

NORTH YORKSHIRE COUNTY COUNCIL PARKING STRATEGY

OCTOBER 2011

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1.0 INTRODUCTION

1.1 In North Yorkshire the County Council is responsible for on-street car parking on the local highway network and the District Councils and National Parks are responsible for most public off-street car parks.

1.2 Research has shown how important it is that on and off street parking are considered together. The fact that different councils are responsible for them is of no interest to customers.¹ The County Council is therefore committed to joint working with partners recognising there is a need to strive for consistency for the public.

1.3 This document sets out the strategy for the aspects of parking which fall under the direct control of North Yorkshire County Council. It seeks to align with the District Council, National Park and North Yorkshire Police parking objectives.

1.4 The parking strategy should be read in the context of the North Yorkshire Local Transport Plan (LTP3) 2011-16, which sets out the wider transport strategy for the county. Successfully managing on-street parking provision has a major impact on the transport network. The benefits include:

- Reducing congestion
- Improving localised air quality
- Improving road safety
- Maintaining access to and encouraging use of public transport
- Balancing on and off street parking supply and demand
- Helping businesses with collections and deliveries
- Enabling residents to park near to their properties

1.5 Adopting Civil Parking Enforcement (CPE) means that the powers to enforce most on-street parking offences are transferred from the police to the local highway authority. CPE enables the local highway authority to influence driver behaviour by issuing Penalty Charge Notices (PCNs) to improve compliance. In North Yorkshire CPE has been operational in Harrogate Borough since 2002 and in Scarborough Borough since 2007. There is a commitment in the LTP3 to introduce CPE in the remainder of the county working in partnership with the District Councils and police.

2.0 PURPOSE

2.1 The purpose of this parking strategy is to outline the approach that will contribute towards achievement of the LTP3 objectives set out below:

- supporting flourishing local economies by delivering reliable and efficient transport networks and services **(local economies)**

¹ Renaissance Market Towns Programme, Car Park Research, 2007

- reducing the impact of transport on the natural and built environment and tackling climate change (**environment and climate change**)
- improving transport safety and security and promoting healthier travel (**safety / healthier travel**)
- promoting greater equality of opportunity for all by improving people's access to all necessary services (**access to services**)
- ensuring transport helps improve quality of life for all (**quality of life**)

2.2 These objectives take into account both the national and local policy context, the outcome of the public engagement and the legal duties as local highway authority.

2.3 LTP3 is intended to contribute to the vision and objectives contained within the North Yorkshire Sustainable Community Strategy and the Council Plan.

3.0 LEGISLATION AND GUIDANCE

Traffic Management Act 2004

3.1 The Traffic Management Act 2004 imposes an explicit duty on local highway authorities to manage their network so as to reduce congestion and disruption. The Act provides the legal framework for local highway authorities to apply for and then operate CPE powers.

Network Management Duty

3.2 The Traffic Management Act 2004 imposes the Network Management Duty that requires local transport authorities to do all that is reasonably practicable to ensure traffic keeps moving. This applies to all roads in the county, but is particularly important in congested areas. Inappropriate and illegal parking can contribute to congestion and therefore effectively managing parking will help to fulfil the Duty.

Road Traffic Regulation Act 1984

3.3 Section 55 (as amended) of the Road Traffic Regulation Act provides details of the permitted uses for any surplus funding from CPE. This Act limits authorities to spending surplus revenue, once the costs of parking enforcement have been met, on parking, transport or environmental improvements within the Civil Enforcement Area.

Statutory Guidance to Local Authorities on the Civil Enforcement of Parking Contraventions (February 2008)

3.4 The statutory guidance sets out the policy framework for CPE and explains how to approach, carry out and review parking enforcement. It should be used in conjunction with the Civil Enforcement of Parking Contraventions (England) General Regulations 2007.

Operational Guidance to Local Authorities: Parking Policy and Enforcement

3.5 This operational guidance provides good practice guidance on setting local parking policy, implementing CPE and enforcing parking restrictions. It must be considered in conjunction with the statutory guidance to local authorities.

4.0 POLICY CONTEXT

4.1 The policy context for this parking strategy at the national, sub-regional and local level is set out in Figure 1 below.

