



Wednesday, 19 November 2014

## **TRANSPORT WORKING PARTY**

A meeting of **Transport Working Party** will be held on

**Thursday, 27 November 2014**

commencing at **4.00 pm**

The meeting will be held in the Meadfoot Room, Town Hall, Castle Circus,  
Torquay, TQ1 3DR

### **Members of the Committee**

Councillor Hill (Chairman)

Councillor Addis

Councillor Cowell

Councillor Amil

Councillor Doggett

Councillor Brooksbank

Councillor Pountney

---

**Working for a healthy, prosperous and happy Bay**

---

For information relating to this meeting or to request a copy in another format or language please contact:

**Patrick Carney, Town Hall, Castle Circus, Torquay, TQ1 3DR  
(01803) 207710**

Email: [governance.support@torbay.gov.uk](mailto:governance.support@torbay.gov.uk)

[www.torbay.gov.uk](http://www.torbay.gov.uk)

# **TRANSPORT WORKING PARTY AGENDA**

1. **Apologies for absence**
2. **Minutes of meeting held on 10th July 2014** (Pages 1 - 8)
3. **W & TCP - Parkhill Road**
4. **Local Transport Plan and Local Transport Board - Verbal updates**
5. **LSTF Cycle Route - Torquay Sea Front Section - Update on Proposals** (Pages 9 - 11)
6. **LSTF Update - Verbal Update**
7. **Better Bus Area - Verbal Update**
8. **Eastern Esplanade, Paignton - Changes to Parking Restrictions** (Pages 12 - 19)
9. **NHT Highway Customer Satisfaction Survey 2014** (Pages 20 - 26)
10. **Any Other Business**
11. **Date of Next Meeting**  
Provisional date: Thursday 25<sup>th</sup> June 2015.



## **Minutes of the Transport Working Party**

**10 July 2014**

**-: Present :-**

Councillor Ray Hill (Chairman), Councillor Pete Addis, Councillor Nicole Amil, Councillor Stephen Brooksbank, Councillor Darren Cowell, Councillor Ian Doggett, Councillor Ray Hill (Chairman) and Councillor Cindy Stocks

(Also in attendance: Patrick Carney, Sue Cheriton, Councillor Bobbie Davies, Councillor Robert Excell, Sally Farley, Town Councillor Mike Morey, Councillor Roger Stringer, Councillor David Thomas, Councillor Alan Tyerman and David Whiteway)

**Public Speaking:** Councillor V Ellery, Liz Pippett

**Minutes:** Kirsty Shears

---

### **173. Apologies for absence**

Apologies were received from Councillor Pountney who was represented by Councillor Stocks.

### **174. Minutes from last meeting 27th March 2014**

The previous minutes were agreed as a true and accurate record.

Proposed by: Councillor Brooksbank

Seconded by: Councillor Doggett

In favour: All

Councillor Hill advised a change to the report on page 24, item 7, should read "Members are recommended that item 6.....etc" and not "item 5".

### **175. Road Safety Initiative 2014/15**

P Carney presented the Annual Programme for Road Safety Initiative 2014/15 outlining the LTP capital allocation for 2014/15 at £70k. The report details an update on Road Safety, showing safer and improved routes to schools, including improved safety outside school locations. Appendix 1 outlines in detail all works undertaken outside schools in the past 5-10 years.

Appendix 2 of the report details some priorities set in 2013/14 that are not yet complete. P Carney outlined the schemes requiring further work as Abbey Gates, Ellacombe Church Road, Kings Ash (junction by Spar shop), The Strand, and 20mph zones outside schools. It was noted that consultation work has been undertaken relating to Ellacombe Church Road, but works are not yet complete. Concerns remain regarding the Kings Ash, but this will be incorporated as part of the LTB Western Corridor scheme. A detailed review has been undertaken of the Strand in 2013/14 and a design brief is going to be prepared for the implementation of a 20mph speed limit during the evening. P Carney confirmed that there are some electrical works to be completed for the signing of 20mph outside schools, but funding for this is secured from 2013/14 budget.

P Carney gave an overview of the proposed Schemes for 2014/15 as outlined in Appendix 3. It was explained to the Working Party that the schemes had been listed in priority order following analysis of collision data in conjunction with the Police.

Councillor Ellery and Liz Pippett were asked to approach the table to speak regarding this issue.

L Pippett (L Pippett) - Manager of Smugglers and Pirates Experience, Kings Street, Brixham.

Councillor Ellery - Brixham Town Council

L Pippett outlined major health and safety concerns relating to a break in the pathway outside the main entrance at the above attraction. The main entrance to the attraction is the designated disabled entrance and the designated fire exit which leads directly onto Kings Road, and is used by all visitors - the elderly, young and the disabled. There is a major health and safety risk with people vacating the building directly onto the road, due to a break in the pavement, and in L Pippett's opinion a fatality waiting to occur. L Pippett was struck by a vehicle just last week whilst entering/exiting the building. L Pippett advised that the attraction has had £900k in investment and the company are desperate to provide safe access in/out of the building. L Pippett has been in discussed with John Clewer, Highways department, from September 2013 and was recommended that "no loading" and "no parking" restrictions are implemented - these works have not come to fruition. L Pippett circulated letters of thanks sent to the attraction, but detailing concerns of the dangerous entrance to the building.

Councillor Ellery requested that the two pavements are joined together to create 6 metres of pavement outside the attraction.

P Carney confirmed there is no objection to the scheme being carried out and confirmed it would be of benefit. P Carney reiterated that the Proposed Schemes List was collated on actual evidence of collision data, however Members of the

Working Party can advise if this scheme is to be added to the list and at which priority on the list. P Carney took the opportunity to urge anyone involved in a collision outside the Smugglers and Pirates Experience to report this to the Police, to enable this to be reflected on the collision data.

Councillor Brooksbank was in favour of this being added to the list, either at the bottom and if there is budget remaining it could be undertaken, or perhaps at a higher rank on the list.

Councillor Cowell considered the last 3 proposed schemes are more about design brief, and given the location of the attraction, with a gap in the pavement, advised it is not feasible to have it on a reserve list. P Carney confirmed an estimate of £4-5k for this scheme.

Chair, Councillor R Hill invited Councillor M Morey to speak:

Councillor Morey confirmed that it is a busy junction on Fore Street, The Strand and Kings Street, and there had never been a pavement on that section, but this does cause issues especially during the holiday season. Councillor Morey advised it is an important issue of safety.

Councillor Doggett was in agreement with the request as this is currently dangerous.

Councillor Amil supported the scheme being on the list.

Councillor Stocks agreed with comments made above and confirmed it should go above South Street.

