



# **Brixham Peninsula Neighbourhood Plan Policy Document**

2012–2030

## List of Documents

The Brixham Peninsula Neighbourhood Plan comprises the following 10 documents:

1. Policy Document
2. Policy 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 3 supporting documents:

- (i.) Habitats Regulations Assessment Screening August 2017 prepared by AECOM
- (ii.) Strategic Environmental Assessment prepared by AECOM
- (iii.) Housing Site Assessment prepared by AECOM
- (iv.) Habitats Regulations Assessment Appropriate Assessment March 2019 prepared by Torbay Council

**Note:** Torbay Council has produced its own Habitats Regulations Assessment Appropriate Assessment which should be read in conjunction with the AECOM Habitats Regulations Screening.

**Note:** This Plan was prepared under the National Planning Policy Framework (NPPF) 2012; the transitional arrangement in paragraph 214 of the July 2018 NPPF apply to it. Where reference is made to the NPPF this is the 2012 document unless stated otherwise.

**Note:** References to the 'Local Plan' refer to the Torbay Local Plan 2012–2030 "A Landscape for Success" as adopted in December 2015

## Thanks

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.

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## **Preface**

Since the Brixham Town Design Statement was published in 2010, work has continued on this Neighbourhood Plan for the whole of the Brixham Peninsula to bring a collective community approach to planning our sustainable future.

Neighbourhood Planning provides our community with the opportunity to manage development for the benefit of the community as a whole. Through our extensive consultation, we have seen the community of the Brixham Peninsula neighbourhood area - across the Town of Brixham and the villages of Churston Galmpton and Broadsands - express a desire for sensitive sustainable development which maintains our way of life and the characteristics of the neighbourhood that make it unique and special.

Our Neighbourhood 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, reduce commuting, sustain our infrastructure and improve our health and wellbeing. We also have a clear duty to enhance our environment, protect our wildlife, preserve our open spaces and celebrate our heritage. We also need to ensure that developments are economically sustainable and that they will help our key industries prosper, especially fishing, tourism, agriculture and light industry.

Rather than the trend towards more second homes, our aim is to retain more of our young people so they stay living here rather than moving away for work. Young people need good jobs and decent homes, so employment and housing have been key priorities in the plan. Reducing the average age of the population and increasing levels of income will make the community more sustainable and vibrant and this plan recognises this.

Some of the good ideas generated in the formation of this plan could not be implemented through policies of a land based document. However, they are considered too significant to edit out and so are retained as aspirations (**Appendix 1**) which we hope will one day be realised. Similarly, we have

identified projects (**Appendix 2**) that could be achieved to enhance our area and create jobs. This also serves to point 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 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 what we understand to be sustainable development:

**"growth that ensures better lives for us  
don't mean worse lives for future generations".<sup>1</sup>**

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<sup>1</sup> This definition accords entirely with the Ministerial Foreword in the National Planning Policy Framework 2012.

## **1 Introduction and the rationale for our Holistic approach**

- 1.1** Guided by frequent community engagement events, in general conformity with the Torbay Local Plan 2012–2030 “A Landscape for Success” as adopted in December 2015 following amendments to comply with the Examination Inspector’s Report of October 2015 (Local Plan), and shaped by the National Planning Policy Framework of 2012 (NPPF), this Brixham Peninsula Neighbourhood Plan (Neighbourhood Plan) has been produced by volunteers from the communities of Brixham Town, Churston, Galmpton and Broadsands.
- 1.2** 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.
- 1.3** This has been achieved by devising policies that seek to meet our need for more homes, sustain and improve our economic progress, protect, conserve and enrich our environment and heritage, enhance our infrastructure, and improve the health and wellbeing of all who live here as well as those who visit our Peninsula.
- 1.4** 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, 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.
- 1.5** 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.

- 1.6** This will increase the likelihood that the needs, aspirations and optimism of our communities will be reflected in whatever developments are being proposed.
- 1.7** 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.
- 1.8** 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 wellbeing of all who inhabit the area, including our endangered species, must also be planned for in a sustainable way.
- 1.9** As stated, the essence of neighbourhood planning is about engaging communities, localities and neighbourhoods in designating space for development.
- 1.10** The primary drivers are to provide new homes and grow the economy. 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 wellbeing, environmental protection and, key to it all, more and better homes and opportunities for all who live and/or work here.

- 1.11** The Localism Act<sup>2</sup> provided the legal framework to inspire a sense of devolution of decision-making powers from central government to communities and individuals. When considering how this can be achieved within finite boundaries, geographic, environmental and economic, it becomes obvious that a holistic approach is needed.
- 1.12** 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.
- 1.13** 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.
- 1.14** Only by linking this to health and wellbeing, 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.

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<sup>2</sup> The Localism Act 2011.

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

### **2.1** The Local Plan states that:

Brixham is expected to provide sufficient land to enable delivery of at least 2,700 square metres (sqm) of employment floor space and 660 new homes over the Plan period.

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>3</sup>

**2.2** Over the following chapters and recognising our holistic approach this Neighbourhood Plan sets out a series of policies in relation to this. Policies are denoted by the shading blue of the boxes around the text.

**2.3** 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. Again this is covered in our Neighbourhood Plan policies.

**2.4** Our green environment of the Brixham Peninsula should be protected from development to maintain our outstanding landscape. In particular, the AONB should be protected in accordance with the local planning guidance<sup>4</sup> and national policy.<sup>5</sup> The settlement gaps 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 often the only space left for agricultural development that ensures local production of food can continue.

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<sup>3</sup> Adopted Torbay Local Plan 2012–2030, page 126.

<sup>4</sup> South Devon Area of Outstanding Natural Beauty Planning Guidance 2016.

<sup>5</sup> Areas of Outstanding Natural Beauty: Natural England's role (published 6 January 2015).

**2.5** 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>6</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.

**2.6** 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.

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<sup>6</sup> National Planning Policy Framework 2012, page 14, para56.

### 3 Employment policies to create jobs (J)

#### 3.1 Employment policies for the Brixham Peninsula as a whole

3.1.1 Our extensive consultation has identified a number of priority projects to for the Brixham Peninsula. These are set out at **Appendix 2** to this document. It is anticipated many of these projects will bring substantial employment benefits. To provide a framework for planning decisions on employment development proposals this section sets out a series of policies as follows.

#### **Policy J1:**

#### **Employment land – proposed, retained and refurbished**

J1.1 Employment development will be promoted appropriate to meet the local and strategic needs set out in the Torbay Local Plan 2012-2030 SDB1 area, particularly that which generates permanent jobs; increases the diversity of industries across the peninsula; or promotes key industries. Development on brownfield sites in preference to greenfield sites will be promoted and supported. Application of this policy will be subject to compliance with the other polices of this Neighbourhood Plan and not prejudicing the integrity of the AONB, Special Areas of Conservation and the Undeveloped Coast.

<b>Table 1<sup>7</sup>: Identified employment sites.</b>	
Site Address	Yield (sqm)
J1 – 1: Brixham Town Centre (identified site)	500
J1 – 2: Oxen Cove and Freshwater Quarry (identified site)	2,000
J1 – 3: Torbay Trading Estate (identified site)	200
J1 – 4: 74 New Road (committed site)	220

J1.2 The sites listed in Table 1 below and shown on the accompanying Policy Maps (Document 2) are identified for employment development at the plan making stage in this Neighbourhood Plan. Detailed evidence will be required at the project stage as regards the compliance of any development planning application with environmental legislative requirements.

J1.3 Employment land, commercial and business premises are to be retained unless there is no reasonable prospect of the site being used for employment purposes on grounds of viability. A lack of viability is to be established by clear evidence from an active marketing effort that it would not be possible to achieve a lease or sale of the premises at a reasonable market rate.

J1.4 In the event of a lack of viability being established under J1.3 above, subject to compliance with the other policies of this Neighbourhood Plan, for appropriate sites a change of use will be supported where the alternative use will contribute to the needs of the community by addressing an identified Brixham Peninsula need for

- affordable housing in accordance with the definition in the NPPF;
- purpose-built accommodation for older people (with a minimum age of 60); or
- purpose-built accommodation for the disabled.

Where the proposed loss of employment space is agreed contributions will be sought to mitigate the loss of employment in accordance with the tests set out in the CIL Regulations.

<sup>7</sup>Policy J1 Footnote: Table 1

'Identified' J1 employment sites: These are not allocated sites and do not have policy weight but recognise a potential development site for consideration through the development management process primarily for employment investment subject to other policies in the Development Plan. Committed J1 employment sites: Have extant planning permission. If this planning permission expires, any proposal will be considered on the basis of the Development Plan unless material considerations indicate otherwise. A site's planning history is likely to be a material consideration.

### **Justification for Policy J1**

3.1.2 Local Plan Policy SDB1 expects that the Brixham Peninsula will provide sufficient land to enable delivery of 2,700 sqm of employment floor-space over the 18-year period from 2012 to 2030. In response, this Neighbourhood Plan has found sufficient land to enable the delivery of 2,920 sqm of employment floor-space.<sup>8</sup> This is set out in more detail in the Employment Site Assessment (Document 4), which informs Policy J1.

<sup>8</sup>See Table 3 of the Employment Site Assessment (Document 4).

- 3.1.3 Much of the present employment space in the Brixham Peninsula is old and in need of upgrading and refurbishment. However, by retaining what space we have and adding new, income will be generated and the economy can grow.
- 3.1.4 The Brixham Peninsula has sufficient space for new employment areas without building on the land which separates our settlements, ensuring the retention of the rural character and agricultural activity which makes the southern end of the Bay unique.
- 3.1.5 Equally, this can also be achieved whilst protecting the habitats of our protected wildlife and rare flora and fauna.

**Policy J2:**

**Provision of information and communication technology**

All proposals for new employment and residential development should be designed to be connected to high-quality communications infrastructure to ensure that fibre optic or other cabling does not need to be retro-fitted. If not possible then evidence to show that development cannot be directly connected to high-quality communications infrastructure due to viability or technical reasons must be provided.

**Justification for Policy J2**

- 3.1.6 Quality digital communication infrastructure is an essential tool for modern businesses including home-working. The peripheral and rural nature of the Peninsula adds weight to the need to provide super-fast broadband or subsequent technologies as a requirement for all major development proposals and a priority requirement in any new or refurbished employment space.
- 3.1.7 The position of the Peninsula within the UK and its valley setting has for some time meant that new communication methods and coverage have been slow to arrive. For any business to be able to compete in their own markets these systems are imperative. The latest communications infrastructures for our businesses are essential to attract, equally, new employers and start-up businesses to the area.

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

Subject to compliance with the other policies of this Neighbourhood Plan, applications for development proposals that include any or all of the following will be welcomed:

- Raise skills levels and increase employability.
- Link with local educational/training facilities, including South Devon College.
- Tackle skills shortages in existing and potential business sector clusters that are, or have the potential to be, strengths in the local economy.
- Address barriers to employment for economically inactive people, and
- Provide for the development of childcare facilities within or in close proximity to employment sites.

**Justification for Policy J3**

- 3.1.8 Creating opportunities for apprenticeships, training and future job opportunities in our key industries, fishing and related marine industry, agriculture and tourism, are essential to the reduction in unemployment as well as the re-balancing of our community. To continue to draw tourists to the area, our heritage must be protected and promoted. This Neighbourhood Plan supports traditional marine employment, agriculture and a wide mix of skills training including hospitality training for the tourism industry. The provision of skilled jobs and apprenticeships is crucial to our economic development. This policy aims to increase the breadth of training opportunities so that local crafts, traditional industries as well as high-quality skill development in the building trade, hospitality, local produce and healthcare industries will all flourish.
- 3.1.9 It is recognised that many of the jobs in the tourist industry in particular are seasonal, minimum waged and part-time. However, much of the drain of people

away from the area for better job opportunities can be stemmed by investing in these areas. Diversification in all these employment training areas, including that in our high-tech industries, is needed in order to create better opportunities, especially for our young people.

