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Date: Monday, 12 September 2016

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Dear Member

**POLICY DEVELOPMENT AND DECISION GROUP (JOINT OPERATIONS TEAM) -  
WEDNESDAY, 14 SEPTEMBER 2016**

I am now able to enclose, for consideration at the Wednesday, 14 September 2016 meeting of the Policy Development and Decision Group (Joint Operations Team), the following reports that were unavailable when the agenda was printed.

| <b>Agenda No</b> | <b>Item</b>  | <b>Page</b>       |
|------------------|--|-------------------|
| 8.               | <b>Parking Strategy 2016-2021 - Mayor's Final Proposed Strategy (Policy Framework)</b> | (Pages 157 - 214) |

Yours sincerely

Teresa Buckley  
Clerk



**Meeting:** Council **Date:** 22 September 2016

**Wards Affected:** All

**Report Title:** Parking Strategy 2016-2021

**Is the decision a key decision?** Yes

**When does the decision need to be implemented?** Immediately

**Executive Lead Contact Details:** Councillor Executive, Executive Lead for Community Services, 07811 965194, [robert.excell@torbay.gov.uk](mailto:robert.excell@torbay.gov.uk)

**Supporting Officer Contact Details:** Kevin Mowat, Executive Head – Business Services, 01803 292429, [kevin.mowat@torbay.gov.uk](mailto:kevin.mowat@torbay.gov.uk)

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## 1. Proposal and Introduction

- 1.1 The Council's Parking Strategy has been reviewed following the Review of Parking in Torbay, which was completed in March 2016.
- 1.2 The Strategy presents a way forward to provide the fairest and most consistent approach to parking management and provision in Torbay. It set out the Vision, Values and Aims that underpin our approach to parking. It also sets out the key work areas that we will focus on to take parking services forward over the next five years.

## 2. Reason for Proposal

- 2.1 The current Strategy was out of date and needed to be redrafted. This strategy takes a realistic and long-term view of what is feasible and likely to be achieved in Torbay, and what is required to help deliver successful initiatives. It takes account of the adopted Corporate Plan and Local Transport Plan.

## 3. Recommendation(s) / Proposed Decision

### Mayor's Recommendation:

- 3.1 That the Torbay Council Parking Strategy 2016-2021, as set out in Appendix 2 to this report, be adopted.
- 3.2 That the Parking Operations Panel and Member involvement in the decision making process be reviewed after one year.

### **Officer's Recommendation:**

- 3.3 That the Torbay Council Parking Strategy 2016-2021, as set out in Appendix 2 to this report, be adopted, except that the phrase "*However, this Strategy does not support the use of mobile enforcement cameras*" should be deleted on page 15, under the section marked 'Fair Enforcement', and replaced with the following statement :-

*"In particular the use of mobile enforcement cameras can improve road safety for children outside school entrances and reduce the road safety risks presented to public transport users. Strict operating procedures should be applied to the use of any mobile technology to ensure that fair enforcement is undertaken and the law abiding motorist is not penalised."*

- 3.4 That the Parking Operations Panel and Member involvement in the decision making process be reviewed after one year.

### **4. Consultation**

- 4.1 The Parking Strategy forms part of the Council's Policy Framework and was therefore subject to a six week consultation. The results of the consultation are attached at Appendix 3 to this report and summarised in Appendix 1.
- 4.2 The Parking Strategy was also considered by the Overview and Scrutiny Board (through its Parking Task-and-Finish Group). The Board's report to the Mayor is available on the Council's website at [www.torbay.gov.uk/scrutiny](http://www.torbay.gov.uk/scrutiny).
- 4.3 It is a recommendation of the Overview and Scrutiny Board's report that the draft Parking Strategy for 2016-2021 should be forwarded to the Council for adoption within the Policy Framework. The draft Parking Strategy considered by the Overview and Scrutiny Board reflects the recommendation set out in 3.3 above.

### **Appendices**

- Appendix 1: Supporting Information and Impact Assessment  
Appendix 2: Draft Parking Strategy 2016-2021  
Appendix 3: Parking Strategy Consultation Report – August 2016

### **Background Documents**

- Review of Parking in Torbay (March 2016) <http://www.torbay.gov.uk/media/7429/parking-review-report.pdf>

### Supporting Information and Impact Assessment

|                                |   |
|--------------------------------|---|
| Service / Policy:              | Torbay Council Parking Strategy 2016-2021 |
| Executive Lead:                | Councillor Excell                         |
| Director / Assistant Director: | Kevin Mowat                               |

|          |     |       |          |         |             |
|----------|-----|-------|----------|---------|-------------|
| Version: | 2.0 | Date: | 08/09/16 | Author: | Kevin Mowat |
|----------|-----|-------|----------|---------|-------------|

| <b>Section 1: Background Information</b> |  |
|--|--|
| <b>1.</b>                                | <p><b>What is the proposal / issue?</b></p> <p>Following a review of the current position in relation to parking in Torbay, a new Parking Strategy for the Torbay area is presented to Council for adoption.</p>   |
| <b>2.</b>                                | <p><b>What is the current situation?</b></p> <p>Torbay Council's existing Parking Strategy covered the period 2008 ~ 2013 and was therefore due for renewal. In March 2015, the Mayor (on the recommendation of the Overview and Scrutiny Board) requested officers to undertake a review of parking in Torbay.</p> <p>The Executive Head of Business Services carried out that review in 2015/2016 with the following objective :-</p> <p>“To review parking in Torbay to ensure that there is a collective understanding and consensus for the fair delivery of parking in Torbay.”</p> <p>The report from the review was published on the Council's website in March 2016 and was presented to the Overview and Scrutiny Board on 30 March 2016.</p> <p>The information obtained during the review has been used to prepare the new Parking Strategy for Torbay for 2016 - 2021.</p>            |
| <b>3.</b>                                | <p><b>What options have been considered?</b></p> <p>This revision of the Torbay Council Parking Strategy represents the first major redrafting since the existing Strategy was approved in 2008. The Review of Parking which preceded the redrafting considered all aspects of parking.</p> <p>The Strategy presents a way forward to provide the fairest and most consistent approach to parking management and provision in Torbay. It set out the Vision, Values and Aims that underpin our approach to parking. It also sets out the key work areas that we will focus on to take Parking Services forward over the next five years.</p> <p>As parking affects many facets of life for residents, businesses and visitors to Torbay, this Strategy seeks to balance the needs of everyone, car users and non-users alike within a local transport network constrained by both capacity and</p> |

|                  |  |
|------------------|--|
|                  | <p>topography. This includes emergency services, commuters, public transport users and groups with more specific needs.</p> <p>The on-going review and development of off-street and on-street parking will continue to address any imbalances which have led to surpluses of parking in some areas, deficits in others and the need for ongoing investment to raise the standard of parking provision. This strategy takes a realistic and long-term view of what is feasible and likely to be achieved in Torbay, and what is required to help deliver successful initiatives.</p> <p>This Parking Strategy sits below the overarching Local Transport Plan – Devon and Torbay Strategy 2011 – 2026 (April 2011). More specifically it will link into and be incorporated within Torbay’s Local Transport Plan – Implementation Plan.</p>  |
| <p><b>4.</b></p> | <p><b>How does this proposal support the ambitions and principles of the Corporate Plan 2015-19?</b></p> <p>It is anticipated that this Strategy will contribute towards a ‘Prosperous and Healthy’ Torbay by supporting the local economy and keeping our road network free from the detrimental effects of traffic congestion and pollution.</p> <p>The Strategy relates closely to the targeted actions of :-</p> <ul style="list-style-type: none"> <li>• Working towards a more prosperous Torbay.</li> <li>• Promoting healthy lifestyles across Torbay.</li> <li>• Ensuring Torbay remains an attractive and safe place to live and visit.</li> </ul> <p>A set of core values which will underpin the Council’s approach to parking are set out within the Strategy – these values are aligned to the ambitions and principles within the Council’s Corporate Plan.</p>   |
| <p><b>5.</b></p> | <p><b>Who will be affected by this proposal and who do you need to consult with?</b></p> <p>The Parking Strategy will have an impact on the residents, businesses and visitors of Torbay as well as on the staff who manage Parking Services on a day-to-day basis.</p>  |
| <p><b>6.</b></p> | <p><b>How will you propose to consult?</b></p> <p>A wide ranging consultation was undertaken as part of the Review of Parking with the views from that consultation reflected throughout that report. At that stage, consultees included all Councillors, the general public (with 1600 responses), Chambers of Trade, Federation of Small Businesses, Business Forum, trade associations, schools and staff.</p> <p>The draft Strategy has been available for comment on the Council’s website with those organisations and individuals who took part in the original Parking Review consultation being invited to submit comments and views.</p> <p>The public consultation was open between 18th July 2016 and 26th August 2016. In addition to being promoted on the Council’s consultation web page, posters were displayed in Torbay Council car parks and a press release issued to local media outlets. It was also highlighted on the Council’s social media forums and</p> |

|  |   |
|--|---|
|  | <p>emailed to respondents from the Parking Review consultation, Viewpoint Panel members and local stakeholders. Written responses were sent to <a href="mailto:consultation@torbay.gov.uk">consultation@torbay.gov.uk</a>. Employees at Torbay Council and the Torbay Development Agency were also consulted as was the Task &amp; Finish Group set up by the Council's Overview and Scrutiny Board.</p> <p>In total there were only 48 responses to the public consultation on the draft Parking Strategy. Four organisations/groups responded to the consultation and the remaining responses were received from individuals. Seven of the individual responses were from residents of one road who were prompted to request solutions to parking issues in their area via the consultation inbox. These emails were forwarded to the Council's Highways service along with one further email that expressed problems with disabled parking spaces.</p> <p>Overall, the majority of individuals' comments were on similar specific themes and issues related to the Parking Review consultation rather than the Parking Strategy. There were fewer comments about the Strategy itself.</p> <p>The results of the public consultation on the draft version of this Strategy did not give rise to any further significant changes to the Parking Strategy document.</p> |
|--|---|