Councillor Cowell supported it needs to be a higher priority.

Recommendation:

That the road safety priorities for 2014/15 be as identified within Appendix 3 be progressed with Kings Street, Brixham added after Hyde Road.

Proposed: Councillor Cowell

Seconded: Councillor Amil

In favour: All.

Councillor Ellery and L Pippett thanked the Working Party and left the meeting.

Councillor Doggett raised concern regarding an incident involving a school child nearly being knocked over at the back of Woodland Park by Sacred Heart School. P Carney to investigate and feedback to Councillor Doggett outside of this meeting. Councillor Doggett also raised concerns regarding the Strand area in Torquay with pedestrians crossing in between buses. P Carney advised regarding the future

proposed speed restrictions for the area and this would be looked at as part of the Strand Scheme.

Councillor Cowell emphasised the need for improvement at Abbey Gates. Councillor Cowell also raised concerns following a meeting with the new Headteacher at Torquay Academy relating to Cricketfield Road and would welcome the prioritised 20mph zone. The Headteacher has asked whether break outs or central reservations could be implemented to assist with slowing down the traffic. In the past 6 months there have been two collisions, one child was clipped by a wing mirror and the other suffered head injuries. There needs to be more than just a 20mph zone.

Councillor Addis concluded as to what use a reduced speed limit is unless it is enforced by the Police. Councillor Addis advised in Ellacombe the speed restriction is never monitored.

Chair Councillor Hill invited Councillor B Davies to speak:

Councillor Davies raised concern with the traffic issues on Hayes Road (the back road) with Sanctuary Housing now at the top - would this be looked at.

Councillor Stocks advised schools need to be educating the children. P Carney confirmed when a 20mph limit is introduced the Council does liaise with the school.

S Cheriton advised that School Governors do work with the children and the Police as part of the Safety Camera Partnership.

Councillor Brooksbank queried whether Parking Services still do random visits to schools. P Carney confirmed that visits are made, but how often is limited due to reduced enforcement.

#### **176. Road Casualty Reduction Report 2013**

P Carney presented the report looking back at 2013 collision information. The Government no longer set the targets for Local Authorities, Torbay Council set their own. In summary, there have been 2 fatalities on Torbay's roads in 2013, with the average being between 1 and 3. Page 12 identifies a downward trend since 1998 for KSI's (Killed or Seriously Injured), with an increase in the last 2 years. This category includes broken bones, a head injury or a night's stay in hospital. Page 13 outlines children killed or seriously injured. Page 14 depicts a reduction in slight injuries incurred.

Councillor Brooksbank enquired whether the Older Drivers Week (page 19 relates) was well attended. P Carney confirmed 3 years ago it was well attended, 2 years ago not so well attended, then an increase in numbers last year. P Carney advised this will possibly go to every other year.

Councillor Cowell – queried the 77% increase in KSI's over 2 years (graph on page 12), querying why the budget for road safety is proposed to be decreased when the incidents are rising. Councillor Hill advised whilst there are budget restrictions across the whole of the Council and difficult decisions have to be made. S Cheriton confirmed that Councillor Cowell's concerns regarding the cut in the Road Safety budget can be fed back as part of the budget consultation from the Transport Working Party.

Recommendation:

That the Transport Working Party express their concerns to the Mayor that the Road Safety Budget is being reduced. S Cheriton to feedback on the Working Party's behalf.

Proposed: Councillor Cowell

Seconded: Councillor Doggett.

In favour: All.

#### **177. Western Corridor Update Briefing Note**

P Carney presented the report providing an overview of the funding achieved for the Western Corridor Scheme. £1m Pinch Point funding has been matched with some further £0.5m funding to improve two sections of the Western Corridor. The first section from Sainsburys to Borough Road was completed in winter 2013/14 and has been well received. The second section is to widen two lanes in each direction from the new entrance from Yannons Farm to Long Road (plan on page 37). P Carney circulated a larger plan in colour for the Working Party's perusal). This scheme has been approved in principle and in outline at Full Council. P Carney intends for some consultation with residents to be carried out regarding the detail of the scheme. The intention is for work to commence on site in November 2014.

Councillor Hill invited Councillor Tyerman to speak:

Councillor Tyerman raised concerns relating to the impact of this work for the residents in Roselands, as Roselands Drive will be used as a rat run when works are taking place on the main road. Councillor Tyerman requested that every effort should be made to anticipate the problems and minimise the impact of the works, and requested the possibility of parking restrictions to be implemented during the period of works, at the south end of Roselands Drive going into Grange Road. P Carney confirmed signage will be erected as far out as Windy Corner and Kerswell Gardens, that the majority of the work would be undertaken off line, therefore avoiding temporary traffic signals, and that the Highways department would be more than happy to look at temporary restrictions in the above area, whilst ensuring that the impression of creating an alternative route is avoided.

Councillor Excell wished to publically thank S Farley and her team for the excellent job on securing additional funding. S Farley advised that once P Carney had secured the £1m Pinch Point funding that made it is easier to obtain further funding.

SF confirmed an additional £7.3m has been granted from the LTB. There are two 2 hurdles remaining: Programme entry has to be obtained. All documentation has been submitted and an outcome will be released in July, hopefully with agreement from the Board. This will follow with the full business case going to a meeting in December 2014 or March 2015 when the money can be released. Once programme entry has been received, spending can commence on design works.

Councillor Morey advised of the major congestion in the road leading out of Brixham to Windy Corner. P Carney confirmed that Windy Corner will be part of this scheme, but improvements have not yet been identified for 2015-2018 but further consultation on the proposals will take place for 2015/16.

Recommendation

The Working Party accepted the report as presented.

In favour: All.

#### **178. Local Sustainable Transport Fund 2015/16 - Funding Application**

DW presented the report outlining a second round of Local Sustainable Transport Funding. Torbay decided to submit a revenue only bid given the amount of match funding required, as outlined in 4.1 and 4.2 of the report. The package elements of the bid are Smartcard, Cross-Public transport ticketing; Cycle Training; Walking to Schools Programme; Travel Planning Support; Walking Route Improvements; and Bus Services enhancement. The total bid package is £695k with £840k match funding. The announcements are now imminent and are expected within the next few days. Awaiting outline decision to determine whether additional funding is received.

Recommendation

The Working Party noted the contents of the report and supported the bid.

In favour: All.

