

15. TRANSPORT AND ACCESSIBILITY

The land use planning context

15.1 Transportation and land use planning are inextricably linked. It is therefore essential for the Local Transport Plan to be integrated with the land use planning policy framework for Torbay. Where there is a lack of integration, the effectiveness of both the planning and transportation policies can be weakened and the negative environmental, social and economic side effects can also be significant. Conversely, where all the policies are in harmony, important strides in sustainable development can be achieved. The designation of a rail freight facility in the Local Plan, for example, can allow the rail industry to plan with greater certainty to provide a competitive service and enable the removal of HGVs, lower congestion and pollution and achieve real environmental, economic and social benefits.

15.2 Whilst the location of new development in accessible locations is essential, the provision of sustainable transport solutions for any site requires the co-ordination of investment by developers with the transport programmes of the local authority. The Local Transport Plan has been prepared to support the economic and land use proposals in this Plan and will provide the basis for the co-ordinated investment in all forms of transport.

The international agenda on sustainable development

15.3 The UK Government signed up to the 1992 Rio Earth Summit, which gave a clear lead on the importance of sustainability and sustainable development. The First Principle of the Rio Declaration on Environment and Development states:-

“Human beings are at the centre of concerns for sustainable development. They are entitled to a healthy and productive life in harmony with nature.”

15.4 The subsequent Kyoto Climatic Change Protocol sets targets for reducing greenhouse gas emissions and emphasises the need to reduce the harmful polluting effects of traffic - particularly road traffic - on the population in general.

15.5 Transport policy has a key role to play in progressing sustainable development; it can help reduce air pollution and it can improve accessibility, e.g. to services and jobs, and raise the quality of life for large numbers of people. It will be more successful in

achieving these important objectives if it embodies the principles of sustainable development.

The European context

15.6 Torbay is peripheral to the wealthier core regions in Europe and this is compounded by an over-dependence on road transport and growing congestion. Situated towards the western end of the South West Peninsula, it has poor links to the national road, rail and air networks. A second major European issue is the fact that two of Torbay's key industries - tourism and fishing - are in a state of transition and as a result of this, much of the area has Objective 2 status for European funding.

15.7 The European Spatial Development Perspective (ESDP), agreed in 1999, provides a spatial planning policy context with the aim of achieving:-

- economic and social cohesion
- conservation and management of natural resources and cultural heritage
- more balanced competitiveness of the European territory

15.8 This spatial development framework aims to achieve a more balanced urban system, including:-

- better links between towns and countryside
- promotion of integrated transport
- conservation of the natural and cultural heritage through wise management
- promotion of energy-saving and traffic-reducing settlement structures

15.9 The ESDP also makes reference to the Priority Projects of the Trans-European Network (TENS) in order to strengthen economic and social cohesion. A major Network Rail / TENS Study (2000) into the feasibility of a direct high speed rail link from Penzance to the Continent via London, underlined the peripherality of communities such as Torbay.

UK Government policy

15.10 Sustainable development is at the heart of national land use planning and transport policy. The Government's definition of sustainable development is set out in Chapter 2 Local Plan Strategy. The Government is also committed to the plan led system. This requires that where the development plan

contains relevant policies, applications for development which are in accordance with the plan shall be allowed unless material considerations indicate otherwise. It is therefore essential that all Local Transport Plan projects, which involve land use, are supported by the relevant development plan.

15.11 Government policy on sustainable transport is set out in the White Paper 'A New Deal For Transport: A Better Deal For Everyone' (July 1998). This aims to deliver an integrated transport policy. The general thesis is that continuing growth in the use of motor vehicles will only increase congestion and pollution. Government policy therefore seeks to join up different types of transport, policies for the environment, land use planning and policies for education, health and wealth creation. The Transport Act 2000 provides a legal basis for a number of measures in the Green Paper.

15.12 The Government's 'Transport 2010 - The 10 Year Plan' (July 2000) announced a £180 billion investment package to modernise the transport system. £132 billion of this is public money; the remainder is expected to come from private sources (transport companies etc). The spending will be divided roughly equally between roads, railways and local transport. The investment plan is intended to deliver various improvements by 2010. These include:-

- reduced road congestion
- improved train services and improved fares
- a 50% increase in passenger use of the railway and 80% increase in rail freight
- investment in London Underground
- new bypasses
- new trunk road and motorway widening
- improved rural transport
- better bus services and a 10% growth in passenger use
- new light rail projects in major cities
- safer roads and railways
- lower emissions and improved air quality

15.13 'The Future of Transport: A Network for 2030' (July 2004) builds on the 10 Year Plan and stresses the need to secure sustained investment, to improve transport management and to plan ahead.

15.14 Some of the Government's recent Planning Policy Guidance Notes (PPGs) outline key sustainable themes which are provide framework for future planning decisions. The most relevant include the following:-

- PPG13 'Transport' (March 2001). This sets out Government's objective to integrate planning and transport at all levels, in order to promote more sustainable transport choices for both people and freight; promote accessibility to jobs, shopping, leisure facilities and service by public transport, walking and cycling; and reduce the need to travel, especially by car. PPG13 sets out guidance on actively managing the pattern of urban growth for various types of development and the management of traffic demand. PPG13 seeks to provide integration;
 - within and between different types of transport
 - with the environment
 - with land use planning
 - with policies for education, health, and wealth creation
- PPG3 'Housing' (2000) seeks to provide a sustainable framework for housing development.
- PPG12 'Development Plans' (1999) stresses the importance of achieving sustainable development through integrating transport and land-use policies in development plans.
- PPG6 'Town Centres and Retail Developments' (1996) seeks to enhance the importance of town centres as the prime location of retail activities.

15.15 There is now a growing national recognition that an integrated transport system will need to include a number of key road improvements such as bypasses. The construction of new highway space can often provide significant environmental and social benefits but schemes need to integrate with improvements in public transport and the creation of safe and attractive routes for pedestrians and cyclists. The balance between the need to improve local highway conditions and the danger of encouraging further growth in the use of motor vehicles will continue to evolve through developments in national and local policies.

The Regional context

15.16 Regional policy making is now assuming a higher profile; in the South West the Regional Chamber was set up in 1998 and has now assimilated the South West Regional Planning Conference and has been renamed the South West Regional Assembly.

15.17 The Government has made it clear, in PPG11 'Regional Planning' (2000), that future Regional Planning Guidance will play a critical role in setting the level and strategic distribution of development throughout the Region, whilst the role of development plans will be to determine the distribution of development in greater detail. Under the Planning and Compulsory Purchase Act 2004, Regional Spatial Strategies (RSS) will be part of the development plan.

15.18 The former Regional Planning Guidance (RPG10) for the South West (approved in 1994), provided guidance to the year 2011 and informed the emerging Torbay Local Plan 1995-2011. The RPG noted the limited scope for substantial growth in Torbay due to its high environmental quality, but also noted the need for economic diversification. It stated in relation to Torquay that "proposed road improvements will increase accessibility by completion of a dual carriageway link to the national road network".

15.19 The revised RPG10 was published in September 2001. Policy SS16 and paragraphs 3.47 - 3.48 promote the need to improve road and rail links between Torquay and the national systems at Newton Abbot in order to reduce peripherality. Torbay has been identified as one of eleven Principal Urban Areas (Policy SS5), which are the prime targets for development activity and where traffic and transport issues will require the full range of integration and restraint policies. Significant investment in transport infrastructure is identified for PUAs

15.20 In addition to providing a land use framework for development plans, RPG10 (2001) forms the basis for two further strategies:-

- The Regional Transport Strategy, which will set out the priorities for transport investment, including rail, trunk roads, airports and seaports and determine the basis for multi-modal studies of regional importance. This includes a framework for accessibility, parking and a strategy for reducing congestion and pollution.
- The Regional Development Agency's Regional Economic Strategy, which aims to increase prosperity, addresses social and economic imbalances and improve regional coherence.

15.21 As a unitary authority, Torbay was involved in preparation of RPG for the South West.

15.22 The Government has also commissioned a number of multi-modal corridor studies including the London to South West and South Wales Multi-Modal

Study (SWARMMS) which reported in 2002. Torbay participated in the work of SWARMMS.

Devon Structure Plan

15.23 The Adopted Devon Structure Plan First Review (1999) sets out a sustainable development strategy for Devon for the period 1995-2011. These informed the policies and proposals in the Torbay Local Plan 1995-2011. Torquay is defined as a sub-regional centre, whilst Paignton is defined as an area centre with a strategic development role.

15.24 Policy T1 of the Structure Plan proposes an integrated transport strategy. Policy T2 sets out a clear strategic priority of travel modes in the following hierarchy:-

- Walking
- Cycling
- Public transport
- Private vehicles

15.25 Other Structure Plan transportation policies include:-

- Cycling and walking facilities (T3)
- Public transport (T5 - T9)
- Highway network policies (T10 - T13)
- Car parking management (T14)
- Freight handling facilities (T16)
- The Kingskerswell Bypass is listed as one of a limited number of road schemes in Proposal T1(1)

15.26 The Devon Structure Plan 2001-2016 (expected to be adopted in Summer/Autumn 2004) identifies Torbay as a Principal Urban Area and **Policy ST13** sets out a range of strategic objectives. In particular **ST13** gives priority to improving road, rail and public transport networks and enhancement of strategic transport routes to the rest of Devon, the region, UK and Europe.