| <b>Section 2: Implications and Impact Assessment</b> |   |
|--|---|
| <b>7.</b>  | <p><b>What are the financial and legal implications?</b></p> <p>There are no financial or legal implications of adopting a new Parking Strategy. Decisions in relation to any changes in operation of parking services will be made in accordance with the Council's Constitution with the decision making framework being articulated in the Strategy. The financial and legal implications of those operational decisions will be considered when decisions are made.</p> |
| <b>8.</b>  | <p><b>What are the risks?</b></p> <p>The risks of not adopting the proposed Parking Strategy are that the existing Strategy is out of date and no longer fit for purpose. The proposed Strategy ensures that the principles by which the Council now operates are embedded in how parking is delivered. The proposed Strategy aims to ensure that the public have a managed level of expectation in relation to parking.</p>  |
| <b>9.</b>  | <p><b>Public Services Value (Social Value) Act 2012</b></p> <p>The Act does not apply to this proposal.</p>   |
| <b>10.</b>   | <p><b>What evidence / data / research have you gathered in relation to this proposal?</b></p> <p>The Review of Parking in Torbay provided the baseline data for the review of the Parking Strategy. It is available on the Council's website at</p>   |

|            |   |
|------------|---|
|            | <a href="http://www.torbay.gov.uk/media/7429/parking-review-report.pdf">http://www.torbay.gov.uk/media/7429/parking-review-report.pdf</a>   |
| <b>11.</b> | <p><b>What are key findings from the consultation you have carried out?</b></p> <p>The results from the public consultation on the proposed Parking Strategy are included at Appendix 3 to this report.</p> <p>In the main the Parking Strategy has been informed by the outcomes of the Parking Review and subsequent feedback from the community and other stakeholders. The results of the public consultation on the draft version of the Strategy did not give rise to any further significant changes to the final document.</p> <p>It is a recommendation of the Overview and Scrutiny Board's report that the draft Parking Strategy for 2016-2021 should be forwarded to the Council for adoption within the Policy Framework. The draft Parking Strategy considered by the Overview and Scrutiny Board reflects the officer recommendation set out in 3.3 of the covering report.</p> |
| <b>12.</b> | <p><b>Amendments to Proposal / Mitigating Actions</b></p> <p>Following consultation with the Mayor the draft Parking Strategy was amended to reflect his wish that the Strategy should not support the use of mobile enforcement cameras. A separate officer recommendation does not support this view.</p>   |

## Equality Impacts

|    |   |   |   |                                  |
|----|---|---|---|----------------------------------|
| 13 | <p><b>Identify the potential positive and negative impacts on specific groups</b></p> <p><b>Although the parking strategy will have no differential impact on many of the specific groups listed below the aims of the strategy are as follows: :</b></p> <ul style="list-style-type: none"> <li>• Provide good quality public car parking facilities</li> <li>• Improve road safety and accessibility</li> <li>• Promote sustainable modes of transport and improve air quality</li> <li>• Listen to the needs of residents, businesses and visitors</li> <li>• Provide for those with accessibility issues</li> <li>• Consider wider Council strategic objectives in the design and management of parking provision</li> <li>• Recognise the different characteristics of areas within the Bay while being fair and consistent</li> <li>• Keep traffic moving and assist the reliable and effective operation of public transport</li> <li>• Be responsive to changing parking circumstances</li> </ul> |   |   |                                  |
|    |   | <b>Positive Impact</b>  | <b>Negative Impact &amp; Mitigating Actions</b> | <b>Neutral Impact</b>            |
|    | Older or younger people   |   |   | There is no differential impact. |
|    | People with caring Responsibilities   |   |   | There is no differential impact. |
|    | People with a disability  | <p>Torbay Councils Parking Strategy 2016 – 2021 sets out the following principle (pg12):</p> <ul style="list-style-type: none"> <li>• On-street parking provision in town central areas should be aimed mainly for short stay parking, “blue badge” holders, taxis and</li> </ul> |   |                                  |



|                     |   |  |   |
|---------------------|---|--|---|
|                     | <p>deliveries;</p> <p>The Strategy sets out the following in relation to Disabled Parking (Pg 13):</p> <ul style="list-style-type: none"> <li>• The Council will ensure that disabled parking spaces are easily accessible to pedestrian access facilities</li> <li>• That further consideration will be made to increase the number of on-street disabled parking spaces where parking provision in off-street car parks will not meet all national standards</li> <li>• That the proportion of on-street spaces dedicated to the disabled will be determined on a case by case basis, based upon existing usage, known demands and consultation with disabled access groups.</li> </ul> <p>The Parking Strategy also details a 'decision making framework and criteria' which assesses a range of accessibility issues – these are set out within appendix two.</p> |  |   |
| <p>Women or men</p> |   |  | <p>There is no differential impact.</p> |

|           |   |     |                                  |
|-----------|---|-----|----------------------------------|
|           | People who are black or from a minority ethnic background (BME) <i>(Please note Gypsies / Roma are within this community)</i> |     | There is no differential impact. |
|           | Religion or belief (including lack of belief)   |     | There is no differential impact. |
|           | People who are lesbian, gay or bisexual   |     | There is no differential impact. |
|           | People who are transgendered  |     | There is no differential impact. |
|           | People who are in a marriage or civil partnership   |     | There is no differential impact. |
|           | Women who are pregnant / on maternity leave   |     | There is no differential impact. |
|           | Socio-economic impacts (Including impact on child poverty issues and deprivation)   |     | There is no differential impact. |
|           | Public Health impacts (How will your proposal impact on the general health of the population of Torbay)                       |     | There is no differential impact. |
| <b>14</b> | <b>Cumulative Impacts – Council wide</b><br>(proposed changes elsewhere which might worsen the impacts identified above)      | N/A |                                  |

|    |  |     |
|----|--|-----|
| 15 | <b>Cumulative Impacts –<br/>Other public services</b><br>(proposed changes<br>elsewhere which might<br>worsen the impacts<br>identified above) | N/A |
|----|--|-----|

# Torbay Council's Parking Strategy 2016- 2021

## Vision

“To provide a fair and consistent approach to the way we promote and manage parking while supporting the Council’s ambition to create a ‘Prosperous and Healthy’ Torbay”

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## Foreword

The development of this Torbay Parking Strategy reflects the commitment that Torbay Council continues to give to a range of parking provisions as it seeks to make efficient and effective use of available resources.

Faced with the prospect of increasing levels of car ownership, it is important that the Council has a Parking Strategy that is linked to the Local Transport Plan, the Local Plan, the Economic Strategy and that it supports the Corporate Plan. It is anticipated that this Strategy will contribute towards a 'Prosperous and Healthy' Bay by supporting the local economy and keeping our road network free from the detrimental effects of traffic congestion and pollution.

In March 2016 the Council concluded a Review of Parking in Torbay. The objective of the review was :-

*“To review parking in Torbay to ensure that there is a collective understanding and consensus for the fair delivery of parking in Torbay.”*

This Parking Strategy has been prepared as a statement of commitment with regard to the future of parking in the Bay and in response to the findings of the Parking Review. However, it is important that, as far as possible, the Strategy reflects the aspirations of the Local Transport Plan as well as the Ambitions, Targeted Actions and Principles set out Council's Corporate Plan (2015 ~ 2019). We were therefore keen to ensure, through public consultation, that the content of this Strategy is aligned to the expectations of our community.

The Executive Head of Business Services  
Torbay Council  
Torquay Harbour Office  
Beacon Quay  
Torquay  
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September 2016

# Executive Summary

This revision of the Torbay Council Parking Strategy represents the first major redrafting since the existing Strategy was approved in 2008. The Strategy presents a way forward to provide the fairest and most consistent approach to parking promotion, management and provision in Torbay. It sets out the Vision, Values and Aims that underpin our approach to parking.

It also sets out the key work areas that we will focus on to take Parking Services forward over the next five years.

As parking affects many facets of life for residents, businesses and visitors to Torbay, this Strategy seeks to balance the needs of everyone, car users and non-users alike within a local transport network constrained by both capacity and topography. This includes emergency services, commuters, public transport users and groups with more specific needs.

The on-going review and development of off-street and on-street parking will continue to address any imbalances which have led to surpluses of parking in some areas, deficits in others and the need for ongoing investment to raise the standard of parking provision. This strategy takes a realistic and long-term view of what is feasible and likely to be achieved in Torbay, and what is required to help deliver successful initiatives.

This Parking Strategy sits below the overarching Local Transport Plan – Devon and Torbay Strategy 2011 – 2026 (April 2011). More specifically it is linked to Torbay's Local Transport Plan – Implementation Plan.

Finally, this Strategy sets out the Decision Making Framework that we will use to ensure that key issues are properly considered when assessing parking schemes.

# Corporate Plan

Our Corporate Plan sets out the ambitions the Council will work towards over the next four years (2015 – 2019) as well as recognising the challenges we face and the need to do things differently. The Corporate Plan is our overarching document that aims to unify all the Council's activities towards achieving key priorities.

The Corporate Plan sets out the shared vision for the Council that is to create a prosperous and healthy Torbay. It outlines five 'Targeted Actions' to help achieve this vision and three of these Actions relate closely to this Parking Strategy :-

- Working towards a more prosperous Torbay
- Promoting healthy lifestyles across Torbay
- Ensuring Torbay remains an attractive and safe place to live and visit

Our Corporate Plan is underpinned by the following three principles :-

- Use reducing resources to best effect
- Reduce demand through prevention and innovation
- Integrated and joined up approach



# Values

Core values will underpin our approach to parking. These values are aligned to the Council's Corporate Plan and the Council's ambition to create a 'Prosperous and Healthy' Torbay.

