

SECTION 3.0: CHARACTER AREAS



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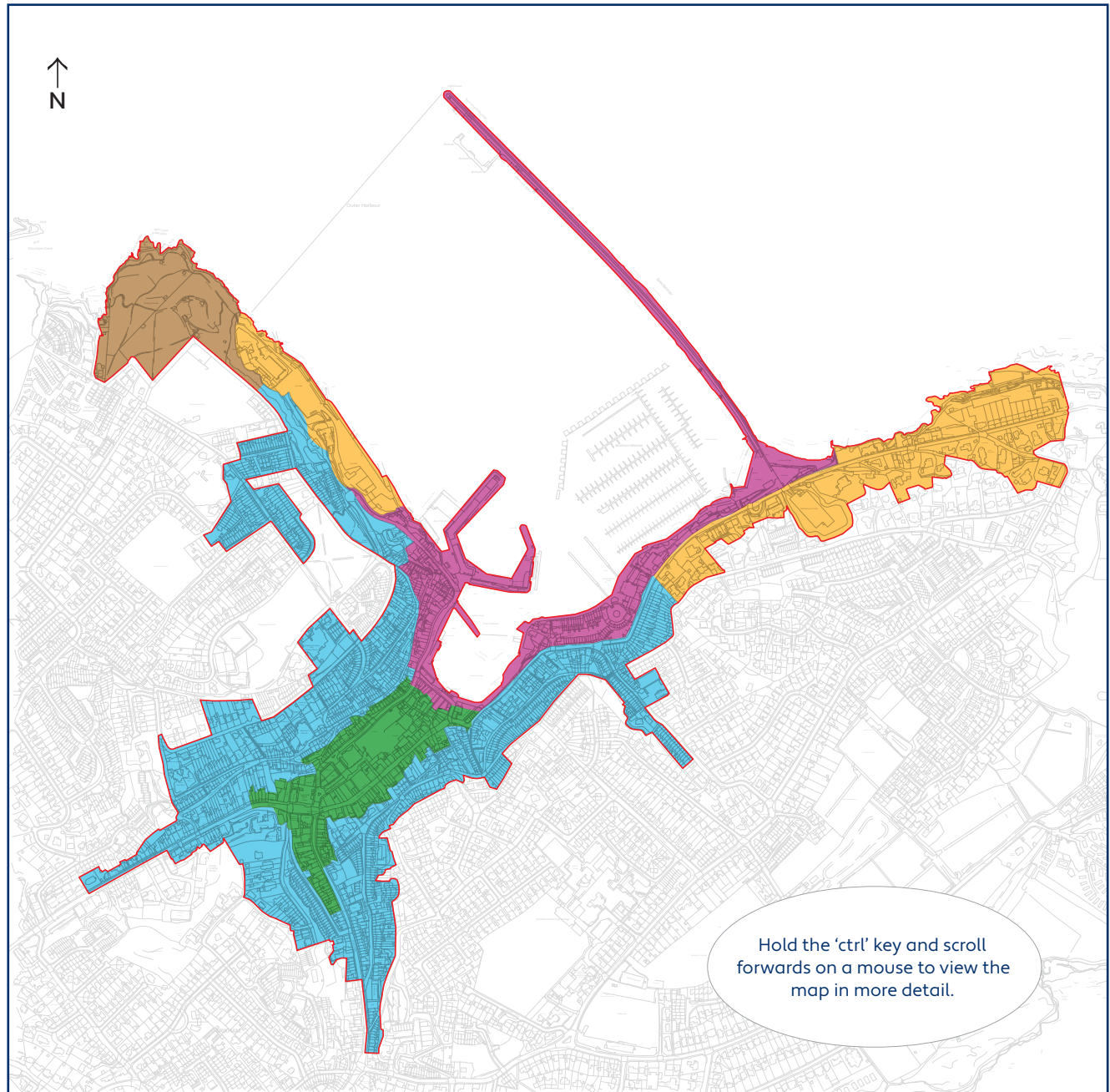
There are several spaces/groups of buildings throughout the conservation area which share common features and sub-characters. These are not geographically adjacent in every case. This section of the Conservation Area Appraisal identifies each character area's defining features.

CHARACTER AREAS

- Battery Gardens
- Brixham Harbour
- Commercial, Civic and Industrial Core
- Historic Residential Areas
- South-West Coastal Path and Berry Head Road
- 2025 Conservation Area Boundary

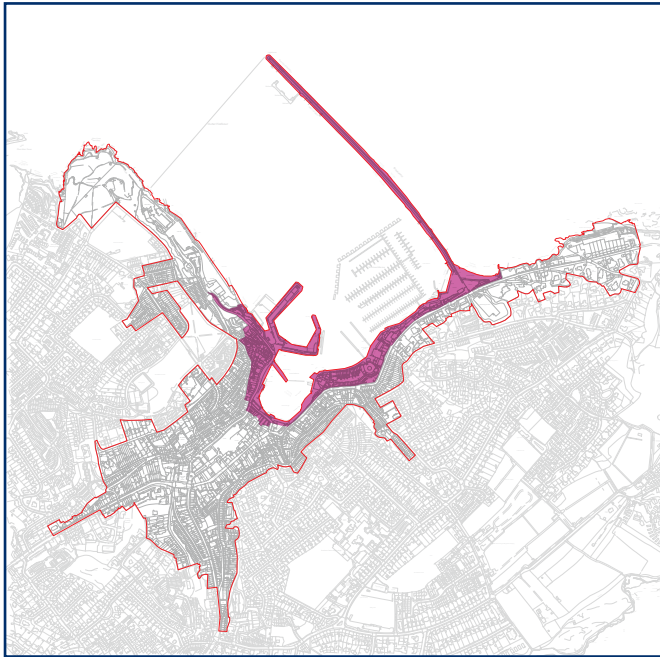
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SECTION 3.0: CHARACTER AREAS: BRIXHAM HARBOUR

3.1 Brixham Harbour



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The Brixham Harbour character area comprises The Quay, New Fish Quay (east of Overgang), The Strand, Southern Quay, Kings Quay, New Pier, the Marina, Breakwater Beach and the Breakwater. The area has an intimate relationship with the harbour, with the water coming right up to the public walkway. The piers, quays and Breakwater have a utilitarian, vernacular aesthetic and many sites around the harbour are still used within the fishing industry. This gives the harbour a dual

character; with both recreational aspects (the waterfront kiosks, public seating, pubs and cafes) and visible industrial infrastructure.

The buildings along the north side of The Quay and The Strand front directly onto the public highway, lending a sense of enclosure and intimacy. They range from two to four storeys high, with varying sizes and scales creating an eclectic streetscape. As is characteristic of the wider conservation area, most buildings are rendered, though there are some examples of hung slate tiles, painted brick, weatherboarding and mock-timber framing, which add further visual interest. There are several traditional shopfronts illustrating the precedent for commercial activity along the harbour.

The Old Market House, built of exposed rubble stone, is a prominent building within the character area and identifies the commercial nucleus of the early 19th-century town.

The buildings appear to date from the early to late 19th century, with some areas of modern infill. However, The Quay is one of the oldest streets in the conservation area and it is likely that some older structures survive at least in part behind later façades.

The diversity in scale, style and typology of the built structures around the harbour gives a sense that the area has evolved naturally and incrementally, without the large-scale public realm schemes which characterise other coastal tourist destinations in Torbay.

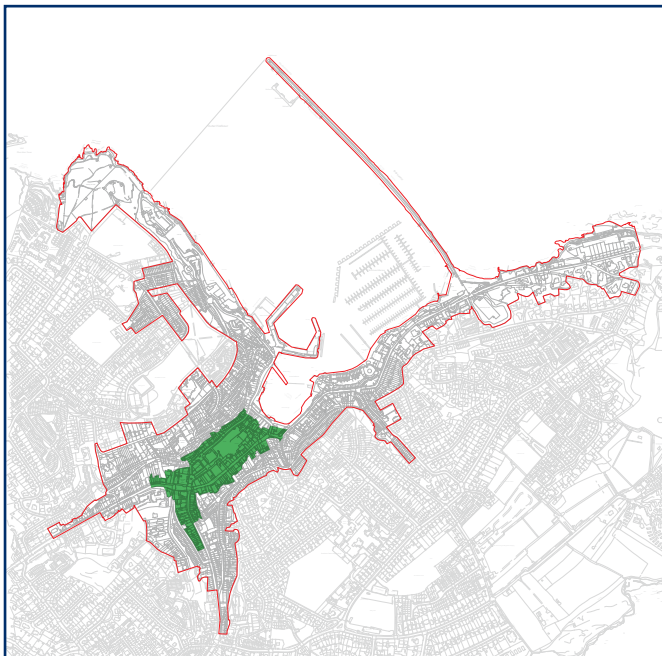
The harbour draws significant visual interest from views of the surrounding terraces stepping up the cliff face to the north-west and south-east.



Eastern Quay at Brixham Harbour, in situ by 1781 and still in use today.

SECTION 3.0: CHARACTER AREAS: COMMERCIAL, CIVIC AND INDUSTRIAL CORE

3.2 Commercial, Civic and Industrial Core



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To the west of the waterfront stretches the historic and commercial core of Brixham. It includes the closely packed buildings between The Strand and Pump Street, the central car park, Middle Street, Fore Street, Market Street, Bolton Cross, and the top of New Road and Bolton Street.

The central car park creates a large gap in the urban fabric, at odds with the tightly

clustered industrial buildings and cottages which formerly occupied the area. The densely packed structures west of The Strand, intersected by Paradise Place/Furze Lane, Beach Approach and New Quay Lane, give a sense of how the wider area may have appeared prior to the demolition of the 1960s. The buildings around these historic streets have a vernacular character, constructed with unfinished rubble stone and eschewing fine architectural detailing. They range from two to four storeys and are built flush against the public highway, creating a strong sense of enclosure.

Middle Street, which was well developed by King's map of 1781, and Fore Street, developed by the 1840 tithe map, also represent an early part of Brixham's evolution. Although the original character of both streets was likely more domestic than it is today, both feature many historic shopfronts demonstrating a long tradition of commercial activity. There are a handful of historic shopfronts on Bolton Street, but most retail units on Bolton Street and New Road are clearly 20th-century additions/insertions. Therefore although they have a commercial character today, it is clear that the streets as first laid out would have had a stronger domestic character.

At Bolton Cross is a key group of civic buildings – the Town Hall, former police station and early 20th-century Conservative Club. These commanding structures occupy the approximate site of the former naval reservoir which marked the western boundary of Brixham during the 18th century. Their construction established a tertiary nucleus in the expanding town, in addition to the harbour and the Church of All Saints.



An example of a later 20th-century shopfront on Bolton Street, which incorporates traditional features (a stallriser, timber glazing bars and decorative tiles to the recessed entrance). These features enhance the visual interest of the façade and are in keeping with the historic character of the street and wider conservation area.

SECTION 3.0: CHARACTER AREAS: COMMERCIAL, CIVIC AND INDUSTRIAL CORE

This built environment in the commercial, civic and industrial core is characterised by variety in scale and style, ranging from humble dwelling houses on Fore Street with later shopfronts, to the imposing presence of the Town Hall at Bolton Cross.

Throughout the character area, buildings generally abut the highway. In Fore Street this creates a strong sense of enclosure, whilst the south side of Middle Street is bounded for the most part by the central car park and thus has a far more open character. The sense of enclosure is mitigated on Bolton Street and New Road by the more generous proportions of these thoroughfares.

Historic buildings within this character area are generally rendered, with some prominent examples of exposed red brick on Fore Street (e.g. Lloyds Bank, the terraces at Nos. 7 to 9 and 45-47) and New Road (the former police station) and exposed masonry at the Town Hall. Except for the Edwardian buildings at the eastern end of Fore Street, the police station and the conservative club, buildings generally date from the early to late 19th century. There are pockets of modern infill throughout.