#### **179. Heart of the South West Local Enterprise Partnership - Strategic Economic Plan - Transport Schemes**

SF presented the report setting out the schemes that have been submitted for Government funding through the LEP (Local Enterprise Partnership) following negotiation with Torbay Council. SF confirmed the following successful bids:

Marsh Barton and Edginswell Stations £0.6m  
Torquay Gateway £3.44m  
Torquay Town Centre Access £0.4m

SF confirmed the unsuccessful bids were:-

Paignton Rail Station - £1.5m  
Broadsands - Long Road Cycle Way - £1.4m  
Torre Station - £0.6m  
Brixham Transport Hub - £0.5m

SF is pleased with the successful bids that have been achieved and passed thanks to the team involved.

Councillor Excell echoed SF's comments and thanked SF and the team for providing Councillor Excell with excellent bids for him to submit against other local authorities at the LTB.

Councillor Addis extended his congratulations to Councillor Excell and the team, Councillor Cowell was in agreement.

Councillor Cowell urged that the road reversal works at Torre are undertaken as soon as possible to support traders in the area.

Councillor Stocks enquired as to the timescale of the above schemes. P Carney confirmed Western Corridor is shovel ready; Marsh Barton & Edginswell will commence in 2017/18; Torquay Gateway will commence in 2015/16 with the majority of funding in 2017/18; Torquay Town Centre Access will commence in 2015/16 (£400k to be used in 15/16, but Council contribution of £200k can be carried into 16/17. P Carney confirmed a business case needs to be done with a traffic study. SF's team will lead on the traffic modelling and consultation to develop the business case. Options analysis needs to be carried out over the next couple of months. P Carney advised this is a huge amount of work to be delivered over the next 3 years with a small team of Engineers, but was confident the schemes could be delivered.

The Working Party noted the contents of this report.

#### **180. Transport Related Capital Programme 2014/15**

P Carney outlined a summary of the schemes proposed for implementation, some may include local consultation. All schemes are under the LTP allocation which was reduced by 33%, with the exception of the Western Corridor.

The Working Party noted the contents of the report.

#### **181. Any Other Business**

Councillor Excell advised the Working Party that Controlled Parking Zones (CPZ) areas cannot be reviewed as the Council does not have the resources. Councillor

Excell advised there have been two successful CPZ consultations completed by residents, and there are another 5 going out shortly. Councillor Excell to report back at the next TWP meeting in November.

Councillor Addis advised many complaints have been received from the public regarding the development in St Marychurch, relating to the traffic congestion. P Carney agreed to meet Councillor Addis on site with the developer if required.

**182. Date of Next Meeting**

Thursday 27th November 2014, 4pm.



**Title:** LSTF Cycle Route – Torquay Sea Front Section – Update on Proposals

**Wards Affected:** Tormohun, Cockington with Chelston

**To:** Transport Working Party

**On:** 27<sup>th</sup> November 2014

**Contact Officer:** Ian Jones

 **Telephone:** 01803 207835

 **E.mail:** [ian.jones@torbay.gov.uk](mailto:ian.jones@torbay.gov.uk)

---

## 1. Key points and Summary

- 1.1 The Local Sustainable Transport Fund (LSTF) funding allocation for the provision of a Frequent Ferry Service between Brixham and Torquay includes for the implementation of dedicated cycle routes to link the service to Torquay Town Centre and Torbay Hospital.
- 1.2 Whilst the Working Party have recommended implementation of the proposed routes, further details were requested for the proposed Torquay Sea Front section of the route.

## 2. Introduction

- 2.1 The Working Party considered the proposed implementation of the LSTF Cycle Routes in Torquay Town Centre at their meeting on 5th September 2013.
- 2.2 The Working Party recommended implementation of the routes, however officers were requested to consult further and review the Sea Front section of the route in more detail, as there were concerns in respect of the use of the promenade area adjacent to the Princes Theatre as a shared use route.
- 2.3. Further discussions have taken place with the Harbours Authority and the Executive Lead Members and a revised route, removing the promenade section, has been produced, which keeps cyclists on the carriageway 'with traffic' in this area and this has now been agreed with the consultees concerned.
- 2.4 The route will however provide for shared use footways/cycleways along the existing wide footway adjacent to Torre Abbey Sands and will provide links via upgraded crossings in to the existing National Cycle Route.
- 2.5 The off road cycle link between Fleet Street and the Harbour will remain using shared use paths and the footbridge, although cyclists will be requested to dismount when using the bridge. An alternative signed route via the Strand and Victoria Parade will also be provided to ensure that cyclists can be signed to and

from the Harbour at times when the bridge is inaccessible.

- 2.6 The remaining approved sections of the LSTF Cycle Route are currently in the process of being implemented.

**Patrick Carney**  
**Group Service Manager (Streetscene and Place)**

**Appendices**

Appendix 1 - Proposed Layout of the Torquay Sea Front Section of the LSTF Cycle Route

**Documents available in members' rooms**

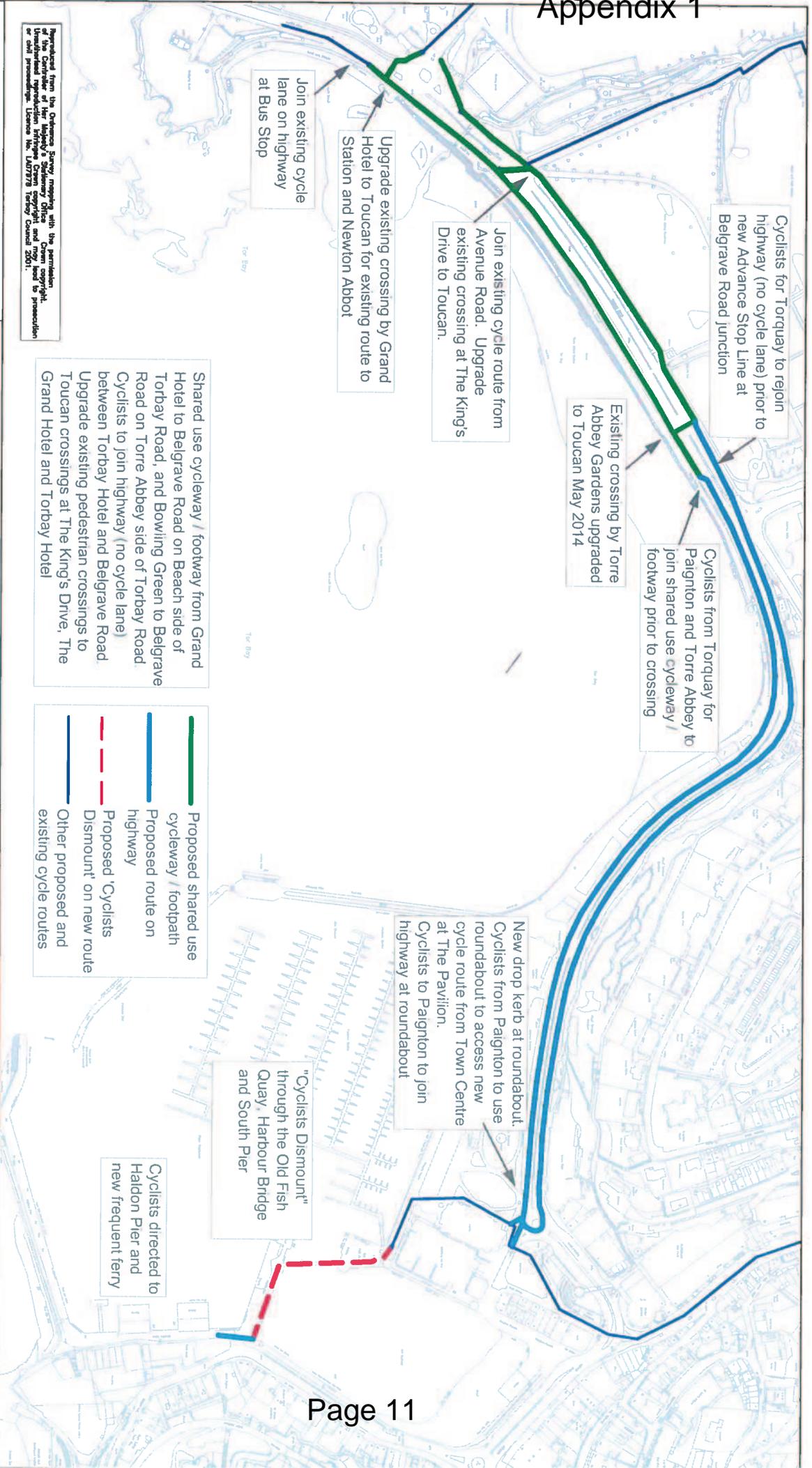
None.

