

## HAMPSHIRE COUNTY COUNCIL

## Decision Report

<b>Decision Maker:</b>	Executive Member for Environment and Transport
<b>Date:</b>	29 October 2018
<b>Title:</b>	T19 Modernisation of the On-Street Parking Service
<b>Report From:</b>	Director of Economy, Transport and Environment

**Contact name:** Marc Samways

**Tel:** 01962 832238

**Email:** marc.samways@hants.gov.uk

## 1. Recommendations

- 1.1. That the Executive Member for Environment and Transport approves the principles as set out in the report of revised, financially robust district agreements for the delivery of on-street Civil Parking Enforcement that reflect the requirement for the County Council and the district partners to operate the on-street parking service on a full cost recovery basis.
- 1.2. That the Executive Member for Environment and Transport delegates authority to the Director of Economy, Transport and Environment in consultation with the Head of Legal Services to finalise negotiations and enter into any necessary contractual arrangements with those district and borough councils who have expressed a desire to continue to operate on-street Civil Parking Enforcement on the County Council's behalf.
- 1.3. That the Executive Member for Environment and Transport approves the principles of a County Council operational policy for Residential Parking Zones aimed at ensuring existing and future schemes operate on a full cost recovery basis.
- 1.4. That the Executive Member for Environment and Transport approves the principle of introducing pilot on-street electric vehicle (EV) charging bays, subject to the availability of funding, suitable areas being identified and the outcome of the Traffic Order process.
- 1.5. That the Executive Member for Environment and Transport approves the principle of future parking controls being implemented on a full cost recovery basis.

## 2. Executive Summary

- 2.1. This report provides an overview of the County Council's proposals aimed at modernising the on-street parking service across Hampshire as part of the Transformation to 2019 Parking Project. The report seeks approval for a number of changes to the way services are currently provided to ensure on-street parking services are delivered on a full cost recovery basis.

- 2.2. The report seeks approval of the terms of new agreements for those districts and boroughs wishing to continue to deliver on-street Civil Parking Enforcement on the County Council's behalf. It also seeks approval of a new operational policy for residential parking zones to help ensure the costs incurred by the district and borough councils of operating schemes of this type, together with the County Council's associated costs, are fully recovered.
- 2.3. The report also seeks approval for the principle of introducing on-street electrical vehicle charging (EV) charging bays, where suitable, in those areas currently being put forward for 'paid for' on-street parking.

### **3. Contextual Information**

- 3.1. The introduction of on-street parking controls together with civil parking enforcement are, in most cases, currently delivered by the district and borough councils on the County Council's behalf. In the majority of cases these councils report annual losses from their on-street parking accounts meaning that the cost of providing the service is some way above their reported operating costs.
- 3.2. When Civil Parking Enforcement (formally known as Decriminalised Parking Enforcement) was first introduced by the County Council on a district by district basis, financial modelling showed that the service across each district should operate on at least a cost neutral basis.
- 3.3. The County Council also incurs costs associated with the on-street parking service, including funding and management of the district Traffic Management and parking agencies, maintenance of parking related signs and lines, developing policy, and responding to correspondence. The County Council also incurred set up costs when Civil/Decriminalised Parking was first introduced, and these costs have not been recouped.
- 3.4. The County Council, as the Highway Authority, is ultimately responsible for on-street Civil Parking Enforcement. It is important that the services operate on a full cost recovery basis.

#### District Agreements for Civil Parking Enforcement

- 3.5. Notice has been served to terminate the current district Civil Parking Enforcement agreements with the function due to come under County Council control as of 1<sup>st</sup> April 2020. However a number of district and borough councils have expressed a willingness to continue to operate on-street Civil Parking Enforcement on the County Council's behalf under revised terms.
- 3.6. In order that the County Council has sufficient time to ensure that there are arrangements in place for civil parking enforcement across the county, those district and borough councils who currently deliver these services through an agency arrangement must confirm their intention to carry on and sign a new agreement before 1st April 2019. Any areas not covered by an agency agreement by this time will revert to direct management by the County Council.
- 3.7. Where district and borough councils decide to continue to deliver the on-street Civil Parking Enforcement function they will be required to operate the service under the terms of revised agreements aimed at ensuring the service operates

on a full cost recovery basis. Full cost recovery includes the County Council's costs associated with the on-street parking service.

