

**GUILDFORD BOROUGH COUNCIL AND
SURREY COUNTY COUNCIL**



**GUILDFORD
BOROUGH**

GUILDFORD JOINT COMMITTEE

DATE: THURSDAY 21ST OCTOBER 2021

LEAD OFFICER: ANDREW HARKIN, PARKING LEAD

SUBJECT: ON-STREET PARKING BUSINESS PLAN 2022-2023

DIVISIONS: ALL

SUMMARY OF ISSUE:

This report presents the Parking Annual Report 2020-21 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 expands upon the Parking team's work in supporting residents and the national effort during the Covid-19 pandemic.

RECOMMENDATIONS:

The Joint Committee (Guildford) is asked to:

- (i) note the contents of Annexe 1, the Parking Annual Report for 2020-21 and the current and planned work associated with on-street parking,
- (ii) agree to increase the tariff in the 2-hour max. stay pay and display and pay and display dual-use spaces from 80 pence per half hour to 90 pence per half hour.
- (iii) agree to increase the tariff in the 3-hour maximum stay pay and display dual-use spaces from 60 pence per half hour to 80 pence per half hour.
- (iv) note that the existing tariff in the 30-minute maximum stay pay and display and pay and display dual-use spaces of £1 for the half hour will remain unchanged.

REASONS FOR RECOMMENDATIONS:

In support of the “**drive to and not through**” strategy, the on-street parking charges have always been set at a premium rate above those in the off-street car parks, to reflect the greater convenience associated with the use of these spaces and to encourage the greater turnover in use.

Over the years, whilst the on-street charges have remained relatively static, the off-street charges have increased incrementally. This has reduced the differential between on- and off-street tariffs and the premium associated with using the most convenient on-street bays.

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Further off-street charge increases are anticipated within the Borough Council's car parks in 2022-23, and the recommendations within this report are intended to maintain the differential between the on- and off-street charges, thereby supporting the "**drive to and not through**" strategy.

1. INTRODUCTION AND BACKGROUND:

1.1 On-street Short-stay Pay and Display Tariffs Update

In recent years, the only increase in on-street parking tariffs occurred in September 2019 when the short-stay 30-minute maximum stay on-street tariff was increased from 80 pence per half-hour to £1 per half-hour. This change was made to bring the charges within 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 charges within the remainder of the on-street pay and display bays within the town centre have remained static since 2014. Over the same period, there has been a steady increase in the off-street parking charges. This has led to a reduction in the tariff differential between on- and off-street parking locations. Any further increases in the off-street car parking charges would reduce this differential still further, if measures to redress the balance are not introduced.

The higher on-street tariffs recommended encourage greater turnover, improves the availability of these premium spaces and usage in the most convenient town centre on-street parking spaces. This supports the "**drive to and not through**" strategy.

Therefore, in order to continue the good practice of maintaining the pricing differential between on- and off-street parking and encourage use of the most appropriate parking provision, it is recommended that the charges within the 2-hour maximum stay on-street pay and display and pay and display dual-use spaces are increased from 80p per half-hour to 90p per half-hour. It is recommended that the charges within the 3-hour maximum stay on-street pay and display dual-use spaces are increased from and from 60p per half-hour to 80p per half-hour.

1.2 Park & Ride Update

Following the ceasing of the full-time, contracted guarding provision at three Park & Ride (P&R) sites (Artington, Merrow and Onslow) in September 2019, 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 has derived a saving of around £85,000 in 2020-21.

At the start of the Covid-19 pandemic, the Park and Ride bus services were suspended. Nevertheless, the Park and Ride facilities have played a key role in assisting the Covid effort.

In the early days of the first lockdown, the Spectrum Park and Ride site formed part of the Covid Hub that was set up at the leisure centre.

The Onslow Park and Ride site was handed over to the DHSC for use as COVID Test site during summer 2020. This arrangement is expected to continue during 2022. All cost associated with the site are being covered by the DHSC during this period.

With the exception of the Onslow site, the Park and Ride bus services at the remainder of the sites have slowly returned. Nevertheless, some of these facilities are still playing a key role in the pandemic response.

From August 2021, part of Artington Park and Ride was handed over to the NHS for use as a Vaccination site, following their successful operation which utilised the Borough Council's GLive car park. This arrangement is expected to continue into early 2022.

To reduce costs, the Borough Council discontinued the weekend service from Spectrum Park and Ride car park, which it subsidised at its own expense, rather than via the on-street account. This saves around £60,000 per annum.