Middle Street, looking south-west.



Looking north from Bolton Street towards Bolton Cross.



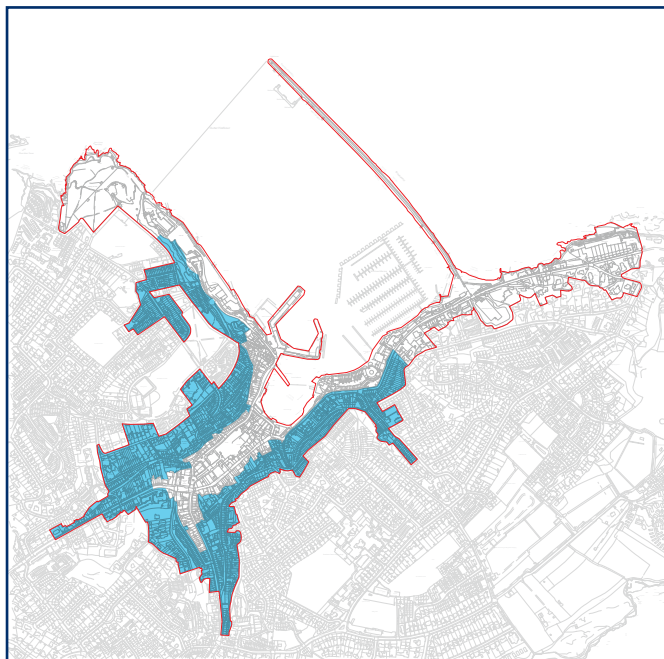
A particularly striking historic shopfront on Fore Street.



20th-century shopfronts on the north side of New Road, with the late 19th-century Town Hall in the distance.

SECTION 3.0: CHARACTER AREAS: HISTORIC RESIDENTIAL AREAS

3.3 Historic Residential Areas



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This character area comprises the residential areas which grew up around the centre of Brixham from the late 18th through to the early 20th centuries. The terraces in this character area are two to three storeys high and are almost unanimously rendered. Included are the early terraces which developed during the late 18th and early to mid-19th centuries (with some later dwellings) on King Street, Overgang, Temperance Place, Church Street and Higher Street.

These buildings are generally characterised by their plain architectural detailing and flush façades, and tend to abut the highway directly. The terraces are built around gently curving and narrow roads and generally radiate from nuclei either at the harbour or the Church of All Saints.



Early to mid-19th century terraces on Higher Street.

The character of these early areas is congested but tranquil, with the narrow highways deterring traffic and the elevation lending a sense of seclusion from the busy town below.



Early 19th-century terrace at Temperance Place.

SECTION 3.0: CHARACTER AREAS: HISTORIC RESIDENTIAL AREAS

Much of the conservation area on the higher ground around the historic core and along Bolton Street and New Road is occupied by terraced houses from the late Victorian and Edwardian periods. The terraces range from rows of two or three, up to twenty-seven houses (as on North View Road). Although there are examples of architecturally plainer terraces from later in Brixham's development,

many from this era are characterised by prominent bay windows, sculptural relief and decorative ridge tiles. In contrast to their early 19th-century predecessors, they are often set back from the highway behind dwarf walls and/or flights of steps.

These terraces are generally rendered and often painted in bright colours, which adds

a high degree of visual interest both in close-range streetscapes and long-range views. A notable outlier to this trend is the late-Victorian terrace on Ranscombe Road, built with exposed local limestone and yellow-brick dressings. The terraces are generally two or three storeys high, with many formerly two-storey houses extended upwards with box dormers.



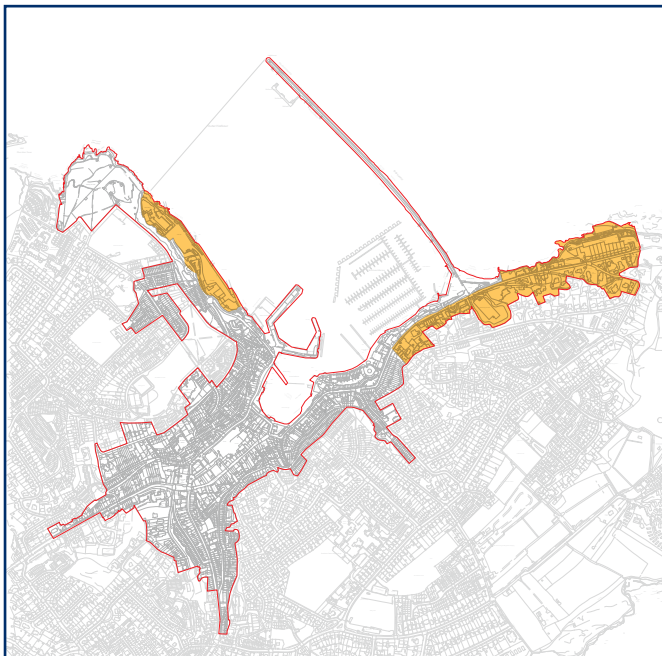
A late 19th-century terrace on North Furzeham Road.



Edwardian terraces on Berry Head Road. The use of mock close-studding to the gables and hung tiles are typical of early 20th-century domestic architecture.

SECTION 3.0: CHARACTER AREAS: SOUTH-WEST COASTAL PATH AND BERRY HEAD ROAD

3.4 South-West Coastal Path and Berry Head Road



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The South-West Coastal Path runs across the seafront at Brixham – from Battery Gardens in the north to Berry Head in the east. The character area climbs steeply away from Brixham Harbour and this, alongside the relatively sparse built development, creates a sense of separation from the dense urban grain below.

The area includes buildings across a range of ages – from the cluster of 19th-century vernacular structures on Overgang Road, to the large Victorian and Edwardian villas off Berry Head Road. The scale, massing and materiality of the buildings is similarly varied; including render, dressed stone, painted masonry and exposed local limestone. A particularly prominent and attractive group of buildings are the



The late-19th century coastguard cottages off Berry Head Road. The space between the upper storeys of this terrace creates a more porous streetscape than that found in the majority of the conservation area.

coastguard cottages (c.1882) overlooking the cliff face at the eastern end of Berry Head Road.

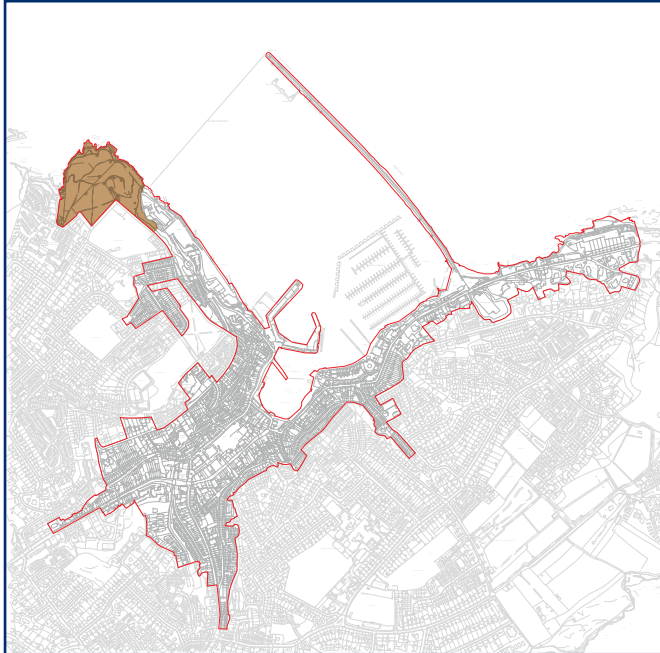
The space between buildings in this character area makes for a noticeably looser grain than is found throughout the majority of the town.



One of several large detached Edwardian villas on Berry Head Road.

SECTION 3.0: CHARACTER AREAS: BATTERY GARDENS

3.5 Battery Gardens



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This character area encompasses the former military site at Battery Gardens in the far north of the conservation area, which preserves both the remains of a 19th-century practice battery, and infrastructure associated with an emergency battery constructed during the Second World War.

The gardens have a parkland character, reflecting the establishment of a public park on the headland during the 1930s. The gardens are crossed with a multitude of footpaths. The dense woodland which intersects the park contrasts with the more formally landscaped areas which straddle this dense planting to the north and south.

The South-West Coastal Path encloses the gardens to the north, east and west, providing striking views across Torbay and eastwards towards Berry Head.



Looking north into Battery Gardens from the entrance off Northfields Lane.

SECTION 4.0: BOUNDARY REVIEW



SECTION 4.0: BOUNDARY REVIEW

4.1 Reasons for Reviewing the Boundary

In accordance with the Planning (Listed Buildings and Conservation Areas) Act 1990, the National Planning Policy Framework and Historic England best practice guidance, the boundary of a conservation area should be periodically reviewed and suitably revised in accordance with findings made during this exercise.

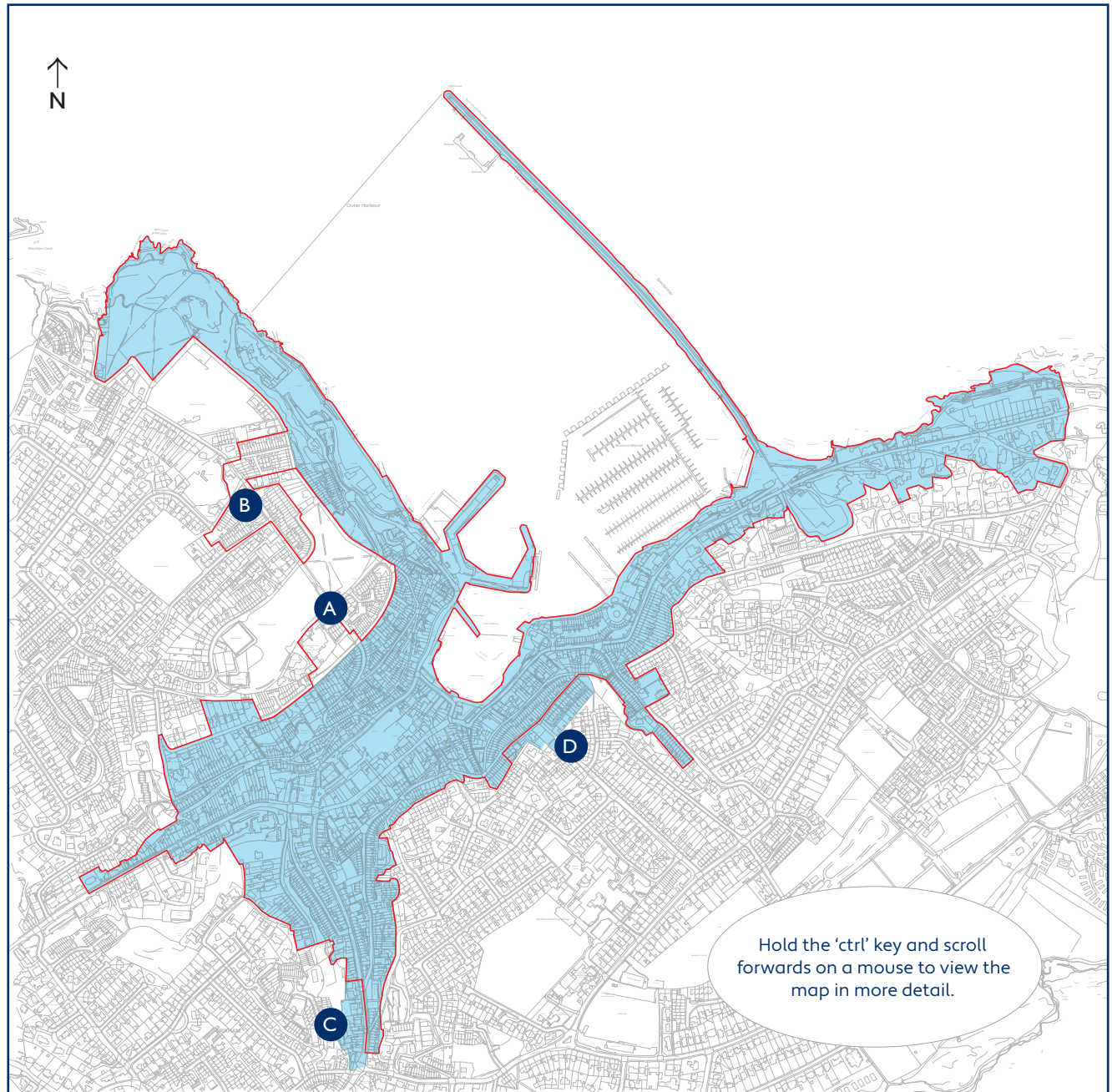
The need to review the boundary can be in response to a number of factors: unmanaged incremental changes which have, over time, diluted the character of an area; the boundary may have been drawn too tightly originally; or the special interest of a feature may not have been evident to a previous assessor. Although it is principally the built structures that are recognised in amending the boundary, their accompanying plots often provide an important historical context which should be incorporated together with the building(s).

