

SURREY COUNTY COUNCIL

LOCAL COMMITTEE (REIGATE & BANSTEAD)

DATE: 7 MARCH 2016



**LEAD OFFICER: DAVID CURL - PARKING TEAM MANAGER (SCC)
JACQUIE JOSEPH - PARKING SERVICES MANAGER,
REIGATE & BANSTEAD BOROUGH COUNCIL**

SUBJECT: ON STREET PARKING ENFORCEMENT UPDATE

DIVISION: ALL

SUMMARY OF ISSUE:

Local Committees are responsible for installing and reviewing on street parking restrictions. Committees have a scrutiny role of the enforcement operation.

This report sets out the background for these arrangements and provides an overview of the enforcement operation.

Reigate & Banstead Borough Council (RBBC) undertakes parking enforcement activities within Reigate and Banstead (the borough), under an agency agreement with Surrey County Council (SCC). Whilst any surplus income is shared between the councils, the Borough Council is solely liable for any financial deficit.

RECOMMENDATIONS:

The Local Committee (Reigate & Banstead) is asked to note the contents of the report.

REASONS FOR RECOMMENDATIONS:

Waiting and parking restrictions that are suitably/adequately enforced will help to:

- improve road safety
- increase access for emergency vehicles
- improve access to shops, facilities and businesses
- increase access for refuse vehicles and service vehicles
- ease traffic congestion
- better regulate parking

The Local Committee can contribute towards these objectives in partnership with the Borough Enforcement Team.

1. INTRODUCTION AND BACKGROUND:

1.1 On the 23 October 2012, following two years of discussion and negotiation about how enforcement could be carried out more efficiently and what should happen to any surplus income, Surrey County Council's Cabinet agreed the framework for new on street parking enforcement agency agreements with the majority of district and borough councils within Surrey.

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- 1.2 In terms of governance and scrutiny, the Cabinet agreed that Local Committees would have an oversight role concerning on street parking enforcement.
- 1.3 Local Committees already make decisions about new parking restrictions and this will continue. Parking reviews will be the subject of a separate report.
- 1.4 The Reigate & Banstead Local Committee has set up a Parking Task Group to review parking matters.
- 1.5 On the 8 September 2015 a workshop was held with the Borough Councillors, to establish and clarify the enforcement challenges and the current demands. Feedback from this workshop was discussed at the Parking Task Group held on 2 October 2015. The group recognised the impact enforcement has in tackling anti social parking around schools and businesses.
- 1.6 The most recent Parking Task Group meeting took place on 18 February 2016 and the group reviewed this report in detail.

2. ANALYSIS:

- 2.1 The aim of parking enforcement is to achieve compliance with the restrictions that are in place across the borough. In reality 100% compliance would be extremely difficult to achieve. Restrictions must be enforced fairly and in accordance with the operational guidance for Civil Parking Enforcement contained in the Traffic Management Act 2004.
- 2.2 The enforcement authority (Reigate & Banstead Borough Council) and the County Council also aim to achieve operational efficiency and value for money. We aim to provide a fair and adequate enforcement service to generally achieve compliance but at no net cost to the County Council. This has been achieved under the agency agreement in place, with no costs met by the County Council. Whilst any surplus income is shared between the councils, the Borough Council is solely liable for any financial deficit.
- 2.3 Enforcement officers are deployed across the borough, covering core enforcement hours from 08:00am until 6:30pm, Monday to Saturday and occasional Sundays. Any enforcement activity outside of these hours is carried out in staff overtime, which is at a higher cost.
- 2.4 The enforcement team benefits from the efficiencies of operating both on street and off street enforcement activity. In line with the agency agreement between the two councils, the costs of these two activities are separated, as is the income received from penalty notices. This report only covers on street enforcement activities.
- 2.5 The County Council is responsible for maintaining parking restrictions in the borough. One area that has been identified for improvement is the timely maintenance of parking signs and lines when they are damaged or need replacing. Where there is a problem with the lines, signs or traffic regulation order (TRO), the enforcement team is unable to issue penalty charge notices. Work has commenced to identify ways of joint working between county and borough teams to improve this process.

