

Decision Maker: PORTFOLIO HOLDER FOR TRANSPORT, HIGHWAYS AND ROAD SAFETY

Date: Wednesday 25 January 2023

Decision Type: Non-Urgent Non-Executive Non-Key

Title: PARKING SERVICES - CONTRACTOR PERFORMANCE REVIEW - APCOA PARKING, JANUARY 23

Contact Officer: Chloe Wenbourne, Head of Shared Parking Services
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Chief Officer: Director of Environment and Public Protection

Ward: (All Wards);

1. Reason for decision/report and options

- 1.1 This Report is to update Members on the performance of the Parking Services Contract. This contract is responsible for the enforcement of all civil parking restrictions, along with some moving traffic contraventions within the Borough, the maintenance of the car parks, all pay and display machine maintenance, cashless parking services and back office functions, excluding the appeals to Penalty Charge Notices.
- 1.2 This report also provides more information about the cashless system, RingGo.
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2. **RECOMMENDATION(S)**

That the PDS Committee note the content of this report and in particular the ongoing work where APCOA have brought forward initiatives to improve some facilities for motorists, as well as generating an income to the Council.

That the Portfolio Holder approves the communication plan for the removal of the pay and display machines that can be seen in appendix 2.

Impact on Vulnerable Adults and Children

1. Summary of Impact: Minimal impact, however the APCOA are responsible for enforcement around all schools within the Borough as well as the School Crossing Patrol Officers, which is aimed to protect children as they go to and from school. The contract also includes the use of enforcement agents who will take into consideration vulnerable adults and children when they are enforcing.
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Transformation Policy

1. Policy Status: In line with current policy, Parking Strategy (2011)
 2. Making Bromley Even Better Priority:
 - (3) For people to make their homes in Bromley and for business, enterprise and the third sector to prosper.
 - (4) For residents to live responsibly and prosper in a safe, clean and green environment great for today and a sustainable future.
 - (5) To manage our resources well, providing value for money, and efficient and effective services for Bromley's residents.
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Financial

1. Cost of proposal: N/A
 2. Ongoing costs: N/A
 3. Budget head/performance centre: Parking Contract
 4. Total current budget for this head: £19m over ten years
 5. Source of funding: Revenue Budget 2022/23
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Personnel

1. Number of staff (current and additional): 20
 2. If from existing staff resources, number of staff hours: 16 FTE 4 PTE
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Legal

1. Legal Requirement: Non-Statutory - Government Guidance:
 2. Call-in: Not Applicable:
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Procurement

1. Summary of Procurement Implications: n/a
-

Property

1. Summary of Property Implications: n/a
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Carbon Reduction and Social Value

1. Summary of Carbon Reduction/Sustainability Implications:
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Customer Impact

1. Estimated number of users or customers (current and projected): All motorists
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Ward Councillor Views

1. Have Ward Councillors been asked for comments? Not Applicable
2. Summary of Ward Councillors comments: N/A

3. COMMENTARY

- 3.1 This Report is to update Members on the performance of the Parking Services Contract. This contract is responsible for the enforcement of all civil parking restrictions within the Borough, the maintenance of the car parks, all pay and display machine maintenance, cashless parking services and back-office functions, excluding the appeals to Penalty Charge Notices.
- 3.2 In particular, this report highlights the continual efforts made by officers to ensure that there is adequate deployment of Civil Enforcement Officers in accordance with the terms of the Contract and that the Parking Contractor is achieving compliance.
- 3.3 This Report also contains information relating to the current usage of the Council's car parks to determine if additional enhancements can be made to encourage usage or if there is a general trend of a reduction in car park usage.
- 3.4 The parking contract is for a fixed term of 10 years with a value of £1.9m pa. The procurement process was a joint one, undertaken between LB Bromley and LB Bexley who also awarded a contract to APCOA for the provision of Parking Services. Although both authorities entered into a contract with APCOA, the contracts are separate and distinct from each other. Neither authority is dependent on the other for the continuation of the contract, however a discount was provided for the award of both contracts. Executive approved the award to APCOA on the 30th November 2016. Formal award took place on the 15th December 2016 and the Contract commenced on the 3rd April 2017.
- 3.8 This contract is managed through the Shared Parking Service and is based on a joint specification with very minor differences along with Key Performance Indicators (KPIs) applied.