- 3.1.10 It will also reduce the need for outward commuting if promoted in tandem with our policies for new housing.

**Policy J4:**

**Local employment – increased employment and local amenity**

- J4.1 Subject to compliance with the other policies of this Neighbourhood Plan, new start-up businesses or incubation units will be supported within the defined settlement boundaries and home-based jobs, web-based commerce, live/work units and work hubs providing/facilitating an increase in employment will be particularly welcomed.
- J4.2 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.
- J4.3 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).

**Justification for Policy J4**

- 3.1.11 As stated elsewhere in the Plan, the transport infrastructure within the Peninsula is poor in relation to other areas. The roads are narrow and limited and traffic volume is high, especially during the tourist season. Whilst we seek to increase local employment we do not wish to see an unmanageable increase in traffic volumes or higher demand for the already limited parking places, on-street and in the local car parks.
- 3.1.12 There is a strong desire to see residents living and working within the Peninsula and this policy will enhance the strategic aims of Local Plan Policies SS4



(The economy and employment) and SS5 (Employment space) by promoting local industry in this way. Home-working and live/work units will become commonplace rather than scarce.

### **3.2 Employment policies for the Town of Brixham**

#### **Policy J5:**

#### **Sustaining a vibrant harbour-side economy**

- J5.1 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.
- J5.2 Subject to compliance with the other policies of this Neighbourhood Plan, 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 while paying due regard to resident and visitor amenity. Developments around the harbour should be in conformity with Local Plan Policies T01 (Tourism, events and culture), TO3 (Marine economy) and DE3 (Development amenity), and will address Local Plan Policies SS6 (Strategic Transport Improvements) and SS6.6 (Ferry Transport Links) but will not rely on the construction of a Northern Arm Breakwater as a prerequisite to new developments. They will also observe where relevant the requirements of Neighbourhood Plan Policy BE1 in respect of Heritage assets and any requirements relating to preservation or enhancement of the Brixham Town Conservation Area in the development plan.

#### **Justification for Policy J5.**

- 3.2.1 As stated above, the working harbour is a major industry in the town and as such, along with the town's heritage, character and beauty, is a draw for tourism, the other major industry. Without investing in these valuable assets the town and surrounding areas would markedly decline economically.

- 3.2.2 All of the current industrial areas throughout the town, with the exception of the Harbour, are surrounded by residential developments. It has been an ongoing concern for the residents local to these industrial areas that fish processing should be kept away from their homes due to smells and associated problems.

The processing of shellfish which requires sea water processing should be restricted to the Harbour Estate area alone within Brixham. Any associated environmental controls can be monitored more effectively by the industry and Environment Agency. The Policy area is shown on the Policy Maps Document 2.

**Policy J6:**

**Brixham Town Centre**

A full planning brief/master plan, proportionate in breadth and detail to the size and complexity of any development proposal, should be undertaken for any development of the identified Brixham Town Centre site (see reference J1 – 1 in Table 1 above and the Policy Maps (Document 2)). This planning brief/master plan should ideally be made public at the earliest possible, hence pre-application or preliminary consultation, stage. This document should detail how heritage assets and the designated conservation area are to be safeguarded and how the local character and the town's attractiveness as a major tourist destination is to be maintained. Access, connectivity, transport issues and design characteristics should also be addressed.

**Justification of Policy J6**

- 3.2.3 For many years the car park which has occupied a prominent position of Brixham Town Centre has been underutilised and unsightly. Various plans have been suggested and failed, having been found not to be viable on either financial or design grounds.
- 3.2.4 This land (an area of 500 sqm) has now been identified for employment development. See Table 3 contained in the Employment Site Assessment, Document 4. The development is to include a mix of retail premises, a hotel, affordable housing (see also Policy Bh3-I1 for 25 units), multi-level car parking, a transport hub and a town square.

- 3.2.5 The development will enhance the character and heritage of the town, improve the connectivity of the shopping areas, provide new transport facilities and could provide new employment opportunities. Much needed affordable housing will be included.
- 3.2.6 The Town Centre Master Plan sets out how a mixed-use development can address the current issues of poor transport arrangements, aesthetics and connectivity problems of the two main shopping streets. It will include space for new employment, housing and a town square.

For more detailed policies, specific reference should be made to the Town Centre Policies contained in this Plan.

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

- J7.1 A full planning brief/master plan, proportionate in breadth and detail to the size and complexity of any development proposal, should be undertaken for any development of the identified Oxen Cove and Freshwater Quarry site (see reference J1 – 2 in Table 1 above and the Policy Maps (Document 2)). This planning brief/master plan should ideally be made public at the earliest possible, hence pre-application or preliminary consultation, stage. This document should detail how heritage assets and environmental assets are to be safeguarded and how the local character and the town's attractiveness as a tourist destination is to be maintained. 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.
- J7.2 Design and development options should be informed by the Port Master Plan and the Brixham Town Centre Master Plan and have regard to resident and tourist amenity issues. Appropriate Ecology surveys will need to be undertaken at the project stage for any planning application as set out in the HRA to this Neighbourhood Plan.

### **Justification of Policy J7**

- 3.2.7 An area of 2,000 sqm has been identified for employment at Oxen Cove, (see Policy J1 and footnote defining 'identified' status) primarily marine related, to support the working harbour and town's regeneration. The area could provide enough space for new marine engineering and boat repair facilities and boat storage, and enable shellfish processing on the Harbour Estate.
- 3.2.8 The land at Freshwater Quarry could also provide a multi-level car park; some surface level parking is to be made available for high-sided vehicles, coaches, cars with boat trailers etc., together with some residential. Sufficient space will be allowed for a new slipway for public use and associated public facilities along with access to the Northern Arm breakwater, when finance is available for its construction.
- 3.2.9 Currently there is a lack of boat repair and maintenance facilities in Brixham harbour, or for that matter anywhere else in the Bay. Combined with very limited space for cold storage, this means that both the fishing fleet and yachtsmen are forced to go elsewhere at considerable expense to all boat users. Developing the Oxen Cove area in this way will provide local employment and increase the local economy.
- 3.2.10 Proposals will be subject to any environmental constraints. More specific information and drawings are included in the Town Centre Master Plan (Document 10) and the Tor Bay Harbour Port Master Plan.
- 3.2.11 The land at Freshwater Quarry and Oxen Cove is also allocated for residential development in Policy BH3-I6.

### 3.3 Employment policies for Churston, Galmpton and Broadsands

#### **Policy J8:**

#### **Employment in Churston, Galmpton and Broadsands**

- J8.1 New employment development within the Settlement Boundaries (Policy E2) of the three villages should respect the sensitive countryside and coastal setting of the Peninsula, and the character assessment and design guidance in the Village Design Statement (Policy BH5). Employment proposals should relate to the scale and nature of the existing communities and villages of Churston, Galmpton and Broadsands.
- J8.2 Subject to compliance with the other policies of this Neighbourhood Plan, small-scale (defined as set out at Table 21 in Local Plan Policy SDB3 for Brixham Urban Fringe), sensitively designed proposals which provide local employment opportunities appropriate to the countryside 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 all road users.

#### **Justification for Policy J8**

- 3.3.1 The villages are set in rural surroundings with a green area of separation keeping their identities distinct. They have minor and narrow roads and traffic through them is by necessity slow. They are principally residential with employment land minimal. Although increase in employment within the village envelopes will be welcome subject to meeting conservation requirements and policy requirements, there is a strong local demand that it does not impact adversely on the community life, environment and the special areas of conservation.

## 4 Housing policies (BH)

### **Policy BH1:**

#### **Affordable housing site allocations**

- BH1.1 Affordable homes will be provided in new developments as a proportion of new open market homes in line with the ratios set out in Local Plan Policy H2. Provision of affordable homes is preferred on-site and integrated into the new development. However, where the calculated provision requires provision of part of a house, that partial provision is to be provided by payment of a commuted sum to fund the provision of affordable housing within the Brixham Peninsula defined neighbourhood area.
- BH1.2 An off-site contribution will be considered where it would result in a larger number of affordable houses being delivered than through on-site provision but only if it is directly allocated to the physical provision of affordable homes within the Brixham Peninsula defined neighbourhood area.
- BH1.3 Where a commuted sum has not been used to fund the physical provision of affordable housing within the Brixham Peninsula defined neighbourhood area by the 3rd anniversary of its payment date, that sum will be released to fund the physical provision of affordable housing across the wider area served by the Local Planning Authority. Where a commuted sum has not been used to fund the physical provision of affordable housing within the wider area served by the Local Planning Authority by the 5th anniversary of its payment date, that sum will be released back to the developer.

### **Justification for Policy BH1**

- 4.1 Torbay has an ageing population where 31% are aged over 60, whereas the Brixham Peninsula has an even higher average of 42% over 60.<sup>10</sup> Between the census points 2001 and 2011, the Peninsula population fell by 3.4% or 821

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<sup>10</sup>South Devon and Torbay Knowledge and Intelligence Joint Strategic Needs Assessment, 2014

people (Office for National Statistics, figures for Furzeham and Berry Head, St Mary's and Summercombe, Churston and Galmpton wards).<sup>11</sup>

- 4.2 Whilst some of this will be attributable to deaths, migration rates are the largest cause for this decline, especially in young people who find it impossible to obtain affordable housing anywhere on the Brixham Peninsula and therefore have to leave to find a home elsewhere.
- 4.3 To reverse this trend and to try and make the population of the Peninsula more balanced with regard to age and hence more vibrant, the amount of affordable housing should be significantly increased. Whilst opportunities to create jobs are on the horizon, the average local salary is unlikely to enable our working populace to afford average house prices, so accommodating our workforce in affordable homes is our highest priority.

### **Policy BH2:**

#### **Occupation of new affordable homes**

- BH2.1 New affordable homes 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.

<sup>11</sup> [www.ons.gov.uk/peoplepopulationandcommunity](http://www.ons.gov.uk/peoplepopulationandcommunity).

BH2.2 Where persons cannot be found to meet these criteria, affordable housing may be occupied by people and their dependants identified on the Torbay Housing Waiting List.

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.

### **Justification for Policy BH2**

- 4.4 Average earnings across South Devon and Torbay are considerably lower than the average across England.<sup>13</sup> Torbay's Housing Strategy 2015–2020 states that, "[Torbay's] Housing and Health Needs assessment evidences the unaffordability of housing to many. It costs over 7 times the average Torbay salary to buy the average Torbay home. There is a higher proportion of households living in the private rented sector (23% compared to 17% across England) and a lower proportion of social housing."<sup>14</sup> Other Council documents have cited a higher figure of 11 times average earnings.<sup>15</sup>
- 4.5 It is considered essential to seek ways to strengthen our community which in recent years has become increasingly unbalanced in its age distribution. We must provide more affordable housing for our essential workforce, young families, those who have family roots here and those low-paid workers on whom our tourist, health, agriculture and fishing industries are so dependent.
- 4.6 There is a need for a significant part of any affordable housing to be restricted to local people to maintain a strong community and assist the retention of local young people and families. This need also arises because many traditional industries are not high wage industries, but it is necessary to retain in the local area people who have the skills to work in these industries. Hence in the absence of an allocation policy, it is considered there could be both a social and an economic impact.