**Background Papers:**

Local Transport Plan

Application for Pinch Points funding to Dft

Report to Transport Working Party – 5<sup>th</sup> September 2013.



Reproduced from the Ordnance Survey map, with the permission of the Controller of Her Majesty's Stationery Office. Crown copyright. Unauthorised reproduction infringes Crown copyright and may lead to prosecution or civil proceedings. Licence No. 1007778 (Torbay Council 2011).



Proposed improved cycle facilities - Grand Hotel to Torquay Harbour

Location of shared use cycleway/footway, on-highway route, and 'Cyclists Dismount' areas

Appendix 1

# Agenda Item 8



**Meeting: Transport Working Party**

**Date: 27<sup>th</sup> November 2014**

**Wards Affected: Roundham with Hyde**

**Report Title: Eastern Esplanade, Paignton – Changes to Parking Restrictions.**

**Executive Lead Contact Details: Sue Cheriton**

**Supporting Officer Contact Details: John Clewer**

---

## 1. Purpose

- 1.1 This report is in response to a legal requirement to make permanent or end the current temporary traffic regulation order for the Northern section Eastern Esplanade, which is currently 'pay and display at any time'.

## 2. Proposed Decision

- 2.1 It is recommended that members approve the proposals outlined under option 6.1, to implement the proposed changes to the existing Traffic Regulation Order.

## 3. Action Needed

- 3.1 That members approve the proposals outlined under option 6.1 in this issues paper for the proposed changes to the existing Traffic Regulation Order on the Northern section of Eastern Esplanade.

## 4. Summary

- 4.1 Some 18 months ago the authority undertook a temporary change to the Traffic Regulation Order for the Northern section of the Eastern Esplanade, Paignton, from 'pay and display 15<sup>th</sup> September to the Wednesday preceding the spring bank holiday' to 'pay and display at any time' (as per **Appendix 1**).
- 4.2 We are now arriving at the period whereby we can no longer continue the temporary traffic regulation order for the Northern section Eastern Esplanade and a decision must be made as to whether to return the restrictions to their seasonal form or to formally advertise the change to make the North section of Eastern Esplanade pay and display parking at any time permanent.
- 4.2 The budget for these works will be provided by Parking Services from the income received for on-street pay and display.

## Supporting Information

### 5. Position

- 5.1 This report is in response to a legal requirement to make permanent or end the temporary traffic regulation order for the Northern section Eastern Esplanade and 'pay and display at any time'.
- 5.2 Some 18 months ago the authority undertook a temporary change to the Traffic Regulation Order for the Northern section of the Eastern Esplanade, Paignton, from 'pay and display 15<sup>th</sup> September to the Wednesday preceding the spring bank holiday' to 'pay and display at any time' (as per **Appendix 1**).
- 5.3 We are now arriving at the period whereby we can no longer continue the temporary traffic regulation order for the Northern section Eastern Esplanade (expires 31<sup>st</sup> December 2014) and a decision must be made as to whether to return the restrictions to their seasonal form or to formally advertise the change to make the North section of Eastern Esplanade pay and display parking at any time permanent.
- 5.4 Consultation has been undertaken with officers, the local ward members, residents and other interested parties and comments received are attached as **Appendix 2**.
- 5.5 It is proposed to advertise the following amendment to the existing Traffic Regulation Order from 'pay and display 15<sup>th</sup> September to the Wednesday preceding the spring bank holiday' to 'pay and display at any time' (as per **Appendix 1**) and implement, should no objections be forthcoming. Any objections will be referred to the Executive Lead for Transport.
- 5.6 Funding for the implementation of the proposed restrictions will be provided from the existing Highways budget.
- 5.7 Correspondence received is attached as per **Appendix 3**.

### 6 Possibilities and Options

The Working Party is requested to consider whether they wish to support the implementation of revisions to the existing traffic regulation order as detailed above in 5.5.

- 6.1 Advertise the proposed amendments to the Traffic Regulation Order, as per 5.3 above. Any objections will be referred to the Executive Lead for Transport.
- 6.2 Do not advertise the proposed Traffic Regulation Order, as per 5.3 above.
- 6.3 Progress the stopping up order of the public highway to allow the whole of the Eastern Esplanade to be changed into a public car park.

### 7. Preferred Solution/Option

Members are recommended that the option in 6.1 above would be the most appropriate option.

**8. Consultation**

Consultation has previously been undertaken with the local ward members, residents and other interested parties and comments received are attached as appendix 2.

**9. Risks**

If the changes to the existing Traffic Regulation Orders are not advertised and implemented, should no objections be forthcoming, the 'pay and display 15<sup>th</sup> September to the Wednesday preceding the spring bank holiday' restriction will be re-instated.