3.8. The key terms of the proposed revised district Civil Parking Enforcement Agreements are as follows:

- (i) A requirement for the district/borough to operate on-street parking enforcement in the most efficient way to ensure full cost recovery is achieved (including the County Council's associated costs).
- (ii) Where surplus income is achieved from the enforcement service this will be shared equally between the district and County Council.
- (iii) The district/borough must produce an Annual Parking Report with the financial figures for the on-street fund agreed with the County Council prior to publication.
- (iv) The on-street parking account must show true operational costs of running the service fairly apportioned on a pro-rata basis in relation to the off-street service. The County Council will produce a template to help ensure costs are apportioned using a common methodology. Where costs for the on-street operation appear excessively high, the County Council reserves the right to undertake an audit certification of the annual financial returns relating to the service.
- (v) The district/borough council must be willing to work in partnership with the County Council to deliver pilot on-street electric charging points and targeted areas of 'paid for' parking.
- (vi) The County Council will have overall responsibility for on-street 'paid for' chargeable parking in those areas without such measures in place as of 1<sup>st</sup> January 2018.
- (vii) Districts that have established on-street chargeable parking as of 1<sup>st</sup> January 2018 will be required to share surplus income equally with the County Council. This will enable the County Council, as the Highway Authority, to recover its associated costs.
- (viii) Due to the link between the introduction of new parking controls and their enforcement, districts who deliver on-street enforcement will also be required to have a Traffic Management Agency agreement with the County Council.
- (ix) Districts must conform to policies and standards for operation of the service as laid down by the County Council including the newly developed Operational Policy for Residential Parking Schemes (see report section 3.8).

#### Residential Parking

3.9. A number of the district and borough councils have introduced residential parking zones in areas where dwellings have little or no off-street parking. These schemes are aimed at increasing the likelihood of residents being able to find a convenient place to park near to their home by restricting non-residential parking. Whilst schemes of this type can be highly beneficial to residents they are costly to develop, implement, administer and enforce.

- 3.10. Investigations have shown that the majority of districts run residential parking schemes at a loss as a result of setting permit charges some way below the level where full cost recovery can be achieved resulting in the operational costs being subsidised through the districts' on-street parking account. The County Council also incurs costs associated with the residential parking schemes including maintaining the associated signs and carriageway lining.
- 3.11. National research undertaken in 2016 identified that the average annual residential permit cost across the United Kingdom was £64. Currently the Hampshire district and boroughs make charges of between £15 and £40 for annual residential parking permits. An assessment of the true cost of operating residential parking schemes coupled with regional local authority benchmarking indicates that a minimum annual permit charge of £1 per week (reduced to £50 per annum) would appear appropriate.
- 3.12. Examples of other local council charges for Residential Parking permits in the south and south-east region are shown below:
- Waverley BC in Surrey charges £50 for first permit and £75 for the second;
  - Surrey Heath charges £50 for first permit and £75 for the second;
  - Guildford BC charges £50 for first permit and £80 for the second;
  - Woking BC charges £50 for first permit and £75 for the second;
  - Dorset CC charges £70 for first permits;
  - Bournemouth BC charges between £50 and £200 depending on the area;
  - Salisbury (Wiltshire Council) charges between £50 and £80 for first permits and £70 to £100 for second permits; and
  - Chichester DC charges between £41 and £160 for first permits and between £72 and £200 for second permits.
- 3.13. The permit charging structure for households with multiple cars wishing to apply for more than one residential parking permit varies between districts with some charging a flat nominal rate for each permit and not limiting the number of permits that can be purchased by a single household. This approach can result in oversubscribed schemes whereby significantly more permits are issued in relation to the amount of on-street parking available.
- 3.14. The districts currently rely on the County Council to replace missing or defective signs and worn carriageway lining associated with parking controls to ensure that they are clear to motorists and can be enforced. Where parking controls are unclear this may mean that they cannot be enforced. The County Council has no dedicated budget for the maintenance of parking controls meaning that other types of highway defect, particularly those that compromise safety, are often given priority.
- 3.15. It is therefore recommended that the County Council, as the Highway Authority, introduces an Operational Policy for Residential Parking schemes that the district and borough councils will be required to follow.
- 3.16. The key elements of the proposed Operational Policy are as follows:
- (i) District/borough councils must operate Residential Parking Schemes on a full cost recovery basis. The on-street parking account must not be used to subsidise the operational costs of Residential Parking schemes.