15.27 The Devon Structure Plan 2001-2016 reiterates the integrated approach to transport and land use (TR1, TR2) and seeks to manage travel demand (TR3). The hierarchy of modes is set out in Policy TR5. Policy TR16 sets out travel investment priorities, seeking to support economic development, improve access, reduce congestion and minimise the impact of travel. TR17 proposes the Kingskerswell Bypass as an improvement to the Strategic Road Network.

The Local Transport Plan for Torbay

15.28 The Local Plan seeks to join up Planning and Transportation. The preparation of the Local Plan was undertaken in parallel with the creation of the Local Transport Plan (LTP) which has replaced the 'Transport Policies and Programmes'. The LTP for Torbay 2001-2006 is a strategy for the improvement of all transport systems and promoters working in partnership with operators and other stakeholders. It will provide a means of implementing many of the proposals in this Local Plan.

15.29 The LTP contains detailed traffic management and transport schemes and provides for the implementation of many local plan policies. The LTP also deals with transportation issues that are not related to the development of land.

15.30 The LTP is updated by an annual programme of schemes with details of their implementation. More detailed guidance on transportation assessments and business plans is also produced as supplementary information to the LTP.

Transportation policy issues in Torbay

15.31 Access by road to Torbay has been significantly improved over the last 30 years. However, traffic levels have grown in proportion to this improved network and there remain concerns regarding traffic congestion on the A380 between the Penn Inn and Kerswell Gardens, through the urban area of Kingskerswell. However, increasing levels of congestion on the national motorway network will probably reduce the significance of local delays in terms of long distance travel. National and regional policies relating to the management of this trunk road network are largely outside the influence of Local Plan policies.

15.32 It is relevant to note, however, that the Government is unlikely to sanction any major increase in the capacity of the main road network, unless measures are also put in place to encourage use of alternative modes of transport and reduce future traffic growth. Nevertheless, the Council considers that an improved northern approach road into Torquay (the A380 Kingskerswell Bypass) is important to Torbay's economic future and **Policy T21** safeguards land for the likely route for this road. Without this scheme, the effective enhancement of local bus services and the reduction of pollution and traffic impact for northern Torquay will be impossible.

15.33 Torbay still has good connections to the main railway network and there is capacity for improvement

on the local rail line. Long distance mainline services still connect to many parts of the country and there is now evidence of increased use of the system for both freight and passengers. There is some concern regarding the capacity of the network up-line, which are the subject of regional proposals for improvement. The Council has adopted a clear statement of its aspirations for the improvement of rail services which have been submitted to the Strategic Rail Authority. This is based on the strategy set out in the LTP and includes a new rail station for northern Torquay (**Policy T14**). Local Plan **Policies T13 to T16** seek to protect and enhance the railway infrastructure, improve conditions for passengers and increased freight use where this appears practicable.

15.34 The local highway network is of mixed standard, with congestion at key junctions, particularly during the summer period, when the influx of holiday visitors results in a 30% increase in traffic levels. The previous policies of completing the Torbay Ring Road as a high capacity dual carriageway have been overtaken by the change in policy which resulted in the Secretary of State's refusal to grant planning permission for Stage 3 of this scheme. A transportation study into the problems of the Western Corridor (the Ring Road from Churscombe Cross, Marldon to Windy Corner, Galmpton) was completed in 2000. The results of this study and issues surrounding the Western Corridor have now been incorporated into the Local Plan and are addressed in **Policy T22**.

15.35 The Road Traffic Reduction Act 1997 places a duty on local highway authorities to review current and future traffic levels and publish its proposals in relation to targets for traffic reduction, if appropriate. The report published by Torbay Council in July 2000 concludes that the local highway network is relatively free from congestion except for a number of key junctions. Additionally, the local levels of air pollution are low and do not warrant severe restraint on traffic growth, even if this could be achieved.

15.36 Consistent with the national approach published by the Government in 'Tackling Congestion and Pollution' (DETR 2000), the Council has not adopted any local targets for the reduction of traffic levels but is placing an emphasis on reducing congestion at the key junctions. However, in order to ensure that new development does not significantly add to the existing problems, a modal split target for new sites has also been adopted. The achievement of this target will depend critically on the implementation of the policies contained in this Plan, notably the provision of adequate accessibility by foot, cycle and

public transport, restraints on the level of car parking and effective travel plans.

15.37 Government policy is clearly stated in PPG6 'Town Centres and Retail Developments' (1996) and PPG13 'Transport' (2001), and indicates support for the retention and development of traditional town centres and gives priority to people over cars in town centres. It is now generally recognised that schemes for improving pedestrian conditions bring economic benefits to town centres such as Torquay and Paignton and it is essential that these improvements are achieved to maintain the vitality and viability of the main shopping streets in Torbay (**Policies T4 to T6** refer).

15.38 There is a critical balance between the provision of car parking, traffic growth, congestion and the need to maintain an adequate access to the town centres for shopping and other related activities. Whilst these policies will largely be found in the LTP, the Local Plan has a role to play in identifying the extent and location of adequate off-street car parking for the town and coastal areas. The LTP's complementary policies seek to ensure consistency in the management of both on and off street parking whilst proposing improved efficiency for existing car parks, which are to be upgraded in terms of their quality and service offered.

Local Plan strategy

15.39 The transportation strategy for this Local Plan is intended to complement and be integrated with land use proposals, with the aim of achieving an environmentally acceptable solution to transport problems throughout Torbay. **Policy TS** seeks to achieve a balance between maintaining accessibility, reducing the environmental impact of transport and supporting the economic regeneration of the area.

15.40 As a Unitary Authority, Torbay Council has responsibility for all aspects of this strategy and will seek to enter into appropriate partnerships with bus, train and lorry operators and to seek a consensus on the way forward when promoting detailed schemes consistent with the policies in this Plan. In particular, the strategy will seek to ensure that new development has adequate accessibility and choice of mode of transport so that workers and residents are no longer dependent totally on the motor car, particularly for fringe development away the town centres.

15.41 The most significant element of local public transport is that provided by the local bus services which penetrate many residential areas of Torbay. Whilst relatively successful as a commercial operation,

these services suffer from traffic congestion on key sections of the network, notably along the coast road. The introduction of measures to assist improved efficiency and penetration of local bus services is therefore an important priority. Access to bus services is now a fundamental requirement for new development. **Policy T1** of this Plan requires development to be accessibly located.

15.42 Sustainable development depends, in part, on the provision of acceptable alternatives to the motor car rather than continuing to generate more traffic on the local road network. In the longer term, the strategy will seek to discourage the growth in the use of the motor vehicles and to encourage the use of alternative forms of transport, particularly public transport and cycling, where there is significant potential for modal switch. A crucial element in this is to ensure that sufficiently attractive alternatives to the car are available. **Policy T1** addresses the issue of development accessibility in line with Government policy, in order to secure sustainable new development and to enable the Council to manage its impact on the transportation system. **Policy T2** sets out the transport hierarchy which the Plan aims to promote, starting with walking. The development of novel forms of transport will be considered whilst other more recognisable forms such as park and ride will have their place in the developing strategy for the area. **Policy T11** sets out considerations relating to park and ride proposals. Other Policies dealing with specific modes of transport are **T3 Cycling, T8 Lorry parking, T9 - 16** dealing with bus and rail transport, and **T17 Water transport**.

Policy T7 seeks to improve access for people with disabilities.

15.43 One of the key elements in the Plan's sustainable transport strategy is its emphasis on the regeneration of town centres in recognition of roles they play as focal points for all sections of the community. Successful town centres are dependent on good access, both in getting to and from them by all forms of transport, as well as within and around them on foot in safety and convenience. In addition, the availability of convenient and safe car parking for shoppers and visitors will be a significant factor in the success of regeneration projects. This calls for a fully integrated approach, both between development and transport proposals but also in achieving a sustainable balance between economic, social and environmental considerations.

15.44 The package of improvements proposed for Torquay town centre (**Policy T4**) hinges on improving the main street from Castle Circus to the harbour as a

safe and attractive shopping street for pedestrians. Similarly, the package of improvements proposed for Paignton town centre (**Policy T5**) revolves around making the core area safer and more attractive for pedestrians. In Brixham, the proposed redevelopment of the town centre car park is the focus for a package of improved pedestrian links and other measures designed to unify the town centre (**Policy T6**).

15.45 The Plan also seeks to ensure that an adequate highway system is maintained. **Policies T18** and **T19** set out considerations in relation to major road and distributor road networks. The difficulties associated with the northern approach road (Kingskerswell Bypass) are addressed in **Policy T21** and the Torquay Northern Distributor Road in **Policy T23**. **Policy T22** sets out schemes to reduce traffic congestion along the Western Corridor. **Policy T20** sets out sustainability and conservation considerations for road improvement schemes. **Policy T24** promotes traffic management zones in appropriate locations. Maximum parking standards for new development are set out in **Policy T25**. **Policy 26** seeks to control accesses onto the highway. **Policy T27** requires that new development is able to be adequately serviced.

