

## **PARKING BUSINESS PLAN 2015-16**

This business plan covers:

On-Street Parking in Guildford

On-Street Parking Reviews in Guildford

Off-Street Parking in Guildford

Park and Ride services

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## 1. Summary

1.1 This report presents details of the parking services operation since April 2013 and makes a series of recommendations for 2014-15. The recommendations are listed below together with the section of the report in which they are discussed.

### Section 3 – Aims

#### Recommendation to the Guildford Local Committee and Guildford Borough Council's Executive

1. We recommend that a Task Group is established to develop a Parking Strategy which sets a framework for parking operations to support key strategic plans including the Local Plan, Town Centre Master Plan and Local Transport Plan 3.

### Section 4 - On-street parking management Guildford

#### Recommendation to the Guildford Local Committee

2. We recommend that the Guildford Local Committee agree in principle that we look at the use of virtual permit technology to provide an improved service for residents whilst reducing costs.

### Section 6 – Off-street parking

#### Recommendation for the Guildford Local Committee and Guildford Borough Council's Executive

3. We recommend that all interested parties discuss changes to the direction road signage, particularly where this will improve motorists' ability to park in the first convenient car park.

#### Recommendations to Guildford Borough Council's Executive

4. We recommend that we continue to examine the potential to develop Millbrook Car Park and also work with our colleagues in Development to explore ways of changing existing car parks, or developing new ones, based on the "drive to, not through" principle.

5. To encourage greater use of park and ride and address the increase in use we recommend the following tariff adjustments:

(i) Farnham Road Multi Storey Car Park from 7.00am to 7.00pm Monday to Saturday from 90p per hour to £1.00 per hour.

(ii) York Road Multi Storey Car Park from 8.00am to 6.00pm Monday to Saturday from 90p per hour to £1.00 per hour.

(iii) Guildford Park Car Park from £4.50 per visit on Monday to Friday to £5.00 per visit.

- (iv) Shalford Park Car Park from £2.80 per visit on Monday to Friday to £3.20 per visit.
- (v) Walnut Tree Close Car Park from £3 per visit on Monday to Friday to £3.20 per visit.
- 6. We recommend increasing the charge for season tickets in York and Farnham Road Multi Storey Car Parks by five per cent.
- 7. We recommend an increase of five per cent in our garage charges.
- 8. We recommend that when a garage becomes available, we give first priority to any resident living in areas A,B,C,D, E or F of the controlled parking zone.
- 9. There is high demand for contract parking and we recommend an increase of five per cent in the charge.
- 10. We recommend reducing the annual revenue contribution to the Car Park Maintenance Reserve by £125,000 from April 2015.
- 11. We recommend upgrading the lights in Castle, Farnham and York Road car parks to LED lamps, as detailed in the bid attached as Appendix 8, and that this be funded from the Car Park Maintenance Reserve.
- 12. We recommend that the lift replacement programme proposed in the bid attached as Appendix 9, is funded from the Car Park Maintenance Reserve.
- 13. We recommend that the car parks detailed in Appendix 10 be included within the Off-Street Parking Places Order and that the Council undertakes the statutory procedures to amend the order.

## **Section 7 Park and Ride**

### **Recommendations to the Guildford Local Committee and Guildford Borough Council's Executive**

- 14. We recommended that the provision of guarding services at Artington and Merrow be combined to become a mobile guard between the two sites.
- 15. We recommend that Surrey County Council undertakes a public consultation on the proposal to remove the ENCTS from the Park & Ride network for people qualifying based on age and on the introduction of a nominal charge of £1 per return journey for these concessionary pass holders.
- 16. We recommend using the uncommitted surplus from on-street parking management in Guildford for 2013-14 of £68,000 on funding the cost of Onslow Park and Ride in 2015-16.

### **Recommendation for Guildford Borough Council's Executive**

17. We recommend using the unspent surplus from on-street parking management in Waverley, £37,750 to fund Onslow Park and Ride in 2015-16.

## 2. Introduction

- 2.1 The service has a role in all aspects of parking in Guildford, and this provides an opportunity to co-ordinate policies across different areas, and with wider transport objectives. The Council is also in a strong position to influence parking in the town because it runs nearly all the major car parks. We work closely with Surrey County Council in managing on-street parking. Both authorities oversee the park and ride network with Surrey County Council managing the bus network and Guildford Borough Council managing the car parks.
- 2.2 To strengthen this co-ordination, a combined business plan is being presented to both the Guildford Local Committee and Guildford Borough Council's Executive. Guildford Borough Council's Customer and Community Scrutiny Committee will also consider the business plan.
- 2.3 The business plan presents a joined-up overview of parking but the recommendations require approval from the committee responsible for that particular area. A covering report will be presented to each Committee, drawing their attention to the particular recommendations for their agreement, but they will also be able to comment on other aspects of the report and services.
- 2.4 The majority of parking activity takes place in Guildford town centre and this is therefore the focus of the service and this report. However, we conduct regular reviews of parking restrictions all over the borough and enforce the restrictions that are in place. Our agency agreement with Surrey County Council also includes the management of on-street parking in Waverley, although this part of the service will be subject to a separate report to the Waverley Local Committee.

