

**GUILDFORD BOROUGH COUNCIL AND
SURREY COUNTY COUNCIL**

GUILDFORD JOINT COMMITTEE

DATE: 12 DECEMBER 2018

LEAD OFFICER: ANDY HARKIN, PARKING MANAGER

SUBJECT: ON-STREET PARKING BUSINESS PLAN 2019-2020

AREA(S) AFFECTED: ALL



SUMMARY OF ISSUE:

This report presents the Parking Annual Report 2017-18 for Guildford and makes a number of recommendations to the Joint Committee in respect of on-street parking and the use of the surplus generated from this service.

RECOMMENDATIONS:

The Guildford Joint Committee is asked to:

- (i) Note the contents of Annexe 1, the Parking Annual Report for 2017-18 and the current and planned work associated with on street parking in section 1.**
- (ii) Agree to increase the charge that applies to the 30-minute maximum stay Pay and Display only, and 30-minute maximum stay Pay and Display dual-use bays by 20 pence per half-hour, from 80 pence per half-hour to £1 per half-hour**
- (iii) Agree that the staffing provision at three of the Park & Ride sites (Artington, Merrow and Onslow) be changed from a static operating model to a mobile provision focusing on locking, unlocking and cleaning.**

REASONS FOR RECOMMENDATIONS:

- (i) To maintain the differential between convenient on street parking and off street parking to support the “drive to not through” strategy and**
- (ii) To reduce the operating costs of the park and ride service.**

1. INTRODUCTION AND BACKGROUND:

1.1 On-street Short-stay Pay and Display Tariffs

Parking Services aims to maintain premium rates for people who wish to park in the most convenient on-street parking spaces closest to their intended destinations in the town centre to support the “**drive to and not through**” strategy and increase availability and turnover of spaces. Sections 2.1 to 2.3 set out the background for recommendation (ii) for on street tariffs for 2019/20.

1.2 Park & Ride Staffing Provision

The current staffing provision at three Park & Ride sites (Artington, Merrow and Onslow) is carried out by contracted guards with specific duties at each of the sites. This static provision of guards being on site, opening and closing the sites at the beginning and end of the day, remain on site throughout the operating hours and maintain and clean the reception buildings and toilets.

This operation currently costs £134,000 per year to provide. At the time the Park & Ride initiative was implemented a decision was taken to have staffed sites during a period of stabilisation and the Parking team are in the process of reviewing this provision as set out in section 2.4 and recommendation (iii)

1.3 Parking Review

The scoping report for the current parking review was presented to the Guildford Joint Committee at its meeting on 19 September 2018. This resulted in the following decisions:

- i. To implement the “Quick wins” affecting 5 sites within 12 months,
- ii. That the Parking & Air Quality Working Group agrees the scope and priorities of a review that had resulted from:
 - a) Guildford Borough Council’s Overview & Scrutiny (O&S) Committee recommendations relating to approximately 110 locations.
 - b) Around 550 other requests for new and amended controls across the borough.

The Parking Team and Working Group are currently finalising recommendations for the next review period.

1.4 Park & Ride Planning Permissions

Parking Services is investigating the possibility that the Park & Ride planning permissions can be relaxed to allow services to be expanded, to encourage increased usage, and to meet the wider needs of the community.

1.5 Car Club Update

The Guildford car club now has 12 car club spaces in the town centre, up from 8 previously. 5 of the car club cars available are electric vehicles. Due to increased utilisation, the car club operator wanted to expand their operation, and after consultation with Surrey County Council, a recommendation was made to provide 4 additional Car Club permit only bays. Those recommendations were formally advertised in February 2018

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and feedback shared with the Chairman, Vice-Chairman and relevant Local Ward and Divisional members.

At the end of July 2018, the 4 existing parking spaces mentioned above were converted to Car Club permit only spaces to support that growth in the town centre locations. The new spaces are located in Harvey Road, London Road, Recreation Road and Walnut Tree Close.