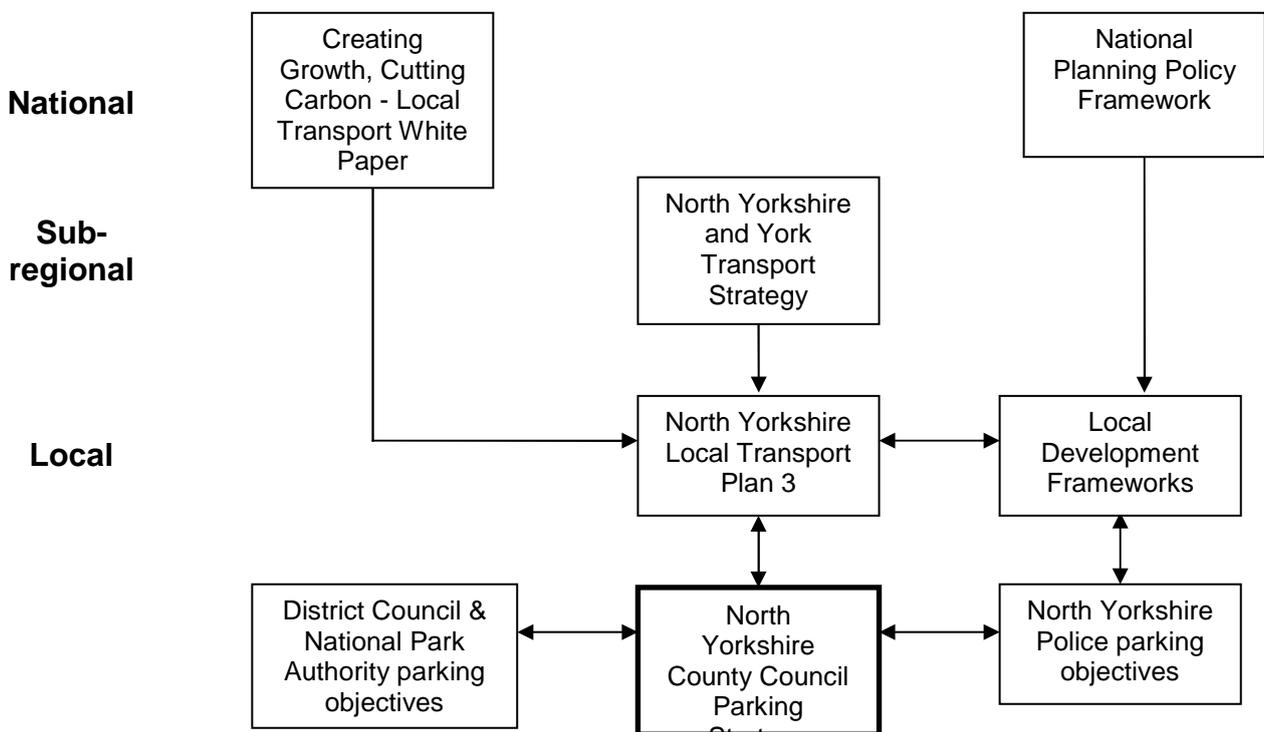


Figure 1 – Policy Context

Creating Growth, Cutting Carbon - Local Transport White Paper

4.2 The Local Transport White Paper states that local authorities will wish to consider how their parking strategy should best fit with their overall transport strategy to meet the needs of the local area. The White Paper identifies the need for a parking strategy to consider parking provision in new residential developments, providing electric vehicle charging infrastructure in new developments and setting aside residential car parking spaces solely for car club vehicles.

National Planning Policy Framework

- 4.3 The Government is currently consulting on the draft National Planning Policy Framework. In January 2011 the Government abolished the national maximum parking standards for new residential development that featured in 'Planning Policy Guidance 13: Transport'. Local authorities are still required to set residential parking standards for their areas, but it is for them to determine what that standard should be. Maximum parking standards are retained for non-residential development. The policy to set parking charges to encourage the use of alternative modes of transport was also deleted from the guidance. The Government believes it is for local authorities to decide what their parking charges should be.

North Yorkshire and York Transport Strategy

- 4.4 The strategy identifies transport as an enabler for economic growth and recognises that it is integral to the delivery of wider sub-regional priorities. The strategy provides the link between the North Yorkshire and York Local Transport Plans.