Scope of Contract

- 3.9 The Services that are managed and provided by APCOA on behalf of the London Borough of Bromley include but are not limited to the following:
- Enforcement of PCNs on and off street
 - Reviewing the CCTV PCNs for Bus Lanes, School Keep Clear markings and Moving Traffic Contraventions.
 - Suspensions and Dispensation Management
 - Car Park Management, including Cleaning and Maintenance
 - Parking related Signs and Lines maintenance (replacement only)
 - Pay and Display machine maintenance and monitoring
 - Cashless Parking Solution (RingGo)
 - Parking and Permits IT system
 - Cash collection and counting
 - Enforcement Agents (Bailiffs)
 - Business Processing Solutions, i.e. printing and sending of correspondence
 - Reconciliation of all income streams, PCN, P&D, RingGo and permits

- CEO Enforcement of Blue Badge misuse
- School Crossing Patrols

4. Penalty Charge Notices (PCNs) issued by Civil Enforcement Officer (CEOs).

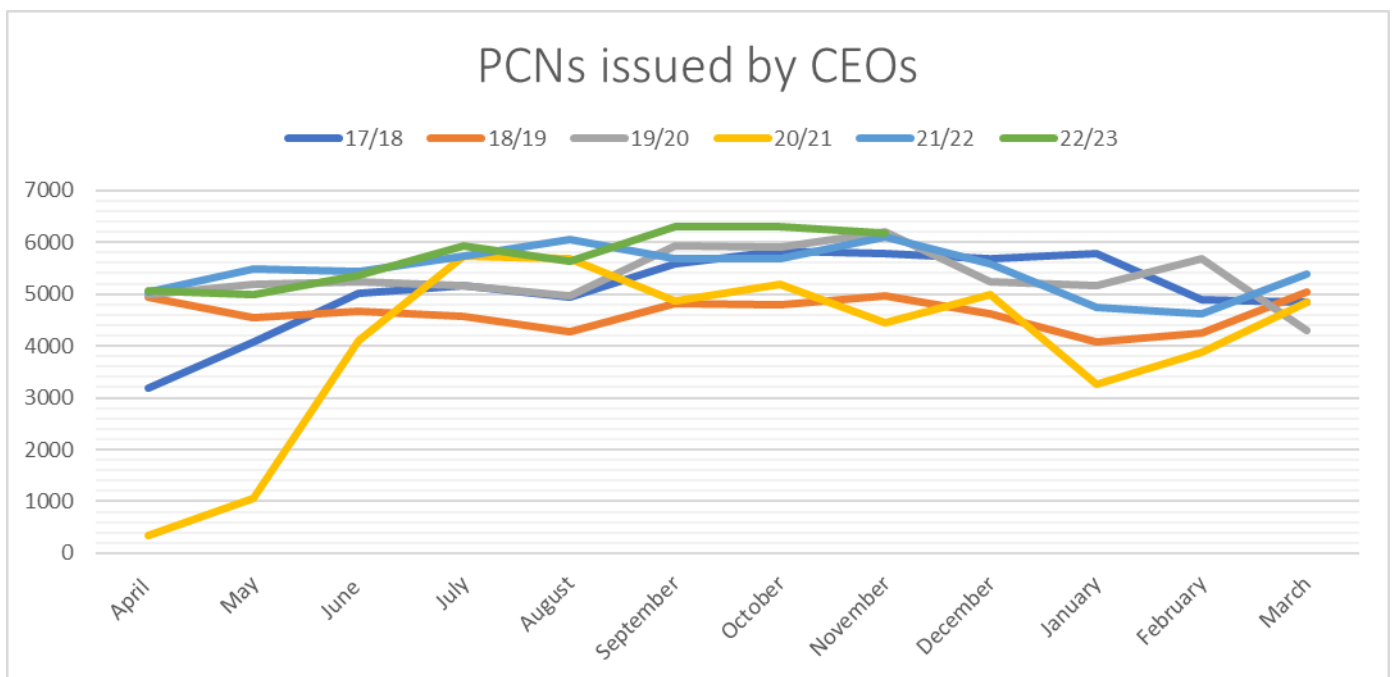
4.1 APCOA are responsible for the recruitment and deployment of all the CEOs in Bromley

4.2 The role of a CEO is difficult, they are on beat all day on their own in all weathers and although their role is there to support the local community and ensure that there are sufficient parking spaces available where needed and that no vehicle congesting the local roads, they are prone to both verbal and physical abuse from the motorist.