15.46 There are many difficulties and conflicts inherent in implementing a sustainable and integrated approach to transport and accessibility, and a significant change in attitude by those concerned with the provision of new development has yet to materialise. It is clear, however, that a balance needs to be achieved between reducing congestion / pollution and supporting economic regeneration for peripheral areas such as Torbay. In this context policies being developed at regional and national level will have particular significance in ensuring that adoption of truly sustainable Local Plan policies do not prejudice proposals for new economic development in the area.

TRANSPORT AND ACCESSIBILITY POLICIES AND PROPOSALS

TS Land use transportation strategy

A sustainable land use transportation strategy will be promoted which will:-

- (1) reduce the environmental impact of transport systems;
- (2) reduce the need to travel by private car;
- (3) encourage sustainable alternatives to the private car and make provision for the needs of non-car users;

- (4) improve road safety and ameliorate the environmental effects of traffic on communities;
- (5) improve Torbay's economic competitiveness
- (6) improve public transport;
- (7) improve service and goods access, particularly to town centres;
- (8) improve accessibility for all sections of the community; and
- (9) restrict new road construction to essential access and to schemes which can demonstrate significant environmental, safety or economic benefits.

Explanation:

15.47 Since 1998 the new Torbay Unitary Authority has reviewed its inherited transport strategy. **Policy TS** seeks to provide a balanced approach towards transportation provision which is consistent with Government advice in the White Paper on Integrated Transport, subsequent advice issued by Government and transport policy set out in PPG13 'Transport' (2001).

15.48 The main elements of the sustainable vision for Torbay are:-

- (1) to maintain and improve the efficiency of the highway network in order to reduce congestion and accidents and assist transport operations;
- (2) an improved public transport system, developed in partnership with the operators, with improved facilities for passengers at bus, rail and coach stations. New park and ride schemes, increased co-ordination between rail and bus and the opening of new rail stations where possible;
- (3) the introduction of Traffic Management Zones for residential roads and other sensitive locations which seek to reduce traffic speeds, remove unwanted traffic and generally improve safety and environmental conditions for local residents;
- (4) a new network of cycle routes throughout Torbay which will safely allow increased use of cycling for journeys to work, school and for recreational purposes;
- (5) the improvement of conditions for shoppers in town centres by a number of measures including pedestrianisation and pedestrian priority schemes, restrictions on servicing hours and improved paved areas and places for people to meet and undertake social activities. This is particularly important in all

three town centres (Torquay, Paignton and Brixham) where there is a significant element of visitor activity during the summer months; and

- (6) achieving consistency of car parking policies, both on and off street, together with the restrictive level of parking for new developments. These are complemented by requirements for improved accessibility to new sites by public transport, cycling and walking.

T1 Development accessibility

New non-residential development will only be permitted where it is possible for more than 50% of the potential users to gain access by foot, cycle or public transport. Provision must be made to encourage the use of walking, cycling and public transport, and to reduce the level of traffic generation. Adequate means of access for non-car traffic and facilities for changing and bicycle parking should be provided. Developers of larger sites will be expected to prepare and implement a travel plan which will address these conditions.

Residential development should be located so that residents have adequate shopping facilities, primary and junior schools, community and healthcare facilities, and other frequently used attractions within easy and safe walking distance. All other less frequently used facilities should be conveniently accessible by bus and cycle route. The design and layout of residential areas should allow bus penetration to within 400 metres of each dwelling.

Explanation:

15.49 It is an important principle that new development should be undertaken in such a form and location that a majority of potential users wishing to gain access to the site may by choice travel by alternative modes to the motor car. In this context potential users include employees, customers and any other person who will need to enter the new development. If new development is located such that it is totally dependent on travel by motor vehicles then there will be little opportunity for the effective implementation of policies which seek to restrain the levels of pollution and congestion by encouraging a switch onto more sustainable modes of transport. The effective implementation of this policy is therefore critical to achieving sustainable development in Torbay.

15.50 In preference, sites should be located where a significant proportion of the potential users can either walk or cycle safely and quickly to the site. This can be

encouraged by the provision of segregated and suitably constructed footways and cycleways from the surrounding residential areas. The provision of good public transport services would normally involve the extension or introduction of new services which can provide access over a wider area. The method of measurement of accessibility to a proposed site will be prepared following advice from Regional Planning Guidance and is likely to define a catchment area for each mode of travel, including the motor car. The proportion that have a choice of travel would then be calculated from the relative populations of the various catchment areas.

15.51 The second part of the implementation of this process is the introduction of travel plans for businesses, schools, hospitals and other organisations. These are intended as a commitment, by the developers and operators of the new premises, to introduce measures which will encourage their staff and customers to use the alternative means of travel which is available in accordance with agreed targets. This might include a variety of measures including the management of car parking, provision of adequate parking for cycles, changing facilities and other inducements such as cheap travel by public transport. Travel plans may also promote safety measures and more environmentally friendly freight movements. Such commitments will be expected to be formally agreed with the Council and will be subject to periodic review for effectiveness.

15.52 All major non-residential development will be required to implement travel plans. This will include all major retail units, office and industrial units over 350m² ground floor area (gfa), hotels and holiday development with more than 15 bed spaces, leisure development of more than 250m² together with any other non-residential development requiring more than 10 parking spaces. In certain critical locations smaller commercial development may also be included in these requirements, particularly where there is concern about the cumulative impact of a large number of small sites. Further details of the requirements of travel plans may be found in the **Environmental Guide (Section 8)** and PPG13 'Transport' (2001) (paragraphs 87-91).

15.53 Where sites are proposed which do not initially meet the criteria set out in this policy, it may be possible for the developer to increase the emphasis on sustainable transport by suitable investment either in cycle tracks, new footways or extended public transport services. Such arrangements would normally be included in a Section 106 Agreement. However, unacceptable development will not be permitted simply

because transportation issues have been addressed satisfactorily by a travel plan or other measures.

T2 Transport hierarchy

All new development should promote the most sustainable and environmentally acceptable modes of transport, having regard to the following hierarchy, which prioritises the most sustainable means of transport:-

- (1) walking;
- (2) cycling;
- (3) public transport; and
- (4) private transport.

Explanation:

15.54 In line with Government policies on sustainable transport and the policies set out in the Devon Structure Plan, the Council will follow the above hierarchy of transport modes to ensure that as much emphasis as possible is given to the most sustainable modes of transport. Walking is the most important mode of transport and much remains to be done to improve the safety and attractiveness of pedestrian routes around Torbay.

15.55 The intention of this policy is to ensure that the hierarchy is taken into consideration when considering all proposals for new development and for other measures that affect land use within Torbay. With this in mind, it is intended that where development does not include proposals for encouraging sustainable modes of transport, this may indicate the proposal is unacceptable. In addition, it is important that development protects rights of way and provides for the needs of walkers and cyclists.

T3 Cycling

The needs of cyclists should be taken into account in the design and implementation of all highway and traffic management schemes; by the provision of strategic cycle routes between the main focal points of Torbay (segregated from vehicular traffic where possible); and by the provision of facilities for secure cycle parking in town centres and other principal destinations.

The following routes are proposed:-

- (1) National Route;
- (2) Coastal Route;
- (3) Northern Approach Commuter Extension;

- (4) Cockington Circuit and link to Coastal Route; and
- (5) Western Commuter Route.

Explanation:

15.56 The Government has published a National Cycling Strategy which includes targets for increasing the use of this sustainable mode of transport by indicating that its use should be doubled by the year 2002 (on 1996 figures) and doubled again by the year 2012. In Torbay, there is significant potential for increased use of cycling, both for commuting and school trips and for general recreational activity in association with residents and holiday visitors. Local Authorities are required to produce a local cycling strategy as part of their Local Transport Plan (PPG13 'Transport' (2001), paragraph 78). The proposed Torbay Cycle Route Network will be implemented through the Local Transport Plan (LTP) and it is expected that new development will ensure adequate accessibility by connections through this network, together with complementary contributions to assist its development.

15.57 Wherever works are undertaken to the public highway, consideration of the needs of cyclists through the provision of safe and convenient routes and junction arrangements (e.g. cycling priority) is essential to ensure safety and encourage increased use of cycling.

15.58 Where major new development is undertaken which is likely to generate a high volume of traffic, developers should ensure that there are secure and convenient cycle parking facilities and that the places of work contain arrangements for showering, changing, etc. Such arrangements will be encouraged through the adoption of a travel plan by occupiers of new development (see **Policy T1**).

T4 Torquay Town Centre improvements

In Torquay Town Centre, it is proposed to improve the environment by:-

- (1) improving pedestrian areas and crossing facilities, together with relocated bus, coach and taxi waiting areas and servicing access on the Strand, Cary Parade and Victoria Parade, with the aim of reducing the segregation between the town and the harbour and improving transport services;
- (2) reducing the volume of vehicles accessing the Fleet Street pedestrian priority scheme during peak periods;

- (3) **providing improved rear servicing to premises fronting Union Street;**
- (4) **implementing a scheme to improve conditions for pedestrians in Union Street in phases;**
 - (a) **firstly, between the Post Office Roundabout and Market Street; and**
 - (b) **secondly, between Market Street and Castle Circus; and**
- (5) **re-organising the existing one-way road systems including Tor Hill Road, Abbey Road, St. Luke's Road and Higher Union Street in order to improve the efficiency of bus services, provide cycle routes and reduce journey length to the main car parks.**

Explanation:

15.59 The main shopping area for Torquay stretches from The Strand, adjacent to the Harbour, through Fleet Street and Union Street to Castle Circus. All the major retail outlets, banks and other services are located along this route. A pedestrian scheme has been in place in Fleet Street for some years, although it has been difficult to enforce, due to the lack of physical restrictions on vehicles entering this area. Union Street, between Market Street and the Post Office Roundabout, has been closed on a number of occasions in recent years as a temporary measure to allow street fairs and other activities to take place within the highway. The permanent pedestrianisation of this part of Union Street was opened in January 2004. It is acknowledged that the re-routing of vehicular traffic requires careful consideration and that there are servicing issues to be resolved for some properties at the lower end of the street, in particular the Post Office. It is also important to ensure access for emergency vehicles. Further changes to this scheme are likely until an acceptable compromise is achieved. Full pedestrianisation of Fleet Street is not considered to be feasible as this a key section for local bus services and many properties only have frontage access. However, it is proposed to enforce and enhance the current scheme by restricting deliveries during the working day but allowing buses to continue to use the street.

