

# GUILDFORD PARKING STUDY STRATEGY REPORT



**SYSTRA**

# GUILDFORD PARKING STUDY

## STRATEGY REPORT

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## EXECUTIVE SUMMARY

- 1.1.1 SYSTRA Ltd has been commissioned by Guildford Borough Council to conduct a review of Council-operated on and off-street parking facilities in Guildford Town Centre and develop an associated parking strategy. The work involves providing technical support and peer review to ensure that Council-operated car parking delivers the optimal impact and efficiency for Guildford.
- 1.1.2 The Council operates a total of 23 car parks within Guildford, providing 4,829 standard and 80 accessible parking spaces. This is complemented by on-street parking and additional privately run car parks, which have not been subject to detailed assessment.
- 1.1.3 A detailed assessment of existing off-street parking provision and high-level assessment of on-street parking provision within Guildford formed the first stage of this study. The strategy development, contained within this document, is the second stage of the study. This Strategy Report will serve to guide the actions of the Council with respect to parking and can be used as a basis to develop a Parking Implementation Plan.
- 1.1.4 The overall strengths, weaknesses, opportunities and threats for parking in Guildford have been identified and used to inform the goals and objectives of the strategy. A set of key objectives for the strategy have been identified that aim to help optimise future car parking provision and management.
- 1.1.5 A range of options to meet these objectives are set out across a series of ten broad themes. Benefits, costs and limitations of each are identified, with the objectives each support identified.
- 1.1.6 A series of potential actions for the short, medium and long-term are detailed for three hypothetical scenarios, to provide the Council with a suggestion of what options may be taken forward depending on the area of prioritisation decided on:
- Climate Emergency;
  - Balanced Approach; and
  - Predict & Provide.
- 1.1.7 It is recognised Guildford requires a progressive and consistent car parking strategy that manages and enhances existing provision, whilst taking advantage of existing and emerging technologies to maximise benefits for both users and parking management practices. It is important that the strategy is aligned with the Council’s strategic priorities as far as possible to support environmental objectives and town centre vitality.

# 1. INTRODUCTION

## 1.1 Study Scope

1.1.1 SYSTRA Ltd (SYSTRA) has been commissioned by Guildford Borough Council (the Council) to conduct a review of Council-operated on and off-street parking facilities in Guildford Town Centre and develop an associated parking strategy. The work involves providing technical support and peer review to ensure that Council-operated car parking delivers the optimal impact and efficiency for Guildford.

1.1.2 A detailed assessment of existing off-street parking provision and high-level assessment of on-street parking provision within Guildford formed the first stage of this study. This included a review of the physical condition of car parks, management and enforcement, levels of use and revenue generation. An assessment of the potential impact that projected housing and employment growth will have upon future off-street car parking demand was also undertaken. The evidence collected through this work was combined in a single Baseline Report, summarising the current situation with respect to parking and highlighting key issues and opportunities.

1.1.3 The second stage of the study is the strategy development, contained within this document. A set of key objectives for the strategy have been identified that aim to help optimise future car parking provision and management. A range of options to meet these objectives are set out across a series of broad themes, with consideration of which may be most suitable with respect to meeting the strategy goals. A series of potential actions for the short, medium and long-term are detailed for three hypothetical scenarios, to provide the Council with a suggestion of what options may be taken forward depending on the area of prioritisation decided on. This Strategy Report will serve to guide the actions of the Council with respect to parking and can be used as a basis to develop a Parking Implementation Plan.

## 1.2 Strategy & Action Plan

1.2.1 Following this introductory section, the remainder of this report is structured as follows:

- **Section 2: Evidence Base** – Provides a high-level summary of the outputs from the Baseline Report that informs the development of the Strategy and Action Plan.
- **Section 3: Options Development** – Sets out the range of potential tools and scheme measures available to influence future car parking demand and both the quality and quantity of provision, highlighting those considered appropriate for Guildford. These will form the basis for the development of the Strategy and Action Plan.
- **Section 4: Strategy & Action Plan Development** – Sets out the process of developing the strategy, with a focus on short, medium and long-term measures.

## 2. EVIDENCE BASE

### 2.1 Overview

2.1.1 This section provides an overview of some of the main outcomes of the baseline assessment work, and summarises the key issues and opportunities that have been identified. These have been utilised to formulate the overarching strategy objectives.

### 2.2 Baseline Review

2.2.1 A detailed baseline assessment of the current supply of parking, associated demand, and the potential future impact of development proposals has been completed. This work encompassed:

- An overview of relevant current and emerging national, regional and local policies and strategies that need to be considered when developing parking policy;
- A review of current transport conditions, with consideration given to the highway network, parking provision and locations, and public transport provision;
- An in-depth overview of the findings of desktop and on-site audits of Council-operated off-street car parks;
- A development review of current and emerging local policy documents to identify any changes in demand or supply of parking which might take place in the upcoming years;
- A review of current demand for off-street parking within the town;
- Detailed analysis of an intercept user survey, undertaken in the six largest car parks in Guildford;
- A review of Park & Ride services, pricing structures, operations and funding mechanisms; and
- An overview of management and enforcement practices in the study area.

### 2.3 Context

2.3.1 The town of Guildford is located in Surrey, 27 miles (43 km) to the southwest of London. It has a population of approximately 80,000 and is the primary urban area of the wider borough, which has an estimated population of approximately 150,000 (2015).

2.3.2 Guildford town centre is a popular shopping and leisure destination and is the largest retail centre in Surrey. As such, the town plays an important role in supporting the borough's economy and meeting the shopping and service needs of the population. Three main shopping centres are located within the centre of Guildford: The Friary Centre, White Lion Walk and Tunsgate Quarter. A traditional street market is held weekly on Fridays and Saturdays on North Street, whilst a Farmers' Market takes place on the first Tuesday of every month. These attract shoppers and bring footfall to the town centre.

2.3.3 Guildford is located on the A3 principal road midway between London and Portsmouth. Other principal roads serving Guildford are the A31, connecting Guildford to locations including Farnham, Alton and Winchester, and the A25, connecting Guildford to Dorking and locations in Kent. The M3 and the M25 are situated approximately 13km to the north

and 16 km to the northeast of the town centre respectively, accessible from the A31 (and A331) and A3.

2.3.4 As noted in the Guildford Transport Strategy, the town experiences significant traffic congestion during peak hours, including on the A3 and the gyratory system. Resultant congestion on the local highway network often occurs; this can cause adverse impacts on elements including road safety, noise and air quality, parking demand and uptake of walking and cycling. Known congestion around the gyratory also results in increased use of back roads in residential areas to travel through the town centre.

2.3.5 The vision for Guildford is set out in the Guildford Town Centre Regeneration Strategy (2017) which sets out ambitions to improve upon the desirability of Guildford as a place to live and work, where the needs of urban and rural communities are balanced. Congestion is recognised as one of the main issues in the town, and a package of measures to tackle congestion and increase sustainable travel has been promoted. This package includes experimental road closures, junction improvements, provision of new cycling facilities and public transport improvements.

### Car Parking

2.3.6 The Council operates a total of 23 car parks within Guildford, alongside additional car parks at Ash Vale station and other rural locations which have not been subject to assessment within this report. Council-operated off-street parking provision is complemented by on-street parking and additional privately run car parks, which have not been subject to detailed assessment. A total of 4,829 standard parking spaces, alongside 80 spaces sized and marked for use by blue badge holders, are provided within the car parks operated by the Council. [0](#) overleaf summarises car parks audited as part of the Baseline Report and details capacity plus both current and predicted future peak parking demand. Predicted future peak parking demand is based on a “No Change” scenario, and does not incorporate any committed or proposed changes to car park capacities or closures.



Table 1. Council Car Parks

CAR PARK	PARKING TYPE	TOTAL CAPACITY			PEAK OCCUPANCY	
		STANDARD	DISABLED	MOTOR-CYCLE	CURRENT	PREDICTED (2037)
Bedford Road	Short-stay	1,033	16	20	Full	Full
Bedford Road Surface	Short-stay	68	2	2	81-100%	81-100%
Bright Hill	Short-stay	93*	3	5	Full	Full
Castle	Short-stay	342	8	0	61-80%	81-100%
Commercial Road (2)	Short-stay	51	1	0	Full	Full
Farnham Road	Long-stay	913	4	0	61-80%	61-80%
G Live	Short-stay	209	11	0	61-80%	61-80%
Guildford Park	Short-stay	200**	2	0	81-100%	81-100%
Lawn Road	Contract parking/short-stay	87	0	0	81-100%	81-100%
Leapale Road	Short-stay	378	6	0	31-60%	61-80%
Mary Road	Short-stay	107	0	0	Full	Full
Millbrook	Short-stay	241	3	3	61-80%	61-80%
Millmead	Short-stay	23	4	0	61-80%	61-80%
North Street	Short-stay	48	1	8	Full	Full
Old Police Station	Short-stay	58	4	3	Full	Full
Portsmouth Road	Contract parking/short-stay	98	0	12	31-60%	31-60%
Robin Hood	Contract parking/short-stay	23	0	0	81-100%	81-100%
Shalford Park	Long-stay	63	3	0	81-100%	81-100%

CAR PARK	PARKING TYPE	TOTAL CAPACITY			PEAK OCCUPANCY	
		STANDARD	DISABLED	MOTOR-CYCLE	CURRENT	PREDICTED (2037)
St Joseph's	Contract parking/short-stay	71	0	0	31-60%	61-80%
Tunsgate	Short-stay	64	0	0	Full	Full
Upper High Street	Short-stay	48	1	0	Full	Full
Walnut Tree Close	Long-stay	16	1	0	61-80%	81-100%
York Road	Short-stay	595	10	0	61-80%	61-80%
<b>Total</b>		<b>4,829</b>	<b>64</b>	<b>33</b>	<b>61-80%</b>	<b>81-100%</b>

\* Capacity currently from original full capacity of 118 spaces due to maintenance issues  
 \* Capacity currently reduced from original full capacity of 398 to approximately 200 spaces due to works

## 2.4 Key Issues & Objectives

- 2.4.1 A number of key issues and opportunities have been identified during the baseline assessment process, which are detailed in turn below.
- 2.4.2 Whilst the general condition of most Council-operated car parks is fair, there are a number of locations that require improvements in order to provide a high quality, safe and secure environment. However, it is recognised that all car parks operated by the Council have been awarded the Safer Parking Award from the British Parking Association and Association of Chief Police Officers.
- 2.4.3 There are variances in occupancy levels between car parks; whilst a number of car parks currently operate close to or at capacity, others currently experience significant levels of spare capacity.
- 2.4.4 Projected future residential, employment and retail growth is likely to increase parking demand within Guildford.
- 2.4.5 Whilst this study primarily focuses on off-street parking provision, it is important that neither on-street nor off-street parking is considered in isolation. The interplay of on and off-street provision is an important consideration prior to any redevelopment of off-street car parks. The two forms of supply will inevitably interact and an overall reduction in off-street car parking provision may result in changes in behaviour for on-street car parking.
- 2.4.6 Given the location of Guildford and its role as a commuter location to and from London, it is important that an appropriate balance between short-stay and long-stay commuter parking is met, and changes to the number of short and long-stay car parks may be

appropriate. Park & Ride is a potentially appropriate location for long-stay commuter parking, allowing short-stay provision to be enhanced.

- 2.4.7 A Climate Emergency has been declared by the Council, with a commitment to become carbon-neutral by 2030. It is important that the Parking Strategy recognises this and provides objectives that accord with this commitment, such as promotion of active and sustainable travel modes and encouragement towards Park & Ride usage.
- 2.4.8 The convenient location of car parks has been identified by users as the most important factor when choosing where to park, with almost half of users stating that nothing would encourage them to drive less or park in a different location. This will influence the effectiveness of pricing strategy and the amendment of parking supply to modify behaviour.
- 2.4.9 As well as generating revenue for the Council through ticket sales, town centre off-street parking plays an important role in town centre vitality and retail spend. It is important that any changes to overall parking supply within Guildford reflects the value that parking can bring to the town centre.
- 2.4.10 The introduction of Pay on Exit payment systems, as utilised at Castle, Farnham Road, Tunsgate and York Road, may help encourage longer dwell times in car parks, which may also further increase basket spend. However, it is noted that geometric constraints within multi-storey car parks currently offering Pay & Display mean it may not be possible to install a Pay on Exit mechanism without significant layout changes and expenditure.
- 2.4.11 Appropriate provision for disabled blue badge parking is important, with the majority of Council-operated car parks incorporating such provision.
- 2.4.12 Improved wayfinding and signage infrastructure can help to improve navigation for visitors and help to identify the location of all car parks. The provision of real-time information, including the use of the GEOMii app and Pay by Phone technologies concerning parking availability with individual car parks can provide an enhanced user experience and minimise vehicle dwell times and potential congestion. Additionally, Variable Message Signs (VMS) enable drivers travelling into the town centre to make an informed decision about which car park to use. An agreement is in place with SCC to deliver improvements to this.
- 2.4.13 Effective enforcement can help to improve the efficiency and management of parking and minimises incidences of inappropriate parking.

