

BRIXHAM BREAKWATER

Mixed-use development

+ Reed
Holland
Architects & Designers



BRIXHAM

Site Location and Local Context

Brixham is a quintessential English harbour town located in the Torbay area of Devon. Known for its fishing industry, the lower part of the town is built around the harbour that provides anchorage for one of the largest remaining commercial fleets in the UK. Colourful houses cover the surrounding cliffs creating a scenic backdrop to the sea of fishing boats below.

To the east of the harbour, the half-mile long breakwater protects the town from high winds and large waves and leads out to Brixham Harbour Lighthouse. Brixham Breakwater provides a physical division separating the Marina, Grade II listed WW2 Slipway and Hard and RNLI lifestation from Breakwater Beach and its eateries.

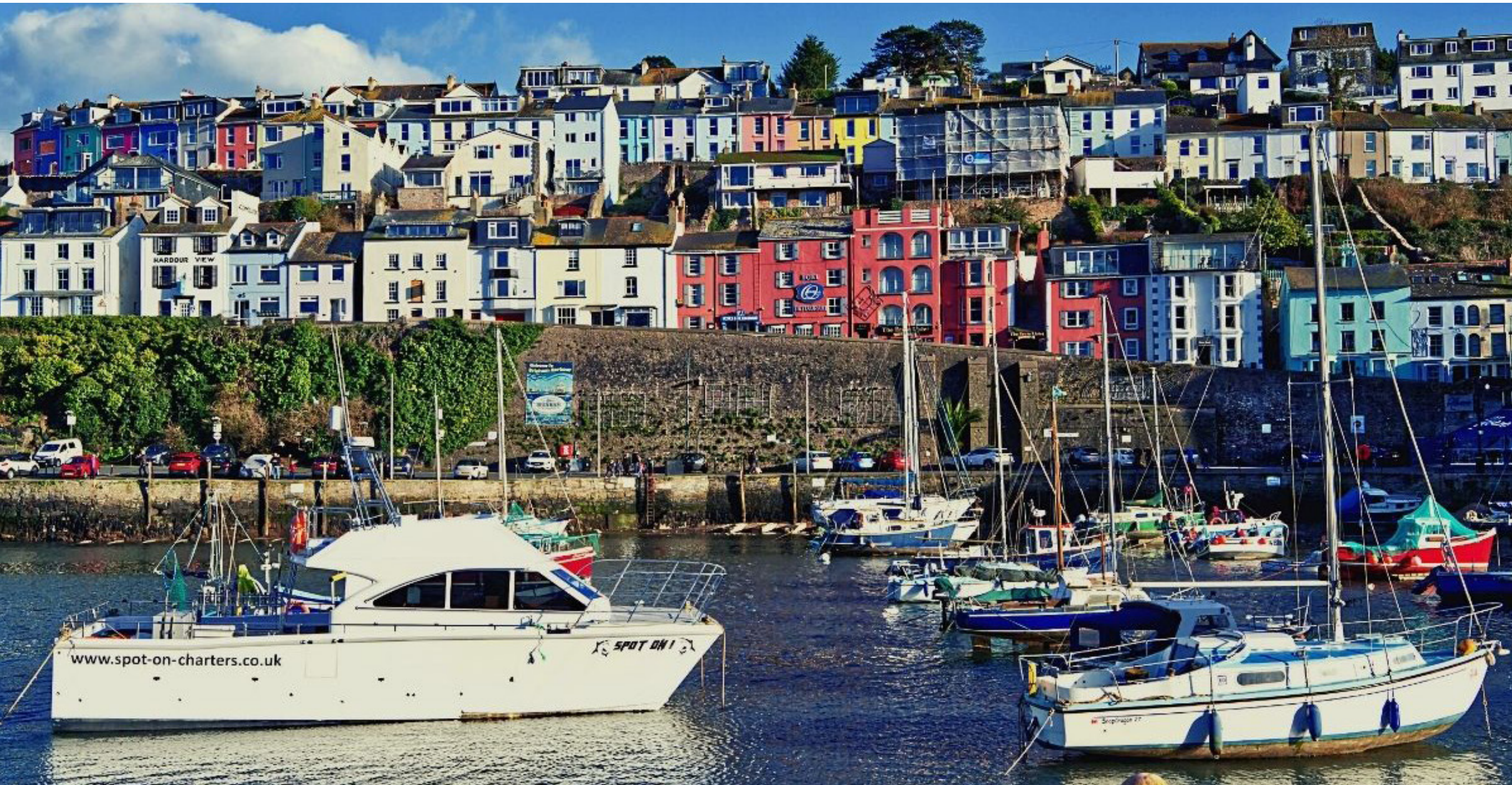
The proposed site encompasses the existing Breakwater Bistro and adjacent car parking area. The site comprises a large area of hardstanding, Bistro building, and a handful of beach huts. The site can be accessed from Berry Head Road as well as via a separate set of steps decending from Berry Head Road, a stepped access from the south west coast path and a tunnel connecting to the adjacent Brixham Marina Multistorey car park.



Aerial view of Brixham Marina, Brixham Breakwater and Brixham Harbour



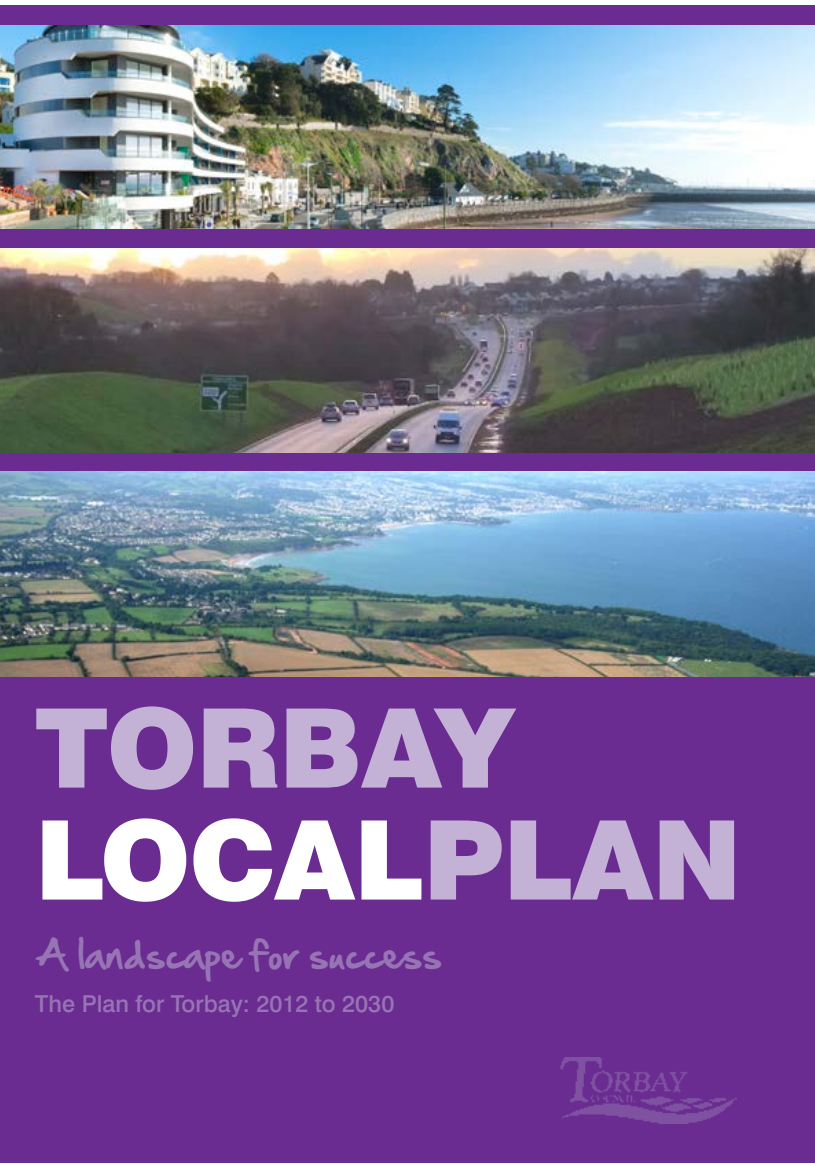
Site Location



^ Image of the Brixham breakwater beach

< Aerial view of the Brixham breakwater beach

PLANNING POLICY



Torbay Adopted Local Plan 2012 to 2030

As the proposal progresses, we will publish the detailed assessments and studies that are required to support the planning application. These will become publicly available. Most of this work has been commissioned and will be ready later in the year.

This proposal is very much in accordance with the Local Plan. The opening statement of the Plan says:

Torbay has a strong ‘Unique Selling Point’ or USP. It is the English Riviera, with a world class tourism offer. It has glamour, high-profile businesses, a fantastic marine setting and internationally important environmental assets. It also has lots of potential, with an increasingly skilled workforce; increasing numbers of small and micro businesses; a large catchment population; increasingly good connections to national and international markets; space and opportunity for development; and town centres that are ready for regeneration. Innovation and creativity are needed to respond to this potential. Consequently this Plan is not unduly prescriptive, encouraging an entrepreneurial approach and supporting projects that provide high quality outcomes for the Bay.

It goes onto say that it wants to add value to the Bay through ambitious proposals for the Bay’s harbours and waterfront areas, making the most of their potential.

One of the Plan’s most important policies is SS3 – Presumption in Favour of Sustainable Development.

The proposed development on the harbourside and within the built up area of Brixham is regarded as a sustainable location. SS3 states:
When considering development proposals, the Council will take a positive approach in accordance with the presumption in favour of sustainable development contained in the National Planning Policy Framework (NPPF) . It will work proactively and in partnership with landowners, applicants and the community to find sustainable solutions, enabling development proposals to be approved where they will evidently provide a balanced approach to improving economic, social and environmental conditions. Planning applications that accord with the policies in this Local Plan (and, where relevant, with policies in Neighbourhood Plans) will be approved, unless material considerations indicate otherwise.

Tourism Policies

Clearly Tourism is one of the most important parts of the local economy and this is reflected in the policies of the Local Plan. The Plan identifies Core Tourism Investment Areas (CTIAs) where there is a desire for the creation of high-quality tourism and leisure attractions. The Breakwater Bistro is within the CTIA for Brixham.

The proposed development is in accordance with the Torbay Council’s Adopted Local Plan’s Tourism Policies. Policy TO1 states:

“Tourist facilities and accommodation will be improved and modernised, and new tourism facilities provided, in order to attract new visitors, particularly overnight visitors, and increase overall spend.”

The retention, improvement and creation of new, high-quality tourism and leisure attractions, facilities and accommodation in sustainable, accessible locations with a particular focus on the following Core Tourism Investment Areas (CTIAs), as the main areas for investment in tourism;

- 1. Babbacombe Downs, Torquay*
- 2. Harbourside, waterfront and Belgrave Road, Torquay*
- 3. Seafront, harbourside and Green Coastal Park, Paignton*
- 4. Goodrington Sands and Clennon Valley, Paignton*
- 5. Harbourside and waterfront, Brixham*



Brixham Peninsula Neighbourhood Plan 2012 – 2030.

Torbay is one of very few Councils to have 100% coverage of Neighbourhood Plans, with adopted plans for Torquay, Paignton and Brixham. These plans are required to conform with the Adopt Torbay Local Plan and set out greater details for their local area.

The Brixham Peninsula Neighbourhood Plan 2012 – 2030 sets out more of the detail for the local area with a particular focus on where housing and employment is and isn’t desired. There are details of projects that were known about when the plan was produced. An example being the Northern Arm.

With regards to development at the Breakwater Brixham Peninsula Neighbourhood Plan 2012–2030, Policy TO1.1 states:

“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.”



Parking, Transportation & Accessibility

Parking

One of the most significant issues for local residents, visitors and businesses in Brixham. There is clearly a need for a significant increase in parking within the Town. Previous plans to provide solutions haven’t materialised. This development provides the opportunity to create an additional 400 car parking spaces on the edge of the Harbour.

As an existing multi-storey car park next to the Harbour, within easy working distance to the town centre, it makes sense to provide what we consider is the much-needed car parking in this location.

