COMMITTEE REPORT

21/07/2025



POLICY AND RESOURCES COMMITTEE 21 JULY 2025

PART I

PARKING SERVICES AND PARKING ACCOUNT UPDATE INCLUDING THE PROPOSED EXTENSION OF THE PARKING ENFORCEMENT CONTRACT (Dof)

1 Summary

- 1.1 This report provides an update on the Council's Parking Service including the parking account and the parking enforcement service and requires a decision to proceed with continuing the parking service with Hertsmere BC.
- 1.2 The last report on the Parking Account was presented to the IHED Committee in January 2023 (05 23 01 17 IHED i Parking Account report.pdf (threerivers.gov.uk)).
- 1.3 The report also seeks a decision on amending a Traffic Regulation Order to enable parking at the Three Rivers House car parks to be managed.

2 Recommendation

- 2.1 That Members resolve to AGREE to:
 - i) Progress the extension of the Parking Enforcement Partnership with Hertsmere BC, as outlined in the table at paragraph 3.5, for a further 3 year period involving the delegation of the parking enforcement function to HBC pursuant to S101 of the Local Government Act 1972 (and all other powers so providing). The final details to be delegated to the Director of Finance, in consultation with the relevant Lead Members, to ensure implementation in advance of 1 April 2026.
 - ii) Amendments to the Traffic Regulation Order affecting the Three Rivers House car parks enabling the use of spaces for tenant permits. The implementation, including statutory processes, is delegated to the Director of Finance in conjunction with the Lead Member.

Report prepared by: Kimberley Rowley - Head of Regulatory Services

3 Details

3.1 In 2015 work commenced on reviewing the Council's parking account due to a deficit in income and expenditure. At the time the parking service was costing the Council/taxpayer approximately £180k per annum. Early reports in 2015/16

identified parking recharges and car park business rates as falling into the Account although subsequent cost exercises have not included these figures/calculations. However, since January 2023 for the purposes of the Parking Account the relevant budget includes all income into the service, parking costs including for the parking enforcement service and employees (budget code 1400) in addition to business rates and rent. In addition it now (from 2023/24) includes car park maintenance costs (7833) to provide a full overview of the account.

- 3.2 The objective of the review was to balance the parking account or introduce a level of surplus which would then be used to enhance the parking services or more widely used for other parking and transport related measures.
- 3.3 Balancing the parking account would bring the Council into compliance with Government requirements (cited in Statutory Guidance) that the civil enforcement of parking controls by local authorities should not be subsidised by the taxpayer. However, parking legislation states, 'if an authority make a surplus on its on-street parking charges and on and off-street parking enforcement activities it must use the surplus in accordance with legislative restrictions in the Road Traffic Regulation Act 1984 (as amended).' These restrictions essentially advise that onstreet income is ring fenced for parking services. Off-street income can be used for parking and transport related services within the wider corporate remit. However, parking income targets should not be set.
- 3.4 Any surplus arising from parking charges and income can be used to meet a deficit or be spent on parking services with off-street income used more widely to balance the parking account (for example inclusive of aspects such as car park maintenance costs, Officer salaries). Surplus income can also be used to balance previous deficits in the parking service.
- A series of reports on the Parking Account were presented to the relevant Committees between 2015 and 2018 detailing measures to reduce the deficit in the parking account to enable the retention and improvement of existing parking services. In addition, Officers investigated concerns that many Council car parks had reached capacity and there was an absence of short term churn. The agreed measures included increasing parking fees and charges in addition to the introduction of short term charging in the Council's short term car parks in Rickmansworth. **Appendix 1** details the parking measures agreed and implemented between 2016-2022 with the objective of maintaining and improving the Council's parking services.
- 3.6 Agreement was also given to produce a Parking Strategy to identify parking proposals with an income stream but this work has ceased following concerns raised by Members on a number of the measures progressed by Officers.
- 3.7 A number of other measures were also investigated but a decision was decided not to progress or continue to investigate. This has included:
 - proposed pilot scheme to offer local worker permits for employees of local businesses; and review of business permits, specifically in Rickmansworth long term car parks.