North Yorkshire Local Transport Plan 3

- 4.5 The County Council has adopted a commitment for LTP3 to manage, maintain and improve transport networks and services as a hierarchy of intervention. The effective management of parking is an integral part of this commitment and the approach outlined within this strategy will contribute towards achievement of the LTP3 objectives set out in paragraph 2.

Local Development Frameworks

- 4.6 Once published the National Planning Policy Framework will provide the policy within which local authorities must prepare their Local Development Frameworks (LDFs). There is a need for the County Council to work with the local planning authorities to ensure consideration is given to parking provision and standards as part of the local development process.

District Council, National Park Authority and North Yorkshire Police Parking Objectives

- 4.7 The District Councils and National Park Authorities have parking objectives for off-street parking management and these are set out in Table 1 below. There are areas of both commonality and difference reflecting the particular issues within each area. This document seeks to align itself with the existing off-street parking objectives.

Table 1 - District Council and National Park Authority off-street parking objectives

Parking Objectives	Richmondshire	Hambleton	Scarborough	Ryedale	Craven	Harrogate	Selby	Yorkshire Dales National Park	North York Moors National Park
To encourage the use of more environmentally sustainable modes of transport.	x		x	x	x	x		x	x
To recognise the importance of rural deprivation and isolation and the impact that car parking can have on reducing these			x		x				
To maintain and improve traffic flow and help reduce congestion.		x	x	x	x	x			
To help to support and sustain economic growth	x	x	x	x	x	x	x	x	x
To support the needs of disabled people and help to support their access to services	x	x	x	x	x	x	x	x	x
To discourage illegal and inappropriate car parking			x	x	x	x		x	x
To improve efficient use of car parking within the district through layout, signage and pricing structures		x	x	x		x	x		
The provision of additional capacity where required		x	x	x					
The consideration of needs of other transport users				x		x	x	x	x
The provision of appropriate training and procedures to enable staff to complete their duties as required.			x	x		x			
To ensure that the parking operation is financially sustainable			x	x		x			
The effective management of changes in car parking demand as a result of seasonal changes.			x	x				x	x
To encourage tourism and support leisure opportunities			x	x				x	x
To effectively manage parking in a way that reduces the impact of landscape and townscape.								x	x
To provide no additional car parking capacity unless there is a proven benefit.								x	

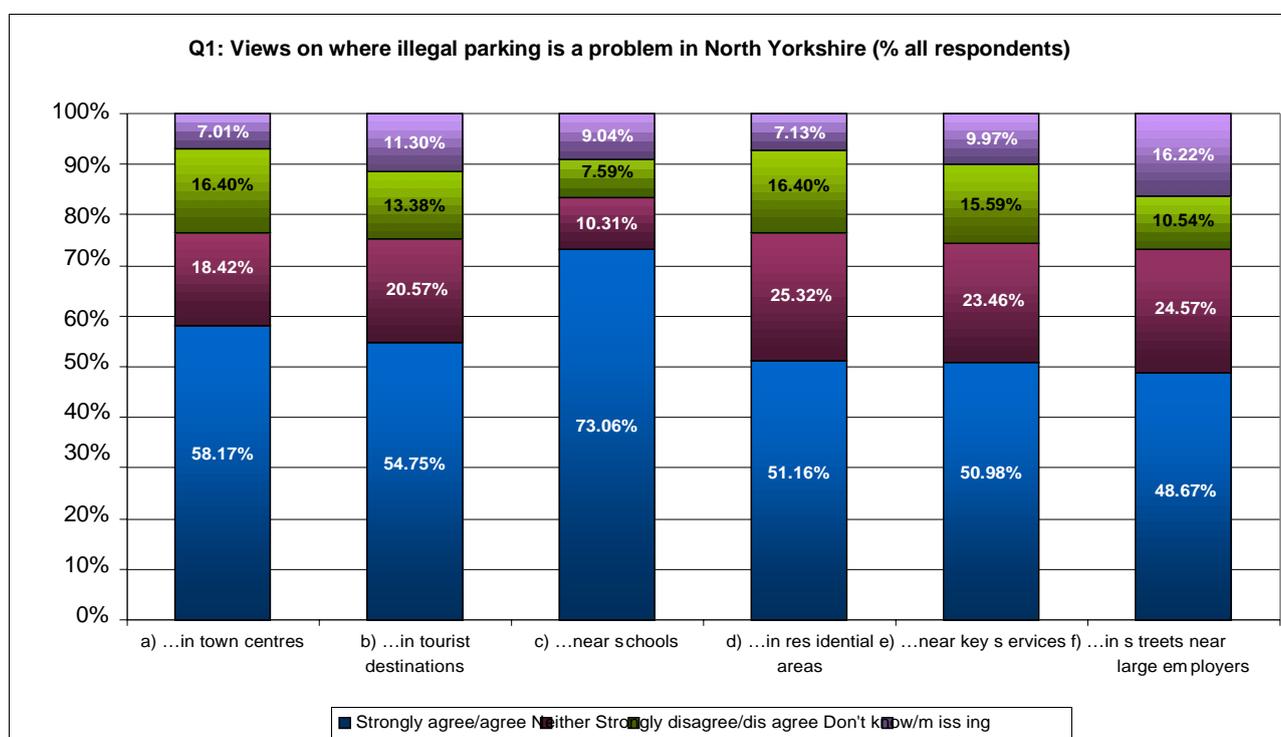
4.8 The North Yorkshire Police Safer Roads Strategy (2007-12) includes a commitment to making roads safer through partnership working. The Policing Plan (2010-13) states that North Yorkshire Police will work to both the York and North Yorkshire Local Transport Plans to assist in the delivery of transport improvements with partner agencies.

