



# **Brixham Peninsula Neighbourhood Plan**

## **Summary Document**

2012–2030 and beyond

*"Protecting the Green – Ensuring the Future"*

**This document has been prepared to assist in the Pre-Submission Stage of the Neighbourhood Plan (Regulation 14). It provides the background to the Plan, the proposed policies with accompanying maps and key projects identified through this process. For the justification of the above and further details please consult the full plan at [www.brixhampeninsula.com](http://www.brixhampeninsula.com)**

**Hard reference copies are also available to view at:** Brixham Town Council, the libraries in Churston and Brixham, The Bay Coffee Company The Quay Brixham, Churston Court Hotel, The Manor Inn Galmpton, Caroline's Kitchen at Churston Farm Shop, Brixham Rugby Club, Brixham Yacht Club, Churston Ferrers Grammar School, Guardhouse Cafe, Berry Head, Churston Golf Club and at various events during the consultation period 28<sup>th</sup> January 2017-11<sup>th</sup> March 2017 (see flyer, poster or website for more details).

**SHOULD YOU WISH TO COMMENT ON THE DRAFT  
NEIGHBOURHOOD PLAN PLEASE REFER TO THE FULL PLAN  
BEFORE SUBMITTING YOUR COMMENTS.  
PLEASE USE THE ATTACHED RESPONSE FORM OR FEEDBACK  
ONLINE AT THE ABOVE WEBSITE BY 11<sup>TH</sup> March 2017.**

**MANY THANKS!**

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Overview Allocation Map

Response Form

## List of Documents

The Full Brixham Peninsula Neighbourhood Plan comprises the following documents:

1. Policy Document
2. Allocation Maps
3. Housing Site Assessment
4. Employment Site Assessment
5. Greenspace Site Assessment
6. Broadsands Village Design Statement
7. Churston Village Design Statement
8. Galmpton Village Design Statement
9. Brixham Town Design Statement
10. Brixham Town Centre Master Plan.

In addition, there are three supporting documents:

- Habitat Regulation Assessment Screening prepared by AECOM
- Strategic Environmental Assessment prepared by AECOM
- Housing Site Assessment prepared by AECOM.

**Please note the numbering of this summary document aligns with the numbering of the policy document and as it is an abridged version the numbering is not therefore sequential.**

This Plan has been compiled by the Working Group of the Brixham Peninsula Neighbourhood Forum, which has comprised Jackie Stockman (Chairman), Adam Billings (Vice Chairman), Will Baker, Helen Boyles, Sue Dawes, Brian Harland, Geoff Melbourne, Brian Payne, Mona Stock along with Tracey Cabache of the Torbay CDT using evidence gathered from the community during the process. The Chair and Vice Chair would like to acknowledge the huge commitment from all concerned and in particular Will Baker for his efforts pulling the documents together.

## **Preface**

Since the Brixham Town Design Statement was published in 2010 work has been carried out on a Neighbourhood plan that encompasses the whole of the Brixham Peninsula to bring a collective community approach to deciding what kind of development is required to secure a sustainable future for our area. Neighbourhood Planning provides our communities with the opportunity to direct and manage development for the foreseeable future by the careful planning of how such land that is still available can be developed in ways that will benefit all who live here. From our consultations to date, we know that the people of Brixham Town, the villages of Churston and Galmpton and the community of Broadsands have already expressed a desire for sensitive developments across our Peninsula with this proviso: that all new development must not damage our way of life and the characteristics of the neighbourhood that make it unique.

Our plan will be a guide for all developments that will regenerate and enhance, especially those areas that we wish to improve, whilst avoiding harm to what we value. We need to create jobs and affordable housing to ensure a more balanced community, reducing commuting, sustaining our infrastructure and improving our health and well-being. We also have a clear duty to enhance our environment, protect our wildlife, preserve our open spaces and celebrate our heritage. With this as our mission we also need to ensure that all planned developments are economically sustainable and that they will help our key industries prosper, especially fishing, tourism, agriculture and light industry.

Our aim is to attract more young families to come and live here. Families need good jobs and decent homes, so employment and housing have been our key priorities in the plan. Without decent levels of income the community will not be sustainable or vibrant. This plan identifies projects that could be achieved to enhance our area and create jobs and it also points the way for developers to propose plans that are compatible with protecting our environment and improving the lives of all who live here. Throughout our work we have retained a strong sense of the character of our Peninsula and strived to ensure that all our development plans are sustainable and will ensure that we retain the “special” qualities and characteristics that attract residents and visitors alike.

This plan, created by the community, is for both the present and the future, our children’s future. It seeks to achieve this by:

**“ensuring that better lives for us don’t mean worse lives for future generations”.**

## **1 Introduction**

- 1.0.1 Guided by frequent community engagement events, in general conformity with the Adopted Torbay Local Plan 2012–2030, “A Landscape for Success” and shaped by the National Planning Policy Framework (NPPF) of 2012, the Brixham Peninsula Neighbourhood Plan has been produced by volunteers from the communities of Brixham Town, Churston, Galmpton and Broadsands.
- 1.0.2 By adopting a holistic approach, this plan promotes new sustainable development, whilst still protecting and enhancing our vital industries and our environment, heritage and local character. In this way, our communities can be both the governors and the beneficiaries of Neighbourhood development.
- 1.0.3 This has been achieved by devising policies that seek to meet our need for more homes, to sustain and improve our economic progress, protect, conserve and enrich our environment and heritage, enhance our infrastructure, and improve the health and well-being of all who live here as well as those who visit our Peninsula.
- 1.0.4 A Neighbourhood Plan is essentially aimed at producing a realistic blueprint for planning how to achieve optimal use of the remaining land available for development. It has proved crucial that we understand the relationship between land use for homes and employment with topics such as health for all ages, sport, education, food production, flood prevention, heritage, art and culture all as vital factors when considering the need to preserve our green spaces, protect our ecologies, enhance our communities and retain the essential characteristics of our Peninsula.
- 1.0.5 During the production of this plan, the Town of Brixham and each of the three villages of Churston, Galmpton and Broadsands have produced their own Design Statements. Each Design Statement identifies specifically which design features and characteristics define the uniqueness, character and identity of each area. In this way, our communities have laid down explicit guidelines on how to ensure future development will protect and enhance the scale of local features, fit in with dominant architecture and enhance that which inspires us to care passionately about the future of our area. Where plans include the necessary improvements to infrastructure that may be needed, presumption will be in favour of sustainable developments where proposals are being appropriately situated, designed and constrained in accordance with our Design Statements.
- 1.0.6 This will increase the likelihood that the needs, aspirations and optimism of our communities will be reflected in whatever developments are being proposed.
- 1.0.7 The value of combining the needs and aspirations of the town of Brixham with those of the three surrounding communities of Churston, Galmpton and Broadsands has proved challenging at times, but mostly it has focussed all of our attention on the nature of our Peninsula and the aspirations we all share. The fact is that we share the same constricting gateway, the difficult road junction at Windy Corner, and we know that what affects the villages affects the town and vice versa. We share many of the economic, travel, demographic and environmental issues, all of which supports the decision we made to work together.
- 1.0.8 Lastly, in finite terms this plan seeks to address many conflicting demands and agendas over the prescribed period, 2012–2030. But throughout its development, as with the Design Statements that are not for a fixed term, we have sought to seek solutions and create new ideas that will shape the future for several generations to come. Our rationale here, guided by the NPPF definition of sustainability, means it is not merely economic development and future

land use that must be sustainable, but that the welfare and well-being of all who inhabit the area, including our endangered species, must also be planned for in a sustainable way.

## **2 Rationale for a holistic approach to Neighbourhood Planning**

- 2.0.1 As stated in the introduction, the essence of neighbourhood planning is about engaging communities, localities and neighbourhoods in designating space for development.
- 2.0.2 The primary drivers are to provide new homes and grow the local economy.
- 2.0.3 This has to be achieved along with community aspiration for demographic change, economic resilience, better opportunities for its children and young people, improvements in health and well-being, environmental protection and, key to it all, more and better homes and opportunities for all who live and/or work here.
- 2.0.4 The Localism Act<sup>1</sup> provided the legal framework to inspire a sense of devolution of decision-making powers from central government to communities and individuals.
- 2.0.5 When considering how this can be achieved within finite boundaries, geographic, environmental and economic, it becomes obvious that a holistic approach is needed.
- 2.0.6 All developments on a peninsula present particular constraints, not least that of being surrounded by the sea on three sides. Hence movement of people on and off and around the Peninsula, the limited amount of land available for housing development, opportunities for commercial and industrial development (more jobs) and population growth are all severely restricted by the lack of available space.
- 2.0.7 Combined with a fierce community spirit of protection (not just nimbyism!) of what it is that makes the Peninsula desirable and most appealing to visitors who inject so much into the local economy, conservation and preservation are high on the agenda for everyone.
- 2.0.8 Only by linking this to health and well-being, community vitality and the need to ensure space for better opportunities for both education, culture and play for all age groups can we assess how best to allocate the space we have left. Only in this way can we devise a plan that is genuinely sustainable.

## **3 New jobs and new homes for the Brixham Peninsula**

- 3.0.1 **"Brixham is expected to provide sufficient land to enable delivery of at least 2,700 square metres of employment floor space and 660 new homes over the Plan period.**
- 3.0.2 **Such development will only be acceptable if it can be accommodated without prejudicing the integrity of the Area of Outstanding Natural Beauty (AONB) and Special Areas of Conservation, and provided that the interests of priority species, such as the Greater Horseshoe Bat and Cirl Buntings, can be safeguarded."**<sup>2</sup>

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<sup>1</sup> The Localism Act 2011.

<sup>2</sup> Adopted Torbay Local Plan 2012–2030, page 126.