2. ANALYSIS:

2.1 On-Street Pay & Display - all sites

In the town centre, there are 463 Pay and Display (P&D) parking spaces, which accommodate 433,996 parking sessions during controlled hours. Many motorists look for a convenient parking space. On-street spaces are often the closest to a preferred destination, but they are also limited in number. Drivers searching unsuccessfully for on-street spaces add to congestion.

To ensure there is a regular turnover of space, the time motorists can park in on-street P&D spaces is limited. The bays closest to the centre have a maximum stay of 30 minutes. More distant P&D spaces can be parked in for longer periods, in some cases up to 3 hours. To encourage use of the most appropriate parking provision it is good practice for the most-convenient on-street parking spaces to carry a higher charge than nearby car parks. Currently, the charge in most on-street P&D parking places is 80p for 30 minutes (£1.60 per hour). The charge in the most central car parks is £1.30 per hour.

On-street P&D usage has declined over the last decade with a 19% reduction in tickets sold since 2009. The revenue per ticket however has increased by almost 17% in the same period. Although primarily due to the price increase in 2014, modest increases in recent years suggest that visitors may be staying longer.

Year	Tickets sold	Income £	Revenue per Ticket £
2009-10	535,094	698,102	1.30
2010-11	521,967	692,869	1.33
2011-12	532,978	700,605	1.31
2012-13	525,299	687,639	1.31
2013-14	520,089	698,838	1.34
2014-15	503,659	753,934	1.50
2015-16	477,142	715,455	1.50
2016-17	457,577	697,244	1.52
2017-18	433,996	660,228	1.52

Use can be affected by many factors and is particularly sensitive to road conditions and road works. This was evident in February/March 2018 when Guildford was affected by a sustained period of cold and wintery weather.

- 2.2 During the 2009-18 period there has also been a 6.5% reduction in the number of P&D spaces provided, predominantly within the P&D only stock due to development and pedestrianisation as part of the public realm scheme. We have been keen to maintain, and if possible increase, the number of P&D Dual-Use spaces as resident permit holders can also use these. The number of dual use bays influences the number of permits that can be issued at any one time.

Year	Totals	Overall		30-min 'Short-Stay'	
		P&D Only	P&D Dual Use	P&D Only	P&D Dual Use
2009	495	313	182	101	3
2018	463	276	187	79	9

In respect to the 30-minute 'Short-Stay' spaces, the number that are P&D Only has reduced by almost 22%. This has primarily been due to developments, environmental schemes, and re-engineering of the highway.

Guildford On-Street Short Stay Only Ticket Sales (first 6 months of financial year)

Apr to Sep	17-18 Tickets	18-19 Tickets	17-18 Totals (£)	18-19 Totals (£)	17-18 Per ticket income	18-19 Per ticket income
High St	38,436	34,207	34,496	27,304	0.90	0.91
Quarry St	1,687	12,162	12,290	10,195	0.90	1.10
Woodbridge Rd	7,622	7,052	6,871	7,869	0.90	0.88
Ward St	16,670	16,246	14,758	14,314	0.89	0.91
Chertsey St	5,885	4,231	5,467	3,882	0.90	0.91
North Sqr	3,558	3,302	3,211	2,994	0.90	0.91
Totals	85,858	77,200	77,095	66,561	0.90	0.91

Whilst there has been a reduction in the number of short-stay on-street tickets sold, the use of the off-street car parks has increased. This is despite the tariffs within the car parks being raised. This indicates that factors other than pricing are driving customer behaviour.

We therefore consider the use of the 30-minute spaces is more likely to be influenced by changes in the retail offer in a particular location, whereas those staying for longer periods are more likely to visit a larger number and range of retail outlets over a wider geographic area.

Larger car parks will generally have a space available and avoid the need to drive around searching for a space on street. Additionally, the greater choice of payment options available in the car parks may be encouraging users to use these facilities, rather than parking on-street, and having to rely on coins. This is something that the current parking review is seeking to exploring and

may result in a recommendation to introduce pay by phone, credit card, and/or wave and pay (contactless) payments on-street.