5.0 WHAT YOU TOLD US

5.1 A twelve week consultation was undertaken between June and September 2011 seeking views from the public and stakeholders on a number of parking issues. A summary of the responses is outlined below and a full analysis is presented in the consultation report². In total 1,726 completed questionnaires were returned as shown in the table below.

Completed questionnaires	
Online	275
Paper	129
Citizens Panel	1,322
Total	1,726

5.2 Question one asked respondents whether they agreed or disagreed that illegal parking is a problem in a number of locations detailed in the chart below.



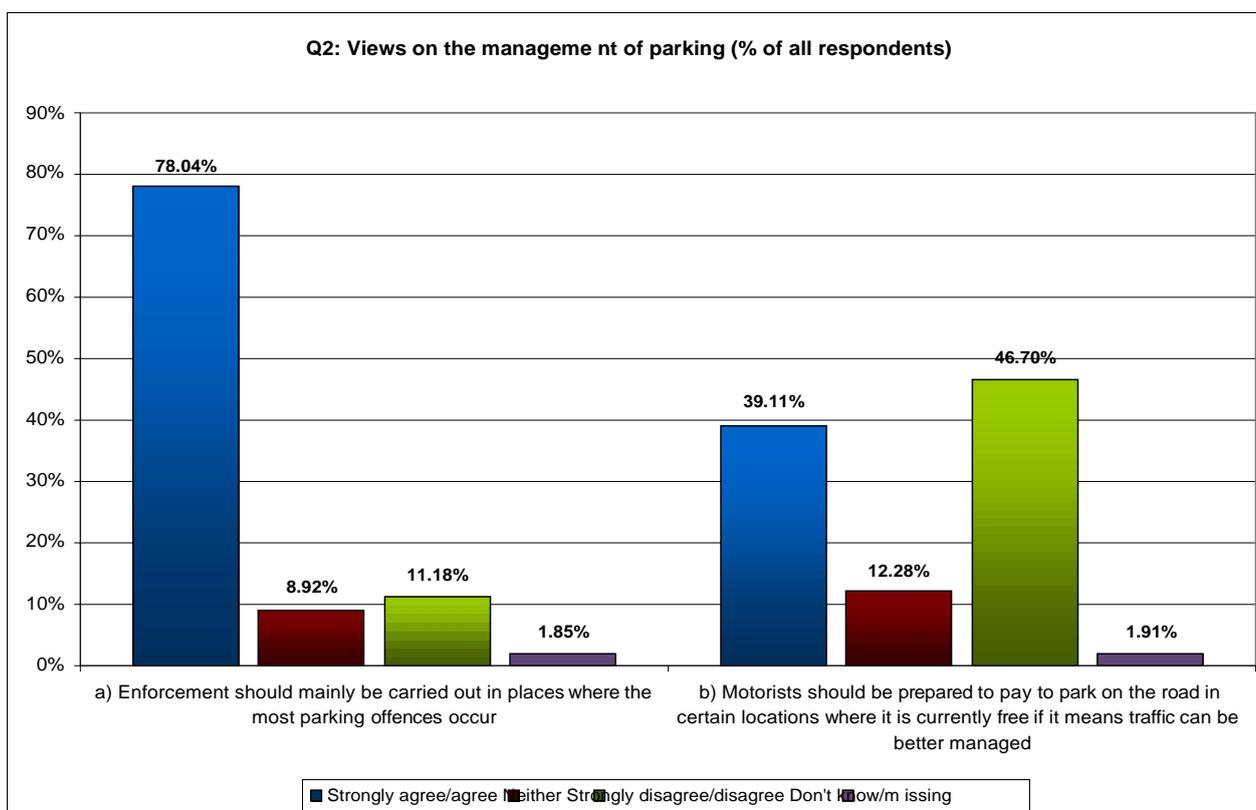
5.3 Illegal parking is felt to be a significant issue in all of the locations listed. The percentage of respondents who strongly agree/agree that illegal parking is a problem near schools is particularly high at 73 per cent.