4.3 Due to the above, there is a high turnover of staff with 18 staff leaving and 22 joining since April 22. The contract requires APCOA to have an average of 21 CEOs out on street Monday to Saturday and 6 CEOs out on a Sunday and Bank Holidays, at a minimum; this can decrease to 18 CEOs on street Monday to Friday, 17 on a Saturday and 4 on a Sunday. There is a Key Performance Indicator as the contract KPI if the average or minimum levels are not reached, even with the high turnover of staff, the KPI is rarely triggered.

4.4 The below table and graph shows all PCNs issued since the beginning of the APCOA contract in April 2017 by CEOs. The table demonstrates that although there was an initial dip in PCNs in 18/19, PCNs have stayed at a steady rate apart from in 20/21 due to the Covid Pandemic, with 22/23 projecting to have the most PCNs issued since the contract went live.

PCNs issued by CEOs	April	May	June	July	August	September	October	November	December	January	February	March	TOTAL
17/18	3191	4069	5022	5165	4947	5579	5838	5791	5673	5770	4893	4842	60,780
18/19	4949	4550	4659	4577	4264	4824	4790	4975	4627	4066	4260	5049	55,578
19/20	5000	5192	5245	5165	4969	5934	5905	6204	5238	5169	5683	4294	63,998
20/21	343	1055	4106	5725	5674	4871	5194	4441	4982	3254	3881	4849	48,375
21/22	5040	5482	5435	5726	6043	5672	5687	6114	5574	4739	4623	5380	65,515
Projected 22/23	5059	4997	5355	5929	5629	6293	6308	6173					68,611



4.5 With the number of PCNs increasing, officers have looked at the number of hours worked each year to determine the hourly issue rate of the CEOs per year, these details can be found on the table below

Year	PCNs Issued	Number of Hours Deployed	PCN issue rate
17/18	60,780	45,607	1.33
18/19	55,578	49,803	1.12
19/20	63,998	50,460	1.27
20/21	48,375	46,897	1.03
21/22	65,515	50,756	1.29
Projected 22/23	68,611	52,808	1.30

4.6 Whilst officers monitor the number of PCNs being issued, APCOA have no target to issue a set number of PCNs. Deployment is based on the number of hours needed for APCOA to be able to cover all necessary areas of enforcement around the Borough.

4.7 If a PCN is issued in error or there is an administration error by the CEO at time of the issue, the PCN will be cancelled as a CEO error and a Performance Related Reduction of £25 per case will be triggered.

4.8 The table below shows how many cases have been closed as a CEO error since the start of the contract. These errors are monitored each month and it is in both the interest of APCOA and the Council to ensure that this number is as low as possible, however it should be noted that the error rate is only 2% of the overall PCNs issue rate which is an acceptable level.

Year	CEO Errors	% against PCNs Issued
17/18	1407	2.31%
18/19	955	1.72%
19/20	1097	1.71%
20/21	650	1.34%
21/22	699	1.07%
22/23 April - December	507	1.11%

4.9 The errors are reviewed every month by APCOA and feedback is given to the CEO who made the mistake, they also have the chance to challenge any submitted by the Authority. The Contract Manager has informed officers that the majority of CEO errors are made by the new staff, those CEOs who have been working on the contract for a period generally have a lower error rate.

4.10 APCOA have been trailing an ANPR bike in the Borough for some time and in February 2022 a new electric ANPR bike was introduced to the deployment schedule on a daily basis. The ANPR bike has been configured to know where all the free bays, permit bays and cashless parking bays are around the main town centres, as well as their enforcement days and times. The bike will then drive around these locations and will flag to the CEO when a vehicle without a permit or cashless session is parked within these bays, the CEO can then double check this information and issue a PCN via their handheld.