## 2.5 SWOT Analysis

- 2.5.1 The overall strengths, weaknesses, opportunities and threats for parking in Guildford is summarised in [Figure 1](#) and has been used to inform the goals and objectives of the strategy.

Figure 1. Guildford Parking SWOT Analysis

STRENGTHS	WEAKNESSES	OPPORTUNITIES	THREATS
<ul style="list-style-type: none"> <li>- Current total supply sufficient for demand</li> <li>- Mix of different parking types</li> <li>- Distribution of car parks means generally possible to park near destination</li> <li>- Strong retail offer in Guildford and high average basket spend</li> <li>- All Council car parks have been awarded the Safer Parking Award</li> <li>- Park &amp; Ride services operate from four sites with potential for enhancement</li> <li>- Appropriate provision of disabled blue badge parking</li> <li>- Data collection / technology systems (e.g. GEMii) present a useful resource</li> </ul>	<ul style="list-style-type: none"> <li>- Some car parks of lower quality leading to under occupancy and require improvements</li> <li>- Back-office technology outdated in places and provides limited information (e.g. Pay on Exit systems)</li> <li>- Information provision for users currently lacking</li> <li>- Wayfinding and signage can be improved</li> <li>- Park &amp; Ride sites not operating to maximum efficiency</li> <li>- Lack of bus priority measures impact upon Park &amp; Ride service journey times</li> </ul>	<ul style="list-style-type: none"> <li>- Use of technology to improve management, enforcement and user behaviour</li> <li>- Scope to enhance GEMii platform</li> <li>- Parking management integrated with active travel and public transport promotion</li> <li>- Optimised parking provision to support business and retail growth</li> <li>- Improved wayfinding and more flexible payment methods to enhance customer experience</li> <li>- Flexible tariffs could be used to attract users to under-utilised car parks</li> <li>- Car parking in the town centre plays an important role supporting evening offer, retail spend and town centre vitality</li> </ul>	<ul style="list-style-type: none"> <li>- Projected future growth anticipated to increase parking demand</li> <li>- Reduction of off-street parking may lead to an increase in demand for on-street parking</li> <li>- Competing retail destinations (e.g. Woking, Kingston) may attract users from Guildford if parking offer not competitive</li> </ul>

## 2.6 Formulation of Strategy Objectives

2.6.1 Based on the key issues and opportunities identified and set out above, the following high-level aims have been identified to help form the basis of the final objectives of the parking strategy for Guildford. It is noted that the below aims are not listed in order of priority.

- **1- Quality, Safety & Security:** Ensure adequate quality, safety and security of all Council-operated car parks;
- **2- Ensure Balanced Duration of Stay:** Ensure adequate parking provision facilitates appropriate durations of stay, helping to retail, leisure and other town centre activities;

- **3- Balanced Supply for Local Needs:** Manage existing car parking supply of short- and long-stay provision to best meet the needs of the community for all purposes;
- **4- Minimise Traffic Impacts:** Minimise the impacts of traffic accessing car parks with promotion of the Council's "drive to, not through" approach and the provision of Park & Ride sites;
- **5- Future Demand Management:** Provide appropriate management solutions to help meet additional parking demand generated by projected future housing, employment and commercial growth, including through promotion of alternatives to private car use and vehicle travel into town centre, including Park & Ride, public transport, walking and cycling;
- **6- Disabled Parking:** Provide sufficient and appropriately located disabled car parking;
- **7- Climate Emergency:** Respond to the recently declared Climate Emergency with measures that seek to reduce emissions and enhance public and sustainable modes of transport;
- **8- Revenue Generation:** Ensure the revenue generated from parking meets required targets or not negatively impact upon town centre vitality;
- **9- Enforcement:** Ensure effective enforcement of parking measures, both on- and off-street, to maximise available supply and minimise traffic disruption and congestion on the local highway network; and
- **10- Communication:** Improve signage and wayfinding infrastructure and other communications to facilitate efficient movement of vehicles and pedestrians to and from car parking provision.

2.6.2 These objectives have been taken forward and act as the principles for developing and evaluating potential policy interventions and scheme measures that are set out within the Parking Strategy and Action Plan and detailed in the remaining sections of this report.

2.6.3 It is noted that there are a series of current and planned measures and works being implemented by the Council that relate to parking provision and management, which are set out in detail within this report. For completeness, a summary of these measures is set out below:

- Refurbishment and upgrade works at Leapale Road (planned for summer 2020);
- Changes to management of on-street electric vehicle parking bays;
- Development of a GEMii dashboard and enhancement to data recording;
- Increases to payment tariffs in four surface car parks (from April 2020);
- Review of current use and provision of disabled parking bays;
- Replacement of Pay on Exit equipment; and
- Upgrade works to VMS equipment, in partnership with Surrey County Council.

### 3. OPTION DEVELOPMENT

#### 3.1 Overview

3.1.1 This section sets out the potential options for the strategy and appraises them against the key issues and opportunities, as well as the overriding objectives. Options considered have been grouped under ten overriding themes:

- Off-Street Parking Provision;
- Technology;
- Wayfinding & Signage;
- On-Street Provision;
- Active Travel & Public Transport;
- Park & Ride;
- Accessibility;
- Enforcement; and
- Marketing & Communication.

#### 3.2 Off-Street Parking Provision

3.2.1 There are a number of measures and tools that can be used to either change the quality of parking provision or the overall quantity of supply. If employed in an appropriate manner, such measures help to provide off-street parking supply that is not only safe, secure and able to meet current parking demand, but that is also made resilient against anticipated employment and housing growth across Guildford and changes in travel patterns.

3.2.2 Currently, off-street provision provides a mixture of quality and quantity, and there is generally a high demand for both short- and long-stay parking across Guildford. However, as might be expected, parking demand tends to be higher in surface-level town centre car parks compared to multi-storey car parks.

3.2.3 Indeed, a number of multi-storeys including are currently underutilised. Leapale Road is underutilised due to its quality, which will be addressed as part of refurbishment works programmed to be undertaken in summer 2020. Despite being Pay on Exit car parks, the perceived remoteness of Farnham Road and York Road from the town centre may influence their utilisation.

##### Quality of Parking

3.2.4 As an umbrella strategy, the Council should seek to maintain high standards within all car parks, and implement improvements where necessary. It is recognised that all car parks operated by the Council have been awarded the Safer Parking Award from the British Parking Association and Association of Chief Police Officers.

3.2.5 This is aimed at reducing both crime and the fear of crime in parking facilities, and in meeting this standard it can subsequently help to improve the user experience and promote usage whilst potentially reducing short-term maintenance costs associated with

identified issues. The standard takes elements including lighting facilities, CCTV, management practice, access arrangements and signage provision into consideration.

- 3.2.6 The quality of off street car parks is generally good; however, it is considered that Leapale Road, Bedford Road MSCP and Guildford Park could benefit from improvement works. It is noted that the Council has committed to improving the condition and quality of Leapale Road, including enlarging the size of bays, provision of increased levels of disabled parking, and provision of widened spaces for Parent & Child use. Electric vehicle charging infrastructure will also be installed to allow the car park to operate as a hub for electric vehicle parking. The proposals aim to encourage drivers to use the car park in favour of nearby surface level car parks that currently operate close to capacity, and align with the objectives of and options set out within the strategy. It is noted that these improvements will reduce the overall capacity of the car park to approximately 300 spaces.
- 3.2.7 A high level of service should be maintained within all car parks, with appropriate and relevant maintenance budgets allocated to facilitate this.

### **Future Parking Demand**

- 3.2.8 There is currently under-utilised provision in some car parks within Guildford, which allows for a level of growth. Projected future housing and employment growth within Guildford is anticipated to increase off-street parking demand, with this growth anticipated to tip demand for individual car parks over capacity. However, supply across Guildford as a whole would be expected to accommodate future growth, should no changes be made to current levels of parking provision.
- 3.2.9 This would however require a change in user behaviour by those who may currently have a preferred car park they use. Resulting congestion and lack of choice within some car parks could potentially deter trips to the town.
- 3.2.10 Two car parks - Bright Hill and Guildford Park - are currently identified as sites for residential or commercial redevelopment. Due to capacity reduction, these currently provide a combined total of just under 300 spaces for Pay & Display / Pay by Phone use, albeit when operating at fully capacity they provided over 500 spaces.
- 3.2.11 It is noted that the capacity of both Bright Hill and Guildford Park have been gradually reduced, from 118 to 93 and 398 to approximately 200 respectively, due to maintenance issues and construction works. This has helped to reduce the impact of immediate/complete removal of both car parks. Based on current levels of utilisation, it is considered that both car parks can be removed to facilitate development without the need to be re-provided to meet current parking demand. Demand derived from the closure of Bright Hill is likely to be displaced into nearby car parks, including Castle, and on-street Pay & Display parking (for stays with a shorter duration).
- 3.2.12 It is noted that the Solum development proposals incorporate the redevelopment and reprovision of the existing commuter car park at Guildford Station, including provision of an additional 50 spaces (alongside standalone residential parking). This can accommodate a proportion of vehicles displaced by the closure of Guildford Park, although this has potential implications in terms of revenue generation for the Council. It is anticipated that other displaced vehicles will re-route to use Farnham Road.



- 3.2.13 It is also recommended that a targeted marketing campaign is undertaken to encourage those currently using Guildford Park for long-stay commuting parking to utilise Park & Ride sites and travel to the station using associated bus services, as such long-stay parking within the town centre is not as beneficial from an economic perspective and town centre vitality during daytime hours. Due to the perceived distance and topography, there may be difficulties associated with effectively marketing Farnham Road as a town centre visitor car park.
  
- 3.2.14 However, the removal of car parking and associated displacement of users from these locations to other car parks would result in current overall parking demand approaching the 85% threshold used to determine high occupancy within off-street car parks. This would mean users are likely to have difficulty in finding a space, resulting in vehicles circulating around car parks.
  
- 3.2.15 Further loss of parking provision may result in increased displacement of visitors to competitor destinations such as Woking or Kingston, with consequent loss of revenue for business in Guildford and the Council.
  
- 3.2.16 An informed decision therefore needs to be made on the future provision of car parking and managing current demand to spread capacity. It is recommended that the impacts of, and suitability of closure of further car parks is assessed and confirmed both on an individual case-by-case basis and within the wider context, taking into consideration car park location, proximity to other parking opportunities, extent of parking provision to be removed and public transport accessibility. The phasing of future parking removal alongside an assessment regarding re-provision, or displacement will need careful consideration.
  
- 3.2.17 Furthermore, any decisions regarding changes to future parking supply need to be cognisant of the fact that the local highway network is reaching capacity in key places, and so may not be able to accommodate vehicular movements associated with new or compensatory parking provision.
  
- 3.2.18 Potential measures to manage parking demand vary depending on the overarching focus of the strategy. For example, should the Council seek to maximise provision in order to maintain town centre vitality and retail spend, this could encompass increasing parking provision through construction of new smaller car parks, a single large multi-storey, the extension of existing multi-storey car parks (such as York Road), or decking of current surface car parks (such as Millbrook) to provide multiple levels and increased capacity.
  
- 3.2.19 Alternatively, should the strategy look to align closer to sustainable travel priorities, displacement activity could be encouraged to push users towards use of Park & Ride provision and services, alongside the implementation of sustainable transport measures and promotions.
  
- 3.2.20 Alongside this, a change in user behaviour will be required from car park users in order to manage parking demand and shift users from car parks close to or at capacity to those under-utilised, including Park & Ride sites. This can be encouraged through a number of means, such as provision of signage and real-time occupancy information, marketing and promotional activity that promotes travel through sustainable means, and providing enhanced cycle parking within car parks.