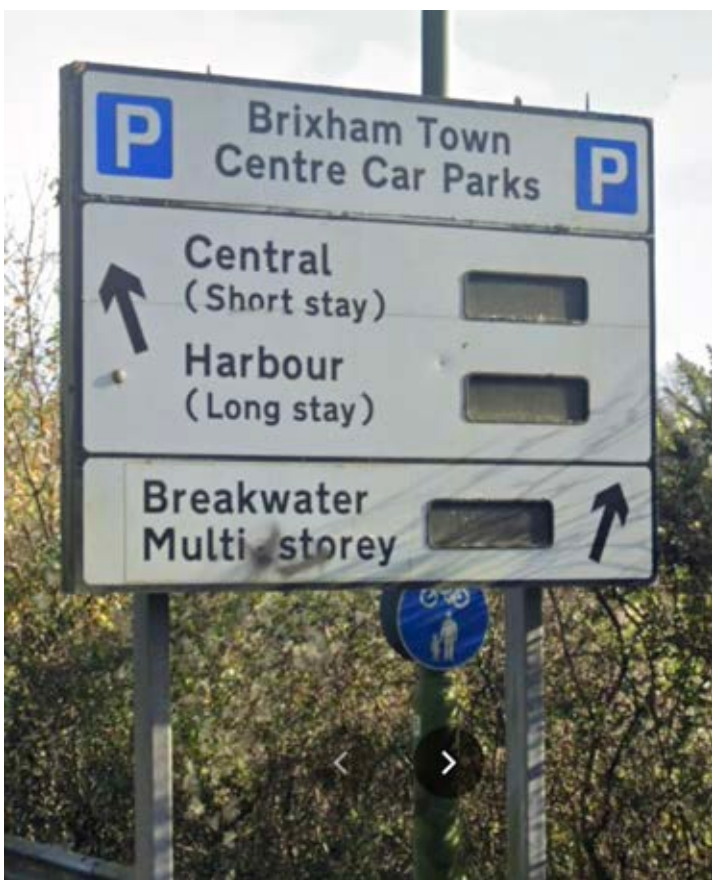
We want your view on the need for new car parking. Does Brixham need more car parking spaces? If we proposed to provide 400 extra car parking spaces, would you support this?

Access

The proposed development will not in any way reduce the access to the harbour or slip ways. In fact, we will work with Torbay Council to improve the access. Part of the work we are doing is to work with the Council to see if we can improve access to the Harbour and along Berry Head Road.

Signage

We want to work with the local community and the Council to review the car parking signage for Brixham. Everyone we have spoken to says it needs to be improved. Our transport consultants will be available to work with the Brixham’s Torbay Cllrs, Chamber of Commerce and Town Council to provide signage that is fit-for-purpose.



SITE ANALYSIS

Constraints/Opportunities

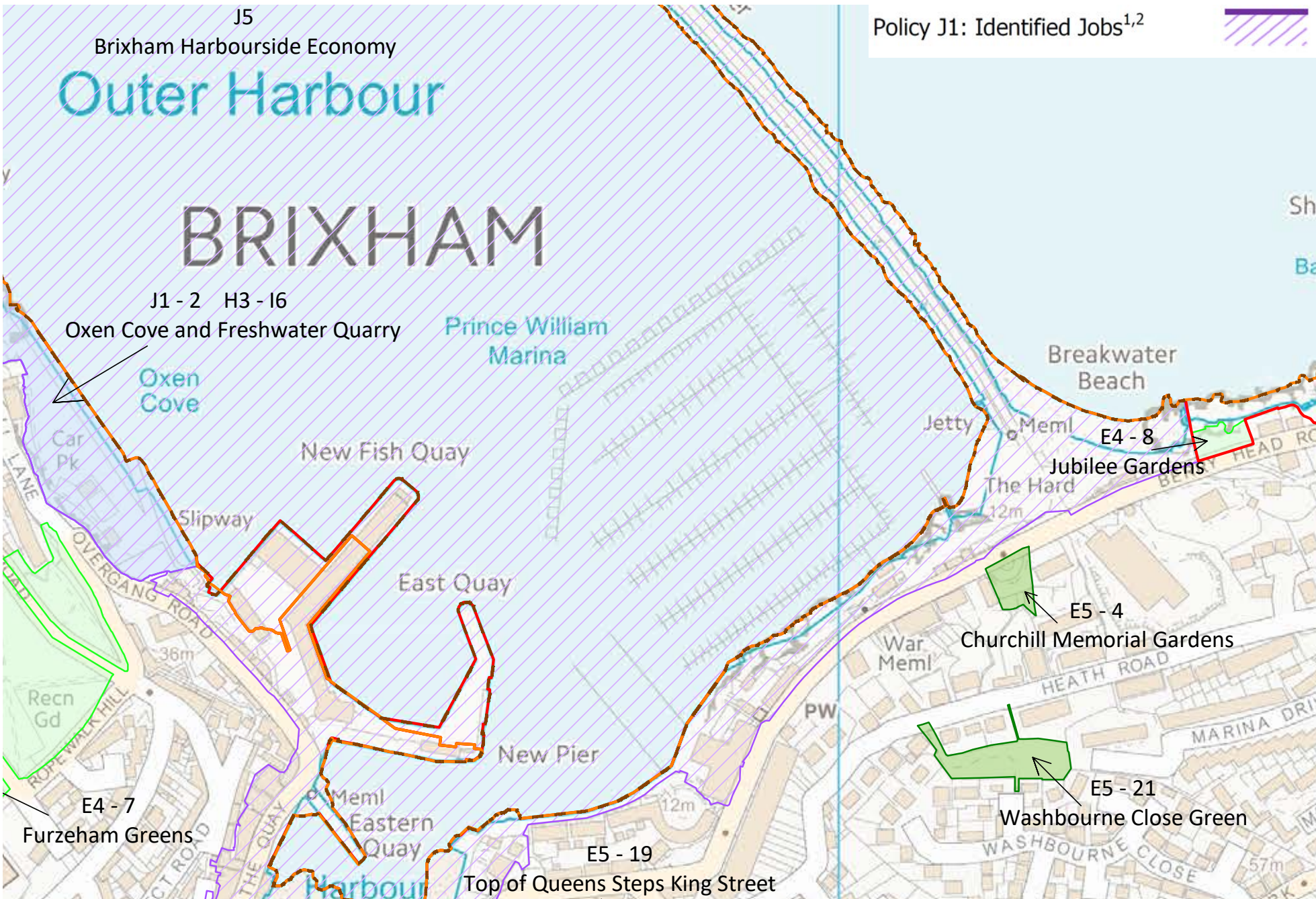
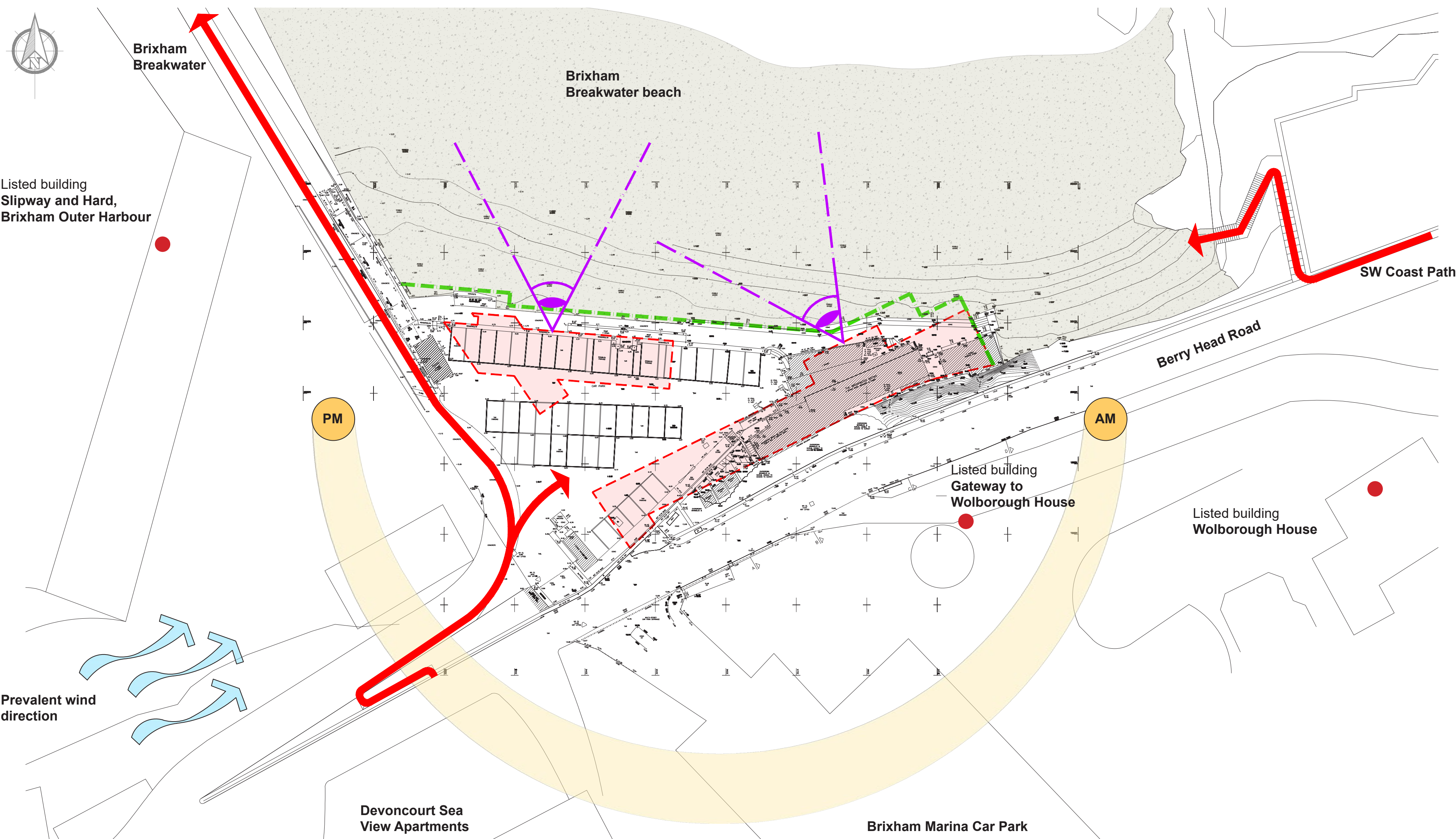
- The proposed site presents a unique opportunity for both public realm improvements and enhanced commercial development along the beachfront. These proposals include opportunities:
- To generate permanent jobs through the hospitality and retail sectors. The site is within a hatched area of employment land as identified in the Brixham Neighbourhood Plan (top right).
 - To improve the visual amenity of the beach front and maximise public realm areas by removal of existing car park, with proposed building footprints kept to a minimum.
 - To improve pedestrian access to the site including a new beach access direct from Berry Head Road (Improvement of South West Coast path steps).
 - To maximise sea views from the proposed development both from within the proposed buildings and outdoor spaces.
 - To provide improved accessible public toilets and changing facilities.
 - To extend Brixham Marina Car Park to mitigate the loss of spaces within the site itself and provide parking for visitors to the beachfront and Brixham.

