



## OFFICER REPORT TO LOCAL COMMITTEE (WAVERLEY)

### PROPOSED ON-STREET PARKING CHARGES IN WAVERLEY

16 DECEMBER 2011

#### KEY ISSUE

To consider the case for on-street parking charges in parts of Waverley as part of a package of traffic management proposals and agree which locations should go forward for statutory public consultation.

#### SUMMARY

The County Council's Cabinet has agreed that decisions about parking management, including on-street parking charges, should be made by Local Committees. Consequently, this report considers whether parking charges would be viable in Waverley's main towns and villages and seeks the Local Committee's approval to formally advertise on-street parking charges as shown in the Annexes.

#### PLANS ARE AVAILABLE FOR INSPECTION ON-LINE AT:

[www.surreycc.gov.uk/waverley](http://www.surreycc.gov.uk/waverley)

#### OFFICER RECOMMENDATIONS

The Local Committee (Waverley) is asked to:

- (i) In Farnham:
  - a) Approve the statutory advertisement of the parking charges and waiting restrictions as shown on the attached plans in **Annex A** and **B**.
  - b) Agree that objections and comments to the proposals are reviewed by the Committee at a later date.

- (ii) In Haslemere:
  - a) Approve the statutory advertisement of the parking charges and waiting restrictions in locations shown on the attached plans in **Annex A and C**.
  - b) Agree that objections and comments to the proposals are reviewed by the Committee at a later date.
- (iii) In Godalming: Agree that no viable or supported proposal for on-street parking charges has been identified.
- (iv) In Cranleigh: Agree that no viable or supported proposal for on-street parking charges has been identified.
- (v) In general:
  - a) Agree in principle that parking enforcement in Waverley should not operate at a deficit
  - b) Agree that the four Local Committee task groups, if necessary, should develop solutions that prevent parking enforcement from operating at a deficit in their respective parts of the Borough.
  - c) Agree that, if parking charges are introduced in any parts of the Borough, then parking displacement issues are tackled during 2012/13.
  - d) Agree that, subject to agreement by the Cabinet, any surplus income is ring-fenced for use in the area in which it was derived.
  - e) Agree that Waverley Borough Council conservation officers are consulted about the locations of pay and display machines.

## **1 INTRODUCTION AND BACKGROUND**

- 1.1 Surrey County Council is the Highway Authority in Surrey and responsible for managing the highway network including on-street parking. In April 2011 Guildford Borough Council took over as on-street parking enforcement agents from Waverley Borough Council for the County Council, but their current contract expires on 31<sup>st</sup> March 2012.
- 1.2 The Environment and Transport Select Committee and the Cabinet have confirmed that on-street parking management, including parking charges, should be the responsibility of Local Committees. It is proposed that in Waverley (and elsewhere), parking enforcement should not operate at a deficit. Consequently the four existing Local Committee task groups should recommend how they would manage on-street parking and enforcement in their respective areas and hence must include an acceptance of the costs base, so that it can be ensured that parking enforcement does not operate at a loss.

- 1.3 Some of the reasons why parking charges are considered appropriate in some locations are detailed in **Annex D**.
- 1.4 The Local Committee (Waverley) approved a number of changes to on-street parking arrangements as part of the 2011/12 Parking Review Report on the 16 September 2011. This report outlines the viability of additional on-street parking charge proposals in Farnham and Haslemere and it is recommended that formal statutory consultation should be carried out these towns.