<sup>13</sup> 2014/15 South Devon and Torbay Joint Strategic Needs Assessment (JSNA), Living and working well, [www.southdevonandtorbay.info](http://www.southdevonandtorbay.info), page 43.

<sup>14</sup> For the full report data, see <http://www.torbay.gov.uk/media/6757/housing-and-hna.pdf>

<sup>15</sup> The Housing Evidence Study for the Local Plan, 2012.



**Policy BH3:****Delivery of new homes**

The sites listed in Table 2 below and shown in the Policy Maps (Document 2) are allocated for residential development in this Neighbourhood Plan. Proposals will need to demonstrate there is no likely significant effect, either alone or in combination with other plans or projects on the integrity of European sites; where appropriate ecology surveys will need to be undertaken at the project stage.

**Table 2<sup>16</sup>: 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>Allocated Sites</b>		
<b>Brixham Town</b>		
H3 – I1	Brixham Town Centre	25
H3 – I2	St Mary's/Old Dairy	25
H3 – I3	St Kilda <sup>17</sup>	12
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
H3 – I8	Former Jewson <sup>18</sup>	20
H3 – I9	Castor Road	10
<b>Churston, Galmpton and Broadsands</b>		
H3 – I10	Knapman's Yard	6
<b>Total</b>		<b>145</b>
<b>Total Sites</b>		<b>685</b>

**Notes Table 2 :**

<sup>16</sup> 'Identified' BH3 housing sites: These sites have been identified by the Forum (Brixham Town Council) and are allocated housing sites.

Committed housing sites: These sites have extant planning permission. If this planning permission expires, any proposal will be considered on the basis of the Development Plan unless material considerations indicate otherwise. A site's planning history is likely to be a material consideration.

'Windfall Sites' are sites which are usually not identified or allocated within the development plan but that are still required to be considered on the basis of the Development Plan unless material considerations indicate otherwise. The figure in table 2 refers specifically to windfall sites of 5 or fewer new dwellings.

<sup>17</sup> Note: Allocated for assisted living (not open market) housing in accordance with Policy HW1.

<sup>18</sup> Note: Allocated for affordable (not open market) housing in accordance with Policy J1 at para J1.2.

### **Justification for Policy BH3**

- 4.7 The Brixham Neighbourhood Plan supports housing growth appropriate to meet local needs and the strategic needs set out in the Torbay Local Plan 2012-2030, Policy SDB1, including affordable housing. Local Plan Policy SDB1 expects that the Brixham Peninsula will provide sufficient land to enable delivery of 660 new homes over the 18-year period from 2012 to 2030. In response, this Neighbourhood Plan has found sufficient land to enable the delivery of 685 new homes.<sup>19</sup> This is set out in more detail in the Housing Site Assessment (Document 3), which informs Policy BH3.
- 4.8 At a more detailed level, the Local Plan states that 234 windfall sites can be relied on to come forward. At time of writing, there are 316 existing committed sites.<sup>20</sup> Consequently, it has been interpreted that the Local Plan expects the Neighbourhood Plan to allocate sites for at least 123 new homes. In response, this Neighbourhood Plan has allocated sites for 145 new homes.
- 4.9 Policy BH9 (Exception Sites) is intended to deliver affordable (including older person, and disabled person) housing on sites that otherwise could not come forward. In the Regulation 14 consultation a proposal was brought to attention which it appears could deliver on a policy compliant basis 20 homes, or more subject to community consultation. Accordingly, through Policy BH9 it is expected that more homes than set out above will come forward.

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<sup>19</sup> See Table 1 of the Housing Site Assessment (Document 3).

<sup>20</sup> These are sites where there are planning permissions in place which are considered "deliverable" in accordance with the definition at note 11 to paragraph 47 of the NPPF

**Policy BH4:****Housing Development -brownfield (previously developed) and greenfield (not previously developed) sites**

- BH4.1 Subject to compliance with the other policies of this Neighbourhood Plan, residential development on brownfield (or previously developed) sites in preference to greenfield sites will be encouraged and supported.
- BH4.2 Brownfield sites within the defined Settlement Boundaries (Policy E2) are the preferred locations for development.
- BH4.3 Development that extends settlements on to adjoining greenfield sites will be considered in the context of Torbay Local Plan Policy C1 and Exception Site development that may meet Local Need through local affordable housing (including self- build) provision (BH9).

**Justification for Policy BH4**

- 4.10 A sequential approach to development should be taken, with brownfield sites being developed in preference to the use of greenfield sites. This approach should apply to all development types, not just housing development, and is supported by the Core Principles of the NPPF.<sup>21</sup>

**Policy BH5:****Good design and the town and village Design Statements**

- BH5.1 All new development should demonstrate good quality design and respect the character and appearance of the surrounding area.
- BH5.2 The character and appearance of Brixham Town and the villages of Churston, Galmpton and Broadsands are set out in detail in the relevant Design Statement (Documents 6, 7, 8 and 9) which include both general and area-specific design guidelines (as denoted by the shading pink of the boxes around text), as well as photographic examples of community views on good and bad design. Design statements apply to their respective area as set out on the Policy Maps (Document 2) by a dashed brown line.

<sup>21</sup> National Planning Policy Framework 2012, para 17.

BH5.3 A central part of achieving good design is responding to and integrating with local character and landscape context as well as the built environment.

BH5.4 Planning permission will not be granted for development of poor design that fails to take opportunities available for improving local character<sup>22&23</sup> and quality of an area and the way it functions.

BH5.5 The design of new development and altered buildings or areas in the following categories should adequately take into account the safety and security of the users of the facilities and that of neighbouring residents:

- Major housing schemes of 10 or more homes
- Major commercial office, industrial, retail or leisure schemes
- New neighbourhood or district community facilities
- Shop Front improvements
- Proposals which include significant areas of open space/landscaping as part of a development, including linkage footpaths
- Proposals incorporating significant off street car parking provisions
- Improvements such as cycle lanes and new or improved footpaths
- All developments involving Class A3, A4 and A5 food and drink uses
- new or redeveloped schools/education premises Where intended occupants are particularly vulnerable and require
- higher standards of security to ensure their personal safety e.g. care homes and drug rehabilitation centres

### **Justification of Policy BH5**

4.11 All local consultation exercises and events, carried out since initial evidence gathering for the first Brixham Town Design Statement, have identified a very strong community aspiration to do all we can to retain the local character of our neighbourhood. By linking this policy to our Design Statements we offer clear guidance to proposers of all developments, large or small, on how to assimilate

their plans and design specifications, both traditional and modern, into the existing character of our town and village settlements. New developments which are shaped and inspired by the surrounding local character are clearly favoured by our communities. Further evidence on landscape character and appearance is also set out in the Landscape Character Assessment of Torbay<sup>22</sup> and the Brixham Urban Fringe Landscape Study<sup>23</sup>.

- 4.12 “Designing out crime” has been a function of the planning process since The Crime and Disorder Act 1998 established that the responsibility of reducing crime does not fall solely on the police. That concept extends to designing out opportunities for crime, fear of crime, antisocial and unacceptable behaviour and conflict in the built environment.

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<sup>22</sup> Landscape Character Assessment of Torbay, Enderby Associates, May 2010.

<sup>23</sup> Brixham Urban Fringe Landscape Study, Enderby Associates, September 2011.

**Policy BH6:**

**Roofscape and dormer management**

To protect local amenity, where planning permission is required:

BH6.1 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; and
- do not result in a detrimental impact to neighbouring residential amenity.

BH6.2 Design construction should reflect the traditional, intrinsic qualities of the original building.

BH6.3 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.

### **Justification for Policy BH6**

- 4.13 Developments within the conservation zones of both town and villages are already subject to robust design constraints. However, strong support has been expressed towards ensuring that the remainder of our settlements are not subject to inappropriate design. Especially for those areas in proximity to conservation zones, or those that are viewed either from within or without the zones themselves, constraints as specified in this policy are required to ensure that widely approved local design characteristics are preserved or enhanced.
- 4.14 This policy also directs the proposer of developments that involve both the alteration/restoration of existing buildings or new builds towards the planning guidance contained in the Design Statements (documents 6, 7, 8 and 9 of the Neighbourhood Plan).

### **Policy BH7:**

#### **Sustainable construction**

New development is encouraged to, on a basis proportionate to the scale of the development, incorporate the latest in sustainable construction, adaptive technologies, eco-innovation and other measures to combat climate change and enable sustainable lifestyles. Development orientation, design and layout should minimise energy use and maximise energy efficiency.

### **Justification for Policy BH7**

- 4.15 It is estimated that poor insulation means around £1 in every £4 currently spent heating UK homes is wasted.<sup>24</sup> Our community have expressed clear frustration with the slow response of the Department of Communities and Local Government to strengthen building regulations in ways that tackle climate change. Widespread concern around the need for more sustainable methods of construction, use of sustainable building materials, solar energy, better insulation and means of conserving household energy usage in new builds has been strongly expressed. This would also assist in combating fuel poverty.

<sup>24</sup> Energy and Climate Change Strategy 2014–2019, Torbay Council, 2014.

**Policy BH8:**

**Access to new dwellings**

Access to new developments should comply with the relevant adopted standards.

**Justification for Policy BH8**

- 4.16 Un-adopted<sup>25</sup> highways are highways not maintainable at public expense, i.e. they have not been “adopted” by the Local Highways Authority. Such highways often have design or construction features which are below those which would be required by the Local Highways Authority, i.e. weaker construction, poorer drainage or reduced visibility. However, they often serve a useful purpose by adding to the character of an area by providing a means of access which is less urban than would otherwise have been the case, i.e. absence of road kerbs or loose gravel rather than asphalt surfacing.
- 4.17 These highways can present problems where new development increases the volume of traffic using them without associated improvements being undertaken to bring it up to the standard required for adoption by the Local Highways Authority (see Torbay Highways Design Guide for New Developments and Torbay Council Highways Development Control Standing Advice).

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<sup>25</sup> Parliamentary Briefing Paper, SN/BT/40218, “Roads: unadopted”, October 2010.



**Policy BH9:****Exception sites**

Subject to compliance with the other policies of this Neighbourhood Plan and in particular the Conservation of Habitats & Species Regulations 2017, proposals for rural exception housing schemes, may be permitted where the development:

- a. Addresses an identified Brixham Peninsula need for affordable housing in accordance with the definition in the NPPF and the developer has evidenced that scale of the need for that type of housing within the Brixham Peninsula area the time that Planning Permission is sought is sufficient to justify a development on a site which would otherwise not be able to be developed; and;
- b. Is subject to planning obligations and safeguards that provide legal certainty that the need will continue to be served in perpetuity; and
- c. Is adjacent to a Settlement Boundary (Policy E2) or otherwise demonstrably well related to existing residential development and amenities; and
- d. Is **not** located within a Settlement Gap (Policy E3); and
- e. does not constitute major development if within the AONB; and
- f. Is considered to be a small site;

### **Justification for Policy BH9**

- 4.18 The purpose of the exception sites policy is to enable certain forms of housing which are less profitable than full open market housing to be viably brought forward over the plan period where there is a need for that type of housing.
- 4.19 Policy BH9 (Exception Sites) is intended to deliver affordable, housing on "small" sites that otherwise could not come forward including houses for older person, and disabled persons. It is for the Local planning Authority to determine what constitutes a "small" site however a proposal for 20 homes could not be considered small. In the Regulation 14 consultation a proposal was brought to attention which it appears could deliver a rural exception site, subject to community consultation. Accordingly, through Policy BH9 it is expected that more homes than set out above will come forward.
- 4.20 However, these needs for certain forms of housing have to be balanced carefully against environmental concerns. This Policy provides a framework of where development would not be appropriate and also where it could be appropriate subject to meeting certain criteria.