Nevertheless, as things return to normal, use of the Park and Ride sites will continue to be encouraged.

1.3 **Parking Review Update**

Parking review 2018-2020

In **October 2020**, the following changes were implemented within the town centre CPZ:

- The limit on permits in Area D of the Controlled Parking Zone was increased by **10%**, from 273 to 316 permits.
- The annual household limit on visitor scratch cards was doubled, from 30 to 60 across all areas of the CPZ.
- Introduced two formalised disabled bays for specific residents.

In **February 2021**, new and amended controls were implemented in 14 locations across the borough, primarily to resolve safety, access and traffic flow issues.

The following changes, which were deferred due to the pandemic, will be implemented on **1 November 2021**

- Parking controls within Areas A, B, and D of the town centre CPZ to be extended to operate 8.30am to 9pm, 7 days a week

Additionally, and in line with last year's Business Plan, an on-street pay by phone service is being introduced to coincide with the extension of the controlled hours.

It is anticipated that the expanded range of payment options will make the on-street parking locations more attractive to those motorists that wish to make short-stay visits to the town centre and to park in the most conveniently situated on-street spaces. It is estimated that this and the extended

operational hours are likely to improve on-street revenues by around 10-15%. It is difficult to provide more specific estimates due to the significant impact that COVID has had on utilisation figures and motorist behaviour.

Parking review 2020-2022

The 'quick win' element of the current parking review cycle will also become effective in **November 2021**. Locations include:

- Boxgrove Park area, Guildford
- Bowers Lane, Burpham
- Mountside, Guildford (vehicle crossover)
- Chester Close, Ash
- South Hill, Guildford
- Manor Road, Stoughton (Disabled Bay)
- Winchester Road, Ash
- Convert the 30min max stay P&D to 1hr max stay P&D in the town centre (this will now be advertised along with the 'main body' of the review)

The proposals associated with the main body of the review will be advertised towards the end of 2021 / early 2022.

1.4 Electric Vehicle Charging Bays

The Parking team continues to work with Surrey County Council (SCC) to deliver several EV only charging bays across the borough as part of Phase 1 and Phase 2 of the on-street roll out. The Phase 1 element was advertised alongside the 'quick win' element of the Guildford 2020–22 parking review and are due to be implemented during **November 2021**.

The Phase 2 locations are due to be advertised and implemented during 2022.

1.5 On-street Pay and Display equipment

The vast majority of the on-street pay and display machines are now more than 20 years old and they only accept coins. Whilst the introduction of an on-street pay by phone service in November 2021 will reduce reliance on these machines, there is still a need to refresh / rationalise the equipment to provide motorists with a greater range of payment options. In turn, improved ease of use is likely to encourage more short-stay visitors to park on-street in the most convenient locations.

Discussions with SCC about possible mechanisms to fund the new P&D equipment are ongoing. However, SCC has offered to donate a number of card only P&D machines that became surplus when SCC decided to discontinue charging in its countryside car parks. These machines will be used to replace existing coin only P&D machines, providing card only facilities in those locations that have more than one machine. We are currently making preparations to introduce these machines and are in discussions with the machine manufacturer about how best to achieve this.

1.6 **Park & Ride Planning Permissions / Leases**

The Parking team continue to consider possible changes to planning permissions and leases 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. However, the ongoing use of the Onslow P&R site as the DHSC's Test site, and the Artington P&R site as the NHS's Vaccination site currently limit opportunities at these locations.

1.7 **Parking Services Update**

Covid-19 Pandemic

Following the publication of Government guidance, and in support of the covid-19 pandemic response, on- and off-street enforcement was drastically curtailed on 23rd March 2020. This also involved the suspension of parking charges. This allowed residents working from home and those isolating more flexibility to park on-street and in the Borough Council's off-street car parks. The issuing of residents' parking permits and visitor permits was also temporarily suspended over the period.

On-street enforcement and charging resumed on 15th June 2020 with a 2-week warning period to make motorists aware of the changed circumstances. The permits scheme also resumed with customers being able to acquire permits on-line or via Borough Council's Customer Services Centre. Permits were dispatched via post with a 7-day turnaround time, as Borough Council's Millmead offices remained closed to visitors.