3. OPTIONS:

- 3.1 The Borough Council undertakes a range of enforcement activities under the agency agreement.
- 3.2 Some restrictions, such as yellow lines and residential permits, can be enforced immediately; the vehicle will need to be in clear violation of a restriction by parking on a yellow line or failing to display a valid parking permit.
- 3.3 Other restrictions have a waiting limit. These are used in commercial and residential areas to ensure turnover and deter commuter parking. Enforcement cannot be undertaken immediately as no ticket is displayed to show the arrival time for each vehicle. Instead the Civil Enforcement Officer (CEO) is required to log all the vehicles in a particular area and then return later in the day. Only then can the CEO undertake enforcement if it is clear that the vehicle has not moved and therefore seen to have overstayed the waiting restriction. This is a very time consuming process.

Town Centres (Banstead, Horley, Redhill, Reigate)

- 3.4 In order to maintain traffic flows and access to businesses and services, parking enforcement is carried out in the town centres to achieve compliance with parking and waiting restrictions. This service is particularly valued by small business owners, as the restrictions ensure turnover in parking spaces along the main high streets.
- 3.5 There are a higher proportion of restrictions in the town centres and these consequently require a larger proportion of enforcement resource.
- 3.6 In general one Civil Enforcement Officer is deployed in each of the main areas throughout the core enforcement hours. There are currently twelve enforcement officers and one vacant position for a senior enforcement officer which will be filled in due course.
- 3.7 Officers are deployed to enforce within particular areas, which normally comprise:
 - Banstead and surrounding villages
 - Reigate
 - Redhill
 - Horley

Villages or Local Shopping Parades

- 3.8 Parking enforcement in outlying areas and villages is important; however the greater travelling time required and smaller number of restrictions means less frequent enforcement is possible.
- 3.9 Enforcement of the village centres listed below is carried out at least 4 times per week at varying times/days to help achieve compliance.
 - Kingswood
 - Lower Kingswood
 - Nork
 - Tadworth
 - Chipstead

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- Tattenham
- Walton-on-the-Hill
- Burgh Heath
- Merstham
- Earlswood
- Woodhatch
- Salfords
- Hooley
- South Park
- Whitebushes

3.10 As these areas do not have the same level of resource as the town centres, it is recognised that there is a perception that they are overlooked. Each area receives regular visits, as set out above, and the times and roads visited are logged by the enforcing officer. Additional targeted enforcement is also undertaken when evidence of any parking issues are reported to the team.

3.11 It is important that resources are targeted where they are most effective, in order to increase income and minimise the cost of enforcement activities.

Joint Enforcement Team (JET)

3.12 The parking enforcement team regularly work with the Joint Enforcement Team (JET), which is a scheme between Reigate & Banstead Borough Council, Surrey Police and the Police & Crime Commissioner.

3.13 The JET undertakes regular joint patrols and seeks to improve the speed and effectiveness of enforcement activities through improved partnership working and greater use of the statutory powers available to the Borough Council and Police (for example, dangerous parking is only enforceable by Surrey Police).

3.14 Civil Enforcement Officers may identify non-parking contraventions such as graffiti, overhanging trees, littering, anti-social behaviour, abandoned vehicles, untaxed vehicles etc. These will be reported to the JET team or Surrey County Council as appropriate.

3.15 The new approach has improved the intelligence and information shared between Reigate & Banstead Borough Council and Surrey Police on a range of enforcement issues, including parking.

Schools

3.16 We work with schools, highways and Surrey Police whenever possible to target parking enforcement outside schools where it is needed. A joint programme of school visits has been agreed with the Joint Enforcement Team.

3.17 The team seeks to provide advice and guidance when visiting schools. However, penalty charge notices will be issued where appropriate, particularly where vehicles are parked on zig zag markings.

3.18 School enforcement has some unique challenges. The presence of the enforcement officers often disrupts usual parking patterns, which often resume when the team is not present. It is not possible to provide enforcement outside every school, every day, due to other enforcement commitments. However, when there are issues that have been highlighted the enforcement team work with Surrey County Council to identify wider solutions (e.g. travel plans or alternative transport measures in addition to enforcement activities).

www.surreycc.gov.uk/reigateandbanstead

Education

- 3.19 We support two educational campaigns that seek to reduce the problems caused by driving to school. The 'Golden Boot' challenge engages schools and encourages students to use alternative means of transport to get to and from school. Schools are recognised and rewarded for the highest level of alternative transport. In addition, we fund a 'Bike It' scheme which seeks to promote cycling to and from school, including safety training. Reigate & Banstead has one of the most successful schemes in the country.
- 3.20 Surrey County Council promotes the 'Drivesmart' campaign which has run over recent years to encourage better driving. The campaign sought to remind drivers of the importance of driving and parking safely and considerately.