## 5 The natural environment (E)

### Policy E1:

#### Landscape beauty and protected areas

- E1.1 The natural beauty, landscape character, tranquillity and biodiversity of the Brixham Peninsula, as set out in the Design Statements (Policy BH5), the Landscape Character Assessment<sup>28</sup> or the Brixham Urban Fringe Landscape Assessment<sup>29</sup> will be preserved and enhanced. New development will respect these qualities and wherever possible enhance them.
- E1.2 The internationally designated Special Area of Conservation (SAC), the nationally designated National Nature Reserve (NNR) or Area of Outstanding Natural Beauty (AONB), and the locally designated Undeveloped Coast (Local Plan Policy C2) or Countryside Area (Local Plan Policy C1) will all be protected. The English Riviera Global Geopark will be protected to ensure the retention of the area's status as an urban geopark. As a minimum, prevailing international, national and local policies will be applied.
- E1.3 Development within or impacting on the AONB must demonstrate that great weight has been given to conserving and enhancing landscape and scenic beauty and must comply with the requirements of the National Planning Policy Framework<sup>30</sup> and other statutory documents including the AONB Management Plan<sup>31,32,33</sup>.
- E1.4 Priority will be given to protecting and enhancing the countryside from inappropriate development in accordance with Policy C1 of the Torbay Local Plan.
- E1.5 Development should not harm protected landscape characteristics including dark night skies and tranquillity.

<sup>28</sup> Landscape Character Assessment of Torbay, Enderby Associates, May 2010.

<sup>29</sup> Brixham Urban Fringe Landscape Study, Enderby Associates, September 2011. <sup>30</sup>

National Planning Policy Framework 2012, paragraph 115.

<sup>31</sup> Planning for the South Devon AONB: Planning Guidance Version 1.

<sup>32</sup> Non-statutory Report: AONBs and Development, National Trust, September 2015.

<sup>33</sup> Non-statutory Report: Development in and Affecting Areas of Outstanding Natural Beauty, Green Balance for National Trust, September 2015.

## **Justification for Policy E1**

- 5.1 The national importance and uniqueness of our environmental assets are well documented.
- 5.2 The Brixham Urban Fringe Landscape Study provides sound landscape-based guidance on ways in which the Local Authority can help to conserve and enhance the various areas of land within the Peninsula which are subject to statutory environmental designations. These principles are reflected in the statutory AONB Management Plan<sup>34</sup> and underpinned by the Torbay Green Infrastructure Delivery Plan.<sup>35</sup>
- 5.3 In addition, supplementary to the AONB Management Plan, the South Devon AONB Planning Guidance currently under review provides detailed guidance for all types of development. This plan accords with the aims of this guidance as far as it goes.
- 5.4 The state of the AONB has been summarised in the Brixham Urban Fringe Landscape Study which has identified the whole of the currently undeveloped section of AONB between and including Berry Head and Sharkham Point as an area of critical environmental value which needs to be restored as well as conserved. It extols its importance as being of major conservation significance, with its designations of Special Area of Conservation (SAC) (a European designation reflecting the international importance of the site) and a National Nature Reserve, and therefore subject to a high degree of protection.<sup>36</sup>
- 5.5 The AONB is protected by both national and local policies. In particular, the NPPF asserts the principle of conserving and enhancing the natural environment in several sections.<sup>37</sup> It states that "plans should allocate land with the least environmental or amenity value, where consistent with other policies in this

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<sup>34</sup> South Devon AONB Management Plan, 2014 (and subsequent reviews).

<sup>35</sup> Torbay Green Infrastructure Delivery Plan, "Building a Sustainable Future for Torbay", 2011.

<sup>36</sup> Brixham Urban Fringe Landscape Study, Enderby Associates, 2011, page 12.

<sup>37</sup> National Planning Policy Framework 2012, paras 14 (footnote 9), 17, 110, 115 and 116.

Framework<sup>38</sup> and that an AONB has “the highest status of protection in relation to landscape and scenic beauty”.<sup>39</sup>

- 5.6 The English Riviera Global Geopark stretches along the coastal area of Torbay and an important part is that from Berry Head to Sharkham Point. UNESCO Global Geoparks are single, unified geographical areas where sites and landscapes of international geological significance are managed with a holistic concept of protection, education and sustainable development. It is the only urban Geopark and was declared a Geopark in 2007.
- 5.7 Sites within the Geopark include Churston Cove/Churston Point (proposed Centre on Global-Scale, CGS), Breakwater Quarry, Brixham Cavern (proposed CGS), Berry Head to Sharkham Point (proposed CGS), Sharkham iron Mine (proposed CGS) and Shoalstone Permian-Triassic (No 1494). It is envisaged that “the Geopark will mean more people understand how the world around them came to be, and deepen their appreciation of the natural world”.<sup>40</sup>
- 5.8 Local Green Spaces are designated in this Neighbourhood Plan as they are of particular importance to the local community. All designated as such within this plan meet the criteria as laid out in the NPPF.<sup>41</sup> By designating land as Local Green Space, communities are able to rule out development other than in special circumstances.
- 5.9 The Communities of both Brixham town and the surrounding villages have all expressed strongly the view that development of any kind should only be permitted within the largely agricultural land between these settlements where it will enhance the area aesthetically. It must not have a detrimental impact. Neither can it be detrimental to the distinctive views from public vantage points, when viewed from both land and sea, within and adjacent to the built-up area. Development need not destroy the beauty of our landscape.

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<sup>38</sup> National Planning Policy Framework 2012, page 26, para 110.

<sup>39</sup> National Planning Policy Framework 2012, page 26, para 115.

<sup>40</sup> Professor Malcolm Hart, Plymouth University, [news.bbc.co.uk/local/devon/hi/people\\_and\\_places/history](http://news.bbc.co.uk/local/devon/hi/people_and_places/history), 2010.

<sup>41</sup> National Planning Policy Framework 2012, page 18, paras 76 and 77.

## **Policy E2:**

### **Settlement boundaries**

- E2.1 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. These boundaries are shown in the Policy Maps (Document 2).
- E2.2 Subject to compliance with the other policies of this Neighbourhood Plan, proposals for sustainable developments within settlement boundaries will be supported where developments demonstrate good design and follow the guidance in the relevant Design Statement (Policy BH5).
- E2.3 Development outside settlement boundaries will need to meet the criteria in Torbay Local Plan Policy C1.

### **Justification of Policy E2**

- 5.10 Policy E2 is a development of the “village envelope” concept proposed by the Local Plan. This Neighbourhood Plan policy hence provides supporting detail to a Local Plan policy C1.
- 5.11 Settlement boundaries are just that; they are boundaries around built development which has formed settlements and inform planning policy. They are not boundaries around named areas, albeit in places they equate to the same thing. Settlement Boundaries are shown in the Policy Maps (Document 2) by a solid red line. Area boundaries for the Town of Brixham and the Villages of Churston, Galmpton and Broadsands are shown in the Policy Maps (Document 2) by a dashed brown line.
- 5.12 In this Neighbourhood Plan, across the Brixham Peninsula residential dwellings and curtilage are included within settlement boundaries unless curtilage includes land that is larger than the average size of rear garden for the local area of that settlement such as land which is better described as paddock rather than garden. Also excluded are Local Green Spaces, Public Open Spaces

and playing fields. All current planning permissions, and committed and allocated sites are situated within these settlement boundaries.

- 5.13 **Brixham Town** comprises a single settlement. The boundary is primarily defined by the coastline and the countryside area and it should be noted that the greater majority of the countryside area surrounding the town lies within the South Devon AONB. Newly committed developments of significant size that previously could have been considered to lie outside a settlement boundary for Brixham have been included within the boundary and these include the development at Fishcombe and the residential part of the developments at Wall Park Holiday Camp and Sharkham Village.
- 5.14 Some areas of important green space have been designated to lie outside of the settlement boundary where they would have formed the edge of that boundary. These are: Battery Gardens (Local Green Space), Wishings Field (Village Green), the allotments, adjoining Brixham AFC's football ground, and another field (SHLAA 13233) at Wall Park, Ash Hole Woods and Shoalstone (Local Green Spaces).
- 5.15 A small part of Brixham town (notably the North Boundary Road area) included within the settlement boundary is actually situated within the AONB. This shows how historically the existing urban sprawl has infringed upon the AONB.
- 5.16 **Churston**, comprises several distinct settlements separated by open space and open countryside which is an intrinsic part of the character of the area and part of what makes the area special. A settlement boundary which included this space and open countryside would be misleading when compared to the way the area is understood by the local community. Accordingly, the village of Churston includes the four distinct settlements:
- A settlement which relates to the old village of Churston along Churston Road including Ferrers Green;
  - A settlement along Bascombe Road and Bascombe Close;
  - A settlement around Green Lane and Links Close; and
  - A settlement around Warborough Road and Brakeridge Close.
- 5.17 In addition, Churston Station is in the village of Churston as are certain houses

to the north east of Churston Golf Course. These are included within settlements which predominantly form the villages of Galmpton and Broadsands as set out below.

- 5.18 **Galmpton**, in contrast to Churston, is formed by single settlement. This contrast between the two adjacent villages adds to local character and distinctiveness. The settlement boundary of Galmpton is defined in large part, to the north and the east, by Warborough Common (E4 – 15) and the main Dartmouth Road.
- 5.19 **Broadsands** is also formed by a single settlement. The boundary is defined on the landward side by the Dartmouth Road and on the seaward side by the edge of the existing built development. This ensures further encroachment of the narrow undeveloped coastal strip does not occur but rather development is continued within the settlement in a sustainable way.

### **Policy E3:**

#### **Settlement gaps**

- E3.1 Settlement gaps have been defined between Paignton, Galmpton, Churston and Brixham. They are shown at **Appendix 3** and on the Policy Maps (Document 2). Countryside around Brixham is largely AONB (Policy E1 at para E1.3). Settlement Gaps relate to areas outside of the AONB where the countryside which forms the "gap" is Undeveloped Coast (Local Plan Policy C2) or Countryside Area (Local Plan Policy C1).
- E3.2 Within the settlement gaps development proposals must meet the criteria set out in Policy C1 of the Torbay Local Plan. No development that visually and or actually closes the gaps between these urban areas will be supported.

### **Justification for Policy E3**

- 5.20 The main urban area of Paignton is separated from the urban area of the Town of Brixham by a band of "rolling Devon farmland" which forms part of the Countryside Zone in the Torbay Local Plan and which stretches from the coast to the river Dart.



- 5.21 Within this area, settlements which comprise the villages of Churston and Galmpton are separated from the urban areas of Paignton and Brixham respectively by countryside comprising both agricultural land and other green infrastructure.
- 5.22 Discrete patches of built development within those settlements are then further separated from each other by further narrow strips of countryside.
- 5.23 These separating countryside strips, or "settlement gaps", provide:
- an open characteristic to the area which draws in views of distant landscapes;
  - separation which prevents coalescence and the merging of settlements; or
  - corridors which physically connect to and interact with the wider countryside.
- 5.24 Settlement gaps are highly sensitive to change and must be retained as valued open countryside. They are essential in retaining local character, preserving the discrete identity of the individual villages in this tourist location.

## **Policy E4:**

### **Local Green Spaces**

The sites set out in Table 3 below and shown in the Policy Maps (Document 2) and the Greenspace Site Assessment (Document 5) are designated Local Green Spaces (LGS), as defined in the NPPF.<sup>42</sup>

Having regard to the NPPF, these Local Greenspace Designations are considered to be capable of enduring beyond the end of the Plan period.