15.60 The upper end of Union Street between Market Street and Castle Circus is the subject of many conflicts with competing uses of buses, servicing, through traffic, parking, taxis and, of course, pedestrians. Some sections of pavement are relatively narrow and the Council will increase the space for pedestrians and aim to reduce the number of vehicles which need to use or access the street during the shopping day. Full pedestrianisation is unlikely, as this will require significant diversion of local

bus services and construction of difficult servicing arrangement to some properties. However a scheme for the improvement of Temperance Street/Lower Union Lane which provides rear servicing to many properties will be promoted with the possibility of using this for service traffic during the working day.

15.61 The Strand and Cary Parade adjacent to the harbour are part of the coast route and experience some congestion during the summer period. They are also a key location for bus services, coaches and taxis. A reorganisation of the kerbside space is to be considered in order to relieve some of the congestion and conflicts between different vehicles. The scheme may also include widened pavements and improved pedestrian crossing facilities between the harbour and the town side. Victoria Parade is also a through route between the main coastal movement and the residential and hotel areas to the south-east of the town. Access is also currently obtained to the Beacon Car Park from this street. This street has a key relationship with the harbour front and consideration will be given to improving conditions for pedestrians along both sides of this road as part of the regeneration of the area (see **Policy TU1**). The new pedestrian footbridge across the harbour, which opened in June 2003, has contributed greatly to enhancing pedestrian circulation in this area.

15.62 Located to the north-west of the town centre between Castle Circus and Newton Road is the local shopping centre of Torre (see **Policy S10.14**). The roads around this area make up a complex system of one-way streets, which is designed to ease traffic flows as they enter the town. This has the unfortunate effect of creating a confusing entrance into the town for visitors on the main route from the north and add significantly to the length of some bus journeys and difficulties for cyclists and pedestrians. It is proposed, therefore, to review current arrangements and to consider whether improvements to the routing of traffic will assist in reducing the length of travel to the main car parks, increasing the efficiency of the bus services and providing a more obvious route into the town centre for visitors. A key element in this is to improve Torre's environment for residents and shoppers.

15.63 The details of all these schemes and those in Paignton and Brixham are being progressed through the LTP. A detailed transportation study of the whole of Torquay town centre by WS Atkins Consultants (January 2002) has also identified these schemes amongst over thirty individual schemes which together form a coherent long term traffic and transport plan for the central area. A number of these are in the process of being implemented.

T5 Paignton Town Centre improvements

In Paignton Town Centre, it is proposed to improve the environment by introducing environmental and pedestrian space enhancement schemes at:-

- (a) Hyde Road;
- (b) Station Square;
- (c) Esplanade Road; and
- (d) the Harbour area.

Explanation:

15.64 Paignton town centre is located at the focus of a number of routes, particularly the north-south coast route and the main route into Totnes from the east. As a result, it suffers significantly from a large number of local traffic movements passing through the town in different directions. The Esplanade on the seafront provides a relatively congestion free route around the town centre but this is inaccessible for traffic approaching from the west. Within the town centre, Hyde Road/Great Western Road and Torquay Road form relatively congested internal one-way system which provides for through movement in the north-south direction.

15.65 The town centre is an important shopping centre and also attracts large numbers of holiday visitors during the peak of the season. There are significant pedestrian conflicts between moving and parked vehicles in some parts of the town centre and it is proposed, therefore, to undertake a number of enhancement schemes which are aimed at improving conditions for pedestrians. In particular, closure to traffic during the working day has been implemented at Victoria Street and Parkside Road. Space and environmental improvements (including hard and soft landscaping) are to be investigated for Hyde Road, Station Square and other areas in that vicinity. However, it is important that adequate access for emergency and service vehicles is retained. Further analysis of transport issues within the town and detailed recommendations are set out in the Paignton Central Area Transport Study (Parsons Brinckerhoff, December 2002).

T6 Brixham Town Centre improvements

In Brixham Town Centre it is proposed to improve the environment by:-

- (1) improving the pedestrian links between Fore Street and Middle Street via a pedestrianised Union Lane;

- (2) improving the servicing arrangements for properties in Fore Street, whilst enhancing the pedestrian priority schemes;
- (3) providing a new access road to the Fish Quays and Oxen Cove, as part of the Brixham Harbour regeneration scheme;
- (4) supporting the redevelopment of the town centre car park in Brixham (incorporating a medium scale provision of new shopping and residential uses) to provide short stay parking with priority for shoppers; and
- (5) providing a car park for long-stay parking at Torbay Trading Estate, New Road, in association with the above.

Explanation:

15.66 Brixham town centre is made up of a variety of narrow streets with limited parking and difficult conditions for larger vehicles. Fore Street is closed to traffic during the working day. Key improvement proposals include the redevelopment of the town centre car park as part of a residential and shopping development (see **Proposals H1.18** and **S5.4**). This car park would be enhanced in its role for short-stay parking for shopping. Longer-stay visitor parking may at some future stage in the Plan period be provided through a park and ride scheme (see **Policy T11**). Such schemes are considered to be an integral part of the Council's Transportation Strategy and can help to reduce town centre congestion and pollution. Whilst limited improvement to the current situation is possible without major demolition, it is proposed to improve the pedestrian circulation by various minor schemes in the vicinity of Fore Street. Regeneration of the Brixham harbourside and waterfront (see **Policy TU1**) requires that good pedestrian links are provided and that the issue of parking in Brixham is addressed. It is important that adequate provision is made for emergency and service vehicles.

15.67 Oxen Cove/Freshwater is the alternative main car park for the town centre and has an extremely poor access. It is currently used as the main stopping point by coaches for visitors to the town centre. There is also a scheme to improve conditions at the Fish Quays (part of the Brixham Harbour Improvement Scheme), including a proposal for a new access road which can also serve to improve arrangements for accessing the existing car park.

T7 Access for people with disabilities

Access for people with physical and sensory disabilities will be enhanced in particular by:-

- (1) **improvement of principal pedestrian routes between focal points in the town centres where topography permits (e.g. civic buildings, main shops, community, leisure and eating areas and public transport stops) to ensure that they can be negotiated by unassisted people with disabilities; and**
- (2) **identifying and addressing difficulties with car parks, pedestrian areas, and other related infrastructure to ensure that there is no particular disadvantage incurred by this group of travellers.**

Explanation:

15.68 There is an increasing focus on the problems faced by disabled people in achieving access to shops, local services and other important functions of the town centres. It is estimated that around 5% of the Torbay population have moderate to severe disabilities which rises to around 15% if the definition is extended to those who have some form or degree of disability.

15.69 The Torbay Council Equalities Group is consulted on proposals for improvements and planning applications. Improvements to these services will be considered through the programmes in the LTP. The Council supports shop-mobility schemes in Torquay and Paignton and a Ring and Ride Service for those whose disability qualifies them for particular assistance. An important consideration is now the implementation of the Disability Discrimination Act 1995 which requires organisations, property owners and employers to ensure that people with disabilities can gain appropriate access to services and properties and are not discriminated against because of their disability. The Council will meet the requirements of this Act and ensure that those with whom they have dealings are also aware and follow the requirements to improve conditions for the disabled.

15.70 It is particularly important to recognise that many disabled and mobility impaired people depend on using a private motor vehicle as the most convenient and sensible form of access to town centres and other public places. The Council will, through the Local Transport Plan, pursue improvement schemes such as dropped kerbs, pedestrian priority, tactile paving and the removal of highway obstructions to ensure ease of movement for people with wheel chairs, visual disabilities and other problems. The Council will also support the improvement of public transport and related facilities which will be accessible to people with physical and sensory difficulties.

15.71 The up-grading of existing buildings, and provision of access and facilities for use by disabled

people in new development is covered by Building Regulations. However identifying such issues within the Development Control process can help ensure the provision of facilities and assist the effective operation of the development process.