- Several constraints have been considered:
- The location of the site within the Brixham Town conservation area.
 - The proximity of listed buildings / structures including; the adjacent Grade II listed slipway and hard, Grade II listed Wolborough House and gateway to Wolborough House.
 - The terrain of the ground and adjacent cliffs.
 - Proximity to the sea and flood zone areas.
 - Visual amenity
 - Southwest coast path

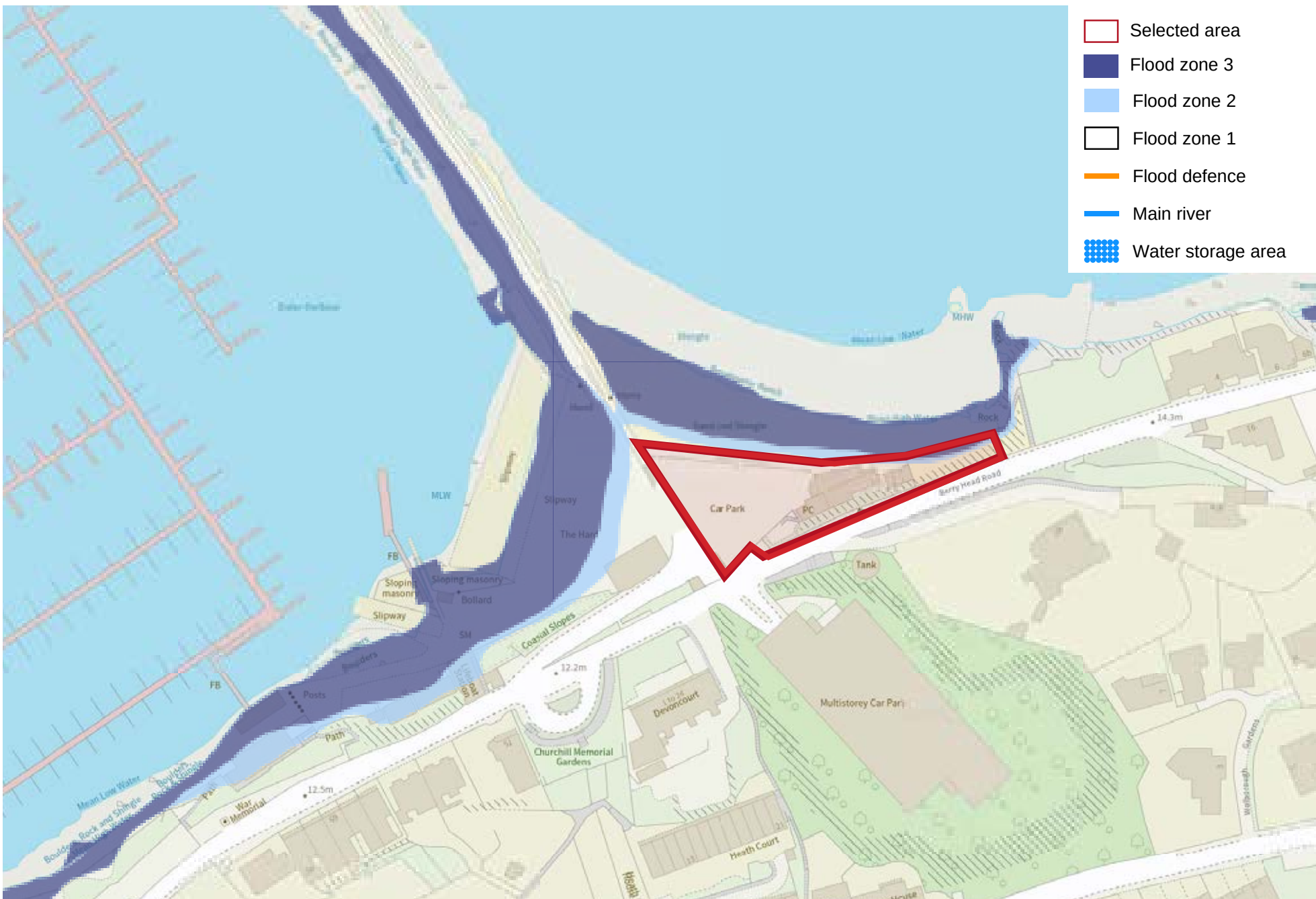


Key sites and buildings at Brixham Breakwater beach

- LEGEND**
- | | |
|-----------------------|---------------------------------------|
| 1. Breakwater Bistro | 5. Brixham Slipway and Hard |
| 2. Breakwater beach | 6. RNLI Station |
| 3. Crabshack | 6. Devon Court sea view apartments |
| 4. Brixham Breakwater | 7. Brixham Marina multilevel car park |
| | 8. Wolborough House |



Brixham neighbourhood plan - Policy J1: Identified Jobs



Flood map



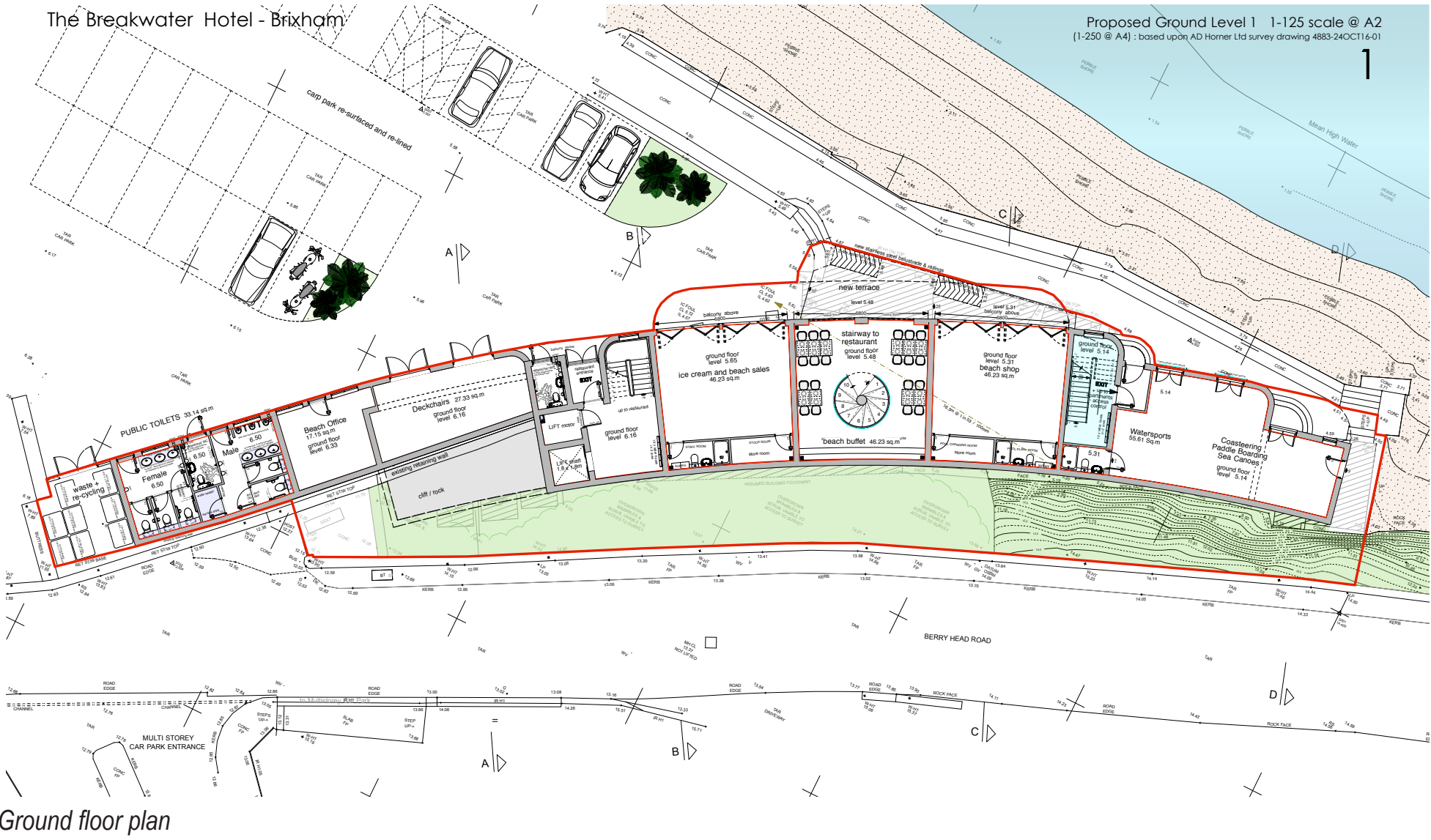
Conservation area map

PRE-APP SCHEME

Scheme by Geoffrey Bowman

The scheme submitted for pre application advice by Geoffrey Bowman in 2020 raised a number of issues regarding local planning policy, overall design and scale. The local planning authority commented as follows:

- The size, scale and massing of the hotel building appears to be extremely large within its context and it is considered that there would conflict with Policy DE4 of the Local Plan and Policy E6 of the Brixham Neighbourhood Plan.
- The seaward elevation of the hotel would appear as an incongruous addition to the area which doesn't pick up the architectural vernacular of Brixham. A different approach to the design here would appear more appropriate and a modern form of architecture, rather than a pastiche development, may be more suitable.
- The rear of the hotel (facing Berry Head Road) should be treated as a key elevation and will need to be of high quality design which enhances the character of the Conservation Area, external materials will also be key.



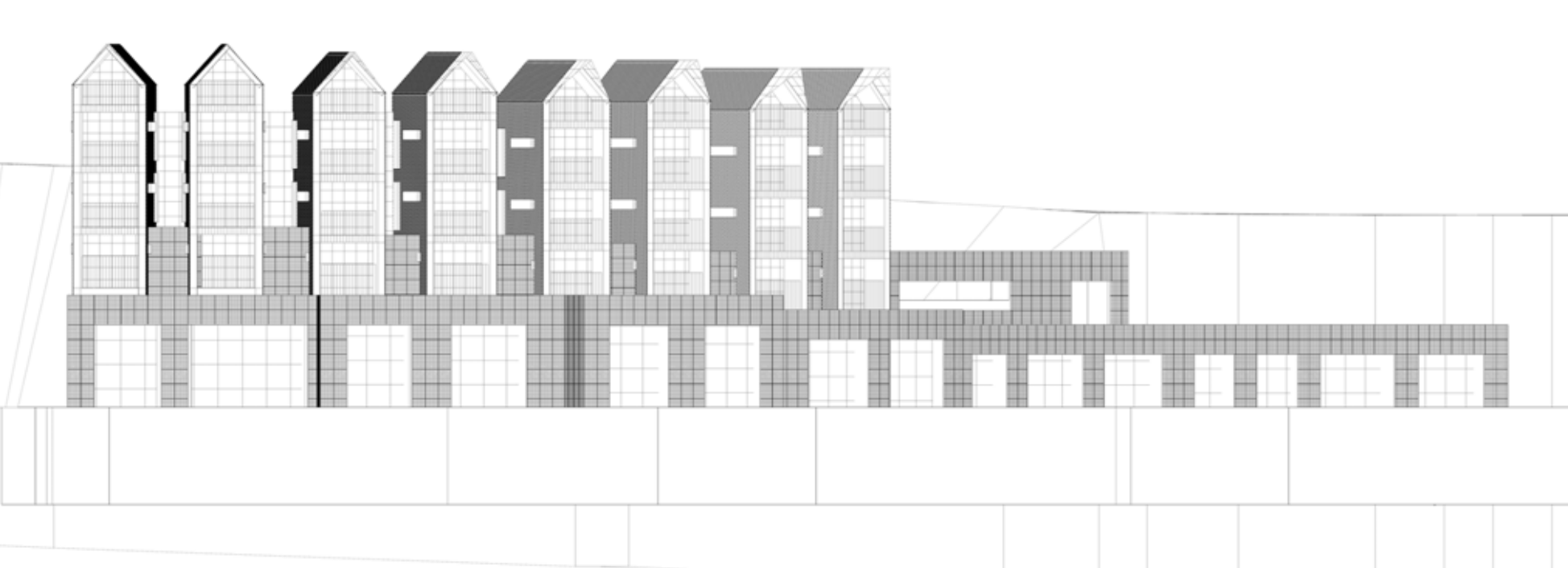
DESIGN SCHEME - A

Modular Fishing Huts

Design Scheme A was developed as modular units integrating all of the comments from the pre-app scheme. These modular units were inspired by the local context of Brixham being a fishing port and are designed to look like fishing huts that sit on top of a solid plinth.

This solid plinth serves as a defensive barrier and is designed to resemble the Breakwater. On top of this plinth, the “fishing huts” are then stacked and arrayed to make space for hotel rooms, self-catering accommodations, etc. The public has access to public toilets, changing rooms, dining establishments, and bars on the lower levels.

The shape of this building on plan is similar to the Pre-app scheme retaining all the same functions and following the profile of the cliff behind. These modular fishing huts, however, became repetitive, and were not considered to generate a permeable massing.