5. PCNs issued via CCTV

5.1 There are 3 different types of PCNs issued by the CCTV cameras around the borough of Bromley:

- Parking CCTV
- Bus Lane Enforcement
- Moving Traffic Contraventions

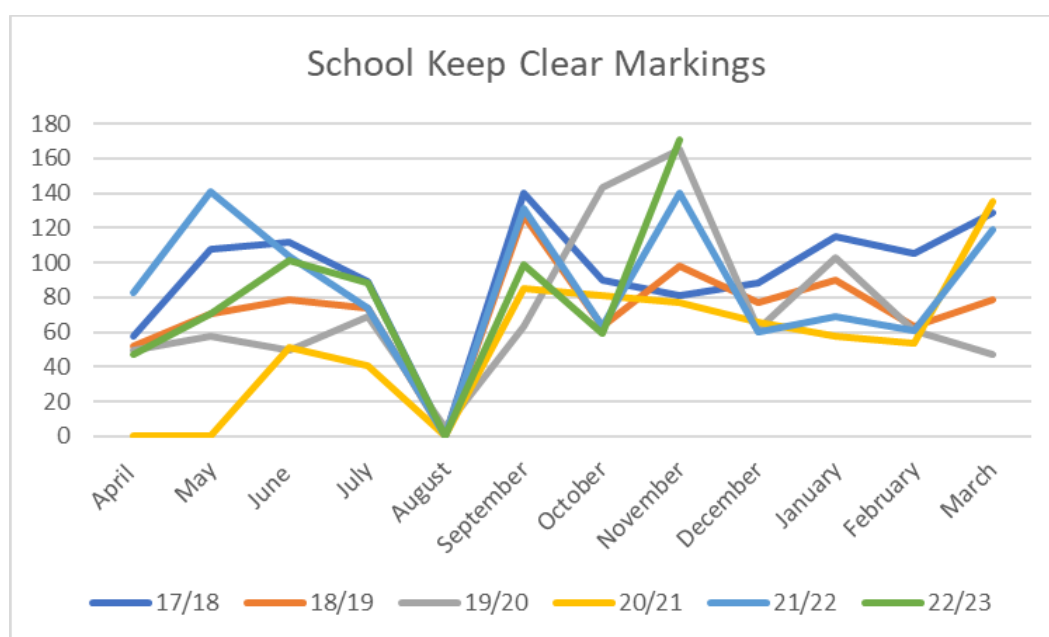
5.2 Parking Enforcement Cameras focus on School Keep Clear markings (school zigzags) directly outside of a school gate to keep the area clear to ensure the safety all pedestrians and motorist around the entrance of the school. PCNs can also be issued by CEOs, but compliance of this contravention is hard to achieve with just CEOs as quite often people will stop parking on the zig zags when they see a CEO patrolling and unfortunately with only a limited number of CEOs this is not always an effective way of preventing this dangerous activity.

5.3 Camera enforcement has therefore been proven to have a better success rate of compliance at the schools; the Council has therefore invested in a total of 18 cameras to enforce some of the schools around the Borough, with officers moving these when compliance has been achieved.

5.4 Another type of Parking Enforcement via CCTV that Bromley has recently started is at one bus stop at Green Lane, Chislehurst.