### **3.1 Introduction**

- 3.1.1 At the heart of the NPPF is a presumption in favour of sustainable development.<sup>3</sup> It further states<sup>4</sup> that policies in Local Plans should follow the approach of the presumption in favour of sustainable development so that it is clear that development which is sustainable can be approved without delay. Furthermore, the NPPF states<sup>5</sup> that neighbourhoods should develop plans that support the strategic development needs set out in Local Plans, including policies for housing and economic development. The Brixham Peninsula Neighbourhood Forum fully supports the principle of sustainable development.
- 3.1.2 In determining the most suitable locations for new dwellings, the local population has expressed a preference that:
- A sequential approach should be taken with regard to preferred sites for housing development, brownfield sites being preferred in the first instance only followed by greenfield sites that have the least environmental impact.
- 3.1.3 The green environment is protected from development to maintain the outstanding landscape of the Brixham Peninsula. In particular, the AONB should be protected in accordance with the local planning guidance<sup>6</sup> and national policy.<sup>7</sup> The green wedges between our villages will be protected from development to preserve the individual village characteristics, retain settlement boundaries and retain the semi-rural nature of their surroundings. Vitally, they are the only space left for agricultural development that ensures local production of food can continue.
- 3.1.4 With regard to the type of housing, the local population has expressed a preference for:
- The delivery of more affordable units in major developments so that the young people of the Peninsula are not forced out of the area by rising house prices.
  - Good design which is deemed essential to all new build. This demand is fully in accord with the NPPF where it states that: "Good design is a key aspect of sustainable development, is indivisible from planning, and should contribute positively to making places better for people".<sup>8</sup>
  - An appropriate mix of housing types, family homes, bungalows and flats in certain locations to meet the needs of the community.
  - The regulation of housing colours, materials, quality of buildings, height and character.
- 3.1.5 This Neighbourhood Plan seeks to achieve this balance between the demand for growth and the requirement to retain the special characteristics of our Peninsula that define its potential and its unique status. Policies that encourage development for both new homes and new employment opportunities will conform to policy C1 in the Adopted Torbay Local Plan 2012–2030, hereafter referred to as the Local Plan.

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<sup>3</sup> National Planning Policy Framework 2012, para 14.

<sup>4</sup> National Planning Policy Framework 2012, para 15.

<sup>5</sup> National Planning Policy Framework 2012, para 16.

<sup>6</sup> South Devon Area of Outstanding Natural Beauty Planning Guidance 2016.

<sup>7</sup> Areas of Outstanding Natural Beauty: Natural England's role (published 6 January 2015).

<sup>8</sup> National Planning Policy Framework 2012, page 14, para 56.

- 3.1.6 **NB. When reading any of the following policies within this plan, it is taken for granted that each policy specification automatically adopts all the provisos of the other policies in the plan. This is merely to avoid repetition of phrases such as "Subject to the other policies herein, this policy states, etc."**.

## **4 General policy: the future (F) – planning ahead**

### **Policy F1: Future strategy – a community-led response to change**

- 4.0.1 Future strategic development proposals not identified within this Neighbourhood Plan will be considered by the Brixham Peninsula Neighbourhood Forum before the Local Planning Authority provides pre-application advice or determines any planning application. When providing pre-application advice or determining applications the Local Planning Authority will pay close regard to the Forum's recommendations.
- 4.0.2 In this context "strategic development proposals" are those which are not set out in this plan and involve either:
- new sites; or
  - different uses for existing sites
- and are for proposals of:
- 10 or more homes; or
  - 200sqm of employment floor space.
- 4.0.3 In making recommendations the Forum will have regard to the views of Brixham Town Council, the Brixham Community Partnership and the Churston, Galmpton and Broadsands Community Partnership.
- 4.0.4 **Justification for Policy F1.** This Neighbourhood Plan has been the product of very extensive community engagement over a period of in excess of 5 years. It has the widespread support of the local community and it is important that proposals not in this plan are subject to the same rigorous assessment processes.
- 4.0.5 Rigorous assessment of development proposals is not about preventing development. Rather it is about enabling development and ensuring the right type of development actually comes forward.
- 4.0.6 Recent experiences in Brixham Town and in Churston have shown that development proposals can divide opinion. Hence, this policy seeks to ensure community feedback to development proposals from an early stage so that community input can shape development and that in turn the development can enjoy community support.
- 4.0.7 This Neighbourhood Plan supports sustainable development which will benefit the community and it is considered that community involvement is the best way to achieve this.

## 5 Employment policies for creating jobs (J) –“ensuring the future”

### 5.1 Plan-wide policies

#### Policy J1: Employment land – proposed, retained and refurbished

- 5.1.1 Employment land, commercial and business premises are to be retained for Class B uses unless there is no reasonable prospect of the site being used for employment purposes on grounds of viability. Viability to be proven by evidence of attempts to lease or sell premises at a reasonable market rate for a minimum of six months.
- 5.1.2 Projects that increase the diversity of industries within the town or promote key industries will be supported as will new leisure facilities which bring new employment to the sites identified. Development on brownfield sites in preference to greenfield sites will be promoted and supported. Those developments that generate permanent jobs will be viewed favourably provided that they can be accommodated without prejudicing the integrity of the AONB, Special Areas of Conservation and the Coastal Preservation Area.
- 5.1.3 The sites set out in Table 1 below and on the accompanying Allocation Map are allocated for employment development. This is to ensure that this plan is in general conformity with Local Plan Policy SDB1 by providing over the plan period 2012 to 2030 for a minimum of 2,700 sqm of new employment floor space.
- 5.1.4 Further details on these allocated employment sites, including detailed maps of each site, are provided in the Employment Site Assessment, Document 4, which has informed Policy J1.

*Table 1: Allocated employment sites.*

<b>Identified sites</b>	
<b>Site Address</b>	<b>Yield (sqm)</b>
E1 – 1: Galmpton Sewage Works	3,000
E1 – 2: Broadsands Beach behind promenade	
E1 – 3: Oxen Cove and Freshwater Quarry	2000
E1 – 4: Torbay Trading Estate	186
E1 – 5: 74 New Road	93
E1 – 6: Brixham Town Centre	500
E1 – 7: Northcliffe Hotel	
<b>Total</b>	<b>5779</b>

## **Policy J2: Provision of information and communication technology**

- 5.1.9 Where recently established and emerging new communications technologies are not currently available, major developments will be required to install the necessary infrastructure. Wherever possible, information and communication technology will be installed as necessary in line with Local Plan Policy IF1. Such state-of-the-art communications infrastructure will be included in commercial and business proposals, including mixed housing live/work developments. Where this is not possible development will ensure that its future installation will be catered for in new development plans.

## **Policy J3: Local employment – traditional training and skills**

- 5.1.12 Major new developments (those that seek to employ 10 or more staff) are strongly encouraged and will be supported to link with local educational/training facilities, including South Devon University Technical College. Provision of apprenticeships and training for future job opportunities on the Peninsula will be encouraged and strongly supported.

## **Policy J4: Local employment – increased employment and local amenity**

- 5.1.16 Development of start-up businesses or incubation units will be supported within settlement boundaries and where the proposal also complies with Policy J8.
- 5.1.17 Home-based jobs, web-based commerce, live/work units and work hubs providing/facilitating an increase in employment will be particularly welcomed. Development will not be allowed which generates unacceptable noise, air pollution, levels of traffic or where the residential amenity of the area will be adversely affected.
- 5.1.18 Where a new employment development has 10 or more workers, travel planning is strongly encouraged to ensure that staff travel is made sustainable (e.g. via car share, public transport, bicycle, use of park and ride and walking).

## **5.2 Area-specific employment policies for Brixham**

### **Policy J5: Sustaining a vibrant harbour-side economy**

- 5.2.1 Brixham Harbour shall be maintained and further developed as a working harbour, to support the harbour-based economy and harbour-side businesses, and to safeguard the town's heritage and image. Support will be given to applications for a range of fishing and marine-related developments, including shellfish processing on the Harbour Estate that would benefit the fishing industry and harbour-side economy. Developments around the harbour will comply with Local Plan Policy TO3 but will not rely on the construction of a Northern Arm Breakwater as a prerequisite to new developments. Investigating the feasibility of this long-term project will be actively pursued.

### **Policy J6: Redevelopment of the Town Centre Car Park and surrounding area**

- 5.2.5 A full planning brief/master plan should be undertaken as part of any development proposal to ensure that a satisfactory and comprehensive approach is taken that ensures the safeguarding of our heritage and designated conservation zone, hence maintaining the local character and the town's attractiveness as a tourist destination. Access, connectivity, transport issues and design characteristics will be addressed in any initial development proposal.
- 5.2.6 Initial guidance can be obtained from the evolving Town Centre Master Plan.

### **Policy J7: Oxen Cove and Freshwater Quarry**

- 5.2.12 A full planning brief/master plan should be undertaken as part of any development proposal to ensure that a satisfactory and comprehensive approach is taken that safeguards heritage, environment and Brixham as a major tourist destination. Access and transport issues will be expected to be addressed in any initial development proposal and should include the potential short re-alignment route of the South Devon Coastal Path.
- 5.2.13 Design and development options should be informed by the Port Master Plan and the evolving Town Centre Master Plan.

## **5.3 Area-specific employment policies for Churston, Galmpton and Broadsands**

### **Policy J8: Employment in the three villages of Churston, Galmpton and Broadsands**

- 5.3.1 New employment development in the three villages should respect the sensitive countryside and coastal setting of the Peninsula. Employment proposals should relate to the scale and nature of the existing communities and villages of Churston, Galmpton and Broadsands.
- 5.3.2 Small-scale, sensitively designed proposals which provide local employment opportunities appropriate to the countryside<sup>9</sup> and the rural economy (such as rural crafts, farming, heritage, marine, tourism, outdoor leisure and recreation) will be supported. There should be no adverse impact on the character of the village or amenity of residents. Any traffic generated should not adversely impact on the villages, either through impacts on their tranquillity and rural character, their environment or through impacts on the narrow lanes including the safety of vulnerable road users.
- 5.3.4 Following our consultation exercises and events a number of priority projects have emerged that are included as Appendix 2 to this document. They provide clear examples of how planning policy from this Neighbourhood Plan can realise developments deemed critical to improving the economy of our Peninsula whilst protecting its environmental assets and improving community well-being.

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<sup>9</sup>Adopted Torbay Local Plan, Policy C1, Countryside and the rural economy.

## 6 Housing policies (H) –ensuring homes for future generations

### Policy H1: Affordable housing

- 6.0.1 Affordable homes will be provided in new developments as a proportion of new open market homes as per the ratios set out in the Local Plan.
- 6.0.2 Provision of affordable homes is preferred on site and integrated into the new development.
- 6.0.3 However, where it is determined that a larger number of affordable houses could be provided by payment of a commuted sum rather than on-site provision, a commuted sum may be paid but only where it can be directly allocated to the provision of affordable homes within the Peninsula.