5.4 Respondents were also asked if there are any other areas where they believe illegal parking is a problem. The most common responses are presented in the table below. However, it should be noted that not all of these issues can be enforced under CPE. Further details are provided in section 8.

² Countywide Civil Parking Enforcement consultation report, September 2011

Other types of area identified	Number
outside shops, pubs and schools	69
parking on pavements	47
non-resident/tourist parking	37
in disabled spaces	35
close to road junctions	33
parking restrictions/double yellow lines	30
inconsiderate parking	26
commercial vehicles/loading areas	17
on grass verges	10
in bus stops	8

5.5 Question two asked respondents whether they agreed or disagreed with two statements relating to the management of parking detailed in the chart below.



5.6 Nearly 80 per cent of respondents strongly agree/agree that enforcement should mainly be carried out in places where the most parking offences occur.

5.7 There was a mixed response to the statement that motorists should be prepared to pay to park on the road in certain locations where it is currently free if it means traffic can be better managed. Approximately 39 per cent of respondents strongly agree/agree with the statement, approximately 47 per cent disagree/strongly disagree and approximately 12 per cent neither agree nor disagree.

5.8 Question three asked respondents if there are any 'hotspots' with specific illegal parking issues that they would like to make us aware of and a total of 440 comments were received. The table below sets out the most frequent responses for each district.

District	Most frequent responses
Craven	Skipton & Grassington
Hambleton	Northallerton & Thirsk
Harrogate	Harrogate & Knaresborough
Richmondshire	Richmond & Leyburn
Ryedale	Pickering & Malton
Scarborough	Scarborough, Whitby & Filey
Selby	Selby

5.9 The most frequent responses generally refer to the larger and busier settlements. This is consistent with the response to question 2 which demonstrates that people believe enforcement should mainly be carried out in places where the most parking offences occur.

5.10 The responses provided by the public and stakeholders during the consultation are reflected in this strategy and will be used to inform the countywide CPE operation.

6.0 CURRENT SITUATION

Existing provision

6.1 The towns of Scarborough and Harrogate have the highest level of designated on-street parking provision reflecting their position as the largest settlements in the county. Indeed the majority of the county's designated on-street parking provision is within these locations and other towns that provide the key services for local residents. The other settlements within the county that have designated on-street parking provision are often popular tourist and visitor locations.

6.2 There is limited opportunity to provide additional on-street parking in either towns or settlements popular with tourists due to the availability of land, constraints on the network and the associated cost. The focus of LTP3 is making the most of existing infrastructure and only adding to the network when absolutely necessary.

Future demand

6.3 Demand for car parking is closely linked to the number of journeys being undertaken by transport users. Nationally car journeys (as driver and passenger) account for 63 per cent of all journeys made³. These journeys must begin and end at a parked location, whether this is a residential property, place of work, leisure facility, shopping destination or other location.

6.4 Based on 2009 figures 74 per cent of all households in the Yorkshire and Humber region have access to at least one private car and 30 per cent of all households own two or more cars⁴. Car ownership levels per household are forecast to increase in the future, with the majority of North Yorkshire expecting an increase in car ownership of over 20 per cent by 2026⁵.

