

# Paignton Neighbourhood Development Plan

Front cover – with photo scenes from Forum website



## **Skeleton Draft 7 (Pre-Submission consultation version)**

(Forum 15 Jan 2015)

# Preface

This Plan has been produced by the community of Paignton to guide development of the area for the next 20 years.

From now until 2032 and beyond, the Plan seeks to ensure Paignton will continue to be an area of attractive contrasts that make up the rich pattern of town, countryside and seaside loved by so many residents and visitors alike.

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

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

*Group photo of Forum*



## Acknowledgements

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

*[Insert any other acknowledgements needed]*

Date

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## PART 1: INTRODUCTION

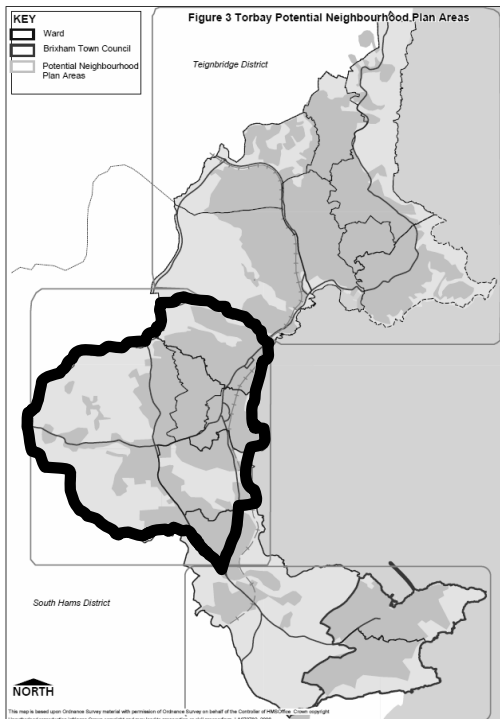
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### What is this Plan ?

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

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

1.3 Together with the Local Plan for Torbay, the Neighbourhood Plans for Torquay, Paignton, and Brixham cover the whole of Torbay.  
[insert small map e.g]



### How is it structured ?

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

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

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

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

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

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

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

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

the phasing of those projects. This part also sets out the monitoring procedures to follow the delivery of the plan.

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

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

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

1.6 This Plan applies to the whole of Paignton as shown on the location map (Fig 1.X)

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

1.7 In common with the Local Plan, this Neighbourhood Plan covers the period from now until 2032 and beyond. The specific development proposals it contains relate to the period up to 2027 in compliance with the local plan's development horizon and requirements of the National Planning Policy Framework (paragraph 47 especially).

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

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

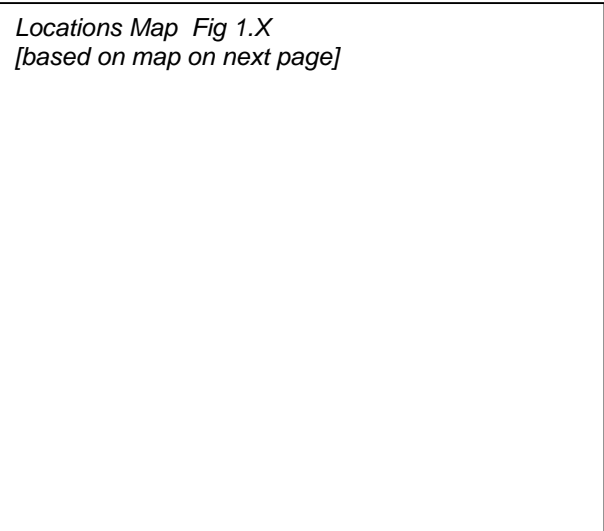
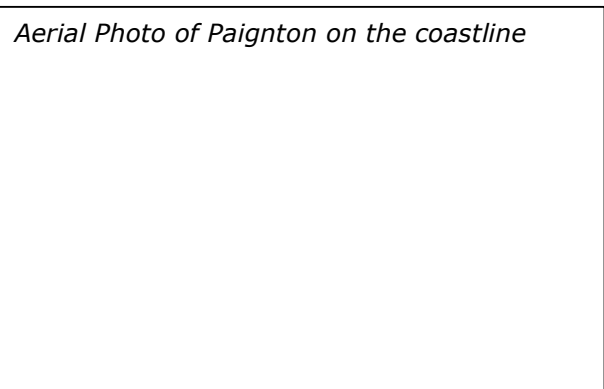
### **Scope of the Plan**

1.9 The Plan has been produced by the community alongside the new Local Plan for Torbay as a whole, and the Neighbourhood Plans for Torquay and

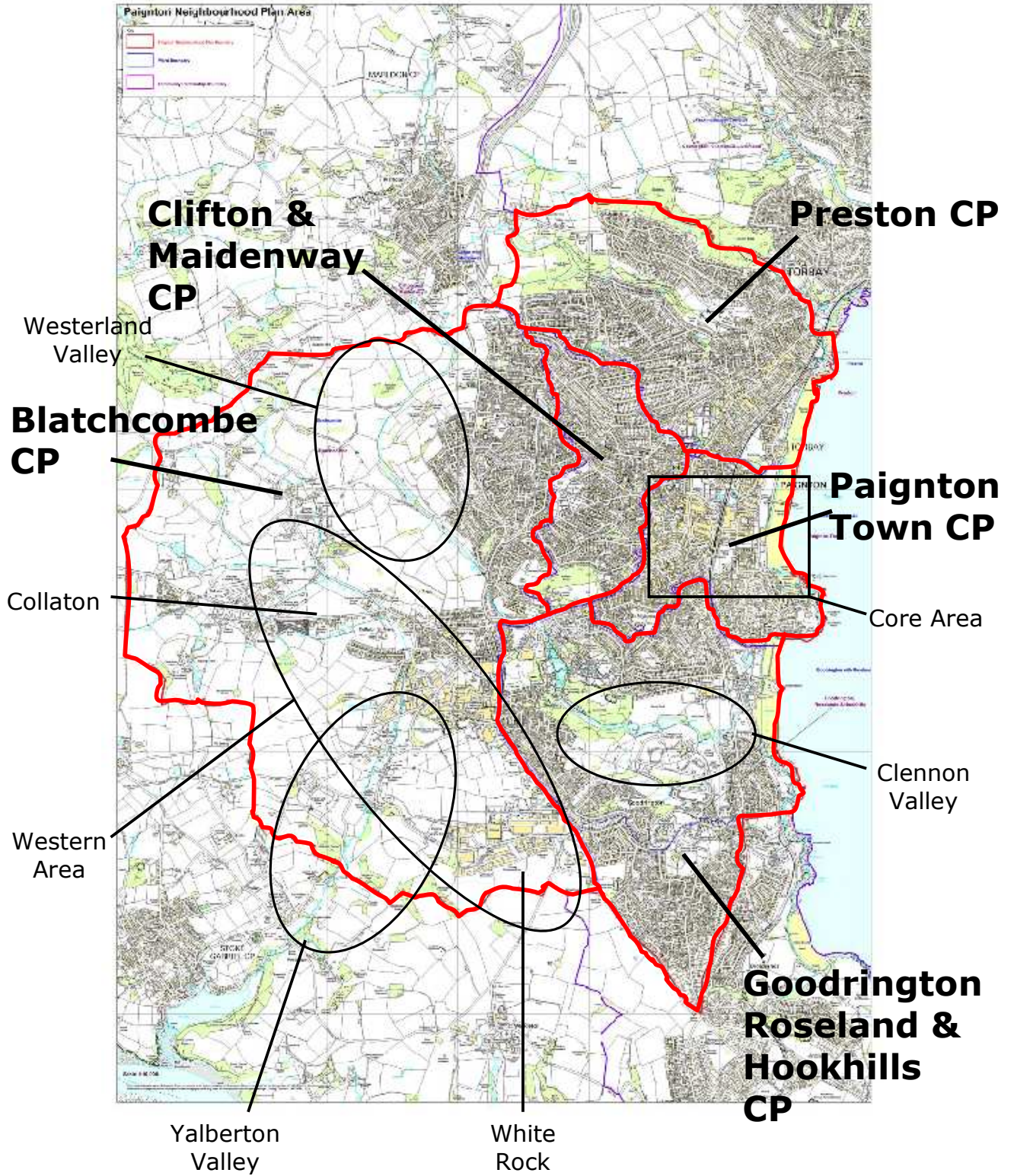
Brixham. By adopting this twin track approach, the Plans have informed each other to arrive at the policies and proposals needed for the area. Aspects considered have covered:

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

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



# Locations



## PART 2: COMMUNITY INVOLVEMENT

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### Who has been involved with the process ?