### Policy H2: Allocation of new affordable homes

- 6.0.7 Affordable houses in the Peninsula shall only be occupied by persons (and their dependants) whose housing needs are not met by the market and:
- who have had a minimum period of 5 years in the last 10 years of permanent and continuous residence in the Peninsula and are currently living in the Peninsula; or
  - who have lived in the Peninsula for at least 5 years and whose parents or children are currently living here and have at least 10 years continuous residency; or
  - who are a key worker as defined by the UK Government and are working within the Peninsula.
- 6.0.8 Where persons cannot be found to meet these criteria, affordable housing may be occupied by people and their dependants whose housing needs are not met by the market. These occupancy requirements shall apply in perpetuity, and be the subject of a legal agreement negotiated during the planning process on any development of affordable housing.

### Policy H3: Delivery of new homes

- 6.0.10 The sites set out in Table 2 below and on the accompanying Allocation Map are allocated for housing development. This is to ensure this plan is in general conformity with Local Plan Policy SDB1 by providing over the plan period 2012 to 2030 and beyond for a minimum of 660 new homes.
- 6.0.11 These sites are all considered “deliverable” in line with the definition at note 11 to paragraph 47 of the NPPF.
- 6.0.12 Further detail on these allocated housing sites including detailed maps of each site is provided in the Housing Site Assessment, Document 3 which has informed Policy H3. That document also describes other sites that were considered but have been rejected and sets out the reasons for their rejection.

Table 2: Allocated housing sites.

Neighbourhood Plan Reference		Site Name	Homes
<b>Committed Sites</b>			
<b>Brixham Town</b>			
	H3 – C1	Wall Park Holiday Camp	173
	H3 – C2	Sharkham Village	31
	H3 – C3	Fishcombe	30
	H3 – C4	Kings Drive	22
	H3 – C5	Douglas Avenue	12
	H3 – C6	Bakers Hill	6
<b>Churston, Galmpton and Broadsands</b>			
	H3 – C7	Churston Court Barns	9
	H3 – C8	Gliddon Ford	9
	H3 – C9	5 Broadsands Road	8
	H3 – C10	Broadsands House	6
<b>Total</b>			<b>306</b>
<b>Windfall Sites</b>			<b>234</b>
<b>Identified Sites</b>			
<b>Brixham Town</b>			
	H3 – I1	Town Centre Car Park	25
	H3 – I2	St Mary's/Old Dairy	25
	H3 – I3	St Kilda	20
	H3 – I4	Northcliffe Hotel	15
	H3 – I5	Torbay Trading Estate	15
	H3 – I6	Oxen Cove and Freshwater Quarry	10
	H3 – I7	Brixham Police Station	7
<b>Churston, Galmpton and Broadsands</b>			
	H3 – I8	Waterside Quarry	10
	H3 – I9	Knapman's Yard	6
<b>Total</b>			<b>133</b>
<b>Total Sites</b>			<b>673</b>

Table 3: Rejected housing sites

<b>Brixham Town</b>		
	H3 – R1	Wall Park Extensions
	H3 – R2	Berry Head Road
	H3 – R3	Upton Manor Farm Campsite
	H3 – R4	Shoalstone Overflow Car Park
	H3 – R5	Kings Barton
	H3 – R6	Beverley Court
<b>Churston, Galmpton and Broadsands</b>		
	H3 – R7	White Rock Extensions
	H3 – R8	Churston Golf Club
	H3 – R9	Brokenbury
	H3 – R10	Field adjacent Greenway Road/ Greenway Park
	H3 – R11	Pilgrim Friend land at Churston aka Archery Field
	H3 – R12	The Piggery
	H3 – R13	Land adjacent Ferrers Green
	H3 – R14	Mathill Road
	H3 – R15	Copythorne Road

#### **Policy H4: Brownfield and greenfield sites**

6.0.14 Development on brownfield sites in preference to greenfield sites will be promoted and supported. Should sufficient or suitable brownfield land be demonstrated to not be available for a development, then the use of greenfield land which has the least visual and ecological impact may be acceptable if it complies with all other policy in this Plan.

#### **Policy H5: Retention of local character**

6.0.16 Development should retain the distinctive character of the area in general and the site in particular. It should be in keeping with its surroundings in character, scale, design, height, density and landscaping. Local building materials should be used. Colours should be chosen from a local palette. All development should comply with and reflect design guidance as described in the Brixham Town Design Statement and those of the three villages of Churston, Galmpton and Broadsands.

6.0.17 The Village and Town Design Statements themselves, Documents 6 to 9 respectively, contain policy guidance and have informed Policy H5.

## **Policy H6: Roofscape and dormer management**

- 6.0.19 Under Article 4 of the General Development Order, within the area covered by this Neighbourhood Plan, where permitted development rights would normally apply, this policy adds the following conditions and limitations to control impact and to protect local amenity.
- 6.0.20 Dormers will only be approved where they:
- are modestly scaled
  - are subservient to the roofscape, by being below the ridge line and set in from the sides and eaves lines
  - are sympathetic to the original fascia and eaves and retain traditional roof features (such as chimney stacks)
  - do not include inappropriate projecting roof features (such as Juliette balconies or extractor fans)
  - use traditional materials and methods of fixing which are consistent with the local character of the area
  - include windows that are subordinate in size, aligned to the windows below and sympathetic to traditional fenestration in materials, form and expression
  - do not result in a detrimental impact to neighbouring residential amenity.
- 6.0.21 Design construction should reflect the traditional, intrinsic qualities of the original building.
- 6.0.22 Large roof lights or solar panels can be as visually harmful as poorly designed dormer windows. They should be carefully designed and positioned to avoid impacting on the appearance of a building, particularly where they are not a characteristic feature in the area.

## **Policy H7: Sustainable construction**

- 6.0.25 New development should incorporate the latest developments in sustainable construction, adaptive technologies, eco-innovation and other measures to combat climate change and enable sustainable lifestyles.

## **Policy H8: Noise and light pollution**

- 6.0.27 New development throughout the Peninsula will accord with Policy DE3 of the Local Plan. Additional consideration will be required where any development could impact detrimentally upon the nightscapes, soundscapes and natural tranquillity of the South Devon AONB.<sup>10</sup>

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<sup>10</sup>South Devon AONB Planning Guidance, Section 2, 2016.

## **Policy H9: Access to new dwellings**

6.0.29 No more than five dwellings shall be accessed off an existing unadopted highway.

## **7 The natural environment (E) –“protecting the green”**

### **Policy E1: Landscape beauty and protected areas**

- 7.0.1 The natural beauty, landscape character, tranquillity and biodiversity of the Brixham Peninsula will be preserved and enhanced as required by national and local planning policy. New development will respect and wherever possible enhance its natural assets.
- 7.0.2 Designated landscapes including the Area of Outstanding Natural Beauty (AONB), the Coastal Preservation Area (CPA) and its Geopark status will be protected. Prevailing national and local policies will be rigorously and consistently applied.
- 7.0.3 Any development within the AONB will conform to The South Devon AONB Planning Guidance.
- 7.0.4 Outside of the urban area boundary of Brixham and the village envelopes of Churston, Galmpton and Broadsands, priority will be given to protecting and enhancing the countryside from inappropriate development.

### **Policy E2: Settlement boundaries**

- 7.0.15 Settlement boundaries are defined by this Neighbourhood Plan for the respective settlements of the Town of Brixham and the three villages of Churston, Galmpton and Broadsands. They are shown on the accompanying Allocation Maps in Document 2.
- 7.0.16 The Village and Town Design Statements, Documents 6 to 9 respectively, have informed Policy E2. Proposals for sustainable developments within settlement boundaries will be supported where developments retain the local character in accordance with Neighbourhood Plan Policy H5 and follow the guidelines described in the relevant Village or Town Design Statement.
- 7.0.17 Outside of the settlement boundaries, development will need to comply with Local Plan Policy C1 and other relevant policies for landscape and biodiversity protection.
- 7.0.18 Areas outside settlement boundaries will be treated as open countryside where development will only be supported where it serves or supports the following:
- development that has an operational need for a countryside location such as for agricultural, horticultural or forestry operations or dwellings for their workforces
  - there is a need for replacement buildings of similar size
  - small-scale and low-impact rural/farm diversification schemes appropriate to the site, location and its rural setting

- the conversion and/or reuse of existing rural buildings that are permanent structures and can be reused without major reconstruction
- the expansion of existing buildings to facilitate the growth of established businesses proportionate to the original nature and scale of the site and its rural setting
- extensions and alterations to dwellings are restricted to add no more than 20% floor area to the original building
- affordable housing proposed for an exception site are specifically to meet local need in accord with Neighbourhood Plan Policy H2
- facilities for outdoor sport and recreation are appropriate to the rural setting and do not generate unacceptable levels of traffic onto unsuitable roads.

### **Policy E3: Green wedges**

- 7.0.26 The green wedges separating the towns of Paignton and Brixham and the villages of Churston, Galmpton and Broadsands must be preserved as valued countryside to prevent the merging of settlements.
- 7.0.27 Development on the edge of the villages, within the settlement boundaries, should present a “soft edge” to the wider landscape. This means that the development should be no more than two storeys high, and have garden areas with native tree planting to screen and blend in with hedgerow boundaries where possible.
- 7.0.28 A map delineating some of the most important green wedges is provided in Appendix 3 to this document. This map is not presented as an exhaustive description of all green wedges but is intended to identify green wedges to illustrate by way of example how this policy should be applied.

### **Policy E4: Local Green Spaces**

- 7.0.30 The sites set out in Table 4 below and shown on the accompanying maps in the Green Site Assessment, Document 5, are allocated Local Green Spaces (LGS), as defined in the NPPF<sup>11</sup> and designated as such by the community. They will be protected beyond the lifespan of this Neighbourhood Plan. Development within a LGS will only be permitted in “very special circumstances”<sup>12</sup> and would require robust justification on grounds of specific benefit to the community. For example, where the proposal would enhance recreational, sport or leisure facilities and provided it met stringent design and environmental requirements it may be viewed favourably.
- 7.0.31 In general each site designated a LGS is deemed by both the local community and visitors alike to be irreplaceable, of significant recreational value, to have a unique and fine view, or to be of special historic, wildlife or cultural importance.