³ DfT National Travel Survey 2009

⁴ Table NTS9902 DfT National Travel Survey 2009

⁵ 2009 TEMPRO, DfT

- 6.5** In addition the number of households within the county is forecast to grow by up to 44,000 by 2026. A conservative estimate of 6 trips per day for each of these households results in approximately 265,000 new trips per day.
- 6.6** The new residential developments will be expected to have a strong emphasis on sustainable travel options and reducing the need to travel through the provision of key services close to developments. However, projections based on current car usage and the rural nature of North Yorkshire show that many of these new trips will still be by car.
- 6.7** There are two factors that could counterbalance the likely increase in demand for car parking. Firstly, it is unclear the impact rising fuel prices will have on the longer term level of car usage. A study carried out by moneysupermarket.com in January 2011 asked more than 3,000 UK site users whether fuel prices were forcing changes to their driving habits. Results revealed that two thirds of people have been forced to change driving behaviour and a further 5 per cent of motorists had stopped driving altogether as a result of rising fuel prices. As prices continue to rise, people may decide to reduce the number of trips that they take, distances that they travel and potentially change the mode of transport that they use.
- 6.8** Secondly, the impact of the economic downturn on parking demand is unclear and it is difficult to predict future trends. Spending levels have decreased and this may impact upon the level of demand in some areas as people choose not to make as many non-essential trips. However, it is clear that the effective management of parking can enhance the economic vitality of town centres.

7.0 KEY PRINCIPLES

Relationship between on and off street parking

- 7.1** As previously stated the County Council has no direct control over the provision of off-street parking. Nevertheless there is a commitment to joint working with district councils and other partners to ensure that on and off street parking provision complement each other.
- 7.2** Effective on-street parking management measures help to balance on and off street parking supply and demand. The inter-relationship should encourage drivers to park in designated on-street spaces for short visits and deter those wanting to park on-street for longer periods. This creates more available designated on-street spaces and helps to ensure that the provision is used by the intended categories of user namely short stay visitors, shoppers and disabled drivers.

Influence of car parking on mode of transport

- 7.3** It is widely accepted that there is a relationship between the level of car parking provision and the number of journeys made by car. The key to this relationship is the management of car parking provision at the trip destination. Reduced car parking space at the trip origin, generally the home, has little effect on the chosen mode of transport.

7.4 A study by the Transport Research Laboratory⁶ identified a common misconception that providing as many parking spaces as possible is the best way to manage parking so as to maximise access. Rather, the key is to ensure that the parking stock is used efficiently so that the availability of spaces matches demand wherever possible. The effective management of parking provision is therefore as important as the absolute number of parking spaces provided.

7.5 There is a potential conflict between using parking as a means of facilitating car use, and as a means of selectively controlling car accessibility (and thereby car use).⁷ In North Yorkshire a balanced approach is required to meet the needs of different communities. The rural nature of the county means many people rely on the car to access key services and sufficient parking provision at certain locations is therefore required. However, where viable alternatives to the car exist, on-street parking provision will be managed to encourage use of these alternatives, for example where there is a Park & Ride service.

Management of on-street parking provision

7.6 As stated earlier the Government believes it is for the local authority to decide what its parking charges should be to reflect local needs⁸.

7.7 Many people fear that making changes to the way that parking is managed, including new parking charges, will adversely affect an area's economy. However, the limited evidence which does exist suggests it is the broader retail, commercial, leisure or tourism offer which is the primary factor affecting a town's competitiveness, not the provision of parking. There is no evidence that visitors use alternative destinations more.⁹

7.8 The Road Traffic Regulation Act 1984 states that within a Civil Enforcement Area income from parking charges must help to fund the enforcement of parking and other transport improvements.

7.9 Over the lifespan of LTP3 (2011-16) the County Council will therefore:

- annually review the level of on street parking charges currently applied in Harrogate and Scarborough Boroughs;
- review the fees for on-street parking permits, for example residents' and business permits;
- consider other potential income for on-street parking services, for example sponsorship; and
- review the need and potential for further on-street parking management measures

⁶ Parking Measures and Policies Research Review, Transport Research Laboratory, May 2010

⁷ DfT, Parking Research Review, May 2010.