The boundary of the Brixham Town Conservation Area was last reviewed in 2016 in a draft Conservation Area Appraisal. The draft appraisal recommended the inclusion of the early houses on Bella Vista Road and Furzeham Gardens. It also recommended the exclusion of Battery Gardens, on the basis that the area was of a very different character to the conservation area and has been protected by designation as a scheduled monument since 2002.

SECTION 4.0: BOUNDARY REVIEW

4.2 2024/2025 Boundary Changes

This Conservation Area Appraisal identifies several minor amendments to the boundary.



BOUNDARY REVIEW

- 2025 Conservation Area Boundary
- 1999 Conservation Area Boundary

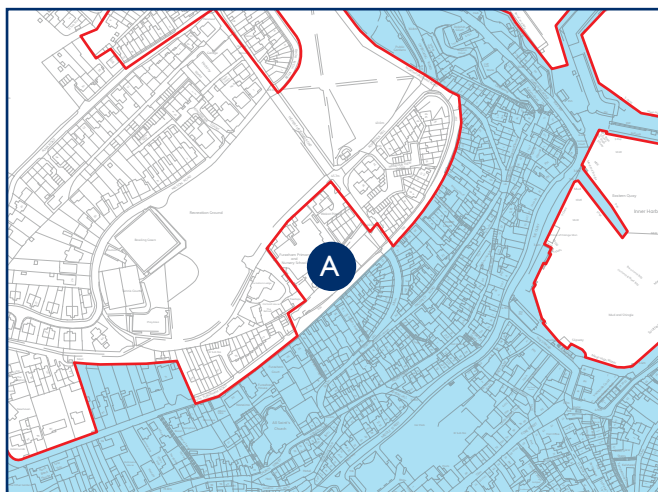
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SECTION 4.0: BOUNDARY REVIEW

Inclusions

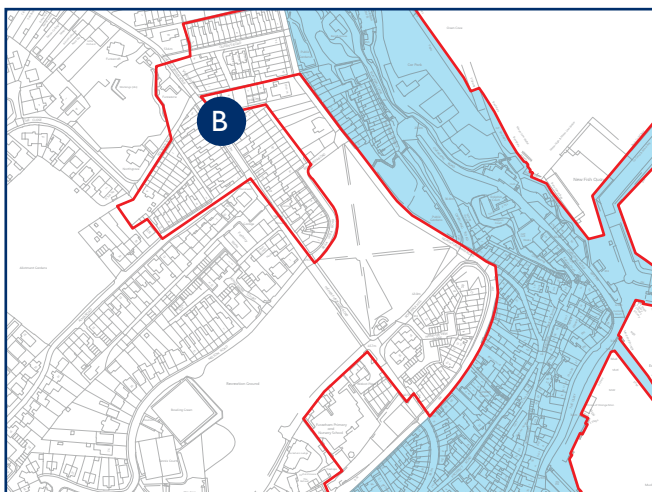
A. Partial inclusion of Furzeham Primary and Nursery School



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The boundary is extended to include the historic buildings at Furzeham Primary School and the adjacent historic railway bridge. The school complex contains several attractive Victorian buildings which demonstrate the growth of Brixham during the 19th century. The school is prominent in views from the higher ground to the south of the town.

B. Inclusion of terraces at North Furzeham Road, Higher Furzeham Road, Bella Vista Road, Queens Road, Alma Road and Holborn Road.



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The boundary is extended to include several late 19th and early 20th-century suburban terraces to the north of the town centre – on North Furzeham Road, Higher Furzeham Road, Bella Vista Road, Queens Road, Alma Road, and Holborn Road. These terraces are highly characteristic of the wider conservation area, the late Victorian/Edwardian terrace being the dominant architectural typology within the existing

boundary. Together these historic terraces illustrate the expansion of Brixham during the late 19th and early 20th centuries.

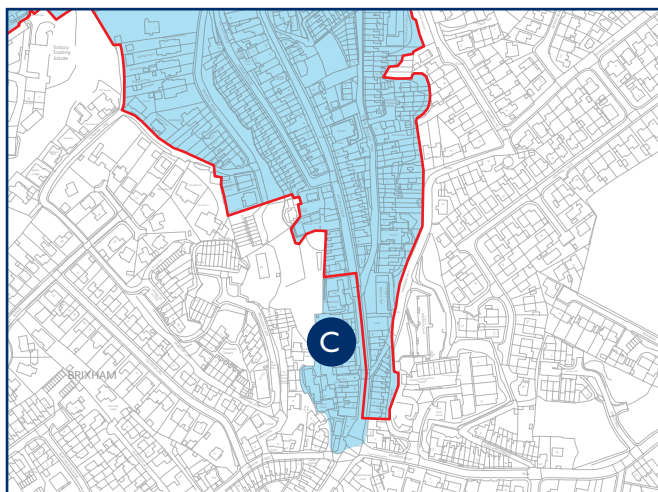
The extension includes the large L-shaped historic building off Higher Furzeham Road, which is depicted on the 1840 tithe map adjacent to a historic quarry. The style, scale and materiality of this structure enhance the historic character of the Brixham Town Conservation Area. The historic boundary wall enclosing the garden to this property is also highly characteristic of the wider conservation area.

The cream-coloured ‘star’ pavers which survive along Bella Vista Road provide a strong visual link between this suburb and the wider conservation area.

SECTION 4.0: BOUNDARY REVIEW

Exclusions

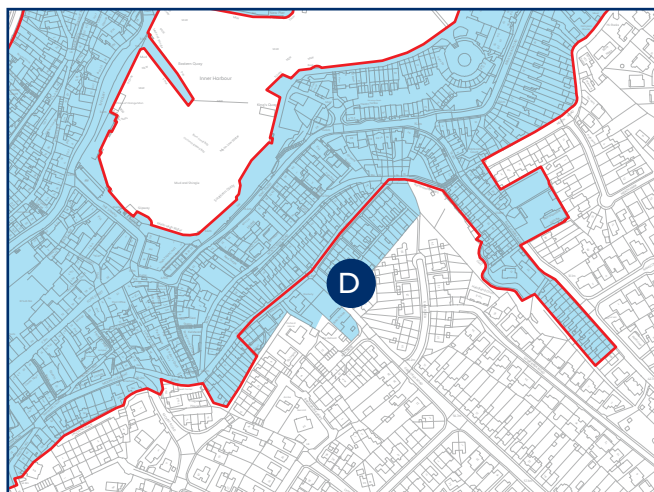
C. Exclusion of development to the south of Bolton Street



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The boundary is amended to remove this area of mostly modern development, which detracts from the historic interest and character of the conservation area and has no historic relationship to it. The small terrace of four houses in this area, which dates from the late 19th or early 20th century, is of limited architectural interest and makes a negligible contribution to the historic character of the streetscape.

D. Exclusion of interwar terraces on Garlic Rea, Rea House and modern development on the south side of Elkins Hill.



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The boundary is amended to exclude the inter-war terraces on Garlic Rea, Rea House (off Great Rea Road) and the modern residential development at the top of Elkins Hill. The inter-war terraces are of limited architectural interest and have been heavily modified with the addition of large box dormers. As later structures they do not accord with the character of the wider conservation area – which is largely dominated by buildings from the late 18th to the early 20th century.

The incline up Great Rea Road away from Garlic Rea and Elkins Hill instates both a geographical and topographical separation between this building and the rest of the conservation area. The architectural interest of the building has been depreciated through the recent addition of a large box dormer.

The properties excluded on the south side of Elkins Hill are modern buildings of a generally low architectural quality. They detract from the special interest of the conservation area and have no historic relationship with it.

SECTION 5.0: AUDIT OF HERITAGE ASSETS



SECTION 5.0: AUDIT OF HERITAGE ASSETS

The Brixham Town Conservation Area is a heritage asset in its own right and contains numerous individual heritage assets. These include both listed and unlisted buildings and structures. This section of the document outlines the heritage assets within the Brixham Town Conservation Area, identifying both individual assets and groups of structures and articulating why they are important.

The audit has been carried out by means of visual examination from public thoroughfares. The intention is to identify these heritage assets, rather than to provide a fully comprehensive and detailed assessment of each individually. It should not be assumed that the omission of any information is intended as an indication that a building or feature is not important. A detailed assessment of heritage significance, specific to a building or site within the conservation area, should always be carried out prior to proposing any change.

5.1 Positive Contributors, Key Buildings and Local Landmarks

The buildings within the conservation area have been assessed against the following criteria:

Positive Contributors

A positive contributor is a building, structure or feature which beneficially adds to the overall character of its local area. This is likely to be true of most buildings within a conservation area. The extent to which a building will positively contribute will largely depend on the integrity of its historic form and is not restricted to its principal elevation. For example, roofscapes and side/rear elevations can all make a positive contribution. Modern buildings can also make a positive contribution here provided they have been sensitively designed to suit their setting.

Buildings which meet one or more of the following criteria have been identified as positive contributors, provided their historic form and value have not been substantially eroded:

- Does the structure reflect a substantial number of other elements in the conservation area in age, style, materials, form or other characteristics?
- Does it relate to adjacent designated heritage assets in age, materials or in any other historically significant way?

- Does it contribute positively to the setting of adjacent designated heritage assets?
- Does it individually, or as part of a group, illustrate the development of the settlement in which it stands?
- Does it have significant historic associations with features such as the historic road layout or a landscape feature?
- Does it reflect the functional character or former uses in the area?
- Does its use contribute to the character or appearance of the area?¹⁰

Local Landmarks

Local landmarks are buildings, structures or features which are visually prominent and recognisable within the local streetscape, and which make a positive contribution to the character of the surrounding area.

Key Buildings of Individual Heritage Interest

Key buildings of individual heritage interest are buildings, structures or features which have a degree of heritage significance drawn from their own heritage interest. The

¹⁰ Criteria adapted from Conservation Area Designation, Appraisal and Management, Historic England Advice Note 1 (Second Edition): 2019.

SECTION 5.0: AUDIT OF HERITAGE ASSETS

ability to appreciate this heritage interest does not rely on the relationship with surrounding structures (although these may form an important part of its setting).

Key buildings of individual heritage interest are frequently unlisted but can be afforded protection against harmful development by recognition as a non-designated heritage asset by the local planning authority, who may choose to formally recognise their special interest through the adoption of a local list. The identification of positive contributors and/or the adoption of a local list provides no additional planning controls; however, the protection of their status as heritage assets is a requirement of the National Planning Policy Framework and will therefore be a material consideration for local planning authorities in determining planning applications.

A full audit of heritage assets within the Brixham Town Conservation Area is provided in Volume II of this report.