Residential areas

- 3.21 Parking restrictions in residential areas are patrolled as required or in response to reported problems. Councillors and residents are encouraged to report any hot spots to the Borough Council through its website www.reigate-banstead.gov.uk.
- 3.22 There are a small number of resident permit schemes in operation in Horley and Merstham. The Borough Council undertakes all administration in relation to these schemes, including applications, payment and issuing of permits.
- 3.23 Both councils are working to strengthen communication to ensure that there is a clear understanding of when and how residents permit schemes will be implemented and operated.
- 3.24 Resident permit parking schemes will be patrolled regularly and/or in response to reported problems.
- 3.25 Civil Enforcement Officers can enforce obstruction of council drop kerb crossovers and pedestrian crossing points. In order to undertake enforcement outside a residential property, the property owner must request enforcement action. If the property owner does not contact the enforcement team to request enforcement action, the CEO is unable to take any action. The enforcement team aim to respond to these requests as soon as possible, however this will not apply to Sundays and Bank Holidays.
- 3.26 An advisory leaflet for Councillors and residents has been produced to assist and improve understanding of what can be enforced. The leaflet outlines the option to contact the Police where they may have greater or immediate powers of enforcement.

Suspensions and Waivers

- 3.27 There may be occasions, such as utility works or home improvement schemes, where a company or individual requires an existing parking restriction to be suspended or waived for a fixed period.
- 3.28 The Borough Council undertakes all the administration in relation to these requests, including application, payment and issuing of suspensions and waivers. These are being processed in a timely manner and ways of improving the method in which customers apply, pay and have the approval for suspensions and waivers processed are considered.

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- 3.29 The scale of charges is set out in the County Council's parking strategy. Surrey County Council may review these charges at anytime.
- 3.30 In order to operate this process effectively a notice period is needed. The enforcement team requires a minimum period of ten working days from request of application to allow processing and cleared payment prior to the suspension period.

Events affecting the highway

- 3.31 Where community events are arranged that will affect parking on the highway, the enforcement team will work with the organiser or highways to assist with traffic management arrangements.
- 3.32 Event organisers may be charged for this assistance if it requires out of hours working or distracts from the normal day to day enforcement activity in the borough. Clear requirements of the time required to assist in this is necessary to ensure adequate staff are available.

Lines and Signs

- 3.33 It is the responsibility of Surrey County Council to ensure that the lines and signs are enforceable. Reigate and Banstead Council will however undertake unforeseen emergency work on behalf of Surrey County Council.
- 3.34 Enforcement activity cannot be undertaken if lines and signs are not clearly visible (i.e. faded or covered by detritus) or the signs are not in accordance with the adopted Traffic Regulation Order. Where any issues are identified, the councils seek to work together to resolve matters as soon as possible to ensure enforcement activities can be resumed efficiently.

4. CONSULTATIONS:

4.1 LOCAL COMMITTEE PARKING TASK GROUP

- 4.1.1 A Parking Task Group has been set up to review the on street enforcement activities within the borough. The group met on Friday 2 October 2015 and Thursday 18 February 2016.
- 4.1.2 In Reigate and Banstead there is a very high level of car ownership and usage and the Task Group discussed the challenges of undertaking parking enforcement within the borough. It was also noted that many residential areas were built before there was significant car ownership, and had very limited off street parking available. This meant that introducing parking restrictions (and then enforcing these) was not without challenge. Often the introduction of restrictions created challenges for local residents themselves, or pushed parking problems into neighbouring areas.
- 4.1.3 The Task Group reviewed the draft performance report and financial information. It was noted that Reigate & Banstead only made one recharge, for property costs, compared to other areas where a wider range of recharges were made. It was noted, however, that the recharge costs were comparable with other operations in Surrey (see Annex 4).