- 1. Collaboration and transparency**  
We will provide clear information about parking and involve or consult communities in the development of policy and the design of local schemes; as we **ensure Torbay remains an attractive and safe place to live and visit**<sup>1</sup>.
- 2. Quality of life**  
We will consider the impact of parking on health, safety and the general well-being of residents, workers and visitors, as we **promote healthy lifestyles across Torbay**<sup>1</sup>.
- 3. Value for money**  
We will maximise value for money through considered and well managed parking schemes, intelligent use of technology and fair charges and enforcement as we work **towards a more prosperous Torbay**<sup>1</sup>.
- 4. Fairness and consistency**  
We will take a fair and consistent approach to meet the needs of individuals, businesses and communities as best as possible whilst **using reducing resources to best effect**<sup>1</sup>.
- 5. Efficiency and effectiveness**  
We will make optimum use of parking spaces and provide services that are responsive to need and adaptable by adopting an **integrated and joined up approach**<sup>1</sup>.
- 6. Supporting the economy**  
All new parking schemes will aim to assist existing businesses and attract new businesses as we work **towards a more prosperous Torbay**<sup>1</sup>.

<sup>1</sup> Extracts from the Corporate Plan

# Parking in Torbay - the current situation

On average, 96% of the lifetime of a car is spent parked (RAC report – Spaced: Perspectives on Parking Policy). The other 4% of the time, the car plays an integral part of people's lives, whether it is picking up children from school, visiting relatives or getting the weekly shopping. As such, parking affects many facets of everyday life for residents, businesses and visitors to Torbay. Choices must be made with regard to parking provision, parking controls, charging levels and enforcement in order to provide a fair, consistent and sustainable parking offer, enable the safe and efficient movement of traffic and contribute to the environmental sustainability of Torbay.

Torbay's population and car ownership is steadily on the rise. Torbay is growing economically and demand for new homes is increasing. It is clear that action is needed to meet ever more complex challenges. There is a clear need for a modern, well-informed and fair parking service and a general approach that caters for car users and non-car users alike.

## **Our existing offer**

We currently provide the following services :-

- On-street parking facilities - 830 on-street parking spaces exist on the highway and are serviced by parking meters;
- Disabled parking ;
- Off-street parking – 39 operational car parks with 7,580 car parking spaces;
- Controlled Parking Zones (CPZs), including residents' parking schemes;
- Issuing a range of parking permits;
- Parking enforcement for both on-street and off-street parking - 30,000 parking penalties are processed annually;
- The development of enforcement patrols and the provision of an appeals process

Each year, 1.8 million pay-and-display tickets are issued for Torbay's car parks and 630,000 for on-street parking.

There is sufficient evidence to uphold the view that there is an adequate supply of parking provided for residents, shoppers and visitors to the Torbay area. However, it is the mix in the available parking stock that needs to be regularly assessed so as to ensure that the most effective and efficient use is being made of these facilities.

## **Legislation & Policy**

Parking is a complicated policy area and it is also controlled by various pieces of legislation. It is affected by a wide range of national and regional parking and transport policies that need to be taken into account when deciding how to provide the best parking offer to residents. The Council has a legal duty to comply with many of these policies as well as the associated legislation. Key policies and regulations that we are required to comply with include :-

- Local Transport Plan – Devon and Torbay Strategy (2011 – 2026)
- The Torbay Strategy - Local Transport Plan – Devon and Torbay Strategy (2011 – 2026)
- Traffic Management Act - 2004
- Road Traffic Act - 1991
- Road Traffic Regulations Act - 1984
- Traffic Signs Regulations and General Directions - 2016
- A range of operational policies set out by the Council's Traffic and Parking Regulation Enforcement Service & Parking Operations Service

## **More people, more cars, more demand**

Population growth in Torbay is projected to rise between 2012 and 2022.

Motor vehicle mileage has increased significantly in Torbay over the last two decades<sup>2</sup>.

Between 2001 and 2011 the number of cars/vans per 1000 people in Torbay increased by 10%. The % of households with one car/van only increased by 1.7% with a 65% increase in households with 4+ cars/vans.

More recent figures from 2014 show that there is a general decline in the region, and nationally, of households with no or one car/van. However the amount of cars/vans per household increased between 2003 and 2014 from 1.24 to 1.29 regionally, and from 1.16 to 1.22 for England (excl London).

Torbay has less car ownership, a lower % of households with a car/van, and a lower % of households with 4+ cars/vans than both South Hams and Teignbridge, and Torbay is below the national average.

Car driving is the most frequent mode of transport for people with a car in their household. So with 76.4% of households in Torbay having at least one car, it is reasonable to assume that in 3/4s of Torbay's households the most frequent mode of travel is the car.

There is an added pressure to create additional off street parking in residential areas or additional on street parking places.

The provision of short, medium and long term parking to support the local economy is recognised as being entirely necessary. However, this must be balanced against the management of traffic on the key access corridors to avoid the adverse effects of congestion and air pollution, particularly at peak travel periods.

## **Development**

The number of new households in Torbay is forecast to increase by 8220 by 2030, according to the Government's latest (July 2016) projections.

The Local Plan (2012 – 2030) provides a framework for growth and change in the Bay, including 8,900 new homes and 5,000 to 6,000 new jobs. The focus for growth is on town centres, West Paignton and Torquay Gateway.

Policies within the Local Plan resist the loss of on-street parking, especially where there is high use of on street or public spaces. Off street parking for residents, cycle parking and commercial vehicle parking is required for new development – with the amount of parking required being dependent on the location of development.

Development is promoted in locations that are accessible by foot, cycle and public transport – to help reduce reliance on the car. Major leisure and retail development will be focused in existing town and local centres. It is recognised that a significant number and percentage of journeys will be undertaken by car.

Additionally, there is a growing need for the Council to balance conflicting priorities when considering its existing land assets, particularly in regards to off-street car parks and opportunities for delivery of town centre regeneration and new development. This is likely to lead to greater patronage of a smaller number of higher quality off-street car parks and a loss of under-used car parking spaces.

Ultimately, it is very likely that there will be further development and changes in land use patterns across Torbay, bringing challenges and demand for parking. Those likely and planned changes are being carefully assessed. They will be monitored and well managed to ensure that existing pressures on parking are not compounded. New park and ride facilities, to serve all three towns, are proposed in the Local Plan and will be delivered to satisfy demand.

## **A Changing Council**

The Council is tackling an unprecedented budget gap arising from central government cuts and service pressures. This is resulting in fundamental changes to the way the Council provides services. Those services have to become more efficient.

Our financial strategy aims to protect frontline services wherever possible however this is becoming increasingly difficult in the current financial climate.

We are running a programme to transform our services to meet the needs of our residents and businesses as well as reducing costs to meet the forecast shortfall in resources, improving services, managing demand for public services and minimising the call on the public purse.

The Council will need to balance conflicting priorities when considering its existing land assets, particularly in regards to off street car parks and opportunities for delivery of town centre regeneration and new development.

The aims of the development and implementation of this Parking Strategy are based around the key strategic aims referred to in the document rather than helping to bridge the Council's financial gap but it is obviously imperative that we carry out the changes in the most efficient and effective manner possible.

## Key Issues – why we need this Strategy

In March 2016 the Council concluded a Review of Parking in Torbay. The objective of the review was :-

*“To review parking in Torbay to ensure that there is a collective understanding and consensus for the fair delivery of parking in Torbay.”*

This Parking Strategy has been prepared as a statement of commitment with regard to the future of parking in the Bay and in response to the findings of the Parking Review. The previous Parking Strategy was produced in 2008 and it is important that, as far as possible, a new Strategy reflects the aspirations of the Local Transport Plan as well as the Ambitions, Targeted Actions and Principles set out Council's Corporate Plan (2015 ~ 2019).

The review of parking in Torbay highlighted a need for a modern, well-informed and fair parking service.

Legislation, environmental pressures and the Council's increasingly urgent need to transform the way services are delivered have created a compelling case for review and change. Key factors are set out below :-

### **Funding & Charging**

The charging regime used in setting the parking tariffs throughout the Bay is set, to draw a balance between the actual cost of providing the service and the need to maintain and improve the existing level of revenue generated. The charges may vary between parking facilities depending upon the type of offer, the location and seasonal periods. Customer feedback shows that users want a simplified classification of off-street car park i.e. just Long Stay or Short Stay. Generally people prefer lower parking charges and the Council will consider the option to achieve income growth through increased transactions resulting from competitive tariffs. Consideration will be given to fixing the schedule of parking tariffs for a number of years to create certainty, avoid confusion and save on the cost of frequent Traffic Regulation Orders. The use of lower tariffs during some of the winter period has been seen to assist the economy outside of the main tourist season. Different and improved methods of payment should be explored and implemented to allow for easier and more efficient transactions. Charging for the whole range of different permits should be kept under review so that they remain attractive, flexible and cost effective.

The Council continues to maintain a modest car park maintenance revenue budget which forms the basis for on-going essential repairs to off-street car parks. However, it is recognised that ongoing investment in the quality of off-street parking is necessary to improve the offer and make them more attractive to our customers. It

would be impractical, based upon current budget funding, for Torbay Council to raise sufficient funds to finance all of these improvements and it is expected that other funding alternatives will be sought. This finance may be secured through a mixture of prudential borrowing, developer contributions and private investment. We may need to be innovative in the way we achieve this, but will always look to achieve the best outcomes for Torbay.