5.2 Listed Buildings

Listed buildings are protected under the Planning (Listed Buildings and Conservation Areas) Act 1990 and are designated for their architectural or historic interest. All listed

buildings in England are designated at the recommendation of Historic England and details are recorded on the National Heritage List for England. Listings are ranked from Grade I (the highest level), Grade II* (in the middle) and Grade II (the lowest and most common level).

Statutory listing does not equate to a preservation order intended to prevent change. However, alterations to listed buildings will require listed building consent, which allows the local authority to make decisions that have been informed by an understanding of the building or site's heritage significance. Importantly, national and local planning policies also recognise that changes to un-listed buildings or sites in the setting of a designated heritage asset can affect its special interest.

5.3 Scheduled Monuments

There are two scheduled monuments within the conservation area boundary. Scheduled monuments are protected under the Ancient Monuments and Archaeological Areas Act 1979. Scheduling protects nationally important archaeological sites, which can be above or below ground, and the register is managed by Historic England.

Schedule monument consent is required for any works to/on the site of a scheduled monument.¹¹

5.4 Opportunities for Enhancement

The character of the historic core could be greatly enhanced by incorporating traditional details to modern shopfronts and the gradual replacement of inappropriate modern development. The gap in the urban grain around the central car park also represents an opportunity for enhancement.

The contribution made by many buildings to the character of the conservation area could be improved through small alterations as and when the opportunity arises, such as replacing windows with more traditional units and general maintenance to improve outward condition. Due to the high concentration of such buildings throughout the conservation area, they are not individually identified on the accompanying plan.

¹¹ <https://historicengland.org.uk/listing/what-is-designation/scheduled-monuments/>

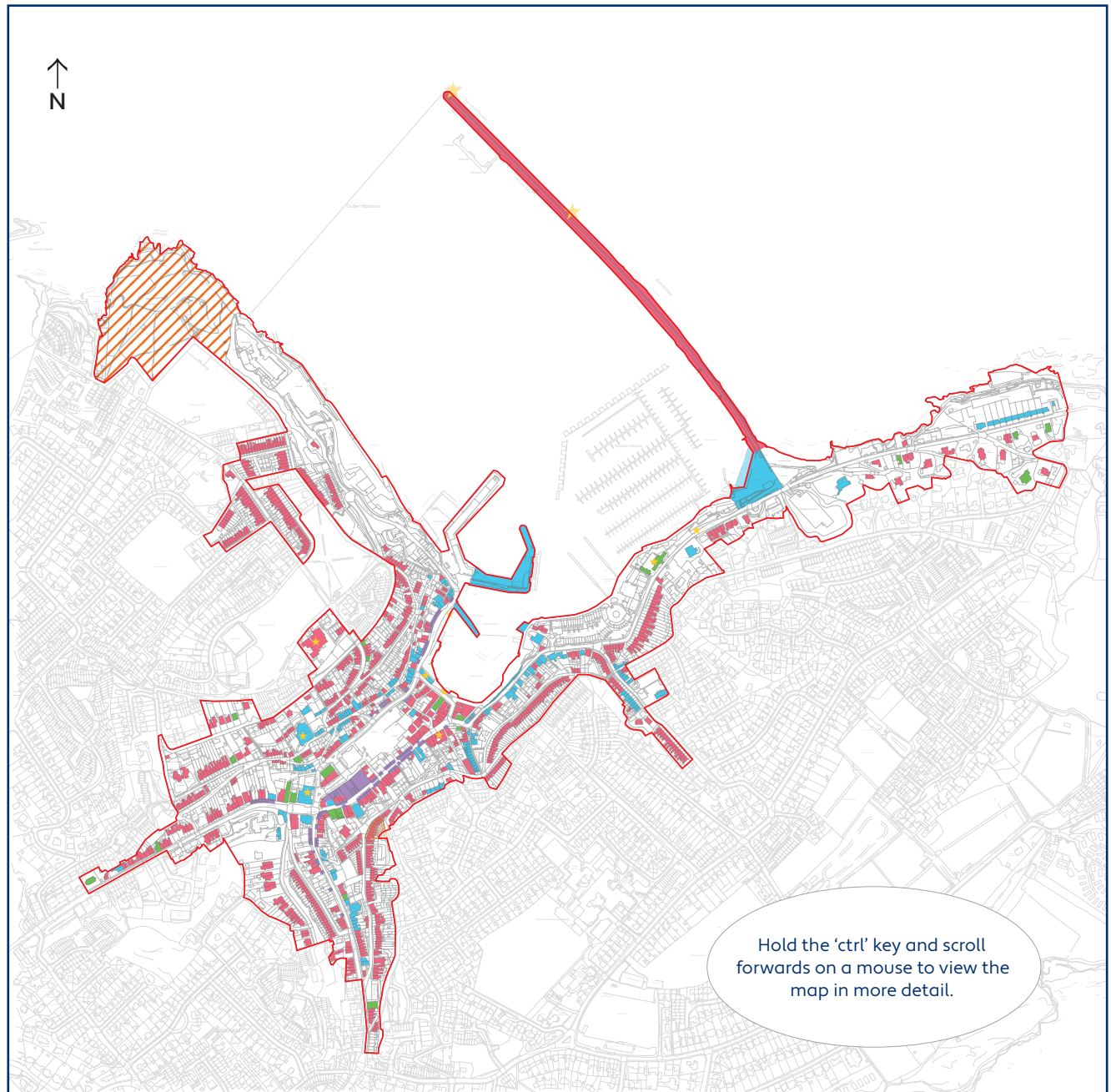
SECTION 5.0: AUDIT OF HERITAGE ASSETS

HERITAGE ASSETS

- Positive Contributor
- Key Building of Individual Heritage Interest
- Listed Building
- Local Landmark
- Opportunity for Enhancement - Shopfronts
- Opportunity for Enhancement - Other Detracting Feature/s
- Windmill Hill Cave and Battery Gardens Scheduled Monuments
- 2025 Conservation Area Boundary

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SECTION 6.0: ISSUES



SECTION 6.0: ISSUES

6.1 Condition

Overall, the conservation area is generally in fair condition: the buildings, roads and pavements have been well maintained in most instances. There are several buildings along Fore Street and Bolton Street, both vacant and occupied, which are in poor condition externally. Many common problems could be easily addressed through regular maintenance or the appropriate repair.

A prominent issue within the conservation area is ineffective rainwater management, which is particularly noticeable around the historic core. There are many examples of blocked gutters and downpipes, which can contribute to external staining as well as more serious issues with damp. Regular clearance of/improvements to rainwater goods can easily rectify these issues.

The use of inappropriate materials to repair historic buildings can often stimulate or hasten the deterioration of built fabric. This is because traditional buildings (generally those built before 1919) utilised 'breathable' materials which facilitate the free passage of moisture through a structure.

Although older buildings absorb more moisture than modern structures, this moisture should be able to evaporate in dry conditions. Modern cement-based renders and mortars are not breathable and prevent the evaporation of moisture from a traditional building, thereby causing issues with damp and deterioration. Non-breathable paint applied over walls which were originally intended to be exposed can have a similar impact.

There are several instances throughout the conservation area where boundary walls are suffering from a lack of maintenance which manifests in staining, vegetation growth and missing joints. This could be remedied through the careful removal of vegetation and cementitious mortar and the localised replacement of masonry/brick, bedded in and pointed with lime mortar.

Similarly, there is a lack of maintenance to historic paved steps throughout the conservation area, resulting in vegetation growth and crumbling/loss of historic fabric. These important and characteristic through-routes should be repaired with traditional, breathable materials and the use of cement and concrete should be wholly avoided.

Where timber window units and shopfronts survive, these make an important contribution to the character of the conservation area and should be regularly maintained. There are several examples of rotting joinery to historic window units and shopfronts, and this should be addressed through the replacement of damaged timbers which cannot be salvaged with new timber, and regular re-painting of joinery with breathable paint. Effective management of water runoff will also help to prevent timber decay.

Where buildings within the conservation area are vacant, problems with condition tend to be exacerbated as they go unnoticed for longer periods.

SECTION 6.0: ISSUES



An example of a blocked and broken gutter and failing render to a property on Pump Street.



Extensive vegetation to historic flight of steps.



A gutter to a historic building on Fore Street, completely blocked with vegetation.



Detail of a boundary which has been repointed with non-breathable cementitious mortar and has extensive vegetation growth. A plant will typically root in mortar joints and force itself deeper as it grows, which can push the built fabric out of position and weaken the integrity of the wall.



Rotting timber detracts from the aesthetic impact of this traditionally styled shopfront on Fore Street.



Deteriorating joinery to original windows at the end of this terrace on Bolton Street. The property is vacant.

SECTION 6.0: ISSUES

6.2 Detracting Features

The replacement of traditional timber-framed windows with uPVC alternatives is common across the conservation area; there are numerous instances where this has taken place on buildings of all types. The materials, style and position within the window reveal (i.e. flush with the elevation, rather than set back) of the uPVC replacements are detrimental to the character of the historic elevations and collectively detract from the special interest of the conservation area. Although they are often perceived to offer environmental benefits, the lifespan of uPVC windows is also considerably shorter than that of well-maintained timber windows and the units cannot be easily recycled. Similarly, the replacement of traditional timber doors with modern designs in uPVC result in features which are discordant with the character of the conservation area.

Many of the historic shopfronts retain much of their traditional character. However, some have been altered with inappropriate additions such as box fascias and expansive float-glass frontages which

are overly prominent and do not respect the proportions of the host building. There are many later 20th-century shopfronts on Fore Street, Bolton Street and New Road in particular, which are also out of keeping with both their host building and the wider conservation area. Incorporating traditional features such as a stallriser (a platform below the shop window), glazing articulated by mullions and transoms (horizontal and vertical glazing bars) and a fascia which respects the proportions of the host building can greatly improve the character of modern retail units in conservation areas.

Other minor detracting features include:

- Roof or chimney-mounted television aerials, satellite dishes and trailing wires.
- Large plant equipment on return elevations which are highly visible from the public highway.
- uPVC rainwater goods.
- Unsympathetic, municipal style street lighting.



These shopfronts on Fore Street have been heavily modified through the replacement of the original window units with modern float glass and aluminium frames. Improvements might be made through the introduction of mullions and transoms and the rationalisation of advertising.



The accretion of wall-mounted services on this principal elevation detracts from the aesthetic interest of the host building and the wider streetscape.

SECTION 6.0: ISSUES

6.3 Inappropriate Modern Development

There are many examples of modern development which depreciate the special interest of the conservation area through inappropriate massing and detailing. Flat roofed extensions or infill are also at odds with the varied rooflines throughout the conservation area. Large modern box dormers are prevalent within the conservation area and disrupt the visual uniformity of many historic terraces. New dormers should be modestly scaled, subservient to the established roofscape and sit comfortably within the proportions of the original building. Traditional roof features such as chimney stacks should be retained, and materiality should be consistent with the established historic character. Design construction should reflect the character of the original building. Please refer to policy BH6 of the Brixham Neighbourhood Plan (reproduced in Section 1.6 of this report).

When successfully delivered, development within a conservation area responds to the proportions of historic buildings plots and frontages, existing architectural detailing, and materiality. New development need not replicate the established massing of the historic environment, but should not detract from it. This also applies to developments within the setting of a conservation area.



An example of modern development on Fore Street. The massing of the structure does not respond to historic plot boundaries, whilst the modern detailing of the shopfronts is out of keeping with the character of the streetscape.



Modern box dormers disrupt the historic proportions of these properties on New Road.



SECTION 7.0: OPPORTUNITIES

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There is scope to enhance the conservation area through addressing the minor but altogether detracting elements such as external accretions, management of rainwater goods and the appropriate repair of failing elements. Incrementally addressing these issues will have a positive impact and enhance the conservation area.