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

### What has it involved ?

2.2 To ensure the content truly reflects community views and support, the Plan has been produced by the community in 3 stages:

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

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

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

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

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

With further input from each of the 5 Community Partnerships and help from Planning Aid, proposals for the whole Plan area were prepared for further community views, and amendment where necessary, before submitting the Plan to Torbay Council as the Local Planning Authority.

2.3 Details of each Stage above and results received are contained in the supporting Community Involvement Statement

### Details of the Examination and Referendum

2.4 Before Adoption, the Plan will be examined by an independent person and voted on by all registered voters of Paignton.

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

Diagram of Designated Forum make up of residents, workers, councillors, landowners, etc

Diagram of Forum membership by geographical spread]

Diagram of 3 stage process to Adoption

## PART 3: STATEMENT OF COMPLIANCE

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3.1 In accordance with the Localism Act 2011\*, this Neighbourhood Plan complies with the following requirements, also known as the 'basic conditions'.

*[\*Add footnote of exact reference and refer to full details available in accompanying Compliance document]*

### **Compliance with National Planning Policy:**

3.2 *[Insert summary of NP policy comparison with NPPF when completed]*

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

3.3 The Local Plan for Torbay produced by the Council proposes an 'aspiration' to deliver 5-6,000 net additional jobs and 8-10,000 net additional homes to 2032 and beyond. The proposed additions will be the subject of Examination in public by an independent Inspector in November 2014.

3.4 As there is reliance on a significant net migration assumption, the Local Plan will undergo 'major' review every 5 years to decide if adjustment is necessary either downward or upward to ensure that only sustainable development is achieved in a balanced manner in accordance with the NPPF.

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

3.5 In accordance with the strategic 'aspiration' of the emerging Local Plan, all 3 Neighbourhood Plans covering Torbay are meeting the required provision of land for more jobs, and homes in a balanced way (Table X):

Table X: Neighbourhood Plan provision

NP Area	Land for Jobs (m2)	Additional homes
Torquay NP	37,200	3,860
Paignton NP	30,100	3,450
Brixham NP	2,700	790
Total	70,000	8,100

(all figures rounded – as LP response)

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

3.7 Based on current projections, the land supply supported in each Neighbourhood Plan is expected to last longer than 20 years to 2032. There is no historic backlog of housing land supply shortfall, and there is a deliverable 5 year supply of land for additional homes as required by the NPPF.

### **European Obligations:**

3.8 *[Insert summary of SA, SEA and Human Rights compliance]*

### **Evidence Base:**

3.9 *[Refer to supporting information documents]*



## PART 4: VISION & ASPIRATIONS

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### Needs and opportunities

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

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

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

*[expand on this – with diagram(s) showing how the area has evolved physically, where key constraints and opportunities are located, and by reference to:*

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

### Community Vision

*[PF recommended this section should include a single statement or set of points that describe the future aspirations for the NP area as a whole. DCLG advise use about 10 words]*

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

***To make our town and surroundings more attractive to tourists and a superb place to live and work***

*PF commented - The town centre, in particular, needs a carefully considered vision to ensure its vitality, vibrancy and a place where people will choose to live. What could it be like in 20 years? What is likely to change anyway over that timescale and what needs intervention? The same questions should be addressed in all Community Partnership areas.*

4.X Within this overall Aim, our community wish to recreate our 'Garden Town' improving and linking our green spaces and greening the streets and buildings that connect them (97.0%\* supported)

*[This Part of the Plan to include a summary of Paignton's evolution from the History Society, and 'Aspiration' extracts from the proposed Masterplan briefs]*

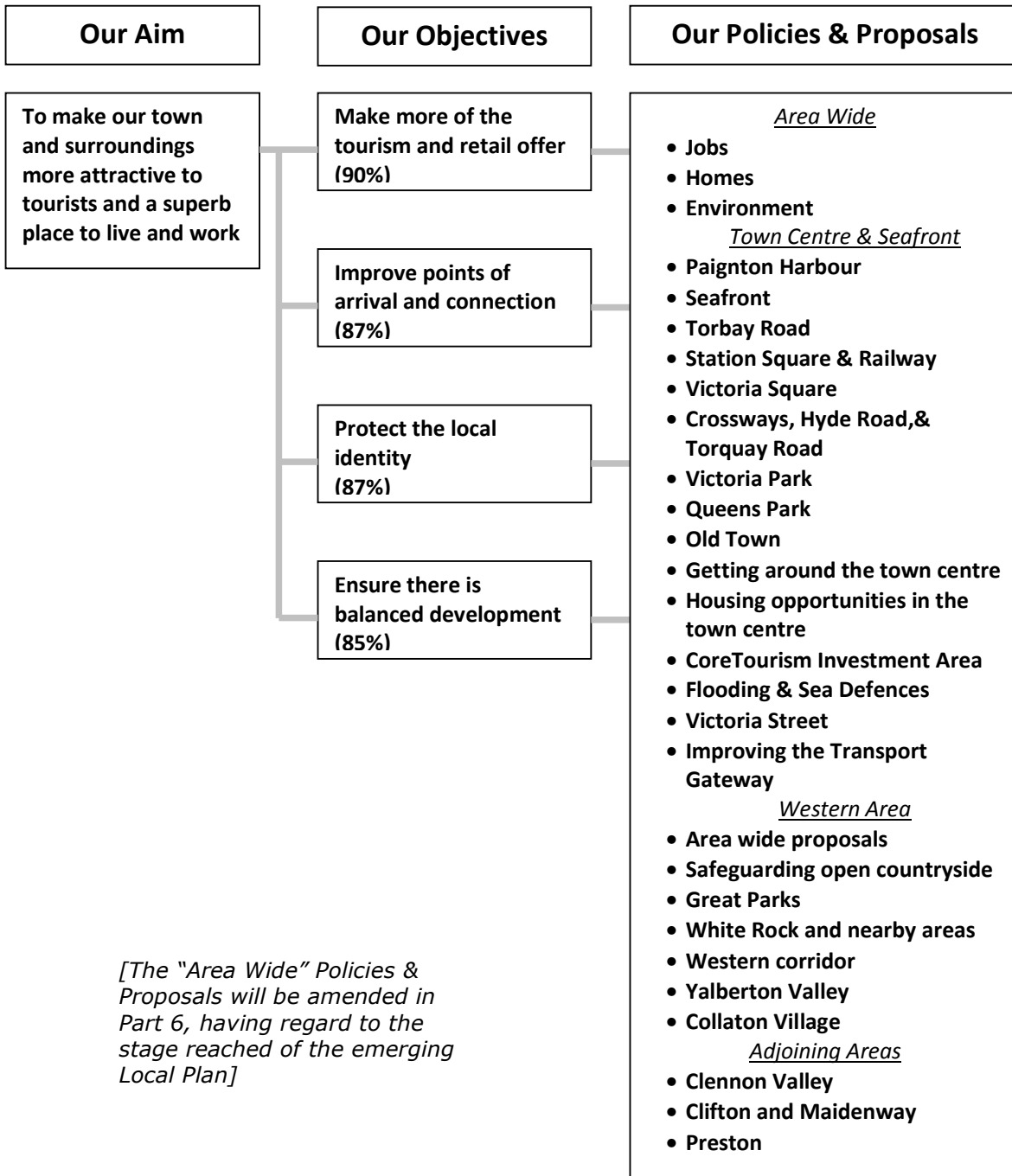
Diagram of how Paignton has evolved  
Fig 2.X