- 2.3 Evidence suggests that those who are prepared to pay a premium to use the most convenient 30-minute spaces for their needs are unlikely to be deterred by an increase in price from 80 pence per half hour, to £1 per half hour.

We know that the average income per ticket (91 pence) exceeds the current maximum fee (80 pence), showing that many users are already prepared to pay £1 to use these spaces.

We have modelled a full year financial impact of the new tariff should there be:

- A further 10% reduction in sales against the 2017/18 full year total of short stay only parking
- Stabilisation at the 2017/18 full year total for short stay only parking
- A 10% increase in use back to the 2016-17 levels of short stay only parking

Short stay	Income per ticket	Further 10% reduction in ticket sales	Maintain 17-18 ticket sales	back to 16-17 ticket sales
Estimated Number of tickets		154,544	171,716	188,888
Tariff 80p/30mins	£0.91	£140,635.03	£156,261.56	£171,888.08
Tariff £1.00/30mins	£1.00	£154,544.00	£171,716.00	£188,888.00

Although the increase in revenue generated by the tariff change is likely to be low (£14,000-£17,000 per annum), it will continue the good practice of maintaining the pricing differential between on- and off-street parking, and encourage use of the most appropriate parking provision.

2.4 Park & Ride Staffing Provision

The current staffing provision at three Park & Ride sites (Artington, Merrow and Onslow) is carried out by contracted guards with specific duties at each of the sites. Attendance is permanent throughout the operating hours. One of the primary functions of this provision is to open and close the sites at the beginning and end of the day. These staff also maintain and clean the reception buildings and toilets.

This operation currently costs around £134,000 per year to provide. At the time the Park & Ride initiative was being developed, an operational decision was taken to have manned sites, while the facilities were introduced and for a period of stabilisation.

It is now felt that the provision of guards on site is no longer required and the same duties can be performed either by other operational staff employed by Guildford Borough Council, or a new part-time resource specifically engaged to carry out locking, unlocking and cleaning duties. There would no longer be a

permanent presence (static model) on site. This proposal would bring the operation of the Park & Ride sites into line with the way that Parking Services manages its other car parks across the borough (mobile operation).

The Park & Ride sites are funded by the On-street Parking account, which operates at a surplus. By changing the provision, a significant saving can be made which will reduce the demands on the on street account.

Any surplus could be used to: build up a reserve within the On-street Parking account, fund other highway and transportation initiatives, assist with Parking Reviews and/or allow the Parking & Air Quality Working Group to consider a greater number of issues.

The table below shows the position under the current arrangements.

Park & Ride Funding	£ 2016-17	£ 2017-18	£ 2018-19 (estimate)
Bus Contract Price <i>(net of fare income)</i>	308,731	227,285	217,000
Car park running costs <i>(rent, site maintenance, guards, gen rates)</i>	358,558	428,754	412,260
Total Cost	667,289	656,039	629,260
Guildford on-street parking surplus 2017-18	594,870	670,012	
Paid into Guildford on-street parking reserve	72,419	-13,973	
Total Funding	667,289	656,039	

- 2.5 A change in staffing provision has the potential to reduce costs by up to £90,000 per annum. The change would replace permanent staffing at all sites with a single member of staff visiting the sites to lock and unlock them and carry out daily cleaning and maintenance of the waiting buildings and toilets. Help Point intercoms would be introduced at each of the Park & Ride sites to assist customers with any enquiries that they may have. Such equipment is already used successfully in many of the Borough Council's other car parks. Additionally, the Park & Ride sites are already covered by CCTV surveillance. The bus drivers operating the bus services also visit the sites regularly, and they too already deal with a number of customer enquiries.
- 2.6 The contract for the guarding is continuing on a month by month basis which means that there is the opportunity to change provision without financial penalty.