Although many of the uPVC windows and doors which have already been installed are unlikely to require replacement in the near future, there is scope for any further replacement windows and doors to be carried out using styles, materials and methods that are better suited to enhancing the special interest of the conservation area. It would be especially beneficial for first-generation uPVC double-glazing, which is generally coming to the end of its life cycle, to be replaced with more suitable alternatives, rather than the more visually intrusive standard option.

Some of the low-quality 20th-century architecture within the conservation area could be beneficially re-developed should the opportunity arise. Likewise, the replacement or alteration of unsympathetic shopfronts would greatly enhance the special interest of the conservation area. Considered place-making, such as landscaping, also has the potential to improve the relationship of new design with the conservation area.

Locations for future development within the conservation area and its immediate setting provide an opportunity to enhance the character of the conservation area. The town centre car park is proposed for mixed use regeneration in the Local Plan and Brixham Peninsula Neighbourhood Plan.

Heritage-led regeneration opportunities have the potential to increase economic returns in the local area whilst celebrating and enhancing the special interest of the conservation area.¹²

¹² Historic England, Heritage and its Role in Development and Place, 2023. <https://historicengland.org.uk/research/heritage-counts/heritage-and-economy/place-development/>

SECTION 8.0: CONSERVATION AREA DESIGNATION – CONTROL MEASURES AND BEST PRACTICE GUIDANCE



SECTION 8.0: CONSERVATION AREA DESIGNATION – CONTROL MEASURES AND BEST PRACTICE GUIDANCE

8.1 Control Measures

In order to protect and enhance the conservation area, any changes that take place must conserve its character and special interest. Statutory control measures are intended to prevent development that may have an individually or cumulatively negative effect. Control measures within a conservation area include:

- Planning permission will usually be required to totally or substantially demolish buildings or structure (including walls, gate piers and chimneys). This will also need a heritage statement (sometimes called a heritage impact assessment) as part of the application.
- The extent to which permitted development (i.e. changes that are allowed without requiring consent from the local authority) may be restricted. For example, replacement windows, different elevational finishes or the installation of satellite dishes may require planning permission.

- Trees with a diameter of 75mm or greater, measured as 1.5m above the soil level, are protected. Any works proposed to these trees require permission from the local authority by means of a planning application. This allows the local authority to determine whether a tree preservation order (TPO) is necessary.
- Advertisements and other commercial signage may be subject to additional controls and/or require planning permission.

8.2 Conservation Aims and Best Practice

There is no generally accepted detailed definition of ‘best practice’ in conservation: it is a term used to describe the management of change (including repair) so that the integrity and character of a historic site is not eroded or compromised. It is not the intention of conservation best practice to prevent change from happening: alterations can still be carried out but should be subject to additional scrutiny to ensure that the special interest of the conservation area is protected.

It is the purpose of this Appraisal to provide guidance that will help achieve these aims. Overall, any change in the Brixham conservation area should seek to:

- Preserve its historical features;
- Enhance, where possible, its special interest;
- Positively contribute to its established character; and
- Be high quality.

8.3 ‘Like-for-Like’

A term that is frequently used in conservation is ‘like-for-like’ replacement or repair. This is frequently – and mistakenly – taken to mean that a modern alternative that generally echoes the style of the element removed is acceptable. However, this is not accurate. Like-for-like should always be interpreted as an alternative that matches the historic element removed in terms of its material, dimensions, method of construction, finish, means of installation and any other feature specific to the original element, such that the modern replacement is hardly discernible from the original (accepting that its condition will be greatly improved where the original has failed beyond repair).

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For example, modern uPVC windows in imitation of Georgian or Victorian-style sash windows but with false glazing bars and a top-hung casement opening mechanism do not constitute a like-for-like replacement for traditional timber-framed Victorian sliding sash windows, although they may appear stylistically similar.

8.4 Repairs and Replacement

Repairs and replacement are inevitable with any building or site, regardless of age; however, within a conservation area, it is especially important that this is carried out sensitively to protect the historic fabric of its buildings and respect the character of the wider area. Key points to remember when looking to carry out repair work or install replacement features are:

- A method of repair that was suitable for one building may not be suitable for another. Repair and replacement should always be considered on a case-by-case basis.
- Repairs using appropriate materials and techniques are always preferable over wholesale replacement.
- Where a historic feature has degraded beyond repair, replacement should be carried out on a like-for-like basis.
- Where seeking to improve failing modern features, a traditionally-designed alternative using appropriate materials is preferable. For example, the replacement of uPVC gutters and downpipes with lead, cast iron or coated aluminium alternatives that better reflect the traditional character of the conservation area.
- Cement-based mortars and/or ribbon pointing are harmful to historic brickwork and masonry. Repairs to any pointing should be carried out in a lime mortar after any cementitious mortar has been raked out. This will ensure the longevity of the historic built fabric.
- Due consideration should be given to the sustainability of the repair or replacement, i.e. what is its lifespan? What maintenance will be required to prolong this?
- Reversibility is an important consideration as better alternative may become available in the future.
- Historic external detailing should be retained or, where damaged beyond repair, replaced on a like-for-like basis. This includes (but is not limited to): the texture and colour of render; size and colour of bricks used, and the bond in which they are laid; stone dressings; and chimneystacks.
- The reinstatement of historic features that have been lost is favourable. For example, re-exposing brickwork that has been rendered or painted over.
- The repair and replacement of windows can have a notable effect on the character and special interest of the conservation area, both positively and negatively. The aim should always be to retain historic windows wherever they survive, carrying out refurbishment work where needed to make sure they remain usable. Timber frames are preferable over uPVC for a number of reasons, mainly their comparative slimness and breathable quality which has a positive knock-on effect on the overall condition of the historic building.

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8.5 Maintenance

Maintenance differs from repair in that it is a pre-planned, regular activity intended to reduce instances where remedial or unforeseen work is needed. The higher the levels of maintenance, the less need to carry out repairs. Regular maintenance activity should include annual gutter clearing, seasonal vegetation control and repainting external joinery with an oil-based paint. This is not an exhaustive list and each historic building will have its own specific needs. Larger historic buildings and those which are listed may benefit from occasional condition surveys (usually around every five years) to highlight their individual maintenance and repair needs.

The maintenance requirement of a building will depend on its age, materials and susceptibility to wear. Historic England, the Society for the Protection of Ancient Buildings (SPAB) and other heritage bodies publish specialist guidance on the suitable maintenance and repair methods for different historic buildings.

8.6 Trees

Trees are afforded extra protection within the conservation area and there are several tree preservation orders in place. Any tree surgery work should be carried out only once the relevant permission has been sought. The management of the planted elements within the conservation area is beneficial to its overall appearance and potentially also to the condition of the buildings where root damage may pose a threat.

8.7 Public Realm

Public realm features, including bins, bollards, seating and planters, etc. often become outdated in their appearance. This can be due to heavy wear, antisocial behaviour or as a result of poor design and short-lived trends. Successful public realm schemes are contextual, using high-quality materials that echo the character of the wider area. Any additions or amendments to the public realm will also need to take account of highways and other relevant regulations.

8.8 Modern and New Development

It is not the intention of conservation area designation to prevent new development or entirely exclude existing modern development where this is woven into a surrounding historic space. Instead, it puts in place a process whereby any proposals are more thoroughly studied to ensure that the special interest of the conservation area is protected and opportunities to improve its character are identified.

New development can range from entire new buildings to the introduction of new features, however small, on existing buildings. It is acknowledged that there are pressures on housing numbers within the conservation area and that associated planning applications are likely to be submitted in the future.

New development within the setting of the conservation area should also be carefully managed as it has the potential to detract from its character and special interest. The potential for substantial new development inside the conservation area boundary is generally limited to the replacement or alteration of those buildings, generally from the mid-late 20th century, which do not positively contribute to its character.

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Any proposals will need to be considered on a case-by-case basis and take account of:

- The significance of any existing building affected;
- The impact on the setting of neighbouring listed buildings, key buildings of individual heritage interest and/or positive contributors;
- How local features and materials can be incorporated into the new design;
- Whether or not any historical plot boundaries survive or could be recoverable;
- The impact of the overall scale, massing and design on the wider streetscape;
- The loss of any important rear/side elevations or views of these;
- Characteristic boundary treatments and planting;
- The potential for below-ground or built archaeology; and
- Any other heritage or conservation constraints identified.

The addition of new features on existing buildings can be detrimental to the individual buildings as well as the overall character of their wider setting if unmanaged. Specifically:

- Television aerials and satellite dishes should not be fixed to principal or highly visible elevations, or chimneystacks.
- Features such as external lighting and security cameras should be as discreet as possible.
- Solar panels should be restricted to rear or secondary elevations, especially where a building forms one of a group.
- Internal alterations can have an external impact; for example, staircases cutting across windows or the removal of chimneybreasts necessitating the removal of the associated chimneystack.
- New/replacement dormers should be modestly scaled, use traditional materials consistent with the character of the area and be subservient to the existing roofscape (for further details see Policy BH6 in the Brixham Peninsula Neighbourhood Plan).

8.9 Sustainability

Maintenance and continued use of historic buildings is inherently sustainable. However, there are growing pressures to improve the energy efficiency of the country's historic building stock in order to reduce carbon emissions, particularly from heating which uses fossil fuel sources. Pressures to increase sustainability performance can be accommodated within the conservation area but will require a bespoke approach to ensure that the measures needed can be viably implemented without harm to its special interest.

Straight-forward measures to improve building performance include:

- Refurbishing historic windows and doors to prevent drafts.
- Re-pointing external walls to prevent damp and air leaks.
- Maintaining rainwater goods.
- Improving and/or expanding green spaces.

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- Inserting breathable insulation in loft spaces and suspended floor voids.
- Installing thick curtains or internal shutters.

Double-glazing is now available in slimline, timber frame units which are considerably more sympathetic within historic contexts than earlier versions. It will be necessary to obtain the relevant permissions to install double-glazing. Best practice will always be to retain historic windows wherever possible, with the installation of secondary units being an alternative to full replacement.

The installation of solar panels and other infrastructure such as electric vehicle charging points and heat pumps in a conservation area is generally acceptable, however they must not be installed in a location that is visible from any public highway and their physical and aesthetic impact will need to be carefully considered and mitigated. For more information contact planning@torbay.gov.uk.

Historic England, the Society for the Protection of Ancient Buildings, the Royal Institute of British Architects and other bodies publish extensive guidance on the sensitive adaptation of buildings in response to climate change and sustainability challenges.

APPENDICES



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APPENDIX B: USEFUL CONTACTS

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Planning and Building Control Webpages

<https://www.torbay.gov.uk/planning-and-building-control/>

APPENDIX C: GLOSSARY

Terminology	Definition
Baroque	A highly decorative and theatrical style of architecture popular in England during the 17th century. It experienced a revival in the early 20th century.
Classical	Architecture inspired by the buildings of ancient Greece and Rome - characterised by the use of columns and pediments.
Corbel	Stone, wood or metal bracket, often structural but sometimes decorative.
Cornice	A horizontal decorative moulding.
Fanlight	A small semicircular or rectangular light above a doorway.
Fascia	A horizontal band beneath the eaves of a building or over a shopfront.
Fenestration	Architectural terminology for windows and doors.
Finial	Vertical decorative element found on roofs, towers, spires and gables.
Gothic	Architecture inspired by the style of medieval churches - featuring pointed arches and tracery.
Key stone	A wedge-shaped stone found at the apex of a masonry arch.

Terminology	Definition
Massing	Refers to the shape, form and size of a building.
Mullion	A vertical glazing bar on a window or window opening.
Patina	Visible signs of historic use.
Polite building	A building designed with regard for architectural fashion, often by an architect.
Portico	A projecting porch supported by columns.
Quoins	Masonry blocks to the corner of a wall - can be structural or aesthetic.
Rubble stone	Unfinished stone.
Stallriser	A platform below a shop window.
Tracery	Division of openings with stone bars or moulded ribs.
Transom	A horizontal glazing bar on a window or window opening.
Urban grain	The pattern of building plots in an urban environment.
Vernacular building	A building constructed using local materials with limited or no regard for architectural fashion.