Constraints & Opportunities Diagram  
Fig 3.X

## PART 5: AIMS AND OBJECTIVES

5.1 To achieve the overall Aim, 4 key Objectives emerged from the Stage 1 results. These key Objectives, and proposals that would take them forward, were confirmed in Stage 2 by our community. *[Refer to all Stage 1 & 2 results being available in separate documents and insert SWOT themes analysis diagram]*

5.2 Bringing these all together provides the framework of the Neighbourhood Plan. Part 6 that follows sets out the Policies and Proposals in detail. *[Right hand list below in draft]*



## PART 6: POLICIES & PROPOSALS

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

### **How will this be achieved ?**

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

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

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

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

6.5 For each area the following will apply: *[Objectives shown are the Stage 2 Questionnaire community supported "Yes" results (%) & supplementary 6 wk shop survey (%\*)]*

### **Area wide Policies**

#### **Background**

6.6 The National Planning Policy Framework produced by the Government requires that Neighbourhood Plans must be in general conformity with the strategic policies of the Local Plan produced by the Council (NPPF paragraph 184). As the Local Plan is in draft, the scale and

location of strategic development summarised below has not yet been finalised:-

#### **More Jobs**

6.7 Torbay currently has about 3,400 residents who are unemployed. Plus there is a need for more jobs to help reduce existing deprivation and improve wider prosperity.

6.8 The emerging Local Plan proposes an additional 5-6,000 jobs over 20 years at a target of 250-300 net new jobs every year in Torbay with 130 of these located each year in Paignton. The Neighbourhood Plan incorporates all of the employment sites proposed in the Local Plan.

*Plan /list of job sites supported from Employment Land Review*

## More Homes

6.9 The current waiting list in October 2014 is for 1,300 affordable homes in Torbay. About 3,000 existing homes are vacant, and 1,000 of these for more than 6 months. Torbay's resident population in 2011 was 131,100 which grew by only 1,400 between the Census years of 2001 and 2011. Unlike other places, deaths exceed births every year in Torbay and the resident population will reduce over the next 20 years if migration from elsewhere does not continue.

*Insert graph showing actual 2001-11 population change & ONS projections to 2032*

6.10 How much growth from net inward migration will take place is very uncertain. However unless these new homes are directly linked to new jobs, they risk being occupied by residents who have to find work outside of Torbay. This would go against the 'golden thread' objective of promoting sustainable development required by the Government's National Planning Policy Framework and balance of land uses required by NPPF37 especially. The 'sequence' of development will therefore be just as important, if not more so, as the 'pace' of development each year. The Local Plan proposes a major review every 5 years of the balance being achieved.

6.11 The Neighbourhood Plan includes 3,450 additional homes towards the overall Local Plan 'aspiration' for 8-10,000 by 2032 and beyond pending

the next 5 year major review. This provides for at least 15-20 years growth as required by NPPF47 and Local Plan proposed [see Part 3]. [add annual build rate reference]

*Plan or list of the 3,450 housing sites Forum supported.*

## Environmental Change

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

6.13 On current climate change predictions\*, annual rainfall will change little but drier summers and wetter winters are expected. The risk of coastal flooding will increase significantly by 2050 and there will be more intense rain events, inland flooding and severe storms. [\*Met Office UKCIP08]

## In Summary

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

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

### Objectives:

- Give priority to employment led growth, not housing led growth (91%)
- Keep the number of additional jobs and homes in 'balance' always (86%)
- Allocate further land for jobs only in sustainable locations (81%)
- Increase the amount of Affordable housing to meet local need (71%)
- Plan for a drop in the resident population (62%)
- Provide more local shops only if the population increases (62%) [*define local in glossary*]
- Restrict Houses in Multiple Occupation known as HMO's to areas outside the Core Tourism Investment Area (or tourism areas generally) (80.5%\*) [*Moved from Core Tourism Area draft PNP14*]
- Planning regulations should be rigorously enforced to manage the problem of HMO's (82.6%\*) [*Moved from draft PNP14*]
- Other suggestions received as written comments in Stage 2 that are achievable have been incorporated into the plan.

6.16 Accordingly:

## Policy PNP1– Area Wide Policy

In all parts of the Paignton Neighbourhood Plan Area:

### More jobs:

Priority will be given to securing job led growth by supporting a net increase in permanent full time well paid jobs through:

- a) more intensive use of existing employment locations to achieve 'spaceless' growth;
- b) new employment development of XX hectares [*plan of all Employment Land Review sites agreed by Forum*]
- c) taking particular advantage of the scope for jobs engaged in decentralised locations that reduce travel needs, involve new technologies, and will assist moving towards a low carbon economy.

### More homes:

Housing growth appropriate to meet local needs, including affordable housing, will be supported through:

- d) bringing back into use existing homes that have been vacant for 6 months or more;
- e) a provision of 3,450 net additional homes achieved by a wide variety of supply that includes conversions, more efficient use of vacant buildings in all use classes, self build, and encouraging community housing enterprises wherever possible [*plan & schedule of source total agreed by Forum*]
- f) discouraging the provision of houses in multiple occupation (HMOs) where they would adversely affect enhancing the tourism offer, or conflict with the Article 4 Direction\* in operation. [*\*define in glossary*]

(Policy continued on next page)

*(Policy PNP1 continued)*

Sustainable balance and design

Ensuring a balanced provision of new development at all times through:

- g) job led growth and housing provision being kept in balance by regular (annual) reviews;
- h) population growth and food retail floorspace additions being kept in balance at all times;
- i) enhancement of local identity, heritage features, renewable and low carbon energy and construction solutions, by all development being required to comply with the Design Guide in Annex 1; and,
- j) details of proposed foul and surface water drainage and other key infrastructure being required when development applications are first submitted, and not being dealt with subsequently by conditions.

Proposals that prevent a) to j) from being achieved will not be approved.

**Annex 1 to Policy PNP1**

**Design Guidelines**

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

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

6.19 Accordingly:

**Annex 1 to Policy PNP1**

**Design Guide**

All development proposals within the Neighbourhood Plan Area will be expected to accord with the following design principles:

Strengthen local identity

- a) retain all existing natural and manmade features that make the location distinctive and attractive
- b) be in keeping with the surroundings in scale, design, height, density, landscaping, use and colour of local materials;
- c) important landscape or townscape vistas must not be adversely affected;
- d) avoid adverse effect on amenity in terms of noise, air, or light pollution. Non-complementary uses close to residential properties will not be permitted;
- e) provide a concise 'Access and Design Statement' for development that will add 150 sq metres or more of floorspace. The Statement to explain the rationale of site layout, access and provision for transport, building position, height, design style, material finishes and colours, any financial contribution for off site requirements, and how local building skills and suppliers will be used;

Safeguard Biodiversity

- f) ensure layout and design will protect existing features of biodiversity value on site and biodiversity connections with related sites;
- g) provide hedgerow habitat on at least one development boundary to enhance biodiversity wherever possible;
- h) include features such as bat boxes, bricks or lofts and bird boxes on all new build developments, to reflect species within the area.