- 3.2.21 Given the large number of parking bays located at Farnham Road and York Road, their current levels of utilisation (averaging between 60% and 80%) results in a considerable number of parking bays available for use; these can in part be used to ease pressure from other car parks operating close to or at capacity.
- 3.2.22 Car parking provision plays an important role in ensuring retail and commercial growth of the town centre. Provision and availability of parking is used as a parameter to monitor the vitality of town centre. It is clear that parking brings considerable value to the town centre, and this should be an important consideration in decisions relating to changes to overall parking supply within Guildford. Reducing the availability of parking may threaten town centre vitality and associated retail spend of visitors.
- 3.2.23 Car parks in Guildford generate £10m gross revenue and £6.5m net revenue per annum. Car parks identified as being at risk of closure could result in a reduction in income of approximately £2 million per annum, if spaces are not subject to re-provision. The intercept user survey undertaken during Stage 1 of the study identified that Guildford car park users spend up to 18 times as much when in the town centre than on the cost of parking itself; failure to provide convenient and easily accessible parking may result in a loss of visitors to competitor towns.

**Parking Classification, Tariffs & Duration of Stay**

- 3.2.24 A key factor in any changes to parking operations or supply is to ensure this does not negatively impact upon revenue generated by the Council’s parking stock. As would be expected, it is anticipated that a reduction in parking capacity within the town centre would negatively impact upon revenue generation. Increases to parking tariffs can mitigate against such revenue impacts.
- 3.2.25 It is noted that Council-operated off-street parking charges within Guildford are lower than Woking, one of Guildford’s main competitors as an attractor for retail demand, located approximately 9km to the north. Parking within the centre of Woking is charged at a higher rate of £1.50 per hour, compared to £1.30 per hour in the majority of Guildford car parks. Based on Pay & Display ticket sales in 2019, bringing parking charges in line with Woking could potentially generate an additional £800,000 per year. Increased in parking tariffs may also help to make other modes of transport more favourable for users.
- 3.2.26 Such increases are likely to be acceptable to the majority of parking users and would not be expected to act as a deterrent to visiting and parking in Guildford, particularly as tariffs have remained consistent in recent years. Furthermore, the intercept user survey undertaken during Phase 1 of the study revealed that cost of parking is not currently a major issue or barrier for car park users.
- 3.2.27 The Council will this year be introducing changes to pricing for long-stay users at Farnham Road, to encourage use of the car park by commuters, through the introduction of an early-bird discount (£7.20 for all day) for vehicles that arrive before 07:00. This discount is aimed at reducing vehicle movements to the car park during standard network peak periods.
- 3.2.28 A potential option to assess the receptiveness of changes to pricing structures in the most central car parks would be to undertake a trial within one car park and monitor before vs.

after usage to see if changes result in some users changing to other parks within the town centre. In April 2020, charges in four of the surface car parks (Bedford Road Surface, Commercial Road 2, Mary Road and Old Police Station) will be increased from £1.30 per hour to £1.50 per hour. This will provide an opportunity for the Council to measure the impact pricing has on user behaviour.

- 3.2.29 The majority of Council-operated car parks provide a similar pricing structure, with only six having tailored pricing.
- 3.2.30 Discounts in car parks in the town centre could be considered after a certain hour to boost the night time economy. A flat rate evening charge of £1.00 is applied after 18:00 in town centre car parks, helping to assist the night time economy. Users of electric vehicles are also offered a discount through a Green Parking Permit to park for free, or at a discounted rate in some car parks. Whilst such measure fits with the objectives of the Climate Emergency, it does not target particular user groups that contribute to retail spend and associated town centre vitality. The provision of discounts in parking charges for shoppers or a review of tariffs to encourage longer durations of stay could be considered as a means of increasing basket spend in Guildford. However, care should be taken not ensure that these parking facilities are not made more attractive for general long-stay parking.

#### **Payment Mechanisms**

- 3.2.31 All car parks within Guildford offer both Pay & Display and Pay by Phone (utilising the RingGo mobile app) payment mechanisms, with the exception of (Castle, Farnham Road, Tunsgate, York Road and Farnham Road), which operate a Pay on Foot system. It is noted that the proportion of payments made by phone has considerably increased year-on-year, and it is expected that this trend will continue; the share of payments made by phone increased by 10% between 2017/18 and 2018/19.
- 3.2.32 Pay on Exit facilities as currently utilised in four car parks provides users with greater flexibility in terms of removing the need to return to their car by a specific time, as is the case under the Pay & Display model, and can help increase dwell times (and associated basket spend) within the town centre. It is noted that the availability of Pay by Phone payment mechanisms within Pay & Display car parks allows users to extend their stays without returning to the car park, and therefore achieves the same goal.
- 3.2.33 Consideration of implementation of Pay on Exit facilities is recommended as a way to provide greater flexibility for users; this may result in longer car park stays and increased spend in the town centre. The introduction of ANPR technologies in car parks can support this.

#### **Managing Demand**

- 3.2.34 Moving towards a dynamic system with respect to how tariffs are set, or vary with standardised payment methods across all car parks could help manage demand through encouraging people to use a greater variety of car parks. Variation in price and the option for dynamic pricing should be maintained to promote use of car parks with spare levels of capacity in favour of those operating close to capacity.

3.2.35 Moving towards Pay on Exit may encourage users to stay longer in the town centre without the need to return to their car, although the need for the latter is already avoided through the availability and use of Pay by Phone technology within Pay & Display car parks. Pay on Exit systems can also help to reduce enforcement requirements. Further enhancements could be made in combination with the technological advances described above, allowing customers to easily access real-time occupancy levels, whilst the Council can use this technology to track parking usage and optimise enforcement.

### Season Tickets & Contract Parking

3.2.36 The Council operates over 300 contract parking spaces within five car parks in Guildford. Contract parking offers an allocated space with a permit for exclusive use of that space. There is no specific eligibility criteria that needs to be met in order to apply for a contract parking space. A pro-rata fee is applied depending on when the space is taken.

3.2.37 Contract parking is currently provided Portsmouth Road, Robin Hood, and St Joseph's. Parking is also provided in Lawn Road and Millmead House for staff and visitors to the Council offices. Members of the public are able to park within these car parks at weekends on a Pay & Display / Pay by Phone basis.

3.2.38 The major benefit of contract parking is that it allows users to have guaranteed access to a specific parking space. In general, such spaces are most suitable for business users who may need to come and go throughout the day. However, it is noted that contract parking does not provide the most efficient use of space, as spaces can sit empty for large periods of time without other vehicles able to utilise them. This is a particular issue at Portsmouth Road and St Joseph's, where a large proportion of spaces are unoccupied during daytime hours (with average occupancy levels between 30% and 60%). Nevertheless, contract parking provides guaranteed revenue to the Council, and the premium rates charged give users of contract parking the peace of mind that a space will be available.

3.2.39 It is noted that the overall provision of contract parking within Guildford has been significantly reduced from approximately 600 spaces over the past five years. The reduction in number of contract parking spaces has been accompanied by an increase in the sale of season tickets. Season ticket parking is provided within four town centre car parks (Bedford Road MSCP, Farnham Road, Guildford Park and York Road), with season ticket holders able to utilise any bay within the car park they have purchased a season ticket for, but they do not have an allocated space.

3.2.40 The Council also offer Virtual Value Cards (VVCs) within its Pay on Exit car parks, which in addition to offering a discount to regular users, also ensure that they only pay for the parking that they use.

3.2.41 It is considered that there is scope for a further reduction in the number of contract parking spaces provided in Guildford, with such spaces used to increase short-stay parking opportunities, increased season ticket coverage or potentially support redevelopment for residential or commercial growth.

3.2.42 As of November 2019, there is season ticket availability in Farnham Road and York Road, whilst a waiting list is operational for Bedford Road MSCP. Due to redevelopment works currently taking place, season ticket holders at Guildford Park are required to utilise

Farnham Road; it is considered that this is a suitable permanent arrangement should Guildford Park be closed to facilitate development.

3.2.43 Changes to arrangements for use of season tickets could provide efficiencies in terms of parking demand, revenue generation and user behaviour; for example, provision of season tickets within car parks that are currently under-utilised, such as Leapale Road. This would also allow car parks within town centre locations to solely provide short-stay parking with a higher turnover.

### Off-Street Parking Provision Summary

3.2.44 Potential options relating to the quantity and management of off-street parking provision are detailed in [Table 2](#).

**Table 2. Off-Street Parking Strategy Options**

OPTION	DESCRIPTION	BENEFITS	COST	LIMITATIONS	OBJECTIVES MET
Upgrade Works to Leapale Road	Improve quality of Leapale Road car park, including provision of larger bays, disabled parking, EVCP infrastructure	Promote use and improve occupancy levels, reduce pressure on nearby surface car parks	Infrastructure, works design and installation, future maintenance costs	Improvements to bay sizes reduces overall car park capacity, requires associated marketing campaign to change user behaviour	1, 6
Bright Hill / Guildford Park Closure & Marketing Campaign	Targeted marketing to reduce impact of displacement associated with Bright Hill and Guildford Park closures	Reduce parking demand within town centre, encourage use of P&R sites, potential to reduce congestion in centre	Marketing materials, potential revenue losses from car park closures	Requires change in user behaviour, users may look to use privately operated station car park instead of Council-operated	4, 5, 10
Car Park Demand Forecast	Spreadsheet model to forecast future demand for car parks allowing testing of alternative scenarios and individual car park assessment	Forecast for need for future car parking and potential car park closures	Model build	Forecast only, degree of estimation inherent	2, 3, 4, 5
Season Ticket / Contract Parking Review	Review of volume of and tariffs for contract parking provision	Ensure that provision is appropriate to supply and maximises efficiency of use	Review	N/A	2, 3, 8

OPTION	DESCRIPTION	BENEFITS	COST	LIMITATIONS	OBJECTIVES MET
Review / Trial of Tariff Increases	Trial tariff increase in one car park and monitor usage to see if changes result users changing to other parks	Allows Council to better understand whether blanket tariff increase will be accepted by public	Signage, marketing information provision	May increase parking demand in other car parks or encourage users to visit competitor locations	5, 8
Strategic Variable Tariff Structure	Implement strategic variable tariff structure with standardised time periods for which charges are applied	Easier to understand for users and aids management of demand between car parks, potential to increase revenue	Implementation	Potential cost if reducing tariffs to increase visitor numbers	2, 3, 5, 8
Identify & Upgrade of Car Parks to Pay on Exit Systems	Move to Pay on Exit model for car parks where spatially feasible and longer dwell times are encouraged	Improve customer experience, encourage longer stays in town centre, reduce enforcement requirements	Infrastructure. Accompanying software / data systems	High cost	1, 2, 8, 9
Physical Upgrade Works	Improve aspects such as surface, marking, lighting and CCTV in lower quality car parks; introduce mitigations for aspects related to flooding	Improved customer experience, greater willingness to use under-utilised car parks instead of those at or close to capacity	Maintenance costs	Cost, especially for car parks that are earmarked for potential redevelopment	1, 6
Review of Pedestrian Accesses & Routes to Key Destinations	Review of pedestrian access and egress points at car parks and routes to key destinations to ensure high quality provision which is accessible to all	Improved customer experience, potential to increase occupancy of under-utilised car parks.	Infrastructure works	Potential high costs	1, 10
Provision of Additional Car Park(s) Outside	Provision of new car parks outside town centre to replace existing	Additional high quality parking supply	Capital infrastructure	High cost, promotes car use. Requires supporting behaviour change	1, 3, 4, 5

OPTION	DESCRIPTION	BENEFITS	COST	LIMITATIONS	OBJECTIVES MET
Town Centre	town centre car parks of a lower quality			programme / incentives for users to park outside the town centre and high quality pedestrian routes on desire lines into the town centre	
Bicycle & Motorcycle Parking	Provision of additional bicycle and motorcycle parking	Enhanced supply for motorcycles and bicycles which is currently lacking	Installation costs, potential revenue decreases possible from loss of standard car parking	Cost, takes space from car parking	1, 3, 4, 7

### 3.3 Technology

3.3.1 There are a range of areas where existing technologies can be enhanced and utilised to improve the user experience of car parking in Guildford whilst simultaneously improving management and enforcement practices. It is important that the strategy allows for Guildford to maximise the potential for and take advantage of emerging and future technologies related to car parking.

#### Information Provision

3.3.2 Smart parking technology can be utilised to deliver fully integrated parking solutions through the use of real time parking information and wireless cloud-based technology.

3.3.3 GEMii is a platform that provides real time information on parking availability thanks to sensors located on the parking bays. The GEMii platform and associated app was launched in Guildford in December 2016. It has the potential to increase the ease of finding a space for drivers and help reduce congestion as vehicles circulate looking for parking opportunities.

3.3.4 GEMii sensors are installed in seven strategic car parks (Bedford Road, Castle, Farnham Road, G-Live, Leapale Road, Millbrook and York Road) alongside three Park & Ride sites (Artington, Merrow and Onslow) and a number of on-street locations.