APPENDIX D: DETAILED HISTORIC DEVELOPMENT OF BRIXHAM

The following text has been extracted from Hal Bishop, 'Brixham Town Conservation Area Character Appraisal', the draft document produced for Torbay Council in 2016.

Historic Environment, Origins & Development

- 2.1 During the Pleistocene epoch (1.64 million – 10,000 BC) conditions conducive to the appearance of humans can be recognised in two locations, both are raised beaches: the first a limestone platform stretching from Shoalstone Point to about half a mile west of Berry Head; this is about 5 metres above the high tide mark and consists of a bed of pebbles containing flint and chert with shells cemented with sand and shingle. The other is a well-marked platform on the north side of Sharkham point, also about 5 metres above high tide mark, consisting of a thin strip of pebbles and flints with local rocks, coarse sand and shells.
- 2.2 Prehistoric remains and settlement is well attested from Middle Palaeolithic times (250,000 – 40,000 BC), from three

solution caves discovered in the 19th century: Ash Hole Cavern; Brixham, or Windmill Hill, Cavern; and Bench Cavern – all lie within the conservation area or are immediately adjacent to it. Ash Hole (or Ashole) was investigated by the Revd Henry Francis Lyte in 1824; beneath stalagmites he uncovered the bones of elephant, reindeer and hyena species. In the upper layers of the cave earth deposits, well above the stalagmite floor, pottery, bronze metalwork, a Roman coin and human remains were found. In the 1960s the site was re-investigated and it was established that it had been used as rock shelter with occupation from the Neolithic (4000 – 2200 BC), Bronze Age (2200 – 700 BC) and Roman periods. The majority of the pottery was dated to the Bronze Age and was analogous to Cornish Trevisker ware of 1750-1000 BC. The burials recognised by Lyte have been broadly assigned a Romano-British date of c.AD 0-500. In 1858 during the development of housing on Mount Pleasant Road a cave system of galleries and chambers was discovered by workmen. It was investigated by William Pengelly who recognised that, unlike Ash Hole, the

cave had been sealed since Palaeolithic times and that '*the last previous event in its history being the introduction of a reindeer antler attached to the upper surface of the stalagmite floor*'. Historically this was most important because the traditionalist argument used against the dating of the Kent's Cavern deposits in Torquay was that it had been open since at least the 17th century and potentially contaminated. Over a period of 12 months at Windmill Hill cavern Pengelly revealed rich faunal remains in layers with Palaeolithic flints: 1600 bones and 32 flints, the latter of Middle Palaeolithic and post-Palaeolithic date (after 10,000 BC). The discovery of the two together in cave earth deposits sealed by stalagmite floors provided the first scientific proof of the contemporaneity of early man in Britain with extinct animal species. Thus Brixham Cavern, as Nature put it in April 1894:

established beyond all doubt the existence of Palaeolithic Man in the Pleistocene Age and caused the whole of the scientific world to awake to the vast antiquity of the human race.

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- 2.3 A third cave now quarried away entirely, Bench Cavern, was revealed in 1861 during quarrying between Higher Furzeham Road and Blackball Lane; Bench House lies to the south of the quarried area. Here similar Pleistocene faunae were uncovered and identified as bear, hyena, wolf, fox, reindeer, ox and hare. Brixham's caves though less well known than Torquay's Kent's Cavern are of international importance with undisturbed cave earth deposits surviving in the two remaining caves. In the fields west of Berry Head Mesolithic (10,000 – 4000 BC) 'microliths' (tiny flints), and larger Neolithic flint tools have also been recovered.
- 2.4 An Iron Age promontory fort is presumed to have been established on Berry Head – fancifully identified on Donn's 1765 Map of Devonshire as a 'Danish Castle' – with a ditch and ramparts east of the present Napoleonic-period walls of Fort No. 3. Recent archaeological work at the site (2009) has established that the terrace between the walls and the guardhouse is not bedrock but an infilled hollow and thus probably the excavated ditch which would have provided the fill of the rampart. Mid-19th century reports of Roman coins being found in the vicinity may well be late-Iron age copies of Roman types. Also in the mid-19th century Claudian coins (AD41-54) are said to have been found on Furzeham Common. At the same time observations on the common of circles surrounded by ridges were thought to be barrows; however as the inside of the ridges contain a circular path of pebbles this might be better interpreted as the presumed bases of military bell-tents known to have been present in the later-18th and early-19th centuries. As with much of Devon west of the Exe there are few signs of Roman influence with Romano-British settlements continuing as dispersed farmsteads into a post-Roman Iron Age.
- 2.5 The Brixham referred to in Domesday is Higher Brixham, around whose church the historic manor and parish of *Briseham* developed. The name may be derived from *Brioc* a Celtic personal name and the old English *ham* – 'the homestead or enclosure of Brioc'. If Brixham does derive its name from a Celtic overlord, the vill is likely to predate the Saxon settlement of the area in the 8th century. The manorial system and boundaries which are recorded in Domesday (1086) may have been well established by the 10th century. Certainly the presence of a 'Kingswear' and a 'Kingston' in the vicinity are indicative of the presence of a large Saxon royal estate. The manor at Domesday was held by Judhael of Totnes as Tenant-in-chief. Judhael, who held the manor of Brixham as part of his Honour of Totnes, farmed his own land here: 12 slaves working ½ hide, or c.60 acres. 15 villagers, 12 smallholders and 5 cottagers farmed the other 2 hides, or c.240 acres under the plough; these figures suggest a community of around 200 at the end of the 11th century. Domesday also records the presence of meadow (4 acres), pasture (12 acres) and woodland (12 acres); as well as cattle (4), horses (2), pigs (10), and sheep (180). This record of mixed agriculture taken with the size of population further suggest a settlement of long establishment, with the transition of isolated farms and hamlets into a larger community – a proto-urbanisation. The parish embraced the smaller manors of

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Galmpton, Churston (Ferrers), Lupton, Wodhuish, and Coleton – all the estates on the peninsula between the river Dart and Torbay.

2.6 In 1205 the township of *Brikesham* was awarded to Henry de Nonant and valued at £18; from the thirteenth century Brixham was held by various families in dower and often subdivided, though in 1334 Edward III gave John de Leybourne free warren (the taking of rabbits) in all the demesne lands of Brixham. A deed dated 1335 records a lease given by Henry de Pomeroy (one of the two Lords of the Manor) to one William le Baker of Brixham and his wife Gonnuldathe; the lease contains probably the first mention of a house in Higher Brixham, the house and land being that located in *Bremele Furlong*. From this time increasingly houses and tenements enter the record although often only in relation to another tenement rather than any independent location. New building is mentioned in 1343 when Johannes de Wynston granted to Ely Baker of Brixham and Laurencya his wife ‘a house in my tenement of *La Chircherete* [?Church Street] in Brixham,

which house I have built anew near the tenement of Clement Boghecleve’. Leases for various properties occur throughout subsequent reigns given by the de Pomeroy overlords, many of the cottages or tenements having substantial small holdings of land. Some sense of size is given by Edward Pomeroy’s 1537 grant of his portion of the manor which included 40 messuages (houses with outbuildings and land), a mill, 400 acres of land, and rents in Brixham.

2.7 Higher Brixham shows a typical medieval land arrangement of narrow burgage plots laid out perpendicular to the axis of the main streets with house plots on the frontage itself; the plan form is likely to be a post-Conquest feature rather than a survival of the Saxon one, though the street plan is undoubtedly pre-Conquest. Lower Brixham exhibits none of this; there is no evident pattern. A corn mill is known to have existed within the footprint of 69 Middle Street adjacent to the former inner harbour; while it must have originated as a tidal mill, and may have medieval antecedents – an

account claiming that the open creek was dammed in 1172 and tidemills established either side of the harbour is unsubstantiated by documentation. Similarly the claim that a mill on the Fore Street side went out of use in 1560 must also be treated with caution. The earliest documentary evidence to date is a letter from a local citizen to the Navy Board in March 1672 recording the ‘large poole’ of the Corn Mill. The letter was written in the context of establishing a reservoir for naval use. Churchwardens accounts in 1706 hint at the presence of three mills, though only two are identified: *Higher Mill* in Mill (now Bolton) Street, (see 2.17) and the *Kay Mill* between Middle and Pump Streets.

2.8 Other than manorial leases of land parcels Brixham is disappointingly poorly represented in the extant medieval documents, what little there is tends to be maritime: surveys of customs paid, ships owned and mariners available for royal service. Perhaps the first recorded ship from Brixham is *le batel* (the boat) that landed wheat at Topsham (for the Exeter market) in 1296; later a barge of

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Brixham is recorded in the Thames in 1404 while a number of 15th-century customs accounts from Exeter record cargoes of fish. The ship-names *George*, *Rose* and especially *Mary* are common. Some familiar place names are well attested, Furzeham as *Fursham* in 1475. A lone manorial survey of one-third of the manor of Brixham in 1440 allows an extrapolation, that there were 90 cottages within the whole manor but only 30 farm holdings. The large number of landless cottages must indicate that many of the inhabitants then worked at sea, with most of the cottages being in the lower town. 'Brixham Quay' appears on a Henry VIII's coastal defences map of 1540.

2.9 Throughout the medieval period Brixham is certainly subservient to Dartmouth in population, wealth, and shipping tonnage, and is sometimes subsumed into the returns of the larger haven. John Leland in 1542-3 dismisses Brixham as one of the mere 'Fisher' towns, as opposed to Dartmouth with its extensive overseas trade. This is borne out in Thomas Colshill's 1572 survey of Devon merchant ships in which the total

given for 'Torbay' is 5 ships under 60 tons, whereas Dartmouth has 8 ships between 60-100 tons and 24 under 60 tons – smaller fishing vessels are probably not enumerated. But it is to Brixham that Sir Francis Drake brought the *Capitana*, the first of the great galleons of the Spanish Armada to be captured in August 1588. In the Duke of Buckingham's 1619 Survey of All Mariners in Devon, the Dartmouth and the Torbay parishes (Brixham, Paignton, Tormohun, and Saint Marychurch) numbered 1,538 seamen, of which 428 come from Dartmouth, and 151 from Brixham.

2.10 A map of the manor of Brixham (DRO 59/7/5/6) displaying in a cartouche the legend *The Estate of Chas Haynes Esq Surveyd by Josh Willey 1743* showing a rudimentary shoreline, but no inner creek, has been cited as evidence that the inner harbour had already been infilled. This may be the case but otherwise places too much reliance on the map as an accurate survey. It is essentially a depiction of scattered manorial holdings in Higher Brixham; the tenancies and holding sizes being differentiated in coloured inks. Brixham

Quay is shown in a quite rudimentary manner as 9 houseblocks on what is probably Middle Street, and 4 on what is probably King Street. It cannot be supported on this evidence that the harbour of 1743 was the same as that known from 1781 (below) as neither creek nor the streams that flowed into it are shown; nor are any mills or quays.

2.11 Of a detailed survey made on behalf of the Admiralty, a map now in Brixham Museum survives. *Plan of the Watering Place at Brixham Taken by J King 1781* shows the newly built naval reservoir (the Old Town Hall and Museum now occupies the site) and its inlets, outlet and overflow, and the area of the creek infilled, laid out as fields, and enclosed in 4 parcels. The Pump Street/Middle Street mill house, its pond and stable are shown and annotated. On the north side house plots are shown from Pring's Court (noted in the Statutory List Description's October 1993 revision as an 18th century group and 'the best-preserved group of listed buildings in Lower Brixham') in the west to the beginning of Overgang Steps (marked) above the eastern quay. On the south

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side almost nothing of Fore Street is present, only a range approximating to Nos 67-77 at its eastern end; elsewhere there are buildings either side of New Quay Lane, and a block equivalent to 15-27 King Street. The area between Pump Street and The Strand is well developed. The enclosed fields give the closest picture of the form of the early harbour. Both Eastern Quay and King's Quay are present marking the outer limit of the enclosed area; King William's Steps landward of Eastern Quay is obviously the 17th century quay. In 1786 the mill is described in an admiralty tender as his Majesty's Mill at Brixham Quay, and its land 'on which very advantageous Improvements maybe made'. Within 50 years and possibly much sooner the whole area was built over. The tender document claiming that Brixham itself is the *Greatest-Fishing Place in the West of England*.