This was developed into an investigation that resulted in initial scoping consultation in 2019, following a report into the full options in 2018. Officers investigated the potential dual use for local business employees (specifically those with addresses in the retail centres of Rickmansworth and Chorleywood)

in permit parking bays in existing Permit Parking Zones.

A report was presented to Committee which resolved to progress to initial consultation following surveys and other data collection. Following this initial public consultation exercise, which sought general views on the concept, this scheme was not progressed whilst feedback was considered and due to Member concerns on the impact on existing residents, as this investigation and initial proposal was intended to protect and increase capacity for residents.

No further progress has been undertaken but the committee decision is as yet unmet, with elements including increased and more efficient off-street parking not yet realised.

• investigation of use and capacity of non-Rickmansworth car parks and potential to maximise the parking opportunities

Work is continuing at the Community Way car park in Croxley Green as part of the now implemented Croxley Green area wide parking scheme and details of a new Traffic Regulation Order for the Ferry car park, Chorleywood have been publicised.

Area Wide Parking Schemes to be considered with permits

As part of the annual Parking Programme, an area wide review of Rickmansworth West and Croxley Green was undertaken – Croxley Green CPZ was implemented in April 2021. The Rickmansworth West proposed parking scheme was delivered in December 2024. Both schemes involve new permits in a Controlled Parking Zone. In addition new on street parking machines have been introduced in certain roads around the station and shops in Croxley Green.

- 3.8 In more recent years it was agreed Officers proceed with the deletion of annual visitor permits and introduce a special carers permit; this has been implemented. Also to remove the concessions applied to permits. This is being currently progressed.
- 3.9 For the last two years an increase in permit fees was introduced as part of the fees and charges/budget setting process. Prior to 2024 permit prices (including residential permits and business permits) had not been increased for over 5 years. There has been no increase to the P&D parking costs since they were introduced in 2018.
- 3.10 Despite the above measures the Parking Account has not been in surplus in the last 5 years and remains in deficit. This deficit continues to increase with increasing costs of providing a parking enforcement service and in the past few years combined with more recent reductions in parking income as a result of the pandemic (further details below). This means the Council are not covering the costs of providing its parking enforcement service. The updated 2022 Statutory guidance for local authorities in England on civil enforcement of parking contraventions state that 'authorities will need to bear in mind that if their scheme is not self-financing, then they need to be certain that they can afford to pay for it from within existing funding. The Secretary of State will not expect either national or local taxpayers to meet any deficit'. This continued deficit means that the parking service is being subsidised from other Three Rivers DC budgets/services.

- 3.11 In conjunction with this Parking Review was a review of the Council's Parking Enforcement Service. Previously provided by Watford BC and a third party parking enforcement service provider, since April 2018 the service has been provided in Partnership with Hertsmere Borough Council. This five year Partnership was extended for a further three years in 2023/24 and expires March 2026.
- 3.12 Whilst work continues on the Parking Management Programme much of the other work identified in the original Parking Review has been completed or ceased. This was partly attributable to the pandemic which refocused priorities but has also led to changes in how the public and residents are using the Council's parking services. For example, with changes to working behaviours initiated as a result of the pandemic it was evident our CPZs were busier during the daytime with long term car parks in less demand on certain days of the week as employers/employees/commuters spent reduced time in their place of work. However, 3 years post pandemic we are seeing increased usage of all car parks and as part of the recently agreed Parking Management Programme Officers have committed to a review of the Rickmansworth CPZ and car parks (report agreed at GPSCS&I Committee in January 2025).
- 3.13 The table below provides an overview of the Parking Account over the past 5 years. During years 2020/21 and 2021/22 there was a significant impact on income due to the pandemic, albeit Government compensation funding totalling £269k (£216k for off street parking and £53k for off street parking) was paid to TRDC in 20/21 to mitigate this loss of income.