⁸ Planning Policy on Residential Parking Standards, Parking Charges and Electric Vehicle Charging Infrastructure, Letter from the Chief Planning Officer, 14 January 2011.

⁹ Renaissance Market Towns Programme, Car Park Research, 2007.

8.0 COUNTYWIDE CIVIL PARKING ENFORCEMENT (CPE)

Why it is being proposed

- 8.1** CPE has been operational in Harrogate Borough since 2002 and in Scarborough Borough since 2007. There is a commitment in LTP3 to introduce CPE in the remaining five districts within North Yorkshire, namely Craven, Hambleton, Richmondshire, Ryedale and Selby.
- 8.2** Due to other statutory obligations and pressures it will become increasingly difficult for North Yorkshire Police to commit sufficient resources to enforce on-street parking restrictions throughout the county. The County Council, as highway authority, has a legal obligation to keep the highways free moving, safe and available to all users.
- 8.3** One of the powers available to the County Council to fulfil this legal duty is the use of parking, waiting and loading restrictions. Given the increasing pressures on North Yorkshire Police, the County Council needs to find an alternative method of enforcing these restrictions. The introduction of CPE throughout the county is the only way in which a body other than the police can assume these duties.
- 8.4** Introducing countywide CPE means that the powers to enforce existing criminal parking offences would be transferred from the police to the County Council who would be able to issue PCNs for contraventions of on-street parking and waiting restrictions. The purpose of CPE is to increase compliance with parking restrictions and, therefore, reduce illegal, dangerous and inconsiderate parking and the negative impact this has on the highway. It is not possible to issue PCNs where there are no parking restrictions.
- 8.5** The Traffic Management Act 2004 specifies higher and lower level on-street contraventions. Generally parking where waiting, loading or stopping are prohibited constitutes a higher level on-street contravention. Failing to comply with the requirements in designated parking areas generally constitutes a lower level on-street contravention. Table 2 below details all on-street contraventions.

Table 2 - Contraventions for which the higher and the lower level penalty charges should be made	
Code	Description
Higher level on-street contraventions	
01	Parked in a restricted street during prescribed hours
02	Parked or loading/unloading in a restricted street where waiting and loading/unloading restrictions are in force
12	Parked in a residents' or shared use parking place without clearly displaying either a permit or voucher or pay and display ticket issued for that place
14	Parked in an electric vehicles' charging place during restricted hours without charging
16	Parked in a permit space without displaying a valid permit
18	Using a vehicle in a parking place in connection with the sale or offering or exposing for sale of goods when prohibited
20	Parked in a loading gap marked by a yellow line
21	Parked in a suspended bay/space or part of bay/space
23	Parked in a parking place or area not designated for that class of vehicle
25	Parked in a loading place during restricted hours without loading
26	Vehicle parked more than 50 centimetres from the edge of the carriageway and not within a designated parking place
27	Parked adjacent to a dropped footway
40	Parked in a designated disabled person's parking place without clearly displaying a valid disabled person's badge
41	Parked in a parking place designated for diplomatic vehicles
42	Parked in a parking place designated for police vehicles
45	Parked on a taxi rank
46	Stopped where prohibited (on a red route or clearway)
47	Stopped on a restricted bus stop or stand
48	Stopped in a restricted area outside a school
49	Parked wholly or partly on a cycle track
55	A commercial vehicle parked in a restricted street in contravention of the overnight waiting ban
56	Parked in contravention of a commercial vehicle waiting restriction
57	Parked in contravention of a coach ban
61	A heavy commercial vehicle wholly or partly parked on a footway, verge or land between two carriageways
62	Parked with one or more wheels on any part of an urban road other than a carriageway (footway parking)
99	Stopped on a pedestrian crossing and/or crossing area marked by zig-zags
Lower level on-street contraventions	
04	Parked in a meter bay when penalty time is indicated
05	Parked after the expiry of paid for time
06	Parked without clearly displaying a valid pay-and-display ticket or voucher
07	Parked with payment made to extend the stay beyond initial time
08	Parked at an out-of-order meter during controlled hours
09	Parked displaying multiple pay-and-display tickets where prohibited
10	Parked without clearly displaying two (or other number) valid pay-and-display tickets when required
11	Parked without payment of the parking charge
19	Parked in a residents' or shared use parking place or zone displaying an invalid permit, an invalid voucher or an invalid pay-and-display ticket
22	Re-parked in the same parking place within one hour (or other specified time) of leaving
24	Not parked correctly within the markings of the bay or space
30	Parked for longer than permitted
35	Parked in a disc parking place without clearly displaying a valid disc
36	Parked in a disc parking place for longer than permitted
63	Parked with engine running where prohibited