*(Annex 1 continued on next page)*

(Annex 1 continued)

Treescape

- i) include an independent survey of health and longevity of existing trees on site and protect existing trees from loss or damage where they have visual or ecological value;
- j) replace trees that are unavoidably lost to the development with at least **three** replacements that will reach the same stature, or larger, and provide additional ecosystem services in the long term;
- k) include **three** new trees for each new dwelling proposed (or in non-residential development one tree for each car parking space or **50m<sup>2</sup>** of gross floorspace). Such tree planting to be on site or close by, and be of good amenity value;

Local food production capacity

- l) protect and increase wherever possible food growing spaces that reflect the orchard and food production heritage of the area;

Residential facilities

- m) support in particular will be given to residential development that will achieve Passivhaus\*, EnerPHit\*, and Lifetime Homes\* standard, subject to meeting other policy and design considerations; [*\*define in glossary*]
- n) include homezone\* design principles where on-street parking provision is proposed;
- o) provide space for solid waste storage within each curtilage, in sea-gull proof structures sufficient to accommodate two wheelie bins of **240** litre size;
- p) provide for each new dwelling, purpose designed cycle parking space that is covered, safe and convenient. Where cycle parking and bin storage are located within a garage, demonstrate the garage will be of sufficient size to house at least **2** cycles

- q) provide for wheelchair access and mobility scooter circulation throughout the site layout

Towards a sustainable low carbon energy efficient economy

- r) incorporate latest developments in sustainable construction and water management technologies that mitigate and adapt to climate change;
- s) use reclaimed materials and natural finishes wherever possible;
- t) include soft landscaped areas for natural drainage of rain water, and compensate fully for any existing soft area lost to development
- u) include on site renewable energy generation to achieve **20%** of subsequent in-use requirement wherever possible. Wind turbines and solar arrays will be permitted where they do not adversely affect residential amenity, a vista of landscape value, or designated conservation area.

Proposals that fail to meet a) to u) above can expect not to be approved.

*Graphic insert – pencil & scale rule ?*

## **Town Centre & Seafront**

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

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

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

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

### **Recreating our Garden Town**

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

*Boundary plan of Town Centre Area*

### **Our Vision**

6.24 We want to recreate our 'Garden Town' improving and linking our green spaces and greening\*\* the streets and buildings that connect them (97.0%\*)  
[\*\*define in glossary]

*Plan of key links and spaces*

### **The Challenge**

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

Objectives:

- We want to create a vibrant, well designed Town Centre (97.6%\*)
- We need to take account of the flood risk in our Town Centre in all the plans that we develop (94.2%\*)
- We need bold but sensitive change to make things happen in the Town Centre (93.6%\*)
- We want future retail growth to be in our Town Centre - not out of town (92.3%\*)
- We need to make it easier to get around our Town on foot, cycle and in a car as well as by public transport (91.2%\*)
- We want residential accommodation in the Town Centre so it is "alive" after the shops close and so we can reduce development on greenfield sites (78.3%\*)
- Incorporate a Design Guide to improve the townscape, protection of heritage assets, and treatment of unattractive features (77%)

6.25 Accordingly:



### **Policy PNP2 - Town Centre**

All development within the Town Centre area shown on the **inset plan** will be expected to support re-creation of the Garden Town, by improving and linking green spaces, and greening the streets and buildings that connect them.

Subject to other policies in the plan, all development proposals that embrace this theme will be supported, and development proposals permitted where they:

- a) improve the vibrancy, appearance, and layout of the area;
- b) take full account of flood risk;
- c) achieve bold but sensitive change;
- d) result in retail growth being retained within the Town Centre;
- e) make it easier to move around by all forms of transport according to the 'hierarchy of sustainability'\*; [*\*include in glossary*]
- f) increase residential accommodation within the area;
- g) protect heritage assets and remove unattractive features that offend the ambience
- h) enhance the provision of urban wildlife corridors and biodiversity links within the area, and with adjoining areas.
- i) meet the Design Guide attached as Annex 1 to Policy PNP1.

Proposals that prevent a) to i) from being achieved will not be approved.

*Space for graphics or photos*

## Paignton Harbour

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

### Objectives:

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

6.27 Accordingly:

### Policy PNP3 – Paignton Harbour

Improvement of the Harbour Area shown on the **inset plan** will be encouraged and development proposals permitted where they will:

- a) retain the heritage features and 'quaintness'\* of the harbour; [*\*define in glossary*]
- b) continue the mix of traditional uses, including commercial and residential accommodation;
- c) attract more tourists;
- d) improve existing on and off-street parking for greater use by tourists, to include provision for bicycles, motor cycles and recharging facilities for low emission vehicles;
- e) enable more use of the harbour for water sports;
- f) enhance the presence of wildlife; and
- g) enable use of developer contributions to improve harbour facilities and resilience to flood risk

Proposals that prevent a) to g) from being achieved will not be approved.

*Photo / inset plan*

## Seafront

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

### Objectives:

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

*Inset map of Town Centre seafront from Redcliffe to harbour showing boundary of the designated Local Green Space*

6.29 In support of the 100 year covenant that applies to Paignton Green for the benefit of Paignton residents, all of the Greens meet the criteria for designation as Local Green Space in accordance with NPPF76.

6.30 Accordingly:

### Policy PNP4- Seafront

Improvement of the Seafront Area shown on the **inset map** will be supported and development proposals permitted that:

- a) protect all three Paignton Greens as designated Local Green Space for future generations and have no adverse effect on the interest, use, amenity, character or accessibility of this open space area;
- b) upgrade the public realm and public shelters to provide enhanced seating, weather protection and information facilities that improve the tourism offer;
- c) make improvements to the Apollo/Flagship building, particularly to improve the aspect from Torbay Road by large canopy tree planting to achieve greening of the area.

Proposals that prevent a) to c) from being achieved will not be approved.

In the long term, relocation of the multiplex cinema will be supported, provided that:

- i) an alternative site is found for the cinema; and,
- ii) an alternative use is found that would maximise the benefit the existing building can provide with its unrivalled views.

If the Appollo building ceases to exist, the released space will be supported for use as a new greenway link to the seafront

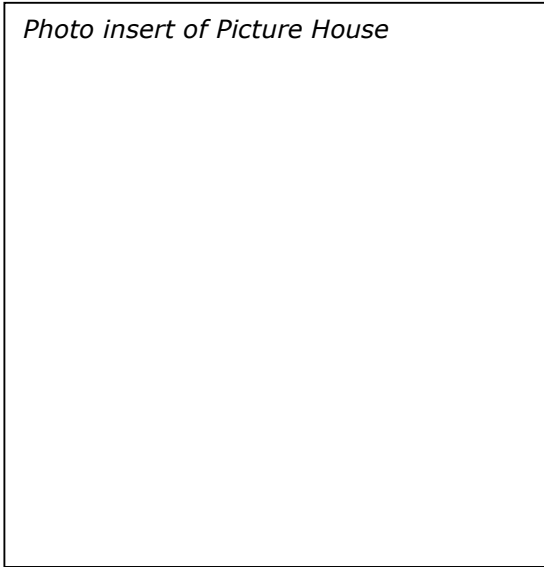
## Torbay Road

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

### Objectives:

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

*Photo insert of Picture House*



6.32 Accordingly:

### Policy PNP5 – Torbay Road

Enhancement of the Torbay Road Area shown on the **inset plan** will be encouraged and development proposals supported that:

- a) bring the Picture House back to life as a tourist attraction;
- b) provide better pedestrian links to the seafront;
- c) explore the option for pedestrianisation


Schemes will be expected to deliver:

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

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

Proposals that prevent any part of Policy PNP5 from being achieved will not be approved.

*Inset plan of key locations*



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

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

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

#### Objectives:

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

*Inset plan of Station Square location*



6.35 Accordingly:

#### Policy PNP6 – Station Square 'Gateway'

Improvement of the Station Square Area shown on the inset plan will be encouraged and proposals supported where they will:

- a) enhance the public realm; [*define in glossary*]
- b) showcase the Picture House and Steam Railway as tourist attractions;
- c) enhance the provision of transport interchange facilities;
- d) provide financial contributions that enable implementation to be achieved.

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

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

Proposals that prevent a) to g) from being achieved will not be approved.

## Victoria Square (Lidl Square)

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

### Objectives:

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

*Inset plan of Victoria Square Area*

6.37 Accordingly:

### Policy PNP7 – Victoria Square

Opportunities to improve the Victoria Square Area shown on the [inset plan](#) will be supported and development proposals permitted that:

- a) improve the use and amenity of the area;
- b) form part of a new development that provides an equivalent replacement of any existing off-street car parking and coach parking that is lost;
- c) encourage 'themed markets' on the square;
- d) result in no loss of public open space, trees, amenity area, or pedestrian links that detract from greening the town centre;
- e) connect to and enhances the green infrastructure network and urban wildlife corridors of the adjoining areas, especially between the square and seafront;
- f) include provision for low emission vehicle recharging facilities, and parking space for cycles and motor cycles for use by residents and tourists alike;
- g) support improvements to Victoria Square by delivering developer contributions as a prerequisite to the grant of planning permission.