## 3. Aims

- 3.1 Guildford Borough Council's Corporate Plan and Surrey County Council's Local Transport Plan set out a number of priorities to which the Parking Service contributes.
- 3.2 One of the key aims of the corporate plan is to develop, in partnership, a transport strategy to 2050 for the town. The Guildford Traffic and Movement Study (GTAMs) was published in April 2014 and presents a long-term strategy aiming towards 2050. It includes promoting more sustainable modes of transport. The report suggests making a range of improvements in the provision for walking, cycling and public transport, including park and ride. It also suggests creating a sustainable movement corridor. In the medium term, after some of these improvements are implemented, the study supports the review of parking charges aimed at encouraging the use of more sustainable means of transport.
- 3.3 The corporate plan sets a vision for an evolving vibrant economy. It highlights the need to improve car parking capacity for local employers and visitors, and to create conditions that support business and provide opportunities for growth. We need to ensure that we support businesses as we work towards encouraging change.

- 3.4 Surrey County Council's Local Transport Plan (LTP3) contains a vision "to help people to meet their transport and travel needs effectively, reliably, safely and sustainably within Surrey; in order to promote economic vibrancy, protect and enhance the environment and improve the quality of life". The Parking Strategy, which forms part of the third local transport plan, describes the county council's vision for parking as "provide parking where appropriate, control parking where necessary" and the objectives are stated as:
- Reduce congestion caused by parked vehicles
  - Make the best use of parking space available
  - Enforce parking restrictions fairly and efficiently
  - Provide appropriate parking where needed
- 3.5 The Guildford Local Committee and Guildford Borough Council agreed a parking strategy in 2003. This needs updating in view of developing policy and visions. The following aims are suggested as a focus for the parking service to contribute towards the objectives set out above:
- To provide a mixture of parking options needed to support a vibrant economy
  - To encourage the use of more sustainable transport modes including park and ride.
  - To develop further park and ride sites.
  - To continually review parking tariffs centred around the town centre in order to maintain a hierarchy of charges. On-street parking to have the highest tariff and the further a driver parks from the centre, the lower the charge.
  - To keep park and ride fares attractive, and to promote it as an alternative to parking in or near the town centre.
  - To monitor all available indicators to ensure that the local economy continues to be successful and to ensure that customers and businesses continue to choose to do business in Guildford.
  - To review the car parks provision and to explore opportunities to develop sites that allow drivers to park and return directly along main routes, a "drive to, not through" approach.
  - To use on-street parking controls to support the objectives listed above, to maintain safe traffic flow and where necessary, and where supported by the local community, prioritise space for residents.
- 3.6 We will develop these objectives in the light of comments made by the various committees considering the Business Plan and in conjunction with officers developing other transport related strategies to produce a parking strategy that supports both councils aims.

**Recommendation to the Guildford Local Committee and Guildford Borough Council's Executive**

**1. We recommend that a Task Group is established to develop a Parking Strategy which sets a framework for parking operations to support key strategic plans, including the Local Plan, Town Centre Master Plan and Local Transport Plan 3.**

## Service Performance and Issues

### 4. On-street parking management Guildford

#### On-street parking space

- 4.1 **Appendix 1** shows the number and distribution of designated on-street parking places in the borough. Outside the town centre, in areas where controls are necessary, there is a mixture of yellow lines and either free parking places, or parking places subject to limited waiting. The town centre has a residents' parking scheme and this is divided into ten catchment areas A to J. Within these areas, a certain amount of parking space is prioritised for residents, often with the facility for non-residents to park for a limited amount of time, or longer, if they obtain a visitors' permit from a resident.
- 4.2 Permit schemes are introduced where there is parking pressure. In these areas, the emphasis is on ensuring that residents who have access to off-street parking use it to reduce pressure on parking on the streets. Households are limited to up to two permits and the number of permits is generally reduced according to the amount of off-street parking at the residence. In the town centre, area D, there is a waiting list for permits and residents who qualify are issued with a permit for an adjacent catchment area, until such time that an area D permit becomes available.
- 4.3 In the town centre, there are around 460 pay and display parking bays. These allow motorists to stay for a limited period on payment of a charge. The bays closest to the centre have a maximum stay of 30 minutes. Most of the others allow up to two hours parking, and there are a few in and around Pewley Hill that allow up to three hours.
- 4.4 Motorists look for the most convenient parking space and there is only a limited amount of space on-street. Drivers who look for, but cannot find, space on-street add to congestion. To discourage this, it is good practice for on-street parking to carry a higher charge than car parks. To ensure there is a steady supply of on-street space becoming available, the time motorists can park is limited. This reflects the fact that on-street space is usually the most convenient and in shortest supply.

#### On-street pay and display

- 4.5 In January 2014, the charge for on-street parking in Guildford was increased from 70p to 80p per half hour. This was the first change since April 2008. We reported that in key areas of the town, on-street parking usage was growing. The exception was around G Live where the people who had been parking on the street during construction were now returning to use the car park. One of the reasons for the growth was that the price of parking on-street was very similar to that in the car parks. The equivalent price per hour on-street was £1.40 and the price in the car parks was £1.20.
- 4.6 The Guildford Local Committee agreed a tariff increase to create a higher differential between the on-street charge and the charge for car parks. The charge was increased from 70p per half hour to 80p per half hour in January 2014.