**Patrick Carney**  
**Group Service Manager (Streetscene and Place)**

**Appendices:**

**Appendix 1** – Shows the proposals to implement parking restrictions.

**Appendix 2** – Internal consultation feedback

**Appendix 3** – External consultation feedback

**Additional Information:**

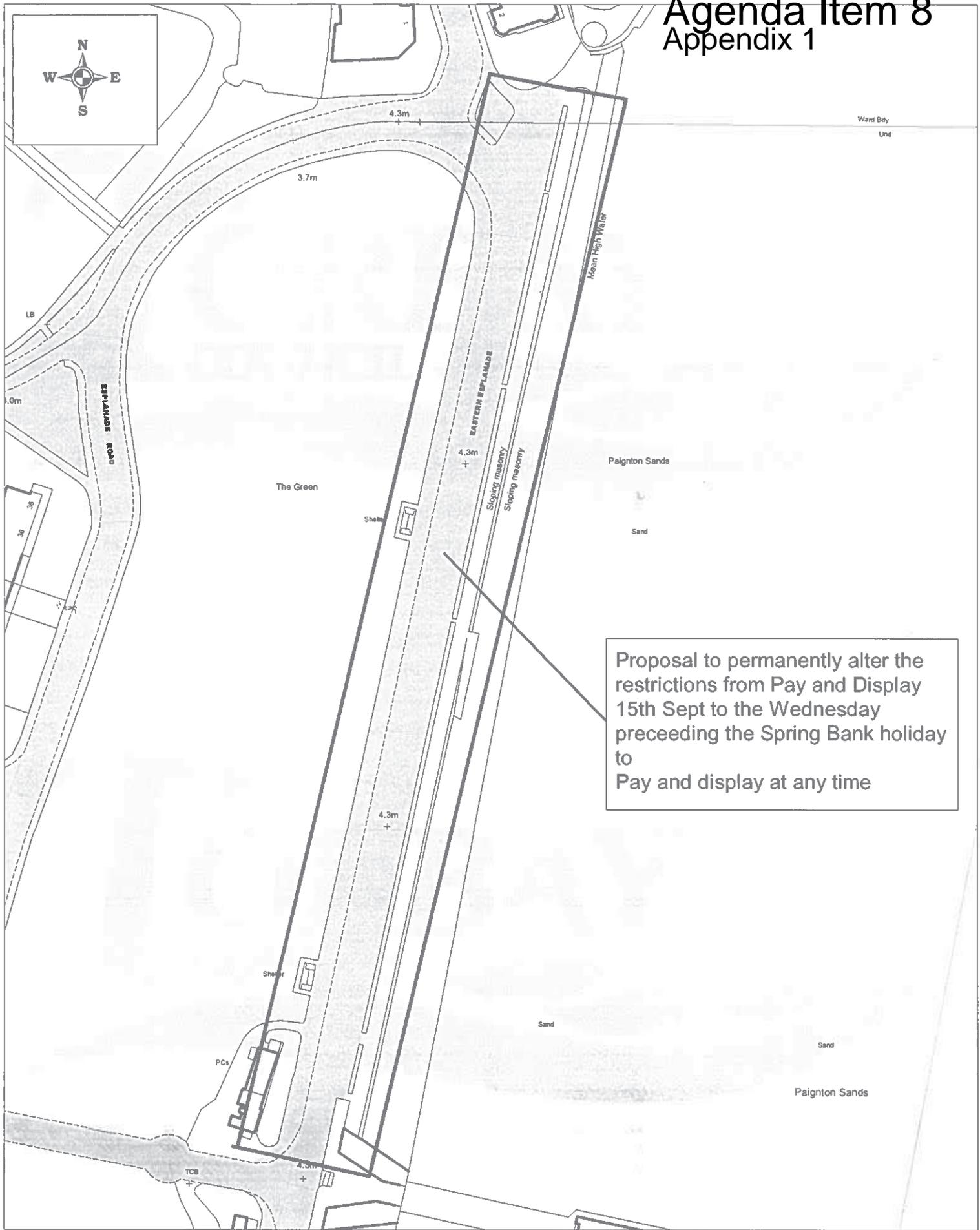
None.

**Documents available in Members' Rooms:**

None.

**Background Papers:**

None.



1:1250 scale

Proposed restriction changes  
Eastern Esplanade - Paignton

#### Officer Comments

- Deck chairs – we have suffered loss of income; it's now possible for the public to bring all their own chairs etc to the beach.
- Safety – inappropriate speeds of cyclists, needs traffic calming, near misses, motor vehicles going both ways, increased traffic use of pier approach. Many complaints about the cycle way and cyclists.
- Event space – the safety of the area is compromised due to the difficulty in keeping public cars out of event space.
- Promenade – the public have an expectation of it being a safe space for the children use and play in, the use of north beach is reduced, the area is not considered safe.
- Image – there is a negative image for the beach resort, is it a car park or an amenity area for holiday makers.
- Management of the area – this location is essentially a highway, but no one is taking any management responsibility for the safety or activities.
- Confusion on open / closed – this makes it more difficult to maintain road closures as the public continuously breach them due to confusion.
- Management of closures – there is a cost to the logistics of the closures.
- As the highway is closed on a regular basis it is confusing with a yellow warning sign out all the time with notice of a closure. The BMAD sign remains throughout the whole of the closure period and then we add another sign for the different events leading to confusion if the road is open or closed.
- When an event closes the highway from pier approach it is still confusing for drivers and event organisers as access is still required for the pier and business which is almost impossible to police as they have no idea of who is permitted.
- From the parking perspective, we have found that the area needs to be closed first thing in the morning even for evening events as customers do not take any notice of the suspension signs and park.
- Since the removal of the permanent barrier on pier approach the traffic flows up and down the road on a permanent basis even if the road is closed by the

bollards on the entrances to Eastern Esplanade as the road appears open. The drivers take no notice of any signs.

- As there is no footpath either side of pier approach road the public walk up and down the highway including wheel chairs and push chairs which at the entrance in my view is very dangerous as they conflict with live traffic.
- As pier approach is two way this also is confusing for both drivers and walkers as the markings on the entrance suggest the flow on the entrance is into the middle of the road.
- When the road is open vehicles often drive the wrong way as there are not sufficient notices, arrows to indicate its one way. Also vehicles on a regular basis enter the esplanade from the Redcliffe end as they miss the no entry on the bend.
- Income – is this all about generating income or bowing to the pressure of business/Paignton BID.
- Loss of income – the public are able to bring all their needs in the car, including food and drink.
- Does the ability to park next to the beach really act as a draw to increase tourism to the area.
- The body responsible for the enforcement of the highway at Paignton are the police, however they are the ones who have no interest at all in carrying out that enforcement.
- The area was closed when there were events over the summer, but the income generated from keeping this area open was £70,154.70 over 25746 transactions.