3.3.5 The app also can benefit parking management, including the ability to easily access live parking occupancy data in real-time, and to determine trends in parking across time, which can be used to make informed decisions on issues such as tariff structures, time restrictions and potentially to inform the introduction of dynamic pricing.

3.3.6 It is noted that there are a currently series of limitations and constraints within the GEMii dataset that impact upon its reliability and robustness and result in potential inaccuracies in reported data. For off-street car parks (excluding P&R sites), 17,572 of 105,120 entries are blank, equating to 17% of all data missing. Notably, data is missing for the period

between Dec 2017 and Oct 2018 at Leapale Road and between Dec 2016 and Jan 2017 at Millbrook.

- 3.3.7 As part of this study, SYSTRA has highlighted where issues currently exist with the GEMii platform and reported data in order to allow issues to be addressed and the platform improved to provide maximum benefit to the Council. It is understood that the Council is currently working with GEMii to enhance the current dataset and sensor provision, as well as expand to a wider set of car parks. Furthermore, the Council is working with GEMii to develop a user-facing front end dashboard to provide easily accessible information to parking users.
- 3.3.8 The GEMii platform provides – and will continue to provide – an invaluable dataset to the Council, and its use should be promoted across all car parks.
- 3.3.9 Data regarding arrival / departure times and duration of stay collected through the GEMii platform can also be used for the purposes of enforcement, helping to identify hotspot areas for non-compliance (for example in car parks with restrictions on maximum permitted duration of stay), allowing Civil Enforcement Officers to be directed to locations and specific vehicles that have contravened restrictions.
- 3.3.10 For car park users, smart parking technology can facilitate the viewing of parking availability, booking a parking space in advance, thus removing the need to search, and paying for spaces via a smartphone application. Electric or disabled spaces can also be linked to specific users or vehicles, preventing non-compliant use.
- 3.3.11 The installation of GEMii sensors within all car parks should be considered to provide enhanced levels of information both for users and the Council. Sensors can also be used to collect important data on occupancy levels that can be used to make informed data-driven decisions regarding the potential closure, re-provision or expansion of specific car parks. Information from sensors can also be made available to parking users, helping to reduce time spent by users looking for a parking space, helping to improve car park efficiency.
- 3.3.12 Where smart parking technology is introduced in combination with enhanced data collection and improvements to back-office technology, this should be capable of integrating data from multiple sources and have the resilience to incorporate future developments such as vehicle to infrastructure connectivity and providing future accessibility for Connected and Autonomous Vehicles (CAVs).

### **Payment Technology**

- 3.3.13 It is noted that the RingGo Pay by Phone payment mechanism is currently offered and used in all Pay & Display car parks and on-street locations. Usage of the app has significantly increased year-on-year since its introduction, and the proportion of parking paid by this method has significantly increased in 2019. However, it is important to note that not all parking users have access to a smartphone and so alternative payment methods will still be required.
- 3.3.14 As previously detailed, Pay on Exit facilities are currently utilised in four car parks (Castle, Farnham Road, Tunsgate and York Road). However, it is noted that back-office systems



are approximately ten years old and provide limited information, with information not instantly available electronically.

3.3.15 Pay on Exit technology relying on ANPR cameras is the most efficient payment technology, in terms of user experience, management and enforcement. Such systems are currently being procured for the four existing Pay on Exit car parks and Onslow Park & Ride. Increased roll-out of such technology across all major car parks in Guilford would be a positive action; however, it is recognised that there are spatial constraints in some car parks that limit the ability to install Pay on Exit infrastructure.

### Technology Summary

3.3.16 Improved wayfinding and signage infrastructure can help to improve navigation for visitors and help to identify the location of all car parks. The provision of real-time information, including through utilisation of the GEMii platform / app and development of an associated user-facing dashboard, concerning parking availability with individual car parks can provide an enhanced user experience and minimise vehicle dwell times and potential congestion. Additionally, VMS enables drivers travelling into the town centre to make an informed decision about which car park to use.

3.3.17 Potential technological options that could be introduced are detailed in [Table 3](#).

**Table 3. Technology Strategy Options**

OPTION	DESCRIPTION	BENEFITS	COST	LIMITATIONS	OBJECTIVES MET
Pay by Phone Expansion	Expansion of use of Pay by Phone systems to all car parks and on-street locations; potential to link to GEMii platform	Improves user experience; increased payment options; encourage longer dwell times where appropriate; reduce non-compliance with time limits	Signage installation, marketing costs, potential for increased enforcement in short-term	Not all parking users have access to smartphone	1, 2, 3, 5, 8, 9
GEMii Platform Enhancement	Improve GEMii platform and app to provide reliable information for all car parks and robust data for parking management; increase coverage of	Enhanced user experience, enabling journey planning in advance. Can contribute to reduced vehicle circulation, congestion.	Application development, management and licensing marketing costs; sensor installation; maintenance costs	Potential high cost of set up in all car parks; management and development costs; potential for data inaccuracies / sensor failure	1, 3, 4, 5, 7, 8, 10



OPTION	DESCRIPTION	BENEFITS	COST	LIMITATIONS	OBJECTIVES MET
	sensors to all car parks	Ties in with Climate Emergency priorities. Improved Parking Management System			
Parking Bay Sensors	Installation of additional sensors in car parks. Initial roll out at busiest locations	Real time occupancy data that allows information to be easily provided to users and Council, can help identify issues. Improves car park efficiency	Capital infrastructure; IT infrastructure; analysis and processing	High cost to install and maintain sensors in large number of spaces	1, 3, 4, 5, 9, 10
Pay on Exit / Car Park ANPR	Installation of ANPR / Pay on Exit at additional car parks	Promote longer stays in town centre, potentially increased retail / basket spend. Reduced incorrect payment for time parked. Allows enhancement to enforcement practices	Capital infrastructure	High cost per car park; spatial limitations restrict ability for installation in all car parks	1, 2, 4, 8, 9

3.3.18 All technology options set out above have the potential to support the goals of the strategy, particularly in terms of improving back-office data collection systems, which in turn can enhance management and enforcement practices. Alongside this, technological advancements can improve the customer experience and help manage parking demand such that existing supply can be used more efficiently.

## 3.4 Wayfinding & Signage

### Information Provision

- 3.4.1 The provision of real-time occupancy signage along key routes into the town centre enables users to make an informed decision of where to park based on availability. It also provides the Council with an opportunity to direct users to under-utilised car parks, including Park & Ride sites, helping to promote and encourage the Council’s “drive to, not through” approach for parking. It can also help to reduce journey times and the number of vehicles circulating on the local network looking for a space, providing benefits in terms of congestion and air quality, helping to meet the objectives of the Climate Emergency declared by the Council in July 2019.
- 3.4.2 The provision of good quality and easy-to-follow signage can play an important role for both local residents and visitors to a location. Signage identifying the locations of car parks is provided, although such signage is not easy to follow in all instances, including cases where signage is covered by foliage or moss.
- 3.4.3 Parking occupancy levels can be used to provide information through Variable Message Signs (VMS) as a way of directing users to car parks with under-utilised capacity. Such signs provide real-time occupancy displays on the current number of available spaces within car parks, enabling drivers travelling into the town centre to make an informed decision about which car park to use.
- 3.4.4 In Guildford, VMS are installed in a number of strategic locations, and are managed by Surrey County Council (SCC) with information fed from Guildford Borough Council's parking systems. However, it appears that there are ongoing maintenance issues with the VMS signs, which are over 15 years old, resulting in intermittent operation and information not provided for all car parks listed on all signs.
- 3.4.5 Improvements to the GEMii platform (see **Section 3.3**) can be tied with current and potentially expanded VMS coverage to provide real-time and reliable information regarding parking availability to drivers. There is also potential for the GEMii app to provide suggestions to users of alternative car parks that have capacity at that moment in time, helping to minimise vehicle journey lengths, and potentially reduce the number of vehicles passing through the town centre.
- 3.4.6 It is understood that an agreement is in place with SCC to deliver improvements to current wayfinding and signage provision.
- 3.4.7 Whilst a lack of wayfinding information and signage is not usually an issue for residents, improved wayfinding would make for an improved experience for visitors and help reduce unnecessary circulation within the town centre, including on the A3 and gyratory system, and help to promote the Council’s “drive to, not through” approach. The nature of one-way and gyratory systems in general can be confusing for motorists who are not familiar with an area.
- 3.4.8 Pedestrian signage can be improved at access and egress points of car parks to improve user experience, particularly for visitors who do not visit often, or when there is bad weather. Enhancements could also help encourage greater use of locations subject to

lower levels of pedestrian footfall and more active travel in general. Increased awareness of pedestrian routes and travel times could encourage people to park further from their ultimate destination than at current, redistributing the use of car parks and reducing vehicle travel within the town centre.

3.4.9 Potential wayfinding options are set out in **Table 4** below.

**Table 4. Wayfinding Strategy Options**

OPTION	DESCRIPTION	BENEFITS	COST	LIMITATIONS	OBJECTIVES MET
Signage Installation on Key Routes	Install signposts listing car parks on key approach routes, detailing capacity and type (short/long stay). Where possible include VMS showing occupancy	Clarifies purpose of car parks and helps users make informed decision on where to park	Installation and maintenance costs	Require VMS to add significant value	1, 4, 7, 10
Wayfinding Review	Review existing car park wayfinding and identify locations where signposts are missing/required	Identification of locations where additional wayfinding required	Completion of review	N/A	4, 10
Upgrade Existing Variable Message Sign (VMS) Provision	Improve signs currently not functioning correctly, ensure clearly visible	Reduce unnecessary circulation and irritation for drivers, potential to tie with GEOMii and Pay on Exit systems to facilitate uniformed data provision	Sign upgrade costs, potential requirement for installation of sensors and ANPR	Requires live occupancy data; additional street clutter	4, 10
Increase VMS Provision	Display occupancy levels of car parks (where data available) strategic locations where signage is not currently installed	Reduce unnecessary circulation and irritation for drivers, potential to tie with GEOMii and Pay on Exit systems to facilitate uniformed data provision	VMS design and installation, installation of sensors and ANPR	Requires live occupancy data	4, 10

OPTION	DESCRIPTION	BENEFITS	COST	LIMITATIONS	OBJECTIVES MET
Vehicle Directional Signposting	Installation of signposts within town directing drivers to specific car parks and key locations / attractions	Aid navigation for drivers, reducing circulation	Capital infrastructure	Dense street network may make legibility difficult. Additional street clutter	4, 10
Pedestrian Directional Signposting	Installation of pedestrian signposts at car park exits, showing map with walking time isochrones as well as directional arrows to key landmarks.	Aid navigation of pedestrians in general as well as car park users. Encourage active travel through increased awareness of travel times	Capital infrastructure	N/A	1, 4, 10
Provision of wayfinding information online/ via app	Develop an active travel map for those walking and cycling around the town centre, showing routes, estimated time it will take, links to public transport services.	Enhance pedestrian experience and promote more sustainable travel by making it easier for people to find their way around the town.	Development of the map, marketing to potential users	N/A	10

3.4.10 Through improvements in signage, better awareness and information for of all car parks can be supplied to the public, ensuring an improved journey experience for visitors. This in turn can potentially improve traffic circulation and reduce issues of congestion within the four towns. This can have further benefits in terms of easing congestion and improving air quality, which ties to the objectives of the Climate Emergency declared by the Council.

### 3.5 Active Travel & Public Transport

3.5.1 In July 2019, the Council declared a Climate Emergency. The objective of this declaration is to achieve zero net carbon emissions by 2030, the programme of investments focuses on a number of key areas, including transport.

3.5.2 Parking provision can play a key role in meeting the zero emissions objective. Currently the nature of parking provision is not linked to encouragement of either active travel or the use of public transport. However, the nature and cost of car parking could be used as an incentive to encourage mode shift away from the car for either part of, or whole journeys, particularly as high levels of development are both committed and proposed within the town centre.