Year	Income (£)	Change (compared to 2010-11) in per cent	No. of Tickets	Change (compared to 2010-11) In per cent	Average time purchased
2010-11	692,868	-	532,111	-	56mins
2011-12	700,606	+1.3	533,031	+ 0.1	57mins
2012-13	687,677	-0.7	524,046	-1.5	56mins
2013-14	699,890	+1	520,089	-2.4	56mins
Change since the increase					
Jan 2013- Sept 2013	498,959	Change in income in per cent	384,087	Change in number of tickets in per cent	56mins
Jan 2014 – Sept 2014	549,277	+10.1	376,794	-1.9	55mins

- 4.7 The report presented in September 2013 highlighted the locations shown in the table below and the increase they had had since 2010-11. The table below shows that the tariff change has stopped the increase in use, but that on-street parking is still well used. No further change to the tariff is recommended.

Road	Percentage increase in ticket numbers between 2010-11 and Sept 2013	First Quarter 2013-14	First Quarter 2014-15	Change in per cent as a result of the increase
Millmead	8.3	13,650	13,343	-2.2
South Hill	27.5	2,565	2,676	+4.3
Chertsey Street	11	2,986	2,958	-0.9
Castle Street & Tunsgate	3.2	9,719	9,213	-5.2

#### **Residents Parking Permits**

- 4.8 During the course of 2014, the parking service has been undergoing an internal fundamental service review. The review has reinforced the need for a better IT system and for more on-line facilities. We intend to look at facilities to allow people who receive a penalty charge to view and submit comments and evidence on-line.
- 4.9 The way permits are issued can also be improved with virtual permits. Residents who satisfy us that they qualify could have their registration number listed on a

database. Civil Enforcement Officers using Automatic Number Plate Recognition technology can check the validity quickly. This is similar to the system now being used for tax discs, where no physical disc is issued, but cars are checked by cameras.

- 4.10 This process means residents can apply for a permit on-line, rather than by post, or by visiting the Parking Office. It saves time for the residents and reduces processing costs. Residents that do not want, or do not have the capability to apply on-line, would still be able to apply in the traditional way. The aim is to provide the option and encourage on-line transactions. To implement such a change requires a new IT system and a change to the Traffic Regulation Order.

### Recommendation to the Guildford Local Committee

**2. We recommend that the Guildford Local Committee agree in principle that we look at the use of virtual permits technology to provide an improved service for residents whilst reducing costs.**

#### Enforcement and number of Civil Enforcement Officers

- 4.11 We are considering the number of Civil Enforcement Officers and the times they patrol. Successive parking reviews have increased the amount of on-street parking controls. As part of the recently completed review of the town centre, the hours of control in the parking bays and single yellow lines around Dene Road were increased to 8.30am to 9pm Monday to Sunday. We are also receiving more requests to enforce restrictions, particularly double yellow lines, outside normal working hours and on Sundays. Trying to respond to these requests reduces the number of officers on duty during the normal working day.
- 4.12 The deployment of Civil Enforcement Officers (CEO) is complex. When fully staffed, we have 22 CEOs and three of these work in Waverley borough. 19 CEOs are available in Guildford. Their work patterns need to cover six days (Monday to Saturday), while their working hours are 37 hours per week over five days. They also have holiday and some sickness. On any day, there will be around 14 officers available in Guildford to cover car parks and on-street restrictions. Between 7am and 7pm one CEO will be in the control room, which requires 1.5 FTEs per day to cover, so there are around 12.5 available for patrols. There are three normal shifts early, middle and late, and occasional evening shifts. Sundays are worked on voluntary overtime. The table below shows how these resources are typically used.

Deployment of CEOs

Early (7am to 3pm or 7.30am to 3.30pm)	3 or 4
Middle (8.00am to 5.00pm)	3
Late (9.15am to 6.15pm or 10.15 to 6.15pm)	5 or 6
Evening (2pm to 10pm)	Approximately once every week with two officers mainly around the area with town centre car parks but targeted enforcement elsewhere when we get complaints or

	become aware of problems.
Sundays	Every Sunday with two to three officers on voluntary overtime.

- 4.13 We will review the enforcement patterns and present further proposals during 2015-16.

**On-street parking – Financial data and performance**

- 4.14 Attached as **Appendix 2** is a statement of costs and income for the service. Under the Memorandum of Understanding between Surrey County Council and Guildford Borough Council (details in the Park and Ride section and appendix 10), the first call on any surplus made from on-street parking is put towards the cost of park and ride at the Artington, Merrow and Spectrum sites.
- 4.15 As part of the agency agreement there are KPIs on which we are required to report. They are as follows.