<sup>11</sup> National Planning Policy Framework 2012, page 18, paras 76 and 77.

<sup>12</sup> National Planning Policy Framework 2012, page 18, para 76.

7.0.32 Further details on these LGS sites including detailed maps of each site is provided in the Green Space Site Assessment, Document 5, which has informed Policy J4.

*Table 4: LGS sites and the justification for their designation.*

**E4 – 1: Ash Hole Woods.** A small woodland area which encloses the entrance to Ash Hole Cavern, a Devonian period limestone cave of great archaeological and geological importance. As such the cavern itself was designated as a Scheduled Ancient Monument (No 33206), and the surrounding woodland designated as an Urban Landscape Protection Area in light of its unspoilt character and conservation interest. It is of importance as a buffer between the built-up areas and the designated Berry Head coastal landscape and is of ecological significance.

**E4 – 2: Astley Park.** A well-used recreational area on level ground, home to the thriving Brixham Rugby Club since 1896, with pitches for match play and adjacent training grounds. This ground has special historical significance to the game, as rugby was first played in the town in 1875 (formerly on Furzham Green) when Brixham became a founder member of the Devon RFU. In 1934 the ground was donated by local landowners to the club for its use in perpetuity. The park is also the site for many community events.

**E4 – 3: Battery Gardens.** A site of great historical importance as well as aesthetic, natural and ecological value, home to the Brixham Battery Heritage Centre and coastal defences built in 1940. The whole area also commands stunning views across Torbay and to the west to Churston Cove to which it connects via the South West Coast Path.

**E4 – 4: Berry Head Country Park.** A unique area with many special designations to protect its rare species of flora and fauna of national importance as well as its geological status as part of Torbay's "Geopark", its historic siting of two Napoleonic forts that command fine views across Torbay to the north and as far as Portland Bill to the east, ensuring its significance as a SAC in perpetuity.

**E4 – 5: Bonsey Rose Gardens.** A small area of cultivated garden treasured by all due to its cliff-edge position which commands incomparable stunning views across Torbay.

**E4 – 6: Brixham Cricket Ground.** Occupying a unique location on specially levelled ground, a scarce resource in or around the Town Council boundary, the new home to a thriving cricket club which was founded in 1934. Its facilities are used by local schools and youth organisations as well as match play, the ground also being used for family fun days and other community activities.

**E4 – 7: Churston Golf Course.** Founded in 1890, subsequently re-designed by the great Harry Colt, Churston Golf Course is of international importance to the sport, of enormous landscape value, commanding irreplaceable panoramic views and harbouring a wide array of flora and fauna including several protected species. Of huge value to golfers, naturalists, casual walkers as well as being of exceptional amenity value to all, including those tackling the South West Coast Path which delineates its seaward boundary.

**E4 – 8: Elberry Headland.** This large area of uninterrupted coastal landscape falls within the South Devon AONB and commands outstanding views across Torbay. Its eastern boundary being a section of the South West Coast Path, the area is used daily all year round for recreational purposes and also contains the Broadsands pitch-and-putt golf course.

**E4 – 9: Furzham Greens.** These three linked recreation areas are of exceptional community value, not least for their incomparable uninterrupted views eastwards across the outer harbour towards Berry Head cliffs and the open sea. As a community voluntary group, the award winning "Friends of Furzham Green" are dedicated to caring for these areas by developing management policies, protecting them against misuse, notifying the community of all events related to the greens and, at a practical level, taking full responsibility for the planting and upkeep of the flower beds when local authority funding was withdrawn.

The Higher Green also accommodates Furzeham Bowling Club green, a children's play area funded by Section 106 monies and has functioned as the Furzeham Primary School playing field since 1889.

**E4 – 10: Jubilee Gardens.** Commanding irreplaceable panoramic views across the Bay, this small area of garden is much used by tourist and resident alike as an enclave of peace and tranquillity in close proximity to Breakwater Beach and the Ranscombe area of the town.

**E4 – 11: Marridge Woods.** This area of woodland boasts wonderful uninterrupted sea views from various points, is a haven for wildlife along its cliff-top location, is traversed by the South West Coast Path and its intervisibility is as remarkable as its prominence along the coastline as viewed from the sea.

**E4 – 12: Shoalstone.** This area surrounds a stunning "Art Deco" icon of the South Devon coastline, Shoalstone Pool. This has been a much used recreational amenity for locals and visitors alike since its construction in 1926. Throughout its history, its survival has been entirely dependent on practical and financial support from generations of local communities, none more than today where its very existence owes itself to massive community support.

**E4 – 13: St Mary's Churchyard.** A site of huge community importance and historic value used daily as an area of peace, tranquillity and reverence to families of those buried there.

**E4 – 14: St Mary's Park.** Adjoining the Higher Brixham Conservation Area, commanding panoramic views across the town towards the sea, this much-used park is the most important recreational area in Higher Brixham, comprising sports field, bowling club, tennis courts and outdoor exercise equipment used by members of the community of all ages. It also hosts the annual Hap'nin music festival, a well-established community organised event that could not be sited elsewhere.

**E4 – 15: Stoney Park Allotments.** Founded by a charity set up in 1912, this allotment for "The Labouring Poor" of Brixham has been managed ever since by trustees of the charity. While the primary purpose of the site is vegetable growing with approx. 50 plots (a waiting list currently exists), the site also contains a wide range of "micro-habitats", including hedges, dry stone walls and two ponds.

**E4 – 16: Sugar Loaf Hill.** A renowned landmark, vantage point and amenity open space situated to the south of Goodrington beach, traversed by the South West Coast Path, and adjacent to the South Devon Steam Railway Line and Saltern Cove Local Nature Reserve (LNR). Its unique conical shape is attributable to its past as a volcanic vent and it sits in a highly important geological area. It is also defined as an Other Site of Wildlife Interest (OSWI) and an Urban Landscape Protection Area (it is bounded by housing on three sides) in the Local Plan.

**E4 – 17: Warborough Common.** This area of unmanaged rich calcareous grassland has been Common Land since 1604. It is prized by locals and visitors for its recreational, historical and ecological value, it functions as the gateway to Galmpton. It boasts natural beauty and outstanding views.

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7.0.33 **Justification for Policy E4.** Each of the above sites has been carefully assessed against the criteria as set out in para 77 of the NPPF.

## **Policy E5: Open Spaces of Public Value**

7.0.34 The sites set out in the table in Appendix 1 to this document and shown on the accompanying maps in the Green Space Site Assessment, Document 5, are allocated as Open Spaces of Public Value (OSPV).

- 7.0.35 OSPVs are high-quality areas of public value that contribute to the health and well-being of our community. They include areas such as recreational fields, allotments and sports facilities, or they contain public rights of way. Also, they include small undeveloped areas, greens or play areas that are deemed intrinsic to the design of housing estates or other urban developments, either to enhance the aesthetic of the surrounding buildings or to protect against over-development.
- 7.0.36 OSPVs should be retained as open space for public recreational use.
- 7.0.37 Development on them will only be acceptable where it enhances the public enjoyment of the space or an alternative facility will be provided to an equivalent or better standard and location without detriment to biodiversity and landscape requirements.
- 7.0.38 Further details on these OSPV sites, including detailed maps of each site, are provided in Appendix 1, Open Spaces of Public Value, which has informed Policy E5.
- 7.0.39 **Justification of Policy E5.** Each site has been carefully assessed according to criteria as specified in the NPPF.<sup>13</sup>

#### **Policy E6: Views and vistas**

- 7.0.41 Views and vistas, particularly those to and from the sea or the river Dart, including horizons and skylines, must be protected. New development should preserve public views of the townscape, seascape, landscape and skyline that are valued by residents and visitors alike. In cases where impacts on such views are probable, and the development requires a Design and Access Statement, photomontages should accompany any planning application to assess and quantify any landscape visual impact on views into and from the site.

#### **Policy E7: Local wildlife sites**

- 7.0.43 Designated county and local wildlife sites will be preserved and protected in any development proposal wherever possible. Devon banks (stone-clad hedges often over 800 years old), hedgerows and trees should be managed and conserved to maintain and enhance wildlife habitats, landscape value and historic landscape features.

#### **Policy E8: Nationally important ecological sites**

- 7.0.49 Development will not be permitted where it would adversely affect the ecologies of the important areas designated as Sites of Special Scientific Interest (SSSI) (including Berry Head to Sharkham and Saltern Cove), part of the South Hams Special Area of Conservation (Berry Head to Sharkham) or a National Nature Reserve (Berry Head).
- 7.0.50 All species found on our Peninsula, covered by the Wildlife and Conservation Act (1981) and the Conservation of Habitats and Species Regulations (2010), including Wildlife Countryside

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<sup>13</sup>National Planning Policy Framework 2012, page 18, paras 73 and 74.

Marine Management – The Conservation of Habitats and Species (Amendment) Regulations 2012, will be protected.

7.0.51 In particular, development will not be permitted where it could:

- threaten the habitat of the Greater Horseshoe Bat, its roost, its strategic flyways and its sustenance zones<sup>14</sup>
- threaten the habitat and nesting sites of the Cirl Bunting

### **Policy E9: Flood prevention**

7.0.65 This plan advocates and supports a multi-agency and multi-professional approach to resolving environmental issues that place our neighbourhood at significant risk of flooding, from either sudden unexpected flash flooding or as a result of the longer term increased probability due to climate change.

7.0.66 Development will not be permitted within the potential flood risk zones or upon surrounding land where any increase in runoff and/or foul drainage will exacerbate the problem, unless proposals contain clear mitigation measures.

7.0.73 **A project to reduce flood risk on the Peninsula is included in Appendix 2 to this document.**

## **8 The built environment (BE) –preserving and enhancing our heritage**

8.0.1 The Peninsula has a distinct character and heritage that is of a very high value, to both residents and visitors alike. It is our duty to care for this heritage as a legacy for future generations.