Proposals that prevent a) to g) from being achieved will not be approved.

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

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

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

### Objectives:

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

*Photo insert of street scene*

*Inset plan of area / primary secondary retail frontage designations*

6.40 Accordingly:

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

Development proposals in the Crossways, Hyde Road, and Torquay Road Area shown on the inset plan, will be supported that:

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

Proposals that prevent a) to c) from being achieved will not be approved.

## Victoria Park

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

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

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

### Objectives:

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

6.43 During preparation of the Plan, over 5,500 local residents also petitioned to retain the Park. The Plan designates the Park as protected Local Green Space under in provisions of NPPF76.

6.44 Accordingly:

### **Policy PNP9 – Victoria Park**

Protection and enhancement of the designated Local Green Space of Victoria Park shown on the inset plan will be supported by:

- a) keeping the current size and accessibility of the Park as a designated Local Green Space in accordance with NPPF73, 74 and 76;
- b) keeping the park as public open space; and
- c) encouraging any enhancement of the Park only if it is not to the detriment of:
  - i) its use for open space recreation, amenity and enjoyment;
  - ii) its open space character; and
  - iii) its means of pedestrian connection.

Proposals that prevent a) to c) from being achieved will not be approved.

*Insert plan of the designated area*



## Queens Park

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

### Objectives:

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

*Inset plan of Queens Park boundary*



6.46 Accordingly:


### Policy PNP10 – Queens Park

Proposals for new developments within Queens Park shown on the **inset plan** will be permitted provided they:

- a) retain the Local Green Space designation afforded to the area in accordance with NPPF73, 74 and 76;
- b) increase the area of open space available on site;
- c) expand the field spaces used for sport and recreation in the park;
- d) include large canopy tree planting; to enhance the contribution of the Park to the Garden Town landscape; and
- e) deliver enhanced green and blue infrastructure from the park to its environs and the seafront

Proposals that prevent a) to e) from being achieved will not be approved.

*Landscape photo of Queens Park treescape*



## Old Town

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

### Objectives:

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

6.48 Accordingly:

## Policy PNP11 – Old Town

Development will be encouraged in the 'Old Town' area of Paignton shown on the [inset plan \(next page\)](#) that as a priority adopts the heritage and visual enhancement, greening, and regeneration themes of this area.

Subject to other policies in the plan, all development proposals (including shop and building fronts) that embrace these themes will be permitted.

Financial contributions will be required in connection with developments fronting onto or directly served by the 'Old Town' to implement such provision. They are required to:

- a) deliver 'old town' signage, and historic information, at key interchanges for tourists and users of the area and its environs to make it easier to find and enjoy;
- b) improve pedestrian, cycle and public transport connections and accessibility with the transport hub and seafront;
- c) support more use of the highway and Palace Gardens areas for local markets and events;
- d) secure the provision of speciality shops in Winner Street;
- e) contribute to the establishment of a Heritage Centre within the 'Old Town'; and
- f) remove street clutter and eyesores that detract from the area.

Where development occurs in the 'Old Town' it must not be detrimental to the maximum use of the Palace Theatre as a key facility.

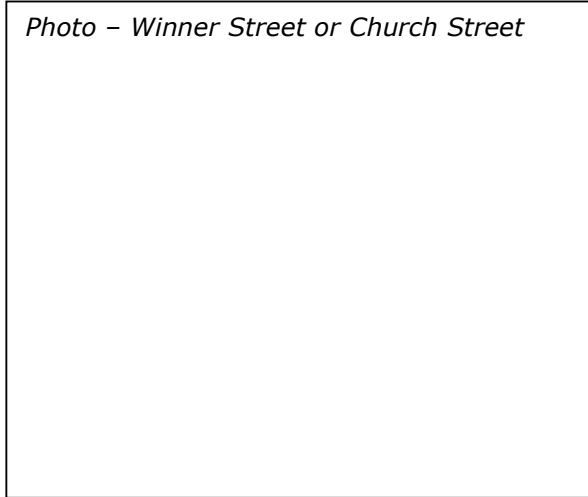
Palace Gardens will be protected as a designated Local Green Space in accordance with NPPF73,71 and 76.

Proposals that result in any loss of the green, or which will have a significant adverse effect on the interest, use, amenity, character or accessibility of this space will not be permitted.

*Photo – Palace Gardens*



*Photo – Winner Street or Church Street*



*Inset map of 'Old Town' area & key features*



## Getting Around

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

### Objectives:

#### In the short term:

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

#### In the longer term:

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

6.50 Accordingly:

*Inset graphic of ped/cycle/bus/train*

## PNP 12 – Getting Around

Integrated transport in the town centre and seafront area shown on the **inset map** is encouraged. For development to proceed financial contributions will be required from schemes fronting onto or directly served by town centre and seafront routes to fund, in full, necessary active travel, public transport and highway infrastructure.

Community priorities in terms of additional local facilities to be provided as a result of development in the town centre and seafront area and routes served by it are:

- a) the provision of a travel plan explaining how the development will encourage and make it easier to move around in regard to the hierarchy of sustainability;
- b) delivering a review of the way traffic uses the area and how it interacts with pedestrians;
- c) the improvement of pedestrian connections;
- d) the provision of safe, continuous, separated cycling and pedestrian pathways to all schools, employment and tourist sites in the area;
- e) the completion of Paignton's missing links in the National Cycle Route Network **shown** on X map [*Torbay LP Policy SS6*];
- f) helping public transport better meet user needs;
- g) de-cluttering of the town centre to make it easier to move around;
- h) the improvement of transport connectivity and signage for visitors;
- i) improving surfaces for all pedestrians including disabled people; and
- j) ensuring that town centre parking for cycles, motorcycles and cars supports town centre viability;

Proposals that prevent a) to j) from being achieved will not be approved.

In the longer term, evaluate providing a Transport Hub on one site, if possible – to bring different forms of transport closer together

## Housing opportunities within the town centre

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

### Objectives:

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

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

6.52 Accordingly:

### Policy PNP13 – Housing opportunities within the Town Centre

To retain and increase the provision of homes within the Town Centre Area shown on the **inset plan**, the following will apply:

- a) development will not be permitted that will result in an overall reduction in residential accommodation as part of ensuring the area remains in use throughout the day;
- b) additional housing provision will be supported in the following locations, subject to the development meeting the other policies of the Plan that apply:-
  - i) Paignton Harbour;
  - ii) Crossways;
  - iii) Station Lane;
  - iv) Station Square (former Gerston Hotel);
  - v) Victoria Square
- c) to help ensure the additional homes meet local needs and remain occupied throughout the year, formal agreement will be required on the grant of planning permission that restricts first occupation to purchasers or tenants who have lived in Torbay for more than 5 years, work in Torbay, or can demonstrate a confirmed offer of employment within Torbay.

Proposals that prevent a) to c) from being achieved will not be approved.

*Inset plan of housing locations referred to*

## Core Tourism Investment Area

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

### Objectives:

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

6.54 Accordingly:

### Policy PNP14 – Core Tourism Investment Area

To improve tourism opportunities in the seafront area shown on the **inset plan** further investment in tourist accommodation will be actively supported and:

- a) Houses in Multiple Occupation known as HMO's will be restricted to areas outside of the Core Tourism Investment Area in accordance with Policy PNP1(f)
- b) Within the Core Tourism Investment Area there will be flexibility to allow failing businesses to change use from providing holiday accommodation if the change proposed would support and not detract from the Area's function; and
- c) Where a use away from tourism is permitted, buildings must be restored to their historic form by the removal of unsightly\* features considered to undermine the ambience of the development. [*\*define in glossary*]

Proposals that prevent a) to c) from being achieved will not be approved.