View of the modular fishing huts

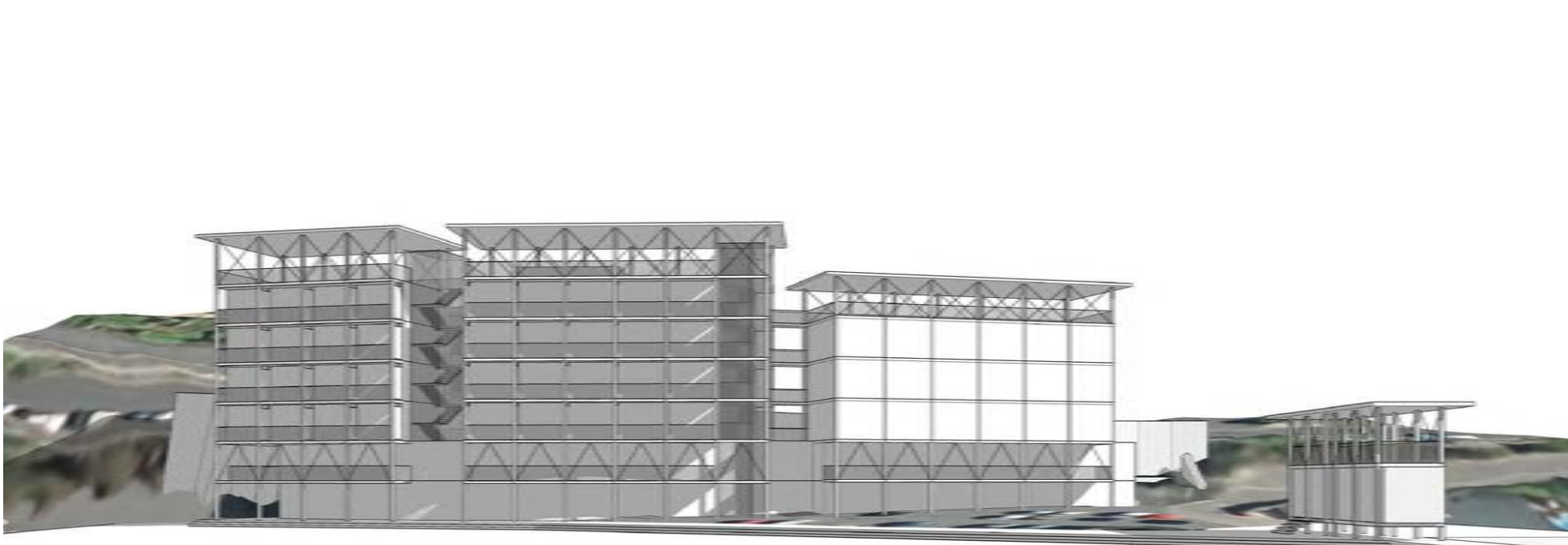
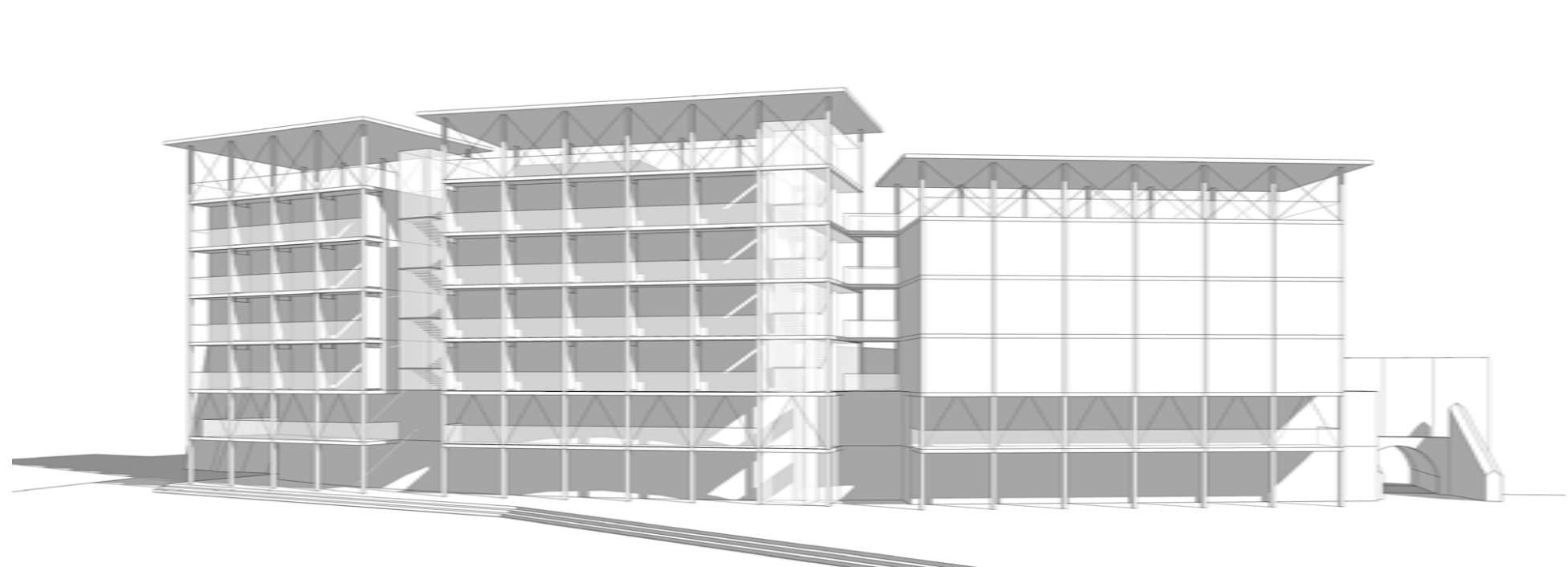
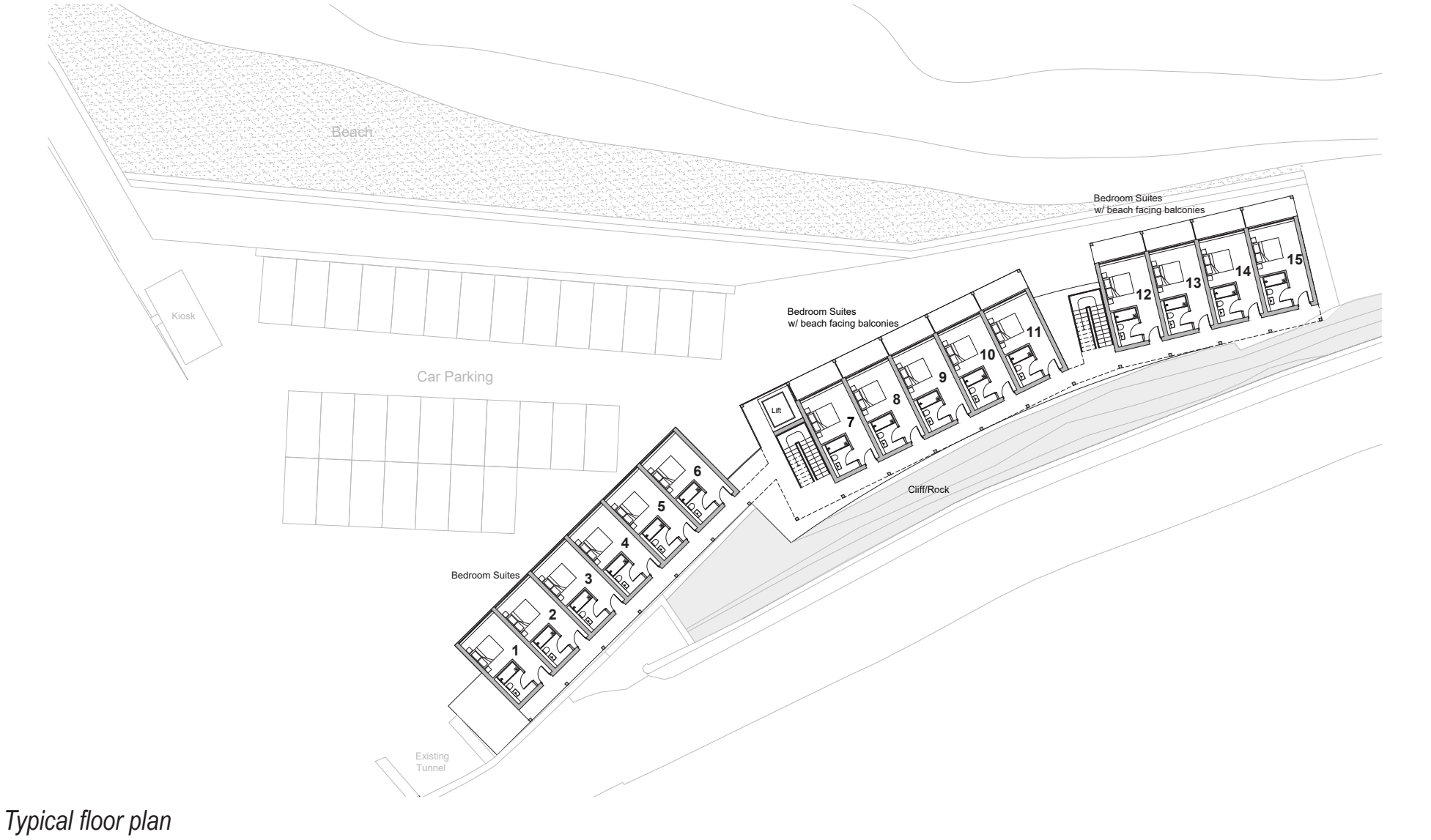
DESIGN SCHEME - B

Block Massing

Design scheme B was an experiment to see if a straightforward block massing could accommodate all the design requirements. The structure is divided into three blocks to achieve a more permeable design.

The building's structure and design are made up of a number of columns that extend all the way to the roof. People can enjoy breathtaking views of the breakwater beach from balconies that extend to these columns. Similar public spaces are offered, as in design scheme A, as well as an additional open roof top bar. There are two service cores between the three blocks, one exterior and the other encased in glass, to make the elevation from Berry Head road more permeable.

While the design is successful in accommodating the building requirements, it had a diminished visual relationship to the local context of Brixham.