Development within a LGS will only be permitted in “very special circumstances”<sup>43</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 might be viewed favourably.

Some land designated as Local Green Space is already protected by higher level international and national protection, for example, the Berry Head Special Area of Conservation (SAC). This policy provides additional protection for such areas; it does not dilute existing protection.

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<sup>42</sup>National Planning Policy Framework 2012, page 18, paras 76 and 77.

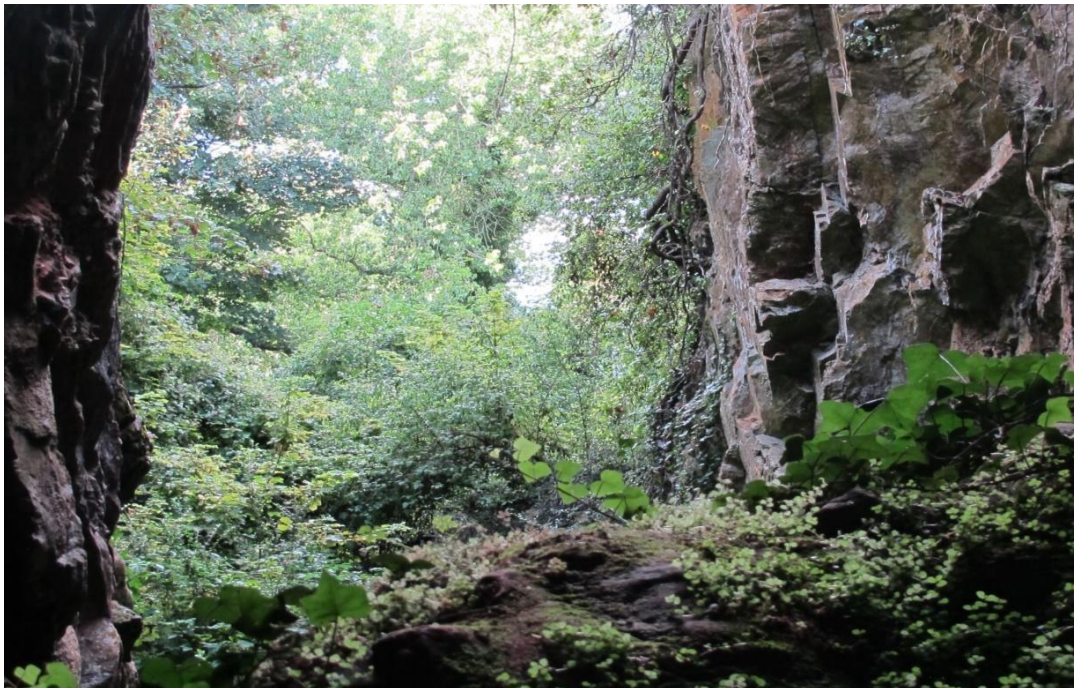
<sup>43</sup>National Planning Policy Framework 2012, page 18, para 76.

**Table 3: LGS sites and the justification for their designation.**

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**Brixham Local Green Space Sites**

**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 –1: Ash Hole Woods and Cavern entrance.*

**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 Furzeham 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 – 2: Astley Park, home to Brixham Rugby Football Club.*

**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 – 3: Battery Gardens.*

**E4 – 4: Berry Head.** A unique area with many special designations to protect its rare species of flora and fauna of international and 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. The area includes the SAC, as well as other parts of the AONB which National England suggested be considered for protection after their rejection for housing by this Neighbourhood Plan.



*E4 – 4: Berry Head National Nature Reserve. Sharkham looking towards Mansands.*

**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 – 5: Bonsey Rose Gardens.*

**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 – 6: Brixham Cricket Club Ground.*

**E4 – 7: Furzeham 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 Furzeham 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 – 7: Middle Green Furzeham.*

**E4 – 8: 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.



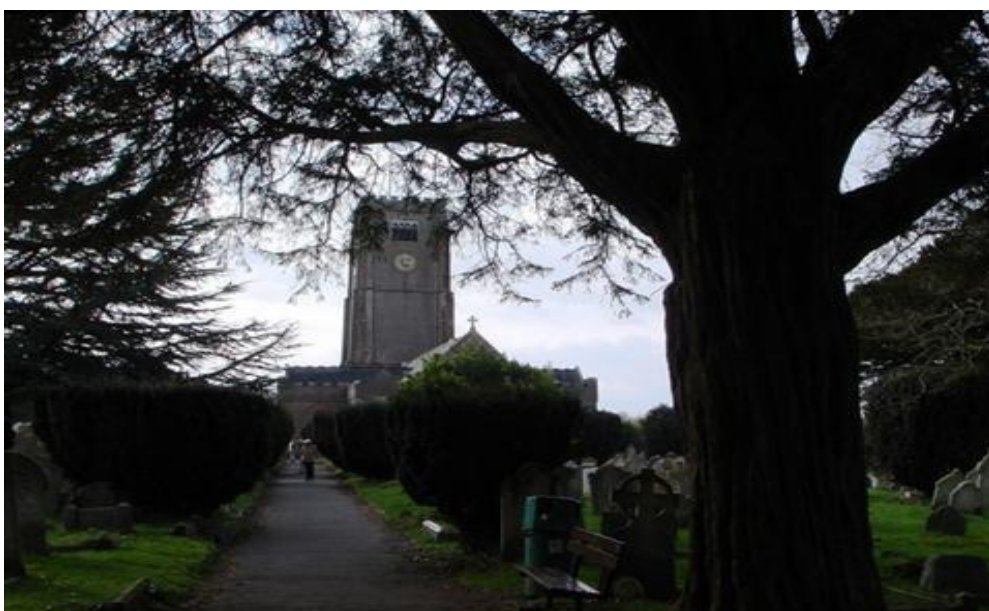
*E4 – 8: Jubilee Gardens, Berry Head Road.*

**E4 – 9: 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 – 9: Shoalstone Pool.*

**E4 – 10: 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 – 10: St Mary's Church and Churchyard.*



**E4 – 11: 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, it is 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 – 11: St. Mary's Park Wild Flower Meadow.*

**E4 – 12: 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.



*E12 – 4: Stoney Park Allotment Gardens.*

## **Churston, Galmpton and Broadsands Local Green Space Sites**

**E4 – 13: 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.



*E13 – 4: Fairways across Churston Golf Course.*

**E4 – 14: 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.



*E4–14: Broadsands beach with the Elberry grassy headland behind the row of trees, which leads to Elberry Cove and beach.*

**E4 – 15: 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 Galampton. It boasts natural beauty and outstanding views.



*E4 – 15: Galampton Warborough Common and the War Memorial.*

**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: Sugar loaf Hill and caravans at Waterside.*

**Policy E5:  
Public Open Spaces**

- E5.1 The sites set out in the Table in **Appendix 4** to this document and shown in the Policy Maps (Document 2) and the Greenspace Site Assessment (Document 5) are identified as Open Spaces and should not be built on unless:
- an assessment has been undertaken which has clearly shown the open space, buildings or land to be surplus to requirements; or
  - the loss resulting from the proposed development would be replaced by equivalent or better provision in terms of quantity and quality in a suitable location; or
  - the development is for alternative sports and recreational provision, the needs for which clearly outweigh the loss.

**Justification of Policy E5**

- 5.25 Each site has been carefully assessed according to criteria as specified in the NPPF.<sup>44</sup>
- 5.26 The links between sport and recreation and health and wellbeing are further discussed later in this plan. It is evident (e.g. by several schools having to share playing fields) that across our Peninsula there is barely sufficient sports grounds, play areas and recreational areas to meet current requirements. Hence all the above contribute to wellbeing, especially that of our children, and will be robustly protected by the communities that have invested in them and value them well beyond the financial value that might be realised from other types of development. If any site were replaceable, still in close proximity to the communities that use them, the trading of one area for another that could provide the same, or perhaps better facilities, may be acceptable to local residents. Local knowledge shows that the general dearth of undeveloped land within our Peninsula urban development make this highly unlikely.

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<sup>44</sup> National Planning Policy Framework 2012, page 18, paras 73 and 74.

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

Views and vistas, particularly those to and from the sea or the River Dart, public views of the townscape, seascape, landscape and skyline that are valued by residents and visitors alike. Examples of such views are given in the Brixham Town, Churston, Galmpton and Broadsands Design Statements (Documents 6, 7, 8 and 9); the Landscape Character Assessment and the Brixham Urban Fringe Landscape Assessment. Proposals for developments which affect these views and vistas should demonstrate that landscapes are safeguarded with their importance and be accompanied by a visual impact assessment appropriate to the size and scale of the proposal.

**Justification for Policy E6**

- 5.27 Sea views, including those across the Bay to distant landscapes, as well as those inland views to Dartmoor are all of critical value to the environmental wealth of our Peninsula. The fact that sea views are an essential characteristic of our Peninsula has been acknowledged in the Landscape Character Assessment.
- 5.28 The Brixham Urban Fringe Landscape Study expounds the importance of the South West AONB to the landscape value of the whole Brixham Peninsula, both from the position of how it is viewed from within the developed areas as well as how those developed areas are viewed from the AONB. It concludes that in relation to the AONB, "The proximity to Brixham has been perceived as a threat to the landscape, with concerns that development or re-development can spoil the value of the AONB. This is undoubtedly possible and considerable co-ordinated efforts are now required to protect and enhance the designated landscape which has clearly suffered in recent years"<sup>45</sup> Both the conclusion from this study and the ethos of paragraph 74 of the NPPF are now supported and enhanced by the South Devon AONB Planning Guidance, so much of which focuses on the need to protect and enhance the natural beauty of the Brixham Peninsula.

<sup>45</sup> Brixham Urban Fringe Landscape Study, Enderby Associates, 2011, page 10, Figure 3: Landscape Character Assessment

- 5.29 Views have been an important characteristic which has informed the allocation of Local Green Space (Policy E4) sites. Some of these sites have exceptional views while others are inherently prominent when viewed from other parts of the Peninsula or from across the Bay.

**Policy E7:**

**Protecting semi-natural and other landscape features**

Development should where-ever possible ensure the retention, integration or enhancement of local semi-natural, cultural, historic or man-made features and their contribution to the special character, wildlife habitats and biodiversity of the Peninsula, such as:

- Devon banks (stone-clad hedges often over 800 years old)
- dry-stone walls and gateposts
- village orchards
- field barns
- lime kilns

**Justification for Policy E7**

- 5.30 Development proposals provide many opportunities for building in beneficial biodiversity or geological features as part of good design. There are natural and semi-natural features such as streams, rock exposures, veteran trees, hedge-banks and hedgerows, and other natural networks that help create local character. These should be considered in planning for development. Other heritage and cultural components, such as stone walls, field barns and village orchards, should also be treated thoughtfully. Where they still exist, their contribution to local amenity, biodiversity and cultural heritage should be respected. Sensitive landscaping schemes or other enhancement measures can do much to conserve or improve local landscape quality.