TABLE: Parking Account 2019-25

	Actuals						
Decriminalised Parking	2018/19	2019/20	2020/21	2021/22	2022/23	2023/24	2024/25
Expenditure							
Employees	51,335	64,489	79,163	81,743	79,152	53,990	93,680
Premises	66,636	76,909	128,640	103,683	109,859	110,466	110,466
Transport	1,239	2,197	2,494	2,478	2,383	1,357	2,122
Supplies and Services	16,603	6,994	668	1,962	1,729	2,619	3,556
Third Party Payments	403,664	369,297	382,988	429,262	449,574	522,278	610,416
Repairs and Maintenance costs	36,148	81,534	38,860	43,538	64,967	54,675	67,828
Total Expenditure	575,624	601,421	632,814	662,666	707,664	745,386	888,068
Income							
On Street Parking	- 14,861	- 13,993	- 1,999	- 7,492	- 7,748	- 11,674	- 20,727
Off Street Parking	- 223,678	- 212,144	- 61,814	- 150,907	- 177,631	- 222,350	- 233,556
PCN's	- 146,329	- 115,407	- 56,079	- 101,012	- 97,700	- 143,442	- 220,740
Permits	- 84,970	- 100,971	- 86,519	- 107,291	- 94,285	- 106,711	- 141,028
Other Parking Fees	- 20,488	- 18,941	- 44,488	- 41,393	- 29,955	- 45,988	- 89,704
Rent	- 3,271	- 3,271	- 3,194	- 3,195	- 3,195	- 3,185	- 3,185
Total Income	- 493,598	- 464,727	- 254,092	- 411,290	- 410,514	- 533,350	- 708,940
Net Cost of Service	82,027	136,694	378,722	251,376	297,150	212,036	179,127

NOTE: 2020/21 Income does not include Government 'Grants' for lost income during pandemic.

Premises/NNDR business rates

Repairs and Maintenance is B codes from 1400/1402 plus 7783 Car Park Restoration Income (rent) is 1402 wayleaves/easements

3.14 The next table details the volumes of permits and suspensions/dispensations issued over the last 5 years to provide some comparison of volumes.

Issued Data:

	2019/20	2020/21	2021/22	2022/23	2023/24	2024/25
Resident Permits	911	982	1059*	932	1080	1585
Annual Visitor Permits *deleted from April 2024 and Special Carers Permit introduced	472	437	430	380	438	185 (renewals during the phase out period)
Visitor Voucher booklets (books of 10 vouchers)	838	658	626	881	1156	717
Business permits	57	42	59	45	73	54
DHV permits	101	86	76	141	110	103
Special Permits	-	-	-	-	-	16

^{*}New Controlled Parking Zone was introduced in Croxley Green in March 2022 which will partly attribute to this increase in residents permits issued and also affecting the visitor permit numbers.

NOTE: Parking enforcement ceased for 2 periods during 21/22. All resident and annual visitor permits that were live during the lockdown periods when enforcement was suspended were extended by 3 months.

There is no discount on residential permits. Overs 60s currently receive a 50% discount on visitor permits and visitor vouchers

Blue badge holders currently can have one resident permit free of charge (The Committee decision dated January 2023 deleted these discounts. These agreed changes remain to be implemented).