KPI	Details	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.	Our total costs include parking reviews, management of pay and displays, and permit administration is £821,317. The net cost of the on-street service is positive with income at £1,450,150.	Net surplus less expenditure  £628,833
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 enforcement cost is estimated at £481,100. Total hours deployed on-street or travelling is estimated at 12,600.	£38.18
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 14,768. The estimated time deployed was 8000 and travelling time was 4600.	1.85
PCN cancellation rate - the total number of PCNs cancelled as a ratio of the total number of PCNs issued.	1,658 PCNs were cancelled and 14,768 PCNs were issued.	11.2%

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 14,768. 3 PCNs were successfully appealed at the formal appeal stage.	0.02%
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

- 4.16 These KPIs will be useful in future years to compare performance with other boroughs and districts in Surrey and to monitor changes in the performance in Guildford.

## 5. On-street parking reviews

- 5.1 During 2013-14 and in the first two quarters of 2014-15 we completed a review of the town centre. The cost of implementing the changes associated with these reviews is funded from the on-street account.
- 5.2 The work included consulting with residents in the town centre on whether the hours of control should be extended to Sundays and into the evening. Around 2,000 properties were contacted. They were also asked whether they wanted more pay and display controls. Some residents had expressed concerns about shoppers using parking places that allow non-permit holders to park for a limited amount of time, as well as permit holders who could park without limit.
- 5.3 None of the areas surveyed were in favour of additional pay and display controls. The only area in favour of an extension to the hours of control was around Dene Road, and the controls there now operate between 8.30am and 9pm Monday to Sunday. New double yellow lines were also introduced to help with traffic flow in the evening on London and Epsom Roads.
- 5.4 The controlled parking zone was extended in Onslow Village and Rivermount Gardens was included. Controls have also been introduced in St Lukes Square. Parking bays around the schools in Cranley Road have been adjusted to relieve the pressure around the school at drop-off and pick-up times.
- 5.5 We are just starting a review of outer town locations and the Local Committee has agreed that we look at seven areas and 22 locations. The areas are Avondale Estate, Effingham Junction, Fairlands, Kingspost Parade, Merrow Parade, Shalford and Woodbridge Hill.
- 5.6 We have a considerable amount of work to do in terms of assessing the issues, producing proposals, consulting with local councillors, residents and others affected and then implementing any proposed changes. It is expected that implementation will be towards the end of 2015 or early 2016.

## 6. Off-street Parking

- 6.1 Car parks provide access to the town and an availability of parking space absorbs traffic and reduces congestion. Guildford has 23 public car parks, providing just over 5,000 spaces. Some car parks are contract car parks during the week and open to the public at weekends. There are also contract only car parks. North Street car park operates as a market on Fridays and Saturdays. We also provide a car park by Ash Vale Station. In addition, we manage 200 garages in the town centre. A list of all the car parks and garages managed by the Council's parking service is shown in **Appendix 3**.
- 6.2 Guildford Borough Council owns nearly all the major car parks in the town centre and this provides us with a strong tool to influence the behaviour of people coming to Guildford by car.
- 6.3 The locations of our car parks have often arisen from opportunity and many are on development sites. The development of a future vision for Guildford and the studies into the future road networks also provides an opportunity to consider sites for future car parks.
- 6.4 Car parks are intended to reduce congestion. They are most effective if they are positioned close to the main routes to the town, remove the traffic before it reaches the most congested areas and allow vehicles to exit by the same route. This type of access to car parks can be referred to as "drive to, not through" and helps reduce congestion by removing traffic without it needing to drive through the town.
- 6.5 A number of existing car parks are not efficient in taking traffic away from congested areas. Millbrook car park on the A281 takes traffic off the main road before it reaches the gyratory but when vehicles leave, they have to turn left and go round the gyratory to return to where they came from. A development of Millbrook car park could enable the entry and exit to be moved to the junction with Quarry Street and avoid the need to go round the gyratory.
- 6.6 Bedford Road Multi Storey is split into two car parks and the lower one is accessed from Bedford Road after cars have gone around the gyratory. All cars leaving the multi-storey have to travel on to Onslow Street and those that have come round the gyratory to enter go round it again on their way back. Again, we can look to develop alternative ways of accessing the car park to avoid this.

### Recommendation for Guildford Borough Council's Executive

**3. We recommend that we continue to examine the potential to develop Millbrook Car Park and also work with our colleagues in Development to explore ways of changing existing car parks, or developing new ones, on the basis of the "drive to, not through" principle.**

- 6.7 We can also use other methods to persuade and inform drivers about the choices they have and where it is best to park. The current system of signing uses the traditional terms "long-stay" and "short-stay" descriptions. Long stay car parks are intended to be those further from a centre, which have cheaper tariffs to encourage

workers to use them rather than the more central car parks. However, Guildford's shopping streets are long and the shopping area narrow. This means some of the long-stay car parks are closer to certain shops than some of the short stay car parks. For example, G Live car park is very close to the Upper High Street and therefore classified as short-stay, but if you were going to the Friary shopping centre, it would be more convenient to use Farnham Road Multi Storey car park, which is classified as long-stay. We want drivers to use the first convenient car park to their designation rather than drive round the town to get to closest one.