### **Drawing the Balance between On-street & Off-street**

A balance needs to be drawn between the provision and use of on-street and off-street car parking. Each of these parking provisions has its role to play within the overall parking stock in supporting the various activities that take place in Torbay. In general the following principles have been derived in developing this Strategy :-

- On-street parking provision in town central areas should be aimed mainly for short stay parking, “blue badge” holders, taxis and deliveries;
- Long stay parking should be directed, where practical, to off-street locations on the edges of the town centres or in designated central locations, with priority for short and medium parking provision being given to shoppers and visitors, and;
- Sufficient off-street parking should be provided in town centres, dedicated to short & medium stay parking to accommodate appropriate demand situations;

The balance in the deployment of both on-street and off-street is generally recognised as an effective tool in the management of traffic in and around town centres. For example, where traffic volumes are low, on-street parking acts as a valuable deterrent to high traffic speeds, acting as a traffic calming measure. Conversely, where traffic volumes are high, on-street parking contributes to the adverse effects of congestion and air pollution, particularly in town centres and on the key traffic corridors accessing town centres. In these instances the parking provision should be deployed to off-street locations.

### **Parking Stock**

There is sufficient evidence to uphold the view that there is a more than adequate supply of parking provided for residents, shoppers and visitors to the Torbay area. We continue to test whether we have enough parking capacity to meet future demands, as a result of successful town centre regeneration for example, and will provide additional parking provision (e.g. park & ride facilities) where and when there is demand. However, it is the mix in the available parking stock that needs to be regularly assessed so as to ensure that the most effective and efficient use is being made of these facilities. In meeting this aim the Council will periodically review the operation of its parking stock to establish the following :-

- The locations of major parking demand generators (such as shopping areas, employment, tourist and leisure attractions) and the likely demand for parking at these locations by time of year;
- The patterns of this demand, including duration of stay, time of arrival, group size, and the propensity to pay parking charges;
- Existing parking supply at these locations, including dedicated off-street, general off-street and available on-street parking in the vicinity;
- An assessment of the quality and suitability of the parking provided, particularly in meeting the needs of the disabled and other vulnerable groups;
- The requirements for increased parking supply at certain locations, and the availability of surplus parking, and;
- The future parking requirements in line with new developments especially where these are anticipated to re-generate the immediate area.

### **Park & Ride**

A temporary and seasonal 'Park & Ride' has been introduced for Brixham to take into account of the loss of parking capacity in the central area parking. Stakeholders in Brixham have identified the need for a more permanent and long-term solution, subject to viability. Park & Ride locations have also been identified, in the Local Plan, for Torquay and Paignton. Further reviews will need to be undertaken to identify the necessity for the provision of park and ride facilities at Brixham and elsewhere in Torbay to reduce the adverse effects of traffic congestion and to ensure an adequate number and choice of parking options.

### **Disabled Parking**

It is important that the Council is aware of the national guidelines that exist in respect of the provision of disabled parking spaces. In the determination of the most appropriate location of these spaces, within the car parks and car parking areas, the Council will ensure that they are easily accessible to pedestrian access facilities. In some cases, it is likely that providing spaces only in off-street car parks will not meet all national standards. Where this is not the case, further consideration will be made to increasing the number of on-street spaces that are dedicated to the disabled. These additional spaces will generally be located, where possible, in the main shopping streets in town centres and at local shopping areas. The proportion of on-street spaces dedicated to the disabled will be determined on a case by case basis, based upon existing usage, known demands and consultation with disabled access groups.



## **Coach & Heavy Goods Vehicles**

The provision of adequate parking for coaches and HGV's for both set-down and pick-up, together with overnight layover is a clear and necessary requirement. However, it is important to recognise that this parking provision must meet a number of basic requirements :-

- The facilities should be located away from residential areas to minimise disruption, particularly during vehicle parking and start up activities;
- Layover areas must be secure and provide adequate facilities for vehicle servicing;
- Coach pick-up areas must be easily accessible to the main attractions in Torbay;
- Pick-up and set-down areas must be large enough for the vehicles that will use them and must provide sufficient capacity to meet demand and to minimise disruption to other traffic, and;
- Where practical, loading areas for coaches and HGV's should be off-carriageway.

The method adopted by Torbay Council in making these provisions will be by seeking partnerships with coach operators and with HGV operators. These partnerships will match Council investment in infrastructure with operator's investment in vehicle technology and agreements on operating practices. Partnership working with freight operators, regulators and neighbouring authorities is conducted through the operation of the Torbay Freight Quality Partnership and through active participation in the Regional Freight Forum. Torbay Council is also a member of both the South Hams and Newton Abbot Freight Quality Partnerships.

## **Fair Enforcement**

A programme of on-going improvement and refinement to the enforcement service will ensure that the overriding aim is to deliver a clear benefit to the community and dispel any adverse criticism. Improving the control of on-street parking through better enforcement and thereby increasing the turnover in short stay, on-street parking spaces are clearly important actions in maintaining the vitality of Torbay's town centres. The Council requires an efficient parking service and where appropriate we will undertake joint procurement with other local authorities for shared use of services, technology and equipment. Fair enforcement and efficiency problems will be tackled in the following ways :-

- Improvement of on-street parking enforcement to reduce the amount of inappropriate and illegal parking
- The development of this enforcement to ensure that short-stay parking spaces are used only for short-stay parking and therefore improve the efficiency of operation
- The improved use of technology, including software support systems, hardware, cameras, etc. However, this Strategy does not support the use of mobile enforcement cameras
- The introduction of targeted pay and display provisions throughout the Bay as an additional measure to engender greater turnover of short-stay on-street parking to assist in growing the local economy

### **Controlled Parking Zones**

Many of the residential areas of Torbay suffer problems with commuters parking in the adjacent streets. This is a particular problem in those residential areas adjacent to town centres and close to large generators of parking demand, such as Torbay Hospital and schools. This parking, although not generally illegal, is increasingly giving cause for concern as it creates the following problems :-

- For residents, by restricting the availability of on-street parking spaces;
- For emergency services access, where already narrow streets are in some cases made virtually impassable;
- For local bus services, which are unable to use certain roads reliably and often cannot park close to the kerb for picking up and setting down passengers;
- For businesses and the generators of parking demand, by increasing the propensity for conflict with residents.

Torbay Council is committed to the process of minimising the adverse effect of non-residential parking in residential streets. The strategy to reduce this impact has four basic strands :-

- Encouraging the use of off-street parking, by a mixture of additional on-street parking restrictions and improving the quality of off-street parking;
- Discouraging the use of on-street parking, through additional on-street parking restrictions;

- Encouraging a reduction in overall parking demand, by reducing the amount of car borne commuter travel, and;
- Manage the realistic expectations of residents by introducing revised CPZ criteria.

The introduction of Controlled Parking Zones (CPZs), previously funded through the Local Transport Plan process, is a measure to introduce areas throughout Torbay that are geared to providing controlled parking in residential areas for the benefit of residents. These Controlled Parking Zones are established in close consultation with those residents and business operations within the defined areas for the purpose of providing parking to meet local needs and to drive out inappropriate long term commuter parking. The Council will have an Operational Parking Policy which will set out the methodology for conducting the CPZ process including the engagement of the public through consultation. This will include charging for CPZ permits at a rate that fully considers the whole life cost of the scheme.

### **Access for Emergency Services**

Torbay has experienced a number of notable cases where parked cars have effectively blocked access by emergency vehicles attending an incident. In each case a review was undertaken to assess the reasons for the excessive on-street parking. Torbay Council will continue to undertake these reviews, in liaison with the emergency services, in order to avoid the potential for future incidents of this nature and also identify possible conflict points. Where deemed appropriate, additional parking restrictions will be implemented to remove inappropriate parking.

### **Operational Policy**

The Council's Parking Services team will work under the guidance of a detailed Operational Parking Policy. Although heavily influenced by the Parking Strategy the Operational Policy will not form part of the Council's policy framework but will be used as a day to day document to enable delivery of the aims and objectives set out in this Strategy. The Operational Policy will provide significantly more detail and it will include a Delivery Plan that will assist in the implementation of this Parking Strategy.

### **Economic impact of parking - working towards a Prosperous Torbay**

The Council is tackling an unprecedented budget gap arising from central government cuts and service pressures. Consequently the charging regime used in setting the parking tariffs throughout the Bay is set, to draw a balance between the actual cost of providing the service and the need to maintain and improve the existing level of revenue generated. Parking provision, controls and enforcement have an impact on local business, particularly in and around local town centres, and these are contributing factors to wider business viability and inward investment.

In March 2015, mruk research (now Breaking Blue Research) published their report which was prepared for the Welsh Government entitled “Assessing the Impact of Car Parking Charges on Town Centre Footfall”. The Welsh Government had been looking to understand the evidence on the relationship between car parking charges and town centre footfall. Some of the key findings and conclusions are :-

- Parking charges are only one aspect of a complex array of factors influencing activity in town centres and it is very difficult to separate parking charges from the other factors.
- Car park charges are often perceived as the key determinant for changes in footfall levels in town centres but the available evidence is almost entirely anecdotal.
- While parking charges impact on how long people remain in the town centre, the availability of spaces is felt by visitors to be more important than cost in their overall decision about visiting.

Where practicable, parking schemes need to have regard to providing facilities for on-street loading and unloading at appropriate times and to make provision where possible for business permit parking.

We will implement different marketing techniques, including the use of social media, to promote the availability of different parking permits in Torbay to support and grow economic activity.

### **What would happen if the Council left things as they are?**

It would not be sensible if the Council failed to develop a strategic approach to parking. It is very likely that there would be serious implications for emergency services, public transport, refuse collections and service vehicles, such as deliveries and trades people, all of which would affect the level of services that residents and businesses receive.

## Developing the Strategy – your views

We were committed to holding genuine conversations to understand views from anyone on parking in Torbay. In particular, we wanted to know what was most important and what could be improved. Understanding these views was integral to developing a fair, consistent and transparent way forward for parking.

Because parking incorporates a range of issues and everyone has specific views, it is impossible for this Strategy to cater for every opinion and individual need. The fairest approach was to find the best balance of views that most people agree with.