5.5 The below table has the total number of PCNs issued by the CCTV school keep clear cameras over the last few years:

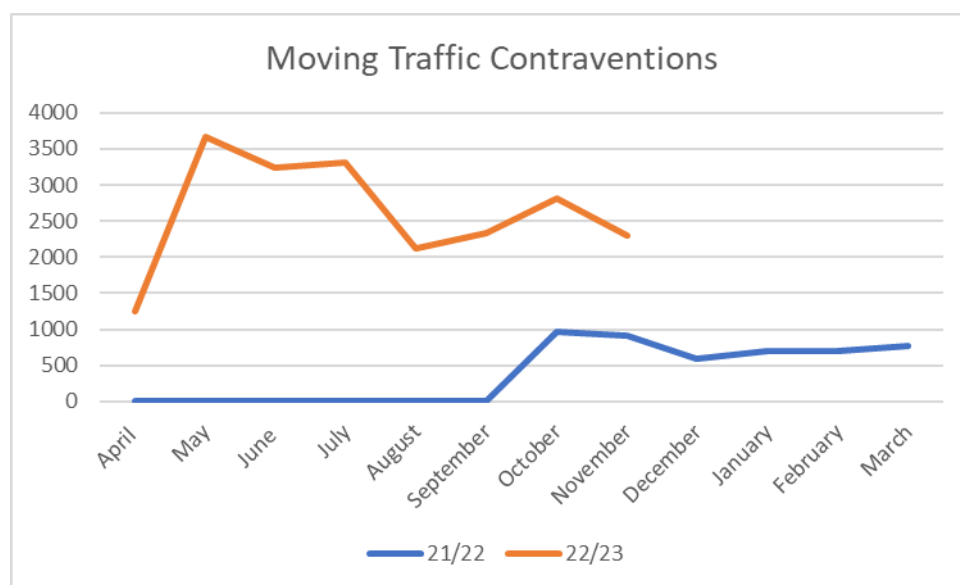
CCTV - Schools	April	May	June	July	August	September	October	November	December	January	February	March	Total
17/18	58	108	112	89	0	140	90	81	88	115	105	129	1,115
18/19	52	71	79	74	0	127	63	98	77	90	63	79	873
19/20	50	58	50	69	5	63	143	165	62	103	61	47	876
20/21	0	0	51	41	0	85	81	77	66	58	54	135	648
21/22	83	141	104	74	0	131	63	140	60	69	61	119	1,045
22/23	47	71	101	88	0	99	59	171					636
Bus Stop - Green Lane													
22/23	0	0	0	0	0	166	333	291					790



5.6 In September 2021 the Council started to issue Moving Traffic Contraventions for vehicles stopping in yellow box junctions or ignoring a banned right turn. When all cameras were first installed a 14 day warning notice period was implemented so that the motorist who may have constantly been stopping in the box junction had a chance to change their behaviour without getting issued a full charge PCN.

5.7 The below table are the numbers of full charge PCNs issued since October 21 (only warnings notices were issued in September). The table demonstrates that the PCNs have increased from April 22, this is due to officers working with APCOA to re-configure the cameras to ensure that they were working as efficiency as possible.

MTC	April	May	June	July	August	September	October	November	December	January	February	March	TOTAL
21/22	-	-	-	-	-	-	973	913	590	690	697	778	4641
22/23	1257	3660	3243	3319	2126	2336	2809	2296					21,046



5.8 Officers are continually reviewing the box junctions to ensure that we are enforcing to a fair standard.

5.9 APCOA provided the cameras for this enforcement and process the back office systems as in reviewing the CCTV footage and sending the PCNs.

6.0 Machine Maintenance

6.1 APCOA are responsible for the pay and display machine maintenance across the Borough, there are currently 131 pay and display machines across the Borough both on and off street and there since April 22, there has been 1055 recorded errors. As reported in the PDS November 2022 the machines are old and prone to breaking down as well as being targeted for theft, it was therefore agreed to accelerate the removal of machines by April 23.

6.2 Officers are currently working with APCOA to organise the machine removal process, a schedule is currently being composed for the physical removal of the machines as well as a communication plan to ensure all motorists have a change to become more confident with the cashless system before the machines are removed.

6.3 Once the machines have been removed, the only payment method will be the cashless system, RingGo. Please see section 10 for further information about the system.

7.0 Other APCOA Initiatives

- 7.1 Although APCOAs main role is to enforce the Borough, they have also approached the Council with a number of other parking initiatives to provide a benefit to both the Council and motorists in the Borough.

Lockers

- 7.2 APCOA have worked with officers to install a number of Amazon and Inpost Lockers in some car parks across the Borough, with more locations currently being looked into for more lockers. The lockers provide a set guaranteed income for the Council as well providing a service to the public.

Car Washing

- 7.3 Officers have worked with APCOA to install three car washes within 3 car parks, officers will look at more potential locations in due course. Again, this an opportunity to provide a guaranteed income for the Council as well as providing a service to the motorist.