- 3.15 It is evident from this data that resident permits and annual visitor permits numbers remained relatively stable for a few years with a slight reduction in business permits and day scratchcards, albeit this changed last year with the removal of annual visitor vouchers and a corresponding increase in residents permits (many of which are second permits). In addition, it should be noted Croxley Green CPZ came into effect in March 2022 and Rickmansworth West in December 2024 and those schemes would have increased numbers of residential permits purchased.
- 3.16 In 2024/25 there has also been a significant increase in PCNs issued. In addition to the Civil Enforcement service full complement of staff, there have been new large parking schemes implemented in recent years with the most recent scheme at Rickmansworth West continuing to result in a high number of PCNs. Additional enforcement overtime in Rickmansworth West and a refocus of out of hours deployment has also had an impact on PCN numbers and income. There have also been strategic changes to deployment which has also resulted in an increased coverage of 'areas of concern' and changes to the observation period for double yellow lines enforcement. It should be noted this income stream is likely to decline as PCN volumes decrease as motorists become educated around new restrictions and their implementation.
- 3.17 It has been the usage and subsequent income from car parks that has seen the most variation/decline in recent years but it is evident this is increasing again and in 2023/24 Pay and Display income for Off Street Car Parks met the budget and exceeded the identified budget in 2024/25. In 2023/24 and 2024/25 all budgeted income was met, however, this still results in a significant budget deficit in the Parking Account as parking enforcement costs and other costs continue to rise and it is expected this deficit between costs and income will continue to increase.
- 3.18 Members have previously been asked for and identified areas of specific parking concern and this has been raised with the Hertsmere Parking Services Manager and CEO Supervisor who considered some further focused and more regular 'out of hours' enforcement (6-9pm) would be beneficial. They have sought to provide this fortnightly, for an initial 2 month period, on a Friday and Saturday evening commencing at the start of June 2025. It covers the areas around the leisure centre in South Oxhey, the clearway in Moneyhill Parade and outside pubs and takeaways in Abbots Langley. Any further areas of concern identified are also visited. This additional enforcement is being monitored.

4 Options and Reasons for Recommendations

- 4.1 The Parking Account continues to be in deficit and considering the full array of costs and continued increase (inflationary) in the parking enforcement contract this is set to continue.
- 4.2 The forecast income across the parking service for 2025/2026 is currently £478,110. This has been varied in year during the last 5 years due to the pandemic, however, parking income across P&D parking and permits met the forecast income for the first time in 5 years in 2023/24 and exceeded revised budgets in 2024/25. Whilst new parking schemes with permits and P&D may require an increase in forecast budgets from 2025/26 this will is not anticipated to match the expected associated parking enforcement service contract and

other associated costs including line/signage maintenance and P&D machine revenue costs.

4.3 Parking Enforcement Partnership

The Parking Enforcement service/partnership with Hertsmere BC commenced in 2018 and will cease at the end of March 2026, at which time a new service will need to be considered. Officers consider the working relationship with Hertsmere BC has been positive and would wish to enter talks with Hertsmere BC to continue this service through a delegation pursuant to Sections 9EA(2) of the Local Government Act 2000, Regulations 6 of the Local Authorities (Arrangements for Discharge of Functions) (England) Regulations 2012, Sections 111, 112 and 113 of the Local Government Act 1972, Section 1 Localism Act 2011.

- 4.4 It was previously agreed that Officers continue to investigate the provision of a contract extension and following recent announcements of Local Government devolution and reorganisation it is now considered appropriate to continue this Partnership. Retaining this Partnership for a further 3 years retains existing systems and processes and provides a consistency in local knowledge and expertise built up over the past 8 years.
- 4.5 The proposed costs of the Partnership for the next 3 years from 1 April 2026 are detailed below:

Year (dates)	Proposed Cost
9 (year 25/26)	£568,677
10 (year 26/27)	£584,944
11 (year 27/28)	£597,501

- 4.6 It is proposed to extend the Partnership for a further 3 years.
- 4.7 There are currently 4 CEOs (including a supervisor) deployed Monday to Saturday 8am to 6.30pm (with a monthly out of hours evening and Sunday service) across the District. Recent overtime activity has also occurred as detailed above and will be monitored. Some additional overtime can continue within existing budgets. As new schemes are introduced enforcement deployment will be carefully considered to ensure appropriate coverage of the restrictions. It is estimated an extra enforcement officer would be approximately £40,000.

4.8 Three Rivers House parking:

In order to regularise the issuing of permits to tenants of Three Rivers House (TRH) it is proposed to amend the THREE RIVERS DISTRICT COUNCIL (OFF-

STREET PARKING PLACES) ORDER to allow tenant permits in the lower and upper deck of Three Rivers House car parks. This is necessary in order to secure tenants on the ground floor. Existing marked spaces including for Councillors at the front of Three Rivers House would also be reviewed and consolidated.