### **How we consulted**

Consultation was undertaken in two stages. The first stage was via a comprehensive Review of Parking which was concluded in March 2016. And this enabled us to understand the overall views related to parking. This helped us to form the Vision, Values and Aims – the basis of this Strategy. This consultation also gave us a chance to find out more about the problems residents face parking near their homes, views on car parks and views on the level of enforcement undertaken by the Council.

In the second stage of consultation, we checked to make sure you agreed with the Vision, Value and Aims set out in this Strategy. To find out more about what is most important to you, we also asked you to comment on our strategic outlook over the next five years.

Finally, we asked respondents their views on the criteria we propose to use to make decisions about future local parking schemes.

### **Consultation activities**

- 1600 responses received from the Parking Review public questionnaire;
- Listening Panels were held with representatives of Community Partnerships, the business sector and tourism industry;
- Views were sought from schools, Council officers within the parking and highways teams and from council staff generally;
- Engagement with a representative of Coach Drivers;
- Meetings with the Council's Overview & Scrutiny Board;
- Discussions with the Mayor's Executive Group and the Council's Senior Leadership Team; and
- Consultation with key partners, including South Devon Healthcare NHS Foundation Trust (Torbay Hospital) and all emergency services.

## **Key messages from the Parking Review public questionnaire**

The 2013 Office of National Statistics mid-year estimates tell us there is a population of 132,075 people in Torbay and of those, 110,252 people are aged 16 or over (therefore of driving age). Only 1600 people in this age group responded to the survey and for the purposes of context this represents only 1.5% of that population. The summary of the results are shown below :-

- The vast majority of people that responded to the survey stated they were users of car parks, 89.9%. They were followed by users of on street parking at 69.0%.
- Most respondents felt that summer and winter parking charges are too high, 78.5% and 70.7% respectively.
- Over half of respondents have not heard of the Park Mark safer parking scheme award. Nearly a quarter said that Park Mark did not influence their decision to use a car park.
- 60.7% of respondents preferred the 'pay on exit' system when using a car park.
- Just over three quarters of respondents (76.7%) stated they don't and will not use the Parkmobile service.
- The top three problems with on street parking identified by respondents were: Parking fees too high (55.6%), traffic / parking problems at school pick up times (50.9%) and pavement obstruction (45.6%).
- Those who did and did not think enforcement would address the on street parking issues identified in the survey were almost evenly matched. 41.2% saying yes and 39.8% saying no (1.4% difference).

## **Responses to the public consultation of the draft Parking Strategy**

The public consultation was open between 18<sup>th</sup> July 2016 and 26<sup>th</sup> August 2016. The consultation was promoted on the Council's consultation web page, posters in Torbay Council car parks and a press release issued to local media outlets. It was also promoted on the Council's social media forums and emailed to respondents from the Parking Review consultation, Viewpoint Panel members and local stakeholders. Written responses were sent to [consultation@torbay.gov.uk](mailto:consultation@torbay.gov.uk). Employees at Torbay Council and the Torbay Development Agency were also consulted as was the Task & Finish Group set up by the Council's Overview and Scrutiny Board.

In total there were only 48 responses to the public consultation on the draft Parking Strategy. Four organisations/groups responded to the consultation and the remaining responses were received from individuals. Seven of the individual responses were from residents of one road who were prompted to request solutions to parking issues in their area via the consultation inbox. These emails were forwarded to the Council's Highways service along with one further email that expressed problems with disabled parking spaces.

Overall, the majority of individuals' comments were on similar specific themes and issues related to the Parking Review consultation rather than the Parking Strategy. There were fewer comments about the Strategy itself.

## **Conclusion**

This Parking Strategy has been informed by the outcomes of the Parking Review and subsequent feedback from the community and other stakeholders. The results of the public consultation on the draft version of this Strategy did not give rise to any further significant changes to the document. Consequently, the Parking Strategy sets out a clear **Vision**, supported by core **Values** and underpinned by specific **Aims** that are a product of a shared process of policy development. Furthermore the Strategy sets out a series of Objectives for the next five years that sit within a Strategic Action Plan shown in Appendix 1.

The intention is to continue the inclusive approach and consult with our communities on the design of local parking schemes. Consultation will include stakeholders such as Ward Councillors, Event Organisers, etc. This particularly includes consultation on any local controlled parking zone.

# Parking in Torbay

## Vision

‘To provide a fair and consistent approach to the way we manage parking while supporting the Council’s ambition to create a prosperous and healthy Torbay’

## Values

### Collaboration and transparency

We will provide clear information about parking and involve or consult communities in the development of policy and the design of local schemes; as we [ensure Torbay remains an attractive and safe place to live and visit](#).

### Quality of life

We will consider the impact of parking on health, safety and the general well-being of residents, workers and visitors, as we [promote healthy lifestyles across Torbay](#).

### Value for money

We will maximise value for money through considered and well managed parking schemes, intelligent use of technology and fair charges and enforcement as we work [towards a more prosperous Torbay](#).

### Fairness and consistency

We will take a fair and consistent approach to meet the needs of individuals, businesses and communities as best as possible whilst [using reducing resources to best effect](#).

### Efficiency and effectiveness

We will make optimum use of parking spaces and provide services that are responsive to need and adaptable by adopting an [integrated and joined up approach](#).

### Supporting the economy

All new parking schemes will aim to assist existing businesses and attract new businesses as we work [towards a more prosperous Torbay](#).



## Aims

- Provide good quality public car parking facilities
- Improve road safety and accessibility
- Promote sustainable modes of transport and improve air quality
- Listen to the needs of residents, businesses and visitors
- Provide for those with accessibility issues
- Consider wider Council strategic objectives in the design and management of parking provision
- Recognise the different characteristics of areas within the Bay while being fair and consistent
- Keep traffic moving and assist the reliable and effective operation of public transport
- Be responsive to changing parking circumstances

## Five year objectives

This section sets out what we aim to improve over the next five years. It categorises improvements into key work areas and identifies what we intend to do. This is set out in the context of public opinion and the key challenges that we face.

With the five year intentions in place, we will use our 'Decision Making Framework' to make sure the right action is taken. These are set out in our next chapter, 'Making the Right Decisions'.

Accordingly, our Strategic Action Plan sets out, at a high level, what we aim to achieve over the next five years. The action plan is set out as Appendix 1 to this Strategy.

We have set out a five-year strategic action plan because we are subject to continuous change in national policy, population and development and because in localised areas, parking demands can change quite quickly. A more specific Delivery Plan will form part of our Operational Parking Policy, which will provide more detail on a range of issues and will assist in the implementation of the Parking Strategy. This will allow the Council to remain responsive to change and by reviewing progress we can develop revised Delivery Plans that can continue to seek to meet the needs of our different communities.

- 1. Implement operational parking policies to deliver the Parking Strategy**
  - Deliver a consistent approach to parking management throughout Torbay
- 2. Create a detailed Operational Parking Policy document**
  - Deliver a fair and consistent approach to parking within Torbay to ensure our customers know what to expect
  - Provide clear guidance on parking related activity in Torbay for all customers to include, the enforcement of restrictions, how to appeal a parking penalty charge notice, the use of Torbay Council car parks for events and parking for volunteers
  - Consult with relevant stakeholders on the content of the proposed Operational Parking Policy document
- 3. Keep parking charges under review**
  - Parking tariffs for off-street to reflect the needs of long and short stay customers; within the context of this Strategy
  - Parking tariffs to factor in demand for parking and the charges set at levels that meet these requirements
  - Promote usage which will include summer and winter demands in line with budgetary requirements
  - Revenue growth to be increased by encouraging the use of both on and off-street pay and display parking areas and other income opportunities in the car parks
  - Set charges for reserved parking bays to reflect the demand and usage. Also, consider reverting to pay and display in reserved bay areas where demand is low
  - Review annual car park permit charges in line with the daily parking charges
- 4. Improve the Customer's Experience**
  - Provide the option to make payment for annual permits via direct debit
  - Introduce a three day permit which does not need to be used on consecutive days

- Further promote payment for parking via mobile phone and make this option available for on-street parking areas
- Provide pay and display machines which will take card payments, including contactless payments
- Install new and vibrant signage into the car parks
- Consider implementing 'pay on exit' at other car parks
- Provide extra pay machines in car parks where demand is high
- Implement a programme of repairs, maintenance and improvement (where funding allows) for all relevant car parks
- Ensure the customer is able to purchase car park permits from a full range of Council outlets
- Introduce virtual parking permits

## **5. Efficiencies**

- Update IT systems to improve the customer experience and potentially make efficiencies with less manual processes
- Ensure Civil Enforcement Officers are deployed into the areas where compliance is required through better use of technology
- Investigate joint procurement of systems, machines and other equipment with neighbouring local authorities
- Investigate shared service provision with other local authorities
- Explore alternative use of car parks where the demand for parking is low
- Make full use of technology and other methods of enforcement in areas where compliance is low

## **6. Marketing and income generation**

- Make better use of social media to advertise the various parking permits and other parking offers
- Continually explore other income opportunities within car parks

## **7. Meeting parking demand**

- Ensure that off-street parking demand is met within existing car parks and consider alternative or additional parking arrangements where appropriate
- Consider changes to on street parking restrictions in liaison with the Highways Department and in consultation with Ward Councillors and local Community Partnerships
- Review all existing Controlled Parking Zones, including residents parking bays, and if inappropriate, consider revoking after consultation
- Consider the demand for and opportunity to introduce 'Park & Ride' facilities in Torbay
- Consider the introduction of 'car clubs' to help reduce the number of parked cars within Torbay's neighbourhood streets

## Decision Making

Taking into account the current pressures, views from our communities and legislative compliance, we have developed a mechanism that enables early consideration of key issues to ensure new parking schemes or alterations to existing parking arrangements are not considered in isolation. In the main, these schemes are suggested by the public, by Ward Members and Council officers.