*Inset plan of Area boundary*

*Street photo from seafront*

## Flooding and Sea Defences

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

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

### Objectives:

- We need protection from rising sea levels probably by building a sea wall (83.7%\*)
- We need to keep the rivers courses in a good state of repair to minimise flooding risks (-)
- A regularly updated flood risk assessment is needed that includes assessing the capacity and state of the existing town centre sewer network (94.6%\*)
- Encourage energy conservation and measures that help adapt to, and fund, the impact of flood risk and climate change (90%) [see PNP1 also]

*Inset plan - areas at risk of flood (EA+LP summarised)*

6.57 Accordingly:

### Policy PNP15 – Flood and Sea Defences

To reduce the risk of flooding within the Town Centre Area shown on the [inset plan](#):

- a) development proposals will not be permitted that remove buildings, structures, or other physical features where it is known they act as a brake on areas liable to flood from the sea, inland water flow, or drainage network, unless alternative compensating proposals are submitted and agreed;
- b) all new developments will be required to reduce the amount of surface water entering the combined sewer network by water harvesting for use within the development, and by temporary storage solutions so that surcharging of the ground and sewer network is reduced during periods of intense rainfall;
- c) areas of hard surface removal and replacement with soft surface landscaping will be encouraged in all developments to increase natural drainage and thereby increase capacity in the combined sewer network for additional development proposed in the Town Centre;
- d) development proposals in locations at risk of flooding from sea water will not be permitted without financial contributions towards strengthening of the sea defences.

Proposals that prevent a) to d) from being achieved will not be approved.

## Victoria Street

6.58 Already mainly pedestrianised, and our prime shopping street, further deliverable improvements are possible:

### Objectives:

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

*Photo of street scene*



*Inset plan*



6.59 Accordingly:

### Policy PNP16 – Victoria Street

To support and enhance the vitality and viability of the Victoria Street area shown on the **inset plan**, development proposals will be supported that:

- a) ensure there is no detriment to, or loss of, the existing street trees and public seating capacity in the area.
- b) make more efficient use of vacant floors at upper levels, in particular, to facilitate the delivery of residential units in accordance with Area Wide Policy PNP1e);
- c) remove building repairs and weed growth not sympathetic to the interest of the area
- d) deliver improvement to uneven surfaces
- e) make more use of the street for open air markets and similar attractions; and
- f) permit greater use of the street surface for food and drink outlets fronting onto the pedestrianised area during hours of opening where there would be no detriment to pedestrian accessibility and ease of movement.

Proposals that prevent a) to f) from being achieved will not be approved.



## Improving the transport 'Gateway'

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

Objectives:

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

6.61 Accordingly

**Policy PNP17 – Transport 'Gateway' improvement**

As part of improving the tourism and retail offer, support will be given to:

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

Both facilities to be open for use all year round.

## Independent Traders

6.62 Despite national trends, the town centre is noted for having many independent\* traders who provide local services that maintain vibrancy and vitality of the area. [*\*define in glossary*]

Objective:

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

6.63 Accordingly:

**Policy PNP18 – Supporting independent traders**

Within the Town Centre Area shown on the inset plan the locations shown for the provision of primary and secondary retail facilities will be retained and development proposals that conflict with this objective will be refused.

*Inset plan – primary & secondary retail frontage*

## **Western Area**

6.63 The western side of Paignton is a very important area. It contains attractive countryside, Areas of Great Landscape Value, important natural habitats, wild life and ecology, food production areas, tourist accommodation, and the inherent potential for increased tourist opportunities. It also contains a major employment area, an expanding college campus, and significant possibilities for sustainable development if managed carefully.

6.64 Following the views received from our community, the aims for the western side are:

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

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

### **Safeguarding open countryside**

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

Objectives:

- Restricting development in our open countryside is still justified (87%)

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

6.67 Accordingly:

### **Policy PNP19 – Safeguarding open countryside**

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

In accordance with NPPF109, the countryside zone shown on the **inset plan** identifies those areas where it is considered desirable to retain the existing rural and landscape character, including its amenities, during the period of the Plan.

It is important to maintain and enhance our areas of great landscape value (AGLV) and their relationship to the adjoining Area of Outstanding Natural Beauty (AONB).

Development proposals that prevent this policy from being achieved will not be approved.

*Inset plan of countryside boundary*

## Great Parks

6.67 This area is already allocated for a final phase of development in the previous Local Plan, and is assessed (2008) to have a capacity for a further 480 homes with supporting facilities. The Torbay Green Infrastructure Delivery Plan proposes enhancement of the adjoining Westerland Valley. A Masterplan to guide the final Phase of Great Parks has been produced with community input (2014).

Objectives:

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

*Photo inset of Great Parks/Westerland valley*

6.68 Accordingly:

### Policy PNP20 – Great Parks

Completion of development proposals in the Great Parks area shown on the inset plan will be supported in accordance with the Masterplan for the area produced in 2014. *[include map extract of proposals]*

Development proposals that prevent this policy from being achieved will not be approved.

*Extract of Masterplan layout*

## White Rock and its immediate environs

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

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

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

- positive promotion and expansion of 'cluster' working of knowledge driven high technology industries;
- an integrated approach to the treatment of the development 'edge' with the nearby countryside and enhancement of the local identity together with buildings that reflect the latest Built Environment standards reflected in the South Devon College's lead on environmental issues.
- An opportunity to always develop alternative energy supplies e.g. water turbines.

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

### Business Development

- new units encouraged only when there are none available for

conversion, rent or sale and units in keeping with the scale of neighbouring housing areas

- landscaped to fit in with land contours

### Environment

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

### South Devon College

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

### Objectives:

- Priority should be given to new technology developments (eg hi-tech engineering, research, energy conservation) (69%) (only 20% felt that more employment land should be given over to build new homes)
- All new buildings should be environmentally friendly and set the standard in energy efficiency and renewable energy (*Stage 2 additional comments*)
- A supply of allotments within the allocation and support community-

led garden schemes and orchards  
(*Stage 2 additional comments*)

- Improvement of connectivity of ecological and wildlife assets with areas beyond Torbay (*Stage 2 additional comments*)



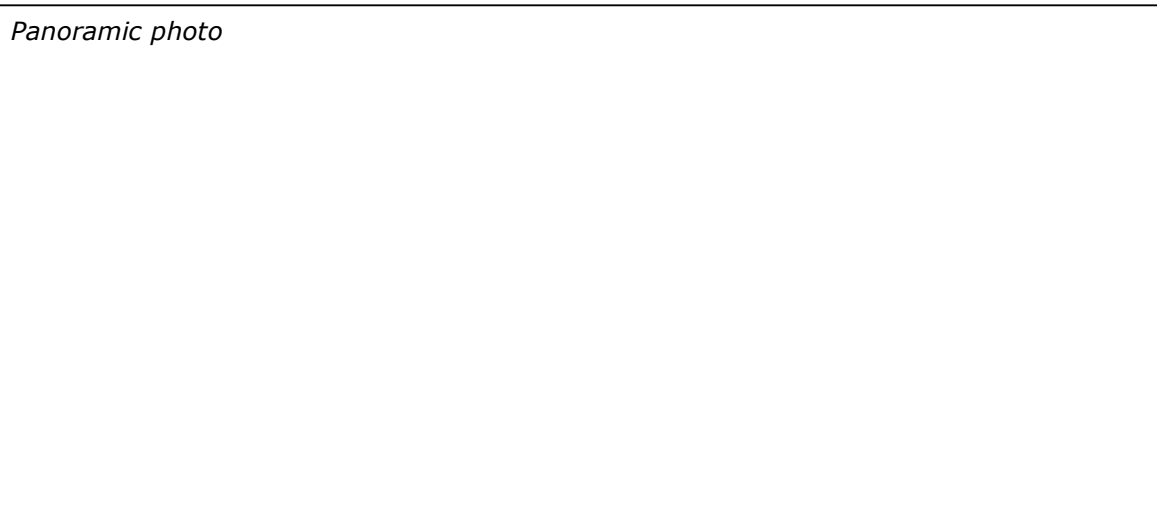
6.72 Accordingly:

**Policy PNP21 – White Rock and its immediate environs**

To secure job led growth and improved economic prosperity in a sustainable manner, priority will be given in the White Rock and nearby areas shown on the [Policies Map](#) to development proposals that:

- a) secure the provision of not less than **XX** hectares of development for new employment opportunities;
- b) encourage major employer organisations to invest and move into the area;
- c) involve new technology developments such as high-tech engineering, research, and energy conservation;
- d) enhance the facilities and operation of South Devon College; and
- e) include landmark planting on prominent hilltops together with improved connectivity of local ecological and wildlife assets with areas beyond Paignton.