- 6.8 The City of Nottingham uses an approach called "Parksmart" signage, which splits the city into zones, and drivers follow signs to car parks within the zone they wish to visit. They know that if their location and a car park are in the same zone it will be relatively close.

### **Recommendation for the Guildford Local Committee and Guildford Borough Council's Executive**

#### **4. We recommend that all interested parties discuss changes to the directional road signs, particularly where this will improve motorists' ability to park in the first convenient car park.**

##### **Tariff Review**

- 6.9 **Appendix 4** presents a financial statement for the car park service and **Appendix 5** data on usage and enforcement. The occupancy of a car park varies according to days of the week and times of the year. The overall usage of a car park can be assessed by considering the number of cars parking and how long they stay. In car parks where an hourly charge is made, the income compared to the number of tickets sold gives a good indication of the average amount of time being purchased.
- 6.10 The way people use car parks can be influenced by the tariffs we charge. Our ability to influence behaviour is strengthened by our ownership of most of the car parks in the town. In other centres of our size, there is often fragmented ownership, which makes gathering data about what is happening more difficult.
- 6.11 Tariffs can be set to influence where people park, at what times, and for how long. In Guildford, we have a fairly complex set of tariffs in our car parks. In the centre, the day-time tariff is used to deter long-stay parking in the centre. This creates more space for shoppers, who arrive after the morning traffic peak, and usually leave before the evening peak. The charge is less at night and on Sundays.
- 6.12 During the day, keeping a significant differential with park and ride fares, can also help encourage greater use of the park and ride sites. In setting tariffs, we need to be careful not to discourage people from coming to the town. To help, we compare our tariffs to other similar local centres. The details of these are shown in **Appendix 6**.
- 6.13 In April 2010, we introduced an evening charge in the most central car parks, which applied after 6pm Monday to Saturday and after 5pm on a Sunday. Motorists need to pay up until 10pm. This added to the number of tickets sold and there was a jump of 250,000 in the number sold between 2009-10 and 2010-11. The new pay and

display machines installed in April 2013 allow us to analyse, in more detail, when tickets are sold. It shows that last year around 380,000 tickets were sold in the evening, which indicates the number of people paying to park in the evening is increasing.

- 6.14 The total usage of the car parks in 2013-14 was 3,220,000. With around 380,000 using the car parks in the evening, the usage during the day is around 2,840,000. The numbers using the car parks during the day before the banking crisis in 2008 was around 3,500,000. People are likely to be influenced by the increased cost of motoring. The introduction of free concessionary bus travel has also had an effect encouraging those with passes to use the bus.
- 6.15 In April 2013, we increased the tariff in a number of central short-stay car parks from £1.10 per hour to £1.20 per hour. Subsequently, there was a significant drop-off in the numbers using those car parks and the amount of time purchased. Although part of the reduction was due to the flooding in Christmas - New Year period, particularly in Bedford Road Multi Storey car park, the evidence suggests there was strong resistance to price changes in short stay car parks. So far, in 2014-15 the number of users is slightly higher than 2013-14.
- 6.16 A further change in short-stay tariff may have a more pronounced effect on the number of users. We therefore do not recommend increasing the short stay tariffs in the town centre.
- 6.17 There has been an increase in the use of the long-stay car parks around the town centre. Long-stay users parking in these will add to the peak time congestion in the roads leading to the town. The last tariff change was in 2011. To address this, and help make park and ride more attractive, we recommend increasing the tariffs in the long-stay car parks.

### **Recommendation to Guildford Borough Council's Executive**

**5. To encourage greater use of park and ride and address the increase in use we recommended making the following tariff adjustments:**

**(i) Farnham Road Multi Storey from 7.00am to 7.00pm Monday to Saturday from 90p per hour to £1.00 per hour.**

**(ii) York Road Multi Storey from 8.00am to 6.00pm Monday to Saturday from 90p per hour to £1.00 per hour.**

**(iii) Guildford Park Car Park from £4.50 per visit on Monday to Friday to £5.00 per visit.**

**(iv) Shalford Park Car Park from £2.80 per visit on Monday to Friday to £3.20 per visit.**

**(v) Walnut Tree Close Car Park from £3 per visit on Monday to Friday to £3.20 per visit.**

- 6.18 There are also season tickets sold to regular users of Farnham Road and York Road car parks, which currently cost £1,712.35 per annum for a Monday to Friday pass.

We recommend that these are increased by five per cent. In this way, regular users will have a lesser increase.

### **Recommendation to Guildford Borough Council's Executive**

#### **6. We recommend to increase the season tickets in York and Farnham Road Multi Storey Car Parks by five per cent to £1,780 per annum.**

6.19 We also have pre-payment cards for the barrier-controlled car parks. These work like oyster cards on the London underground. Drivers put credit on the card and can use it to park in any of the barrier-controlled car parks at a rate that is 10 per cent less than the normal charge. These cards provide regular parkers with a convenient flexible way to pay.