The 'Decision Making Framework' enables us to be as fair as possible in the way we make decisions about all parking schemes. It means that we can retain a consistent approach to how parking schemes are considered and implemented whilst also ensuring that we consider local issues.

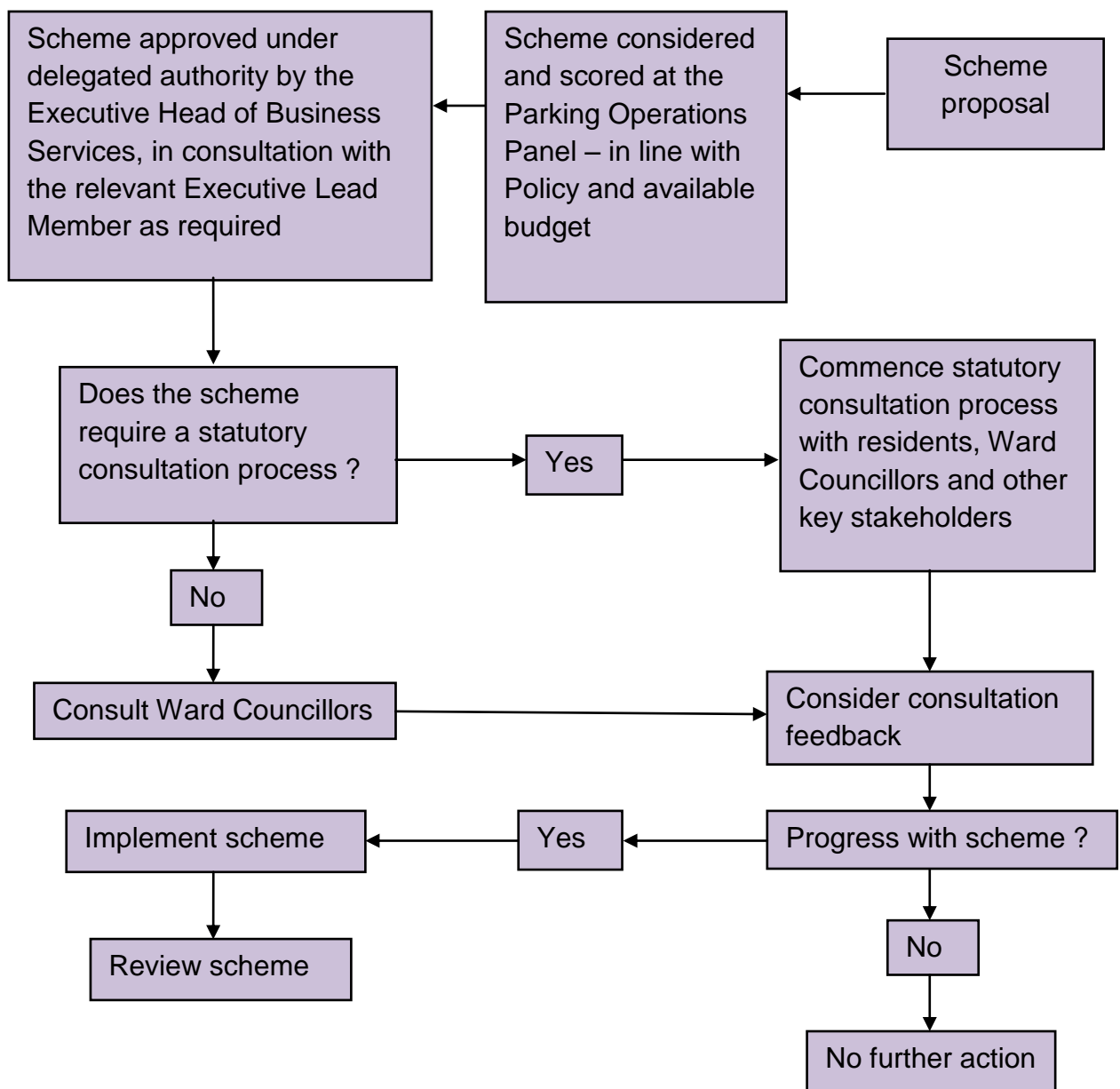
It introduces flexibility and means that we can adjust assessments of parking schemes to ensure we are meeting up to date requirements. This especially applies to schemes potentially affected by businesses or a housing development or schemes that can create displacement of parking problems. To note, the framework will not be required to consider schemes that set out to improve road safety at junctions nor will projects that have a very minor effect on parking. The framework will consider schemes that have been developed principally for parking management reasons. Accordingly, schemes containing parking features developed for, or in connection with, accident remedial, traffic management, sustainable transport, accessibility and development control reasons lie outside of this process.

Ultimately, the Council has to make choices, which can be complex, about the allocation and management of parking space and in doing so we will need to balance the needs of all concerned and take actions that some motorists, residents and/or businesses may not support. It is the Council's view that the 'Decision Making Framework & Criteria' is the fairest way to do this.

The 'Decision Making Framework & Criteria' used to consider schemes can be found in Appendix 2.

## Parking Operations Panel

Schemes are considered by a Parking Operations Panel made up of various Council officers with experience in planning, development and regeneration, environmental sustainability, parking, highways and transportation. The members of the Parking Operations Panel are set out in Appendix 2. Operational decisions will be made in line with this Parking Strategy, which forms part of the Council's Policy Framework. The Parking Operations Panel is required to make decisions that comply with Council policy and can be delivered within the available budget. Accordingly, the process of making decisions is set out below :-



## Appendix 1

### Strategic Action Plan

| No. | OBJECTIVE   | KEY ACTIONS  | LINK TO AIMS AND VALUES   | IMPLEMENTATION |
|-----|---|--|---|----------------|
| 1   | <b>Implement operational parking policies to deliver the Parking Strategy</b> | <ul style="list-style-type: none"> <li>➤ Deliver a consistent approach to parking management throughout Torbay in line with Torbay’s Local Transport Plan – Implementation Plan</li> </ul> | <ul style="list-style-type: none"> <li>• Fairness and consistency</li> <li>• Provide good quality public car parking facilities</li> <li>• Consider wider Council strategic objectives in the design and management of parking provision</li> <li>• Recognise the different characteristics of areas within the Bay while being fair and consistent</li> <li>• Be responsive to changing parking circumstances</li> </ul> | July 2016      |





| No. | OBJECTIVE                                | KEY ACTIONS   | LINK TO AIMS AND VALUES  | IMPLEMENTATION  |
|-----|--|---|--|---|
| 3   | <b>Keep parking charges under review</b> | <ul style="list-style-type: none"> <li>➤ Parking tariffs for off-street to reflect the needs of long and short stay customers; within the context of this Strategy</li> <li>➤ Parking tariffs to factor in demand for parking and the charges set at levels that meet these requirements and promote usage which will include summer and winter demands in line with budgetary requirements</li> <li>➤ Revenue growth to be increased by encouraging the use of both on and off-street pay and display parking areas and other income opportunities in the car parks</li> <li>➤ Set charges for reserved parking bays to reflect the demand and usage. Also, consider reverting to pay and display in reserved bay areas where demand is low</li> <li>➤ Review annual car park permit charges in line with the daily parking charges</li> </ul> | <ul style="list-style-type: none"> <li>• Collaboration and transparency</li> <li>• Value for money</li> <li>• Fairness and consistency</li> <li>• Supporting the economy</li> <li>• Listen to the needs of residents, businesses and visitors</li> <li>• Provide for those with accessibility issues</li> <li>• Consider wider Council strategic objectives in the design and management of parking provision</li> <li>• Recognise the different characteristics of areas within the Bay while being fair and consistent</li> <li>• Be responsive to changing parking circumstances</li> </ul> | <p>September 2016</p> <p>September 2016</p> <p>April 2017</p> <p>March 2017</p> <p>September 2016</p> |

| No. | OBJECTIVE                                | KEY ACTIONS  | LINK TO AIMS AND VALUES   | IMPLEMENTATION  |
|-----|--|--|---|---|
| 4   | <b>Improve the Customer's Experience</b> | <ul style="list-style-type: none"> <li>➤ Provide the option to make payment for annual permits via direct debit</li> <li>➤ Introduce a three day permit which does not need to be used on consecutive days</li> <li>➤ Further promote payment for parking via mobile phone and make this option available for on-street parking areas</li> <li>➤ Provide pay and display machines which will take card payments, including contactless payments</li> <li>➤ Install new and vibrant signage into the car parks</li> <li>➤ Consider implementing 'pay on exit' at other car parks</li> </ul> | <ul style="list-style-type: none"> <li>• Quality of life</li> <li>• Value for money</li> <li>• Fairness and consistency</li> <li>• Efficiency and effectiveness</li> <li>• Provide good quality public car parking facilities</li> <li>• Promote sustainable modes of transport and improve air quality</li> <li>• Listen to the needs of residents, businesses and visitors</li> <li>• Provide for those with accessibility issues</li> <li>• Consider wider Council strategic objectives in the design and management of parking provision</li> </ul> | <p>October 2016</p> <p>October 2016</p> <p>August 2016</p> <p>April 2017</p> <p>November 2016</p> <p>April 2017</p> |