T8 Lorry parking

The provision of lorry parks will be permitted in locations which:-

- (1) **do not adversely affect the amenities of residential areas;**
- (2) **are well-related to employment areas; and**
- (3) **are close to convenient public transport and accommodation.**

Explanation:

15.72 The existing areas of lorry parking are at Lymington Road, Torquay and on the Leisure Centre Car Park at Clennon Valley, Paignton. In both cases there is some conflict with other users and these sites tend to draw lorries through residential and tourist areas and are somewhat remote from the main areas of access for such vehicles. The Council will therefore be reviewing these arrangements and looking for improved locations for lorry parking as part of on-going development of this transport strategy. The Government have published a policy document 'Sustainable Distribution: A Strategy' (March 1999) which seeks to integrate freight transport with sustainability and other areas of Government policy. This will be taken into account when progressing proposals for lorry parking and routing. In particular this requires that the Council works with freight operators and businesses to reduce problems such as congestion, emissions and noise arising from freight distribution.

T9 Bus network measures

The Council will implement measures to give buses priority where congestion occurs in order to improve the efficiency and frequency of services. Locations at which such measures will be introduced will include:-

- (1) **Tweenaways Cross junction, Paignton;**
- (2) **Windy Corner junction, Paignton; and**
- (3) **The A379 Dartmouth Road/A3022 New Road junction, Churston.**

Explanation:

15.73 Bus services are more attractive where journey times are reduced and punctuality is increased.

Highway bus priority measures address both of these important factors. Through both low tech solutions, such as bus lanes and high tech telematic solutions the Council will place a high emphasis on the development of bus priority. This will commence with the principal coast route (bus service 12) linking Brixham, Paignton and Torquay with Newton Abbot.

15.74 Working in partnership with bus operators, the aim will be to maximise the benefits of investment in bus priority schemes and encourage reciprocal investment in vehicles and services by operators. Consideration will be given to the introduction of local bus quality standards, where access to parts of the highway network will only be given to operators who meet at least the minimum standard. The intention, in time, is to provide a network of strategically linked bus priority measures that cumulatively result in significant time savings for passengers.

T10 Transportation interchanges

Improved facilities for interchange for all appropriate forms of transport services in Torbay are proposed at the following locations:-

- (1) Torre Railway Station, Torquay;
- (2) Lymington Road, Torquay;
- (3) Torquay Railway Station;
- (4) The Strand, Torquay;
- (5) Victoria Car Park, Paignton;
- (6) Paignton Bus and Railway Stations;
- (7) Goodrington Station, Paignton;
- (8) Churston Station; and
- (9) Bank Lane, Brixham.

Explanation:

15.75 The improvement of bus and rail interchange facilities represents a major facet of the transport strategy for Torbay. It is recognised that to achieve growth in public transport use, emphasis needs to be placed upon the quality, the comprehensiveness and the convenience of interchange facilities. The vision is to achieve an integrated transport system, where interchange facilities promote the notion of the seamless journey, with improved links between appropriate modes of transport, in particular bus and rail. This will be achieved through the Local Transport Plan.

15.76 This strategy will be promoted in partnership with station owners/transport operators and should link together with plans for enhancing the range of bus/rail services provided. Improvements to interchange facilities will involve:-

1. safer pedestrian routes;
2. safer cycling routes;
3. improved forecourt access for bus services;
4. improved taxi ranks;
5. more comprehensive provision of information;
6. improved lighting and signage; and
7. improved passenger facilities.

15.77 Improvement of Paignton railway and bus stations will be pursued as part of a wider redevelopment scheme (see **Policies H1.14, E1.13, S2 (TM7), S5.3 and Policy T15**).

T11 Park and ride

A park and ride scheme is proposed at Lawes Bridge, Torquay.

Park and ride schemes elsewhere will be permitted where they:-

- (1) **contribute to the objectives of Policy TS in developing a sustainable Transportation Strategy, improving accessibility and reducing town centre congestion and pollution;**
- (2) **are located on the edge of, or close to, the built up area, preferably near to radial and orbital routes, in order to maximise accessibility from the surrounding catchment area;**
- (3) **do not have an unacceptable adverse impact on prevailing landscape, nature conservation, countryside and agricultural land protection policies; and**
- (4) **have satisfactory vehicular access and do not create conditions of danger to road users.**

Explanation:

15.78 The establishment of a strategically located park and ride scheme on the northern fringe of Torquay and the consideration of possible schemes serving Brixham and Paignton are integral elements of the Council's transportation strategy. A site at Lawes Bridge is proposed to serve Torquay. No specific site has been identified to serve Brixham or Paignton; however, if a suitable site comes forward during the Plan period, it will be assessed on the basis of the criteria set out above.

15.79 The Lawes Bridge site, situated off the A3022, Riviera Way, is easily accessible to traffic coming into Torquay (on the main arterial route) using a new slip road which has recently been completed in conjunction with adjacent development. This site is intended to attract commuters, hospital visitors, shoppers and tourist visitors. There are two possible routes into town, on which bus priority measures could be implemented, to ensure a rapid journey time. Complementary parking restraint measures will be required in the town centre.

15.80 Properly located park and ride schemes can help to reduce town centre congestion and pollution. They can also lead to a reduction in car journey length and improve the accessibility of urban centres. PPG13 'Transport' (2001) (paragraphs 59-63) suggests that park and ride schemes are most effective where:-

- they are located a reasonable distance from the urban centre which they serve, ideally at the intersection of radial and orbital routes;
- an urban centre is served by a number of high quality sites;
- services are complemented with measures on bus priority and car use in urban centres; and
- they are part of an overall strategy for sustainable transport. PPG13 states that park and ride schemes should not be designed to increase the total public parking stock available in a town, or encourage additional travel (paragraph 61).

15.81 In pursuing park and ride schemes, particular attention will be paid to ensuring that they are attractive to motorists. Comparison in terms of both journey time and costs will need to favour park and ride (over town centre parking) to ensure successful catchment. All operational aspects of these schemes will be appraised in partnership with local bus operators as the sites are developed. It is important that necessary access arrangements can be made without compromising safety or causing congestion.

15.82 Because they are often located within the urban fringe, park and ride schemes are likely to be within areas covered by landscape or countryside protection policies. Sites should be appropriately located and sensitively landscaped in order to minimise their impact on landscape, nature conservation, and countryside interests. Facilities such as shelters and security features (e.g. lighting and CCTV etc) are appropriate for park and ride schemes. Schemes should be in accordance with **Policy EP5** in terms of minimising light pollution. However, buildings

and other features should be kept to a minimum where they would conflict with other Local Plan Policies. In particular, park and ride schemes should not be seen as setting an undesirable precedent for creeping urbanisation of the site or surrounding area.

15.83 Further information on the creation and operation of Park and Ride schemes is available on the Department of Transport website.

T12 Lymington Road Coach Station

The improvement of passenger facilities at Lymington Road Coach Station, Torquay is proposed.

Explanation:

15.84 Located on the fringe of Torquay's central area, the coach station (which is also used as an overnight park for heavy goods vehicles - see **Policy T8**) has been under-utilised for some time. Although the coach station is used on a daily basis for scheduled express coach departures to a range of national destinations, only limited use is made of it by excursions/tour operator coach organisations. The majority of hotel and holiday accommodation in Torquay is located away from the coach station and there is an established practice of parking coaches overnight within the forecourt of the associated accommodation. However, improvements to facilities for passengers is required.

15.85 The distance of the coach station from the centre of the local bus network limits its extended role as a bus station. With only a proportion of the coach station site required to maintain existing operational activity, the re-use of part of the site may be appropriate. Any scope for development will be assessed in due course and outlined through a development brief in the context of relevant Local Plan policies.

15.86 The lack of soft landscaping, facilities and general poor quality environment is a cause for concern. In addition, there are concerns about security, particularly at night. Schemes for improving passenger facilities and security will therefore be supported by the Council in principle.

T13 Railway land

Proposals for the redevelopment of railway land will not be permitted where these would prejudice the operation or enhancement of the railway system.

Explanation:

15.87 Rail transport to Torbay is strategically important economically and socially. The railway will play an increasingly important role over the next decade, with the latest forecasts predicting a 30% plus increase in demand for passenger travel over this period. The challenge for rail organisations and local authorities will be to deliver much needed improvements to stations (and services) particularly in terms of providing greater modal integration. The availability of adjoining land at stations will therefore play a vital role in relation to enhancement plans at local stations. PPG13 'Transport' (2001) (paragraph 48) indicates that disused land at transport interchanges, including stations, should not be developed if this would sever their role or potential for improving freight or passenger facilities.

T14 New railway stations

A site for a new railway station is safeguarded at Kerswell Gardens, Torquay.

Explanation:

15.88 Torbay's residential population is served by only three railway stations. Only a fraction of the population live with easy walking distance of these stations. The railway line (which is dual track) has sufficient residual capacity to allow for an additional station, without compromising operational imperatives.

15.89 On the northern fringe of Torquay, the need for a station site near Kerswell Gardens has been identified. This facility would have potential to service the Willows District Centre together with existing and proposed employment and residential areas, and Torbay Hospital. An area of search to the east of Scotts Bridge is therefore safeguarded on the Proposals Map. The precise location and layout will be determined through the Local Transport Plan following further investigation of site characteristics. This process will include consideration of access arrangements, relationship to adjoining land uses (existing and proposed) and amenity and environmental considerations. In addition, technical issues relating to track gradient and curvature will also require assessment. Furthermore, the area around Hamelin Way (to the west of Scotts Bridge) is not considered to be appropriate because of likely conflict with the proposed junction of the Kingskerswell Bypass (see **Policy T21**).