During the first lockdown, residents with parking permits did not benefit from them as everyone was required to stay at home and more cars were parked on-street. To recognise this, upon renewal of their permits in September 2020, residents were given 12-month permits but only charged for 10 months. The discount broadly covered the period during the first lockdown when permit-holding residents could not take advantage of their permits / prioritisation.

The Parking team also supported in other ways such as free parking at certain times during the "eat out to help out" campaign. Free parking in the Borough Council's car parks was offered to permit-holders from Areas A, B and D. In addition to the national NHS permit scheme, free parking was provided to the Police and Mt Alvernia Hospital staff. This continued, on a discounted basis until summer 2021. Rents were stopped for Market traders and for contract and season ticket holders within the car parks. PCN challenges and appeals stopped, a new Covid-19 cancellation policy was created and payment plans were offered more widely to assist those struggling to pay their parking fines.

The Parking team also assisted the NHS and various pharmacies in the setting up and the operation of their vaccination programmes, through special permitting arrangements and modified enforcement.

The Parking team responded rapidly and adapted quickly to changes in support of residents, business, the town and the national effort. The

enforcement team has worked in a Covid-secure environment throughout the pandemic, with measures put in place to minimise the risk of infection. Whilst this has meant that the enforcement operations have sometimes been impacted, strenuous efforts have been made to try to minimise its effect. Those staff that could work from home did and others were redeployed to support the wider Covid efforts.

Future Guildford Transformation Programme

During the 2020-21, Guildford Borough Council reviewed and implemented Phase B of its transformation programme. As a result, the Parking team moved from the Borough Council's Waste, Cleansing, Recycling and Parking service into its newly formed Customer, Case and Parking service.

The aim of the transformation is to create a more agile, resilient and cost-effective service. As a result, now all permit issues and general parking enquiries are, in the first instance, dealt with by the Customer Services team. More in depth parking administration functions are performed by the Caseworker team. A scaled-back Parking team continue to oversee day-to-day operations, and the implementation of strategies, projects and reviews.

The number of enforcement officers were also reduced as part of this process, although these reductions were restricted to the off-street element of our operation, and on-street enforcement operations have broadly been unaffected by these changes.

It is hoped that these changes will derive savings for both the on-street and off-street parking operations.

Notwithstanding, to fill vacant posts, and to cover the expanded enforcement requirements associated with the extended operational hours of the town centre parking controls, we are currently recruiting for 3 permanent and 6 temporary enforcement officer posts.

Government's Breathing Space Initiative

In May 2021 the government introduced its Breathing Space initiative. This aims to assist those with debt issues, by centralising the management of their debt and reducing the impact on their finances that trying to independently manage multiple debts can have. The Parking team have adapted its notice processing and debt recovery processes accordingly.

1.8 On-Street Pay & Display Performance

Within the town centre, there are 463 Pay and Display (P&D) parking spaces, which in 2020-21 accommodated 142,899 parking sessions during the controlled hours. Patronage and utilisation were drastically reduced in comparison with previous years, primarily due to the impact of the pandemic.

To assist the needs of key workers, during the first lockdown, parking charges were suspended from 23rd March 2020, with charging resuming on 15th June 2020.

Additionally, when lockdown measures were eased, much of the parking in the upper section of the High Street was suspended to provide widened footways for social-distancing purposes. The loss of these 30-minute maximum stay spaces is the primarily reason the average income per ticket has actually increased by 50p from £1.51 to £2.01, the vast majority of the remaining spaces in the town centre being available for up to 2 hours (£3.20 for a maximum stay).

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	507,105	1.51
2020-21	142,899	288,501	2.01

The forthcoming introduction of pay by phone and suggested upgrade of some of the P&D machines, to card only, will greatly improve flexibility for customers and encourage greater use of the on-street spaces by those not carrying sufficient change.

The extended operational hours within Areas A, B and D, from Monday to Saturday 8.30am to 6pm to Monday to Sunday 8.30am to 9pm represents 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 income.

In those roads that are primarily non-residential, the charge being introduced in the evenings will be a flat-rate per visit tariff, equivalent to the evening off-street car park fees, to allow greater flexibility of use in those particular spaces. This is specifically designed to assist with the evening economy, and in particular, food and drinking establishments.

1.9 Enforcement

During the first lockdown, enforcement activity was broadly suspended, other than to ensure main routes were kept free of parked vehicles. Enforcement staff were also redeployed to perform other Covid-related tasks, such as food parcel deliveries to the vulnerable within the community, during both the first and subsequent full and partial lockdowns. The need for the enforcement team to work in a Covid-secure environment, with separate 'bubbles', also impacted the ability to perform enforcement tasks normally.

