

**GUILDFORD BOROUGH COUNCIL AND
SURREY COUNTY COUNCIL**



**GUILDFORD
BOROUGH**

GUILDFORD JOINT COMMITTEE

DATE: 18 NOVEMBER 2020

LEAD OFFICER: ANDY HARKIN PARKING MANAGER

SUBJECT: ON-STREET PARKING BUSINESS PLAN 2021-2022

AREA(S) AFFECTED: ALL

SUMMARY OF ISSUE:

This report presents the Parking Annual Report 2019-20 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. This report also explains the work carried out by parking services teams to support residents during the Covid19 pandemic.

RECOMMENDATIONS:

The Guildford Joint Committee is asked to:

- (i) Note the contents of Annexe 1, the Parking Annual Report for 2019-20 and the current and planned work associated with on-street parking
- (ii) Agree to the formal advertisement of Surrey County Council's intention to make an order to develop and consult upon the proposals prioritised by the P&AQWG below (para 1.4 refers)
- (iii) Agree that implementation of the following two recommendations (approved by the Joint Committee in December 2019 but delayed due to Covid19) is carried over to 2021-22.
 - a. Introduce Pay by Phone technology, providing customers more flexibility in payment options and extending visits,
 - b. Recommend a review in conjunction with Surrey County Council on replacement of current on-street Pay & Display (P&D) equipment.

REASONS FOR RECOMMENDATIONS:

- (ii) The locations discussed at the P&AQWG will form the first element of this parking review cycle. These quick wins have received high levels of support or are small technical amendments to controls.
- (iii) a) By introducing Pay by Phone technology in on-street parking locations, we can rationalise the number of P&D machines required and the number 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,
 b) 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 are 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.

It was anticipated that a small increase may still be returned however, the 6-month comparison below demonstrates a change in behaviour in use of these short stay bays which resulted in a decrease in revenue. This can also be affected by changes in the town and retail offerings including the recent moving of the post office.

Short Stay P&D (30min)	Oct 18 – Mar 19	Oct 19 to Mar 20	Difference
Net Total	£312,915.20	£270,492.15	14%
Total Tickets	197,085	163,966	18%

Although the decrease in revenue generated by the tariff change is 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.

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 produce 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; however, due to Covid19 part of these proposals were suspended until the situation stabilises.

Guildford town centre Controlled Parking Zone (CPZ)

- Parking controls in Area A, B, and D, be extended to operate 8.30am to 9pm, 7 days a week,

The following were implemented in October:

- 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.
- Introduce two formalised disabled bays for specific residents.

Other locations

The committee agreed to advertise a further 22 locations from the non-CPZ area and following a public consultation of these 14 were agreed to be implemented in the July committee.

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.

1.4 **Parking review 2020-2022**

As the previous review cycle concludes, the 2020 -22 review will begin. This will be conducted in two parts. The first form the "Quick Win" element and are areas with significant support or technical amendments to controls. These will be created and advertised alongside any other recommendations approved and are projected to be implemented in 9 – 12 months. The second part of the review will be scored requests which are being assessed and those that meet the threshold will be brought to the March committee for approval.

The following locations were brought to the September 2020 P&AQWG as the "quick win" element of the 2020 – 22 parking review cycle:

- Agraria Road
- Boxgrove Park
- Bowers Lane
- Vehicle Crossover Application Mountside
- Chester close Ash
- South Hill

- Manor Road Disabled Bay
- Convert the 30min max stay P&D to 1hr max stay P&D in the town centre
- Shawfield Road

1.5 **Electric Vehicle Charging Bays**

Parking services have been working with Surrey County Council to deliver several EV-only charging bays across the borough. The TRO consultation for the Electric Vehicle Charging Point surveys has been delayed and will now take place as part of the wider Guildford Parking Review consultation planned in January 2021. The delays to the original programme are due to a backlog of other TROs due to the Covid-19 pandemic and some changes are required to on-street times and restrictions to help with potential compliance issues, which are best served by including all potential changes together, to provide all the information to make an informed decision.

The Traffic Regulations Orders consultation requires the advertisement of the proposed changes to the on-street parking bays for 21 days. The process will include street notices / posters at the proposed EV sites to inform drivers using these on-street parking bays and information cards being hand-delivered to adjacent households and businesses directing them to 'self-serve' and visit the webpage to find out more information about the EV charging point trials and how to participate in the consultation process. The webpage <https://www.surreycc.gov.uk/roads-and-transport/sustainable-driving/electric-vehicles/electric-vehicle-charging-point-pilot-scheme> will be updated before the TROs are advertised to explain the process and provide the required information including Frequently Asked Questions and some infographics developed to support the trials.

As per the parking review, member approval is required to delegate decision-making powers to the Chair, Vice Chair and Divisional member(s) to review the responses of the TRO consultation and approve the final sites to install EV charging point units.

Parking Services Update

1.6 **Covid-19 Pandemic**

Following recommendations and in support of the covid-19 pandemic response, we stopped enforcing on 24th March 2020. This allowed residents isolating at home more space to park as well as additional space we provided in our off-street car parks. Issuing of resident parking permits and visitor permits stopped at the same.