## **2 Proposals for on-street charges in Waverley**

### **Farnham (ANNEX B)**

- 2.1 Farnham has 9 public car parks, the largest of these being the Central Car Park off Victoria Road, which charges £0.70 for one hour, £1.50 for two hours and then increments of £1.00 for every additional hour. Waverley Borough Council have published proposals to increase the charges to 80p per hour for the first two hours from April 2012. Some of the cars parks further out of town charge with lesser increments of £0.50 per hour or will have simplified flat rates such as £3.50 for over 2 hours. The car parks in Farnham are well used, but due to the high number of locations around the town, there is often space available even at the busiest of times.
- 2.2 Castle Street is the most central on-street parking location in Farnham, and has a significant number of spaces. There is a continual high demand for parking here by both shoppers and residents, as most of the properties that front Castle Street have no off-street parking. It is therefore very difficult to find a parking space in Castle Street, and vehicles will often have to 'cruise around' before finding a space. It is proposed to apply a parking tariff of £1.40 per hour in Castle Street to reflect the convenience of the location and encourage better use of car parks, allowing more parking opportunities for residents and shoppers.
- 2.3 The existing 2 hour limit would be retained, but it is planned to extend the existing operational hours from 0800-1800 to 0800-2000. This reflects the activity caused by the growing evening economy in the area and would enable residents to find a parking space more easily in the evenings. Waverley Borough Council are proposing to extend the charging hours in their car parks until 7pm.
- 2.4 It was agreed at the 16 September meeting to make the parking bays north of Park Row 'permit holders only'. This will dedicate this section of Castle Street, which is furthest from the shops, to residents and make it significantly easier for them to find a space closer to their homes.
- 2.5 It is proposed to change the existing limit of 1 permit per household in the Farnham Central parking zone as follows:

- Property with no off-street parking is eligible for 2 permits
  - Property with 1 off-street parking space is eligible for 1 permit
  - Property with 2 or more off-street parking spaces is not eligible for a permit.
- 2.6 This will help retain the balance of spaces available for residents and shoppers
- 2.7 The Hart, West Street, Long Garden Way and Falkner Road all currently have existing limited waiting parking bays with a limit of 2 hours. All of these streets are within a short walk of the town centre and public car parks, with some bays located adjacent to pay and display car parks. It is proposed to apply a tariff of £1.00 per hour to these bays to again reflect the convenience of the location and encourage better use of car parks.
- 2.8 Due to the large number of public car parks surrounding existing on-street parking places, and the high demand for parking in the centre of town, on-street charging is highly justifiable in Farnham as set out in **Annex B**. It is therefore recommended to proceed with a formal advertisement.

### **Godalming**

- 2.9 In Godalming town centre, there is a restricted zone which prevents parking within the High Street area during the day. Queen Street is just outside of this zone, and has several limited waiting bays off the High Street. There are also a few on-street parking spaces in The Burys but the limited number of spaces in Godalming mean on-street parking charges are very unlikely to be financially viable.
- 2.10 Parking issues around Farncombe Station are being considered, and a public consultation is underway. Any proposals developed in Farncombe will be the subject of a separate report to the Local Committee.

### **Haslemere (ANNEX C)**

- 2.11 Haslemere has 4 public car parks managed by Waverley Borough Council, the largest of these being the High Street car park, also now known as the Waitrose car park, which is located in the centre of town and is the most popular for shoppers and visitors. This currently charges £0.60 for one hour, £1.20 for two hours and then increments of £1.00 for every additional hour. The second largest is Chestnut Avenue, which charges in increments of £0.50 per hour.
- 2.12 It is considered that these public car parks could be better signed and the County Council is working closely with Waverley Borough Council to this effect.

- 2.13 Waverley Borough Council have published proposals to increase their car park charges in the High Street car park to 70p for the first hour, £1.50 for 2 hours followed by a flat rate of £1 per hour.
- 2.14 The High Street, West Street, Shepherd's Hill and Wey Hill have existing limited waiting bays fronting all of the shops and businesses, with a maximum waiting period of 1 hour. It is proposed to introduce on- street charging here, but with a free initial 30 minutes, to encourage better use of the car parks and improve the enforcement of the 1-hour bays.
- 2.15 Split tickets can be issued by pay and display machines. This would enable shops to be able to refund parking charges to customers if, for example they make purchases over a certain value.
- 2.16 This would help improve access for visitors and shoppers. In addition, it is proposed to make the existing limited waiting bay on Petworth Road 'disabled badge holders only'. To improve safety, the current chevron parking in Shepherds Hill and the High Street would be changed to parallel parking.
- 2.17 Tanners Lane and Weydown Road are Waverley Borough Council car parks nearer the Rail Station and offer over 2 hours parking for £3.50. Weydown Road is proposed to increase to £4 for next year.
- 2.18 The station car park has 216 spaces and currently charges £6 for parking on a weekday. Season tickets are popular in the car parks near the station.
- 2.19 Wey Hill Car park is currently free, but Waverley Borough Council are proposing to refurbish and introduce car parking charges during 2012.
- 2.20 Haslemere Station is very popular for commuters because it offers fast trains to London with only a few stops. Therefore most of Haslemere's streets experience daily parking by commuters willing to take short or fairly long walks to the station to avoid paying a parking charge. This leads to congestion and obstructive parking in residential areas, reducing the ability of visitors to find short term parking during the day.
- 2.21 The introduction of charges in Wey Hill car park will not only reduce the number of spaces available for parking, due to a revised lay-out, but could also mean cars that currently park for free, would displace onto surrounding residential streets, exacerbating the existing problems around the station. Residents and their visitors often have difficulties either parking near, or gaining access to, their properties, due to the high level of on-street commuter parking.
- 2.22 Uncontrolled parking close to junctions can be dangerous and obstructive. In Haslemere this problems has been gradually spreading further from the station, requiring the imposition of piecemeal waiting

