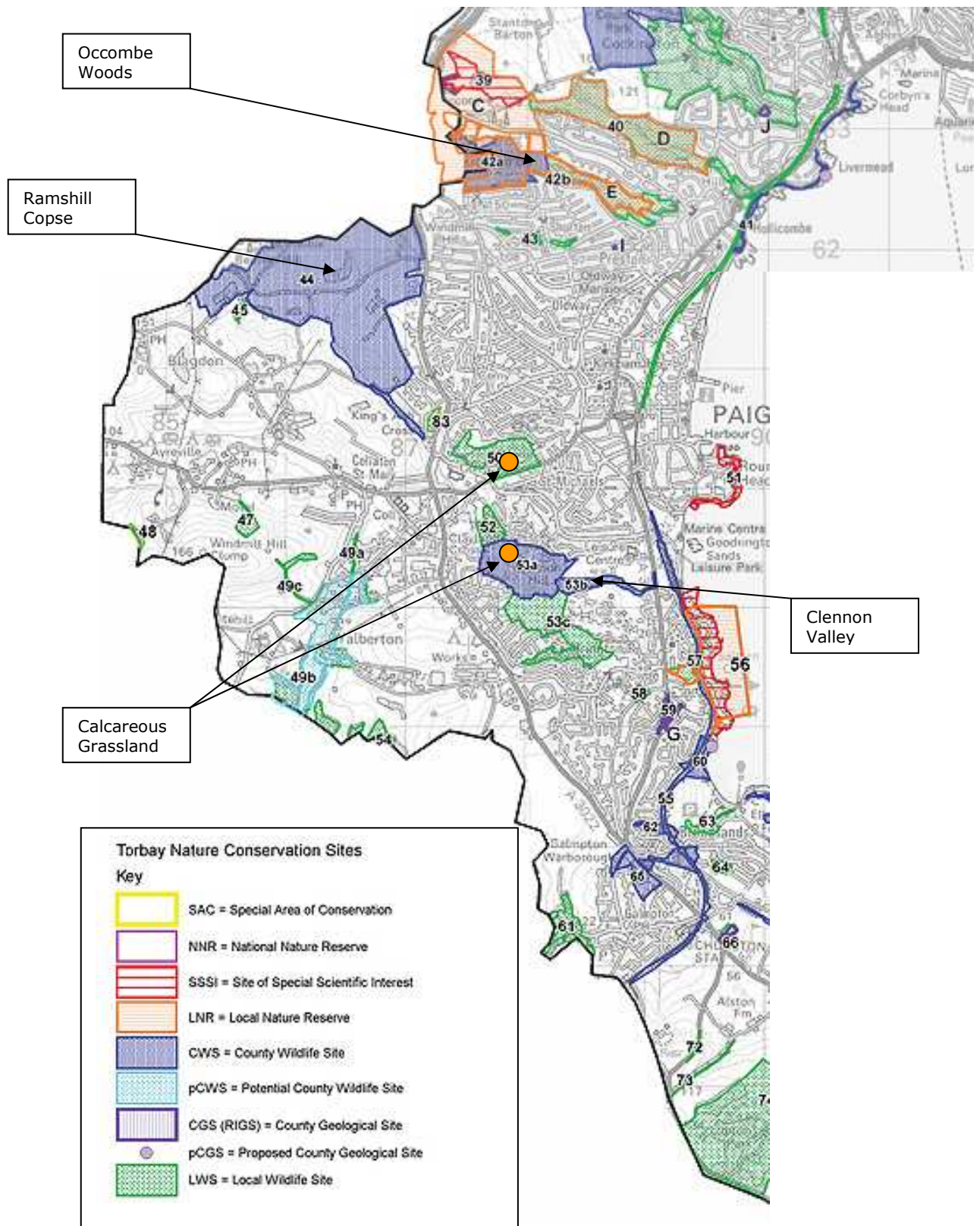
Source: Natural England

**c) Cirl Buntings – Listed in EC Directive**



Source: Devon Biodiversity Action Plan 2009  
See also [magic.gov.uk/MagicMap.aspx](http://magic.gov.uk/MagicMap.aspx)

**d) Designated Sites of Special Scientific Interest (SSSIs) and other Nature Conservation Sites of importance**



Source: *The Nature of Torbay 2006-2016 and The Torbay Green Infrastructure Delivery Plan April 2011*. See also [http://www.countryside-trust.org.uk/userfiles/files/BAPfullplan\(2\).pdf](http://www.countryside-trust.org.uk/userfiles/files/BAPfullplan(2).pdf)



## **Appendix 3 Trees for biodiversity**

### References

1. M.Crawford, 2010, '*Creating a Forest Garden – Working With Nature to Grow Edible Crops*', Green Books.
2. M.Crawford, 2015, '*Trees for Gardens, Orchards and Permaculture*', Permaculture Publications.

<b>Tree Species</b>	
<i>Acacia spp.</i>	Wattles
<i>Amelanchier spp.</i>	Juneberries/Serviceberries
<i>Arbutus unedo</i>	Strawberry Tree
<i>Caragana arborescens</i>	Siberian Pea Tree
<i>Castanea spp.</i>	Sweet Chestnut & Hybrid Sweet Chestnut
<i>Cercis spp.</i>	Redbuds & Judas Tree
<i>Chaenomeles cathayensis</i>	Cathay Quince
<i>Cornus mas</i>	Cornelian Cherry
<i>Crataegus spp.</i>	Hawthorns
<i>Cydonia oblonga</i>	Quince
<i>Diospyros lotus</i>	Date Plum
<i>Diospyros virginiana</i>	American Persimmon
<i>Elaeagnus x ebbingei</i>	Ebbinge's silverberry
<i>Elaeagnus umbellata</i>	Autumn Olive
<i>Halesia Carolina</i>	Snowbell Tree/Silverbell Tree
<i>Hippophae spp.</i>	Sea Buckthorns
<i>Malus spp.</i>	Apple & Crab Apple
<i>Mespilus germanica</i>	Medlar
<i>Myrica spp.</i>	Bayberries/Wax Myrtles
<i>Prunus armenica</i>	Apricot
<i>Prunus avium</i>	Sweet Cherry
<i>Prunus cerasifera</i>	Cherry Plum & Mirabelle
<i>Prunus cerasus</i>	Sour Cherry
<i>Prunus domestica &amp; P.insititia</i>	Plums (including Gages, Bullaces, & Damsons)
<i>Prunus dulcis</i>	Almond
<i>Prunus persica</i>	Peach & Nectarine
<i>Prunus salicina</i>	Japanese Plum
<i>Prunus spinosa</i>	Blackthorn/Sloe
<i>Pyrus communis, P.pyifolia &amp; P.ussuriensis</i>	Pears

<b>Tree Species</b>	
<i>Quercus robur</i> & <i>Q.petraea</i>	English Oaks
<i>Robinia Pseudoacacia</i>	Black Locust/False Acacia
<i>Sambucus nigra</i>	European Elder
<i>Shepherdia argentea</i>	Buffalo Berry
<i>Tilia spp.</i>	Limes/Lindens
<i>Zanthoxylum spp.</i>	Pepper Trees

## **Appendix 4** Neighbourhood Plan Policies Map

This Appendix contains a composite Policies Map of the policy areas shown in more detail in the plan.

Insert Policies Map