Clamping Untaxed Vehicles

- 7.4 In September 22, the Council started to work with APCOA and a sub-contractor, E.L.V Solutions Ltd to remove untaxed vehicles in Bromley. The DVLA has recently allowed for the Councils to apply sub-contractors to work with Local Authorities to help them in enforcing those who may be avoiding paying car tax.
- 7.5 E.L.V Solutions Ltd have a copy of the DVLA database sent to them weekly, from this they drive around the Borough once a week with an ANPR vehicle and will remove any vehicle that fits the criteria. Once removed the keeper has an opportunity to pay for their road tax, mark the vehicle as sorn or if they refuse, the vehicle can be sold at auction.
- 7.6 In the first 3 months of the operation, 29 vehicles were removed around the Borough with 12 going on to tax their vehicle, 14 were sold at auction as they were not claimed by the driver and 3 have marked their vehicle as SORN.
- 7.7 Whilst this is not directly linked to Parking Enforcement, officers are keen to help get untaxed vehicles off the road. In many cases those vehicles that are not taxed long term are the same vehicles that are not insured or do not have a valid MOT.

Installation of Tesla Electric Charging Bays

- 7.8 APCOA approached the Council with a proposal to install a number of Tesla electric charging parking bays in the Civic Offices car park, the process is still being finalised but once completed this will be another service that APCOA have helped to provide for the motorist of Bromley, it will help with the Council Electrical vehicle policy as well as provide a guaranteed income to the Council.

Misuse of Disabled Badges

- 7.9 When a CEOs sees a disabled badge whilst patrolling the Borough, they will check the badge against the Disabled Badge database to check that the badge has not been reported lost or stolen or that they owner is deceased. If the check comes back that the badge should not still be circulation, they will issue a PCN and inform the Council Officers of the PCN.
- 7.10 Once the Council are made aware of the case, they will review the evidence and with either send a warning letter to the badge holder or they will pass the details to the Greenwich fraud team to assist with the investigation, from there they will prepare a case to be heard at court.

7.11 The below table highlights the number of warning letters we have sent and how many cases were sent to court.

Year	Warning Letters	Cases heard at court	Guilty Prosecutions
18/19	66	75	75
19/20	43	55	53
20/21	30	52	49
21/22	23	35	35
22/23	9	46	46

7.12 Blue Badge misuse is a criminal offence which can lead to a £1,000 fine and confiscation of the badge.

8. Key Performance Indicators

8.0 The contract is heavily monitored by monthly Key Performance Indicators (KPIs), the below table demonstrate the percentage of defaults that have been applied per month against the contract price since the contract went live.

	April	May	June	July	August	September	October	November	December	January	February	March
2017/18	30%	23%	4%	12%	7%	5%	4%	6%	7%	3%	5%	34%
2018/19	3%	2%	2%	3%	5%	3%	5%	3%	3%	3%	7%	4%
2019/20	4%	20%	4%	2%	2%	2%	4%	2%	2%	3%	3%	3%
2020/21	3%	3%	3%	1%	1%	1%	2%	1%	1%	1%	1%	1%
2021/22	1%	1%	1%	1%	1%	1%	1%	2%	3%	7%	3%	6%
2022/23	2%	2%	2%	2%	1%	1%	1%	1%				

9. APCOAs Sustainability Report

9.1 APCOA have partnered with First Climate and have made a commitment across the Group to measure emissions, calculated in accordance with the Greenhouse Gas Protocol. APCOA will report their progress against their carbon reduction target to becoming a net zero company.

