

**GUILDFORD BOROUGH COUNCIL AND  
SURREY COUNTY COUNCIL**



**GUILDFORD  
BOROUGH**

**GUILDFORD JOINT COMMITTEE**

**DATE: 11 DECEMBER 2019**

**LEAD OFFICER: ANDY HARKIN, PARKING MANAGER, GUILDFORD BOROUGH COUNCIL**

**SUBJECT: ON-STREET PARKING BUSINESS PLAN 2020-2021**

**AREA(S) AFFECTED: ALL**

**SUMMARY OF ISSUE:**

This report presents the Parking Annual Report 2018-19 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 2018-19 and the current and planned work associated with on street parking,**
- (ii) Introduce Pay by Phone technology, providing customers more flexibility in payment options and extending visits,**
- (iii) Recommend a review in conjunction with Surrey County Council on replacement of current on-street Pay & Display (P&D) equipment.**

**REASONS FOR RECOMMENDATIONS:**

- (ii) By introducing Pay by Phone technology in on-street parking locations, we can rationalise the number of P&D machines required and the amount of cash collections needed, while still offering customers the ability to pay by cash, as well as providing them with alternative, flexible payment options and easier ways to extend their stay,**
- (iii) The current on-street P&D machines are all around 22 years old and only accept coins. Whilst they have performed well over that period, the machines look dated, are susceptible to increased security threats and the continued availability of spare parts is likely to become an issue. The latest P&D machines have improved security features and provide improved customer experience, by offering more flexible payment options, such as contactless card payments. Improved technology would also allow for reduced operating, maintenance costs, and enhanced management of the equipment, which are networked and able to provide 'real-time' information. In summary, the equipment would benefit from upgrading.**

## **1. INTRODUCTION AND BACKGROUND:**

### **Update to recommendations previously approved by the committee**

#### **1.1 On-street Short-stay Pay and Display tariffs update**

In September 2019 the short-stay 30-minute, P&D tariff was increased from 80 pence per half-hour to £1 per half-hour. This change brought these bays into line with the fees charged in the North Street off-street car park, which is charged at £1 per half-hour, and has a 30-minute maximum stay.

The higher tariff encourages greater turnover and availability of these premium spaces and increases usage in the most convenient town centre on-street parking spaces. This supports the '**drive to and not through**' strategy.

Given the recent introduction of the tariff increase, it is probably too early to assess the impact of the change. However, we introduced a similar change in North Street car park in April 2019 and ticket sales have remained comparable to the April to September period in 2018. This would suggest resilience and a willingness to pay a premium to park in the most convenient spaces. It is likely that the same will apply to the similarly convenient 30-minute on-street spaces, albeit that the closure of shops in particular locations or moving of the Post Office may have an impact.

#### **1.2 Park & Ride Staffing Provision Update**

The contracted guarding provision at three Park & Ride (P&R) sites (Artington, Merrow and Onslow) ceased on 7 September 2019. Having full-time guards on site was no longer considered an essential feature of the service. The duties of opening and closing the sites at the beginning and end of the day, and maintaining and cleaning the reception buildings and toilets, are now being undertaken by the Borough Council's Street Cleansing team. The service provided by the Street Cleansing team costs around £40,000 per annum. In its last year of operation, the previous guarding arrangements cost around £125,000 per annum. Therefore, the change should derive an annual saving of around £85,000.

#### **1.3 Parking Review update**

The Guildford Joint Committee met and agreed to proceed with the following proposals as part of the current Parking review:

Guildford town centre controlled parking zone (CPZ)

- Parking controls in Areas A, B, D and northern section of Area C, be extended to operate 8.30am to 9pm, 7 days a week,
- The limit on permits in Area D of the Controlled Parking Zone be increased by **10%**, from 273 to 316 permits,
- To accompany the extended parking controls into evenings and Sundays, the annual household limit on visitor scratch cards be doubled, from 30 to 60 across all areas of the CPZ,
- Use the review as an opportunity to introduce Pay by Phone technology, providing customers with more flexibility in payment options and extending visits, whilst reducing the need for as many on-street P&D machines.

#### Other locations

- To address 22 issues highlighted in the review from the non-CPZ area, as mentioned in **Annex 2**,
- Introduce two formalised disabled parking bays for specific residents.

The above controls were formally advertised for 21 days, between 20 September and 11 October 2019. This involved writing to affected properties across 137 roads, publishing public notices, erecting street notices and placing documents on deposit. The information was also made available on the Borough Council's website. Almost 10,000 households and businesses were written to directly about the proposals. Around 900 representations were received. Originally, it was planned that, following consultation with the local borough and county councillors, the Parking Manager would consult with the Chairman and Vice Chairman of the Committee before determining the way forward. However, given the significant nature of the changes, and the volume and nature of the responses, it is now recommended that the matter is reported to the next Committee meeting, to be held in March 2020. Even so, implementation is still expected to take place in mid-to-late 2020.