8.0.2 “The strong heritage of Torbay is an asset in supporting the development of the economy. The quality of life of Torbay is widely recognised by local business as a positive factor for their businesses and is also important to inward investors. Heritage can also act as a driver to shopper and visitor numbers with characterful shopping centres within Torbay having the potential to further develop that aspect as a hook, particularly for independent businesses.”<sup>15</sup>

8.0.3 The Heritage Count by Historic England provides evidence that shows £1 of investment in the historic environment generates £1.6 of additional economic activity over a 10-year period. The Count found that 1 in 4 businesses agree that the historic environment is an important factor in deciding where to locate. It also found that approximately 1 in 5 visitors to areas which have invested in their historic environment spend more in the local area than before and 1 in 4 businesses had seen the number of customers increase.<sup>16</sup>

8.0.4 A subsequent Heritage Count found that built heritage tourism generates £5.1 billion in gross domestic product (GDP) across the UK annually and supports around 180,000 full-time-equivalent jobs in England alone. If the heritage construction sector is included in the picture

<sup>14</sup>South Hams SAC Greater Horseshoe Bat Consultation Zone Planning Guidance, Natural England, 2010.

<sup>15</sup>The Torbay Economic Strategy 2010–2015, 2010, page 6, para 9.

<sup>16</sup>The Heritage Count, Historic England, 2010.

for England, a figure of £11 billion in GDP is contributed.<sup>17</sup> Whilst figures for the Brixham Peninsula itself are not easily extrapolated, given the richness and abundance of our listed buildings and historic sites it is evident that our built heritage is a huge contributor both to our economy and to the jobs sector created from their maintenance and protection.

- 8.0.5 Given the Peninsula's central role as a tourist area, the finding that a third of all international tourists cite heritage as the main reason why they come to the UK gives an even stronger argument for the need to fiercely protect our built heritage.
- 8.0.6 While designated heritage assets and conservation areas are vitally important, it is also recognised that the historic character of the Peninsula has a value far beyond just its potential to contribute to economic regeneration. Hence it is vital that the wider historic fabric and character of the Peninsula is maintained and enhanced.
- 8.0.7 Having successful spaces to exercise, socialise, communicate and share experiences helps people to have a positive approach to life and to enjoy their surroundings. There is a direct link between the enjoyment of heritage and health and well-being, which will be discussed further.
- 8.0.8 Suffice to state here that the study of environmental psychology and the relationship between environment and health provide more than sufficient evidence of the importance of heritage to us all. Roger Ulrich's representation of the "determinants of health" highlights the way in which our surroundings and lifestyles impact our health. In a similar vein, R. Buckminster Fuller's definition of sustainability, that "the conscious design of our total environment, in order to help make the Earth's finite resources meet the needs of all humanity without disrupting the ecological processes of the planet",<sup>18</sup> confers upon us a responsibility to take care of the whole of our environment, both natural and built.

#### **Policy BE1: Preservation of local character**

- 8.0.9 Any development, including alterations to existing local heritage buildings and features (e.g. historic pumps or war memorials), will be expected to maintain or enhance where possible the area's heritage character. Heritage buildings, ancient monuments and their surrounds, and all existing buildings, not otherwise protected by national legislation will be judged against the characteristics described in our design statements. Proposals that contribute to the distinctive local character and quality of our heritage will be favoured.

#### **Policy BE2: Alteration or repair of existing structures of heritage value**

- 8.0.12 Proposed alterations or repairs to existing buildings of local heritage interest will be expected to take care to preserve the local heritage character, architectural design and use of traditional materials in keeping with the location. Development within conservation areas, including alterations to existing buildings, must be of a high quality of design and should maintain or enhance the character and architectural quality of its setting. In particular, all development will:
- be sympathetic to the character, scale and massing of surrounding buildings and/or the character of the landscape

<sup>17</sup>The Heritage Count, Historic England, 2015.

<sup>18</sup>Buckminster-Fuller R. Cited in [www.ecomii.com/building/meaning-of-sustainability](http://www.ecomii.com/building/meaning-of-sustainability), 2012.

- respect existing settlement patterns and building styles
- use high-quality materials appropriate to the architectural, geographic and historic character of the area, and ensure that any such refurbishments or new builds will stand the test of time
- replenish the existing fabric of historic buildings and other structures (to apply to shop fronts, windows, doors and other architectural features), using designs and materials appropriate to the situation
- include reinstatement of traditional features that have been lost over time where appropriate.

8.0.13 Reference to and adherence to the principles and practices described in the Design Statements will be required for all proposals.

## 9 Transport (T) –the movement of people and goods on the Brixham Peninsula

- 9.0.1 **Strategic aims.** To tackle the problems of road safety and traffic congestion by linking highway improvements to all new development in ways that will encourage sustainable modes of transport, improve public transport, reduce congestion and enhance the character and appeal of the Brixham Peninsula for residents and tourists alike.
- 9.0.2 This section recognises that planning matters and highway improvements fall under separate departments of local government and that Neighbourhood Plans cannot usurp highway proposals which will likely have far-reaching effects that extend well beyond our plan area.
- 9.0.3 However, as a land use document, this plan seeks to promote and support highway improvements and sustainable modes of transport as an integral part of planning, especially for employment and housing developments. Rather than simply objecting to new development proposals on the grounds that overstretched infrastructure cannot cope, we see it as entirely appropriate that the community should be able to influence how proposals can be integrated with highway improvements from the onset.
- 9.0.4 This section will show general conformity with the following:
- Adopted Torbay Local Plan – “A Landscape for Success”
  - Department for Transport – “Building Sustainable Transport into New Developments”
  - Devon and Torbay Local Transport Plan 2011–2026 – Equality and Health Impact Assessment.
- 9.0.5 Local community opinion has expressed strong support for reducing traffic congestion and improving journey times as the primary objective. Central to the above documents is a common strategic intent to consider the needs of the motorist against the promotion of sustainable healthier modes of transport.

- 9.0.6 Whilst this may suggest conflict between the wishes of the community and the requirement to place less emphasis on the needs of the motorist, it may be better viewed as a dialectic, whereby one view need not obfuscate the other.
- 9.0.7 For example, ensuring that a busy junction is redesigned to better cater for the needs of pedestrians and cyclists will benefit the motorist as well if traffic flows for all users can be assimilated intelligently. The more user-friendly and safer we can make things for those able to walk and cycle to school or work, the fewer will be solely dependent on motor transport.
- 9.0.8 This plan will support short-term highway improvements for planned developments within a longer-term aspiration for the future of sustainable transport throughout our Peninsula. The following aspects should be addressed in any development proposal:
- How will it affect road safety for all users?
  - Will any necessary changes to highways, urban or rural routes for all types of traveller be environmentally sustainable, such that short-term highway management projects can be easily assimilated into longer-term improvements that may be needed within the plan period?
  - Where a planned development might inhibit the free movement of people going about their daily business, commuting to work etc. by whatever mode of transport, does the proposal contain features that will mitigate against any negative effects? Or will it actually enhance travel throughout and beyond the neighbourhood area?

## **9.1 Sustainable transport developments**

- 9.1.1 In planning changes to highways and other modes of transport to support new development, the following checks and balances are needed to ensure a robust approach is used that will address both the pros and cons of any proposal:
- the balance between ensuring easy access to our town centre (*increasing economic vitality*) and the need to reduce pollution and traffic congestion (*improving the environment*)
  - the balance between ensuring highways, railways and waterways are fit for purpose to ensure safe and efficient transport of goods and people within and beyond the Peninsula (*supporting social cohesion and economic prosperity*) and improving provision for cyclists, walkers, those with disabilities and horse-riders (*improving road safety and encouraging healthier more sustainable means of getting about for all*)
  - reducing public transport fares, improving routes, with accessibility and facilities to be prioritised over private vehicle requirements when reconfiguring highways and changing traffic flows (*reducing unnecessary car journeys and ensuring easy movement for non-drivers, both young and old*)
  - investing in other means of bringing tourists and visitors into the town centre, including ferries, whilst recognising the need to reduce congestion and ensure better access for local traffic including emergency vehicles (*improving transport systems which foster improvement in all three dimensions: economic, social and environmental*).

9.1.2 The policies herein aim to encourage the reduction of unnecessary car journeys without penalising motorists, by improving the travel network and enhancing road safety so that more sustainable ways of moving both people and goods will be chosen. Some difficult choices will have to be made in order to achieve these aims.

9.1.3 Many of these policy aims identified by local communities may not be strictly land use matters, but many policy aims can be met with Section 106 or Community Infrastructure Levy (CIL) monies.

9.1.4 They will be achieved via the following policy framework.

### **Policy T1: Linking of new developments to travel improvements**

9.1.5 Employment and residential developments will include safe walking and cycling access as well as being within a short walking distance to bus routes.

9.1.6 Wherever possible, new employment proposals will seek to maximise opportunity for environmentally friendly transport of freight as well as the movement of its workforce.

9.1.7 Such proposals will also seek to minimise commuting distances.

9.1.8 Proposals will include improvements to the safety of cyclists and pedestrians by the provision of new off-road cycle ways wherever possible. Where appropriate, highway crossings and greater separation between motor vehicles and other travellers will be funded using Section 106 or CIL monies.

9.1.9 Any CIL realised from new developments will be directed firstly at three key projects aimed at changing modes of transport by improving sustainable travel options:

- a park-and-ride scheme fit for the 21st century
- provision of safe cycle routes between Brixham and Windy Corner
- an alternative mode of transport from the park-and-ride into Brixham.

### **Policy T2: Provision of sustainable transport to access Brixham Town Centre**

9.1.12 To achieve sustainable modes of transport into Brixham's Town Centre whilst enhancing its air quality, road safety and environmental aesthetic will require:

- a greatly improved park-and-ride facility to create a central transport hub for the Peninsula, that includes a range of on-site amenities and facilities
- protection of existing land currently available between Churston and Brixham to enable the development of a cheap, family friendly alternative means of getting into town
- a new town centre public transport hub as described in the Town Centre Master Plan
- major improvements to our public transport systems including a fast ferry service across the Bay.

### **Policy T3: New approaches to travel across and beyond the Brixham Peninsula**

9.1.17 New developments, domestic or commercial, will be favoured that incorporate into the scheme reductions in unnecessary travel, support for alternative modes of sustainable travel or improvements in road safety for all road users.