restrictions over the years, which has put further strain on a limited enforcement service.

- 2.23 It is now proposed to manage commuter parking on residential roads near the station and town centre more comprehensively, by regulating where it is safe to park over a larger area and also to introduce residents' parking permits and some element of charged parking.
- 2.24 The introduction of parking charges helps manage demand for parking and can help reduce car usage and congestion. Where there is free on-street parking, drivers often fill up these spaces first, rather than going straight to a car park.
- 2.25 The reduction of free long term parking around the station could encourage car sharing and the use of alternative modes of travel to the station. It may also encourage drivers to catch a train from a station closer to where they live rather than driving to Haslemere. It should also mean that it is easier to find a parking space near the station after 10am.
- 2.26 In 2008 planning permission was granted 'in principle', to allow Network Rail / South West Trains (NWR/SWT) to double the size of the station car park to around 450 spaces, although this would not account for the number of vehicles currently parked on the roads. However, this permission has never been formalised and funding for the development has not been secured. Furthermore, these additional spaces are unlikely to be used with so much free on-street parking in the immediate area, making this project financially uncertain.
- 2.27 Two of the most convenient roads to park in for commuters, in terms of distance, are King's Road and Longdene Road. These are residential streets with many properties without off-street parking. It is therefore proposed to introduce a permit scheme throughout Longdene Road, and along the majority of King's Road to provide residents with priority over non-residents. On-street charging is proposed for the remaining parts of King's Road not required by residents, but used for all day parking.
- 2.28 Weydown Road, Derby Road and Church Road have a number of large properties with more than adequate off-street parking for residents, but are also within walking distance of the station and are heavily parked in by commuters. It is proposed to introduce on-street charging in these roads, to encourage better use of car parks and manage the parking layout of the road to provide better sight lines for residents exiting their driveways, whilst protecting the ability of visitors to park. Note: as part of this year's Waverley Parking Review, it is also proposed to introduce additional lengths of parking restrictions in Derby Road to allow significantly more opportunities for pick-ups and drop-offs to St Batholomew's School, whilst still enabling ready access to the church and its function hall.

- 2.29 Tanners Lane has a few properties without off-street parking, and permit schemes have been proposed for these residents. The more narrow sections will be protected by double yellow lines to improve road safety, whilst the remaining sections of road, closer to the station are proposed for on-street charging, as commuters currently park in this street, reducing opportunities for short term parking by visitors.
- 2.30 Bridge Road, Popes Mead and Chestnut Avenue have many properties without off-street parking and are in walking distance of the West Street and High Street shopping areas. It is proposed to introduce a permit scheme for these streets to give residents priority over non-residents. This could also subsequently be extended to George Denyer Close, if there is support from residents.
- 2.31 Beech Road is located by the Haslemere Health Centre and is a possible displacement area for commuters. Following comments from residents, that the road is relatively little used by Heath Centre visitors, it is proposed to introduce on-street charging in these roads in anticipation of this displacement, and also to provide some permit holder space for residents and their visitors.
- 2.32 Courts Hill Road experiences large numbers of commuters willing to walk to the station. It is heavily parked throughout and causes problems for two-way traffic flow. It is proposed to introduce a mix of 'permit holder only' bays for residents and visitors struggling to find space, and on-street charging bays for all-day parking. This will improve the traffic layout of the street and provide more space for vehicles to pass each other. Courts Mount Road is too narrow for vehicles to park and it is therefore proposed to double yellow line the entire length to improve road safety and complete the proposals for this area.
- 2.33 Sandrock has a number of properties without off-street parking and, following requests from residents, it is proposed to introduce a permit scheme here to give them priority over non-residents or station users. This would also help enforce the 'except for access' restriction currently in place.
- 2.34 Bunch Lane is parked in by commuters and it is proposed to introduce on-street charging bays on one side of the road wherever safe to do so. Double yellow lines are proposed for all sections where parking will obstruct sight lines or compromise road safety.
- 2.35 Weysprings residents have stated that they do not want on-street parking restrictions, visitors' permits, street charging, additional signage, road marking, or pay and display machines to be applied here, the preference being that the road to be left alone. Although it is anticipated, that the demand for all-day parking will be significantly increased in Weysprings, following the proposals for nearby streets, it has therefore not been included in the current proposals at this time. There will be a