- 3.5.3 Measures to enhance pedestrian wayfinding detailed above can help encourage people to park further from their destination and complete their journey on foot, as opposed to driving and parking within the immediate town centre. They may also encourage use of Park & Ride services or car parks which are not considered to be in convenient locations and are therefore currently under-utilised.
- 3.5.4 Guildford is served by a comprehensive series of bus services, providing regular connections through circular routes (starting and ending at the bus station) and to surrounding towns and villages including Aldershot and Woking. However, there are issues at present of buses getting stuck in traffic within and on approaches to the town centre, impacting journey times. The provision of a reliable and high quality bus network may encourage long-stay commuter parking to take place away from the centre. In addition, it could bring residents and employees from outer locations to the town centre and vice versa, potentially enhancing Park & Ride services (see **Section 3.6**).
- 3.5.5 This could actively encourage the displacement of vehicles to periphery locations outside of the town centre, helping to manage the impact of facilitated redevelopment within the town centre, whilst also providing benefits in terms of air quality and congestion.
- 3.5.6 Current provision of cycle parking in Guildford car parks is limited and increased space could be provided within car parks for cycle parking. It is noted that the Council is currently developing an electric bike hire scheme and spaces in two car parks (Millbrook and Millmead House) have been identified as being suitable.
- 3.5.7 Benefits of cycle parking provision in multi storey car parks is that they offer both increased security and shelter, whilst provision in town centre surface car parks tends to be closer to final destinations and therefore provide attractive locations for users to park bicycles. For example, Upper High Street is located in close proximity of the pedestrianised shopping area and so may be particularly attractive to users. However, it is recognised that some bicycle users tend to prefer parking within on-street locations, due to the ultimate convenience that these locations provide.
- 3.5.8 Potential active travel and public transport supporting options are described in **Table 5**.

**Table 5. Active & Public Transport Strategy Options**

OPTION	DESCRIPTION	BENEFITS	COST	LIMITATIONS	OBJECTIVES MET
Cycle Parking	Installation of cycle parking in car parks	Encourage cycle trips	Capital Infrastructure	Not sufficient alone to drive behaviour change; car parks may not provide most convenient locations for cyclists	4, 5, 7
Public Transport Improvements	Assess potential to provide enhanced public transport provision (bus, rail, P&R)	Promote modal shift, reduce congestion, air quality improvements	Infrastructure costs, requires agreement / input from multiple stakeholders	Not sufficient alone to influence behaviour change, supporting soft measures required	4, 5, 7

OPTION	DESCRIPTION	BENEFITS	COST	LIMITATIONS	OBJECTIVES MET
Bus Priority Measures	Provision of dedicated lanes / infrastructure	Improve bus journey times to and within the town centre	Capital infrastructure, design and installation	Potential to worsen congestion of general traffic	4, 5, 7
Information Provision	Installation of informational mapping / signage providing walking and cycle isochrones and travel times	Promotion of active travel, reduce parking demand within town centre	Signage design and installation, supporting marketing programme	Requires changes to user behaviour and parking practices	4, 5, 7, 10
Workplace Parking Levy	Levy charged on all businesses per space of parking provided, with income used to fund active travel and public transport schemes	Deterrent to providing workplace parking, funding for alternative modes as funding is ring fenced to transport schemes	Design, consultation, implementation, management	Unlikely to be popular with businesses	3, 4, 5, 7, 8
Workplace Travel Plans	Development and implementation of workplace travel plans to guide how employees travel to work and on business trips	Encourage sustainable and active travel, reduce pressure on car parking	Engagement with businesses	N/A	4, 5, 7, 10
Guildford Travel & Parking app	Development of a travel app with walking and cycling maps to help promote active travel	Encourage uptake of sustainable travel, provision of real time information, scope to link to GEMii and RingGo apps	Implementation costs	Not accessible to people without a computer or smartphone	4, 5, 7, 10

3.5.9 The role of the strategy in supporting active travel and public transport use is a key goal, and ties to the objectives of the declared Climate Emergency. This suggests that all options that tie to this goal should form part of the strategy.

### 3.6 Park & Ride

3.6.1 Guildford currently has a network of four Park & Ride sites, which stand at the core of the “drive to, not through” approach the Council is developing to reduce congestion in the town centre. The aim of Park & Ride is to improve the access to Guildford town centre for

people that do not have access to public transport, at the same time trying to reduce the impact of car traffic into the town centre.

- 3.6.2 The four Park & Ride sites are located at Artington (742 spaces), Mellow (338 spaces), Onslow (550 spaces) and Spectrum (254 spaces, with over 1,000 spaces available at the neighbouring leisure complex). Park & Ride sites are located outside the town centre in “interceptor” locations along the strategic highway network.
- 3.6.3 As of January 2019, the bus fleet became electric as part of the Council’s aim to reduce emissions and associated pollution.
- 3.6.4 Data on passenger numbers and revenue from the service provider Stagecoach highlights the overall success of the Park & Ride scheme. However, it is noted that the cost of operating services is no longer covered by on-street revenue generation, and the Council has to sustain the costs. This reduces the chances of finding viable and self-sustaining additional capacity and limits the opportunity to extend service operational hours to include evenings and weekends.
- 3.6.5 Service usage data also demonstrates notable differences in uptake of bus services from the four sites. The number of users in Onslow is particularly low and there are concerns that employees and visitors to the Royal Surrey Hospital and Surrey Business Park may be using the car park to avoid parking charges elsewhere without paying for and using the bus services. It is recommended that an increase in monitoring and enforcement is undertaken to determine whether significant issues exist in terms of use of P&R parking opportunities by non-bus users from local workplaces. The ongoing Pay on Exit procurement as detailed in **Section 3.3** will result in the implementation of management measures at Onslow that are specifically aimed at preventing misuse.
- 3.6.6 There is potential to contract a proportion of spaces that are currently under-utilised, although this may involve issues in terms of leases and planning. The Council has identified that the facility at Artington has potential to be developed and shared with the bus company. This provides potential for additional revenue; however, there may be some planning issues. At present, weekend services operated from Spectrum operate at significant expense and are under-utilised. Removing these services could be an option for the Council to reduce operating costs, although may not be received positively by the public.
- 3.6.7 The provision of new Park & Ride sites may be considered to better serve those travelling from the south, such as development of a new site in Stonebridge. Similarly, facilities on the north and north-eastern corridors (such as Gosden Farm) could provide additional provision and be used to replace services that may be reduced or closed, such as Spectrum. Additional P&R sites also have the potential to accommodate parking demand associated with the anticipated housing development to be brought forward within Guildford, as well as parking that may be displaced should additional car parks within the town centre be brought forward for development in the future.
- 3.6.8 One of the main issues that make P&R unattractive is the absence of bus priority measures to allow a quicker journey by bus from the sites to the town centre compared to a journey by car. At the moment, travelling by bus takes the same time as travelling by car (if not

more), reducing the incentive for drivers of journey time savings to park outside the town centre.

3.6.9 Targeted and specific marketing campaigns can be implemented, focused at local residents, to promote the use of P&R services in favour of parking within the town centre.

3.6.10 Potential options to improve the Park & Ride offer in Guildford are identified in [Table 6](#) below.

**Table 6. Park & Ride Strategy Options**

OPTION	DESCRIPTION	BENEFITS	COST	LIMITATIONS	OBJECTIVES MET
Identify New Park & Ride Sites	Additional Park & Ride sites	Additional high quality parking supply, new P&R to the south, to the north and north-east and replacing Spectrum.	Capital Infrastructure	High cost, promotes car use. Requires supporting incentives for users and efficient bus service.	2, 3, 4
Bus Connections	Enhance frequency, reliability and operating times of bus routes serving the Park & Ride sites	Increased connectivity of the sites to the city centre	Capital Infrastructure	Cost	2, 3, 4, 5, 7
Bus Priority Measures	Implement bus priority measures along the corridor connecting the Park & Ride sites to the town centre.	Time saving compared to car journeys	Capital Infrastructure	Cost, need for road space.	4, 5, 7
Pricing	Review of P&R pricing system	Increase the convenience of the Park & Ride compared to on-street parking	Review	N/A	2, 5, 8
VMS Installation / Provision	Display occupancy levels of P&R sites (where data available) on entrance to P&R and in town.	Gives drivers real time information on parking availability at sites	Sign design and installation, installation of sensors and ANPR	Requires live occupancy data	4, 5, 7, 10
Provision of EV Charging Points	Provision of slow and rapid charging points to be used both by cars and buses.	Increase appeal of the Park & Ride site to electric vehicle owners.	Capital Infrastructure	High cost, grid requirements	5, 7



OPTION	DESCRIPTION	BENEFITS	COST	LIMITATIONS	OBJECTIVES MET
P&R Marketing Campaign	Implement a targeted marketing campaign to promote a fare use of the Park & Ride	Increase visibility of P&R sites	Implementation	N/A	4, 5, 7, 10
Monitoring & Enforcement	Monitor Park & Ride use and enforce drivers parking without using the bus service	Reduce misuse and increase revenue	Implementation	Impact on those wishing to use the facility to Park & Walk or Park & Cycle	9

### 3.7 Future of Mobility

3.7.1 It can be expected that the nature of the ownership and use of vehicles will change significantly over the next ten years. In particular it is anticipated that the roles of electric vehicles, automated vehicles and ride sharing will expand. Parking provision will not only need to react to these changes, but can also help determine how they grow.

#### Electric Vehicles

3.7.2 With an increased focus on the Climate Emergency, the uptake of electric vehicles is expected to grow, therefore adequate Electric Vehicle Charging Point (EVCP) provision is needed to sustain increased usage. The availability of charging infrastructure can be a major limiting factor in the uptake of electric vehicles. It is noted that the Council’s proposals for the upgrade of Leapale Road incorporate the provision of electric vehicle charging infrastructure. In addition, there are proposals to introduce additional EVCPs across a wider number of car parks within Guildford, including the provision of two electric vehicle spaces at all Park & Ride sites, with further provision anticipated in the future.

3.7.3 In addition, it is proposed that changes will be made to the operation of on-street parking bays intended for use by electric vehicles, whereby use of these by electric vehicles will become enforceable rather than advisable, meaning non-electric vehicles will no longer be permitted to park in such bays.

3.7.4 The Council is also currently working in partnership with SCC, in the first instance, to provide approximately 20 additional EVCPs for on-street spaces.

#### Car Club

3.7.5 Car clubs offer an alternative to private car ownership and allow people to pay a subscription in order to be able to book and use a shared vehicle on a pay as you go basis. The cars are locally parked and can be booked online, over the phone or via a mobile app. Car club vehicles are parked in designated spaces ensuring that users can be guaranteed a space to return their vehicle to within the designated time slot. This allows distribution of car club vehicles to be maintained across locations.

- 3.7.6 SCC is currently working with Enterprise Car Club to expand the provision of car club vehicles in Surrey. There are currently 30 vehicles located within seven towns (Guildford, Woking, Leatherhead, Dorking, Redhill, Addlestone and Walton-on-Thames), with 12 vehicles provided within Guildford, five of which are electric. Usage data suggests that the car club vehicles are well utilised and operating close to capacity.
- 3.7.7 SCC is also working with Enterprise to expand the network of electric vehicle provision with a view to making 50% of available car club vehicles electric by 2025, in line with the requirements of the Surrey Electric Vehicle Strategy.
- 3.7.8 In Surrey, members pay an upfront joining fee of an hourly rental charge of around £4.50 - £5.50 per hour depending on the type of vehicle hired, plus a mileage charge of 21p per mile driven. For those who only need a car occasionally (not for everyday commuting) using a car club can provide significant savings compared to private car ownership. Car club vehicles can also be used by businesses to provide their employees with access to a pool of cars for business trips as an alternative to the use of personal vehicles.
- 3.7.9 Currently all Surrey residents are offered annual membership at a discounted rate (£10 instead of £60) and two hour driving credit for free when they join the scheme online, using a promotional code available on SCC’s website. The scheme is promoted on the website of every town where car club vehicles are provided, including Guildford.

**Ride & Lift Sharing**

- 3.7.10 Ride or lift sharing allows people to offer spaces in their vehicle for a specified trip, offering efficiencies in cost and traffic volumes. This can help to reduce both car ownership and the number unnecessary vehicle trips made, particularly in a workplace setting, where verifiable car sharing options are now readily available. Car parking policy can be utilised to encourage these activities.

**Connected Autonomous Vehicles**

- 3.7.11 Much uncertainty remains around the practicalities of Connected Autonomous Vehicles (CAVs), both legislatively and in terms of how they will work in complicated urban environments. However, it can be expected that they will become a form of transport supply in the future; therefore how CAVs are stored, fuelled and move around will be an issue to consider. Within these considerations, parking supply will be an important factor.
- 3.7.12 Potential future mobility options are described in [Table 7](#) below.