We started enforcement on 15th June 2020 with a 2-week warning period reinstated at the same time. Orders could be placed on-line or via CSC and permits were sent out via the postal system with a 7-day turnaround, as Millmead remained closed to visitors.

During lockdown residents with parking permits did not benefit from those permits as everyone was required to stay at home and more cars were parked on-street. GBC wanted to recognise this and assist residents by giving them a 12-month permit at a cost of 10 months when renewing their

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annual permit. The discount referred to is effectively being offered to those permit-holders that were resident during the covid lockdown and could not take advantage of their permits / prioritisation, due to the suspension of prioritisation / enforcement. This was not open to new applications.

Parking services supported in other ways such as free parking at certain times during the “eat out to help out” campaign. Free parking in car parks during lock down and parking offer for residents in Area A, B and D if they required additional parking in car parks from 6pm-10pm for £1. Free parking up to July for key workers (police and NHS) and further offer of discounted parking until December. Rents were stopped for Market traders and for contract and season ticket holders in car parks. PCN challenges and appeals stopped and new covid19 cancellation policy created and the offer of payment plans for those effected.

The parking service responded rapidly and adapted quickly to changes supporting residents, business and the town. Those staff that could work from home did and those that could not were redeployed to support the wider covid efforts.

1.7 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.

1.8 On-Street Pay & Display Performance

In the town centre, there are 463 Pay and Display (P&D) parking spaces, which accommodated 341,895 parking sessions (2019-20) during controlled hours. These bays are aimed at attracting passing traffic for a convenient stop or a specific targeted visit, rather than longer-staying workers or shoppers, who are likely to prefer using off-street car parks.

On-street P&D usage has declined over the last decade, to around 46% of the 2009 levels. The decline is in a consistent direction of travel over a number of years, 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 26%. However, the revenue per ticket has increased by 20%, which might suggest that those visitors using the on-street spaces may be staying longer - see table below.

GFD On-street parking Performance			
Year	Tickets sold	Income £	Avg £ 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	665,425	1.53
2018-19	388,939	610,124	1.57
2019-20	335,770	507,106	1.51

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.

The proposed changes associated with the present Parking Review are also likely to improve the situation. These were proposed to have been implemented but have been delayed due to Covid19. When implemented the operational hours within Areas A, B and D of the CPZ are to be 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 once circumstances from Covid19 have stabilised.

1.9 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. Changes to the on-street parking agency agreement with Surrey County Council in 2018 have reduced the surplus available to the Committee by 20%. The GBC/GJC surplus has been used to bridge the gap. However, there was a negative reserve balance of £73,915 in 2018-19 so that was taken in 2019-20 which means in 2019-20 there was a shortfall in funding for the Park and Ride of £422,766.

Funding 2019-20	£
Bus contract price (net of fare income)	241,720
Car park running costs (rent, site maintenance, site guards, general rates and other costs)	389,878
Total cost	631,597

Guildford On-street parking surplus	282,746
Paid from Guildford On-street parking reserve (negative reserve balance of £73,915 in 2018-19 so that was taken in 2019-20)	(73,915)
Total funding	208,831
Shortfall of funding	422,766

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 and removing static guards which were no longer required, a saving of **£84,900** per annum is being seen, which has improved the financial position from 2019-20.
- 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,
 - potential 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 decline in the on-street surplus is not arrested and/or savings / increased 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.

1.10 **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 5 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.

1.11 **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 could park in the pay and display car parks

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free of charge between 6pm-8am the following morning. Guildford Borough Council has implemented 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.

1.12 **Regulation 10 Penalty Charge Notice**

From January 2020 we started issuing “Regulation 10” postal PCNs for those offences where the CEO was prevented from issuing the ticket on the car. The team now has the capability of evidencing drive-aways with their bodycams. Between 27th January and 23rd March 2020 prior to lockdown, 60 Regulation 10s has been issued through the post.

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 generates 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,
- a proposal to introduce bus lane enforcement at two locations in Guildford is in the process of being finalised. In addition to improving the movement of public transport this is also likely to generate a surplus. Any GBC 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
- introducing Bus lane camera enforcement which would remove a large proportion of non-authorised 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) - create and advertise proposals for the locations in 1.4.
- 3.2 Recommendation (iii) a. - 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.
- 3.3 Recommendation (iii) b. - 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:

Recommendation (ii) would require officer resource to develop and advertise proposals. If coupled with the other recommendations, then the benefits of economies of scale can be obtained.

Recommendation (iii) a. - 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) b. 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:

6.1

Area assessed:	Direct Implications:
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:

- (ii) To formally advertise Surrey County Council's intention to make an order to develop and consult upon the proposals prioritised by the P&AQWG
- (iii)
 - a. Introduce Pay by Phone technology, providing customers more flexibility in payment options and extending visits
 - b. 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 and areas in 1.4. 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 the postponed changes associated with the present Parking Review.
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Consulted:

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Annexes:

Annexe 1 – Guildford Parking Annual Report 2019-20
Annexe 2 – GJC MAR19 Parking Recommendations Report

Background papers:

None

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