- 4.9 TRH car park is a staff car park Monday to Friday 8am to 4.30pm, reverting to a public short stay car park after 4.30pm, and available to the public at weekends.
- 4.10 Permit spaces for TRH tenants would generally be available only during existing staff hours but there maybe a requirement to extend the use of specific parking spaces into evenings and weekends. The provision of permit parking forms part of the facilities offered to potential TRH tenants. This enables the council to negotiate suitable lease agreements and generate a revenue from the improved utilisation of Three Rivers House.
- 4.11 In seeking any changes to the TRO and utilising parking spaces for permit holders regard would be had to the existing parking and that being retained for staff and public. For tenants regard would be had to the parking standards for development as set out at Appendix 5 of the Development Management Policies LDD. Whilst this is a planning policy it indicates the floorspace to car parking ratios that would be considered appropriate. It should be noted that Appendix 5 sets out that the standards may be adjusted according to which zone the proposed development is in, with zones influenced by levels of accessibility. The car park is within Zone 2, where 25-50% of indicative demand based standard may be appropriate, allowing a further reduction from the standard. This is in the context of a car park serving a building in a town centre location with other staff car parking areas located on the lower deck and within the Rose Garden car park.

5 Policy/Budget Reference and Implications

5.1 The recommendations in this report are within the Council's agreed policy. The purpose of the proposals are to confirm an extended parking enforcement service and to enable the Council to meet its legal requirements to ensure the taxpayer does not subsidise the costs of parking enforcement. Budgets will be identified and monitored accordingly.

6 Community Safety, Public Health, Environmental, Customer Services Centre and Health & Safety Implications

6.1 None specific.

7 Financial Implications

7.1 Section 55(4) of the Road Traffic Regulation Act 1984 sets out that any deficit on the parking account must be made good out of the general fund. Where surpluses are generated, this can be used to support investment in infrastructure. The parking account continues to run at an annual deficit. In proposing parking changes it is important that the Council considers options to bring the parking into balance to ensure compliance with the Statutory guidance for local authorities in England on civil enforcement of parking contraventions

(updated October 2022) that the civil enforcement of parking controls by local authorities should be self financing or alternatively the LA can afford to pay for it from within existing funding. The Secretary of State will not expect either national or local taxpayers to meet any deficit.

- 7.2 The Council needs to consider options to generate a surplus in order to facilitate investment as set out in Section 55(4) of the Road Traffic Regulation Act 1984.
- 7.3 The costs of the parking enforcement service with Hertsmere BC, which commenced in April 2018, are currently £551,650. In addition, Hertsmere BC are paid an annual surplus payment (75/25 split) if income exceeds an agreed baseline cost. This baseline income, which was initially £362,000, increased to £405,000 in 2023/24 and is expected to increase again in 2024/25 due to the implementation of Rickmansworth West parking scheme. In the current proposals this annual surplus payment remains.
- 7.4 The proposed costs for the service over the next 3 years would be:

	TRDC PARKING PARTNERSHIP SLA YEARS 9-12 (Estimates)					
Partnership Year	Year 9	9	Yea	r 10	Yea	r 11
Basis	%uplift Y8-Y9	Forecast	%uplift Y9-Y10	Forecast	%uplift Y10-Y1	Forecast
Financial Year	2026-20)27	2027	-2028	2028	-2029
Contract Direct Costs						
Staff Costs	4.0%	£426,146	2.8%	£438,077.83	2.0%	£446,839
Non Staff RPI	3.6%	£55,775	3.4%	£57,671.54	3.2%	£59,517
Total Direct Costs	3.8%	£481,921	2.8%	£495,749	2.1%	£506,356
HBC Overheads	3.8%	£86,746	2.8%	£89,235	2.1%	£91,144
Total Cost to TRDC	£21,627	£568,667	£16,318	£584,984	£12,516	£597,501
ESTIMATED BASIS-SOU	RCE:OBR- HBC use	RPI, CPI+CPI/R	PI Gap used if i	no RPI, Forecas	t wage growth =	Staff Cost
	Source OBR		Source OBR		Source OBR	