T15 Improvement of Paignton Railway Station

The redevelopment of passenger facilities and access arrangements at Paignton Station is proposed and will include an element of mixed retail, commercial, residential and car parking use. The redevelopment should be an integral part of the development proposed in Policies H1.14, E1.13, S5.3 and T10.6.

Explanation:

15.90 The quality of the station environment and the facilities provided for passengers at Paignton Railway Station fall short of what both residents and visitors expect of an interchange facility of this size. The existing arrangements at the station also tend to segregate the Steam Railway (Dart Valley Light Railway) from the conventional railway. Improvements to the station could be brought about through re-development, including the relocation of the nearby bus station within the site (**Policy T10.6**).

15.91 As part of this redevelopment, consideration would be given to allow a change of use on the existing bus station site, provided that the following conditions can be met:-

- a development brief for the area should be prepared to assess the implications of any re-development. This should satisfactorily accommodate the mixed use development proposed on the site (see **Policies H1.14, E1.13, S2 (TM7), S5.3 and T10.6**);
- the bus station should be relocated and combined with the railway station. The resultant station should be of comparable size to the sum of the two existing stations and should not result in significantly less operational capacity than currently provided on the two sites. This may involve the part utilisation of car park and brownfield land along the boundary of the current railway station site;
- adequate car parking space will need to be retained; and
- adequate space should be provided for taxis to wait and pick up passengers directly outside the station entrance.

T16 Redevelopment of Goodrington Railway Station

The redevelopment and improvement of Goodrington Station, including the provision of a passenger facility and freight handling facilities, are proposed.

Explanation:

15.92 Goodrington Station, Paignton is currently used by the Steam Railway and also on a temporary basis as a freight facility. Freight operations have only recently returned to the site after many years of disuse; however, further investigations will be required to identify a long term freight market at this site. An improved highway access to this site is proposed.

15.93 The site has a number of advantages, such as the adjacent car park and relatively good access, and may have potential for increased use for both freight and passengers. Further detailed study is required of the operational and practical implications for increasing the use of this facility. In the meantime the existing railway operational land will be protected from development (see **Policy T13**).

T17 Water transport

On-shore facilities required in conjunction with the provision of local passenger ferry services will be permitted in Torquay and Brixham harbours subject to suitable access, servicing, parking, amenity and environmental safeguards.

Explanation:

15.94 The existing ferry services link Brixham and Torquay during the summer and provide a valuable alternative form of transport for tourists. However, the location of these ferry services, together with potential for similar services to Paignton, is consistent with Government policy for encouraging sustainable alternatives to motor vehicles and reducing congestion along the coast road. Adequate provision for landing facilities in association with improved ferry services will be made as part of the Torquay Waterfront Project, the Brixham Harbour Regeneration Scheme and when considering other proposals for the redevelopment of the harbours. The Local Transport Plan will be considering ways in which an enhanced ferry service can be provided between the three towns.

T18 Major Road Network

The Major Road Network for Torbay is defined on the Proposals Map. New access points to the Major Road Network will not be permitted where they would reduce road safety or detract from or conflict with the function of the route.

Explanation:

15.95 The primary function of the major road network is to cater for the longer distance movement

of traffic and road-based public transport (buses, coaches and taxis). If the capacity of this network is compromised, traffic may seek alternative routes through minor roads in residential and shopping areas. Excessive delays would be a particular disadvantage to local bus services. This network will be managed and improved in order to maintain its operational efficiency, whilst seeking to improve road safety, reduce conflicts and, where possible, to give adequate priority to pedestrians, cyclists and public transport. The details of this policy in operation will be found in the Local Transport Plan.

15.96 Where development proposals are likely to have an impact on the major road network, they will only be permitted where the impact does not significantly reduce its capacity or impose delays to essential services. New accesses must be constructed to standards consistent with Government guidelines for safety and operation and will need to make adequate provision for pedestrians and cyclists. Improvements to the highway intended to ameliorate the impact of new development may be funded by the developer, secured by an appropriate legal agreement.

T19 District Distributor Road Network

The District Distributor Road Network for Torbay is defined on the Proposals Map. Direct access to new premises will not be permitted where this would reduce road safety or detract from or conflict with the function of the route.

Explanation:

15.97 District distributor roads are through routes which distribute traffic to and within districts. They will often provide access to major developments and will provide key routes for local bus services. In residential areas they form the link between the main road network and residential roads. Facilities for pedestrians and cyclists are particularly important on these routes. It is therefore important to reduce the impact of turning and stopping vehicles to a minimum.

15.98 Where development proposals are likely to have an impact on the distributor road network, they will only be permitted where the impact does not significantly increase traffic congestion or difficulties for public transport, cyclists and pedestrians. New accesses must be constructed to standards consistent with the Government guidelines for this type of road having regard to safety and operation, and must make provision for pedestrians and cyclists. Improvements to the highway intended to ameliorate the impact of new development may be funded by

developer contributions secured by appropriate legal agreements.

T20 Road improvements

Schemes involving the improvement of roads will be permitted only where there is adequate provision for pedestrians, cyclists, appropriate bus priority measures and conservation interests are protected.

Explanation:

15.99 Government policy is now based on the premise that the provision of new traffic capacity will often be self-defeating as it tends to encourage greater use of private motor vehicles, thus increasing pollution and traffic congestion on other sections of the network. However, there are likely to be occasions where local highway improvements are necessary in order to improve road safety, secure important environmental benefits, assist public transport operations, accommodate traffic from essential new development or relieve particular bottlenecks or hazards. Where new road schemes are considered essential, it is important that they meet the overall aims of the transport strategy by providing adequate arrangements for vulnerable road users and public transport. The impact of the proposal on environmental and conservation interests is an important consideration and will need to be balanced against the economic and social benefits of the scheme.

T21 Improved northern approach road

The route for an improved northern approach road to Torquay is proposed. The indicative route shown on the Proposals Map will be safeguarded to include the southern end of the proposed A380 Kingskerswell Bypass.

Explanation:

15.100 The A380 through Kingskerswell is the most important external communication link into Torbay with a daily average flow of 33,000 vehicles. There has been a long established need to seek improvements to the highway network in order to reduce traffic congestion, mitigate the impact of this traffic on local residents and improve the accessibility of Torbay to the regional and national networks. The development of a bypass is considered vital to the economic future of Torbay. Whilst outside Torbay's boundaries, the safety and environmental benefits for Kingskerswell of removing the heavy volume of traffic on the existing A380 is also an important consideration. The

Kingskerswell Bypass has featured as a key priority in the County Council's Transport Strategy for many years and it is recognised as a programme scheme within the Adopted Devon Structure Plan First Review (1999), as well as the Devon Structure Plan 2001-2016 (expected to be adopted in Summer/Autumn 2004).

15.101 The Government's policy to allow new roads only where there are no practical alternatives is evidenced in its recent announcement of new bypass schemes (see paragraph 15.13). A fundamental review of the need for improvements and the alternatives available for reducing the current problems has been undertaken by consultants on behalf of Devon County Council and Torbay Council. This study has confirmed that building a new road to bypass Kingskerswell is the only practicable way of improving access to Torbay for long distance traffic and local public transport, as well as reducing the air pollution problems in this corridor.

15.102 Only the southern end of the proposed Kingskerswell Bypass is in Torbay and the Proposals Map indicates a safeguarded area at Edginswell to accommodate the proposed route. Its indicative land-take is based on the most recent research data available.

15.103 A number of concerns have been raised about the impact of the proposed route upon nature conservation. It is considered critical that the scheme has proper regard to important habitats and that any unavoidable environmental / ecological harm caused be adequately mitigated. Similarly, the bypass should be part of a wider improvement scheme that seeks to encourage alternative forms of transport and improve conditions for non-car users within the corridor. The full assessment and implementation of the proposed scheme will be carried out through the Devon and Torbay Local Transport Plans, which also provide further details of the preferred Bypass route, including its link to Torbay. Development is programmed to take place during the later phase of the Local Plan period.

T22 Western Corridor

Schemes are proposed to reduce traffic congestion, improve the accessibility of existing property and allow the release of new sites allocated for development along the Western Corridor route including:-

- (1) improvements to Kings Ash Road, and the surrounding road network, if necessary, to address the difficulties experienced by HGVs and coaches on this section of Ring Road;**

- (2) the improvement of the Tweenaway Cross junction, Paignton;
- (3) improvements to the existing alignment and junctions of the A3022 between Tweenaway Cross and Windy Corner, Paignton;
- (4) improvement to the Windy Corner junction, Galmpton, Paignton; and
- (5) improvement of the A379 Dartmouth Road / A3022 New Road junction, Churston.

Explanation:

15.104 The Western Corridor is defined as the A380/A3022 between Churscombe Cross and Windy Corner, including side roads and other junctions directly affected by the route. The route forms part of the Torbay Ring Road which is part of the National Primary Route Network but it is accepted that its prime function is to accommodate traffic with both origin and destination within Torbay.

15.105 In April - June 1996 a Public Inquiry was held into the planning application to construct Stages 3 and 4 of the Torbay Ring Road. The Secretary of State accepted that steps needed to be taken to relieve the traffic congestion caused by the weight of traffic carried on the existing Kings Ash Road, but ruled out the Plateau Route, which was the alignment of the application, on planning and environmental grounds, concluding that it had a “more damaging impact on the local environment than the route identified in the adopted Torbay Local Plan” (i.e the ‘Valley Route’).