View of the block massing scheme

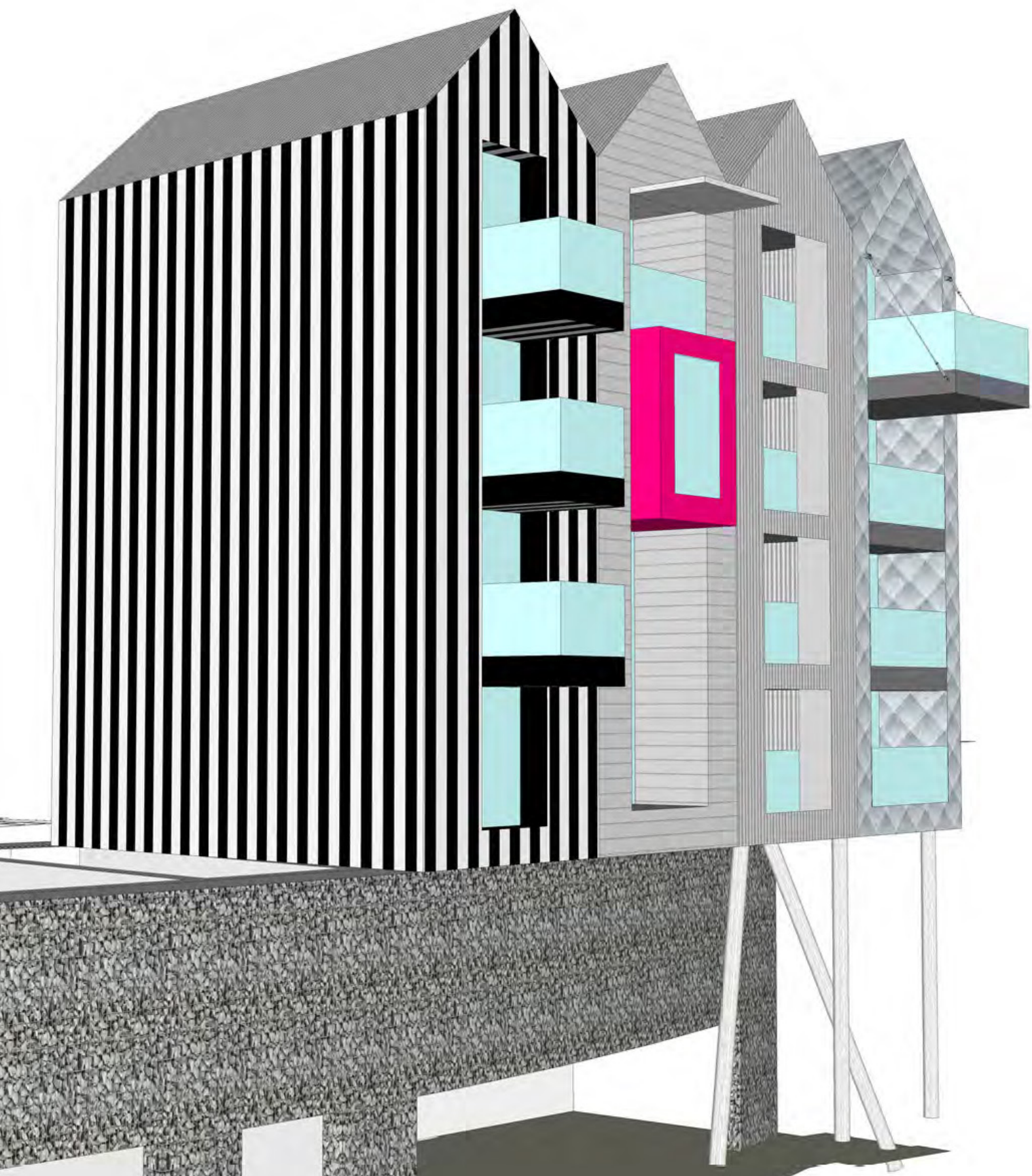
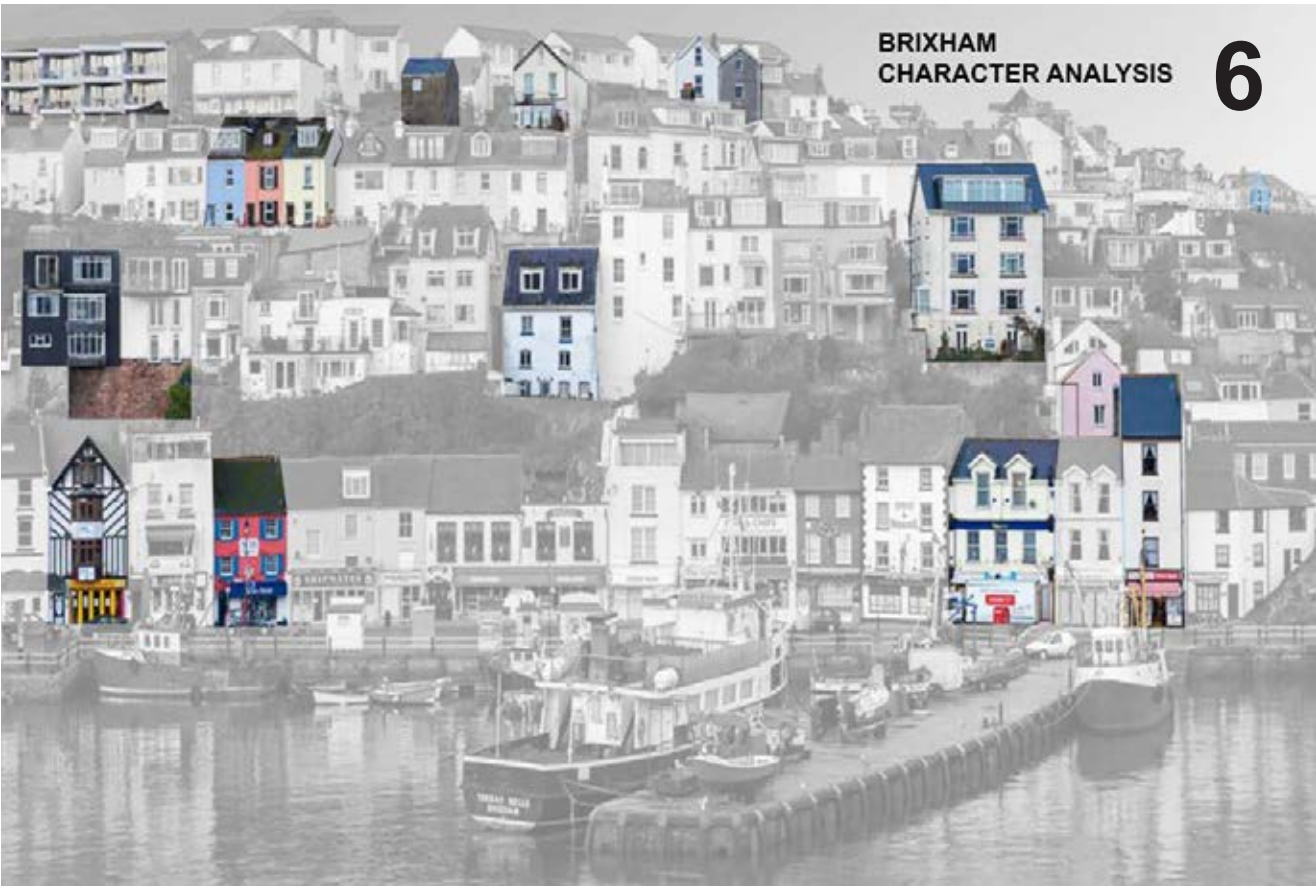
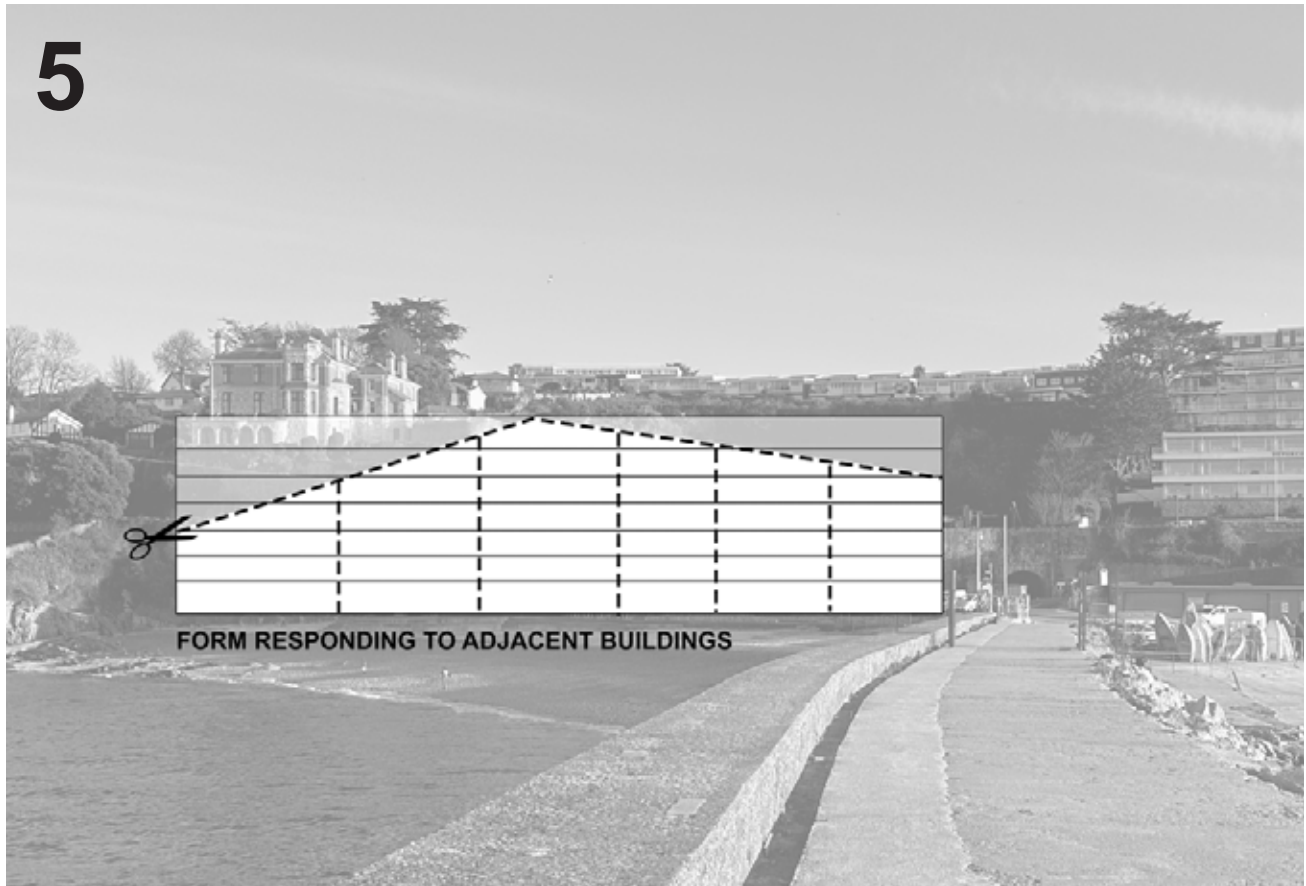
DESIGN PROCESS

Permeable massing

The proposed design concept has been established with the benefit of both the analysis of the existing site; its constraints and opportunities and the pre-application scheme feedback.

The sequence of images shown here with captions below, provide a narrative of the evolution of the design concept.

- Recent photograph of the current site taken from Brixham Breakwater showing the existing Bistro, beach huts and car park.
- Existing buildings and beach huts to be demolished and replaced as part of the new development.
- Identification of the extent of the proposed development site; its potential to provide a linear structure, maximising views out to sea across multiple storeys.
- Diagram demonstrating the visual dominance a 7 storey solid structure would have on the site and the detrimental impact on the area.
- Diagram illustrating how the site could accommodate lower structures to the east (leaving views of Wolborough House intact), taller forms in the centre (opposite the existing multistorey car park), stepping down to the west maintaining the gradient of Berry Head Road behind.
- Inspiration photo highlighting how the individuality of buildings in Brixham has created its unique architectural character. The range of forms, roof pitches, colours and materials sit adjacent to each other, punctuated by visible areas of the cliffs on which they sit.
- Diagram showing how built forms that vary in scale and massing, could sit within the site, with views penetrating through to the cliffs behind.
- Development of the design concept raising the built forms off the ground on stilts to maximise the public realm at ground / beach level.
- 3D model exploring use of colour within the proposed development taking inspiration from the local architectural character.
- Diagram showing the distribution of uses throughout the built forms, with public spaces at ground level.