The Committee also agreed to advertise the retrospective exclusion of new residential developments of 6 dwellings or more, in the Controlled Parking Zone areas A, B and D. However, this is pending, based on advice from Surrey County Council's legal team regarding the retrospective element.

### **Parking Services update**

#### **1.4 Park & Ride planning permissions**

Parking Services continues to investigate the possibility that the P&R planning permissions could be relaxed to allow services to be expanded, to encourage increased usage, and to meet the wider needs of the community. This also has the potential to improve the financial position associated with operating these sites.

#### **1.5 On-Street Pay & Display performance**

In the town centre, there are 463 Pay and Display (P&D) parking spaces, which accommodated 388,939 parking sessions (2018-19) during controlled hours in 2018-19. These bays are aimed to attract passing traffic for a convenient stop or a specific targeted visit, rather than a longer staying worker or shopper, who are likely to prefer using off street car parks.

On-street P&D usage has declined over the last decade with a 27% reduction in tickets sold since 2009. (see table below). This is thought to be for a number of reasons; there has been a 6.5% reduction in the number of spaces overall since 2009, primarily due to redevelopment and pedestrianisation. The 30-minute bays have been particularly affected, reducing in number by almost 22%. This may deter drivers from searching for a more limited number of on-street spaces that also may no longer be as conveniently situated for their intended destination. Other reasons could be changes in the retail offerings within certain locations and the present, limited coin-only payment option.

The decline in revenue has been at a slower rate than the loss of spaces / reduction in ticket sales, reducing by 13%. However, the revenue per ticket

has increased by 19%, which might suggest that those visitors using the on-street spaces may be staying longer (see table below).

<b>GFD On-Street Parking Performance</b>			
<b>Year</b>	<b>Tickets Sold</b>	<b>Income £</b>	<b>Avg £ per Ticket</b>
2009-10	535,094	698,102	1.3
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	1.5
2015-16	477,142	715,455	1.5
2016-17	457,577	697,244	1.52
2017-18	433,996	660,228	1.52
2018-19	388,939	604,699	1.55

As mentioned in section 1.1, the charge to use the most convenient short stay 30-minute spaces was increased from 80p to £1 per 30-minutes in September 2019. Therefore, we would expect a modest increase in revenue from this change, or a shift in the use of spaces to off-street.

Although the increase in revenue generated by the tariff change is likely to be low, 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.

The recommended introduction of pay by phone and suggested upgrade to the P&D machines, which would include card payments, would greatly improve flexibility for customers and encourage greater use of the on-street spaces by those not carrying sufficient change.

A number of the proposed changes associated with the present Parking Review is also likely to improve the situation. It is proposed that the operational hours within Areas A, B, C (north part) and D of the CPZ are extended from Monday to Saturday 8.30am to 6pm to Monday to Sunday 8.30am to 9pm. This constitutes a 50% extension in the operational hours of the controls within these areas. In Area D, it is proposed that the charging period within the on-street pay and display and dual-use spaces are similarly extended, as is already the case in the area around GLive. This will help prioritise space in the dual-use spaces situated in residential streets for permit-holders. However, it is also likely to increase ticket sales and generate additional pay and display income.

#### 1.6 **Park & Ride funding**

The operation of the P&R sites is funded by the on-street parking account, which generates a surplus. However, there have been reductions in on-street parking revenue. This, combined with the change in the agency agreement with Surrey County Council in 2018, which reduced the proportion of the surplus available to the Committee and Guildford Borough Council to fund the

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P&R service by 20% has meant that the on-street surplus was exhausted in 2018-19. The GBC/GJC on-street reserve was used to meet the funding gap. This reserve has now been depleted and from 2019-20 onwards, there is likely to be a shortfall. Therefore, the combined GBC/GJC surplus will be used to bridge the deficit. The deficit shown in the table below.

	<b>2016-17 Actual</b>	<b>2017-18 Actuals</b>	<b>2018-19 Actual</b>	<b>2019-20 Projected</b>	<b>2020-21 Estimate</b>
<b>GBC On-Street Surplus</b>	(594,870)	(670,013)	(583,600)	(408,861)	(511,687)
<b>On-Street Surplus to SCC (20%)</b>	n/a	n/a	115,649	81,772	102,337
<b>GBC Net Revenue</b>	<b>(594,870)</b>	<b>(670,013)</b>	<b>(467,951)</b>	<b>(327,089)</b>	<b>(409,350)</b>
<b>P&amp;R Expenditure</b>	667,289	656,039	674,088	635,686	595,520
<b>GBC Annual Shortfall</b>	<b>72,419</b>	<b>(13,974)</b>	<b>206,137</b>	<b>308,597</b>	<b>186,170</b>
<b>GBC/GJC Reserve</b>	<b>(118,248)</b>	<b>(132,221)</b>	<b>73,916</b>	<b>382,513</b>	<b>568,683</b>