9.1.18 This will be achieved by:

- integrating proposed projects with the development of our Town Centre Master Plan
- integrating a range of road safety features into new developments, especially where they are accessed by major highways, using Section 106 or CIL monies
- encouraging working from home, car sharing and improving ferry and other public transport services
- supporting current health policy that actively encourages cycling and walking to school (using supervised “walking buses” and “park-and-stride” schemes for younger pupils) thereby reducing childhood obesity and improving physical fitness.

9.1.19 Projects that will be prioritised as feasible schemes that can improve road safety, encourage sustainable travel and shift public attitudes are listed in Appendix 2 to this document.

## **10 The health and well-being (HW) of all who live or stay here**

10.0.1 For the first time in strategic spatial planning, Neighbourhood Planning has given us an opportunity to consider the implications for the health of our community when examining proposals for land development. The relationship between employment, poverty, housing and infrastructure cannot be given space here, except to point the planner towards the work of Michael Marmot, whose authoritative book *The Health Gap*<sup>19</sup> provides more than enough evidence to support this premise. The NPPF directs us towards holistic thinking around the economy, our environment and our community in all strategic planning.

### **10.1 Considerations when planning for new residential development**

10.1.1 Within this approach, the health and well-being of our community is crucial in determining how we want to shape local development in several ways:

- finding affordable homes, where the average house price is 11 times the average person's salary is a key priority
- our health and social care workers, many of whom are low paid, require affordable housing; e.g. a band 6 qualified nurse in charge of a hospital ward or a specialist physiotherapist earns from just over £26,000, whereas many community support and care workers that now form the backbone of our services earn far less (circa £15,000 full-time equivalent)
- assurance of high-quality build in housing throughout the neighbourhood (the relationship between housing quality and public health is well evidenced)

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<sup>19</sup>Marmot M. *The Health Gap: The Challenge of an Unequal World*. Bloomsbury Publishing, 2015.

- the preservation of green areas for recreation, play, leisure and health promoting activities of all kinds
- provision of available space for service developments, e.g. health and well-being hubs with accessible medical centres
- specialist housing developments for a range of vulnerable people or those with disabilities or other long-term health needs
- whilst the population has remained stagnant for two decades and more, we are now looking forwards to a period of significant growth.

## 10.2 The way forward

10.2.1 As a newly Integrated Care Organisation (ICO), Torbay and South Devon NHS Trust has a unique opportunity to explore how best the social, medical and nursing care needs of all in our neighbourhood can best be met. By combining a public health approach to health and well-being with a local plan for how to utilise the space and resources available to us for development, we can attempt to plan our future requirements.

10.2.2 When proposing specific use of space for healthcare provision, this section of the plan attempts to encompass a number of competing issues that require careful balancing when proposing a way forward:

- the need to balance promoting healthier lives (*a public health approach*) with meeting current local healthcare needs, especially in light of areas of social deprivation (*service reconfiguration*)
- the need to offer equal resource in terms of accessible buildings and space for provision of local services to those with mental health or physical health problems or both, across the life cycle (*"parity of esteem" between mental health and physical healthcare needs<sup>20</sup>*)
- the need to balance the increasing of health and social care services that are provided directly in people's homes (*current NHS policy*) and local accessible provision of care and treatment for those with more complex healthcare needs (*rationalisation and redesign of treatment centres as part of the ICO's plans*)
- the need to balance provision of comprehensive services for maternity care, infant and child development, vulnerable children/young people and all those with special needs against the burgeoning requirements of an ageing population.

10.2.3 The last issue is crucial in understanding how the neighbourhood develops demographically. Just as the availability of quality housing and good schools can be a major factor in families deciding whether to move into the area, so it is equally important that the best in health and social care facilities for both young and old are available to prospective residents.

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<sup>20</sup>NHS England, 2016, "Valuing mental health equally with physical health or 'Parity of Esteem'", [www.england.nhs.uk/mentalhealth/parity/](http://www.england.nhs.uk/mentalhealth/parity/).

10.2.4 We endorse Torbay's Joint Health and Well-being Strategy 2015–2020.<sup>21</sup>

10.2.5 We recognise that evaluating approaches to improving health and well-being by attempting to shape people's behaviour is extremely difficult. In contrast, evaluating the outcomes of broader public health actions is relatively simple. For example, dealing with the threat of pollutants (e.g. exhaust gases) in the atmosphere nowadays is as vital to public health today as was John Snow's identification of the Broad Street pump as the source of cholera in 1854.

10.2.6 Hence this section of the Neighbourhood Plan can only address the narrower issues of what resources are available in the neighbourhood, what can be made better use of and what anticipated need might be expected as a result of planned developments. Issues linking the importance of environmental conservation and nurture, housing quality and availability, healthy sustainable modes of transport and a strategy for employment, all of which impact directly on our health, are dealt with elsewhere in the plan, see e.g. the importance of open space and sports fields to the health of all.

10.2.7 Improving health and well-being will be pursued via the following policies.

**Policy HW1: Retention of current estates to provide the range of day care, in-patient, day hospital or social respite day/residential care needed**

10.2.8 Facilities currently providing health and social care will be strongly encouraged to be retained for such purposes unless the service provided can be demonstrated not to be viable, either financially or clinically at that location. Developments to health facilities that reduce travel and improve accessibility both for our town and village communities will be favoured.

**Policy HW2: Operational space for voluntary support organisations**

10.2.12 Given the increasing role of the voluntary sector in promoting strong and healthy communities across the Peninsula, wherever possible, where new development may jeopardise vital activity, provision of adequate operational space for voluntary organisations to facilitate their multiple social functions will be prioritised.<sup>22</sup>

**Policy HW3: The housing needs of healthcare workers**

10.2.15 In all larger housing development proposals, where provision for an anticipated significant increase in the low-paid essential healthcare workforce is included, such developments will be considered favourably. This policy will support Policies H1 and H2 of this plan.

## **11 Education and learning for all (L) – ensuring the future of our young people**

11.0.1 No future projection for a community could be complete without a consideration of the education that will underpin it. The Brixham Peninsula is currently home to a strong network

<sup>21</sup>Torbay's Joint Health and Well-being Strategy 2015–2020, Torbay Council Version, "Building a Healthy Community".

<sup>22</sup>National Planning Policy Framework 2012, page 17, para 69.

of schools that are going a long way to meeting the educational needs of our community, but there is still much to be done to plan for the future.

## **11.1 Current provision**

- 11.1.1 Within the Brixham Peninsula, there are four Nurseries and Pre-School facilities, five Primary Schools and two Secondary Schools (both with attached sixth forms).
- 11.1.2 There is also a centre for primary age students with complex social and emotional needs. Situated in the former Chestnut Primary School building, this is part of Mayfield special school and serves the whole of Torbay.
- 11.1.3 Within mainstream provision, there is currently a surplus of 73 places in Primary and 105 places in Secondary. In the Primary sector, these places are spread unevenly across the schools and year groups, averaging out at two places per year group. In Secondary, these places are almost exclusively available at Brixham College where they are concentrated in current years 9 and 10 (age 13–14).
- 11.1.4 Whilst Churston Grammar does serve the Brixham Peninsula, a very large number of its students come from out of area. Admission is guided by the 11+, so places are not guaranteed to students coming through Primary schools in the area.
- 11.1.5 Torbay Council figures do not cover Early Years provision, but there are approximately 130 full-time places available in this sector for children aged 0–5. Only one provider caters for children under 2, with a maximum of 9 places for children in this age range.
- 11.1.6 Torbay Council figures also do not cover 16–18 provision, but there are approximately 430 places available in this sector.<sup>23</sup>

## **11.2 Considerations when planning for new residential developments**

- 11.2.1 An underpinning principle contained within the policies of this plan is that they all contain elements aimed towards redressing the age imbalance across the Peninsula. Whereas approximately 31% of residents in Torbay are over 60 years of age, on the Brixham Peninsula the number of over 60s rises to over 42%.<sup>24</sup>
- 11.2.2 Children and young people are the future of our area: we need to give careful thought as to how they, and their educational provision, can best be integrated into our community so that they and their families have a sense of belonging and opportunities to contribute to community life.
- 11.2.3 Just as the reputation of local healthcare services can influence families considering moving into the Bay, for those families with children, the provision and quality of educational services can be an even stronger determinant. The state of the local education sector is critical to all future developments, both for future residents and for businesses and industries considering moving their operations into the Bay. Whilst the new by-pass is hailed as a motivator for all types of investment in the area, education provision must be high on everybody's list of priorities. Hence there is a requirement for overprovision for children of all ages as prediction of the exact numbers of incoming families is impossible.

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<sup>23</sup>Schools Capital & Planning Team, Children's Services, Torbay Development Agency, January 2015.

<sup>24</sup> South Devon and Torbay Interactive Joint Strategic Needs Assessment, 2014/15.

### **Policy L1: Protection of existing educational facilities**

11.2.4 School buildings, associated playing fields and other educational facilities will be expected to be retained for these purposes. Any proposal to develop these facilities for other purposes should clearly demonstrate that they are either not required to meet either current or anticipated need or that they are no longer viable for appropriate reasons, such as educational policy, financial support, or health and safety.

### **Policy L2: Matching educational provision to local need**

11.2.7 Development of Early Years and Primary School facilities will be supported to ensure excellence in educational provision that is easily accessible to local communities and fully responsive to future demand.

### **Policy L3: Providing for 16–18 years and beyond –education and training**

11.2.9 Educational and training developments will be supported where they are within, or in close proximity, to our schools, colleges and work places. The latter will include horticultural, maritime establishments and farms, where training and education can be provided within or close to the Brixham Peninsula.

## **12 Tourism (TO)**

### **12.1 Why does this Neighbourhood Plan need a special section on tourism?**

12.1.1 Tourism is one of Brixham's main economic drivers and a major sector of employment across the Peninsula.

12.1.2 It has been estimated<sup>25</sup> that in 2013 there were in Brixham:

- 124,500 staying visitor trips spending £32,580,500
- 483,100 day visitors spending£17,255,200
- a £49.8 million direct visitor spend for the year
- 942 full-time equivalent jobs supported by visitor-related spending.

12.1.3 Of those visitors that stayed in Brixham, 35% stayed in static vans/holiday centre type accommodation and 27% stayed with friends or relatives.