- (ii) Schemes must be self financing with income from permits covering the full cost of scheme operation including permit administration, scheme management, IT costs, enhanced CEO enforcement time and the ongoing revenue costs associated with the maintenance of the associated signs and lines.
  - (iii) It is proposed that a minimum first Permit charge of £1 per week, which will be rounded to an annual minimum payment of £50, will be introduced. Permit charges in smaller zones may need to be higher to cover operating costs. Permit charges must also be subject to inflation and annual charging reviews. However, where a district or borough council decides to keep permit charges below a level where full costs are recovered, they will be required to credit the on-street parking account with a payment equal to the lost income.
  - (iv) Charges for second permits must be set at a level that will help ensure schemes are not oversubscribed with excessive permits issued in relation to the available parking within an area.
  - (v) Charges for subsequent permits (subject to local policy and where sufficient kerb space exists) must also be charged at a level that will discourage an excessive proportion of the available on-street parking being taken by individual properties.
  - (vi) Charges for visitor and trade permits also need to be set at a level to recover costs and manage demand.
  - (vii) Some districts and boroughs do not charge residents who were living in areas before Residential Parking schemes were first introduced. Given the ongoing revenue costs associated with the operation of schemes of this type the districts must ensure all residents within RP areas who request a permit be required to pay for them.
- 3.17. Where the proposed new minimum charge is significantly in excess of the existing arrangements it is further proposed that a transitional arrangement will operate to move towards the adoption of the minimum charge in incremental steps, recognising the potential impact of the increase being introduced in a single year.

#### Electric Vehicle On-street Charging Points

- 3.18. Recent forecasts have shown that the UK is on course for 1 million electric vehicles by 2022 and for 60% of new cars being electric by 2030. It is therefore important that the County Council begins to look at the opportunities to meet both initial and growing demand for Electric Vehicle (EV) charging points.
- 3.19. Whilst the majority of Hampshire districts and boroughs have been implementing small scale off-street electric charging points in a number of local authority owned car parks there is no current on-street provision across Hampshire.
- 3.20. It is therefore suggested that officers leading on the Transformation to 2019 On-street Parking project work with colleagues within the Culture, Communities and Business Services department to investigate current demand and potential for a

number of pilot on-street EV charging points subject to suitable funding being sourced.

#### On-Street Parking Controls

- 3.21. At the Decision Day on 5 June 2018 the Executive Member approved the principle for the introduction of chargeable on-street parking with authority delegated to the Director of Economy, Transport and Environment and the Head of Legal Services to take the necessary measures and steps to implement the changes, including the progression and approval of any associated Traffic Regulation Orders and any works necessary to support the introduction of chargeable on-street parking.
- 3.22. Where new parking controls are deemed to be required, they will need to be introduced on the basis that income from parking charges will cover their full costs, including enforcement, maintenance and support activity.
- 3.23. Areas of limited waiting introduced to allow convenient short term parking while preventing overstaying will generally be implemented as chargeable parking, which both generates revenue to support the associated costs, increases parking turnover, and simplifies enforcement. Areas of existing free limited waiting in urban and residential locations are being identified for potential paid for parking as the first step in providing parking controls on a full cost recovery basis, and to avoid continuing to subsidise parking provision and enforcement from limited highway budgets. An initial period of free parking to support local convenience shopping for example, will be provided in appropriate cases, but with each location looked at on its individual merits.

#### **4. Finance**

- 4.1. Income from on-street parking is currently held by the district and borough councils in their 'On-Street Parking Account' and this is generated from two areas:
  - (i) Income from chargeable on-street parking (if operated) and other charges (e.g. Residential Parking permits, trade and visitor permits); and
  - (ii) Surplus or Deficit from on-street Civil Parking Enforcement.
- 4.2. Income generated through a modernised on-street parking provision should be used to cover direct service costs incurred by the district and borough councils as well as the associated costs currently funded by the County Council.
- 4.3. Where a district or borough council that already has established on-street chargeable 'paid for' parking wishes to enter into a new Civil Parking Enforcement agreement with the County Council, they will be required to share this income with the County Council on an equal share basis.
- 4.4. Where a district or borough council does not currently have established 'paid for' parking, the County Council shall have direct control for the chargeable parking element with all income coming direct to the County Council.