To improve the financial position, Parking Services is looking at ways to reduce costs and increase revenue:

- by changing the on-site provision in September 2019 (mentioned in section 1.2) the anticipated **£84,900** saving per annum will improve the financial position from 2019-20, as seen in the table above,
- increased usage of the P&R sites by those visiting the town would reduce the subsidies currently paid to the bus operator, to provide the link to the town centre from the Onslow and Spectrum sites. In this regard, relaxing the planning permissions, as outlined in section 1.4, would enable the bus operator to operate the service over an extended period, and in turn, this may help improve patronage,
- the relaxation of the planning permissions at existing P&R sites may provide other opportunities to make savings / generate income and in turn, improve the financial position such as,
  - potentially relocating of a bus depot to the Artington P&R site, utilising underused space,
  - potential to utilise underused space at Onslow P&R for local business needing parking,
- the changes in the operational hours of the on-street controls within the central areas of the CPZ may increase revenues and also patronage to the P&R and the additional income generated from the changes may aid the financial position,
- consider the existing P&R sites and if there are more suitable sites to service the public's needs, such as the Northern / North-eastern corridor, where subsidies may not be required,.

If the projected decline in the on-street surplus is not arrested and / or savings / increase revenue generated by the P&R sites themselves, the ability to continue to fund the P&R service wholly from the on-street account, without requiring subsidy from other funding sources, is uncertain.

#### 1.7 **Car Club update**

The Guildford car club now has 12 car club spaces in the town centre; most include electric charging points to support the five electric vehicles the club is using.

Surrey County Council is also currently investigating the possibility of on-street charging infrastructure for more general use by electric vehicles in and around Guildford town centre. Parking Services will work with our colleagues to progress this initiative.

**1.8 Resident parking restrictions**

Space within the town centre CPZ is restricted and even though the opportunities to create more space are extremely limited, we are exploring ways that we could provide alternative solutions for Resident Permit holders. Currently, Area D permit holders can park in the pay and display car parks free of charge between 6pm-8am the following morning. Guildford Borough Council is exploring an option to allow Area D permit holders to extend the time to 6pm-10am for a £1 charge. There may also be scope to extend this concession to include those permit areas immediately adjacent to car parks, such as Areas A and B.

**1.9 Bodycams**

CEOs have been issued with bodycams to give both themselves and the public added protection during patrols. The introduction aims to reduce the anti-social behaviour officers often experience when carrying out their duties, especially during School Watch patrols.

The bodycams record video and sound and can be turned on as required by the CEOs. This can be used to evidence PCNs being issued; when CEOs encounter unacceptable behaviour, when a driver parks in a disabled bay without the appropriate badge, or when a driver refused to take the PCN and drives away. This is stored and provided as evidence against PCN challenges and can be provided to the police, or courts if required.

**1.10 Regulation 10 Penalty Charge Notice**

Now the team have the capability of evidencing drive aways with their bodycams, where the CEO was prevented from issuing the ticket on the car, we are in the process of updating our IT system and should be able to issue "Regulation 10" postal PCNs very shortly.

**1.11 Easipermits**

In August 2019, Easipermits were introduced to enable new applicants for Residents' Permits to complete their application and pay on-line. The on-line form can be found on the Resident Permit web page for Guildford residents. The new permit application process is more streamlined, and avoids residents having to visit Millmead. Presently, this does not include Area D, as the threshold on the number of permits allocated and waiting list make determining permit eligibility more complex in this zone.

**1.12 Visitor permit delivery**

In July 2019, a Visitor Permit on-line request form was introduced by Guildford Borough Council's Customer Services team, enabling customers to order their visitor permits on-line and request delivery to their home address. The on-line form can be found on the Resident Permit web page for Guildford residents. The new process is more streamlined, and avoids residents having to visit Millmead. Most deliveries are free of charge unless urgent, or of a large quantities of permits are involved, in which case postal charges apply.

### 1.13 Virtual permits

The use of virtual resident permits could remove the need to issue a paper permit, reduce cost and make it easier for residents to apply and be issued with permits on-line. The CEO simply scans the vehicle's registration number to see whether it is on the permit database. This is similar to the process now used for vehicle tax discs and is being investigated.