Proposals that prevent a) to e) from being achieved will not be approved



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

6.73 The Paignton section of the western Corridor travels due south from 'Churscombe Cross' for several miles to 'Windy Corner' at Churston Common. At its northern end, Churscombe Cross intersects with the B3060 at Marldon Hill. At its southern end, at Windy Corner, it joins the A379 Dartmouth Road. *[insert diagram]*

6.74 The major bottleneck that creates traffic congestion and long queues in this area is at Tweenaway Cross, even though recent improvements have been made to the junction. With current traffic volumes, there is significant congestion for long periods of the day. Unsatisfactory provision exists in the area for safe, enjoyable active travel by commuters, schoolchildren and tourists.

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

6.76 There may be the need to 'partner' some of the developments the route will serve with pockets of land along other parts of the route in Torquay if this becomes a more sustainable solution when the Strategic Environmental Assessment is reviewed every 5 years as part of the Local Plan procedures.

### Objectives:

- Further development should only take place if there are developer contributions that meet the road improvement costs (65%)
- provide safe, continuous, cycling and pedestrian pathways that link key locations that include school positions, community facilities, employment locations and strategic longer links across open countryside to Totnes working with local landowners, Devon County Council and other authorities. *(Stage 2 additional comments)*

6.77 Accordingly:

### Policy PNP22 – Western Corridor

Active travel in the Western Corridor area is encouraged. Financial contributions will be required, as appropriate, from each developer to fund in full necessary active travel, public transport and highway infrastructure.

Community priorities in terms of additional local facilities to be provided as a result of development along the Western Corridor and routes served by it are:

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

Proposals that prevent a) & f) from being achieved will not be approved.

## Yalberton Valley to Blagdon Valley

### Protected Area designation

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

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

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

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

6.81 The Neighbourhood Plan recognises the importance of the upper part of the Valley as an area also needing protection for the valuable contribution it makes to local character and tourism opportunities. Scope for this area as an entity includes:

- The farming industry, agriculture and food production exists throughout the whole length and breadth of the valley. There is a long established history of farming and numerous farming families throughout the valley, which must be protected and preserved against prejudicial development for the future benefit of the whole of the community and Torbay in general;

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

### Areas for Conservation

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

- A submission for Conservation Area designation in terms of these buildings and the environs was submitted to Torbay Council with an understanding that it would be processed in 2012. A decision is still awaited;
- Appropriate protection is further required for an attractive and unspoilt ‘Devon Green Lane’ (known locally as Lidstone Lane or Whitehill Lane) that runs from Lower Yalberton to Byter Mill, Stoke Gabriel.
- In partnership with SHDC, there is a need to define and rationalize any existing and new Local Wildlife Sites

within the Torbay section of Yalberton and Blagdon Valley

#### Orchard and Food Production

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

6.84 Additionally, there are productive areas of farming and horticulture. The whole area is interlinked within an extensive network of species-rich mature traditional hedges and a large number of mature and veteran trees.

#### Objectives:

- The whole Valley has 'Country Park' potential for tourists and locals. (72%)
- Other suggestions received as written comments in Stage 2 that are achievable. *[finalise review]*

6.85 Accordingly:



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

Within the Yalberton and Blagdon Valley area shown on the **inset plan**, the following policy will apply:

- a) safeguarding the whole of the area as a designated Local Green Space in accordance with NPPF 77 because of its importance to the local community and visitors as a place of landscape beauty, historical significance, recreational value, tranquillity and richness of its ecology and wildlife;
- b) working in partnership with neighbouring authorities and wildlife agencies to review all wildlife sites within the Valley and to arrive at any further appropriately comprehensive designations;
- c) treating the area as one of significant geographical importance within the Torbay Geopark area, in view of the Valley's caves, lime kilns, and underground karst system, and making application to include registration of the area as a Devon RIGS (Regionally Important Geographical Site).
- d) progressing the designation of the upper part of the Valley shown on **inset plan** as a Conservation Area in view of its buildings and areas of special architectural and historic importance;
- e) protecting the unspoilt '**Devon Green Lane**' known as Lidstone Lane or Whitehill Lane that runs from **Lower Yalberton to Byter Mill**, Stoke Gabriel *[show on map]*.
- f) encouraging proposals that make good use of the farming and horticulture opportunities and protection of the valley's extensive network of species-rich mature traditional hedges and large number of mature and veteran trees;
- g) promoting the potential designation of the Valley from Blagdon to Yalberton as a 'Country Park' for the use and enjoyment of the local community and tourists

Proposals that prevent a) to g) from being achieved will not be approved.



## **Collaton Village and its environs**

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

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

- within social capacity, and with slow growth so as not to lose, damage, or destroy the village identity and surrounding environment;
- within economic capacity, by providing sufficient local jobs to ensure a stable economy, together with adequate transport facilities;
- within environmental capacity that includes sufficient drainage facilities that prevents water damage to Collaton, Yalberton and Stoke Gabriel properties, sewerage provision that does not cause overflow problems, and roads that can cope with both current and future requirements;
- expanded school facilities would be needed with provision for a car park and pick-up/drop off zone incorporated;
- youth and playspace provision would be needed and could be included in a Village Centre, Village Hall, and open area. In the event of a growing number of children and youths moving into the area, there would be a need for a community building which could also include the necessary medical practices to enhance village facilities.

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

in particular the higher ground in the area, into housing estates which would greatly reduce the number of tourists wanting to come to the area, thereby reducing the economic benefits generated. Currently dangerous road junctions need to be resolved such as Newbarn Farm, Stoke Road / Parkers Arms, and Blagdon Inn (also used for access to holiday chalets and gym/pool facilities).

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

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

Objectives:

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

6.91 Accordingly:

*Inset plan of flood & other constraint locations and where only organic / brown field growth is supported*

*Photo inset – countryside*

*Photo inset of 'entrance' view*

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

Growth of Collaton St Mary has been sporadic and piecemeal over many decades. Foul and surface water disposal and flooding has become a significant problem. Any further development beyond the area shown on the **inset plan** will be supported only where the proposals:

- a) are of a low organic level of growth over the total period of the Plan and only give effective development that grows the village gradually;
- b) must focus and limit any development to re-establishing the village identity by the creation of a village centre, and green space for local activities and necessities, such as the Ocean Garage area.
- c) do not detract from prominent landscape and other local features that give the area its identity and character;
- d) include details that show sufficient capacity exists to accommodate the additional development and not cause any risk of flooding to existing properties. Giving approval with conditions requiring details to be submitted at a later time will not be accepted.
- e) utilise minimal and sustainable existing brown field development
- f) include supporting employment and other facilities required to meet local needs
- g) restrict future growth or development unless, and until, there is a properly costed, financed and achievable infrastructure in place to provide for, and service, such growth and development.
- h) prevent any development creep, or urban creep.
- i) prevent major road development, or new commuter routes, or change to or widening of the existing road network in the village, and prevents 'rat-runs' from arising; and
- j) gives priority at all times to meeting the needs of local residents.

Proposals that prevent a) to j) from being achieved will not be approved.