< A design template for the proposed development



SITE PLAN



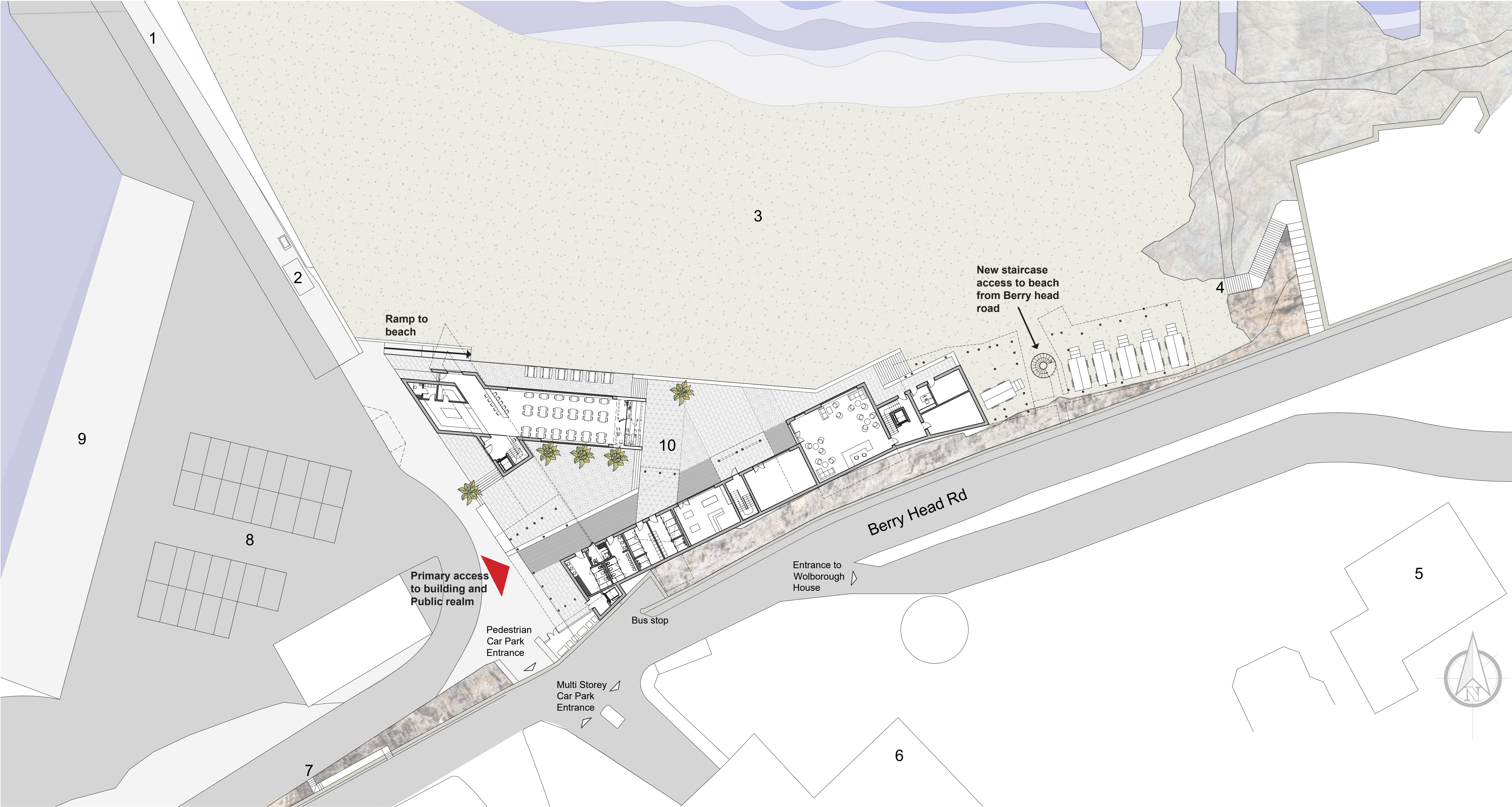
View of the proposed development .



View of the New Breakwater Bistro and the Pier above providing spectacular views of the beach and beyond.

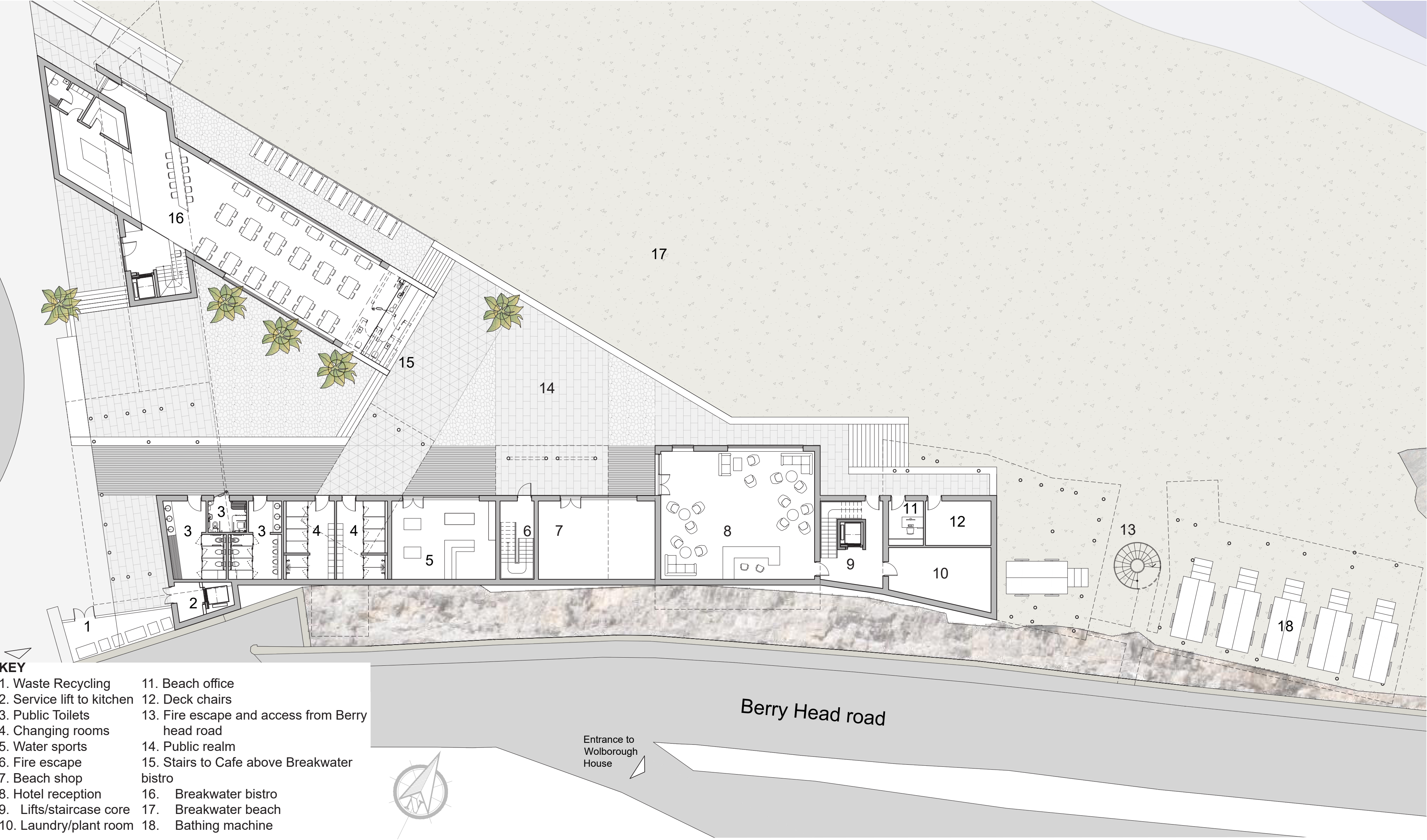


Primary access to the building with public facilities on the ground level.

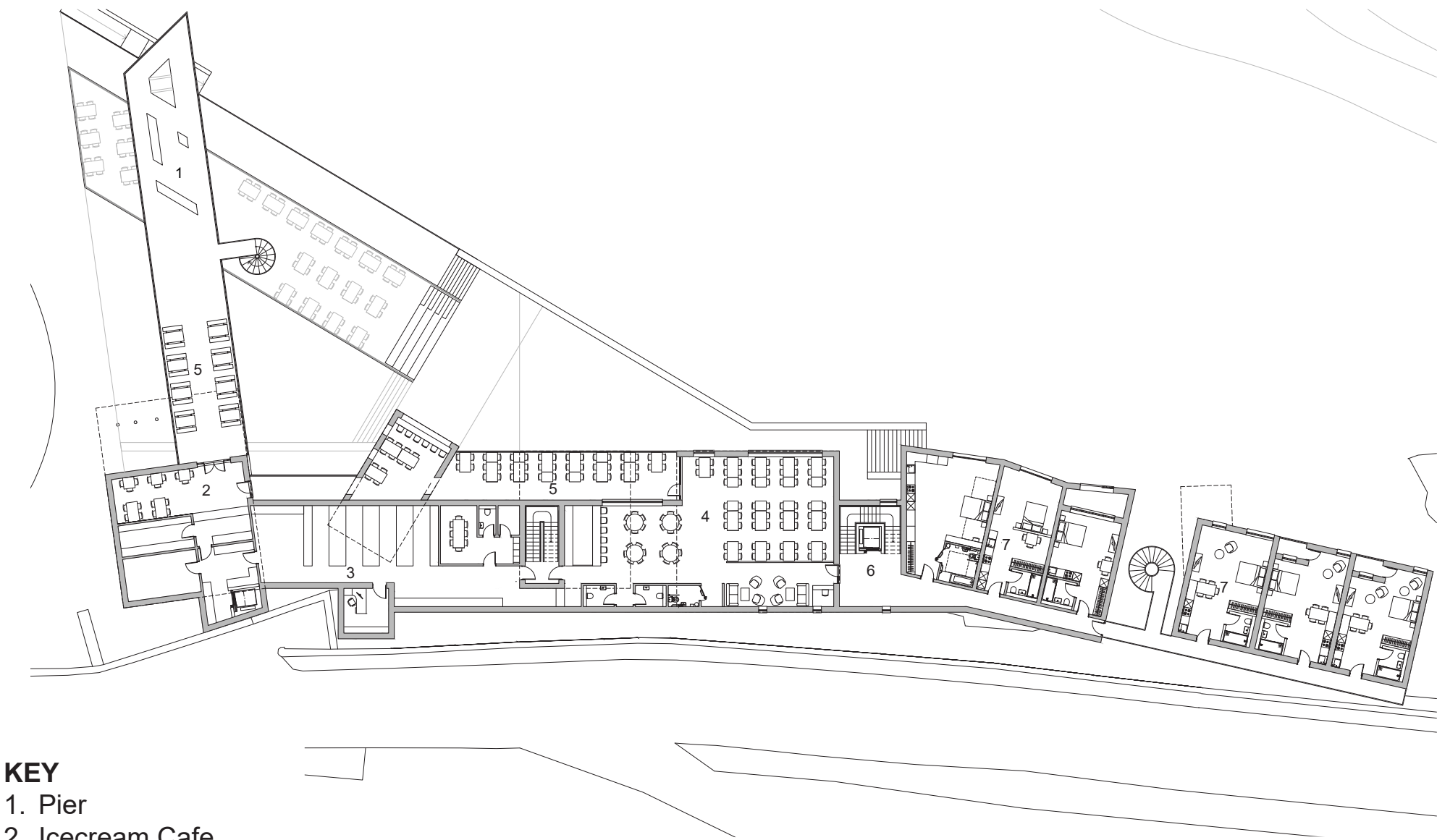


- KEY**
- 1. Brixham Breakwater
 - 2. Monument/Walk of fame
 - 3. Breakwater beach
 - 4. Southwest coast path
 - 5. Wolborough House
 - 6. Multi storey car park
 - 7. Existing pedestrian access
 - 8. Existing car park
 - 9. Brixham slipway
 - 10. Proposed development