# Agenda Item 8

## Appendix 3

[REDACTED]

---

**From:** [REDACTED]  
**Sent:** 21 October 2014 12:32  
**To:** [REDACTED]  
**Cc:** [REDACTED]  
**Subject:** Pay and Display on Paignton Esplanade

Dear [REDACTED]

As you know we are in receipt of a letter from [REDACTED] laying out the existing parking regime on the Eastern Esplanade of Paignton Sea Front. In essence the council wants to return to the position of eighteen months ago or continue with the year long ability to park on that part of the Esplanade.

I was instructed by our Chairman [REDACTED] to establish if there was any benefit to be accrued, from this permanent change of the parking regulations, which would benefit the nearby Geoplay Park. Unfortunately no benefit will arise. The only reason that you were asked that question was to enable the Town Centre Community partnership to canvass people in respect of this change having all the facts at their disposal.

It has not transpired that we only have until the end of the week to arrive at a decision, this is beyond our capabilities to achieve. The suggestion that the Chairman may speak for the partnership in this matter has also been rejected by her. She feels, as we all do, that we run a democratic partnership and do our best to make it as open as it is possible to do.

The reply to this request is therefore that on this occasion we cannot assist the soon to convene Transport Committee in coming to a decision in respect of this matter, for the reasons referred to.

We would ask that the contents of this E Mail be made available to the Committee at the time they come to a decision.

[REDACTED] (Honorary Secretary Paignton Town Community Partnership)

[REDACTED]

---

**From:** [REDACTED]  
**Sent:** 14 November 2014 17:58  
**To:** [REDACTED]  
**Subject:** Eplanade Parking at Paignton

Dear [REDACTED]

Please find the appropriate minute from the meeting of the Paignton Town Community Partnership that took place on the 12th November. These comments are supplemental to the letter already sent to [REDACTED] on the 21st October last. I trust that this is self explanatory and we await any reply that you may care to make.

[REDACTED] (Hon Sec Paignton Town Community Partnership)

A letter had been received from [REDACTED] a senior engineer at Torbay Council seeking the views of the Partnership in respect of parking on the Esplanade. More specifically the temporary Traffic Order that controlled the Northern end of the Esplanade. This traffic order which is soon to run out removed the restriction on parking between 15<sup>th</sup> September and the Wednesday before Spring Bank Holiday. He wished to canvass views specifically around making the order permanent. The time scale that was given for the partnership to reply meant that it was unrealistic to do so. In view of this we declined to comment. Views of the committee were sought and the outcome is that the Secretary is instructed to write to [REDACTED] suggesting that a solution would be to keep the whole of the Esplanade open for parking during the complete year with the caveat that it be closed at the Northern end during the six week school holidays. This would have the two fold advantage of bringing in much needed revenue and at the same not interfere with the many events that take place there during the school holiday period.

It was also thought that the cycle track presented a clear danger to children as it was poorly marked and nobody took any notice of the one way system.

# Agenda Item 9



**Meeting:** Transport Working Party      **On:** 27/11/14  
**Title:** NHT Highway Customer Satisfaction Survey 2014  
**Wards Affected:** All Wards in Torbay  
**Contact Officer:** Tim Northway  
**Telephone:** 207914  
**E.mail:** [tim.northway@torbay.gov.uk](mailto:tim.northway@torbay.gov.uk)

---

## 1. Key points and Summary

- 1.1 The 'National Highways and Transportation' (NHT) survey for 2014 results have recently been released. Of the 78 Local Authorities that participated, Torbay Council's customers have placed it 67<sup>th</sup> in terms of satisfaction with 'the condition of highways'.
- 1.2 The respondents to the NHT survey indicated that the condition of highways received a satisfaction rating of only 25.7% which is 26.1% less than the highest placed authority and 17% less than this same benchmarking survey produced in 2008.
- 1.3 More people in Torbay felt that the condition of roads was the most important aspect of service to them personally and also the most in need of improvement.

## 2. Introduction

- 2.1 Torbay Council's highway asset is its most valuable public asset. The gross replacement cost of this single asset is estimated as £713,415,000 in 'Whole of Government Accounting' (WGA) terms.
- 2.2 All residents and visitors to Torbay will use this asset on a regular and mostly daily basis. The condition of the road influences how people think of their neighbourhood and neglected looking roads can rapidly lead to public dissatisfaction. This is clearly reflected in the NHT survey results and in letters and phone calls received within Highways and increasingly now being reported to Ward Councillors.
- 2.3 The public satisfaction with this service has been showing a rapid decline since the surveys began in 2008 where at that time a 44.80% satisfaction score was received. The current 25.7% score in satisfaction with the condition of the highways bucks a national trend where scores elsewhere are showing an

increase in satisfaction with this service. Whilst the public perception is at odds with other sources of information such as the condition surveys and national efficiency studies, it still needs to be addressed.

### 3. National Highways and Transportation (NHT) Survey

- 3.1 The NHT survey is produced by an organisation called ‘Measure to improve’ (M2I) and administered by IPSIS/MORI. The results are of interest to the Department for Transport (DfT) and used for benchmarking purposes by highway authorities. Despite the DfT’s interest and their urging of highway authorities to participate, it is still their expectation that the survey costs will fall to individual highway authorities.
- 3.2 The 2014 survey forms were sent to 3,300 people within Torbay from which 848 responses were received. This is a 25.7% response rate which placed Torbay within the top third in this regard. This indicates the importance that residents place on this essential amenity. The survey covers most topic areas within highways and transportation and endeavours to encourage people to explain which topics are the most important to them and how satisfied they are with the associated service delivery. As the condition of roads was both ‘the most important’ and the ‘most in need of improvement’ this topic is the basis of this report.
- 3.3 Torbay Council as a member of the ‘South West Highways Improvement Group’ has participated in this survey since its instigation in 2008. Although a financial decision was taken to make a saving last year and to not take part.

| Question                     | 2008  | 2009  | 2010  | 2011  | 2012  | 2014  |
|------------------------------|-------|-------|-------|-------|-------|-------|
| Condition of road surfaces % | 44.80 | 45.24 | 37.25 | 32.95 | 30.35 | 25.70 |

- 3.4 The survey results are a key trending tool within the Asset Management Plan and as the survey covers a wide range of topics are of interest to many activities within the authority as a whole. A sample of the survey questionnaire and Torbay’s Executive Summary are both in the appendices of this report.