#### **5. Performance**

- 5.1. It is anticipated that some minor variation in the agreements for future operation of on-street Civil Parking Enforcement will be required to reflect the individual

nature of districts and boroughs in Hampshire. It is anticipated that those districts with established on-street parking will be able to continue to run on-street chargeable parking whilst sharing the associated revenue with the County Council. It is intended that any changes introduced in areas where on street parking is managed by the County Council, will respect the local off street parking arrangements, such as whether charges are levied in the evening or on Sundays and Bank Holidays.

## **6. Consultation and Equalities**

- 6.1. Replacing the current Civil Parking Enforcement agreements with revised, financially robust arrangements will not affect the fundamental provision of the services, and therefore no specific public consultation is required.
- 6.2. Where new parking controls are proposed they will be subject to statutory consultation as part of the Traffic Regulation Order process, which provides an opportunity for members of the public to submit representations, including objections to specific proposals on a case by case basis.
- 6.3. Changes to annual charges and the charging structure for Residential Parking schemes will not affect the fundamental provision of the services. It is recognised, however, that there will be a need for the changes to be considered by individual districts and boroughs as part of their decisions over the future of their Civil Parking Enforcement and Traffic Management agency arrangements with the County Council.
- 6.4. Formal consultation will be undertaken for the introduction of pilot on-street Electric Vehicle charging points as part of the Traffic Order process. An equalities impact assessment will be undertaken on individual proposals as appropriate.

**CORPORATE OR LEGAL INFORMATION:****Links to the Strategic Plan**

<b>Hampshire maintains strong and sustainable economic growth and prosperity:</b>	yes
<b>People in Hampshire live safe, healthy and independent lives:</b>	yes
<b>People in Hampshire enjoy a rich and diverse environment:</b>	yes
<b>People in Hampshire enjoy being part of strong, inclusive communities:</b>	yes

**Other Significant Links**

<b>Links to previous Member decisions:</b>	
<u>Title</u>	<u>Date</u>
T19 Parking Project Update	5 <sup>th</sup> June 2018
Countywide Civil Parking Enforcement Services	14 <sup>th</sup> November 2017
<b>Direct links to specific legislation or Government Directives</b>	
<u>Title</u>	<u>Date</u>

**Section 100 D - Local Government Act 1972 - background documents**

**The following documents discuss facts or matters on which this report, or an important part of it, is based and have been relied upon to a material extent in the preparation of this report. (NB: the list excludes published works and any documents which disclose exempt or confidential information as defined in the Act.)**

<u>Document</u>	<u>Location</u>
None	

## **IMPACT ASSESSMENTS:**

### **1. Equality Duty**

1.1. The County Council has a duty under Section 149 of the Equality Act 2010 ('the Act') to have due regard in the exercise of its functions to the need to:

- Eliminate discrimination, harassment and victimisation and any other conduct prohibited under the Act;
- Advance equality of opportunity between persons who share a relevant protected characteristic (age, disability, gender reassignment, pregnancy and maternity, race, religion or belief, gender and sexual orientation) and those who do not share it;
- Foster good relations between persons who share a relevant protected characteristic and persons who do not share it.

**Due regard in this context involves having due regard in particular to:**

- a) The need to remove or minimise disadvantages suffered by persons sharing a relevant characteristic connected to that characteristic;
- b) Take steps to meet the needs of persons sharing a relevant protected characteristic different from the needs of persons who do not share it;
- c) Encourage persons sharing a relevant protected characteristic to participate in public life or in any other activity which participation by such persons is disproportionately low.

### **1.2. Equalities Impact Assessment:**

It is considered that the proposal will have a neutral impact on groups with protected characteristics. Measures provided in response to specific needs e.g. disabled parking bays, will continue to be provided where appropriate. An Equalities Impact Assessment will be undertaken for any specific parking proposals progressed as part of the project.

### **2. Impact on Crime and Disorder:**

2.1. Unregulated parking can cause disputes. An effective parking enforcement service will help reduce conflict. Civil Parking Enforcement can help reduce demand for police resources to respond to parking related issues, freeing up those resources for other crime and disorder issues.

### **3. Climate Change:**

(a) How does what is being proposed impact on our carbon footprint / energy consumption?

Proposals involving the introduction of new on-street electrical charging points will have a positive impact on climate change.

- (b) How does what is being proposed consider the need to adapt to climate change, and be resilient to its longer term impacts?

Proposals involving the introduction of new on-street electrical charging points will have a positive impact on climate change.