- 4.1.4 The Task Group also discussed specific costs relating to equipment, salaries and DVLA enquiries.
- 4.1.5 The Task Group noted that the accounts had been audited by the Borough Council's external auditors. It was noted that the costs had changed from 2012/13 and 2013/14 in recognition of changes to accounting requirements.
- 4.1.6 The Task Group noted that the enforcement team had introduced new handheld devices to improve the information available to Civil Enforcement Officers and to enhance the back office system. The new 'Online Case Management system' enables customers to view their cases in real time. It also enables the customer to appeal on-line. These changes were made to improve customer experience and improve the back office processing, but has resulted in higher application costs to the service.
- 4.1.7 The Task Group recognised that the nature of on street restrictions means enforcement of the service was less efficient than the off street enforcement activity, where the vehicles are required to display a ticket. There was discussion regarding the potential to provide ticket machines for on street parking. However, each machine would cost approximately £3,000 to buy and install. These costs would normally be recovered through parking charges, but Reigate & Banstead has free on street parking.
- 4.1.8 The Task Group requested that further information regarding parking enforcement, including penalty charge notices, be provided to Local Committee members. This will be circulated separately to the report.
- 4.2 District and Borough Councils have been consulted widely in the development of new parking enforcement arrangements.
- 4.3 Feedback and intelligence from local councillors is also extremely helpful in identifying enforcement priorities.

5. FINANCIAL AND VALUE FOR MONEY IMPLICATIONS:

- 5.1 The purpose of enforcing waiting restrictions is to help achieve compliance. Similarly parking charges are intended to help enforcement and improve turnover of high demand spaces. Parking enforcement is not intended to raise surplus income; however it is reasonable to aim to carry out enforcement without operating at a deficit.
- 5.2 If a surplus is generated on the borough parking account it has been agreed that it will be split:
- 60% to the Local Committee
 - 20% to the enforcement authority (Borough Council)
 - 20% to the County Council

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- 5.3 Any surplus generated from managing on street parking can only be used as defined under S55 of the Road Traffic Regulation Act 1984 (as amended). This restricts use of any surplus for the maintenance and/or improvement of the highway including environmental works or additional parking provision.
- 5.4 The Local Committee can decide how the 60% share of any surplus income derived in their area can be used within the confines of legislation.
- 5.5 Whilst any surplus income is shared between the councils, the Borough Council is solely liable for any financial deficit.
- 5.6 The Local Committee can request and fund (from budgets at their disposal) additional 'out of hours' enforcement, if this is considered appropriate.
- 5.7 No surplus was generated in 2014/15. The outturn summary for the on street parking account in Reigate and Banstead is shown in Annex 1. Further explanation of the accounts is also provided in Annex 3 and 4.

6. EQUALITIES AND DIVERSITY IMPLICATIONS:

- 6.1 Effective parking restrictions and enforcement can assist accessibility for those with visual or mobility impairment by reducing instances of obstructive parking. Parking restrictions also allow blue badge holders better access to shops and services through the provision and enforcement of disabled bays.

7. LOCALISM:

- 7.1 Communities are represented by local councillors, who are involved in the decision making process to change or introduce new parking restrictions.

8. OTHER IMPLICATIONS:

Area assessed:	Direct Implications:
Crime and Disorder	No significant implications arising from this report
Sustainability (including Climate Change and Carbon Emissions)	No significant implications arising from this report
Corporate Parenting/Looked After Children	No significant implications arising from this report
Safeguarding responsibilities for vulnerable children and adults	No significant implications arising from this report
Public Health	No significant implications arising from this report

9. CONCLUSION AND RECOMMENDATIONS:

- 9.1 Changes to the use of the highway network, the built environment and society mean that parking behaviour changes. It is necessary for a highway authority to carry out regular reviews of waiting and parking restrictions on the highway network and provide adequate enforcement. This will help to:

- improve TRO processing

- improve lines/signs
- introduce schedule of works
- improve road safety
- increase access for emergency vehicles
- improve access to shops, facilities and businesses
- increase access for refuse vehicles and service vehicles
- ease traffic congestion
- better regulate parking
- increase on-street compliance

9.2 This report provides a summary of the enforcement activities undertaken by Reigate & Banstead Borough Council, under agreement with the County Council. The report focuses on the performance during 2014/15 and the Local Committee is asked to note the report.