## 2. ANALYSIS:

- 2.1 Parking Services is working on initiatives to help close the projected gap between the on-street parking surplus and the cost of the P&R service
- we have already changed the opening, closing and cleaning model at three P&R sites from September 2019, which will generate an annual saving of £84,900,
  - by improving technology used by customers, such as pay by phone and contactless payment options, this may help increase use of the on-street pay and display spaces and should reduce fees associated with cash collection,
  - exploring alternative parking solutions for permit holders in restricted areas by utilising unused off-street car parking space at quieter times,
  - explore changes to the planning permissions at the P&R sites, to enable extended hours of operation, which could reduce the subsidy to the bus operator and provide other savings and income generation opportunities,
  - exploring the opportunity to introduce bus lane enforcement at two locations in Guildford. In addition to improving the movement of public transport this is also likely to generate a surplus (see **Annex 3**). Any surplus would be ring fenced to highways related expenditure, which could include P&R or other transport/highway initiatives.
- 2.2 As the main source of pollution to our Borough is from motor vehicles, it is important that we encourage sustainable travel options and reduce vehicle emissions. We are doing this by:
- promoting local travel by 'car club'. Making bays available for car club use including electric charging
  - traffic management and enforcement by moving drivers on and changing behaviours when stopping unnecessarily and idling
  - promoting use of public transport, especially the Park & Ride to encourage drivers to park away from town to avoid congestion and increased pollution
  - investigating bus lane camera enforcement which would remove a large proportion of non-authorized traffic from bus lanes, keeping lanes free flowing for public transport
  - providing EV charging points so that they become more accessible for the public
  - changing parking transport vehicles over to electric vehicles to reduce emissions
  - encouragement of online renewal of permits/visitor permits, to discourage lots of trips to the council offices and removing potential congestion and emissions in the town centre.

### **3. OPTIONS:**

- 3.1 Recommendation (ii) is to introduce Pay by Phone for on-street and rationalise the amount of P&D machines required, which in turn should reduce the amount of cash collections required. The alternative is that no changes are made.
- 3.2 Recommendation (iii) is to undertake a review of the P&D machines with Surrey County Council looking to replace them. This should provide better income protection, security, fewer cash collections and an improved customer experience. Alternatives are that no changes are made, but over time, equipment is likely to be more difficult to maintain, and ultimately fail, further impacting revenue and incurring significant, unplanned additional revenue expenditure to replace equipment.

### **4. CONSULTATIONS:**

- 4.1 If the proposed changes are approved, we will need to place appropriate notices advising customers. The notices will provide the opportunity for any concerns to be raised and fed back to Committee.

### **5. FINANCIAL IMPLICATIONS:**

- 5.1 Recommendation (ii) - we expect a positive outcome based on the introduction of Pay by Phone technology and card payments, as demonstrated by the high levels of utilisation that have been maintained within the car parks, where this technology is available. The costs associated with signage changes are likely to be covered by the Pay by Phone provider.

Recommendation (iii) would require a review of the existing P&D equipment with a view to replacement. If all were replaced, it is estimated that this would cost around £300,000. We will work with our County Council colleagues to find a means of funding the new equipment.

Giving customers greater options to pay by various means on-street rather than just coin may encourage greater use and increase revenue.

### **6. WIDER IMPLICATIONS:**

<b>6.1 Area assessed:</b>	<b>Direct Implications:</b>
Crime and Disorder	No significant implications
Equality and Diversity	No significant implications
Localism (including community involvement and impact)	No significant implications
Sustainability (including Climate Change and Carbon Emissions)	See below
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	No significant implications

## 6.2 Sustainability

Parking sits alongside Climate Change and Air Quality within the strategies that feed into the Surrey Transport plan. Therefore, in many respects, these strategies and sustainability are inter-dependant.

Preventing parking in locations where it would otherwise cause safety and access issues, and in particular, impede traffic, helps reduce congestion, the resultant journey times and pollution. This can be particularly important on bus routes, where large vehicles utilise relatively narrow roads.

## **7. CONCLUSION AND RECOMMENDATIONS:**

- 7.1 The Guildford Joint Committee is asked to agree to:
- (ii) **Introduce Pay by Phone technology, providing customers more flexibility in payment options and extending visits,**
  - (iii) **Recommend a review in conjunction with Surrey County Council on replacement of current on-street P&D equipment.**

## **8. WHAT HAPPENS NEXT:**

- 8.1 If agreed, the proposed change to facilitate the introduction of pay by phone would need to be formally advertised, consultation completed and the order amended. There would be requirement to report any feedback to the Chairman, Vice-Chairman and relevant Local Ward and Divisional members. Implementation is likely within 12 months, ideally coinciding with the implementation of changes associated with the present Parking Review.

### **Contact Officer:**

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### **Consulted:**

David Curl (SCC)  
Cllr Keith Taylor (SCC)  
Cllr David Goodwin (GBC / SCC)  
Emma Parry (GBC)  
Peter O'Connell (GBC)

### **Annexes:**

Annex 1 – Guildford Parking Annual Report 2018-19  
Annex 2 – GJC MAR19 Parking Recommendations Report  
Annex 3 – Bus Lane Enforcement Survey Report

### **Background papers:**

None

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