These factors, along with suppressed parking activity in both on- and off-street parking locations have resulted in reduced levels of non-compliance and lower numbers of penalty charge notices being issued (see below)

PCNs Issued (Guildford)	2017-18	2018-19	2019-20	2020-21	Diff. to prev. year %
On-street	23,885	15,572	19,219	9,094	-52.7%
Off-street	10,368	11,199	11,363	5,093	-55.2%
Total Issued	34,253	26,771	30,582	14,187	-53.6%

Nevertheless, shortly before the first national lockdown, in January 2020, we began issuing “Regulation 10” postal PCNs for those offences where the enforcement officer was prevented from issuing the ticket on the car. This is assisted by the team having the capability to evidence drive-aways using bodycams.

During 2020-21, 267 Reg.10 PCNs were issued by post. This would have been higher, were it not for the pandemic, and the impact it has had on parking activity, non-compliance and enforcement.

Notwithstanding, with imminent extension of the operational hours within the central core of the town centre CPZ (Areas A, B and D), and the introduction of Bus Lane camera enforcement in the coming months, the number of penalty notices being issued for contraventions is expected to recover strongly towards the end of 2021-22, and onward into 2022-23.

1.10 On-street Parking Account / Park & Ride Funding

Historically, the operation of the P&R sites has been funded by the on-street parking account, which ordinarily generates a surplus. However, there have been reductions in on-street parking revenue in recent years and balancing the budget has become more challenging. In 2019, measures were put in place to try to reduce costs by removing the permanent guards. This has resulted in a saving of around £85,000 per annum.

The impact of the pandemic on on-street parking utilisation and enforcement has been such that in 2020-21, the on-street account did not generate a surplus. Even after taking into account the Government’s Covid-related compensation scheme for lost revenue, which provided almost £173,733 in funding, the account was still £48,539 in deficit.

However, the suspension of the P&R bus service for periods during the pandemic, and the subsidies offered by central government to the bus operators mean that no subsidy was required for the majority of bus services during 2020-21. The central government funding for bus operators has been extended into 2021-22, and will continue until the end of 2021.

As a result, the cost of operating the sites and bus services reduced from £631,597 in 2019-20, to £374,146 in 2020-21. The vast majority of these costs relate to cost of providing the parking facility (rent, rates, electricity, etc...).

Funding 2019-20	£
Bus contract price (net of fare income)	47,585
Car park running costs (rent, site maintenance, general rates and other costs)	326,561
Total cost	374,146
Guildford On-street parking surplus	0
Paid from Guildford On-street parking reserve	0
Total funding	0
Shortfall of funding	374,146

The introduction of a minimum £3 charge within the town centre 'shopper' car parks in December 2020 now often makes it cheaper to use the P&R service than the alternative town centre car parks for all but the shortest visits. This may encourage greater patronage of the P&R service, thereby reducing the need to subsidise the bus service and improving the financial position.

The slow return to normality, combined with changes in the operational hours of the on-street controls within the central areas of the CPZ, may generate additional income from the changes and enforcement activity, and this too may assist the financial position.

The soon-to-be-introduced Bus Lane Enforcement Camera schemes in Onslow Street, Woking Road and Woodbridge Road also have the potential to generate additional revenue, and any surplus controlled by the GBC and the GJC could possibly be ring-fenced, in order to contribute towards funding the P&R operation.

Other measures the Parking team are considering, in order to reduce costs and increase revenue:

- 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 1.6, 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,
- 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 / increase revenue generated by the P&R sites themselves, the ability of the on-street account to fully fund the P&R service, without requiring subsidy from other funding sources, is uncertain.

1.11 **Car Club Update** now has 12 car club spaces in the town centre; and include electric charging points to support the 5 electric vehicles the club is using. SCC is currently working with the car club operator and electric charging point provider to ensure that the electric charging points work consistently. We will continue to support the scheme through our ongoing enforcement and any further expansion.

1.12 **School Watch Initiative**

Like other elements of our on-street enforcement operation, the pandemic greatly affected our School Watch patrols. Apart from the autumn 2020 term, schools were closed for much of the remainder of the period. This, combined with the introduction of COVID-secure working patterns within the enforcement team, resulted in the School Watch Initiative being suspended for virtually all of the 2020-21 school year.