12.1.4 In 2014, English Riviera Tourism Company (ERTC) statistics show that across Torbay the average spend per night for a staying UK visitor was £68.47. For a visitor from overseas to Brixham, this was £72.83, but the number of nights stay per trip has been declining since 2010.

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<sup>25</sup>The English Riviera Tourism Company, Brixham 2013 Report.

12.1.5 Whilst the number of day visitors to the Bay has increased by a huge 36% since 2010, their average spend per trip in 2014 was only £36.04, which is almost a 25% reduction from the 2010 spending figure of £47.64 per visitor. Whilst choosing dates to compare can be subjective, these figures do highlight the recent downward trend.

12.1.6 Four key needs to improve Brixham's tourist offer have been identified:<sup>26</sup>

- the need for better marketing
- the need for higher quality accommodation
- the need for higher quality food outlets
- the need for more indoor and outdoor leisure facilities.

12.1.7 During the compilation of the Neighbourhood Plan and the consultations undertaken, many thoughts and ideas have been expressed about what needs to/could be done to stem and reverse the downturn in spending by visitors and increase the numbers of tourists to Torbay, particularly those who stay in our Peninsula.

12.1.8 What is clear is that this industry is critical to the whole economy of the Brixham Peninsula and as such needs special consideration when considering the future use of available land. Without protection of a sustainable economy our community, our heritage, our environment and our whole way of life are at risk.

## 12.2 Accommodation

12.2.1 Accommodation supply has diminished significantly in recent years. The closure of Pontin's Dolphin Holiday Camp following a fire in 1991 and its redevelopment into Sharkham Village, the current change of Wall Park Holiday Village into a housing estate, development of "The Cove" from holiday camp to investment homes and many changes of use from bed and breakfast businesses to residential dwellings all represent a huge loss of available beds for visitors.

12.2.2 This trend needs to be reversed if our tourist industry is to survive. It is recognised that the type, quality and culture of tourism is changing but we need to respond to such change with investment in the kind of holiday experience and facilities required for the 21st century. It is not acceptable to see all our tourist accommodation disappear either from lack of investment in the industry or demand for land to meet the pressure for housing development. We risk a tragedy for our whole economy if we fail to improve and increase our tourist accommodation, especially at a time when the domestic holiday industry is showing an upturn across the UK.

### **Policy TO1: Support for the development of tourism on the Brixham Peninsula**

12.2.3 Subject to compliance with other policies in this plan, developments that increase the quality and range of tourist accommodation and leisure potential in the Peninsula area will be supported, especially where it can be demonstrated that the development will lead to the creation of local jobs.

<sup>26</sup> Torbay Development Agency, The Turning the Tide for Tourism Strategy, 2010–2015.

12.2.4 Where there is no reasonable prospect of a tourist facility or amenity being re-developed explicitly for tourism purposes, other types of development will be viewed favourably with the following provisos:

- where trends in holiday activity, evidence from similar neighbouring tourist businesses or wider economic decline suggest that a tourist facility is no longer financially viable, and
- an alternative proposal for the land use will not have any derogatory effect upon the holiday character of the surrounding area or any nearby tourism facility, and
- an alternative use would benefit the tourist industry either by creating jobs, enhancing the tourist economy or adding an environmental attraction or tourist amenity to the area.

12.2.5 **A list of projects proposed by our communities designed to regenerate our tourist industry is included in Appendix 2.**

### **12.3 Marketing**

12.3.1 Tourists come to Brixham not for a single attraction but because the town itself is the attraction. When visitors were shown images of Brixham, they found its characteristics appealing. Therefore, there is a need to keep the quaint feel of the town for tourism, to build upon Brixham's unique identity and heritage aspects and develop a Brixham brand.

12.3.2 Brixham has been awarded the UK Port of the Year title in 2016, it is placed in the top 10 of the best seaside tourist destinations in the UK and it remains the highest earning port in England.

12.3.3 The Peninsula community run many excellent annual events and festivals, from the smaller Gooseberry Pie Fair in Galmpton, to larger events such as the Pirate Festival, Fishstock, the Trawler Race, BrixFest, the Hap'nin and the Torbay Steam Fair. Themes vary and cover fish, trawler racing, music, heritage sailing and regattas, the arts, steam and the RNLI. They are all very popular and attract thousands of visitors, local and international, who fill the town's bed and breakfasts every year.

12.3.4 Marketing of Brixham has been carried out by the Tourism Partnership who rely on volunteers. The ERTC has a regularly updated website for the whole of Torbay, but it is felt that a website just for Brixham is essential.

12.3.5 Overseas visitors stay longer and spend more per trip than UK visitors, and currently Torbay is receiving a large number of German-speaking visitors. Advice to businesses to include language translation options when modernising their websites would perhaps help them to compete on the international tourism stage.

## **13 Sport and leisure (S&L)**

13.0.1 Whilst the competition is fierce for how remaining land on the Brixham Peninsula is allocated, whether for employment or housing, this section addresses the community's expression of need for improved facilities for sport and leisure. It is deemed vital to the sustainability of our community that, just as high-quality schools and healthcare services are needed if we are to encourage more families to move into the area, it is essential that improvements in provision

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of sport and leisure facilities are built into the plan. Whilst we, the communities of our town and villages, have done much to improve things by building skate-parks and swimming pools and encouraged private enterprise with amenities such as the Cayman Golf, land still available in Torbay Council ownership needs to be assessed for these purposes prior to offering it for other kinds of development.

13.0.2 Loss of putting greens at Furzeham and St Mary's as well as loss of tennis courts resulting from Torbay Council withdrawing maintenance and operational funding at the south side of the Bay has been damaging to the well-being of both local youngsters and visitors. To address these deficits and recent trends the following policies are needed.

#### **Policy S&L1: Increase available space for outdoor sport and leisure**

13.0.3 Notwithstanding areas already designated as Local Green Spaces or Open Spaces of Public Value, additional outdoor playing space should be made available to the community. Subject to the requirements of other policies in this plan, proposals for development of areas both within and bordering the town and village settlements for purposes of outdoor pursuits, including both organised and free-play activities, will be encouraged. Land should be identified and set aside to address the major shortfall in outdoor recreation and play space.

#### **Policy S&L2: The potential of our coastal location should be maximised**

13.0.5 The excellent work already being done by local organisations in meeting the needs of young people should be recognised, and their experience and expertise used to support future development. Presumption will be in favour of new developments of watersport and coastal recreational facilities as well as proposals that enhance existing recreational and sporting amenities along our coastal hinterland.

#### **Policy S&L3: Integration of sport and recreational facilities into new residential developments**

13.0.9 All new large residential development proposals (10 homes or more) are strongly encouraged to integrate space into the development or utilise nearby ground specifically for sport or recreational use by residents and the local community.

## **14 Art and culture (A&C)**

#### **Policy A&C1: Promotion and protection for the arts and local culture**

14.0.1 Proposals for developments that contain fringe benefits, and promote or create new space for cultural activity will be supported. Developments that threaten the cultural activities and/or facilities of our communities will be resisted.

## **Appendix 1: List of Open Spaces of Public Value within the Brixham Peninsula Neighbourhood Area**

E5 – 1: Brixham College Playing Fields

E5 – 2: Brixham AFC Football Ground – Haycock Lane

E5 – 3: Brokenbury Field

E5 – 4: Chestnut Heights School Playing Field

E5 – 5: Churchill Memorial Gardens

E5 – 6: Dixons Field Allotments

E5 – 7: Drew Street Allotments

E5 – 8: Mount Pleasant Allotments

E5 – 9: Wall Park Allotments

E5 – 10: Penn Meadows Allotments

E5 – 11: Ferrers Green

E5 – 12: Field off Summercourt Way

E5 – 13: Galmpton Memorial Playing Field

E5 – 14: Garlic Rea and North View Road Greens

E5 – 15: The Grove

E5 – 16: Indigos Go Wild

E5 – 17: Monksbridge Road Brixham Skate Park

E5 – 18: North Boundary Road Playpark

E5 – 19: Parkham Field

E5 – 21: Penn Meadows extended green verges

E5 – 22: Rowan Way Play Area

E5 – 23: St Margaret Clitheroe Primary School Playing Field

E5 – 24: St Mary's Hill Play Area

E5 – 25: Washbourne Close Green

E5 – 26: Wishings Field

## **Appendix 2: Priority projects to evolve from Neighbourhood Plan policies**

### **A1.1 Projects to support employment in the Brixham Peninsula**

- A1.1.1 The following projects have been identified during the consultations and work undertaken in preparing the Employment Site Assessment contained in this Neighbourhood Plan.
- A1.1.2 **Construction of the Northern Arm.** This project has been on the table for many years and, in order to attract more investment into the town, particularly within the Harbour area, protection for the harbour is urgently required. It is paramount that as soon as the funds are available this project is given top priority.
- A1.1.3 **Development of Brixham Town Centre car park land as per the Town Centre Master Plan.** This land has been underutilised for over 10 years and the Town Square has been used for additional car parking for a similar term. This open space is the last sizeable available brownfield site in the town available for employment and could support a mix of uses. The Town Centre Master Plan has been produced from community consultation and ideas.
- A1.1.4 **Development of Oxen Cove land as per the Town Centre Master Plan.** During consultations it has been clear that the fishing industry needs more facilities in Brixham to be able to retain and develop their businesses. To maintain their boats, owners currently are forced to travel elsewhere, which is time consuming and costly. There is great potential to draw in business from other areas where working boat and leisure craft owners require maintenance.
- A1.1.5 If the industry is to thrive here and for Brixham to retain its premier position as Best Port in the UK, investment and redevelopment need to be given priority.
- A1.1.6 Guideline plans have been formulated and can be found in the Town Centre Master Plan and in the Harbour Authority Port Master Plan.
- A1.1.7 **Broadsands Beach facilities for visitors.** Both the immediate community and those regular visitors to Broadsands from the rest of the Peninsula and beyond believe the dilapidated state, poor design and inadequate facilities of the existing beach-head buildings are long overdue major improvement or a complete rebuild. A project has been proposed by the Broadsands Community to hold a competition to design a building and associated facilities fit for the 21st century.
- A1.1.8 It is believed that if a plausible plan were on the table developers may show interest in building a facility fit for the requirements of an area where the natural amenity, high-quality beach, plentiful parking and easy accessibility are of such a standard that Broadsands Beach could easily become the most popular beach in the Bay.