- 5.31 This year, Berry Head became the site where the 600th bird species to be officially added to the British Ornithological Society's Records was spotted, namely the Yelkouan Shearwater. That such vulnerable and rare species, as well as the protected Cirl Bunting, are seen across the Brixham Peninsula is an indicator of how important our wildlife is regarded to be by naturalists and enthusiasts. Consultation feedback has shown that a significant draw for "eco-tourists" is the large number of rare plants, including the rare White Rock-rose, Portland Spurge, Rock Sea-lavender, Goldilocks Aster, Rock Stonecrop and Autumn Squill.
- 5.32 The Ramblers Association notes that £307 million is spent annually in Devon by walkers visiting the coastal paths and linked areas. These are sound economic reasons as well as environmental ones to preserve our landscapes and its wildlife.
- 5.33 Our hedges and banks have a tremendously important historical role, preserving as they do past decisions about man's use of the landscape, which often go back hundreds or even thousands of years. They are characteristically very old, rich in wildlife and visually very attractive, and most of them date from the Medieval period, although some 25% date back even further by some 800 years.
- 5.34 Devon banks in particular are a unique feature in the area, consisting of an earth hedge bank, clad with stones that are laid either flat or vertically, the shrubs and hedge plants growing on top rooted in the soil between the stonework. Medieval strip fields with ancient hedges are still farmed around Churston Village.
- 5.35 As such they form habitats for a wide range of flora and fauna, becoming superhighways for wildlife such as dormice, voles, shrews, stoats and weasels, bats, with many bird species including the rare Cirl Buntings being regular visitors. In spring the roadside hedges are ablaze with primroses, bluebells and stitchwort. Many hedges have blackthorn, hazel, wild rose and hawthorn shrubs growing on top. Some have taller trees such as oak, ash and sycamore interspersed along their length.

- 5.36 Preserving and repairing these hedgerows complies with Local Plan Policies NC1 and C4. In close conformity with these policies, Policy E7 seeks to ensure that new developments pose no serious threat to our surrounding countryside, especially that within the AONB, but including all areas between our settlements that we are often not consciously aware of until they are gone.

### **Policy E8:**

#### **Internationally and nationally important ecological sites and species**

E8.1 Internationally important sites and species will be protected. Development affecting internationally protected sites and species will only be approved where it can be demonstrated there is no likely significant effect, either alone or in combination with other plans or projects and regard has been given to National Planning Policy Framework and conforms with policy NC1 of the Torbay Local Plan (2012-2030). Internationally protected sites (designations within Torbay are shown on the Local Plan Policies Map) include the following:

- South Hams Special Area of Conservation (SAC)
- Lyme Bay and Torbay Marine SAC

E8.2 Nationally important sites and species will be protected. Development on or likely to have an adverse effect on nationally important sites and species will not normally be permitted. Development proposals should have regard to the National Planning Policy Framework and be in conformity with policy NC1 of the Torbay Local Plan (2012-2030). Nationally protected sites (designations within Torbay are shown on the Local Plan Policies Map) and species include the following: Sites of Special Scientific Interest (SSSI), including Berry Head to Sharkham Point and Saltern Cove;

- National Nature Reserves, including Berry Head;
- Torbay Marine Conservation Zone (MCZ), which includes coastal waters around Torbay from Babbacombe to Sharkham Point;
- recommended Dart Estuary Marine Conservation Zone (MCZ), which includes the upper waters of the River Dart to below Dittisham; and
- the Cirl Bunting and its habitat and territories.

47 South Hams SAC Greater Horseshoe Bat Planning Guidance, Natural England, 2010.

48 to address the concern in the Local Plan HRA December 2015 at page 69 regarding Policy SS9.

49 to address the concern in the Local Plan HRA December 2015 at page 72 regarding Policy NC1.

50 to address the concern in the Local Plan HRA December 2015 at page 77 regarding Policy W5

## Justification for Policy E8

- 5.37 This Neighbourhood Plan seeks to draw attention to the importance of internationally protected sites and species given their high level of legal protection and local connection, as well as the need to protect the many rare flora and fauna and other protected species. The South Hams SAC and the Lyme Bay and Torbay Marine SAC are protected in law by the Conservation of Habitats and Species Regulations (2017) whilst many other species, such as the Cirl Bunting, are protected in law by the Wildlife and Conservation Act (1981). That legal protection weighs more heavily than protection which can be afforded by a planning policy, but this policy seeks to draw attention to the importance of the environmental assets protected and signpost to how compliance with the legislation and hence protection of the environmental assets is achieved.
- 5.38 The **Greater Horseshoe Bats** have a roost at Berry Head. Torbay Coast and Countryside Manager, Chris Lingard recently said, "The Greater Horseshoe Bat colony at Berry Head is already fragile, due to changing conditions inside the caves where they roost and the loss of foraging habitat to development and changes in farming. We have to be much more careful now not to jeopardise the colony's ongoing survival." This roost is particularly important in cold winters as it is the warmest roost in the South Hams SAC. Flyways and sustenance zones are very important particularly up to 4 km from the roost. The pressure on this area is much greater for the Berry Head roost as it is surrounded by the sea, north, east and south.
- 5.39 The protection of sustenance zones covers a segment of land extending north and westwards beyond the Peninsula Neighbourhood Plan boundaries. Juvenile bats are known to forage within an area less than about 3km from their roost, at a time when they are most vulnerable.<sup>53</sup>
- 5.40 However, the need to protect flyways and "pinch points" extends considerably further. In urban or "pinch-point" situations, existing strategic flyway habitat is particularly susceptible to development pressures due to the relatively limited routes available for commuting.<sup>54</sup>

<sup>53</sup>South Hams SAC Greater Horseshoe Bat Consultation Zone Planning Guidance, Natural England, 2010.

<sup>54</sup>South Hams SAC Greater Horseshoe Bat Consultation Zone Planning Guidance, Natural England, 2010, para 7.

- 5.41 In relation the **Greater Horseshoe Bat**, survey evidence as set out in the South Hams SAC guidance may be required to inform any development proposal, to allow it to be determined whether there is no likely significant adverse effect, either alone or in combination with other development on the integrity of the SAC. Proper application of this policy in the case of a major development could see survey evidence being collected from beyond the boundaries of a proposed development site.
- 5.42 In 2004, the entire UK population of 700 pairs of **Cirl Buntings** were found solely along the South Devon coastal hinterland.<sup>55</sup> In 2006 Cirl Buntings were re-introduced to the Roseland Peninsula in Cornwall from young captive birds reared at Paignton Zoo, where 65 pairs have now been recorded. The story for South Devon is even better as the RSPB now believe there to be well over 1,000 pairs throughout the South West Peninsula, a remarkable conservation achievement by farmers and conservationists working together. The area between Exeter and Plymouth remains their most prevalent habitat.
- 5.43 Over the last two years from spring 2015, a survey has been conducted under the joint aegis of the National Trust and the RSPB with the active support of local Galmpton residents to ascertain the breeding population of the nationally endangered but locally successful Cirl Bunting. Building on the earlier surveys by National Trust ranger Mike Ingram in 2004, the survey has revealed an established population of breeding Cirl Buntings in the area surrounding Galmpton and the village itself. In addition, Cirl Buntings have been recorded in healthy numbers on farmland in Churston and on Berry Head and its vicinity. For confirmation of breeding success and numbers consult the 2016 RSPB National Cirl Bunting Survey.
- 5.44 The Cirl Bunting population is supported by the traditional agricultural pattern of small, mixed sown and fallow arable fields divided by dense hedges which characterises farming practice in the Brixham Peninsula. The birds are sedentary by nature and become attached to localities which ideally match their specific needs. Displacement results in number reduction or loss, rather than re-

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<sup>55</sup>Devon Biodiversity and Geodiversity Action Plan, Devon County Council, 2006.

a fact that explains their progressive disappearance from the rest of the country which they had once comfortably colonised before large-scale urbanisation. We are privileged, within the Brixham Peninsula, to be able to support one of the few remaining healthy populations of this bird.

- 5.45 Much of this success is attributable to the mixed farming that is prevalent along the edge of the coastal strip which encourages winter stubble and spring cropping, making the ideal habitat for them.
- 5.46 The outstanding landscape character of much of the Brixham Peninsula that is located outside the AONB and its potential for development are well described in Part 2 of the Landscape Character Assessment of Torbay.<sup>56</sup> The habitats and fly zones of both bats and Cirl Buntings are not restricted to the AONB, hence the need for their protection needs to be assessed carefully under the European Habitats Regulations regardless of whether or not specifically designated area boundaries are crossed. Similar consideration is required whether proposed development falls within the SAC or not. This policy is in close conformity with Local Plan Policy SS8.
- 5.47 In relation to the **dry heaths and calcareous grassland** at Berry Head (part of the South Hams SAC) this policy seeks to ensure additional recreational pressure from development can be mitigated to an acceptable level. Major developments are likely to need to provide more detailed evidence to justify a conclusion that additional recreational pressure can be mitigated to an acceptable level in combination with all other development. The need for enhanced levels of evidence being available for consideration of the in combination effects or mitigation measures for major developments is considered probable.
- 5.48 In relation to the **Lyme Bay and Torbay Marine SAC** there is heightened concern following sewage overflows into Brixham Harbour (3 September 2016) that the South West Water treatment works at Brokenbury and the associated pipework and storm water storage capacity may be unable to cope with surge rainfall particularly in peak season. As a result this policy seeks to ensure there is no likely significant effect to the protected site from new development.

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<sup>56</sup>Landscape Character Assessment of Torbay, Torbay Council, 2010.

- 5.49 It will be necessary to evidence no increase in the levels of pollutants likely to have an adverse effect on the integrity of the Lyme Bay and Torbay Marine SAC.
- 5.50 At the planning stage, it is considered appropriate to ensure decision makers have clarity about the matters they are determining at the time of taking decisions and give clarity to developers about what is expected at what stage. This will avoid reliance on planning conditions which could result in consents being granted where the conditions attached could not be discharged. This could result in an under delivery of the amount of jobs and homes expected in the Torbay Local Plan.
- 5.51 In addition this Neighbourhood Plan supports the local ongoing work in promoting an environmental code of conduct for the Lyme Bay and Torbay Marine SAC.

## 6 The built environment (BE)

- 6.1 The Peninsular 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.
- 6.2 “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>57</sup>
- 6.3 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>58</sup>
- 6.4 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 for England, a figure of £11 billion in GDP is contributed.<sup>59</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.

<sup>57</sup>The Torbay Economic Strategy 2010–2015, 2010, page 6, para 9.

<sup>58</sup>The Heritage Count, Historic England, 2010.

<sup>59</sup>The Heritage Count, Historic England, 2015.

- 6.5 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.
- 6.6 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 Peninsular is maintained and enhanced.
- 6.7 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 wellbeing, which will be discussed further.
- 6.8 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>60</sup> confers upon us a responsibility to take care of the whole of our environment, both natural and built.

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<sup>60</sup>Buckminster-Fuller R. Cited in [www.ecomii.com/building/meaning-of-sustainability](http://www.ecomii.com/building/meaning-of-sustainability), 2012.



**Policy BE1:**

**Heritage assets and their setting**

- BE1.1 Proposals which affect Designated and Non Designated Heritage Assets must comply with the requirements of the National Planning Policy Framework and the relevant policies of the Torbay Local Plan.
- BE1.2 The Design Guidelines in the relevant Design Statement should be taken into consideration in all developments to ensure a high quality of design that respects the specific character and historic legacy of each settlement and the surrounding area.

**Justification for Policy BE1**

- 6.9 Brixham has two designated conservation areas: Higher Brixham and Brixham Town. They recognise the important historic value and individual character of these two distinct areas of the town. Torbay Council have produced detailed Conservation Area Character Appraisals for both areas which provide highly detailed description of the local history, historic architectural features, prominent trees, surrounding character and special features of the built environment. These character appraisals, along with Policy HE1 of the Local Plan, provide clear justification for this.

## **7 Transport (T)**

- 7.1 **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.
- 7.2 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.
- 7.3 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.
- 7.4 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.
- 7.5 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.
- 7.6 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.