2.12 The necessities of longer-ranging wars at sea from the mid-17th century led to the development of some port facilities and a supply infrastructure. When William of Orange's invasion fleet was

pushed down the channel to Brixham in 1688 a fortuitous change in wind allowed most of his 300 vessels to land at Brixham. The naval reservoir had been preceded by a fleet watering-facility around 1700; five 12-pounder cannon were issued in 1745 to oppose any Jacobite landings. From the Seven Years War (1756-1763) Torbay became a major fleet anchorage, re-supply station, and safe haven for the channel fleet in westerly gales, especially when it was on blockade duties against the French. In 1779-80 after Spain and France joined the American Revolutionary War gun batteries were established at Berry Head, 'Danish Castle', Fishcombe and Hardy's Head. Maintenance at sea over long periods created enormous supply problems, there were 23,000 men in St Vincent's Squadron in 1800 – only 16 towns in England then had a population in excess of 20,000. While Brixham Quay prospered from fishing and supply activities (the Naval Reservoir on King's 1781 map is the largest structure in the lower town), the higher town was much more part of the agricultural supply economy. Curiously there appears to

be no record of a market grant until 1799. Devon's agriculture was of crucial importance for the navy from mid-18th century, with fresh provision needed to supplement dry-stores. The navy's demand certainly enriched farmers, and victualling contractors even more so, but often meant enormous hardship for local people, especially during bad harvests; food riots broke out in 1795 because of the absence of food for local consumption. At the end of the 18th century the Navy's victualling requirements increased from 2 months at sea to 5 months, since the western squadron was its strategic reserve for the entire world and had to have the capacity to follow the French fleet anywhere. In May 1800 John Rodney the Commissioner of the Victualling Board recommended that a depot of provisions was maintained on vessels lying alongside Brixham Pier. The depot ships were administered by a resident 'Storekeeper' (one of the Principal Superior Officers of the Victualling Board – third in seniority behind the Agent Victualler, and the Clerk of the Cheque) who was assisted by clerks, stevedores, coopers and

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labourers. The large naval reservoir was improved in 1801 by the laying of bigger iron pipes to increase the speed of taking on fresh water.

- 2.13 Re-victualling in Torbay has been likened to a pit stop: the fleet had to be able to return to blockading the French coast if the wind changed; contractors were thus on 12-48 hours notice. The arrival of what were in effect floating towns in Torbay necessitated the establishment of a marine guard to prevent the:

“scenes of drunkenness, obscenity, blasphemy and consequent casualties (by the men fighting with each other and falling over precipices) which, to the disgrace of His Majesty’s Navy obtained heretofore in watering the fleet at Brixham.”

Ships when at the Torbay anchorage were ordered ‘petty warrant’ victuals – soft bread instead of biscuit, fresh meat and green vegetables – in order to conserve the sea stores; additionally beer, brewed locally as it was short-lived and bulky, was issued at a gallon a day. In 1804 the Victualling Board Ledgers record £4,931 was spent on

fresh beef received from Torbay which, though only an anchorage, was in effect the Navy’s sixth ‘port’ in England behind the major dockyards of London, Plymouth, Portsmouth, Chatham and Dover. Yet where is the architectural evidence for the contractors’ warehouses, slaughterhouses, cooperage and victualling yards? King’s 1781 map shows Brixham Quay during the height of the French-American wars. Admittedly schematic the only ‘warehouse-like’ buildings shown on the map are those either side of what is now Beach Approach, those in the vicinity of New Quay Lane, and one on the south side of Fore Street, occupying the footprint of Nos 67-77. Nor are there obvious signs of rich merchants’, or farmer-contractors’ houses in Higher or Lower Brixham. MAP 2 shows the survival of houses built during the 18th century and early 19th century, with only a few showing the type constructed for conspicuous display associated with the supply contractors. Some victuallers are known to have lived in Dartmouth, and a large live cattle depot was located in Ivybridge, but all would have had agents in Brixham. Oxen Cove is obviously the

early slaughtering point on the shore, and later the loading point for live cattle and sheep sent out, with fresh vegetables and water, to the ships of the blockading squadrons off France as part of the ‘shuttle-service’ maintained by the Victualling Board’s vessels.

- 2.14 While King’s map shows only Lower Brixham it highlights the area between Middle and Fore Streets, formerly the inner harbour, as almost devoid of buildings (the medieval tide mill is now leat- and pond-fed); east of Pump Street lie the ancillary buildings of the mill and the few ‘warehouse’ buildings. West and south of what is yet to be established as Bolton Cross lie only meadows; no contiguous development links lower Brixham to higher. Torbay’s importance to the navy waned entirely after 1815 and never returned: no further wars were to be fought against the French, steam-ship technology, and the completion of the Plymouth breakwater after 25 years of construction in 1840 made the Bay’s anchorage obsolescent in strategic terms. In succeeding decades and with increasing pace Torbay transformed itself from a naval supply depot to a

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- seaside tourist destination – except Brixham, where until well into the 20th century shipbuilding and fishing, and their service trades remained the chief industry. Another post-1815 loss was the 5-gun ‘Furzdon Battery’ at Fishcombe Point, now Battery Gardens, first established in 1779-80.
- 2.15 The impetus of war left a legacy, the *Pier, Haven and Market Act 1799* had authorised the borrowing of £6,000 in order to repair, enlarge and rebuild the public quay. The Strand which King had shown literally as a beach had a high enclosing wall erected on it with a market house above and landing slips below on the seaward side. The eastern Quay was reconstructed in 1803-4 and the older inner pier, King William’s Steps, was demolished. The Baptist Church on the corner of Middle and Market Streets was established in 1801. The first census in 1801 recorded a population for all Brixham of 3,671, by 1811 it was 4,371 a 19% increase; a figure usually associated with post-railway industrial expansion but here surely a reflection of the busy navy revictualling station.
- 2.16 The manor of Brixham was assessed for tithes in 1838; the resultant tithe map which is normally accompanied by a detailed apportionment detailing site names, descriptions, usages and sizes indexed against landowners and occupants is highly unusual. The central area, in contrast to the fields shown on King’s 1781 map, is now fully developed, but very few plots are delineated, only six are enumerated between Fore Street and Middle Street with two (?later) additions. On the north side none of the house plots east of Apters Hill appear to be either delineated or numbered, while the south side of Fore Street and King Street have a plethora of plot numbers but only a building frontage against Fore Street with no further divisions (Frontispiece). The houses on Bolton Street have the familiar ligatures linking house site to garden or larger ground; All Saints (originally established as a chapel of ease in 1816 and enlarged with transepts in 1825) is clearly visible but its plot number is missing. It is all very curious.
- 2.17 In 1842 John Wood published his *Plan of the town of Brixham and Environs* showing both upper and lower towns from 87 Milton Street in the west to Rock House, 59 Berry Head Road in the east; all of Upton in the south, and up to Cumber House on Vicarage Close, and the early 19th century Albert Cottage of 85 New Road (now listed) on the north. It mixes topographical, land use and socio-economic information – named occupiers and landlords. Lower Brixham is characterised by dense development within the former inner harbour, including a Gas Works (opened in 1838 – the gasometer shape appears on the tithe map) and terrace groups climbing up the northern slope to Furzeham Common, and the ‘New Church’ - All Saints. The non-conformist churches are also prominent on this map: the Baptist Church completed in 1801 at the angle of Market Street and Middle Street, and the Methodist chapel on Fore Street first established in 1816; the Congregational Chapel in Bolton Street followed in 1843-5. On the slopes of Rea Common are located a ropewalk and a windmill. On the west side of Bolton Street (then Mill Street) are the Higher Mill and its large pond

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(Watermill Court, and Churchill Court with 87-97 Bolton Street occupy the respective footprints), opposite the mill is the National School, present by 1830 – Bolton Court now occupies its footprint and may even incorporate some of its fabric. Higher Brixham west of the Great Gate area, marked as the Freemasons Hall (which stood east of 1 Burton Street in what is now the busy crossroads of Burton and Bolton Streets with Greenwood and Rea Barn Roads) shows a much more dispersed character with houses in large grounds clearly delineated as gentry holdings. The sociology of the map is fascinating for far from portraying Higher Brixham as a relict medieval town – Lower Brixham is largely 19th century and thus quite different – what is highlighted is the ‘polite’ landscape of landed holdings in imparked grounds outside the long through-street of historic settlement. The 1841 census records 5,684 souls across the parish, again the major expansion was in the lower town as depicted in the 1838 and 1842 maps.

2.18 William White’s *History Gazetteer and Directory of Devonshire of 1850* is among the first detailed guides aimed at new travellers, it describes Brixham at the beginning of the railway age, although distant Torre was still the end of the line at this date and for a further 8 years.

A flourishing market town, seaport and extensive fishing station. Delightfully situated on the southern projecting point of Torbay ... in two parts called Upper and Lower Brixham; the former of which extends in a long straggling street, more than 1½ mile south of Lower Brixham or Brixham Quay and most of it, (with the parish church) is in a picturesque valley ... Brixham is said to have the largest fishery in England. More than 270 sail of vessels, comprising 20,000 tons of shipping, and employing 1600 seamen, belong to the port. And a large number of them are engaged in the fishing trade. [The 1851 census records a population of 5,936.] Iron Ore has been discovered in the parish within the last ten years ... two mines are now working with considerable success, one at Upton on George

Cutler’s estate [Upton Lodge] and the other on Furzeham Common [This is the area bounded by The Close, Holborn and Higher Furzeham Roads].

2.19 White’s summary account adds to the evidence of Wood’s map a decade earlier, Brixham Quay was expanding quickly as a harbour and shipping centre while Higher Brixham remained largely the dispersed non-nucleated village surrounded by strip fields with few enclosures. The first large scale mapping was undertaken by the Ordnance Survey in 1862; the First Edition OS County Series surveyed the parish at 1:2500 and is far superior to any previous map. (Five sheets of Lower Brixham were surveyed 1862-4 at the Town Map scale of 1:500, though some were not published until 1874; the OS town maps are some of the finest public maps ever compiled anywhere.) Lower Brixham is characterised by dense development in the central area between Prospect Road from All Saints’ Church to Overgang on the north, with Manor Terrace newly built isolated on Higher Manor Road further west; Albert Cottage is still the limit of expansion up New Street while the naval reservoir

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on the site of the Town Hall and Museum is still the largest structure. In Battery Gardens the Gun Shed of the Artillery volunteers is present on the site of the Napoleonic battery; quarries, iron ore and paint works are all in evidence on Furzeham Common. On the south side the Bolton Street frontage has been built as far south as Old Mill Court on its west side – the mill and its Dam (pond) is still very much in evidence – and on the east side the National School occupies the site of what is now Bolton Court. South of Fore Street all up to Mount Pleasant has been built up, and ‘Bone’ (Brixham) Cavern revealed. The King Street and Ranscombe Road terraces have all been developed but eastwards few buildings are present along Berry Head Road, with the exception of Rock House (59 Berry Head Road) in its spacious grounds, until Berry Head Hotel (the former Napoleonic era military hospital of 1809-10) is reached. Small shipyards and ropewalks are typical features on this stretch between the harbour and the nascent breakwater.