future opportunity for Weysprings to be included in the scheme, following consultation, should the position here change.

- 2.36 St Christopher's Green is very close to the Wey Hill shopping area but also used by commuters on the northern side. It could be divided into two parts. The section fronting residential properties, who have no off-street parking capability, is proposed to be a permit scheme to provide residents priority over shoppers and the commuters. The section adjacent the Church is proposed to be on-street charging, to allow for all-day parking, as is currently the case with commuters.
- 2.37 St Christopher's Road has a small number of properties without off-street parking, and a permit scheme has been proposed for these residents. Restrictive lining will be improved and the few remaining on-street parking areas, are proposed to be on-street charging bays for shoppers and visitors to Wey Hill.
- 2.38 The southern end of Lion Lane is used by visitors to the adjacent playground area, school parents, shoppers and commuters as it is within walking distance of Wey Hill and the railway station. It is proposed to divide this particular part of Lion Lane in two separate pay and display bays, one allowing all-day parking and the other having a free initial period to allow for visitors to the school and playground area to avoid having to pay a charge.
- 2.39 'No waiting at any time' restrictions were placed outside the parade of shops at the junction of Lion Mead and Junction Place in the last parking review. Although this was considered essential for safety reasons it has removed some parking provision from the shops. Consequently it is proposed to introduce some short term parking bays with a 1-hour limit (first 30 minutes free or £1 for an hour) for about 30m on one side of Lion Mead near Junction Place.
- 2.40 It would make sense to introduce 'zones' within the boundaries of the overall parking scheme so that resident permits could only be used in the street or immediate area for which they were issued. This helps prevent permit holders parking in residents' bays in other areas of the town when they should really use a car park.
- 2.41 The operational hours for the scheme for consultation should be 08.00-20.00 Monday to Saturday for short-term bays and residents' parking facilities near shops and Monday to Friday in residential areas nearer the station. These longer operational times take account of the evening/night time economy around the town centre and the longer operational hours planned in the Waverley Borough Council-operated car parks. On implementation this could be reduced to match the recent decision by Waverley Borough Council only to charge up to 19.00hrs. Residents' permit zones are proposed to be operational from Monday to Sunday to help ensure residents can park near their homes. There is scope to adjust this in the following the consultation if required.

- 2.42 The proposed tariff for long term parking (5 hours or more) on residential roads around the station is £5 during the operational hours. This is shown as a medium tariff on the plan in **Annex A**. It is also proposed to charge £1 per hour for periods up to 5 hours. This figure derives from the fact that SWT charges £6 per day, in recognition of their premium location at the station and that Waverley Borough Council charges £4 per day, so the County Council would want to encourage better use of their off-street car parks.
- 2.43 The additional parking restrictions in Haslemere will require greater enforcement than at present. The proposed parking charges will fund the additional enforcement required, helping to ensure improved compliance with parking restrictions, resulting in safer streets and a better quality of life for residents.
- 2.44 The County Council is tendering for a cash-less parking payment contract. This is aimed at getting the best deal for Surrey County Council and residents. This facility offers drivers more choice and helps to reduce the number of coin 'pay and display' machines needed.
- 2.45 With such high levels of commuter parking in Haslemere, making the majority of streets very congested during the day, the arguments for charging are compelling and it is recommended to proceed to advertise these proposals.
- 2.46 If the parking controls described above are introduced, further enhancements could be investigated including:
- An ability to 'purchase' parking in local shops, with a 'tie in' to Haslemere Rewards.
  - A discounted 'local workers' annual permit, made available to shops, who can then allocate them to their staff, which would alleviate their costs and again encourage more efficient use of the off-street car parks.
  - Season tickets for on-street parking could be considered following introduction of the scheme, when demand is better known.
  - It is expected that Haslemere will come under further pressure from commuters, due to large, planned developments in West Sussex, only 5 miles away, one of which has recently received approval. The proximity of the rail services offered at Haslemere is one of the major attractions for such developments, which could result in a further 600 homes being built.
  - Although now unlikely, SWT/NWR may construct the car park for which they already have provisional permission and the support of the County Council, or they may apply for permission for a larger