10. WHAT HAPPENS NEXT:

10.1 Further meetings of the Parking Task Group concerning parking enforcement will be convened as appropriate.

Contact Officer:

Jacquie Joseph, Reigate & Banstead Borough Council
David Curl, Team Manager, SCC Parking Team

Consulted: See Section 4

Annexes:

Annex 1 – Annual On-Street Parking Finance Return
Annex 2 – On Street Parking Key Performance Indicators (R&B) 14/15
Annex 3 – On Street Parking Year on Year Financial Breakdown and Comparison
Annex 4 – RBBC On Street Enforcement Costs compared with other Boroughs

Sources/background papers: N/A

Annex 1 - Annual On-Street Parking Return

Authority name	Reigate & Banstead
Financial year	2014/15

	£	
REVENUE EXPENDITURE	422913.00	
REVENUE INCOME	-312089.00	
NET (SURPLUS)/DEFICIT		£110,823.00

Surplus share:		£
SCC	20%	0
Local Area committee	60%	0
Local Authority	20%	0

* Whilst any surplus income is shared between the councils, the Borough Council is solely liable for any financial deficit.

Annual On-Street Parking Finance Return**Detail Template**

Authority name	Reigate & Banstead
Financial year	2014/15

	£
REVENUE EXPENDITURE	
DIRECT COSTS	
Staff costs	
Enforcement staff	191475.00
Non-enforcement staff	59475.00
Contracted out enforcement staff	0
Contracted out cash collection staff	0
Operating costs	
Contracted out services	0
Notice processing software and Handheld Computers	42626.00

Maintenance of equipment (pay and display)	0	
<i>Maintenance of signs and lines</i>	0	
Adjudication and debt registration	6088.00	
Consumables (printing materials /stationary etc)	5174.00	
other (please list)	2535.00	
		<hr/>
		307374.00
OVERHEAD COSTS		
Indirect staff	0	
IT	0	
Office accommodation	115538.00	
Depot accommodation	0	
HR	0	
Audit	0	
Finance	0	
Office services	0	
Cashiers/Creditors/Debtors	0	
Customer services	0	
other (please list)	0	
		<hr/>
		115538.00
TOTAL EXPENDITURE		<hr/>
		422913.00
		<hr/>
REVENUE INCOME*		
		<hr/>
Pay and Display	0	
Penalties	-290537.00	
Resident permits	-14153.00	
<i>Maintenance of signs and lines recharge</i>	0	
Suspensions and Waivers	-7398.00	
Visitor permits	0	
Other receipts	0	
		<hr/>
		-312089.00
TOTAL INCOME		<hr/>
		-312089.00
		<hr/>
NET (SURPLUS)/DEFICIT		<hr/>
		110823.00
		<hr/>

Annex 2 – On Street Parking Key Performance Indicators (Reigate & Banstead) 2014/15

KPI	Details	13/14 Result	14/15 Result
Total cost to administer the on-street parking service – the overall net cost of operating the on-street enforcement element of the parking service.	These are set out in annexes 1 and 2 above	£145,111	£110,823
Civil enforcement officer (CEO) deployment efficiency – this measures the number of hours deployed CEO time spent on-street or travelling to sites as a ratio of the total cost of the enforcement operation.	Total net enforcement cost is at £422,913 Total hours deployed on-street including travelling is estimated at 8,840.	£54.06	£47.84
Penalty charge notices (PCN) issued per deployed hour – total number of PCNs issued as a ratio of the total number of CEO hours on-street.	The number of penalty charge notices issued on-street was 8825. The estimated time deployed was 8,840 combined including travelling time.	1.3	1.0
PCN cancellation rate - the total number of PCNs cancelled as a ratio of the total number of PCNs issued.	8825 PCNs were issued. 875 PCNs were cancelled	7.5%	9.9%
PCN Appeal Rate - the total number of PCNs successfully appealed, as a ratio of the total number of PCNs issued.	Total number of PCNs issued was 8825. 28 PCNs were successfully appealed at the formal appeal stage.	0.3%	0.3%
Time taken to issue parking permits/ dispensations/ suspensions – measuring the average number of days taken to deal with general customer requests for service (excluding PCN appeals or comments on parking).		5 working days	5 working days