### 4. Discussion

- 4.1 There is currently a large gap between customer expectations and the reality of the condition of roads within Torbay.
- 4.2 The reality of this situation is that the road network within Torbay (and indeed the rest of the nation) is in steady decline despite all of the funding that is provided to ‘Highways’ being allocated strictly according to asset management principles. The Council’s Transport Asset Management Plan, which is on the public website, sets out these principles and shows the long term effect that inadequate expenditure on the highway network will produce. Despite this and previous evidence, the level of funding provided by the DfT is considered to be less than half of that required for just maintaining the roads in their current condition. To further exacerbate the situation, local priorities mean that 30% of the already inadequate DfT highway maintenance budget provision is then top sliced and used to help other service areas within the Council. Whilst this highway maintenance capital allocation is no longer ring-fenced, by continuing to top

slice, the Council is immediately placed in a difficult bargaining position to bid for additional highway maintenance funding. It also means that the lost funding to the service over a typical three year period represents some 70 roads that could have received preventative maintenance and which by now will have deteriorated further. In some instances this may mean that higher cost surfacing treatments will then be required at a future date.

4.3 However, whilst the road network condition is in decline, condition surveys and other studies part commissioned by the DfT show the network to be in better condition than that of most other south west highway authorities and indeed that the Council's roads maintenance is being carried out in a cost efficient manner. Early national studies covering a 5 year period suggest that the service is on 'the minimum cost frontier' with little or no scope for further efficiencies. Unfortunately, the study concerned is confidential and will not be seen in its whole by the DfT. The study is being based on Cost, Quality and Customer Satisfaction (CQC) but presently it is weighed more on the first two areas. When it is further refined to reflect the customer satisfaction, Torbay's position in the results would be expected to fall but presently the service has been near to, or on, the minimum cost frontier for the whole of the 5 year study period. It is hoped that eventually the authority's example will be shared with the Highway Maintenance Efficiency Programme (HMEP) who do have links to the DfT and that some benefits will result. In the meantime a CQC Executive Summary dated September 2014 is in the appendices of this report, highlighting the confidentiality issues. The authority was initially asked to participate in the CQC study as a result its then unbroken run of taking part in the NHT survey and its ability to provide the quality and cost data required.

4.4 Asset Management techniques mean that more resources should be given to higher classification roads and that lower cost preventative treatments be used in preference to resurfacing/reconstruction on already failed road surfaces. These principles are used to produce annual lists of maintenance works and the authority has not yet resorted to dealing with 'worst first' situations. Accordingly, there are roads within the backlog of sites that are structurally unsound, uneven and unsightly but yet which still remain functional. These roads are left until there is no further option but to reconstruct them in order to keep them usable. Meanwhile, preventative treatments that allow more coverage of sites, such as surface dressing and micro-asphalting will be used on roads that will be clearly in far better condition than those that are apparently being ignored. This is a further source of frustration to customers who may quite rightly ask, why has Road A just been resurfaced when their Road B is much worse and is falling apart? However, by keeping to these principles the authority has managed to slow the rate of deterioration of many local estate roads. This is reflected in the various condition survey comparisons. A recent redacted table below shows Torbay's unclassified road carriageway condition compared to most of the other south west authorities, using national reporting data. Green represents the percentage of unclassified roads in good condition, amber ones where surfacing treatments should be considered and red when the road is in need of major intervention treatment.

| Authority   | Green % | Amber % | Red %  |
|-------------|---------|---------|--------|
| xxxxxx      | 42.93%  | 35.21%  | 21.87% |
| xxxxxxxxxxx | 62.28%  | 28.26%  | 9.47%  |

|                   |               |               |              |
|-------------------|---------------|---------------|--------------|
| xxxxxxx           | 45.44%        | 38.85%        | 15.71%       |
| xxxxxxxxx         | 55.71%        | 30.67%        | 13.62%       |
| xxxxx xxxxxxxxx   | 52.09%        | 32.76%        | 15.15%       |
| xxxxx             | 61.90%        | 23.81%        | 14.29%       |
| <b>Torbay</b>     | <b>62.20%</b> | <b>30.97%</b> | <b>6.83%</b> |
| xxxxxxxxx         | 50.32%        | 33.90%        | 15.78%       |
| xxxxx             | 31.69%        | 39.00%        | 29.31%       |
| xxxxxx            | 46.85%        | 37.30%        | 15.85%       |
| xxxxxxxxxxxxxxxxx | 41.00%        | 45.80%        | 13.20%       |
| xxxxxxxxx         | 33.67%        | 35.50%        | 30.83%       |

4.5 By maintaining the principles of asset management, many people may see surface dressing being applied whereas relatively few will benefit from seeing large lengths of newly resurfaced roads. Surface dressing appears to many, to be a cheap fix that does not improve the ride quality of a road and it can be initially messy when applied. However when used at the optimum intervals this treatment will greatly extend the useful life of a road. This is clearly evidenced by the surface dressing that was applied to the A380 Hellevoetsluis Way in 2009 that is still performing well. However, the lack of visible high profile resurfacing schemes, may make this authority to appear to be less customer orientated than others but meanwhile a larger authority's little used unclassified road network may be in a deplorable condition. Conversely, little used unclassified roads in a compact urban area such as Torbay are few and far between; therefore our entire network is always in the public eye.

4.6 Potholes are very much in the media these days and the announcement that £168M has been made available by the DfT to local authorities has raised public expectations that this will lead to a complete eradication of potholes. To put this into context Torbay Council received less than £200,000 from this fund with details of where this is being spent put onto the public website. The presence of potholes in a road surface normally indicate that the road surface itself is in need of attention and more often than not, at this time the surface will be too far deteriorated to be able to receive a preventative surfacing treatment. Pothole locations are automatically mapped and recorded during routine safety inspections and after being reported by members of the public. Interrogation of the associated maintenance management system software then enables the plotting of pothole cluster sites which are then added to the list of maintenance backlog sites. Any such newly added cluster site will be carefully assessed to see the most cost effective type of treatment available. In the process it may displace another site that was previously prioritised for resurfacing if there is not sufficient funding to do both. In these times of austerity this type of decision is being required more frequently and residents of a previously prioritised street will invariably be disappointed and annoyed that they have to wait for at least another year before they have their chance of a new surface.

4.7 Returning to the subject of potholes, it is extremely rare for patching or filling potholes to be the only work required on a street, as the surrounding surface to the defect will invariably also be of a suspect nature. Therefore, it is usually preferable to restore the resilience of a surface than to simply patch it. This fact together with cost considerations drives the authority's need to continue to apply

the safety defect intervention criteria when dealing with potholes. However, this rigid adherence to policy will certainly be a large factor in public dissatisfaction with the highway maintenance service.