#### **Garages**

6.20 We operate 200 garages around the town centre, which are in high demand. There are three levels of charge: for residents £640.92 per annum, non-residents £1,076.93 per annum and in Bedford Sheds a business rate of £1,542.88 per annum. Many of the garages are on development sites. A benchmarking exercise showed that the rates we charged for residents were lower than in other boroughs. A resident living within the Guildford town centre controlled parking zone can rent a garage for £640, whereas Woking Borough Council charges over £800, and Waverley Borough Council over £700.

### **Recommendation to Guildford Borough Council's Executive**

#### **7. We therefore recommend an increase of five per cent in our garage charges.**

6.21 When letting a garage, we classify a resident as someone living in the town centre Controlled Parking Zone (CPZ). We give them priority for a garage over someone not living within the CPZ. The CPZ has expanded over the years. The highest levels of on-street parking pressure exist in the very centre of the town. We consider it would help relieve on-street parking pressure if, when a garage became available, it was offered to any resident of catchment areas A,B,C,D E or F who is on the waiting list first, then to any other resident of the CPZ, and then to any other applicant.

### **Recommendation to Guildford Borough Council's Executive**

#### **8. We recommend that when a garage becomes available we give first priority to any resident living in areas A,B,C,D, E or F of the controlled parking zone.**

#### **Contract Parking**

6.22 The council operates over 600 contract parking spaces around the town centre. These provide the holder with a reserved parking space. They are most suitable for business users who need to come and go because they provide the reserved space. However, when the user is away the space is normally empty. This is not an efficient use of the limited amount of space we have in the town centre. The number of

contract spaces we can provide is due to reduce, through development of the sites on which the car parks are currently based, and we do not recommend replacing them. We would instead suggest greater use of season tickets. These provide entry and exit from larger car parks but do not involve a reserved space. The spaces can be used by others drivers when the season ticket holder is away. Season tickets are offered in the larger car parks and this normally means there will be room for the season ticket holder on their return.

- 6.23 The contract parking spaces are heavily let and there are waiting lists for many car parks. We therefore recommend an increase of five per cent.

### **Recommendation to Guildford Borough Council's Executive**

#### **9. There is high demand for contract parking and we recommend an increase of five per cent in the charge.**

##### **Car Park Maintenance Reserve**

- 6.24 The car park maintenance reserve was established in 2006-07. The aim was to set aside money to fund major cyclical works in the multi-storey car parks. The major works were specified as:

Applying protective deck surfaces every 12 years

Replacing lighting every 12 years

Electrical re-wiring every 24 years

Upgrading lifts when required

Decorating every 5 years

Replacing Pay Equipment every 10 years

- 6.25 It has been very successful, and our car parks are recognised as being maintained to a high standard. They were part of the Purple Flag assessment and all the public car parks have the Park Mark Award. Proactive work should also reduce maintenance costs overall, so we benefit from well-maintained car parks and lower costs.
- 6.26 The contribution to the reserve was funded from an increase in the parking charge combined with funding from existing revenue budgets. Various refinements have been made over the years to the estimated frequencies and costs of works. A statement for the account is attached as **Appendix 7**. This year, we have conducted a major review, and consider, with the benefit of knowing the costs of previous work, that the contribution from revenue can be reduced by £125,000 from 2015-16.

### **Recommendation to Guildford Borough Council's Executive**

#### **10. We recommend reducing the funding requirement for the Car Park Maintenance Reserve by £125,000.**

##### **Bedford Road Lights**

- 6.27 Rewiring and new lighting was completed in Bedford Road Multi Storey Car Park in 2013. LED lights, which are more expensive to buy but are far more efficient and require less maintenance, replaced the traditional lights. We have been benefiting from a saving of 40 per cent on electricity consumption.

6.28 The table below shows the energy consumption in each of the lit car parks compared to the number of spaces they provide:

Car Park	Spaces	Consumption in kWh/yr	kWh per space	Cost per Space/yr
York	605	280,000	463	£49.47
Castle	350	325,000	929	£87.98
Farnham	917	485,000	529	£56.54
Leapale	384	175,000	456	£48.72
G Live	123	85,000	691	£62.20
Tunsgate	64	60,000	938	£88.07
Bedford	1,033	400,000	387	£36.53
	Total	2,470,000		

6.29 Attached as **Appendix 8** is a bid outlining the advantages of upgrading the lighting in our other major car parks with LED. For a project cost of £300,000 we can save around £45,000 per year in energy and maintenance costs, and reduce the electricity consumption from our car parks.

#### **Recommendation to Guildford Borough Council's Executive**

**11. We recommend that the upgrade to LED lighting in Castle, Farnham and York Road car parks, as detailed in the bid attached as Appendix 8, and that this is funded from the Car Park Maintenance Reserve.**

#### **Replacement Lifts**

6.30 The Council's Electrical Engineer has recommended a phased replacement of the lifts in our car parks. The Electrical Engineer has proposed an approach benefiting from economies of scale by letting a contract for replacing lifts at a number of housing sites and combining this with the car park lifts, with the lifts in one car park being replaced each year over the next three years. A bid form is attached as **Appendix 9**, and it is recommended we fund the work from the Car Park Maintenance Reserve.