7.7 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 criteria 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?

7.8 **Sustainable Transport developments.** 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*).

7.9 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. 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. They will be achieved via the following policy framework.

**Policy T1:**

**Linking of new developments to travel improvements**

- T1.1 All developments should include safe walking and cycling access.
- T1.2 Developments should provide a travel plan proportionate in breadth and detail to the size and complexity of any development proposal to address the impact of travel associated with the development. This should include information on how the carbon footprint from travel has been minimised and the health and well-being of travellers (in particular commuters) maximised.
- T1.3 All development should seek to minimise commuting distances and seek to include improvements to the safety of pedestrians and cyclists.

### **Justification for Policy T1**

- 7.10 This policy reciprocates with Employment Policy J4. Wherever possible it makes sense to encourage industrial or commercial developers to seek sites close to a potential workforce. Apart from the obvious benefits to health and wellbeing for workers to be able to spend less time commuting in heavy traffic, cycling or walking to work, whole communities will benefit where jobs can be provided close to home. Where space for new development is scarce, this aspect needs careful consideration where available sites for new employment premises are in close competition with space for housing developments.
- 7.11 This is entirely in line with all the documents cited in the Strategic Aims opening paragraph of this chapter. It also supports the Department of Transport in that it seeks "to promote long-term modal shift and change attitudes towards the way we travel".<sup>61</sup>

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<sup>61</sup>Building Sustainable Transport into New Developments, Department of Transport, 2008, page 4, para 2.

## **8 The health and wellbeing (HW) of the community**

8.1 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>62</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.

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

8.2.1 Within this approach, the health and wellbeing 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)
- the preservation of green areas for recreation, play, leisure and health promoting activities of all kinds

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<sup>62</sup>Marmot M. *The Health Gap: The Challenge of an Unequal World*. Bloomsbury Publishing, 2015.

- provision of available space for service developments, e.g. health and wellbeing hubs with accessible medical centres
- specialist housing developments for a range of vulnerable people or those with disabilities or other long-term health needs

### 8.3 The way forward

8.3.1 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 wellbeing 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.

8.3.2 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>63</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*)

<sup>63</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/).

- 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.

8.3.3 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, it is equally important that the best in health and social care facilities for both young and old are available to prospective residents.

8.3.4 We endorse Torbay's Joint Health and Wellbeing Strategy 2015–2020.<sup>64</sup>

8.3.5 We recognise that evaluating approaches to improving health and wellbeing 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.

8.3.6 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.

8.3.7 Improving health and wellbeing will be pursued via the following policies.

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<sup>64</sup>Torbay's Joint Health and Wellbeing Strategy 2015–2020, Torbay Council Version, "Building a Healthy Community".



**Policy HW1:****Retention of current health and social care estates**

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. Where the current locations of facilities cannot be retained, an alternative facility within the Brixham Peninsula with as good accessibility will need to be provided. Subject to compliance with the other policies of this Neighbourhood Plan, developments to health facilities that reduce travel and improve accessibility both for our town and village communities will be favoured.

**Justification for Policy HW1**

- 8.4 With available land for development at such a premium across the Peninsula, the resources we have must be protected against the intrusion of other types of local development. We recognise that the function of buildings will change radically according to changes in local health policy. Land on which health and social care facilities currently operate needs to be retained for such purposes, such as primary care medical centres, health and wellbeing hubs, and social respite, intermediate, acute medicine and end-of-life care. Given the scarcity of resources to meet current service demand, with the predicted population growth and associated health needs of many new residents beyond working age, we cannot afford to lose any existing space for health or social care developments to other types of development. Available land on which new facilities could be built within the settlement boundaries of the Peninsula does not exist.
- 8.5 We recognise that socialisation, befriending and sharing healthcare experience are as important to the welfare of mothers and babies at the health clinic as the reminiscence and reality orientation groups are to those relatives, carers and sufferers of dementia who attend day care. All such resources require adequate space to operate.
- 8.6 For example, in the case of St Kilda's residential care home, whilst there may be economic as well as practical reasons for its closure in its current function, the

site must not be lost to developments that are unrelated to health and social care need. A strongly held view of the local community favours offering the site for development for supported living accommodation for adults with a range of special needs.

**Policy HW2:**

**Operational space for voluntary support organisations**

Given the increasing role of the voluntary sector in promoting strong and healthy communities across the Peninsula, the provision of new operational space for voluntary organisations will be supported. Proposals resulting in the loss of operational space for voluntary organisations will only be supported where it can be demonstrated that the facility is not practically or financially viable at that location, or an alternative facility within the Brixham Peninsula has been provided.<sup>66</sup>

**Justification of Policy HW2**

- 8.7 We recognise the vital and expanding role of the voluntary sector, especially including Brixham Does Care, in identifying need, sustaining independence for the isolated, preventing crises and generally keeping the community informed about the general health and social care of its residents.
- 8.8 In light of the expressed policy of all the statutory services to encourage and support the aspiration of residents to avoid hospitalisation and institutionalisation as far as possible, the domiciliary social care needs as well as healthcare support needs are set to increase significantly. Whilst care is needed to avoid placing too much responsibility on the voluntary sector considering the radical change in health and social policy, it is recognised that the local community is highly committed to its people, especially its more vulnerable or isolated members. However, if social inclusion, the cementing of working relationships between local provider agencies and bringing people together for social events are to work effectively, all need space to operate.

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<sup>66</sup>National Planning Policy Framework 2012, page 17, para 69.

## **9 Education and learning for all (L)**

9.1 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 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.

### **9.2 Current provision**

9.2.1 Within the Brixham Peninsula, there are four Nurseries and Pre-School facilities, five Primary Schools and two Secondary Schools (both with attached sixth forms).

9.2.2 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.

9.2.3 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).

9.2.4 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.

9.2.5 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.

9.2.6 Torbay Council figures also do not cover 16–18 provision, but there are approximately 430 places available in this sector.<sup>67</sup>

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

9.3.1 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>68</sup>

9.3.2 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.

9.3.3 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 need for adequate provision of educational facilities for children of all ages to ensure that sufficient capacity has been provided in time for any extra demand created by new developments.

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<sup>67</sup>Schools Capital & Planning Team, Children's Services, Torbay Development Agency, January 2015.

<sup>68</sup>South Devon and Torbay Interactive Joint Strategic Needs Assessment, 2014/15.

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

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.

**Justification for Policy L1**

- 9.4 The current status of provision shows an apparent surplus of places in some age groups. This is a fluid situation, the exact trend being difficult to identify as there are too many variables. This policy clearly states that we must not lose any educational facilities to other forms of development. The current situation is especially vulnerable in relation to existing playing fields, given that Eden Park, Brixham and Galmpton C of E Primaries are inadequately provided for, such that young children are required to be marched to other school sites to benefit from the full range of outdoor sporting and learning activities.
- 9.5 The current position with the Chestnut Primary School site provides a good example for making appropriate use, by the community, of a purpose-built educational facility, which is not currently required as a primary school. Its current use by the community ensures that it is well maintained, benefits the community yet still retains its purpose-built facilities for use as a primary school when required in the future, as it surely will be.

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

Subject to compliance with the other policies of this Neighbourhood Plan, the 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.

## **Justification of Policy L2**

### **9.6 Early Years future needs**

- 9.6.1 Many Early Years places will currently be accessed on a part-time basis, with 15 hours a week free nursery provision currently available to all children aged 3+ and some aged 2+. The government have, however, pledged to increase this allowance to 30 hours a week which will have a huge impact on demand and capacity.
- 9.6.2 Currently there are a total of 130 full-time places available in the area for Early Years provision. Given that from 2015 to 2016 the projected demand for 4 year olds entering full-time school education is 172, there is a significant shortfall here. At least that number of 3 year olds would be eligible for 30 hours of free nursery provision, and factoring in the whole age range we are looking at approximately 500 children who may require Early Years childcare.
- 9.6.3 There is also the scope for Early Years education in the area to follow a more creative path – with a forest school or a beach school for example – to maximise the potential of the geographical area.

### **9.7 Primary and Secondary future needs**

- 9.7.1 There appear to be several spikes in pupil numbers which will lead to demand exceeding available places in several age groups over the years to come. This can be seen in the Primary figures from age 7+ in 2016–17 and beyond, and in the Secondary figures from age 11+ in 2018–19 and beyond.
- 9.7.2 The proposed new housing may have a significant impact on the need for school places, particularly in the Primary sector. Taking an estimate of 0.5 children per household, 340 additional school places may be needed in the life of this plan. The current surplus would go some way towards meeting this demand, but only if the age of new residents correlated with the available capacity: there is not much flexibility.

- 9.7.3 Torbay Council currently uses a lower estimate of between 0.25 and 0.33 children per household due to ageing population and projected older person inward migration. It is not acceptable to merely plan on this basis, when there is a demonstrable need for our educational establishments to plan provision for the needs of a “Landscape for Success”.

### **Policy L3:**

#### **Providing for 16–18 years and beyond**

Subject to compliance with the other policies of this Neighbourhood Plan, 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.

#### **Justification for Policy L3**

- 9.8 Lifelong learning is strongly encouraged by national policy,<sup>69</sup> by increasing the school leaving age so that all under the age of 19 can benefit from education and training. Combined with increasing opportunities for adult learning for all ages, these policies are a fundamental aspect of re-balancing our local community. Apart from schools and colleges many workplaces will play an increasing role in provision. Whilst distance learning and e-learning cater for some needs, work-based or college learning will remain a fundamental part of community life.
- 9.9 In September 2015 the compulsory education leaving age in the UK was raised to 18. The obvious increase in requirement for 16–18 year olds is currently met largely by students having to travel beyond the Peninsula, although Brixham College has already responded with 48 additional places for “A”-Level students.
- 9.10 Currently most vocational training is only available beyond the Peninsula at South Devon College, the Studio School or further afield. Whilst Brixham College

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<sup>69</sup>Education, Fourth Report, Participation by 16–19 year olds in Education and Training 2011, Education and Skills Act 2008.

and Churston Grammar cater for some of the increased demand, a shortfall of around 200 places is still predicted.

- 9.11 Availability of land for additional places is scarce, hence a range of new possibilities for increasing vocational courses and apprenticeships is required if we are to prevent so many of our young adults having to commute far and wide to access suitable courses.
- 9.12 This plan acknowledges the need for flexibility in planning provision for education and training, especially in light of frequent changes in national education policy. Hence there is a clear need to protect all of our sites in order to facilitate future developments required to respond to changing demand.
- 9.13 With the restricted options available for new employment opportunities, we can expect that home-based small businesses may provide a significant income stream for people hoping to make a future in the Brixham area. Thus childcare provision should be flexible, and should be geographically aligned to existing provision such as the work hub provided by Brixham SeaWorks.
- 9.14 Careful consideration will be given to how additional school facilities can be of benefit to and accessed by the whole community, particularly out of hours or to help the delivery of adult educational needs. The ability to accommodate dual use will be particularly important when considering the development of sports or arts facilities.



## 10 Tourism (TO)

10.1 Tourism is one of Brixham's main economic drivers and a major sector of employment across the Peninsula. It has been estimated<sup>70</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.

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

10.2 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.

10.3 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.

10.4 Four key needs to improve Brixham's tourist offer have been identified:<sup>71</sup>

- the need for better marketing
- the need for higher quality accommodation

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<sup>70</sup>The English Riviera Tourism Company, Brixham 2013 Report.

<sup>71</sup>Torbay Development Agency, The Turning the Tide for Tourism Strategy, 2010–2015.