Since lockdown restrictions were removed in mid-July 2021, we have recommenced School Watch, and this has continued into the autumn 2021 term.

1.13 **Refreshing Back Office Permit / PCN Software, Handheld Terminals and Virtual Permits**

The use of virtual permits could reduce, or even remove entirely the need to issue paper permits. This has the potential to reduce costs and make it easier for residents to apply and be issued with permits on-line, and more quickly. However, the back-office software presently used does not support such permits. The capabilities of the existing handheld equipment employed by the enforcement officers to undertake their duties is also a limiting factor. Therefore, during the course of 2022-23, we intend to refresh these systems so that virtual permits can be introduced.

2. ANALYSIS:

2.1 Increasing the on-street parking charges, as outlined in recommendations (ii) and (iii) will:

- Maintain the price differential between on- and off-street parking charges and help reinforce the “drive to and not through” strategy,
- encourage greater turnover and the availability of on-street space for visitors to the town centre and residents,
- when combined with the extended operational hours of the controls / charges, being introduced in November 2021, they will assist in generating additional revenue with which to fund the Park and Ride service,

2.2 As motor vehicles are a major source of pollution in our Borough, 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 will 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
- encouraging greater access / use of online services, such as residents' and visitor permit acquisition and renewals, to reduce the number of trips being made to the council offices and removing potential congestion and emissions in the town centre.

3. OPTIONS:

- 3.1 Recommendation (ii) and (iii) support the “drive to and not through” strategy by maintaining the differential between on- and off-street parking charges. These changes can be introduced using a variation notice, rather than full consultation.
- 3.2 The Committee could choose not to introduce the recommended tariff changes but this would effectively reduce the differential between on- and off-street, if charges in the latter were to be increased, which is likely.
- 3.3 Alternatively, the Committee could also choose to increase the tariff within the 30-minute pay and display and pay and display dual-use on-street spaces, but this would then make these charges greater than the 30-minute maximum stay North Street pay and display (on-street) car park, thereby creating a potential tariff ‘anomaly’.

4. CONSULTATIONS:

- 4.1 If the recommended tariff changes are approved, we will need to publish and place appropriate notices advising customers of the variation in charges. However, it will only involve the publication of variation notices, rather than a full consultation, because only the tariffs are being changed, and not the period over which the charges will apply / user-groups impacted.

5. FINANCIAL AND VALUE FOR MONEY IMPLICATIONS:

- 5.1 Recommendation (ii) and (iii) would use existing officer resource to develop and advertise the variation notice, and the notice would itself cost somewhere in the region of around £500 to advertise.

Increasing the on-street tariffs, coupled with the soon to be extended operational hours, on-street pay by phone, and the introduction of a number of card only pay and display machines is likely to encourage greater use of the on-street spaces and increase revenue.

6. EQUALITIES AND DIVERSITY IMPLICATIONS:

- 6.1 Blue badge holders are exempt from paying the on-street parking charges within Guildford. Enforcement of the on-street disabled parking spaces will occur more regularly, over a longer period, due to the extended control hours being introduced in November 2021. Furthermore, for those that have restricted mobility, but may be not blue badge holders, the introduction of pay by phone parking will enable them to pay for their parking without having to go to and from the pay and display machine.

7. LOCALISM:

- 7.1 The higher on-street tariffs recommended encourage greater turnover, improves the availability of these premium spaces and usage in the most convenient town centre on-street parking spaces. This supports the “**drive to and not through**” strategy.
- 7.2 Increasing the tariffs in the pay and display dual-use space, in particular, may also increase their availability to be used by Area D permit-holding residents and also residents’ visitors.

8. OTHER IMPLICATIONS:

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

8.1 Sustainability implications

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.

9. CONCLUSION AND RECOMMENDATIONS:

9.1 The Guildford Joint Committee is asked to agree:

(ii) agree to increase the tariff in the 2-hour max. stay pay and display and pay and display dual-use spaces from 80 pence per half hour to 90 pence per half hour.

(iii) agree to increase the tariff in the 3-hour maximum stay pay and display dual-use spaces from 60 pence per half hour to 80 pence per half hour.

10. WHAT HAPPENS NEXT:

10.1 If agreed, the variation notice will be advertised. Implementation would be planned to coincide with the start of the 2022-23 financial year, in April 2022

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Annexes:

Annexe 1 – Guildford Parking Annual Report 2020-21

Background papers:

None

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