| No.       | OBJECTIVE                                | KEY ACTIONS   | LINK TO AIMS AND VALUES   | IMPLEMENTATION   |
|-----------|--|---|---|--|
| 4<br>Cont | <b>Improve the Customer's Experience</b> | <ul style="list-style-type: none"> <li>➤ Provide extra pay machines in car parks where demand is high</li> <li>➤ Implement a programme of repairs, maintenance and improvement (subject to funding) for all relevant car parks</li> <li>➤ Ensure the customer is able to purchase car park permits from a full range of Council outlets</li> <li>➤ Introduce virtual parking permits</li> </ul> | <ul style="list-style-type: none"> <li>• Recognise the different characteristics of areas within the Bay while being fair and consistent</li> <li>• Be responsive to changing parking circumstances</li> </ul>  | <p>September 2016</p> <p>September 2016</p> <p>June 2016</p> <p>May 2017</p> |
| 5         | <b>Efficiencies</b>                      | <ul style="list-style-type: none"> <li>➤ Update IT systems to improve the customer experience and potentially make efficiencies with less manual processes</li> <li>➤ Ensure Civil Enforcement Officers are deployed into the areas where compliance is required through better use of technology</li> </ul>  | <ul style="list-style-type: none"> <li>• Value for money</li> <li>• Efficiency and effectiveness</li> <li>• Provide good quality public car parking facilities</li> <li>• Improve road safety and accessibility</li> <li>• Provide for those with accessibility issues</li> </ul> | <p>May 2017</p> <p>May 2017</p>  |

| No.       | OBJECTIVE           | KEY ACTIONS  | LINK TO AIMS AND VALUES   | IMPLEMENTATION   |
|-----------|---------------------|--|---|--|
| 5<br>Cont | <b>Efficiencies</b> | <ul style="list-style-type: none"> <li>➤ Investigate joint procurement of systems, machines and other equipment with neighbouring local authorities</li> <li>➤ Investigate shared service provision with other local authorities</li> <li>➤ Explore alternative use of car parks where the demand for parking is low</li> <li>➤ Make full use of technology and other methods of enforcement in areas where compliance is low</li> </ul> | <ul style="list-style-type: none"> <li>• Consider wider Council strategic objectives in the design and management of parking provision</li> <li>• Recognise the different characteristics of areas within the Bay while being fair and consistent</li> <li>• Be responsive to changing parking circumstances</li> </ul> | <p>October 2016</p> <p>April 2017</p> <p>September 2016</p> <p>2016 ~ 2021</p> |

| No. | OBJECTIVE                              | KEY ACTIONS  | LINK TO AIMS AND VALUES  | IMPLEMENTATION                              |
|-----|--|--|--|---|
| 6   | <b>Marketing and income generation</b> | <ul style="list-style-type: none"> <li>➤ Make better use of social media to advertise the various parking permits and other parking offers</li> <li>➤ Continually explore other income opportunities within car parks</li> </ul> | <ul style="list-style-type: none"> <li>• Value for money</li> <li>• Supporting the economy</li> <li>• Provide good quality public car parking facilities</li> <li>• Listen to the needs of residents, businesses and visitors</li> <li>• Provide for those with accessibility issues</li> <li>• Consider wider Council strategic objectives in the design and management of parking provision</li> <li>• Recognise the different characteristics of areas within the Bay while being fair and consistent</li> <li>• Be responsive to changing parking circumstances</li> </ul> | <p>September 2016</p> <p>September 2016</p> |

| No. | OBJECTIVE                     | KEY ACTIONS  | LINK TO AIMS AND VALUES  | IMPLEMENTATION   |
|-----|-------------------------------|--|--|--|
| 7   | <b>Meeting parking demand</b> | <ul style="list-style-type: none"> <li>➤ Ensure that off-street parking demand is met within existing car parks and consider alternative or additional parking arrangements where appropriate</li> <li>➤ Consider changes to on street parking restrictions in liaison with the Highways Department and in consultation with Ward Councillors and local Community Partnerships</li> <li>➤ Review all existing Controlled Parking Zones, including residents parking bays, and if inappropriate, consider revoking after consultation</li> <li>➤ Consider the need for and opportunity to introduce 'Park &amp; Ride' facilities in Torbay</li> </ul> | <ul style="list-style-type: none"> <li>• Efficiency and effectiveness</li> <li>• Supporting the economy</li> <li>• Improve road safety and accessibility</li> <li>• Promote sustainable modes of transport and improve air quality</li> <li>• Listen to the needs of residents, businesses and visitors</li> <li>• Provide for those with accessibility issues</li> <li>• Recognise the different characteristics of areas within the Bay while being fair and consistent</li> <li>• Keep traffic moving and assist the reliable and effective operation of public transport</li> <li>• Be responsive to changing parking circumstances</li> </ul> | <p>2016 ~ 2021</p> <p>2016 ~ 2021</p> <p>April 2017</p> <p>2016 ~ 2021</p> |

## Appendix 2

### Decision Making Framework & Criteria

#### Accessibility

Does the scheme...

- Improve parking infrastructure and/or availability for disabled drivers?
- Make parking easier for carers of elderly or disabled residents?
- Minimise walking distances and/or obstructions for walking disabled?
- Improve parking provision for shoppers?
- Improve parking provision for leisure and entertainment activities?
- Enables complete accessibility for emergency services?
- Enable or improve accessibility for trade collection/delivery?
- Enable or improve existing accessibility for refuse collection?
- Improve parking provision for residents parking at home?

#### Environmental impact

Does the scheme...

- Negatively affect the public realm and add to street clutter?
- Improve air quality?
- Help to keep traffic moving?
- Help to keep roads safe?
- Optimise use of parking facilities?
- Make a safer environment for pedestrians

#### Public opinion

Is the scheme...

- Supported by public opinion?

#### Development

Does the scheme...



- Consider investment in car parking capacity..?
- Consider housing development, including Community Infrastructure Levy, where applicable?
- Consider local business development, including Community Infrastructure Levy, where applicable?

### Sustainable transport

Does the scheme...

- Promote use of energy efficient vehicles?
- Promote use of cycling?
- Promote use of, and access to, public transport?

### Legislation and regulation

Does the scheme...

- Comply with national Traffic and Parking Legislation?
- Comply with the National Planning Policy Framework?
- Comply with the Local Transport Plan – Implementation Plan?
- Have potential for legal challenge?
- Meet the priorities set out in the Council Corporate Plan Priorities?

### Value for money

Does the scheme...

- Generate income able to be reinvested as per section 55 of the Road Traffic Act?
- Have significant implementation and maintenance costs?
- Create efficiencies that are of time or cost benefit to the public and/or the Council?
- Support economic benefit to businesses?

### Compliance

Does the scheme...

- Achieve compliance through monitoring?
- Achieve compliance through enforcement?

## **Members of the Parking Operations Panel**

- Executive Head of Business Services – Chair
- Executive Lead for Planning, Transport & Housing
- Service Lead - Traffic & Parking Regulation Enforcement & Parking Operations – Vice Chair
- Highways and Transport Service Manager
- Highways Development & Traffic - Senior Engineer
- Team Leader – Strategy & Project Delivery
- Senior Officer - Strategy and Project Delivery Officer

Substitute representatives for Panel Members from appropriate teams may participate as necessary.



# Parking Strategy Consultation Report

## August 2016

| Method                 | Number of responses |
|------------------------|---------------------|
| Total email responses  | 45                  |
| Total letter responses | 3                   |
| Total                  | 48                  |

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# 1. Introduction

The strategy sets out the key work areas for Parking Services over the next five years. It has been prepared with the future of parking in the Bay in mind and in response to the findings of a Review of Parking consultation which took place earlier this year.

The Parking Strategy reflects the aspirations of the Local Transport Plan as well as the Ambitions, Targeted Actions and Principles set out in the council's Corporate Plan (2015 ~ 2019). It aims to 'provide a fair and consistent approach to the way we manage parking while supporting the council's ambition to create a prosperous and healthy Torbay'.

Torbay Council wants to make the most efficient and effective use of its available resources as it continues to give a range of parking provisions. As parking affects many areas of life for residents, businesses and visitors to Torbay, the strategy seeks to balance the needs of both car users and non-motorists alike. This includes emergency services, commuters, public transport users and groups with more specific needs.

Faced with the prospect of increasing levels of car ownership, the strategy aims to support the local economy and keep our road network free from the detrimental effects of traffic congestion and pollution.

## 2. Methodology

This consultation was open between 18 July 2016 and 26 August 2016. The consultation was promoted on the council's consultation web page, posters in Torbay council car parks and a press release issued to local media outlets. It was also promoted on the Council's social media forums and emailed to respondents from the parking review consultation, Viewpoint Panel members and local stakeholders. Written responses were sent to [consultation@torbay.gov.uk](mailto:consultation@torbay.gov.uk).

Council and TDA staff were also consulted as was the Overview & Scrutiny's Task & Finish Group.

## 3. Summary of responses

In total there were 48 responses to the consultation

Four organisations/groups responded to the consultation. These were Cockington, Chelston and Livermead Community Partnership, Paignton Neighbourhood Forum, Paignton Regatta Committee and Torbay Athletic Club.

There were 44 emailed and hard copy responses received from individuals.

Seven of the above 44 responses were from residents of Vane Hill Road who were prompted to request solutions to parking issues in their area via the consultation inbox. These emails were forwarded to the Council's Highways service along with one further

email that expressed problems with disabled parking spaces. Where relevant, comments have been included in the Parking Strategy consultation analysis.

## 4. Analysis of Responses

As there was no questionnaire produced to gather opinion about the strategy, the responses received were all free text. Respondents were free to comment as many times as they wished and on as many different themes/points as they wanted to cover.

### Organisation Responses

Comments from the organisations and groups responses expressed a wish to have further involvement in the decision making process and to be able to comment on the proposed Operational Parking Policy. Concern was also raised about the possible introduction of year round parking on the Paignton Esplanade and its impact on the many events that different organisations hold on the green. Consideration of these organisations and how they run their events was strongly recommended.