15.106 The Secretary of State did not pass comment on the Valley Route, but indicated that a fundamental reassessment was required in order to establish whether road building was the most sustainable option.

15.107 The Council therefore commissioned a transportation study into the options for improving traffic and travel conditions along the Western Corridor.

15.108 The key findings of this study indicate that the main restrictions in traffic flow relate to the two junctions of Tweenaway Cross and Windy Corner. Many other sections of this route are identified as sub-standard, particularly Kings Ash Hill and sections between Yalberton Road and Long Road. The study identified in particular that the majority of traffic (around 80%) was locally based, undertaking relatively short trips along the corridor for purposes of gaining

access to employment sites, residential areas and other activities. As a result, the emerging strategy, which is fully detailed in the Local Transport Plan, has identified a potential for significantly increasing the proportion of travel undertaken by foot, cycle and public transport with the appropriate improvement to the local infrastructure and bus services to support this growth. The impact of additional traffic generated by vital employment development in the Long Road/Yalberton area should be reduced to a minimum by the introduction of travel plans (see **Policy T1**).

15.109 The adopted strategy therefore concludes that it will not be necessary to build a new road for the purposes of providing adequate capacity to access the proposed developments along this route. However, the gradient and condition of Kings Ash Hill remains a significant problem. Improvements will therefore be carried out to Kings Ash Road, and the surrounding road network if necessary, to address the particular problems experienced by HGVs and coaches.

15.110 This corridor is likely to be improved through a series of improvement schemes to various sections of the road, such as junction improvements at Tweenaway Cross and Churston Cross. The Council will ensure that the environmental impact on features such as Churston Common is minimised. Key schemes such as these will be required to accommodate the additional traffic from the proposed development sites identified in this Plan. It will therefore be a requirement of development in this area that appropriate contributions are made to the improvement of the local road network and the provision of improved routes for pedestrians and cyclists. A significantly improved public transport system based on local bus services is also required and will need to be supported in the early years by appropriate contributions from developments. Torbay Council will also be seeking appropriate support for the development of these services. All contributions towards highway and transport improvements will need to be secured by appropriate legal agreements.

T23 Torquay Northern Distributor Road

An extension to the new Torquay Northern Distributor Road is proposed, comprising the improvement and extension to Happaway Road/Coombe Road from an improved junction with Barton Hill Road to a new junction with the A379 Teignmouth Road to the north of the St. Marychurch Bypass.

Explanation:

15.111 The development of a recognisable distributor road across northern Torquay has progressed steadily over the past 10 years as part of the Scotts Bridge/Barton development. This route now consists of the spine from Riviera Way to Beechfield Avenue including the complementary Beechfield Avenue link. The section of road between Barton Road and Teignmouth Road now appears to form a missing gap in the completion of this northern distributor road. However, as the Beechfield Avenue link has only recently been completed, it is unclear at this stage as to whether there is a significant volume of traffic which needs to cross the area and whether this is causing environmental problems for residents in that area. This indicates a need for further study once the traffic patterns of the new road network have settled down and the implications of the Barton/Hele/Watcombe Traffic Management Zone which is currently being prepared, have been fully assessed. It is therefore necessary to maintain the proposal to complete the final section of the northern distributor road pending the results of this up-to-date study.

T24 Traffic Management Zones

Traffic Management Zones will be implemented in the areas shown on the Proposals Map, in the interests of safety and amenity. Within these zones measures will be introduced to reduce the speed of traffic, reduce unnecessary use of local roads and achieve safer routes to schools, shops and other local services. New development within or adjacent to these zones will be required to make appropriate contributions to these works.

Explanation:

15.112 PPG13 'Transport' (2001) indicates that traffic management measures should be promoted to improve the quality of local neighbourhoods, enhance the street environment and improve road safety. Residential areas, shopping streets and areas close to schools are appropriate for traffic management (paragraph 68).

15.113 Many of the older residential areas of Torbay comprise a mixture of sub-standard roads with difficult alignments, poor footways and virtually no provision for cyclists. Public transport has difficulty in accessing some areas and there is a general wide-spread problem of traffic penetrating these areas, taking short-cuts and often travelling at excessive speeds in relation

to the residential nature of the area. Similar concerns relate to the traffic conditions around the local shopping centres and the Council therefore is undertaking a series of investigations to identify those areas at most risk from these problems. It will bring forward, through the LTP, a series of measures in each area which will seek to reduce the impact of this traffic. Such schemes will usually comprise a variety of traffic management or traffic calming and speed restraint measures with the aim of improving road safety and reducing the impact of extraneous traffic on these areas. The works involved with these schemes will often be small scale and will be a significant benefit to the safety and amenity of local residents, pedestrians, cyclists and public transport users. It is important that such schemes are carried out in consultation with the emergency services.

15.114 New development close to residential areas, schools, etc. may be required to enter into legal agreements to ensure that traffic generated by the development does not create additional road hazards. **Policy CF6** sets out a framework for developer contributions towards infrastructure.

T25 Car parking in new development

Standards for the provision of private parking spaces for all new development are set out in the schedule below. The standards indicate a maximum provision that will only be permitted where there is sufficient justification shown for the full standards to be allocated.

Parking provision for major, non-residential sites will be based on an assessment of parking needs, to be defined as part of a travel plan to be submitted by the developer and agreed by the local planning authority. Car parking provision in excess of the assessed need will not be permitted, except on a temporary basis during the implementation of the travel plan.

Type of development	Estimated requirement	Notes (see Schedule)
RESIDENTIAL		
a) Dwelling houses	2 garages / car parking spaces per dwelling unit within the curtilage; or 1 car parking space per dwelling plus 1 visitor's space per 2 dwellings located within reasonable walking distance of the units to be served. In locations such as town centres where services are readily accessible by walking, cycling or public transport this standard may be lowered to 1 garage/parking space per dwelling.	See Notes 9, 10 and 11. Developers should have regard to the need to keep the average car parking provision to no greater than 1.5 off-street spaces per dwelling, in line with the advice in PPG3. This standard would apply to the provision of all or part of the parking in communal areas
b) Flats	1 garage / parking space per unit plus 1 space per 2 units for visitors.	Where the levels of the site permit, it may be appropriate that residents' parking spaces will be provided within the building on new development. See Notes 9, 10 and 11.
c) Elderly persons' sheltered flats / dwellings	1 space per 2 units. 1 space per 2 units. 1 space per 2 units.	See Notes 4, 11 and 12.
d) Homes for the elderly and people in need of care	1 space per 8 residents.	See Note 4
HOLIDAY DEVELOPMENTS		
a) Hotels and guest houses	1 space per letting bedroom, plus 1 coach space per 15 bedrooms.	See Note 13.
b) Holiday flats	1 garage / parking space per unit.	See Note 14.
c) Caravans (static holiday)	1 parking space per unit.	
d) Holiday chalets	1 parking space per unit.	
SHOPS		
a) Food retail above threshold of 1,000m ²	1 car space per every 14m ² of gross floorspace.	This retail standard will not apply in town and district centres, where the Local Planning Authority will be looking to secure better use of existing off-street parking, and achieving more short-term parking for shoppers and tourists at the expense of long-term parking for commuters.
b) Large non-food stores above threshold of 1,000m ²	1 car space for every 20m ² gross floorspace.	See Note 7.
c) Garden centres	1 space for every 30m ² of display area to which the public has access.	See Note 7.

HIGHER AND FURTHER EDUCATION		
a) Higher and further education establishments	1 space per 2 staff, plus 1 space per 15 students attending the establishment.	Relates to total number of students visiting the establishment, rather than full-time equivalent figures
HOSTELS AND INSTITUTIONS (including educational establishments not noted above)		
a) Hostels and institutions	Special evaluation required according to type.	
RESTAURANTS, FAST FOOD TAKE AWAYS, PUBLIC HOUSES AND LICENSED CLUBS		
a) Restaurants, fast food take aways, public houses and licensed clubs	Special evaluation required according to location.	Should be located to use public parking wherever possible.
PLACES OF ENTERTAINMENT AND LEISURE		
a) Cinemas and conference facilities above threshold of 1000m ² of gross floorspace.	1 space per 5 seats.	
b) Class D2 (assembly and leisure other than cinemas, conference facilities and stadia), above threshold of 1,000m ²	1 space per 22m ² of gross floorspace.	
OFFICES AND INDUSTRY		
a) B1 including offices above threshold of 2,500m ² of gross floorspace	1 space per 30m ² .	
b) B2 general industry	1 space per 35m ² .	
c) B8 storage and distribution uses as described in Class B8 of the Town and Country Planning Use Classes Order 1987 (as amended).	1 space per 200m ² of gross floorspace.	
MOTOR REPAIR GARAGES AND SERVICE STATIONS		
a) Motor repair garages and service stations	1 visitor's car space for every 10 cars displayed for sale, 3 car spaces for each vehicle service bay.	
SQUASH COURTS		
a) Squash courts	1 car space per court plus 1 additional space for every 10 spectator seats.	See Note 8.