facility. In either case, construction will not commence until after the Olympics, so operation is at least 2 years away. Neither option will be viable whilst commuters are able to park on the streets without charge and the County Council will review the extent of its proposals/implementation, as appropriate.

### **Cranleigh**

2.47 On-street parking charges have been investigated in Cranleigh, but a viable solution has not been developed or agreed.

2.48 The case for on-street charges in Cranleigh is marginal and it is not recommended that they are introduced at the present time, due to the financial risk that the income may not be sufficient to cover operating costs.

## **3 CONSULTATIONS**

3.1 The four Task Groups that report to this committee met during August and in some cases subsequently to consider the proposals for on-street charging in their respective areas.

3.2 The Farnham Task Group fully endorsed the proposals for Farnham town and recommended that the Committee approve them for formal consultation. (Note that the three County Councillors for Farnham had met with business and residents' group representatives at a public meeting earlier in the year to discuss the proposals).

3.3 The Godalming, Milford and Witley Task Group identified two locations where on-street charging might be possible, but they did not think there was a cost effective solution in Godalming.

3.4 The Haslemere and Western Villages Task Group agreed a number of minor amendments to the proposals for their area which have been incorporated in the proposals being considered by this Committee, and recommended that they be approved for formal consultation.

3.5 The Cranleigh and Eastern Villages Task Group voted on the proposals for Cranleigh and the majority agreed that the pay and display scheme as proposed for Cranleigh was not financially viable and should not be progressed.

## **4 FINANCIAL AND VALUE FOR MONEY IMPLICATIONS**

- 4.1 As part of the estimating process for the countywide programme it has been conservatively calculated that a pay and display ticket machine typically costs £3000 to supply and install and another £2500 per year to maintain. This cost includes cash collections and fault fixing.
- 4.2 Modern pay and display machines are solar-powered meaning there is no need to provide a mains power supply, helping reduce installation and energy costs.
- 4.3 Potential income from parking charges has been calculated in each area to determine if it will be sufficient to cover the cost of maintaining the machines. The income is estimated by assuming occupancy levels in parking spaces and then factoring the tariff with this and the operational periods of the restrictions. This process takes into account periods when there may be no income due to road works, street markets or faults with the machines. The income estimates for each location where parking charges are proposed is shown in **Annex E**.
- 4.4 Income estimates have been compared to actual income achieved in similar areas in Surrey where pay and display is already installed to ensure they are realistic.
- 4.5 Adoption of the revised proposals with a free 30 minute period in some locations should still mean the cost of operating the pay and display equipment is covered by the income from parking charges. Estimates have been made assuming income could be reduced by up to 80% with a free 30 minute parking period. An initial free 30 minutes followed by the medium tariff (£1 per hour) is considered the most appropriate tariff in smaller shopping areas or where there are nearby supermarkets with free parking. In practice this would work by allowing the first 30 minutes free, but parking for an hour would cost £1. This option reduces the likelihood of displacement onto unrestricted side roads or customers shopping elsewhere. It also maintains a differential over off-street car park charges.
- 4.6 Estimated income from on street charges described in this report is shown in **Annex E**. Overall it is possible there could be an annual surplus of income in Waverley if the proposals in this report are introduced.
- 4.7 Although agency enforcement agreements for 2012/13 have not been finalised, it is anticipated that the pay and display ticket machines will be managed day to day by the Guildford Borough Council Parking Team. Their Civil Enforcement Officers (CEO) will be trained by the machine supplier to fix basic faults such as ticket jams. CEOs will need to spend some time fixing simple machine faults, but this is offset by far more efficient enforcement practice.
- 4.8 It is also planned to use a cashless payment alongside the pay and display ticket machines. This allows visitors to pay for parking by phone

and is convenient if they do not have change on them. Pay by phone has a low set-up cost. All that is needed are signs advising the motorist of the phone number they need to call alongside the parking place reference number. Callers are typically charged a fee for using this facility, but this will first be subject to a tender exercise to seek best value for residents and the Council. A 'pay by phone' service helps to reduce the number of payment machines that need to be installed.