- 4.8 Torbay Council does publish press releases on its improvement works, however, these are not always published or the press may choose to concentrate on the effects on traffic flow rather than the improvement works. Also with more comments on social media officer views are expressed without an answer.

A good example of this as this report is being written, there was a person commenting in a challenging way on how Torbay Council has used its share of the £168M pothole fund (see below). This being written in a manner to suggest that it has been allocated elsewhere and not used for maintenance purposes. In fact precise details of what is being done are already on the Council's website as is the fact that only £198,969 was provided to this authority. Continuous unanswered comments of this nature will not improve customer perception in the abilities of the authority and not publishing any good news stories will not rebalance the situation.

["xxx2014](#) | October 12 2014, 12:04PM

*What's happened to the £168 million that the government has given to local councils to fix potholes? What's Torbay Council spent their share on? Councils were told it had to be spent on potholes and nothing else! Answers needed here"*

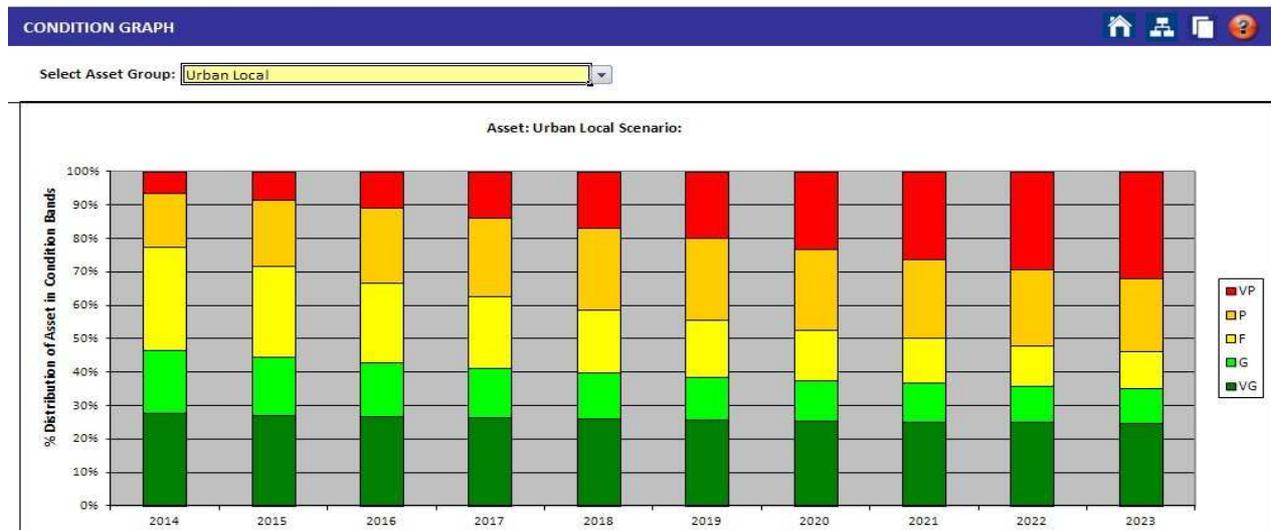
- 4.9 Communication with the general public is strongly encouraged within the Streetscene department as a whole. Every effort is made to deal directly with customers who take the trouble to contact the team. The office phones will be continually manned throughout business hours. Letters and emails are logged into a dedicated file management system to ensure a prompt response and to log the associated events. Third party reports of defects through the Council's website are automatically downloaded to TOR2 (if they are of a cyclical nature) or to the area's Streetscene Inspector (if they are reporting a pothole or safety concern).
- 4.10 There are no doubt many other issues affecting the public's relative lack of satisfaction with the condition of the roads in Torbay. However, previous studies on free text statements used within the survey revealed that some of the Torbay survey responses received were referring to roads outside of the Bay which formed part of their journey to work. These statements related to levels of congestion experienced when getting through Totnes or Newton Abbot and the condition of roads in Marldon and Compton. So some of the scoring may not therefore be a totally true reflection.

## **5. Difficult Choices**

- 5.1 Taking all of the above factors into account, the bare facts are that despite Torbay Council having a cost efficient highway maintenance service and its road network being of a comparative standard to similar authorities, there is still an underlying problem of not meeting the expectations of customers. The only way to improve the condition of the highway network will be to have a major cash investment in real terms, to address the known scheme backlog and subsequently a more realistic level of funding to maintain it. Meanwhile, to begin to attempt to address all of the concerns of customers will be potentially be even more of a challenge and will for instance require more openness on funding and spending decisions within highway maintenance and to determine mechanisms to make customers aware of accomplishments as well as perceived failings.

5.2 The top slicing of the capital highway maintenance grant in the current times of localism and austerity is understandable but will have long a term sustainability impact. The loss of any funding to this budget area which is already suffering from under investment may not have an immediate effect on the overall asset but over 10 years the decline in carriageway condition will be significant (see the diagram below). Eventually a centralised commitment to improve the nation’s infrastructure may become a reality and whilst we need to continue to make the most of the actual funding provision that we receive, we must ensure that local decisions do not damage the authority’s ability to bid for additional funding when it is available.

## Carriageway Lifecycle Planning Toolkit



*The diagram above from the authority’s Asset Management Plan shows the predicted decline in the condition of unclassified roads using the industry standard ‘lifecycle planning toolkit’ based on the current levels of highway maintenance expenditure. The green and yellow areas represent good and fair condition roads, whereas the orange and red show poor and very poor.*

5.3 Torbay Council needs to decide how committed it is going to be to try to improve the condition of its highway network. The decline in highway conditions may be a national issue but it is certainly affecting the local network. Failing that, the customers must be made better aware of the accomplishments that are being made and the fact that this authority is performing well with the limited funds that are available. At the very least public accusations of failings should be addressed at their point of origin to correct any misreporting of issues. Also there should be more information made available to members of the public on decisions associated with the funding of road schemes to highlight the service efficiencies.

## 6. Conclusion

Torbay Council’s customers are expecting and demanding that more is done to improve the condition of their roads. The results of the NHT Survey clearly

illustrate this. Whilst other reports and sources may show the authority's road network to be in a similar condition that most others, customers here still want to see improvements. The authority needs to review how this information is presented to the public.

**Patrick Carney**  
**Group Service Manager (Streetscene and Place)**

**Appendices**

None.

**Background Papers:**

The following documents/files were used to compile this report:

HMEP UK Roads Liaison Group – Highway Infrastructure Asset Management Guidance  
– May 2013

HMEP – Potholes Review, Prevention and a Better Cure – April 2012

HMEP – Lifecycle Planning Toolkit – Nov 2012

Development of a weighting set for the unclassified road network – WDM Ltd – Sept  
2014