### **A1.2 Projects to reduce the risk of flooding on the Brixham Peninsula**

- A1.2.1 Whilst improvements in drainage have lessened the frequency of flooding, the loss of trees, including those felled due to disease near Strawberry Bend, and the developments at Summercombe and on both sides of New Road since the 1960s and 1970s, which have reduced infiltration, are all factors that may have increased risk, on top of the underlying climate change.

A1.2.2 As the greatest threat is posed by the Lupton watercourse, a feasibility study should be conducted to investigate the possible provision of two large balancing ponds, one in the floodplain land south of Churston Village, the other in the Lupton watercourse near Churston Mill Farm.

A1.2.3 Given that at least 34 properties remain at risk in Galmpton and that several properties and farmland in Churston Village have also flooded in recent years, further study is required to investigate other mitigation measures that would reduce this risk.

### **A1.3 Proposed projects to support transport policies**

A1.3.1 To **improve road safety** the following need attention.

A1.3.2 Milton Street, Drew Street, Monksbridge and Burton Street have become increasingly busy in recent years. All serve as main traffic artery routes for the populace of Berry Head, St Mary's and Summercombe.

A1.3.3 Public opinion expresses a variety of options for improvement, of which the widening of Monksbridge commands some support, which is also favoured by Torbay Highways Department. Others suggest this will merely speed up traffic, increasing pressure at the junction with Greenover Road and encouraging even more traffic in Burton Street.

A1.3.4 The proposal is that the whole area requires further research into piecemeal and/or more comprehensive improvements to provide a sustainable solution. A one-way system, such as exists on the Furzesham side, including a variety of traffic calming measures combined with improved signage, widening of pavements and a dedicated cycling link from the area to the cycle path along the A3022 would be the preferred option for the longer term. This would include safe crossings at the bottom of Monksbridge and at the bottom of Laywell Road for pedestrians and cyclists alike.

A1.3.5 In order of priority the following are recommended:

- Priority must be given to road safety on Burton Street, with widening of pavements including build-outs supported by a 20mph speed limit and priority over on-coming vehicle road signs. Consideration must then be given to a 20mph speed limit along all four streets of Milton Street, Drew Street, Monksbridge and Burton Street.
- The Quay, The Strand, lower King Street all require urgent assessment for their suitability for "shared space" traffic management, to improve road safety, especially for pedestrians and cyclists. Whilst it is too early to assess the benefits, both to air management and congestion, from the improvements just completed at Bolton Cross, this should also be assessed, either for "shared space" or other means of improving safety for all travellers including wheelchair users.
- As long as the main cycle route to Paignton directs users to leave the A3022 at Churston Cross, to travel through the village to complete the route to Windy Corner via the Bascombe Road, then a 20mph speed restriction is required right up to Windy Corner to protect walkers, cyclists and horse-riders.
- To address the significant increase of recent years in congestion along the A3022, a redesign of the Windy Corner junction is required. The preferred option on grounds of its least environmental impact on Churston Common may not prove a sustainable

improvement. The current proposal will increase traffic flow from Brixham, by providing an increased length of dual carriageway as drivers choose to take the Dartmouth Road towards Paignton or the ring-road towards Yalberton. This is achieved by building a short length of additional carriageway on the Eastward side of the A3022 (for Brixham bound traffic) at the entrance to Bascombe Rd for about 150metres before rejoining the existing carriageway. This enables a lengthening of both Paignton bound carriages on the approach to the junction from the Brixham direction. The junction re-design will include safe provision for cyclists and walkers crossing all adjoining roads. Note that, currently, it is unclear how this will be achieved. Whilst funding has already been identified to take this proposal forwards this year, the Neighbourhood Forum advise waiting until the implication of completing the improvements to the ring-road are fully understood.

- To address a specific road safety problem, the length of southbound carriageway along the A3022 between Waterside bus stop and Broadsands Park Road junction needs revision of the usage of the inside lane. Currently, stipulated for exclusive use by buses and cyclists, this has been reported as a frequent danger, especially to southbound traffic wishing to turn left into Broadsands Park Road, which also accesses Waterside Holiday Park and Blue Waters Drive. The danger is compounded by drivers seeking to exceed the 30mph speed limit by using the inside lane to undertake both the traffic observing the speed limit as well as vehicles queuing to turn right into Cherry Brook Drive.

A1.3.6 Such problems arise directly from the increased traffic flows throughout the year between Paignton and the Brixham Peninsula where new developments have not been integrated with appropriate improvements to highways.

A1.3.7 To **change preferred modes of transport** the following are needed.

A1.3.8 A park-and-ride scheme fit for the 21st century with:

- car parking provision for 350–500 vehicles at Churston
- improvement to the pick-up/drop-off facilities for the number 12 Stagecoach bus route offering a cheap transfer fare. Alternatively, a tramway option to be explored.
- a taxi rank
- bicycle hire, with clearly sign-posted family friendly cycle routes into town
- a tourist information centre if a town centre facility cannot be developed
- allocated parking and drop-off points for visiting coaches with their passengers utilising the linked bus service. Coach parking may be included on this site
- tourist operators to have allocated parking to pick up passengers and take them directly to the destination of their planned activity, i.e. Agatha Christie bus tour, Fishing or Sea Trip companies, Steam Train rides
- a café facility and toilets

- well-designed intrusive signage such as “Turn left for Park & Ride” along the A3022 combined with electronic signs indicating current status of town centre parking space
- inexpensive parking and transfer fare, with negotiation with Stagecoach to secure cheap transfers in line with the charges made by similar schemes in Plymouth and Exeter. Depending on outcomes, parking rates yet to be determined but kept very inexpensive to ensure popular use
- in addition to the park-and-ride scheme, within Brixham itself, in association with the developing town centre plan, parking for local businesses, residents, commercial travellers and people with disabilities in the form of a “shoppers’ car-park”
- in light of the virtual absence of on-street parking in the town centre, free parking for 30 mins with an escalating scale of reasonable charges up to a maximum of 3 hours.

A1.3.9 This provision will take the pressure off Brixham Town Centre as a parking destination, particularly where day visitors are concerned as it will be possible for visitors to reach whichever part of the Peninsula or beyond that they are heading for, from a single arrival location. Whilst not all components may be achievable in the short term, the long-term view of the Neighbourhood Plan is that all will be required to achieve these policy aims.

A1.3.10 Improvements for all users of **sustainable means of transport** to include:

- the provision of a cycle route to Churston, either along the old railway track or beside/along America Lane (originally Quay Lane), via Furzeham and Oxen Cove
- a cyclepath/walkway link from Higher Brixham, via Horsepool/Mathill Road or Summer Lane and alongside Laywell Road (on the other side of the west-side hedge) to link up with Laywell bus stop and cyclepath towards Strawberry Bend, which could be created relatively easily

[Both the above would make the provision of a safe cycle route between either side of Brixham to Churston Grammar School and on to South Devon Technical College a reality.]

- an alternative aspiration to the bus mode of transferring visitors from the Park & Ride into town. Either a light-weight railway or tramway carrying passengers to the Furzeham side of town, using land alongside America Lane or the old railway line, combined with an innovative means of getting down to sea-level must be kept alive as a future project.

A1.3.11 The Association of Train Operating Companies included Brixham as one of 14 towns that, based on 2009 data, would benefit from a new railway service. This would be an extension of the First Great Western service on the Riviera Line from Exmouth as far as Churston, which would then act as a railhead for Brixham. It would also serve other housing developments in the area since the opening of the steam railway, and may require the doubling of that line between Paignton and Goodrington Sands.<sup>27</sup>

A1.3.12 In light of the above, negotiations with Network Rail and local train providers should be entered into, to explore bringing main line trains, currently terminating at Paignton, as far as Churston. With adequate parking provision and cycle routes to the station a substantial shift in commuter travel to Exeter, (also linking with Exeter Airport) and Plymouth can be achieved.

<sup>27</sup> <https://en.wikipedia.org/wiki/Brixham>.

## **A1.4 Projects to regenerate tourism on the Brixham Peninsula**

A1.4.1 To attract extra visitors, there needs to be a new unique reason for them to visit which is not just a place or an attraction but an "experience". Over recent years the Agatha Christie experience has been developed within Torbay and has proved highly successful. Brixham has a unique marketing opportunity in its Fish Market tours and the Heritage Trawler fleet. Development of a combined package of a land and sailing experience could provide a unique experience to draw new visitors.

A1.4.2 Several specific projects and facilities to enhance the tourist offer are featured in the Town Centre Masterplan.

A1.4.3 The following list of suggestions, whilst not by any means exhaustive, are all proposals that have received strong community support:

- a dedicated manned prominently situated Tourist Information Office, well sign-posted, providing a full tourist service including available accommodation
- a Town Square fit for the 21st century, as a community focal point and a space for outdoor events, fairs and markets
- a dedicated Town Centre Manager to co-ordinate marketing, promotion of the Town and liaison with the Council, Chamber of Commerce and local businesses
- improved information and directional signs, and electronic "information points"
- innovations that connect to international audiences, e.g. promotion of our William of Orange heritage to attract visitors from the Netherlands
- the establishment of our own brand through high-quality, locally made Brixham merchandise, or a "Made in Brixham" brand name
- replace of the promenade building at Broadsands Beach with a sympathetically designed facility suitable for the 21st century
- enhancement and promotion of the nature trails, art trails and historical routes, for walkers and cyclists, with good signage and descriptions en-route, seating areas at viewpoints, dog bins and refreshment points where possible
- promotion of the historical Churston Golf Course designed by Harry Colt in 1929, one of the greatest course designers in history attracting enthusiasts from around the world.

A1.4.4 Strong opinions have expressed a real sense that we are not making the best of so much of our tourism offer, ranging from the need for better promotion of our natural environment and heritage with all its special designations and protections, the wide range of outdoor activities on offer and especially the status as a Global Geopark. Many local residents as well as visitors are unaware of this extraordinary attraction. Much more can be made of our wonderful tourist and environmental capital that can both promote sustainable economic advantage at the same time as protecting what is so richly valued by all, residents and visitors alike.

### Appendix 3: Green Wedges