**Table 7. Future Mobility Strategy Options**

OPTION	DESCRIPTION	BENEFITS	COST	LIMITATIONS	OBJECTIVES MET
Provision of Electric Vehicle Charging Infrastructure	Increase current provision of EVCPs in on- and off-street locations	Provision of charging facilities for users, promotes uptake of	Capital infrastructure	Installation and management costs, potential additional street clutter	7

OPTION	DESCRIPTION	BENEFITS	COST	LIMITATIONS	OBJECTIVES MET
		electric vehicles			
On & Off-Street Electric Vehicle Charging Regulation	Introduction of regulation regarding use of EV-parking spaces, including potential for a requirement for vehicles to be charging whilst parked in such bays	Ensures that spaces equipped with EVCPs are not used by non-electric vehicles or solely for parking, enabling access specifically for charging use)	Consultation on regulations, marketing material, enforcement costs	Potential legal issues regarding enforceability	7
Additional Car Club Spaces / Vehicles	Increase current number of car club bays within Guildford, potentially both on- and off-street	Encourage scheme uptake, allow scheme growth, potential to reduce private car use	Installation and marketing costs, consultation, enforcement costs	Requires liaison and agreement with SCC and Enterprise. Experience also suggests that on-street locations are preferred by Car Club providers	7
Connected Autonomous Vehicle (CAV) Adaptations	Adapting car parks for use as parking for CAVs	Facilitate emergence of CAVs	Capital infrastructure, technological research	Highly unpredictable and emerging market	5

## 3.8 User Prioritisation

3.8.1 The prioritisation of parking provision amongst different users is an important policy tool where parking demand is high or supply is restricted; it is important to ensure a balance is struck that meets the parking demands of all users.

### Accessible Parking

3.8.2 Provision of spaces for blue badge holders across Guildford is generally good with some provision in most car parks. As average population age increases, there may be greater demand for such spaces and a requirement to increase the number of accessible parking

spaces in the town centre close to amenities and services, along direct routes. Recent changes in the Blue Badge eligibility criteria may also increase demand for disabled spaces. Where possible, disabled parking bays should be located in central areas and in close proximity to major services and trip attractors.

3.8.3 To ensure that appropriate levels of disabled parking are provided, the Council is looking into undertaking a study of current usage of disabled parking provision, to determine whether current disabled parking supply meets demand and whether issues of non-compliance exist. The study incorporates the use of GEMii sensors in disabled bays in all town centre car parks, and allows the Council to make evidence-based decisions regarding increasing or potentially decreasing disabled parking provision. It is recommended that, in appropriate locations, the standard of 5% of overall provision should be targeted.

3.8.4 It is important to ensure that existing accessible spaces are indeed accessible and properly enforced such that they are used only by those who require them. A lack of provision of family and child parking may lead to certain car parks being undesirable for use by those with children in prams / buggies.

3.8.5 An overview of potential accessible parking options is set out in [Table 8](#).

**Table 8. User Prioritisation Strategy Options**

OPTION	DESCRIPTION	BENEFITS	COST	LIMITATIONS	OBJECTIVES MET
Accessible Parking Upgrades	Implement improvements for disabled users and parents with children, including provision of additional spaces and ensuring these are in optimum locations in relation to payment machines and access points. Ensure pedestrian accesses are also accessible	Improved experience of disabled users	Implementation	Reduction in availability of standard spaces. Enforcement requirements	1, 6
Review of Disabled Parking Provision	Review quantity and location of all disabled bays through GEMii sensors, identifying areas where they are lacking or existing provision is not sufficiently accessible	Ensure that provision is appropriate to needs	Commissioning and undertaking of review (£34,000 cost)	N/A	1, 6

OPTION	DESCRIPTION	BENEFITS	COST	LIMITATIONS	OBJECTIVES MET
Modification of Disabled Bays	Based on output of review, modify bays to improve provision if required, including ensuring a minimum of 5% of provision is for disabled users	Improved provision for disabled access.	Consultation and implementation	Reduction in availability of standard spaces. Requires enforcement.	1, 6
Disabled Bay Enforcement	Enforcement to deter misuse of disabled bays to be a priority for CEOs	Ensures that disabled parking is available for appropriate users	Training	May restrict time available for enforcement of standard spaces	6, 9

3.8.6 Ensuring that parking provision is not discriminatory to people with disabilities should be a fundamental part of the strategy in line with legislation against discrimination. Therefore all options relating to this will be carried into the strategy.

3.8.7 Refurbishment works at Leapale Road, anticipated to commence in summer 2020, will create a facility with 'oversized' spaces, whereby a proportion of spaces are prioritised for Blue Badge holders, whilst others are made more easily accessible for use by families with children in prams / buggies.

### 3.9 Enforcement

3.9.1 The Council is responsible for the enforcement of parking regulations for both on- and off-street provision within Guildford. Route patrolling is designed to give the highest coverage to areas/hotspots of non-compliance and at times when most appropriate. At present, a range of enforcement practices are employed, including use of foot patrol officers and mobile patrols. There are currently 22 Civil Enforcement Officers covering on- and off-street parking.

3.9.2 Adopting approaches to improve enforcement will potentially have the twofold benefit of both ensuring that car parks are used as intended and increasing revenue generated through parking.

3.9.3 Many of the proposed technological options detailed in **Section 3.3** would be expected to benefit the enforcement regime, through increasing the efficiency of officers and making it easier to patrol car parks. For example, handheld devices with GPS technology embedded could be used to help accurately map where parking contraventions occur, enabling hotspots to be identified and enforcement targeted to specific locations.

3.9.4 **Table 9** overleaf sets out potential options for improved enforcement.

**Table 9. Enforcement Strategy Options**

OPTION	DESCRIPTION	BENEFITS	COST	LIMITATIONS	OBJECTIVES MET
Review Existing Enforcement Approach	Consider how technological improvements could support enforcement team	Basis for improving enforcement approach	Completion of review	N/A	9
Adoption of Improved Technology	Use of technological advancements to benefit enforcement regime and practices	Increase efficiency of officers and make patrolling car parks easier	IT infrastructure, processing and analysis costs. Marketing.	High cost of set up, on-going costs and knowledge requirements	9
Targeted Enforcement	Use review findings to target enforcement on hotspot areas of non-compliance	Improved Pay & Display compliance, potential increases in revenue generation from PCNs	Officer training	Unpopular with public	8, 9

3.9.5 Appropriate and effective enforcement practices can be developed through enhancements in technology and data collection, and can help to support a large number of the options set out in this strategy.

### 3.10 Marketing & Communication

3.10.1 Effective marketing and communication can help drive Travel Demand Management, encouraging people to make certain decisions. Information on parking provision is provided on the Council website, but there is not significant marketing beyond this. Reviewing how such information is provided and marketing approaches could help alter or reduce parking demand as well as improve user experience through providing information on payment methods or even real time occupancy.

3.10.2 There is potential to implement effective communication regarding car parks occupancy through the use of radio announcements, particularly during weekends. For example Eagle Radio, based in Guildford covering Surrey and NE Hampshire, provides frequent traffic updates and is popular among drivers in the area. Specific parking information can be included in travel updates provided regularly on the station.

3.10.3 Potential information and marketing approaches are outlined in [Table 10](#).

**Table 10. Marketing & Communication Strategy Options**

OPTION	DESCRIPTION	BENEFITS	COST	LIMITATIONS	OBJECTIVES MET
Review Marketing & Comms Strategy	Review what, how and where information is provided with respect to car parking	Basis for improving marketing and communications	Completion of review	N/A	5, 10
Improve Marketing & Comms Strategy	Implement improvements identified by review undertaken	Improve Travel Demand Management and user experience	Implementation	N/A	5, 10
Targeted Marketing Campaigns	Implementation of targeted marketing campaigns on specific elements, such as relocation of parking, rail travel (including SWR partnership), Park & Ride; targeted marketing to employment reduce parking requirements / to shoppers; and liaising with Experience Guildford (the BID).	Improve Travel Demand Management and user experience	Implementation	N/A	5, 10

## 4. STRATEGY ACTION PLAN

### 4.1 Context

4.1.1 It is clear from the evidence base collected that Guildford requires a progressive and consistent car parking strategy that manages and enhances existing provision, whilst taking advantage of existing and emerging technologies to maximise benefits for both users and parking management practices. It is important that the strategy is aligned with the Council’s strategic priorities as far as possible to support environmental objectives and town centre vitality.

### 4.2 Strategy Principles

4.2.1 The previous chapter has set out a range of options for enhancing car parking provision and management in Guildford. However, a balance must be found to identify the options that best meet the overall strategy goals whilst also offering value for money and aligning with the Council’s wider aims and objectives. It is noted that there are often competing demands in terms of implementing parking strategy measures. For example, measures that align to fully prioritise town centre vitality may contradict wider sustainability objectives, and vice versa.

4.2.2 For example, if a decision was made to fully focus on delivery of environmental and sustainability objectives, it is anticipated the strategy would prioritise measures that look to displace parking to outer locations, encourage modal shift, and promote the use of Park & Ride services. However, if absolute focus was made to ensure town centre vitality was maintained, the strategy would potential look towards a ‘Predict & Provide’ approach, whereby immediate re-provision of parking within the town centre as part of any new development coming forward is promoted.

4.2.3 It is important for a balance to be met between competing priorities, and this requires decision making at Council-level. Different short, medium and long-term measures would likely be taken forward depending on this prioritisation.

### 4.3 Strategy Scenarios & Action Plan

4.3.1 **Section 3** of this report presents a range of potential options incorporating a wide range of themes. This is intended to provide the Council with an informed evidence base to consider and choose options that are considered to be most appropriate to align with wider objectives and goals. In order to provide the Council with a suggestion of what options may be taken forward depending on the area of prioritisation decided on, this chapter provides a series of potential actions for the short, medium and long-term for three hypothetical scenarios:

- Climate Emergency;
- Balanced Approach; and
- Predict & Provide.



## Climate Emergency

4.3.2 Under a Climate Emergency approach, priority would be given to measures that are most likely to deliver environmental and sustainability benefits. It is anticipated that this approach would prioritise measures that look to reduce overall parking demand, displace parking to outer locations, encourage modal shift, promote the use of public transport in favour of private car use and encourage uptake of Park & Ride services. Public transport investments would be prioritised over investments to expand the parking offer or to increase the quality of car parks. Parking capacity would likely be reduced over time, particularly within the town centre. Measures that seek to discourage car use, for example implementation of a Workplace Parking Levy could also be considered.

## Predict & Provide

4.3.3 On the other hand, a Predict & Provide approach would seek to ensure that sufficient parking capacity is provided to accommodate future growth in demand. Measures aimed at increasing car park quality and ensuring that parking capacity is maintained would be prioritised. Additional parking provision would be considered, alongside re-provision of any parking removed to facilitate development. Parking policies and strategies would be developed to encourage trips to the town centre to sustain retail spend and town centre vitality.

## Balanced

4.3.4 Taking a balanced approach would incorporate identification of measures that best meet overall strategy objectives without significantly impacting upon competing wider Council policies and aims. It would be expected that changes to parking supply would be assessed on a case-by-case assessment. It would incorporate some options that would be taken forward as part of a Climate Emergency, or Predict & Provide approach. It is likely that detailed traffic data collection and movement assessments may be required to ensure suitable balanced solutions can be delivered. Sustainable transport would be promoted but parking capacity safeguarded; however, the nature of this capacity may be changed (for example, promoting Park & Ride in favour of town centre provision).

## 4.4 Action Plan

4.4.1 **Table 11** provides an overview of possible strategy recommendations for the short, medium and long-term for the three hypothetical scenarios detailed above.