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

10.5 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.

10.6 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.

10.7 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.

10.8 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 of tourism**

- TO1.1 Subject to compliance with the other policies of this Neighbourhood 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.
- TO1.2 Proposals for the redevelopment for non-tourism use of any “holiday camp” or self-catering tourism accommodation site within the Brixham Peninsula will only be supported where it can be demonstrated that the use is not practically or financially viable, at that location. A lack of viability is to be established by clear evidence from an active marketing effort that it would not be possible to achieve a lease or sale of the premises at a reasonable market rate.
- TO1.3 Where there is no reasonable prospect of a tourist facility or amenity being re-developed explicitly for tourism purposes change of use will be supported subject to the following criteria:
- the alternative use will also support local tourism, including self-catering accommodation; or
  - the alternative use will otherwise support the local economy by providing employment; or
  - the alternative use will contribute to the needs of the community by providing affordable, housing in accordance with Policy BH9.

**Justification for Policy TO1**

- 10.9 Over recent years the number of tourist beds in the Peninsula area has declined greatly and as tourism remains a key employment area and driver of the local economy, this decline needs to be reversed with better quality and year-round availability along with further all-weather leisure facilities. In line with the Local

Plan,<sup>72</sup> this policy seeks to tighten previous planning policy that has resulted in the loss of so much tourist accommodation or amenity in recent years. From community consultation events, concern has repeatedly been expressed that the lack of land availability for tourism will make it impossible for the industry to respond positively to any economic upturn or change in pattern of holidaymaking behaviour. Economic regeneration is dependent on scope for expansion of our tourist industry.

- 10.10 In addition to this key policy, all consultation has indicated a virtually unanimous view that to regenerate our tourist economy, many projects and practical ideas need to be strongly promoted and supported by the whole community as well as Torbay Council and the ERTC. Evidence gathered from our community consultations, often provided by those employed in the tourist industry, demonstrated a strong need to use planning policy wherever possible, to support and enhance an industry that, whilst vulnerable to market changes and holiday trends, still plays a crucial role, if not the predominant one, in the economic fortunes of our whole Peninsula.
- 10.11 Brixham lacks the stock of larger housing enjoyed by the rest of Torbay which provides bed spaces in key tourism zones and so needs to protect as far as it can its scarce accommodation resource and take every opportunity to both increase and improve the quality of it.
- 10.12 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.
- 10.13 Brixham has been awarded the UK Port of the Year title in 2016 and 2017. It is also placed in the top 10 of the best seaside tourist destinations in the UK and it remains the highest earning port in England.

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<sup>72</sup>Adopted Torbay Local Plan, Policy TO2, "Change of use of tourism accommodation or facilities", 2016.

- 10.14 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.
- 10.15 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.
- 10.16 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.

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

- 11.1 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 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.
- 11.2 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 wellbeing 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**

S&L1.1 Notwithstanding areas already designated as Local Green Spaces or Public Open Spaces, additional and better quality outdoor playing space is required in the Peninsula. Subject to compliance with the other policies of this Neighbourhood Plan, proposals for developments within and adjacent to settlements (but excluding Settlement Gaps) which provide outdoor pursuits will be encouraged. These pursuits will embrace a range of activities and sports including formal games pitches, tracks, courts, parks (e.g., skateboarding) and facilities, signposted walking routes and "Trim Trails", and more informal "free play" and "free activity" areas.

S&L1.2 The approval of any new, enhanced or improved sport or leisure facility will be subject to assessment of the design and impact, amenity and light emission of the proposed development in relation to its setting and other policies in this Plan. It would not be appropriate to introduce flood-lighting into dark areas or cause larger volumes of traffic to need to negotiate minor rural roads.

### **Justification for Policy S&L1**

11.3 According to minimum guidelines set by the National Playing Fields Association there should be 40.8 hectares of outdoor playing space for a town of our size (27.2 allocated to outdoor sport, 13.6 for children's' play areas). Brixham currently falls way short of this (approx. 13 ha total), and whilst our geographical location goes some way to mitigating the impact of this there is much work to be done in improving the opportunities and facilities for outdoor play.<sup>73</sup>

### **Policy S&L2:**

#### **Sport and recreational facilities in new developments**

New residential development proposals will be required to provide sport and recreational facilities integrated into the development in accordance with Torbay Council adopted standards. Where appropriate the financial contributions to the improvement of existing or provision of new off-site facilities will be acceptable as an alternative.

### **Justification for Policy S&L2**

- 11.4 Both YES and Indigos Go Wild have been recognised nationally for the work they have been doing with young people. They should be supported in expanding their operations to reach a larger number of younger residents and their families.
- 11.5 For such work to continue alongside future development, merely commending voluntary groups for such extraordinary achievements is not enough. Crucially,

<sup>73</sup>National Playing Fields Association, 2001, PPS 8: Open Space, Sport and Outdoor Recreation – Summary of the National Playing fields, Association Minimum Standard for Outdoor Playing Space, cited in Torbay Council's Planning Portal.

the use of land in and around new development must include clearly defined space for recreation purposes. Wherever possible easily supervised space for children's outdoor play areas or parks will be provided.

11.6 Careful consideration from the local community must be given to the desirability or otherwise of including dog-walking within these areas.

11.7 Public open space, sports and recreational standards are set out in the Torbay Council Planning Contributions and Affordable Housing Supplementary Planning Document (2017). Wherever possible Section 106 or CIL monies will be sought through the planning process to provide high-quality equipment or resources for such purposes.



## 12 Art and culture (A&C)

### **Policy A&C1:**

#### **Promotion and protection for the arts and local culture**

Subject to compliance with the other policies of this Neighbourhood Plan, proposals for developments supporting artists, activity, places and the use of heritage assets 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.

#### **Justification for Policy A&C1**

- 12.1 The communities of Brixham Town and its satellite villages, including Kingswear, both support and benefit from a diversity of cultural and artistic activities. Many are directly linked to our rich heritage.
- 12.2 This Neighbourhood Plan strongly promotes and celebrates this aspect of community life in full realisation of its vitality to our thriving communities, both for those who just want to enjoy and watch events as well as those who participate so brilliantly in so many of our activities and events.
- 12.3 The health, wellbeing and educational benefits seem obvious, but proposals for other types of development may threaten the sustainability of this aspect of community life, especially where available land or suitable space are at such a premium. Hence, there is a great need to protect our theatre, performance areas, display sites and outdoor space for all our festivals, celebrations and cultural events.

## **Appendix 1**

### **Important aspirations**

#### **Aspiration 1 - To encourage more people into town by sustainable means**

Achieving this Aspiration 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**
- **Development of cheap, family friendly alternative means of getting into town to encourage its use**
- **A new town centre public transport hub as described in the Town Centre Master Plan**

Difficult choices are required to increase vibrancy and boost the economy of our town centre. Bolton Cross, having been identified as a priority Air Quality Management Area, one of only two in the whole of Torbay, has recently undergone significant improvement to increase traffic flows through the junction, though with no discernible benefit to pedestrians crossing. This is somewhat in conflict with the wishes of the business community's goal of attracting more people, mostly in cars, to the town centre to increase business for local traders. There seems little sense in making these environmental gains only to flood the town centre with more motor traffic. Hence this policy seeks to increase footfall to all our businesses and attractions whilst avoiding further harm to the environment. By linking Neighbourhood Plan aspiration with our Highways Department's strategic intent we hope to ensure that new developments do not place even greater strain upon our infrastructure which is already the source of so much dissatisfaction amongst residents and visitors alike. Evidence from many coastal towns in the South West shows that restricting motor traffic from town centres and increasing pedestrian zones by introducing good quality park-and-ride schemes significantly boosts the local economy.

**Aspiration 2 - The potential of our coastal location should be maximised**  
**The excellent work already being done by local organisations in meeting the needs of young people should be recognized, 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.**

Several organisations including Brixham's Yacht Club, Gig Club, Swimming Club, British Sub-Aqua Club, Sea Angling Club and Ibex Canoe Club all organise water-based activities safely and expertly. Developments where these clubs seek to enable many more opportunities for people, young and old, local and tourist alike to get involved will be encouraged. Watersports could be developed at, for example, Breakwater, Shoalstone, Elberry and Broadsands in a way that would benefit tourism as well as the local community. Shoalstone Pool should also be recognised as a unique and prized aspect of our heritage and should not solely be reliant on the extraordinary community effort and commitment of volunteers for its future support and investment. This policy would also endorse the work of the Torbay Coast and Countryside Trust that encourages ecotourism, bird-watching and dolphin watching.

## **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 Given that properties in Churston Village have flooded in recent years (e.g., in 2014), there remains a high risk of flooding in Galmpton, and there remains a high risk of flooding in the Town of Brixham from the Higher Brixham watercourse (main river) and the Lupton watercourse, further study is required to investigate the most appropriate engineering solutions to flooding problems.

### **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 here is that the whole area requires further research as to whether piecemeal improvements will provide a sustainable solution or whether a more comprehensive solution is required. A one-way system, such as exists on the Furzeham 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 150 metres before rejoining the existing carriageway. This enables a lengthening of both Paignton bound carriageways 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 the current status of town centre parking spaces
- 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 half an hour 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 cycle path 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>74</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.

#### **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

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<sup>74</sup><https://en.wikipedia.org/wiki/Brixham>.

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 will be featured in the Town Centre Master Plan currently under development.

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
- replacement 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, known as one of the greatest course designers in history so that enthusiasts travel the world to play on his courses.

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 Settlement Gaps**

The following photographs show Settlement Gaps from principle viewpoints.  
The photograph numbers shown correspond to the numbers on the Policy  
Maps.

### **E3.1 View point 1.**

View across to the river Dart and the Dart valley AONB



Brixham Peninsula Neighbourhood Plan  
**E3.2 View point 2.**

View across Galampton Warborough Common towards Hillhead



**E3.3 View point 3.**

View across Broadsands beach into Broadsands barrow



**E3.4 View point 4.**

View across Churston Golf Course opposite Bridge Road looking right (south east) and left (north west).



**E3.5 View point 5.**

View across pastureland towards Hillhead



**E3.6 View point 6.**

View across land at Brokenbury towards Churston Village





## **Appendix 4**

### **List of Public Open Spaces**

#### **Brixham Town**

- E5 – 1: Brixham AFC Football Ground – Haycock Lane
- E5 – 2: Brixham College Playing Fields
- E5 – 3: Chestnut Heights School Playing Field
- E5 –4: Churchill Memorial Gardens
- E5 – 5: Dixons Field Allotments
- E5 – 6: Drew Street Allotments
- E5 – 7: Field off Summercourt Way
- E5 – 8: Garlic Rea and North View Road Greens
- E5 – 9: Indigos Go Wild
- E5 –10: Monksbridge Road Brixham Skate Park
- E5 –11: Mount Pleasant Allotments
- E5 –12: North Boundary Road Playpark
- E5 –13: Parkham Field
- E5 –14: Penn Meadows Allotments
- E5 –15: Penn Meadows extended green verges
- E5 –16: Rowan Way Play Area
- E5 –17: St Margaret Clitheroe Primary School Playing Field
- E5 –18: St Mary's Hill Play Area
- E5 –19: Top of Queens Steps Kings Street
- E5 –20: Wall Park Allotments
- E5 –21: Washbourne Close Green
- E5 –22: Wishings Field

#### **Churston Galmpton and Broadsands**

- E5 – 23: Brokenbury Field
- E5 – 24: Ferrers Green
- E5 – 25: Field off Blue Waters Drive
- E5 – 26: Galmpton Memorial Playing Field