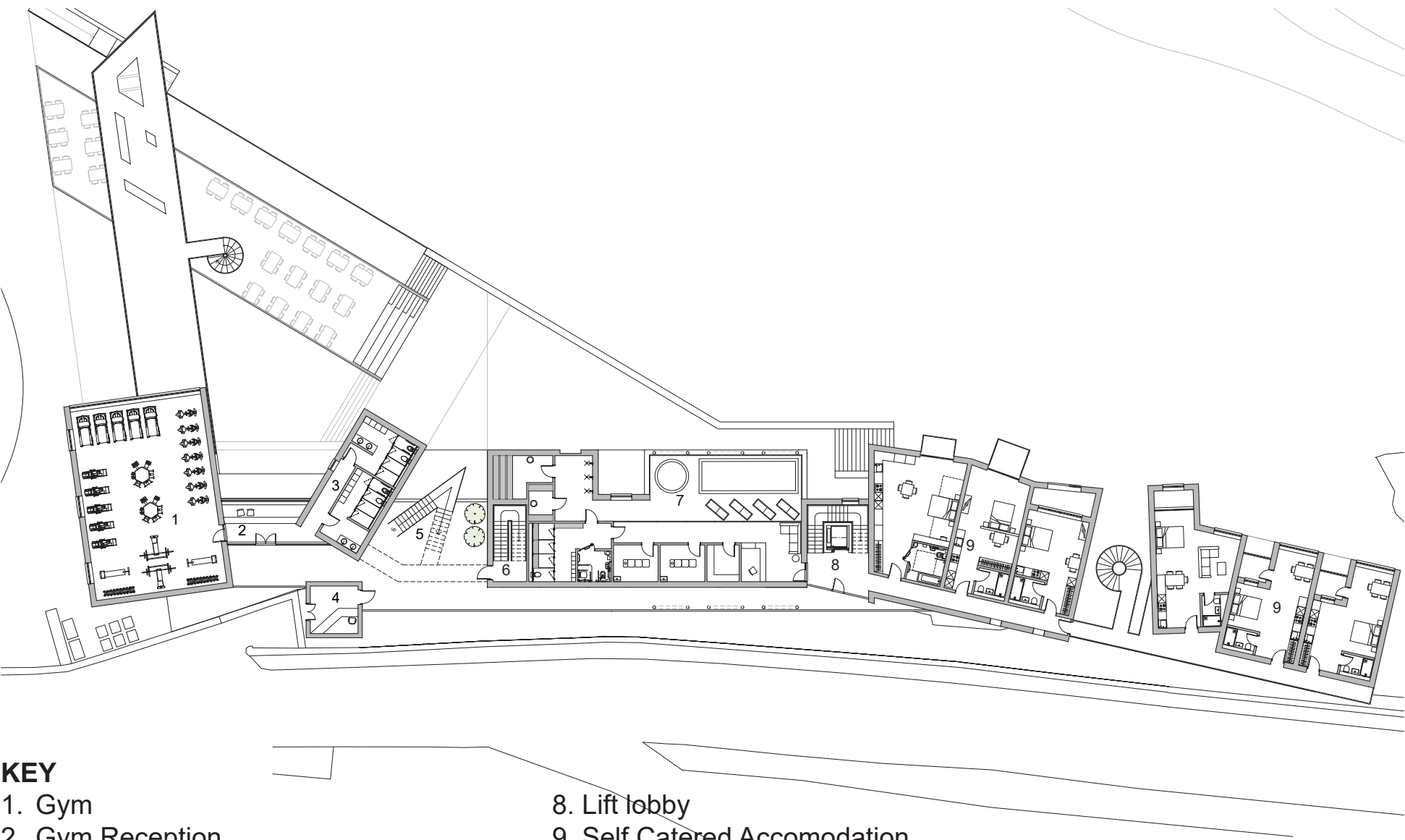
FLOOR PLANS



Ground floor layout



First floor layout



Second floor layout



View of the Breakwater bistro on the right.

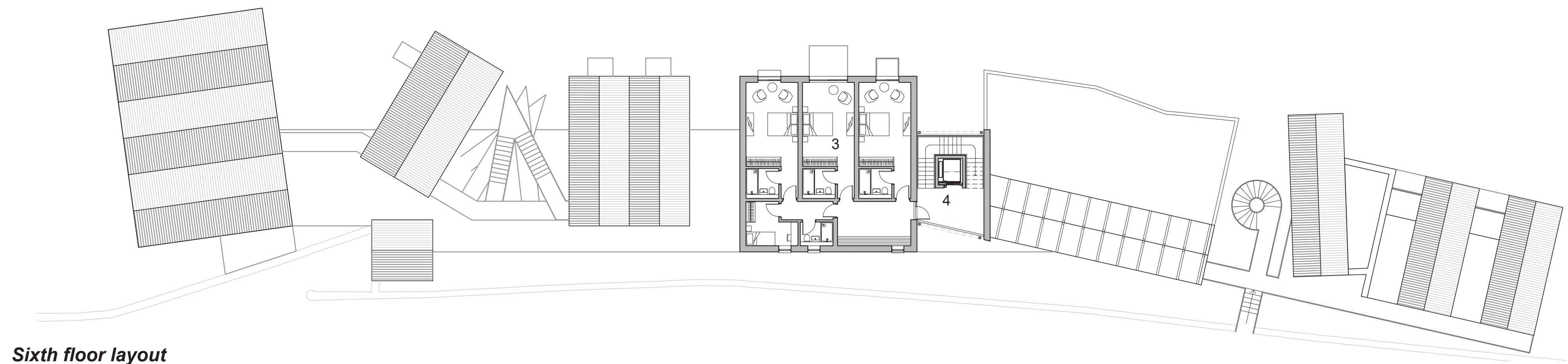
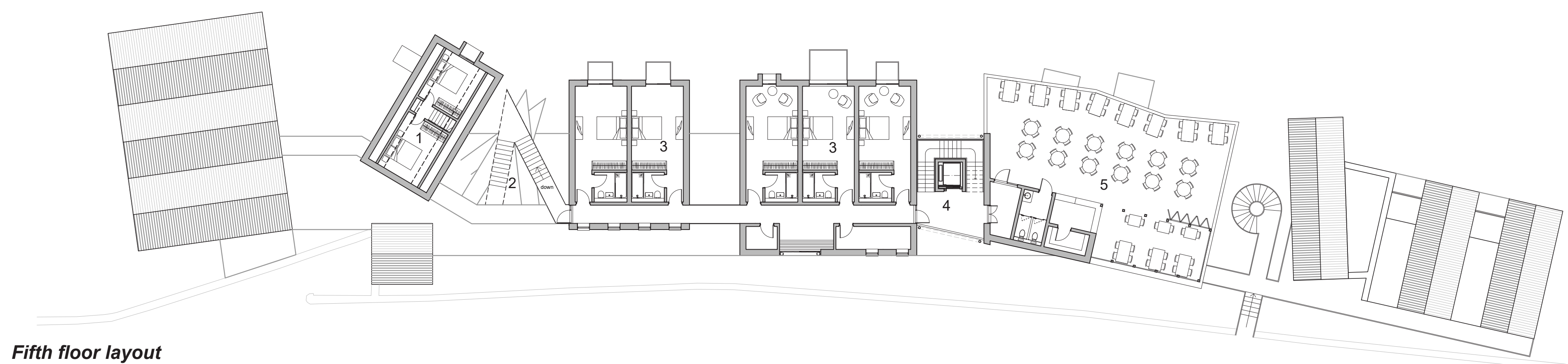
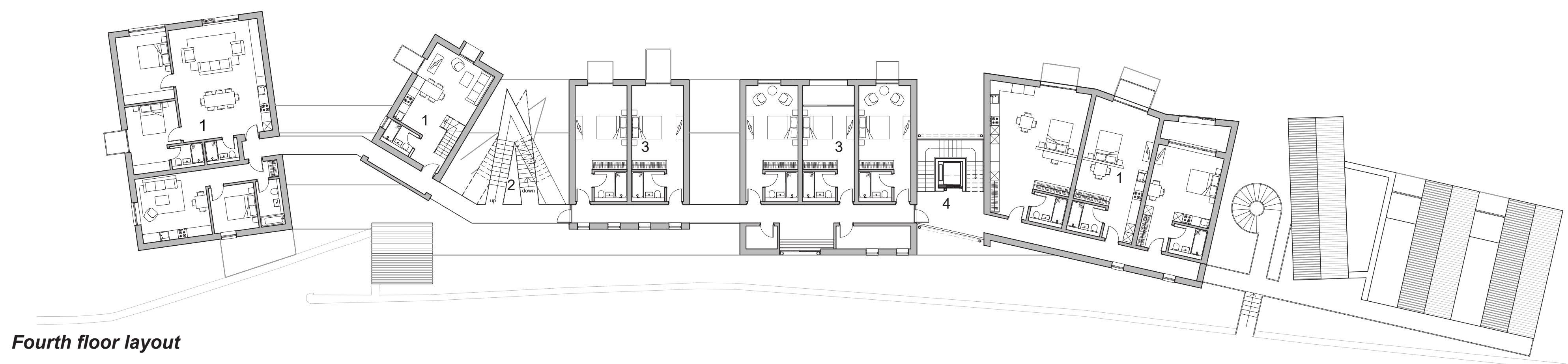
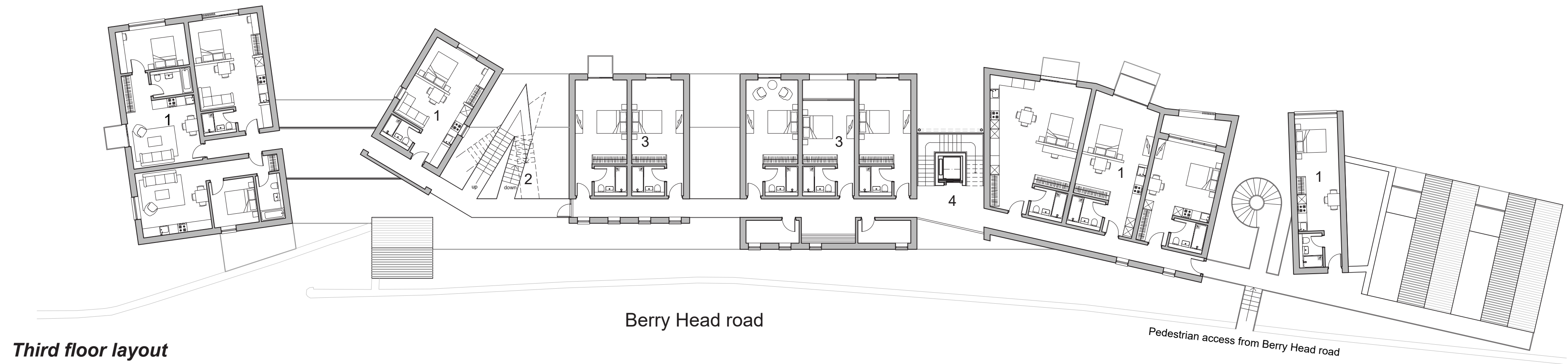


Access to outdoor seating area at the Breakwater Bistro and the Pier.



Proposed sections through Block 1 and 2

FLOOR PLANS



Access from Berry Head road to the proposed development.



View from Berry Head road with staircase access to the beach.



View of the proposed development from the beach

- KEY**
- 1 - Self Catered Accomodation
 - 2 - External stair
 - 3 - Hotel rooms
 - 4 - Lift lobby
 - 5 - Roof-top Bar