## **Adjoining Areas**

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

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

- Clennon Valley
- Clifton and Maidenway
- Preston

*Inset plan - all 3 locations as spot points relative to the Town Centre*

*[(%) = results from additional CP input received by Forum]*

### **Clennon Valley**

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

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

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

### **Objectives:**

- Keep all natural landscape features that give the valley its local identity (-).
- Support retention and enhancement of all existing tourist facilities, especially those of Paignton Zoo (-).
- Ensure facilities within the valley that also serve local needs are not lost and are enhanced at every opportunity (-)
- Encourage re-use of the former open storage site at Claylands in a manner that will blend with and complement the natural landscape setting (-)
- Support additional tourist facilities being provided where they will be flood and weather resilient (-)

*Aerial inset - Clennon Valley / Goodrington seafront*

6.97 Accordingly:

### **Policy PNP25 – Clennon Valley**

Within the area of Clennon Valley and Goodrington Seafront shown on the **inset plan**, development proposals will be supported that:

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

Proposals that prevent a) to e) from being achieved will not be approved.

### **Clifton and Maidenway**

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

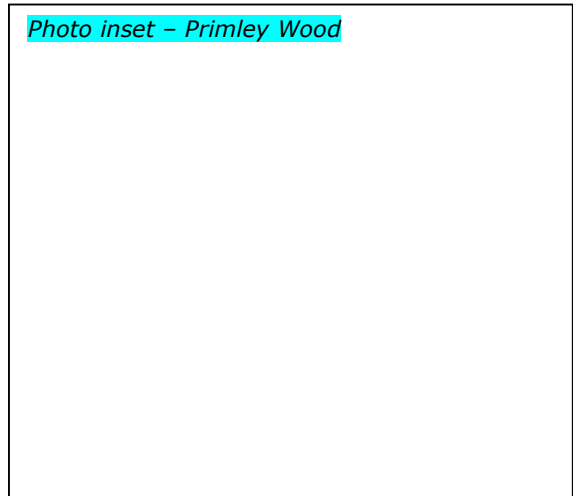
6.99 Primley Wood at the southern end features prominently within views inland and from the sea. A former Marist chapel has also provided a visual reference point from the sea for more than 120 years. Apart from an allotment area there are few local amenities and a need for a community centre.

Objectives:

- Make use of redevelopment opportunities as they arise to achieve the provision of a local community centre (%^?)

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

**Photo inset – Primley Wood**



**Photo inset – Monastery Woods**



6.100 Accordingly:

**Policy PNP26 – Clifton and Maidenway**

Within the Clifton and Maidenway area shown on the inset plan, development proposals will be supported that:

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

Proposals that prevent a) to d) from being achieved will not be approved.

- Create a permanent barbeque area on the Seafront (88%^)
- Continue to focus the (white area) to tourism use (88%^)
- Increase community facilities in the top part of Preston (83%^)
- Create a reef break at Hollicombe Beach to provide surfing opportunities (83%^)
- Have a café in Preston Gardens to encourage more use.(77%^)
- Create a community café in the top part of Preston (73%^)
- Develop Hollicombe beach and park to provide mixed use of café, hotel, other use with improved public gardens and beach (73%^)
- Do not build on land at Sandringham Gardens and Preston Down road (91%^ & 75%^)

**Preston**

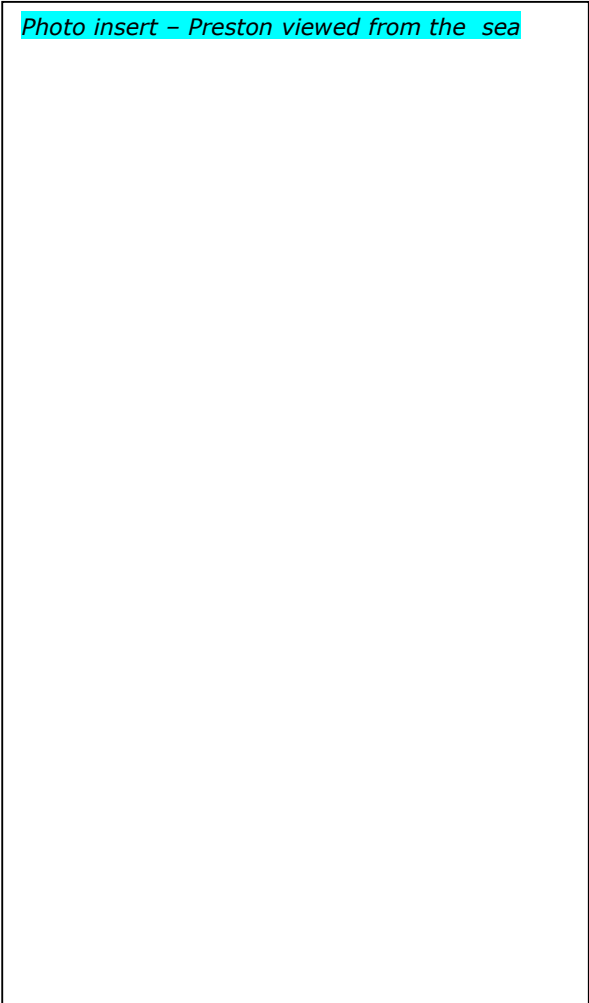
6.101 Contours, woodland areas and seascape give Preston its distinctive character and identity inland and from the sea. Preston seafront, the Green, and district shopping centre provide a range of facilities for local residents and tourists.

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

Objectives:

- Retain toilet facilities at the north end (Seaway Lane) (93%^)
- More use should be made of Preston Gardens (91%^)
- Improve the seafront with a recreation and sports focus (88%^)

*Photo insert – Preston viewed from the sea*



6.103 Accordingly:

**Policy PNP27 – Preston**

Within the Preston area shown on the **inset plan**, development proposals will be supported that:

- a) retain and protect Preston Green and land shown at Sandringham Gardens and Preston Down Road as designated Local Green Space;
- b) make more of Oldway Mansion and grounds as a tourist attraction with enhanced facilities for local residents;
- c) continue to focus tourism use in the **areas shown** and improve the seafront with a recreation and sports focus that include:-
  - (i) public toilet facilities retained at Seaway Lane;
  - (ii) more use of Preston Gardens, to include a café;
  - (iii) a barbeque area on the seafront;
  - (iv) mixed use café, hotel and other facilities at Hollicombe, to include investigating the provision of a reef break to provide surfing opportunities;
- d) increase the provision of community facilities in the top part of Preston, to include a community café.

Proposals that prevent a) to d) and i) to iv) from being achieved will not be approved.

*Photo insert – view across town from Preston Down Road*

*Map insert – key locations referred to*

*Photo insert – Oldway Mansion*

End of Part 6

## **PART 7: COMMUNITY PARTNERSHIP AREAS**

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*[Highlight any specific objectives, projects and actions outside of the Core Areas. Depending on the amount of content, this could be done as one section, on one page, or by giving a page to each of the Community Partnership Areas.]*

*The Stage 1 SWOT results and Stage 2 Key Areas outcome provide information for the Community Partnerships to use alongside any other information source identified to be appropriate. The scope of assessment should include the following, and any proposals for approval expressed in a way that clarifies how they would be achieved through specific actions.]*

Description of the CP area

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

*[Any supplementary community engagement carried out by a Community Partnership must record who was consulted, when they were consulted, how the consultation was undertaken, and the results made available to the Forum in a form that is able to demonstrate for comparison the same information about the respondents as achieved in Stage 2.]*

This Section will include:

- Proposals in St Michaels area
- Proposals in other locations where they are of help to the context but would not otherwise be appropriate for inclusion in a Neighbourhood Plan.

## **PART 8: DELIVERY**

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*[This section will highlight who will be responsible for delivering the identified projects, how they may be funded and the phasing of those projects. It should also set out monitoring procedures following the delivery of the plan.]*



## **APPENDICIES**

*1 – Glossary of terms used*

*2 – Lists of sites in particular Policies eg housing, heritage buildings, retail frontage*

End