8 Legal Implications

- 8.1 The service provided by HBC would involve a Lead Authority shared-service approach. The service would be secured through a delegation of the parking enforcement function and detailed in a Service Level Agreement between the 2 Authorities. The service would be run as a partnership arrangement through a Section 101 delegation of the TRDC function to HBC. As part of the delegation of function, the public procurement regime would not apply in these circumstances.
- 8.2 There is a general duty for the Council to exercise its traffic order making function to secure the provision of suitable and adequate parking facilities on and off the highway.
- 8.3 In pursuing any changes to Traffic Regulation Orders due statutory processes will be followed.
- 8.4 Under Article 7, Part 2 of the Three Rivers District Council's Constitution, the Lead Member is able to make all decisions in respect of the areas of responsibility provided those decisions falls within its allocated budgets and agreed policies.

9 Equal Opportunities Implications

9.1

Has a relevance test been completed for Equality Impact?	Yes
Did the relevance test conclude a full impact assessment was required?	No

10 Staffing Implications

10.1 The proposals would be reviewed and implemented by existing TRDC staff and supported by our parking enforcement service provider, Hertsmere BC.

11 Communications and Website Implications

11.1 Any changes agreed would be publicised using existing communication platforms. All necessary changes to Traffic Regulation Orders would follow the required statutory processes.

12 Risk and Health & Safety Implications

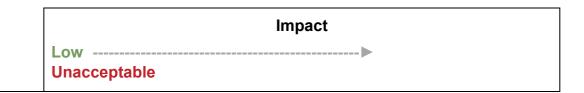
- 12.1 The Council has agreed its risk management strategy which can be found on the website at http://www.threerivers.gov.uk. In addition, the risks of the proposals in the report have also been assessed against the Council's duties under Health and Safety legislation relating to employees, visitors and persons affected by our operations. The risk management implications of this report are detailed below.
- 12.2 The subject of this report is covered by the Regulatory Services Plan. Any risks resulting from this report will be included in the risk register and, if necessary, managed within this/these plan(s).
- 12.3 The subject of this report is covered by the Regulatory Services Plan. Any risks resulting from this report will be included in the risk register and, if necessary, managed within this/these plan(s).

Nature of Risk Consequence	Suggested Control Measures	Response (tolerate, treat terminate, transfer)	Risk Rating (combinat ion of likelihood and impact)
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Parking Enforcement service is not extended	Road safety and parking concerns from lack of parking enforcement; reputational damage; reduced income from PCNs and permit administration.	Extend the existing service or find an alternative provider	Treat	8
Number of Parking Civil Enforcement Officers increased	Improved deployment; increased costs of service not within identified budgets	Maintain existing deployment levels	Treat	6
Changes to TRO are not supported	Objections received; reputational damage.	Statutory processes will be followed including public consultation.	Tolerate	6-8

12.4 The above risks are scored using the matrix below. The Council has determined its aversion to risk and is prepared to tolerate risks where the combination of impact and likelihood scores 6 or less.

Likelihood Very Likely-	Low	High	Very High	Very High
ood	4	8	12	16
	Low	Medium	High	Very High
	3	6	9	12
V	Low	Low	Medium	High
Remote	2	4	6	8
te	Low	Low	Low	Low
	1	2	3	4



Impact Score Likelihood Score

4 (Catastrophic) 4 (Very Likely (≥80%))

3 (Critical) 3 (Likely (21-79%))

2 (Significant) 2 (Unlikely (6-20%))

1 (Marginal) 1 (Remote (≤5%))

12.5 In the officers' opinion none of the new risks above, were they to come about, would seriously prejudice the achievement of the Strategic Plan and are therefore operational risks. The effectiveness of the management of operational risks is reviewed by the Audit Committee annually.

Data Quality

Data sources:

Hertsmere BC Parking Partnership

Data checked by:

Kimberley Rowley, Head of Regulatory Services

Data rating:

1	Poor	
2	Sufficient	X
3	High	

Background Papers

APPENDICES:

APPENDIX 1: Appendix 1 details the parking measures agreed and implemented from 2016 to 2022 with the objective of maintaining and improving the Council's parking services.