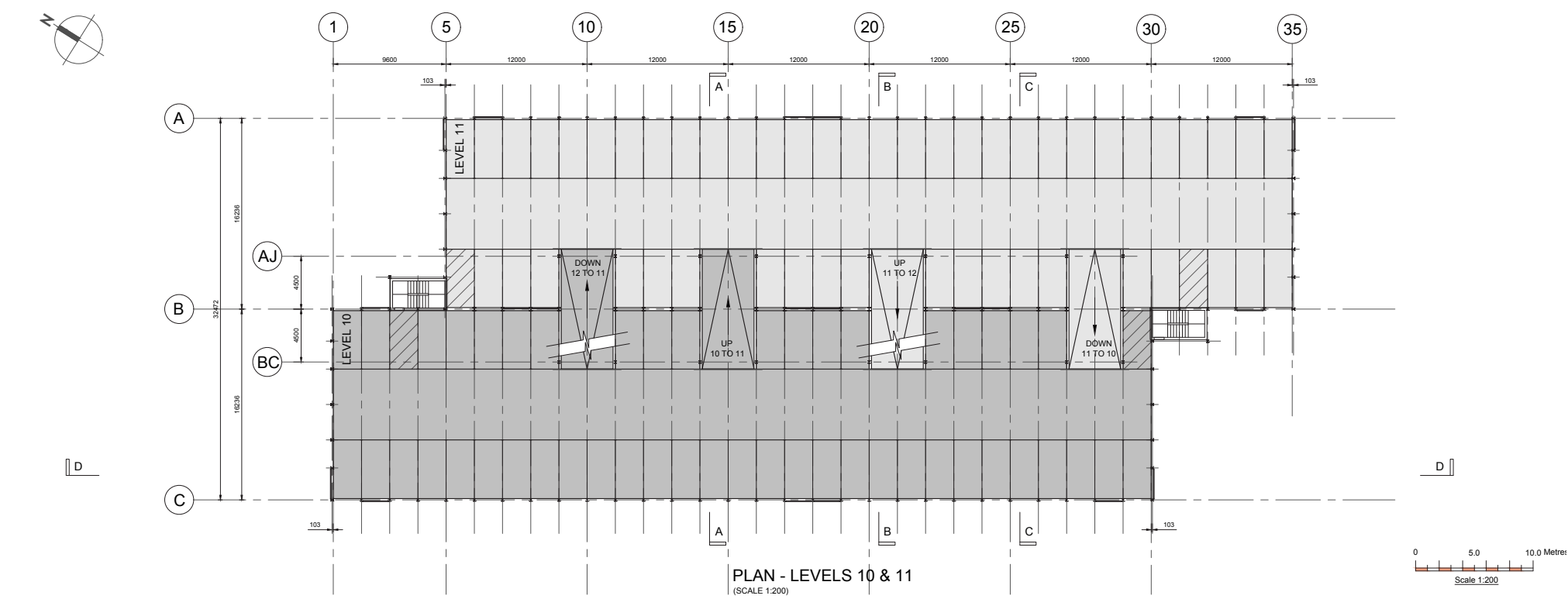
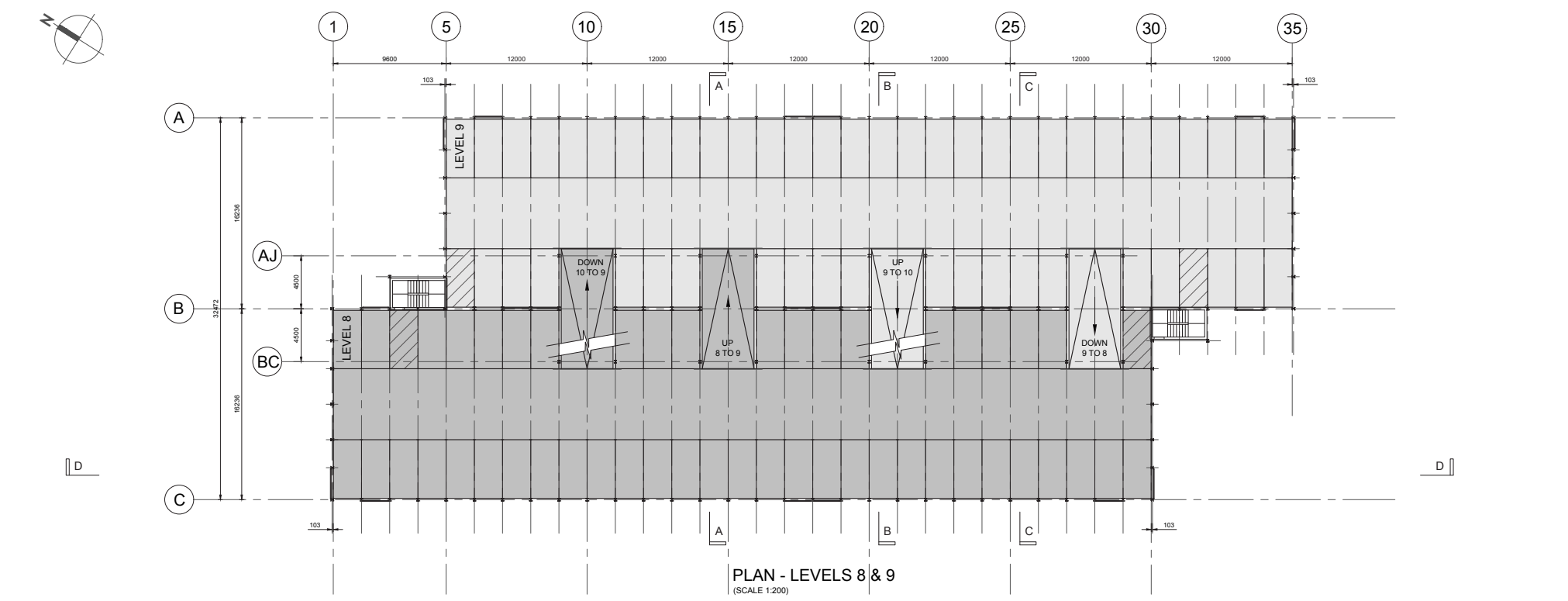
CAR PARK

Extension to the Brixham Marina Car park

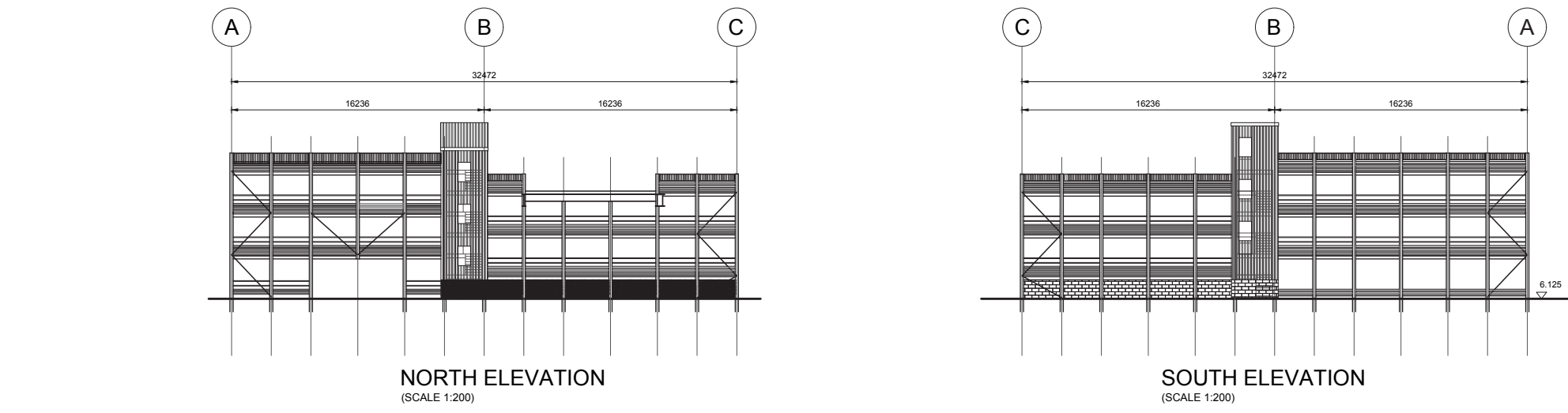
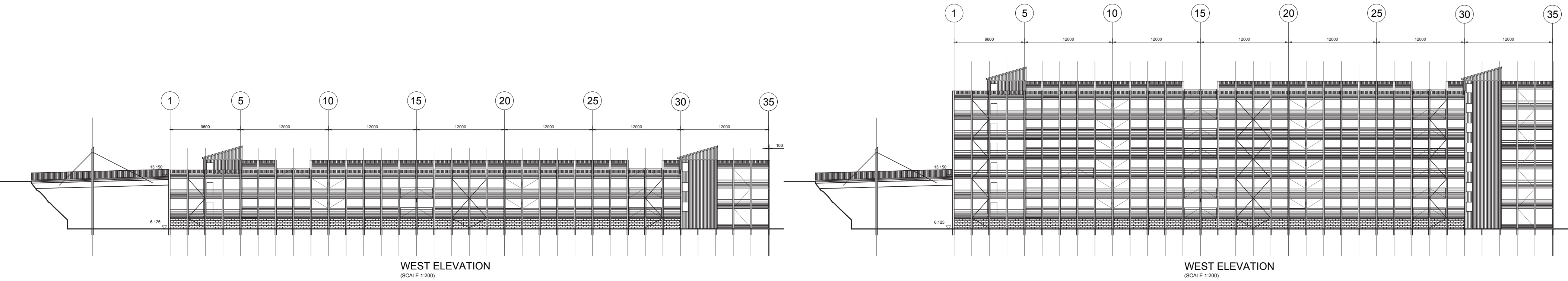
The existing Brixham Marina multistorey car park is located on the inland side of Berry Head Road, directly opposite the proposed development site. The Brixham Marina car park is built on the site of Breakwater Quarry, and is therefore surrounded by steep cliff faces on three sides. A tunnel leads from the ground floor of the car park, under Berry Head Road to the Breakwater development site.

The car park is accessed via a bridge link from Berry Head Road (see image). The bridge provides a gentle ramped entrance that leads onto the level 6 of the car park. Levels 5 and below are accessed by ramps down from the entry level and level 7 via a ramp up. The steel frame structure of the car park comprises two offset rectangular forms orientated north-west to south-east with a half storey height different between the two sides. Two stair-cases (one to the north and one to the south) provide pedestrian access to all floors.

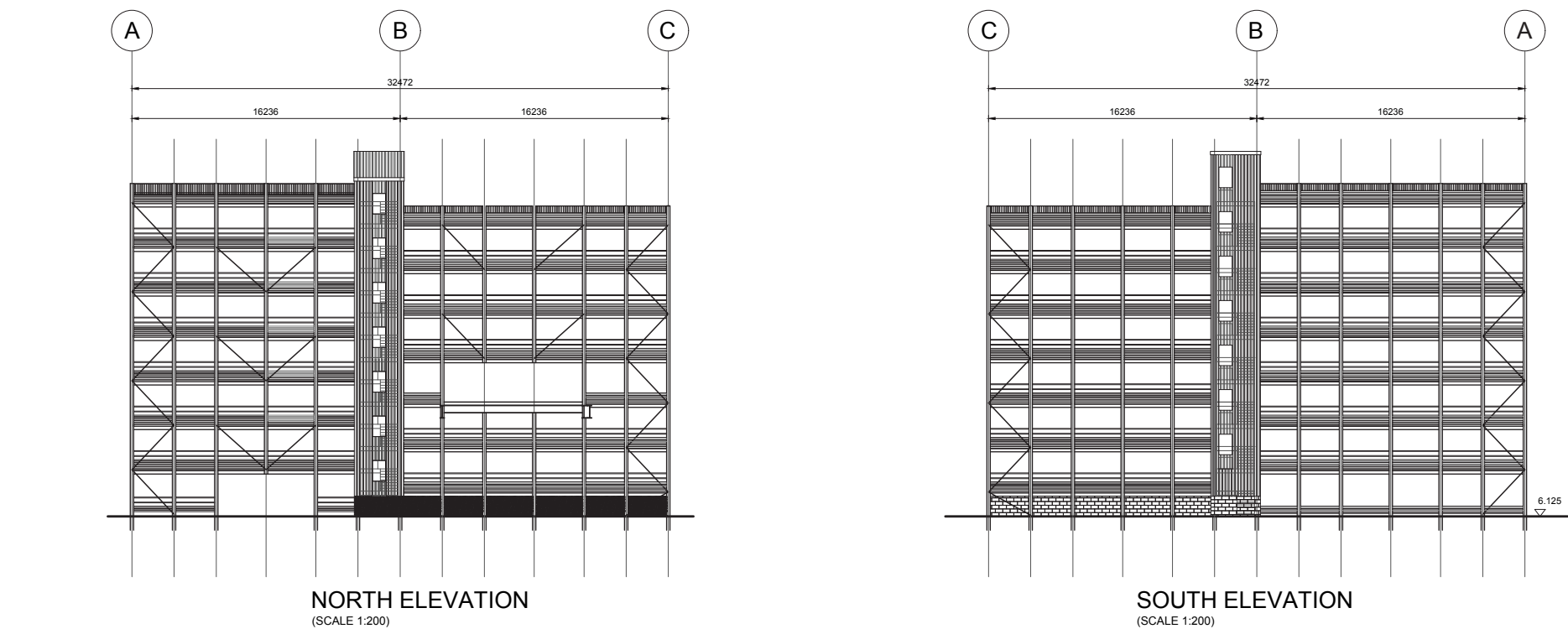
The existing car park provides 450 spaces over 8 levels. To mitigate the loss of 42 parking spaces at Breakwater Beach and to provide parking for the proposed development and for Brixham as a whole, it is proposed that the car park be extended to provide an additional 400 parking spaces.



Proposed plans



Existing elevations



Proposed elevations



VIEWS



VIEWS