9.2 APCOAs sustainability report can be seen in Appendix one.

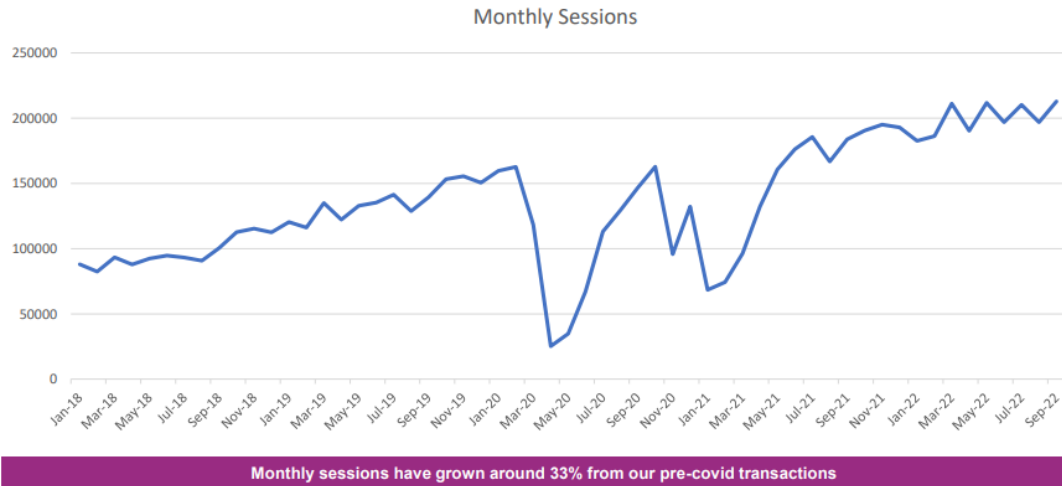
10. Cashless system – RingGo

10.1 The only cashless provider that Bromley has used is RingGo and this was first introduced in 2010.

10.2 RingGo has a presence in 27 countries, across 3,200 cities and process over 500 million parking sessions a year.

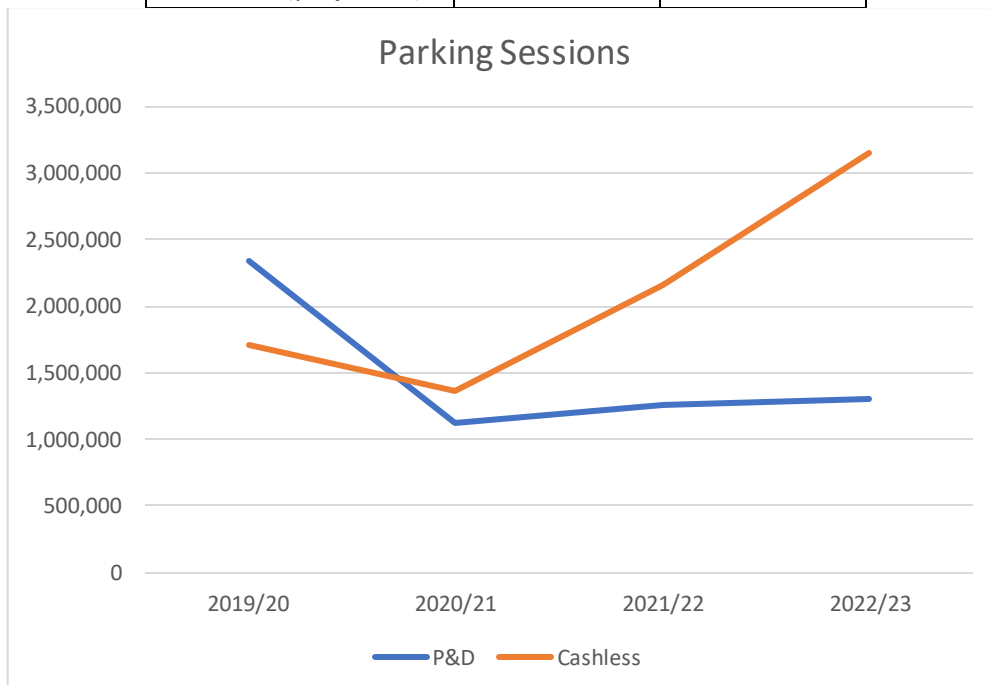
10.3 Since the system has been introduced in the Borough, there has been a gradual increase in usage, especially due to the pandemic. The below graph shows the gradual increase in parking sessions since 2018 for both on and off-street parking, with a 33% increase since pre covid.

RingGo Trend – 2018-2022 – Combined Parking



10.4 The below table compares the user sessions against pay and display and cashless sessions over the last 4 years, again this supports a gradual increase in the cashless session and a decrease in pay and display ticket sessions.

Parking Sessions		
Year	P&D	Cashless
2019/20	2,337,557	1,702,159
2020/21	1,126,339	1,365,729
2021/22	1,256,255	2,160,760
2022/23 (projected)	1,303,714	3,154,457



10.5 There are three different ways to pay for parking on the cashless system, the most popular option is via an app with 94% of all payment sessions in Bromley in 2022 being purchased that way, however 6% of sessions were purchased via the phone line or text messages.