**Table 11. Strategy Action Plan**

	CLIMATE EMERGENCY	BALANCED APPROACH	PREDICT & PROVIDE
Short-Term	Improve GEOMii system; Improve payment technologies and back-office systems; Implementation of strategic tariffs; Assessment of balance between short- and long-stay parking and on- and off-street provision; Review of accessible parking provision; Review and develop marketing and communications with a focus on public transport and active travel;		

	CLIMATE EMERGENCY	BALANCED APPROACH	PREDICT & PROVIDE
	<p>Installation of cycle parking; Park &amp; Ride enforcement and investigation of further measures (operational hour extension, new sites, etc..).</p>		
Medium-Term	<p>Actively encourage parking displacement and reduce provision in town centre; No re-provision of removed parking to encourage modal shift; Enhance P&amp;R provision and attraction; Assessment of possible funding options for investments on public transport improvements; Implementation of Workplace Travel Plans and secure TP funding; Secure developer contributions towards public transport infrastructure (e.g. through S106); Cycle infrastructure improvements, including cycle parking; Increase electric vehicle charging infrastructure provision; Physical improvement to car parks; Enhance P&amp;R provision and attraction.</p>	<p>Incorporate a mix of <b>Climate Emergency</b> and <b>Predict &amp; Provide</b> measures; Individual / case by case assessment for changes to parking capacity or car park closures; Undertake further traffic survey / movement assessment; Promote sustainable travel whilst not losing significant parking provision; Enhance P&amp;R provision and attraction; Physical improvement to car parks.</p>	<p>Maintain current parking capacity levels; Ensure parking re-provision if car parks are closed to enable development to come forward; Potentially increase town centre parking supply to meet forecast future growth; Enhance P&amp;R provision and attraction; Physical improvement to car parks.</p>
Long-Term	<p>Assessment of potential to introduce a Low Emission Zone; Assessment of potential to introduce a Workplace Parking Levy; PT infrastructure investment (e.g. bus priority); Implementation of centralised parking management system; Adaptation for CAVs.</p>	<p>Incorporate a mix of <b>Climate Emergency</b> and <b>Predict &amp; Provide</b> measures; Implementation of centralised parking management system; Adaptation for CAVs.</p>	<p>Provision of additional parking supply to accommodate growth; Implementation of centralised parking management system; Adaptation for CAVs.</p>

## 4.5 Short-Term Measures (1-2 Years)

- 4.5.1 It is noted that nearly all short-term measures set out in [Table 11](#) would be applicable and likely taken forward as part of a Strategy Action Plan across all three option priorities considered. These include improvements to the GEMii platform and app, enhancements to payment technologies, assessment of disabled parking provision and promotion of current Park & Ride services. Given this wide applicability, short-term measures detailed below have not been split between the three considered priorities.
- 4.5.2 In the short-term, it is considered that a key focus of the strategy should be on ensuring that parking technology and systems utilised for parking management operations are fit for purpose in order to provide reliable and robust real-time data both to parking users and the Council. Benefits to users will include increased ease of parking, while the Council will have access to a robust dataset, including availability in real-time, that can be used to provide an evidence base for informing the decision making process in the medium to long-term, such as closure of specific car parks, changes to tariff structures, dynamic pricing and modifications to time restrictions. Enhancement of the GEMii platform should be the priority, but it is also important to update Pay on Exit technology systems, to provide reliable and integrated data regarding ticketing and revenue generation. It is noted that improvements to the GEMii platform are currently being made.
- 4.5.3 Two car parks (Bright Hill and Guildford Park) are identified as sites to be brought forward for redevelopment in the short-term. Current utilisation levels across the town centre suggest that both car parks can be removed without the need to be re-provided to meet current parking demand.
- 4.5.4 Focused marketing that seeks to minimise the impact of parking displacement in case of closure of these car parks should be undertaken; for example, to encourage those currently using Guildford Park for long-stay commuting parking to utilise Farnham Road or Park & Ride sites (and travel to the station using associated bus services).
- 4.5.5 Other short-term actions include the promotion of car parks outside the town centre, including Park & Ride facilities. One of the current strengths of the parking provision in Guildford is the presence of capacity in Park & Ride sites that can in part be used to accommodate future demand and also support the Council’s “drive to, not through” approach. Promotion of the use of alternative parking locations is an important action that should precede the removal of any significant levels of parking, such as Guildford Park, to minimise the impact of removal and encourage appropriate changes to user behaviour. If the use of alternative car parks does not meet increased demand, re-provision could be considered in the medium-term as part of the Balanced and the Predict & Provide approach.
- 4.5.6 Actions to improve the parking experience and parking management should be implemented together with actions aimed at promoting sustainable travel and to reduce pressure on parking. Short-term actions include improvements to cycle parking, provision of walking and cycling maps and assessment of potential improvements to bus services, especially for services that connect to Park & Ride sites. It is noted that these measures may be seen as being of less importance under the Predict & Provide approach.

### Improve GEMii System

- 4.5.7 The Parking Study has identified some limitations and constraints within current GEMii reporting that impacts upon the reliability and robustness of reported data. The Council should work alongside GEMii to enhance the current dataset and sensor provision, helping to reduce the percentage of missing data (from 17% at present) and fix errors with sensors.
- 4.5.8 It is understood that the Council is working with GEMii to develop a user-facing front end dashboard that will provide easily accessible and real-time information to parking users. This should be rolled out and promoted to car park users once identified data reliability issues have been addressed.
- 4.5.9 The installation of sensors in all car parks and the extensive roll out of GEMii is considered a key strategic action to prioritise in the short-term to improve the user experience, enhance parking management systems and provide a robust evidence base to inform medium to long-term measures and decisions.

### Payment Technologies

- 4.5.10 It is recommended that investment is made in newer machines and systems that provide an analytical back-office solution with API (Application Programming Interface) connectivity. There are currently issues with Pay on Exit systems and reporting in the four car parks where such systems operate. The Pay on Exit system is in the process of being retendered and replaced, with implementation anticipated in the latter part of 2020. This will satisfy this recommendation. It is important that any new systems introduced have the ability to integrate with the Council's existing back-office software and feed reported data into the centralised management system.
- 4.5.11 The potential for introduction of Pay on Exit using ANPR cameras in a larger number of car parks could be reassessed, although it is recognised that the spatial constraints may limit implementation in some car parks. Additionally, the introduction of more modern Pay & Display equipment both on- and off-street, combined with the expanded availability of Pay by Phone payment across all charged parking locations, will provide customers with a wide range of payment options.

### Accessible Parking

- 4.5.12 The Council is looking at undertaking a study to assess current disabled provision and demand using GEMii sensors, to understand if existing provision currently meets demand. Increasing levels of disabled parking provision may not be an efficient use of space if demand does not exist for such spaces. Providing a greater proportion of disabled spaces without a careful assessment of demand may result in a reduction in short-term parking and increase pressure on parking.

### Wayfinding

- 4.5.13 The current provision of wayfinding and signage is generally good in Guildford town centre, as is signage for Park & Ride sites outside the town centre. However, the ongoing maintenance issues with the Variable Message Signs, which often results in information not being provided for all the car parks listed on the signs, needs to be addressed. The

Council recognises the need for improvements to information and wayfinding provision, including through VMS enhancements, and has an agreement in place with SCC to deliver a series of improvements, using LEP funding. This should be followed through to ensure that all required fixes are made to current signage and infrastructure, alongside looking at enhancing provision in additional locations.

## Enforcement

- 4.5.14 Data collected through the enhanced GEMii platform and upgraded back-office systems could be used to identify hotspot areas of non-compliance within on- and off-street parking areas, such as parking within electric vehicle and disabled bays and in Pay & Display locations in the town centre, allowing targeted enforcement to ensure that spaces are used appropriately and safely, (such as use of short-stay parking bays to access shops and businesses). Targeted enforcement may also help to increase revenue generation for the Council through increased issuing of Penalty Charge Notices.
- 4.5.15 The introduction of Pay on Exit system using ANPR cameras has the potential to reduce demand on CEOs to check compliance within car parks, with barriers only opening to allow those recognised as having paid to pass. Pay on Exit also removes the risk of users overstaying purchased parking time as occurs through the Pay & Display model.
- 4.5.16 It is understood that issues currently exist around the use of Park & Ride parking by people that do not use bus services to the town centre, particularly at Onslow. The introduction of a barrier based Pay on Exit system at Onslow, with a prohibitive fee for non-bus-users, may help address this issue and ensure sufficient capacity is available for service users to meet both current and future demand.

## Marketing & Communication

- 4.5.17 Current communication with respect to parking is focused on the Council’s website. The development of more dynamic tools for sharing information, including via a mobile app, can enhance the user experience and allow provision of items such as dynamic maps showing car park locations, a tool to calculate potential tariffs as well as links to online payment systems. This could also be used to distribute information about any changes made to parking provision or tariffs and real-time occupancy information.
- 4.5.18 In the first instance, it is considered important to focus marketing and communication activity on the promotion of use of car parks outside the town centre, including Park & Ride sites. This could include use of local radio stations to provide information on traffic, car parks and particular issues in real-time.

## Cycle Parking

- 4.5.19 Cycle parking provision is good in the town centre, and will be further improved through the introduction of the public electric bike share scheme. Nevertheless, provision of cycle parking within car parks may help to further the uptake of cycling for part of the journeys. To provide visible and easily accessible cycle parking, it is suggested that one vehicle parking space located in a well overlooked location, such as close to main access points or payment machines, in all surface-level car parks is considered for conversion to provide a line of Sheffield stands. Up to six Sheffield stands can fit in one parking space, allowing

twelve cycle spaces to be provided in lieu of a single car space. The usage of cycle parking should be monitored and should provision reach 80% capacity on a regular occurrence, additional car spaces should be converted.

### Park & Ride

- 4.5.20 Short-term measures to improve Park & Ride services and encourage usage could include targeted enforcement for not compliant vehicles (especially at Onslow) and targeted marketing campaigns to promote P&R uptake.
- 4.5.21 It is recommended that a business case is developed for extending P&R operational hours, for example to provide an evening and weekend service, to assess the potential for installing bus priority measures on routes to and from P&R sites to reduce journey times to and from the town centre and to investigate potential demand for additional P&R sites. Currently, the bus company that runs the Park & Ride services operates the Artington and Mellow routes on a commercial basis. There is likely to be an expectation that any extension to the services at these and any other Park & Ride sites also operate on a commercial basis.
- 4.5.22 A business case could include collection of qualitative data through targeted user intercept surveys to understand user behaviour and opinions, such as why people use, or choose not to use, current services. It is noted that, at present, GEOMii sensors are installed in three of the four P&R sites. It is recommended that sensors are installed at the fourth site to facilitate an assessment of GEOMii data against bus sales data to provide information regarding the extent to which P&R parking is used by non-bus users.

## 4.6 Medium-Term Measures (3-5 years)

- 4.6.1 In the medium-term the focus for the strategy is likely to be on measures that seek to improve car park management and customer experience whilst addressing potential increasing demand for parking associated with new development, some of which may remove existing parking sites, and parking displaced through the removal of Bright Hill and Guildford Park.
- 4.6.2 Potential medium-term measures are discussed for the Climate Emergency and Predict & Provide scenarios in turn below. It is noted that the Balanced Approach scenario would incorporate a mix of options promoted from the two scenarios.

### Climate Emergency Medium-Term Measures

- 4.6.3 The medium-term focus of the strategy under the Climate Emergency approach would look to reduce car parking provision, particularly in the town centre, and seek to secure investment opportunities to improve public transport and active travel infrastructure.

### Reduction of Parking Provision

- 4.6.4 Under a Climate Emergency approach, it is expected that parking capacity lost through the closure of Bright Hill and Guildford Park, which have been identified as sites to be brought forward for development in the near future, would not be re-provided. Instead,

promotion of use of Park & Ride sites, particularly for long-stay commuter parking at Guildford Park, and promotion towards use of active and public transport modes would be favoured.

- 4.6.5 It would be expected that further reductions to parking levels, particularly within the town centre, would not be resisted under a Climate Emergency approach, as a means of reducing the number of vehicles travelling to and within the town centre, helping in turn to reduce congestion and vehicle emissions. However, this would need to be complemented by measures that incorporate improvements to public transport provision and measures to make Park & Ride services more appealing to parking users.

### Electric Vehicle Infrastructure

- 4.6.6 EVCPs are currently provided in four car parks (Bedford Road MSCP, G Live, Lawn Road and Millbrook), meaning publicly available charging facilities are limited. This could potentially be reducing the attractiveness of owning an electric vehicle in Guildford, or reducing the attractiveness of Guildford as a shopping or leisure destination for electric vehicle owners. It is noted that at least six EVCPs are planned to be installed as part of the refurbishment works of Leapale Road. There are also proposals for the provision of two electric vehicle spaces in each Park & Ride site, and to increase the number of such spaces within off-street car parks more widely.
- 4.6.7 Guildford’s adopted standards for EVCPs provision as part of new development accords with national guidance; however, standards are not applied consistently. As electric vehicles are becoming increasingly affordable and concern with respect to climate change and air quality increases, it is important that infrastructure is in place to support increased uptake of electric vehicles.
- 4.6.8 Charging infrastructure will also be important for residents, particularly when people park on-street and do not have access to off-street parking at home. This will require the installation of on-street charging infrastructure. It is important that this is not done at the detriment of pedestrians, ensuring that infrastructure is incorporated within existing furniture such as lampposts or placed on the carriageway, and that measure are taken to prevent trailing cables across footways.
- 4.6.9 On-street charging options include standalone infrastructure, and alternative options such as charging via lampposts. SCC is in the process of running a 20-space on-street EVCP pilot in partnership with the Council, and this is expected to be the start of a more ambitious programme.