- 4.9 Legal costs to install on street parking charges could total £15,000 for the proposals in this report. Overall it is anticipated that the cost of any additional enforcement required as a result of the proposals in this report will be met by income from on-street parking charges.
- 4.10 The purchase and installation costs will be funded from the Council's 'Invest to Save' scheme. The capital investment to install the infrastructure for on-street charging will be repaid over 10 years. This is included in the cost of maintaining a pay and display machine.
- 4.11 Any surplus arising from managing on-street parking can only be used as defined under Section 55 of the Road Traffic Regulation Act 1984 (as amended). This restricts use of any surplus for the maintenance and/or improvement of the Highway including environmental works or additional parking provision.

## **5 EQUALITIES AND DIVERSITY IMPLICATIONS**

- 5.1 An equality impact assessment has been undertaken. This has identified potential negative impacts for certain groups, especially those with a low household income. However, parking charges are small compared to the overall cost of running a motor vehicle.
- 5.2 Blue badge holders can park in disabled parking bays or on yellow lines for up to three hours and are exempt from charges.
- 5.3 Carers' Permits are those issued to carers employed by a private firm where the carers are not medically qualified but do assist the resident with vital household tasks such as dressing, etc. Other family members who assist a resident in this way are also eligible. In this case the permit is issued to the resident and not the carer and the permit is only valid for use in the street (in some cases nearby neighbouring streets) where the resident lives.
- 5.4 The impact on minority, disadvantaged, vulnerable and socially excluded groups is likely to be minimal. Paying for parking on-street is not a new phenomenon (it is just not widespread in Surrey) and most drivers will have encountered it previously either at locations where it already exists in Surrey or at locations outside the county. The proposed tariffs are reasonable when compared with off-street car park charges and should contribute to only a relatively small rise in the overall costs of running a motor vehicle.

- 5.5 Although some users may have difficulties in using pay and display machines, providing pay by phone as an alternative should help minimise those issues, as should careful consideration of the structure and location of the pay and display machines.

### **6 LEGAL IMPLICATIONS**

- 6.1 The County Council has the necessary legal powers to operate parking enforcement through the Traffic Management Act 2004 and introduce or amend orders to designate parking bays and introduce parking charges through the Road Traffic Regulation Act 1984.
- 6.2 The legal mechanism for introducing on-street parking charges is through an order made under sections 45 and/or 46(1A) of the Road Traffic Regulation Act 1984 (as amended).
- 6.3 Any surplus generated from managing on-street parking can only be used as defined under Section 55 of the Road Traffic Regulation Act 1984 (as amended). This restricts use of any surplus for the maintenance and/or improvement of the Highway including environmental works or additional parking provision.

### **7 CONCLUSION AND REASONS FOR RECOMMENDATIONS**

- 7.1 Charging for parking helps the County and Borough Council effectively and efficiently manage on-street parking in Surrey and has the following benefits:
- 'Pay and display' makes short-term parking easier to enforce and helps improve turnover of the available parking space, making retail areas more accessible and helping local businesses.
  - Free on-street and 'pay and display' off-street parking encourages drivers to look for on-street parking and increases congestion and CO<sup>2</sup> emissions in town centres.
  - A policy of setting higher charges for on-street 'premium' spaces also encourages drivers to go straight to a car park, reducing congestion.
  - A reduction in free parking encourages alternative modes of travel to the motor car.
  - Blue badge holders would be exempt from the charges where appropriate.

### **8 WHAT HAPPENS NEXT**

- 8.1 If agreed, the proposals in this report will be advertised in accordance with the Road Traffic Regulation Act 1984 and the response reported back to the Local Committee for decision on how to proceed.

## ITEM 11

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