3. OPTIONS:

- 3.1 Recommendation (ii) is to increase Pay and Display charges to £1 per half hour in premium town centre spaces. Alternatives are no increase or increase to more than £1.
- 3.2 Recommendation (iii) is to cease permanent staffing and look to new arrangements for locking and unlocking and cleaning. The alternative is to carry on with the existing arrangements and seek to tender this over the coming months.

4. CONSULTATIONS:

- 4.1 In the event of a change in charges, we will need to place appropriate notices advising customers. The notices will provide the opportunity for any concerns to be raised.

5. FINANCIAL IMPLICATIONS:

- 5.1 Whilst there is some risk of reduced use through increasing the charges, there are no expected negative financial implications as a result of the change proposed. There is however the opportunity for a significant saving to be realised if changes to the park and ride staffing arrangements are agreed. Full details are shown in **Annexe 2, Section 4**.

6. WIDER IMPLICATIONS:

6.1 Area assessed:	Direct Implications:
Crime and Disorder	Set out below.
Equality and Diversity	Set out below.
Localism (including community involvement and impact)	No significant implications
Sustainability (including Climate Change and Carbon Emissions)	No significant implications
Corporate Parenting/Looked After Children	No significant implications
Safeguarding responsibilities for vulnerable children and adults	No significant implications
Public Health	No significant implications
Human Resource/Training and Development	Set out below.

Crime and Disorder – specific to item (ii)

- 6.2 There may be a concern of increased vandalism due to the sites not being staffed. Based on experience of the other car parks within Guildford and elsewhere across the borough, this risk is assessed as being very low. Typically, damage can be caused to cars by other users but this happens whether a site is staffed, or not. The existing CCTV infrastructure can sometimes provide useful evidence to pursue matters.
- 6.3 There may also be a perceived risk of increased traveller incursions. However, guards have operated at these sites for a number of years and have not prevented incursions and steps are already being taken to bolster the physical protection measures.

Equality and Diversity - specific to item (ii)

- 6.4 We have completed an Equality impact Assessment and taken into consideration any impacts to the community this change would have. It has been concluded that the impact would be minimal. Our aim is that everyone can access the Park & Ride services and therefore there is good provision in place to support different parts of the community. For more information, refer to **Annexe 1** section 6.

Human Resource implication - specific to item (ii)

- 6.5 The existing staffing at Artington, Merrow and Onslow are not contracted directly from GBC and we are proposing ceasing a service. Therefore TUPE would not apply as we will be ceasing provision and not transferring to another provider. We would need to give relevant notice of 1 month and be mindful of the feelings of the existing guards while we transition the service.

7. CONCLUSION AND RECOMMENDATIONS:

- 7.1 The Guildford Joint Committee is asked to agree:
- (i) **To note the contents of Annexe 1, the Parking Annual Report for 2017-18 and the current and planned work associated with on street parking in section 1.**
 - (ii) **that the charge that applies to the 30-minute maximum stay Pay and Display only, and 30-minute maximum stay Pay and Display dual-use bays be increased by 20 pence per half-hour, from 80 pence per half-hour to £1 per half-hour**
 - (iii) **that the staffing provision at three of the Park & Ride sites (Artington, Merrow and Onslow) be changed from a static operating model to a mobile provision focusing on locking, unlocking and cleaning.**

8. WHAT HAPPENS NEXT:

- 8.1 If agreed, the proposed changes for recommendation (ii) can be advertised by Notice, rather than by the full amendment order process, early in 2019. There would be requirement to report any feedback to the Chairman, Vice-Chairman and relevant Local Ward and Divisional members.
- 8.2 If the change of staff provisioning for the Park & Ride is agreed for item (iii), the parking team will assess delivery options and costs and look to deliver a revised regime at the earliest opportunity. This will take between 3 and 9 months depending on the delivery approach taken.

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Consulted:

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Annexes:

Annexe 1 – Guildford Parking Annual Report 2017-18
Annexe 2 – Guarding (P&R) Contract Review Specification

Background papers:

None

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