### Workplace Travel Plans

- 4.6.10 Workplace Travel Plans allow businesses to assess current travel patterns and behaviours of employees and identify strategies to help encourage more sustainable and active travel practices. They can also help to reduce parking pressure through encouraging employees to use measures such as car sharing for commuter trips and walking or cycling to local meetings.
- 4.6.11 The Council should encourage all commercial sites to develop Workplace Travel Plans, with all new commercial developments granted planning permission required via planning



condition or Section 106 agreement to prepare a Workplace Travel Plan. This should incorporate measures that explicitly seek to reduce parking demand, including use of Park & Ride services, verifiable car share schemes or sustainable modes of travel.

## Physical Improvements

- 4.6.12 Some car parks have elements in poor physical condition. Making improvements in these locations will help to make specific car parks more attractive to users, potentially enhancing the user experience and encouraging use in favour of on-street parking. A programme of upgrades to car parks could be implemented initially focusing on quick wins such as remarking spaces, resurfacing and upgrading unreliable payment machines. This could include resurfacing of Bedford Road Surface and remarking spaces in G Live, where markings are currently faded in places.

## Park & Ride

- 4.6.13 Following the business case developed within the short-term, the provision of new Park & Ride sites may have been determined as an appropriate approach to provide enhanced coverage (such as provision of a service to the north and north-eastern corridors at Gosden Farm).
- 4.6.14 It is anticipated that enhancements to Park & Ride would likely be promoted under a Climate Emergency approach to reduce parking demand within the town centre. However, it is important to recognise that Park & Ride services, whilst potentially helping to improve congestion and vehicle emissions within the town centre, in part redistribute traffic to fringe locations rather than reduce the number of vehicular trips made. As such, this should not be seen as the solution to all environmental concerns, and should not be promoted in isolation or at the expense of other sustainable travel modes. It is anticipated these measures (such as bus priority, cycle infrastructure improvements) would likely be brought forward in the long-term.

## Predict & Provide Medium-Term Measures

### Maintain Parking Capacity

- 4.6.15 Under a Predict & Provide approach, it would be important to ensure that levels of parking capacity are maintained, and potentially increased. Alongside any increases in overall parking supply, associated highway network works to increase capacity would also be required.
- 4.6.16 The removal of Bright Hill and Guildford Park is expected to result in overall parking demand approaching the 85% threshold that denotes high occupancy within off-street car parks. The phasing of future parking removal alongside an assessment regarding re-provision or displacement will need careful consideration. It is expected that any further parking stock removed beyond Bright Hill and Guildford Park will either require re-provision or a thorough approach to actively manage displacement to other locations, such as Park & Ride sites.
- 4.6.17 Before removing any car park, it is important to assess whether there is spare capacity available that can absorb displaced parking before confirming the requirement for re-



provision of parking elsewhere. As such, the impacts of, and suitability of closure of further car parks should be assessed not only on an individual case-by-case basis, but also within the wider context, taking into account the cumulative effect of the loss of parking. This should consider car park location, proximity to other parking opportunities, extent of parking provision to be removed and public transport accessibility.

- 4.6.18 Should re-provision be identified as necessary, potential options could include development of surface-level car parks, with parking re-provided as part of the scheme, the extension of existing multi-storey car parks (such as York Road), or decking of surface-level car parks to increase capacity (such as Millbrook, where a provisional sum of £2 million has been allocated to install decking in the future). However, the suitability of such proposals would need to be considered against relevant national and local policy including those related to flooding and heritage. These constraints may limit the ability to deliver these options on some car parks.
- 4.6.19 The reallocation of contract parking spaces which appear to be under-utilised may also enable new capacity to be provided without building new infrastructure. It is also important to encourage use of car parks with under-utilised capacity, such as Leapale Road.
- 4.6.20 TEMPro growth factors (from 2019 to 2034) have been applied to current parking occupancy figures to estimate the impact of anticipated residential development on future off-street parking demand within Guildford. This suggests that vehicular trips made to Guildford are anticipated to increase by 11% by 2034 (the period of the Local Plan).
- 4.6.21 A Predict & Provide approach may look to increase parking provision and associated highway network capacity within Guildford to ensure this predicted future demand can be accommodated without reaching thresholds for high parking occupancy. Whilst this may help to ensure retail spend or parking revenue generation is not negatively impacted upon, it would not align with the Strategic Theme of 'Climate Change and the Environment' set out in the Council's Corporate Plan.

### Physical Improvements

- 4.6.22 Some car parks have elements in poor physical condition. Improving these will make them more attractive to users, improving their experience and encouraging use in favour of on-street car parking. A programme of upgrades to car parks could be implemented initially focusing on quick wins such as remarking spaces, resurfacing and upgrading unreliable payment machines. This could include resurfacing of Bedford Road Surface and remarking spaces in G Live, where markings are currently faded in places.

## 4.7 Long-Term Measures (5-10 Years)

- 4.7.1 Potential long-term measures are discussed for the Climate Emergency and Predict & Provide scenarios in turn below. As with the medium-term measures, it is expected that a Balanced Approach would look to incorporate a range of options from these two scenarios.

## Climate Emergency Long-Term Measures

### Parking Management System

- 4.7.2 The current approach to parking management is fairly static, with tariffs reviewed annually and live data available on occupancy level and parking durations often unreliable. The improvements to GEMii, and the introduction of more modern Pay on Exit and Pay & Display equipment, combined with ANPR in more car parks will significantly increase the potential for implementing a more advanced parking management system.
- 4.7.3 The provision of sensors in all on and off-street spaces would allow an integrated and centralised system to be provided that improves the Council’s ability to manage spaces. This can also help to enhance the user experience, for example through offering the opportunity for businesses or users to book spaces in advance as required. The ability to book spaces in advance may lead to a reduction in the overall demand for contract parking, as it removes the need to purchase a space for an entire year, which can often result in spaces being unoccupied for large periods of time. The Season Tickets already offered allow for the more flexible use of space. The Virtual Value Cards (VVCs) also provide flexibility, and a discount, for regular users within the Pay on Exit car parks, and ensures that they only pay for the parking they use.
- 4.7.4 The full roll out of GEMii sensors and provision of additional real-time information through ANPR and Pay on Exit systems would facilitate the introduction of a complete parking management system. Such a system could allow drivers to access live occupancy of car parks prior to travelling, book spaces in advance and calculate the costs for parking in specific locations. This information provision would also allow for the development of dynamic pricing for car parks, reacting to levels of demand and any TDM requirements associated to network events (Planned or unplanned) or e.g. provide a mechanism of control in areas experiencing higher pollution levels, whereby pricing could be used to dissuade use.

### Low Emission Zone

- 4.7.5 At present there is little to dissuade people from driving into the town centre. Parking is available and, despite not being free, paying for parking does not dissuade people to park in the town centre. Public transport does not compete with respect to journey times, meaning driving to the town centre remains the quickest and most convenient way for a number of users to travel.
- 4.7.6 Low Emission Zones (LEZs) are increasingly being considered as a way of improving air quality through dissuading the use of certain vehicle types. This can, in part, help to control traffic volumes in targeted areas. LEZs involve a fixed charge for certain types of vehicles entering town centres, with the level of charge relating to the volume of emissions produced by the vehicle.

4.7.7 The introduction of such a zone would offer a significant deterrent to people driving into the centre. To be successful it would need to be accompanied by investment in both public transport and active travel infrastructure to provide viable alternatives for users, which could be subsidised by the revenue accrued from the LEZ. Such a zone could cover the whole town centre, potentially covering the area bordered by Millbrook, Onslow Street, Sydenham Road and the A246.

4.7.8 The type of vehicle covered could vary, from targeting diesel and older petrol vehicles to a more radical approach that charges all but zero emission vehicles. Given the UK is targeting the end of sales of petrol and diesel vehicles by 2030, the latter would appear a reasonable proposition.

### **Workplace Parking Levy**

4.7.9 Providing free parking for employees next to workplaces can incentivise employees to drive. This can have wider environmental disadvantages associated with vehicle emissions, congestion and impact on air quality and climate change. Local governments across the UK are therefore increasingly considering or implementing a Workplace Parking Levy (WPL) whereby employers become responsible for these costs.

4.7.10 The general model of a WPL is for a levy to be charged on each employer for every parking space provided to employees. This money can then be invested in public transport infrastructure or active travel in the local area to provide employees with viable travel alternatives in favour of driving and private car use.

4.7.11 Working towards implementation of a WPL in the long-term would potentially be beneficial in Guildford and for the Council. It would not prevent businesses who feel that providing parking provision is essential from doing so, but would help encourage employers to consider whether this was essential to their business operations. This could help reduce overall demand for long-term or contract parking provision in the town centre whilst also providing additional funds that can be invested in active travel or public transport infrastructure, for example for bus priority measures that, together with the WPL, can help in making Park & Ride more appealing and further reducing parking demand and traffic movements in the town centre.

### **Park & Ride and Infrastructure Measures**

4.7.12 As noted in the medium-term actions, enhancements to Park & Ride would likely be promoted under a Climate Emergency approach as a way of reducing parking demand and associated congestion and vehicle emissions within the town centre.

4.7.13 As previously detailed, Park & Ride should not be promoted in isolation or at the expense of other sustainable travel modes. Supporting transport infrastructure to reduce P&R bus journey times (such as bus priority measures) would likely be required to ensure it is seen as a viable transport mode for those who would usually drive and park in the town centre. It is anticipated these would be brought forward in the long-term, and could be funded through a range of means, including S106 development contributions secured through S106 agreements and funding generated through the introduction of a Workplace Parking Levy.

## Adaptation for Connected Autonomous Vehicles

4.7.14 There is uncertainty around the practicalities of and demand for CAVs, both in terms of legislation and how they will work in urban environments. However, it can be expected that CAVs will become part of the transport supply in the long-term future, and it is therefore recommended that the Council is mindful of the potential implications CAVs may have on parking supply when greater clarity emerges regarding how they will operate, be fuelled and stored. It is anticipated that long-term decisions regarding new development or major structural changes to existing car parks will need to consider the latest trends with respect to CAVs and how these may need to be accommodated within future parking provision.

### Predict & Provide Long-Term Measures

4.7.15 In the long-term the need exists for supply to match the demand for car parking, such that a lack of supply does not discourage people from coming into Guildford. However, this does not necessarily mean simply continuing to increase supply, as this would be costly, increase traffic in the town centre and not align with climate change, active travel and air quality priorities of the Council. Optimising available supply with strategic additions where required should therefore be the long-term aim under a Predict & Provide approach, including harnessing technological solutions where possible.

4.7.16 Parking Management System and Connected Autonomous Vehicles measures detailed under the Climate Emergency approach would be broadly applicable as part of a Predict & Provide approach. On the other hand, measures that seek to discourage car use and reduce parking demand, such as the implementation of a Low Emission Zone or a Workplace Parking Levy would not be taken forward.

### Additional Supply

4.7.17 Through developing the analysis of data that would be collected as part of the short-term strategy, a strong understanding should be gained of the volume of parking required to cater for future demand and new development, and whether increases (or decreases) are recommended. This should be balanced against active and sustainable travel measures that seek to reduce car usage and resultant parking demand.

4.7.18 Whilst some additional space could potentially be made by conversion of contract parking spaces (such as at Portsmouth Road), this is not a long-term solution. There is likely therefore to be a case for additional parking provision and the evidence base collected as part of the short-term strategy measures will help inform the business case and decision making process for this.

4.7.19 In line with the Council's "drive to, not through" approach that seeks to avoid unnecessary trips through the town centre, it is recommended that any new parking provision is located at the edge of the town centre and be made accessible by reliable public transport services, with a particular focus on additional Park & Ride sites, to reduce the number of private vehicles travelling into the town centre. For example, there may be potential to provide a new P&R to the south of the town centre at Stonebridge, to cater for vehicles coming from the south, and other facilities along the north and north-eastern corridors

(such as Gosden Farm). Identifying strategically located off-street sites at the edge of town for new parking provision is likely to serve visitors better than a single new multi-storey car park and will also involve spread investment.

## 4.8 Next Steps

4.8.1 It is recommended that an internal session is held by the Council to run through the scenarios set out within the Strategy Report, to enable an informed internal agreement to be made regarding potential options to be taken forward.

4.8.2 Following this, further testing and scenario modelling can be undertaken to provide a more detailed review and assessment of particular scenarios. This could include incorporating parking occupancy figures and re-running demand forecasts to assess the potential impacts of options on future parking demand.

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