2.20 North and south of the built-up areas, confined to the narrow valley and its sides, are areas of common, where ropewalks of up to 250m long were located – to accommodate the length of the nautical cable of 200 yards. By contrast Higher Brixham is characterised, by a relict landscape that is still essentially medieval, with the narrow plots stretching back from the houses fronting the street, and small irregular fields beyond: the narrow curved strip fields lying either side of Southdown Hill would not be unfamiliar to the Domesday inhabitants. Outside this built-up area the ‘wastes’ and remaining common land of the manor: Windmill Common, Garlic Rea Common, Parkham Common, Burlink Common, and Furzeham Common remained unenclosed for a further six years. The surviving Enclosure maps are signed off by the commissioners on 27 June 1868, somewhat later than most places and doubtless necessitated by the connection of the town to Churston on the Torquay and Dartmouth branch of the Great Western Railway in February of that year. The railway re-invigorated the fishing economy for the connection

to the main line at Newton Abbot allowed fish to reach Billingsgate and other major urban markets overnight. Similarly the small shipyards were given a boost, the number of brown-sailed trawlers and other fishing vessels of 25-30 tons exceeded 300 by 1900.

2.21 The 1862 OS maps record the lower town at the beginning of its period of independent local government. Like Torquay it moved from the parish government of vestry committees to becoming a Local Board by adopting the various public health acts and the latest Local Government Act in 1862. The need seemed self-evident as the *Dartmouth Chronicle* reported on 2 July 1862, *No town needs it more than Brixham for it possesses neither sewers, nor gas lamps, yet it has a gas company and a population of seven or eight thousand souls.* However the 1861 census gives a total of 5,984, barely an increase of 1% over the previous decade. The sewerage system was established in the early 1870s.

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2.22 Most notable on the pre-WWII OS County Series maps surveyed, and re-surveyed in 1862, 1904 and 1933 are the clear differences between the harbour town and the inland village. Higher Brixham characterised by the ubiquitousness of its orchards and closes remains little developed away from its few historic streets, and it is on this land that the later 20th century development of the higher town took off in a frenzy of post-war house-building. The exception was the urban block of Burton Street, Doctors Road and Greenswood Road terraces – the part of Higher Brixham which naturally leads into Bolton Street and is adjacent to Brixham Town. While some parts of Higher Brixham seem hardly to have changed in the 42 years between the first and second edition County Series surveys (that of 1904 was published in 1906), the lower town changed greatly. The breakwater, begun in 1843, had extended from 230m to 440m. Between Rock House (59 Berry Head Road) east to the Berry Head House (hotel) most of the semi-detached, detached and short-run terrace houses (Nos 61-69) present today, either side of the road, were built in this period,

including the run of 10 coastguard cottages. Further west longer terraces had been established: Nos 87-93 King Street, 3-13 Berry Head Road, 2-8 and 7-17 Ranscombe Road as infill; and 59-73 Ranscombe Road extending the settlement area up the hill. Closer to the harbour houses also began to extend up the slopes. Above King Street the western 3 houses of the 10a, 10-16 North View Road group had been built on its south side, and on its north the massed terraces of Nos 1-87 in two groups – Nos 35-87 fronting onto the street having only rear gardens giving onto Garlic Rea. A number of long pedestrian steps: Ranscombe, Queen's, Bay View, Rea and North View connected these properties to the lower harbour level of King Street and Ranscombe Road. West of St Peter's Hill and Shinner's Steps North View Road joined Mount Pleasant above Fore Street; Mount Pleasant Road itself was laid out to the west and south with series of terrace groups built, by quarrying the stone immediately to the rear; between the few houses of the earlier 19th century Nos 8-24, 71-99, 59-47, 39-33, 31-15, 11-13, and 1-7 were all constructed. Additionally two further

short terraces Belle Vue and Victoria, were fitted into the sharp angle formed by Cavern Road between Mount Pleasant Road and the rear slopes of Bolton Street.

2.23 In Bolton Street itself all remaining plots on the street frontage were developed; those on the south-west side have largely been replaced by subsequent re-development but Nos 89-95, 69-79, 7-11 on the west and 2-8, 14-18, 44-60 and 66-72, on the east all date from this later 19th century expansion, as does 1-7 Windmill Hill. Above Bolton Street the long run of 1-27 Glenmore Road, and the various house groups on Parkham Road above it are part of this urban building campaign, as is the infill block of 4-12 New Road. A number of the buildings in Fore Street are replaced during this period, particularly those on the western end of the south side. However many of those assigned to the period of c.1870-1915 and shown on MAP 2 may simply be new façades on the earlier structures with consequent re-modelling rather than wholesale replacement; in most instances without detailed investigation it will be

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impossible to tell from their exteriors alone. The narrow lane connecting Fore Street and King Street was only 12³/₄m until widened to almost double in the early 1900s thus allowing a traffic flow from the north side of the harbour to the south and along Berry Head Road.

2.24 On the 1904 OS it can be seen that north of the harbour there are no real new roads within the conservation area between Middle Street and The Quay, with the exception of South Furzeham Road. The urban building forms here are mainly small terrace groups, with a few detached and semi-detached houses, infilling the earlier 19th century pattern: 1-6 Rocklands, Leyburn, Carfax, Homelands and Summer Bank between Higher and Lower Manor Road; Rock Bank West and East are a surprisingly large pair of semis, in complete contrast to the narrow plots of their neighbours, with curtilages of almost ½ acre; Richmond, Westville, Clifton Villa and Hillside. These with the new houses along South Furzeham Road: Nos 71, 75, 81-83, the Montrose group, Furzeham House, Nos 42-50, 24-36

and others: 21-31 Station Hill, 18-18 & 17-33 Prospect Road; and 2-6, 8, 10-18 & 1-17 North Furzeham Road represent this period of building within the envelope of the valley and the barrier of the railway. The railway arrived on the flatter ground of Furzeham Common 150³/₄5m above the valley, allowing roads to be laid out and terrace groups developed between what had been an industrial area of quarries, a ropewalk, and an ore and paint works. The Bella Vista Road one (currently outside the conservation area with its spacious green) is the most notable of the new terraces here; others include 1-15 Overgang Road and 19-49 Higher Furzeham Road within the conservation area. At the northern extremity of the designated area the former Fursdon Battery site had remained in War Office hands since the land's purchase in 1794. In the latter 19th century the site was used by a volunteer artillery unit, the practice battery in the 1890 included 32lb and, on still-visible rail racers, 64lb smooth-bore muzzle-loading guns. On the south side of the harbour the noticeable change

is the new building extending down Berry Head Road: the terrace groups of 1-13; 15-23 are in mid-build with 17 & 19 shown complete on the 1904 OS; 61-69. There are also a number of detached and the semi-detached houses: the lost pair on the site of the Churchill Memorial Gardens; 91, 95, 97, 99-101, 105, 107, 127 and a lost one that occupied what is now the car park next to Ashole Cavern and from whose garden the huge *Macrocarpa* remains.

2.25 Higher Brixham remained part of the Totnes Rural District Council, quite separate from Lower Brixham until both were joined together as an Urban District Council in 1894, with responsibility for the harbour transferred in 1896. A town hall was already in existence, having been built for Lower Brixham between 1882-86 on the site of the naval reservoir in the centre of the town, incorporating a market hall, and a magistrates room. Today it contains Brixham Town Council offices as well as those of the unitary authority (4.4.99). The breakwater was extended by nearly 500m between 1909 and 1916, the ½ million tons of

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limestone extracted from 'Breakwater' quarry, situated below Wolborough House, and now the site of a concealed car park (4.4.115)

- 2.26 The later pattern of development is reflected in the subsequent OS maps; the third edition of 1933 recording changes of the inter-war years shows mainly a pattern of rebuilding, the Middle Street block of Nos 44-70 being the most obvious. Of the few new developments the three 1920s terrace groups 1-6, 7-10, and 11-16 Garlic Rea are typical of their period (spacious front gardens with rear gardens beyond a service lane, paired entries and transverse gables, see 4.4.76). Along Berry Head Road there are the long terrace groups of Nos 25-57 probably built either side of the Great War; and a remaining handful of detached and semi-detached houses: Nos 71-73, 75 87a, and 111.
- 2.27 During the Second World War the Admiralty requisitioned the quays and shipbuilding yards and added a dry dock to the tidal ones, and a Coastal Forces pier was built on the seaward side of New Pier, where East Quay is

now located. The war saw two distinct building episodes, the first in 1940 when Battery Gardens, variously since 1780 an artillery site, was turned into a coastal defence battery with great speed following the fall of France in June 1940. The complex constructed of shuttered concrete and dug into the side of the hill contained two 4.7" naval guns installations with a connecting barrack block, coastal searchlight emplacements, a Battery Observation Post, rangefinder, generators, magazines and smaller anti-aircraft defences. Though part-dismantled and 'cleared' in 1947 it is one of only 7 of the 116 coastal defence batteries constructed in England to survive in anything approaching a complete state. The area of the gardens was added to the conservation area in September 1999 and scheduled as an ancient monument in March 2002. In 1943 Royal Engineers constructed a slipway (apron) and embarkation hard in the south-western angle of the breakwater and Berry Head Road, and two jetties in preparation for Operation Overlord, the invasion of France. There was also notable townscape loss as a consequence of this: the building

on the east corner of Ranscombe and Berry Head Roads (adjacent to the west side of No. 3), and two late-19th century detached houses whose footprints are now occupied by the Churchill Memorial Gardens were demolished for the ease of movement of armoured units before D-Day in June 1944. The gardens' semi-circular shape reflects the fanning out of the tanks as they approached the hard; thereby allowing them to quickly load in groups of 4, onto the 4 Landing Ship Tanks (LST) moored each side of the two jetties.

- 2.28 As in Higher Brixham within a generation the post-war house-building programme had transformed the recognisably post-medieval pattern of irregular fields, and small enclosures that lie behind the valley slopes to the south and north of the conservation area, subsuming all in a low density sprawl that is characteristic of the later 20th century. This was even more evident after the closure of the railway in 1963 and the expansion of the town towards North Boundary Road to the north-west across the railway footprint. Within the conservation area itself the notable and major changes have

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not been on the whole to residential property but to industrial sites outside the historic core, ICI was established in Freshwater Quarry 1947, and as Astra Zeneca have expanded greatly since then. The Fishing Quays have expanded north and west from the New Pier; most recently reclaiming ground below Overgang. With the demolition of the shipyards and docks in the 1980s, a large residential development Moorings Reach was built in the 1990s on their site. Attractively laid out and utilising traditional materials, particularly the slate of the roofs, it lies adjacent to the large Prince William Marina (within the lee of the breakwater) and is fronted by Prince William Quay.

2.29 The town centre, the former creek area, has not been the attractive area it should be since the 1960s; however Fore Street has retained its character, much enhanced by pedestrianisation. The northern half between Middle Street and Brewery Lane, has been much battered. A complete run of shops and small buildings between Market Street and The Quay was demolished doubling Middle Street

in width; the gas works and many small artisan workshops were then removed creating large open spaces on the north side. This was followed by the erection of large brutalist concrete multi-storey car park in 1969 (and complemented by a bus station west of Union Lane), completely out of scale and harmony with the small shops and houses that rise up the hill slopes to the north. A new Town Square was laid out west of the car park in the late 1990s in an attempt to improve this highly visible eyesore. Inevitably it was unsuccessful. Demolition of the car park in the mid-2000s removed the eyesore but highlighted the gap in the town centre. For the period 2010-2013 the proposal to infill both the Town Square and the car park gap was based on the provision of a major supermarket. Plans showing it to be a large building that made few concessions to the prevailing townscape proved controversial; but it was economic rather than aesthetic exigencies that prevailed when the scheme was abandoned in 2013.

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A team of experienced consultants from Purcell jointly contributed to the completion of this Conservation Area Appraisal.

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