SWIMMING POOLS		
a) Swimming pools	1 car space per 10m ² of water space.	See Note 8.
OTHER LEISURE AND RECREATION FACILITIES (not noted above)		
a) Other leisure and recreation facilities	1 car space per 25m ² .	
MARINAS		
a) Marinas	1 car space for every 5 berths.	
SHARED USE OF PARKING		
	Shared use of parking, particularly in town centres and as part of some mixed use proposals, will be sought, especially where peak parking levels from the different uses do not coincide and there is good access by public transport.	This standard will be applied to all developments where there is a realistic potential for shared parking. See Note 7.

SCHEDULE NOTES

For the purposes of interpretation, the following guidance applies:-

1. Gross floor space means the total floor area of the building contained within the external walls. Allowance has been made for the unproductive elements of the building, e.g. lift shafts or boiler rooms, etc. in the schedule.
2. The standards shown in the schedule are a maximum that will be permitted should suitable justification be forthcoming. However, in many cases, the number of permitted parking places will be reduced in accordance with the level of accessibility assessed for the site and the targets for car-based access set out in the travel plan.
3. A car parking space is generally accepted as measuring 4.8 metres (16 feet) by 2.4 metres (8 feet) if manoeuvring space is to be provided in front or behind it. Dimensions of 6.1 metres (20 feet) by 2.4 metres (8 feet) may be needed if spaces are formed end to end. The Local Planning Authority will normally require safe access to places with sufficient manoeuvring space and will expect individual cars to be capable of being parked or moved without adjoining vehicles also having to move. Some relaxation in the size of spaces may be given in the interest of keeping the environmental impact of parking to a minimum. The car park design should ensure that parking can be maintained in a self-enforcing way so that vehicles are not blocked in or vehicles are encouraged to park in landscaping areas or other operations space.

4. Parking for disabled people should be provided in addition to the maximum parking standards. Development proposals should provide adequate parking for disabled motorists in terms of numbers and design, which should comply with Traffic Advice Leaflet 5/95 "Parking for Disabled People". Off-street parking bays should be a minimum of 4.8 metres (16 feet) long by 2.4 metres (8 feet) wide, with an additional space of 1.8 metres (6 feet) where bays are parallel to the access aisle or 1.2 metres (4 feet) where bays are perpendicular to the access aisle. Where bays are perpendicular to the access aisle, there should be an additional 1.2 metre (4 feet) safety zone at the vehicle access end of each bay to provide boot access or for use of a rear hoist. Such spaces shall be level and pedestrian routes to and from them shall be free of steps, bollards, steep slopes and other obstacles which disabled people may find difficult to negotiate. Further guidance is provided in Traffic Advice Leaflet 5/95.
5. All sites should include provision of secure, convenience cycle parking spaces at a rate of 10% of the employees, visitors or students likely to occupy the premises.
6. When determining planning applications for a change of use of a property, the Local Planning Authority will take into account the existing situation including how well the site is served with public transport. In the event of it being anticipated that the proposed use will not generate any additional demand on existing parking, additional provision will not be required.

7. In the case of extensions to existing buildings, the requirements will be applied only to the areas of extension. Any shortfall in the existing situation will not normally be a reason for refusing planning permission for the extension.
8. For mixed use development, the gross floorspace given over to each use should be used to calculate the overall total maximum parking figure. For land uses not covered in these standards, the most stringent regional or local standards should apply.
9. In residential development, parking spaces on driveways should normally be at a minimum length of 6.12 metres (20 feet) to permit opening garage doors and avoid obstruction to the public highway. Where the visitor's parking space is sited alongside the garage, the latter should be sited not less than 2.4 metres (8 feet) from the highway to satisfy pedestrians' visibility.
10. Whilst the Local Planning Authority urge planning applicants and developers to consider the environmental advantages and the benefits to householders of having a garage as opposed to an open space, regard will be had to advice contained in relevant Government guidance.
11. In connection with residential developments listed in the schedule, the Local Planning Authority will have regard to government advice on schemes financed by public expenditure where there is complete control of occupancy and management. Accordingly, the specified requirements may be deferred, although layouts should allow sufficient flexibility to meet provision of parking spaces at a later date. When dealing with planning applications from the private sector for developments intended exclusively for older people, the Local Planning Authority may require a legal agreement to be entered into as a prerequisite of planning permission to ensure that control over occupancy is maintained.
12. The Local Planning Authority will not insist on additional car parking to serve a proposed 'granny flat'. This type of unit should be occupied exclusively by elderly relatives and should be designed so as to form part of the house. It should then be capable of being used as an extension to the property when no longer required by the dependent relative. The authority may limit occupancy by appropriate conditions or a legal agreement if permission for such a use is given.
13. In determining the requirement for parking to serve hotel guests, the Local Planning Authority will have regard to the location of the hotel and its setting and will limit the parking available where

public spaces are available. On-site provision for setting down and picking up guests by car or coach is desirable, but will depend on the particular circumstances.

14. Parking to serve static caravans may be acceptable on spaces between caravans, although this should first be agreed with the Director of Environmental Services regarding Site Licence provisions.
15. Large retail or employment sites must make adequate provision for penetration by local bus services and the provision of bus stops / shelters close to the entrance to these buildings.

Explanation:

15.115 The provision of excessive levels of car parking can encourage dependence on the use of private motor vehicles and result in large areas of hard surfacing and inefficient use of land. The Council has, following advice from the Government, adopted a sustainable transport policy which seeks to reduce dependence on private motor transport and encourages more sustainable modes such as walking and cycling. The control on the availability of private car parking is a key element of the strategy which is consistent with the advice in PPG13 'Transport' (2001).

15.116 These parking standards set out maximum provision in line with the Regional Standards as required by PPG13 paragraph 53. Provision of a lower level of parking will be encouraged in areas well served by public transport, such as town centres. In less central areas, higher provision of parking than indicated above will not be permitted where this would unduly advantage out of town centre development. In order that the reduced level of car parking does not cause excessive problems for the site occupier and the local highway network, developers and occupiers will be expected to implement travel plans which will seek to manage the car parking areas and encourage use of alternative modes of transport to the site.

15.117 Unless effective management of parking demand and encouragement of alternative modes of transport can be demonstrated at the time of the planning application, large car parks (in excess of 10 vehicle spaces) will only be permitted on a temporary basis (up to 3 years) thus allowing reassessment when planning renewal is required. As an alternative developers may wish to dedicate their parking for communal or public use in which case the Council will be willing to undertake the management of that parking space using pay and display to recover its costs.

15.118 The Council, through the policies being pursued in the Local Transport Plan will seek to ensure that the complementary provision of public transport, cycle routes, convenient cycle parking facilities, and other measures designed to reduce dependence on the private car will be implemented in association with new development. Developer contributions towards off-site infrastructure provision and the development of improved bus services may be expected in appropriate cases. Further advice on travel plans is set out in the **Environmental Guide (Section 8)**.

T26 Access from development on to the highway

New development will not be permitted unless:-

- (1) the access to the highway is provided to a safe standard and does not conflict with the function of the route;**
- (2) the effects of the development on the highway in terms of traffic and road safety are acceptable; and**
- (3) the environmental impact arising as a consequence of accessing and servicing the development is minimised.**

Explanation:

15.119 Where a new access is to be constructed onto the existing highway it must be built to a standard which does not prejudice the safety and convenience of all users of the highway. The Council will normally base its standards on the advice issued by the Government in various publications. Specific local advice may be found in the Council's publication 'Highways in Residential and Commercial Estates' together with any updates which may subsequently be produced.

15.120 If a new development causes an obstruction of the highway or creates difficulties for users of the highway, this will be considered undesirable and could result in refusal of planning permission.

15.121 Construction of a new access to appropriate standards can sometimes result in the removal of hedges, trees, walls and other existing features of the local scene. The removal of stone walls can be particularly damaging to the character of the appearance of Conservation Areas. The visual and ecological effect of the necessary works will be assessed against the merits of the application and any remedial measures that are proposed. Where access and servicing arrangements to the new development cannot be constructed without unacceptable visual or

ecological impact then the application will be refused. Development with sub-standard access and visibility arrangements will not be acceptable due to increased risk of accidents.

T27 Servicing

All new development should provide appropriate road layouts and should be accessible to service vehicles, taking into account the site's topography and location. New and existing commercial or retail developments should be serviced in such a way as to avoid loading/unloading in main shopping streets, pedestrian areas or traffic routes.

Explanation:

15.122 Adequate access for large lorries is often a vital aspect of a successful commercial or retail development. Modern vehicles require large areas for turning and parking which are sometimes difficult to accommodate in existing urban areas. The presence of large delivery vehicles in shopping streets is often unacceptable due to the potential danger to pedestrians and the general impact in terms of noise, fumes, visual impact etc. Similarly, the delivery of goods to premises adjacent to busy highways can cause difficulties and delays to other road users.

15.123 It is expected that new retail or commercial development will be provided with adequate service and delivery facilities off the highway. Advice on the appropriate standards can be found in the Council's publication 'Highways in Residential and Commercial Estates', together with other relevant Government and commercial publications. Where a new development can only be serviced by parking on the existing highway, this will only be permitted where it can be demonstrated that it would cause no difficulties for other road users. Such schemes may be subject to restrictions on the times when deliveries are permitted.

15.124 Where servicing is likely to impact on residential amenity, it may also be necessary to impose conditions regulating hours when servicing is permitted. However, these will be applied sensitively so that the viability of mixed use developments in town centres is not prejudiced.