- 10.6 A facility called Advance Pay will be activated in all car parks, this will allow motorists to purchase a parking session in advance on a home laptop or tablet device. This will provide another way for motorists to pay for parking, especially those motorists who may not be as confident in using the technology. This will not guarantee the motorist a parking space, however none of the car parks are operating to their full capacity.
- 10.7 RingGo inform officers of any reported problems via email and all are logged by officers. Example of the problems reported are , slow loading time or reports of the confirmation text messages not being received. In the 12 years of the using the system, there has never been a report of the whole system being down.
- 10.8 RingGo have recently confirmed that they are investing in a new server which will provide even more support and more reliability.
- 10.9 If there was ever a report of the whole system being unavailable, then enforcement would have to stop until the problem was resolved, however as mentioned above this has never happened to Bromley before and with the new improved server being installed, this is very unlikely.
- 10.10 Officers have access to a full range of reports that allow them to check on individual accounts for attempted and successful parking sessions, as well as usage stats , broken down into each location and tariff set.

11. Removal of Machines

- 11.1 As agreed in report ES20177 presented at the Environment and Community Services Policy Committee on the 22nd November 22, all pay and display machines will be removed by April 23.
- 11.2 Before the machines are removed, advance warning signs will be installed in all car parks confirming how to download and use the parking app or how to make payment via the phone, giving all motorist time to adapt to the cashless system before it is their only option for payment.
- 11.3 Officers have started to work on a publicity campaign, posters are being designed to be displayed in JCDecaux boards around the Borough as well as leaflets to be handed out at libraires and doctors surgeries.
- 11.4 The Councils website will be updated with more information on the RingGo system as well as a Frequently Asked Questions (FAQ) to why the machines are being removed and how motorist can pay to park on the system.
- 11.5 The Council tax leaflet that will be sent to every resident of the Borough will also advertise the coming changes.
- 11.6 Officers are aware that some car parks currently have a lower cashless uptake and therefore may need more assistance in helping the drivers adapt to the RingGo system, this can be organised by staff walking the car parks to help as well as extra information signs.
- 11.7 The full communication plan for the removal of the machines can be found in Appendix 2.

11. IMPACT ON VULNERABLE ADULTS AND CHILDREN

11.1 Minimal impact, however the APCOA are responsible for enforcement around all schools within the Borough as well as the School Crossing Patrol Officers, which is aimed to protect children as they go to and from school. The contract also includes the use of enforcement agents who will take into consideration vulnerable adults and children when they are enforcing.

12. FINANCIAL IMPLICATIONS

12.1 The parking contract with APCOA Parking is for a fixed term of 10 years with a value of £1.9m pa. This contract is managed through the Shared Parking Service between LB Bromley and LB Bexley. Although both authorities entered into a contract with APCOA, the contracts are separate and distinct from each other. Neither authority is dependent on the other for the continuation of the contract, however a discount was provided for the award of both contracts. Executive approved the award to APCOA on the 30th November 2016 and the Contract commenced on the 3rd April 2017.

12.2 All pay and display machines will be removed from April 2023 and the only payment method will be the cashless system Ringo. The removal of old machines will generate savings in maintenance costs and for the replacement of broken down or stolen machines

13. LEGAL IMPLICATIONS

The Council as an Enforcement Authority have the legal power under the Traffic Management Act 2004 to operate Civil Parking Enforcement and to enter into a services contract with the provider for the provision of the services as identified in this report and the contract.

14. PROCUREMENT IMPLICATIONS

The Contract Procedure Rules note in 23.2 - For all Contracts with a value higher than £500,000, or which are High Risk, an annual report must be submitted to the Portfolio Holder, the responsible Officers having submitted for consideration a formal Gateway Review, covering, as appropriate, the matters identified in the Council's standard Gateway Review Template for 10 considerations as part of Contract Monitoring/Management requirements

15. CARBON REDUCTION/SOCIAL VALUE IMPLICATIONS

15.1 APCOAs sustainability report for 2021-2022 can be found on appendix one.

Non-Applicable Headings:	CUSTOMER IMPACT PERSONNEL IMPLICATIONS PROPERTY IMPLICATIONS TRANSFORMATION/POLICY IMPLICATIONS WARD MEMBERS VIEWS
Background Documents: (Access via Contact Officer)	Agenda item - PARKING SERVICES - REVIEW OF PARKING FEES AND CHARGING PROCESSES (bromley.gov.uk)