Annex 3 On Street Parking Year on Year Financial Breakdown & Comparison

SCC On-Street Parking Account	2012-13		2013-14		2014-15	
	£	£	£	£	£	£
<u>Expenditure</u>						
Salaries	230,563.47		268,422.60		217,669.12	
Temporary Staff (Agency)	2,034.72		25,448.07		19,777.94	
Overtime Payments	5,949.93		6,937.30		5,391.59	
Training	554.00		0.00		532.35	
Fuel	3,178.15		3,363.35		3,524.74	
Lubricants	25.16		25.02		12.99	
Car Allowances	47.73		31.56		9.92	
CEO Equipment	308.35		0.00		9,238.77	
Signage	1,752.83		1,811.80		484.79	
Clothing & Uniforms	7,277.16		2,134.99		1,135.06	
Stationery & Office Supplies	29.60		787.98		1,817.72	
Court Legal Costs	6,950.00		5,298.00		2,535.00	
Response Master	5,166.00		5,362.50		5,960.78	
PATROL	7,156.00		9,994.70		6,088.84	
DVLA Enquiries	1,235.95		2,574.40		7,294.92	
Internal printing & document production	1,118.16		602.76		440.33	
PCN Stationery and Letterhead Printing	4,388.84		1,071.00		2,916.26	
Repairs to Handhelds	543.24		0.00		0.00	
Postage	230.00		253.00		336.36	
Radio Telephones	12,628.59		10,466.41		9,575.73	
Mobile Phones	1,101.58		1,396.93		1,666.71	
Corp Telephone System Charge	53.25		20.34		147.65	
Application Software Annual Charges	1,686.00		18,126.66		10,556.22	
IT Spare Parts	444.02		201.98		72.80	
Travel Subsist & Conf Exps	130.06		263.40		188.35	
Property Costs*	18,172.53		154,360.35		115,538.24	
		312,725.32		518,955.10		422,913.18
<u>Income</u>						
Miscellaneous Income	(9,976.00)		(7,398.82)		(7,398.82)	
Penalty Charge Notice Income	(327,368.34)		(331,726.13)		(290,537.15)	
Season Tickets	(10,703.96)		(10,436.47)		(14,153.29)	
		(348,048.30)		(349,561.42)		(312,089.26)
(Surplus)/Deficit		<u>(35,322.00)</u>		<u>169,393.00</u>		<u>110,823.00</u>
RBBC Portion to pay	65%	(22,959.94)	80%	0.00	80%	0.00

* Accountancy requirements changed between 2012/13 and 2013/14, which affected how the Council accounts for services costs. In particular, this resulted in changes to the property costs which were charged to Parking Services. These are a corporate recharge, calculated based on the number of staff FTE within each team.

**Annex 4 – RBBC On Street Enforcement costs compared with other Boroughs.
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- 1) There are 9 district and borough enforcement teams carrying out on street enforcement through agency agreements on behalf of Surrey County Council.

- 2) The on street accounts are reported each year on a standard template, however there are slight differences in the way each borough finance teams calculate their respective costs.

- 3) The accounts template includes an ‘overheads’ section within total costs. Overheads includes sub headings such as:
 - Indirect staff
 - IT
 - Office accommodation
 - Postage
 - HR
 - Audit
 - Finance
 - Office services
 - Communications
 - Customer services
 - Legal

- 4) R&B finance report all their overhead costs under the category of ‘office accommodation’ whilst other authorities break them down between the various headings listed above.

- 5) The table below compares the costs allocated to each by the different enforcement teams

Overhead Charges Borough Comparisons

Area	Total charged to accommodation costs	Total charged against overheads
Epsom and Ewell	£8,112	£70,562
Elmbridge	£0	£145,773
Guildford	£34,467	£128,674
Mole Valley	£0	£5,487
Runnymede	£4,500	£36,100
Reigate and Banstead	£115,538	£115,538
Spelthorne	£1,329	£27,331
Surrey Heath	£997	£106,595
Tandridge	£24,295	£24,295
Waverley	£7,741	£30,403
Woking	£14,351	£126,069

R&B's total overhead costs are comparable to other similar sized enforcement teams such as Guildford, Woking and Surrey Heath. It is also worth noting that R&B enforce Tandridge, and Guildford enforces Waverley. The respective total overhead costs for these areas are also comparable. It would provide easier comparison in future if R&B were to proportion their overhead costs more accurately and this has been agreed.

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