### **Other comments were:**

- *“It is a fine collection of wise words and ambitious aspirations though there is very little in hard facts dealing with changes to any of the current parking restrictions or the introductions of new parking zones.”*
- *“There is an unsupported statement about the correlation between parking fees and footfall in town centres being ‘anecdotal’ – suggest someone must have done research on this nationally so a definitive statement could and should be made as this could have a major influence on the strategy for the Town Centre”*
- *“Consideration should also be given to the introduction of ‘car clubs’ within Torbay as part of the strategy. Such an element has the potential to reduce the number of parked cars within Torbay’s neighbourhood streets, and at the same time bring financial savings to hard pressed residents whilst maintaining the convenience of car availability”*
- *“In the longer term, it is not clear that a ‘park and ride’ solution is realistically achievable within the Paignton area having regard to the lack of a site being available that would prove to be satisfactory.”*
- *“Overall the strategy proposed is a realistic view of what is feasible and achievable and is a balanced approach.”*

### Responses from individuals

Overall, the majority of individuals’ comments were on similar specific themes and issues to the Parking Review consultation. There were fewer comments about the strategy itself. Responses received that were about the strategy generally, were a mixture of positive and negative comments, however, positive statements were often accompanied with suggestions for specific additions or considerations.

## Comments about the strategy:

- *“Re the parking strategy, I welcome the changes proposed in principle. I would also urge you to invest in the appearance of the car parks, in particular the Temperance Street multi storey and the Victoria centre car parks which are in a quite shocking state, or at least they were the last time I used them. The car parks are both the first and last impression that visitors have of the town.”*
- *“Thank you for the opportunity to comment on the strategy which is clear and concise My only comment is that there is no real evidence of partnership plans with business in the area and also what the strategy will be for the no's and type of car parking...”*
- *“It does seem that your criteria are to say the least vague and leave you the scope to do anything that you want to further reduce parking and minimise car use by making it even harder for drivers and the local population many of which are older and rely on their cars to be able to do what they need to do.”*
- *“Having read the proposed strategy, I think the majority of proposals are biased, unfair, not transparent, conflicting figures and based on out of date data. This strategy's only true fact is that there is need for change but the whole document is based on confusing, out of date, conflicting data which is certainly not transparent or collaborated upon. It is neither fair or consistent or effective and efficient.”*
- *“In my opinion the parking strategy does not take into account the two most important factors for a prosperous and vigorous future for Torbay and these are: a) encouraging locals to visit and shop in the three town centres and b) encouraging day tourists and holiday makers to visit and stay within the resorts.”*
- *“It told me absolutely nothing about parking. How Much. Where. For How Long. It was typical councillor's gobbledegook.”*
- *“Just gone through the parking strategy it's a great report and as far as I can see should deliver the job provided you get the buy in.....”*
- *“The strategy all sounds pretty sensible bearing in mind the current financial circumstances. However, I have one basic comment to make. Somehow, you have to encourage more residents to spend more time in the town centres and thus spend more money. At the moment many residents do not spend enough time in the towns because of the high parking charges.”*
- *“I read with considerable interest the draft document "Torbay Council's Parking Strategy 2016 - 2021. However I just wonder how this strategy was developed and who has carried out the investigations to allow the development of such a document. It is of course full of holes, presumptions and inaccurate fact.”*
- *“Surely any review or strategy needs to have data to be able to make informed decisions and to plan for the future. If no data is held on the profitability of schemes implemented to date, it is seemingly impossible to know what criteria to use to make future decisions on new applications or indeed review existing Residents' Parking schemes?”*
- *“This parking strategy MUST include more emphasis on the use of public transport.”*



- *“Surely this parking strategy has to go hand in glove with your transformation strategy.”*
- *“I have a lack of confidence in any real improvement in this service contract, provided by Torbay Council will do what it wants forget the residents they are only an annoyance that provides some additional funding.”*
- *“I couldn't see any mention of income bring ring fenced to invest back into the car parks and would also like to see reference to this income being invested into green infrastructure. Secure road/mountain bike parking in car parks etc or more cycle paths around the bay. It's important that the council does not see this as a way to earn money (I believe that is central governments opinion) however I do appreciate the reality is you will budget for a certain expected value. With that point in mind, to support the residents in the bay, which statistically have above average health issues and rising obesity levels, you need to encourage people to be able to park 'free' in some places which encourage walking and exercise where you want them to go. Your strategy would benefit from drawing reference to this point and the fact that there still are 'free places to park' and where they are in the bay.”*
- *“This review firstly needs to look at the areas there are charging, then the charges themselves. Secondly the review needs to look at residential parking areas and introducing a non commercial vehicle parking in residential areas.”*
- *“The survey of 1600 responses is less than 2% of the population and contains no reference of quantifying the status of them e.g. active car drivers or purely residents. This low figure was not an accurate reflection of Torbay residents and a further consultation should have taken place before a strategy could be drawn up.”*

Other comment themes and issues have been categorised under the list of headings below. Examples of categorised response comments can be found in Appendix 1. An anonymised collection of all individual responses is available from the PPR Team on request.

- Disability
- Town Centres
- Parking Charges
- Controlled Parking Zones
- Enforcement and Inconsiderate Parking
- Tourism
- Facility Improvement
- Inadequate Spaces
- Park and Ride
- Other

For further information please contact the Policy Performance and Review team on 01803 207227 or email [consultation@torbay.gov.uk](mailto:consultation@torbay.gov.uk)

The information used to collate this report has been collected and processed in accordance with the Data Protection Act, 1998.

## 5. Parking Strategy Consultation Report: Appendix 1: Examples of Categorised Comments

### Disability

- *“Many cars park in these two spaces with or without blue badges. Along the road the double yellow lines are blocking where a lot of spaces could and should be. The people who park in the spaces know there is no law to stop them and are very unreasonable toward disabled people. There are four disabled cars who scramble for these two spaces, and I am the only one who actually lives on the road! There are more cars who park in this road than ever and it will only increase. I cannot afford to pay for a personal disabled bay and actually people do not take notice anyway even if it was purchased.”*
- *“As much as I believe disabled people need special consideration when it comes to parking, many of them are taking liberties and parking in the most inappropriate places. Frequently, double yellow lines are installed to ease a traffic flow problem only for the same area to be filled by disabled badge cars almost before the yellow paint has dried. Surely, this can be dealt with by proper use of the legislation covering "causing an obstruction." In addition, are proper checks being made on the validity of the disabled discs as many cars parked on double yellow lines seem to be miles away from any shops or other facilities.”*

### Town Centres

- *“General points. Torquay is not a great shopping destination and the cost of car parking may be a factor. Why pay to park in Torquay when you can park for free on winter Sundays in Newton Abbot? Now we can get to Matford in 30 minutes, clothes shopping in Exeter is as easy as Torquay and the choice is much better!”*
- *“People with expendable income, workers, are usually drive cars, if you make it difficult for them to get to work, park, attend the shops, they will just move out, take their money else where. Torquay will be left with people with little or no income, charity shops, OAPs with free bus passes.”*

### Charges

- *“The cost of very short term on-street parking (mainly only of use to pick up something like a repeat prescription) is at 70p too high for pensioners like myself - walking to collect a prescription not being an option.”*
- *“Evening charges on meters. (Especially off season). £2.50 might be ok if you are going to the theatre or cinema, but what about allowing a short stay for a walk along the beach? Could the off peak permit be extended to include some of the meters?”*

### Controlled Parking Zones

- *“I would like to add how we pay enough in Council tax and the annual payment to park on the road we live in should not be increased as at times it's highly likely we can't park due to non residents being allowed to park for an hour for free.”*
- *“I am in favour of controlled parking and the use of resident permits and proper policing of such. Our small roads are full of cars often nothing to do with residents. It works elsewhere so why not in Torbay.”*

### **Enforcement and Inconsiderate Parking**

- *“Vehicles parking on pavements, both cars and vans, is positively dangerous for pedestrians, forcing people who may not be all that nimble or pushing a pram out into the traffic. I believe there is no national legislation covering pavement parking but surely this could be covered by a local bye-law.”*
- *“Make more money by having traffic wardens next to schools enforcing double yellow lines. E.g. Cockington Primary on Avenue road where daily issues and dangers are created. Reducing the amount of illegal parkers here would help everyone. Encourage more people to walk.”*

### **Tourism**

- *“Holiday makers with families need to be encouraged to park and stay for the day at one of the beach side venues. This needs to be affordable and timed so that cars do not have to be moved two or three times during the stay. I know holiday makers who stay in Torbay but most days visit venues in the surrounding area where parking is free or much cheaper.”*
- *“The charges made to park at the beach car park at Broadsands is beyond understanding, the council is just taking advantage and taking money not as you state "working to a more prosperous Torbay", sadly taking advantage and not working to encourage tourists to come to Torbay.”*

### **Facility Improvement**

- *“Shoalstone Car Park, Brixham. The spaces are very limited and there are areas of grass that could be brought into the park. The other day there were lots and lots of cars unable to get parked there. A very good investment for the council!!”*
- *“The car parks are not particularly welcoming places and not signposted well. I have met a number of visitors, particularly in Torquay, who are very confused. The strategy does mention improving the sites which is very welcome.”*

### **Inadequate Spaces**

- *“In the new parking strategy it is suggested that there is adequate parking in Torbay. This is probably true for most of the year, but in Brixham during the summer months it is inadequate.”*
- *“In areas where the demands for on street residents parking is high, can some consideration be given to painting parking spaces to ensure the spaces are used sensibly? Too often poor parking in Rowley Road means the actual number of cars able to park is reduced hugely. Equally separate areas for motorcycles”*

### **Park and Ride**

- *“We should also make more of the Brixham Park and Ride - better signage, larger area and maybe a dedicated bus.”*
- *“Park and ride sounds great, but is not good if you have stuff to carry. The buses serving the P&R need to have space for pushchairs, walking aids etc, and ideally single deck. The cost needs to make it attractive to cars with 2 or fewer passengers too!”*

### **Other**

- *Continue with being able to pay once & move to another long term carpark in Torbay with the same ticket”*
- *“Don't turn Cary Green into a carpark when you've said you have plenty of parking already available.”*