#### **Recommendation to Guildford Borough Council's Executive**

**12. We recommend that the lift replacement programme, detailed in the bid attached as Appendix 9, is funded from the Car Park Maintenance Reserve.**

#### **Phone and Pay**

- 6.31 We have recently introduced a system of phone and pay, which allows the users of our pay and display car parks to pay for parking using their phone, or mobile apps. It also allows users to top-up while they are away from their vehicle. The system is already proving popular and currently around five per cent of users are paying for more time while they are away from their vehicle.

#### **Parking Apps**

- 6.32 We are talking to a company on the Surrey Business Park, which is developing an app to allow people to book parking space or guide them to space, which is available. Such an app would help us direct users to an appropriate car park, minimising congestion and delays.

#### **Parks Car Parks**

- 6.33 Three car parks around the parks are having problems with commuters and others using spaces and reducing access to the park facilities. When drivers intending on going to the park cannot find parking, they add to congestion in the local area. It is therefore recommended to introduce parking orders to control parking in Nightingale Road car park, on Stoke Park, Lido Road Upper and Sutherland Memorial Park car parks. The details of the proposed order are outlined in **Appendix 10**.

#### **Recommendation to Guildford Borough Council's Executive**

**13. We recommend that the car parks detailed in Appendix 10 be included within the Off-Street Parking Places Order and that the Council undertakes the statutory procedures to amend the order.**

## 7. Park and Ride

7.1 Guildford has a developing network of park and ride sites. With plans to develop the town centre, and limited scope for absorbing increased traffic flows, the continued development of park and ride is important.

7.2 Research shows there are a number of characteristics that towns or cities exhibit that have successful park and rides services. These are:

- the centre is historic
- there is a university
- tourism levels are high
- there is a vibrant shopping centre
- there is a large service sector business area
- there is limited capacity to improve town centre road infrastructure
- there is severe congestion during rush hours
- the proportion of private off-street parking available for businesses is low
- there is limited opportunity for free parking within walking distance of the centre.

7.3 Key features for a successful park and ride service are that the

- sites are large enough to provide sufficient passenger throughput to support the bus service (500 to 700 spaces).
- they are well designed, high quality, safe sites with toilets
- the bus service is punctual, high quality, and reliable
- the travelling time is 15 minutes or less
- there is bus priority around congested spots, so the service is equal to or faster than the journey by car.
- the site has uncongested access
- there is ratio between town centre parking charges and park and ride fares that encourages the use of park and ride.
- there is clear signage and good marketing

7.4 The town currently has four sites: Artington:(742 spaces), Merrow (335 spaces), Spectrum (over 1,000 shared with the leisure centre) and Onslow (550 spaces). The table below shows the current fares from each site:

Site	Return	Weekly	Monthly
Spectrum	£2.40	£9.60	£30
Artington	£2.20	£8.80	£30
Merrow	£1.80	£7.20	£30
Onslow	£1.50	£6	£30

7.5 Under the Memorandum of Understanding between Surrey County Council and Guildford Borough Council, attached as **Appendix 11**, the first call on any surplus made from on-street parking is put towards the cost of park and ride at the Artington, Merrow and Spectrum sites. Onslow park and ride opened in November 2013. It is

funded from the Local Sustainable Transport Fund award, but this funding only lasts until March 2015.

- 7.6 A breakdown of usage at each site is shown below. In 2013-14, the Artington, Merrow and Spectrum park and ride sites had 839,922 passengers, took £514,454 on the buses, and received a subsidy of £561,000 from the on-street parking account.

Data between September 13 – August 14	Total Passengers	Concessions	Percentage of concessions	Fare income in £
Artington	371,147	164,765	44	218,809
Spectrum	211,183	68,926	33	177,661
Merrow	245,626	136,915	56	107,587
Totals	827,956	370,606	45	504,057

- 7.7 The net running cost of Onslow Park and Ride is estimated at £227,000 per annum; this is after income received from fares projected at £40,000 for 2014/15 and concessionary income estimated at £10,000 with costs for the bus service at £277,187. The LSFT award will meet the running costs for 2014-15. However, in 2015-16 there is no further funding available. After funding park and ride, the remaining surplus from the Guildford on-street parking account was £68,000.

Onslow Park and Ride	Oct- Dec 13	Jan – Mar 14	Apr – Jun 14	Total
Concessions	1,554	3,557	4,421	9,532
Total Patronage	4,623	12,505	14,999	32,127
Fares in £	2,673	6,014	9,017	17,704

- 7.8 Park and ride services around the country need subsidy and the issue is how to provide a high quality service at the lowest cost. We have been looking at ways to maintain the quality of service whilst reducing costs and / or increasing income. In particular, it is important to be able to fund Onslow Park and Ride while the usage builds. The existing bus contracts expire at the end of March 2015 and following a retender process, the advice is that the bus contract costs may increase by a few per cent.
- 7.9 The fares were increased at Artington, Merrow and Spectrum in January 2013 and the table below shows the level of patronage and the income from bus fares:

Patronage and Income of Park and Ride Sites Excluding Onslow

Quarter	Patronage	Income
Jan-Mar12	234,874	122,103
Apr- Jun 12	218,116	115,678
Jul – Sep 12	212,234	116,384
Oct-Dec 12	260,132	138,055
Total	<b>925,356</b>	<b>492,220</b>
Jan-Mar 13	213,083	123,472
Apr – Jun 13	215,805	129,187
Jul – Sep 13	199,115	125,512
Oct – Dec 13	224,627	141,294
Total	<b>852,630</b>	<b>519,465</b>
Jan – Mar 14	200,375	118,461
Apr – Jun 14	196,776	118,170

- 7.10 Passenger numbers using Artington, Merrow and Spectrum appear to be reduced for the first six months of 2014 compared with 2012 and 2013 and while average income per passenger trip has increased as a result of the fares review in January 2013, overall income is at best staying static. Some of the figures could be affected by cars diverting to the Onslow site, which may well be more convenient for some.
- 7.11 In order to improve access to the park & ride site from the A3 a programme of new and additional signs is planned with the Highways Agency. This will be a comprehensive strategy between the Highways Agency Surrey County Council and Guildford Borough Council. This should complement a parking signage strategy for Guildford, providing clear, concise directions to the park & ride sites and town centre car parks. In addition enhanced car park signs will be installed at the entrance and within all the Park & Ride sites.
- 7.12 Information about car parks will include details of the Park & Ride network so motorists will be aware of both options.
- 7.13 The rent for the extension at Artington is considered high compared to the value of the land. Last year, it was £75,000 and provides an additional 270 spaces at the site. We will speak to the landowner to see whether a better settlement can be obtained.
- 7.14 There is currently a guard at each of the sites other than Spectrum. The cost of each guard is around £40,000 per annum. The Onslow site has barriers, with a guard is

needed in case there is a problem with them. Artington has CCTV camera that are monitored from the control room at Bedford Road Car Park and a help point that connects to the control room. We have looked at the possibility of combining guards at Artington and Merrow, and having one guard driving between the two sites. Changing to a mobile guard between both sites would save around £30,000 per annum. If this change is agreed we will look at introducing CCTV at Merrow and providing a help point, which enable customers to speak directly to the control room.

### **Recommendation to the Guildford Local Committee and Guildford Borough Council's Executive**

#### **14. We recommended that the guard at Artington and Merrow be combined and become a mobile guard between the two sites.**

- 7.15 The English National Concessionary Travel Scheme offers passholders free off peak travel on local bus services anywhere in England between 9.30am – 11.00pm Monday to Friday, all day at weekends and on Public Holidays. Residents qualify on age or on grounds of certain disabilities.
- 7.16 The Concessionary Bus Travel Act aimed to delivery social inclusion benefits for older and disabled people by allowing them greater freedom to travel, for free, by local bus. This was a key part of the Government's wider recognition of the importance of public transport for older and disabled people, and the role access to transport has to play in improving social inclusion and maintaining well-being.
- 7.17 An amendment to the Act noted that "Services where the fare charged has a special amenity element" can be excluded from the ENCTS scheme. In the case of Guildford Park & Ride the "special amenity element" may be the provision of a secure parking space, with waiting room and toilets. For example, one would not generally use the park & ride services unless one had a car.
- 7.18 Analysis of passenger data indicates that 45 per cent of all passengers on the park and ride use concessionary bus passes and pay no fare. As noted previously the ENCTS scheme is primarily to help promote social inclusion and maintain well-being. The ENCTS scheme could be intended for holders as an alternative to the car and those that use the park and ride are primarily travelling by car. Basically, park and ride is a car park linked to the town by a bus. It is intended to take cars out of the traffic flow before they add to traffic in a town centre.
- 7.19 Other local authorities in England have removed the ENCTS offer from their park and ride network. We recommend that a consultation be undertaken to look at removing the ENCTS from the park and ride network for people qualifying for a badge based on age. There would be no change for those who had a pass based on disability.

### **Recommendation to the Guildford Local Committee and Guildford Borough Council's Executive**

#### **15. That Surrey County Council undertakes a public consultation on the proposal to remove the ENCTS from the Park & Ride network for people**

**qualifying based on age and on the introduction of a nominal charge of £1 per return journey for these concessionary pass holders.**

7.20 Under the agency agreement, which came into effect in April 2013, the remaining surplus after the cost of park and ride for the Artington, Merrow and Spectrum sites has been deducted is for the Guildford Local Committee and Guildford Borough Council Executive to decide how to spend. The surplus for 2013-14 was £68,000 and it is recommended that this is put towards the cost of funding Onslow Park and Ride in the year 2015-16.

**Recommendation to the Guildford Local Committee and Guildford Borough Council's Executive**

**16. We recommend using the uncommitted surplus from on-street parking management in 2013-14 of £68,000 on funding the cost of Onslow Park and Ride in 2015-16.**

7.21 Guildford Borough Council also receives 20 per cent of any surplus made in Waverley, and in 2013-14 this amounted to £37,750. We also recommend that this amount be used to fund Onslow Park and Ride in 2015-16.

**Recommendation for Guildford Borough Council's Executive**

**17. We recommend using the unspent surplus from on-street parking management in Waverley, £37,750 to fund Onslow Park and Ride in 2015-16.**