8.6 Under CPE the police retain sole responsibility for the parking offences listed below:

- dangerous parking
- obstruction

- failure to comply with police 'no parking' signs placed in emergencies
- any vehicle where security or other traffic policing issues are involved

8.7 Under CPE action can be taken if Heavy Goods Vehicles park on pavements. For other motorised vehicles the local highway authority needs to make a Traffic Regulation Order (TRO) and sign the restriction in order to enforce it. The County Council will seek to address any issues at a local level in line with the legislation. However, it should be noted that there will be many instances where it is not possible to enforce pavement parking because the nature of the problem does not justify the introduction of a TRO.

8.8 The trunk road network is the responsibility of the Highways Agency. There is no intention to include trunk roads within the North Yorkshire Civil Enforcement Area and the responsibility for enforcement on these roads will remain with the police.

Enforcement

8.9 The County Council will be able to tailor on-street enforcement to meet local needs. However, enforcement activity will have to be prioritised as it is not possible to enforce everywhere, all of the time.

8.10 The highest levels of enforcement are generally needed where: congestion is greatest; competing demands for spaces are highest; maximum waiting times are shortest; and places reserved for specific activities or groups, such as loading and the disabled, are prone to abuse. The consultation demonstrates that people believe enforcement should mainly be carried out in places where the most parking offences occur. Ongoing engagement with the public and stakeholders and other sources of information in relation to illegal parking issues will help to identify enforcement priorities.

8.11 In general, enforcement activity under CPE throughout North Yorkshire will comply with the following principles:

- fairness in applying the legislation and securing compliance
- targeting of enforcement action where necessary
- consistency of approach
- transparency about what enforcement action is taken and why

Financial requirements

8.12 Statutory Guidance states “enforcement authorities should not view CPE in isolation or as a way of raising revenue”¹⁰. There is, however, a cost involved in carrying out the enforcement operation. This will not be funded from the County Council’s existing budget and is expected to be self-funding, with income generated paying for the service as is currently the case in Harrogate and Scarborough Boroughs.

8.13 The Department for Transport (DfT) does not encourage a CPE business case based solely on income from the issue of PCNs. This is

¹⁰ Statutory Guidance to Local Authorities on the Civil Enforcement of Parking Contraventions, February 2008

because the primary purpose of PCNs is to deter illegal parking and not to generate revenue. Furthermore, CPE should increase compliance with parking regulations so it is reasonable to expect that over time the number of PCNs issued will decrease, as demonstrated in both Harrogate and Scarborough Boroughs since CPE became operational.

8.14 It is therefore anticipated that the level of on-street enforcement in the CPE operation throughout the county will continue to be balanced against income from on-street parking charges and PCNs.

8.15 The Government requires any surplus funding from CPE, once the operational cost has been met, to be spent on parking, transport or environmental improvements within the Civil Enforcement Area.

9.0 CONTRIBUTION TO LOCAL TRANSPORT PLAN 3 OBJECTIVES

9.1 As outlined in section 2 of the strategy effectively managing parking will contribute towards achievement of the LTP3 objectives.

Local Economies

9.2 Ensuring that disruption to traffic flow is minimised through effective management of parking helps to ease congestion and reduce journey times.

9.3 Much of the economy of North Yorkshire is focussed in small to medium sized market towns. These towns act as local centres providing key services and employment to the resident population and the rural hinterland. Managing parking and maintaining good access to these local centres is an essential part of supporting the economy. Ensuring a regular turn over of short stay on-street parking encourages shoppers to visit towns. There can be particular issues with illegal parking on market days in towns, which civil enforcement can help to address.

9.4 The tourism sector is also an important element of the North Yorkshire economy. A study of congestion issues¹¹ has identified that isolated incidents of rural congestion can occur, predominantly as a result of inappropriate parking, in popular tourist destinations. This can impact on property access, business and public transport services. Special events, such as concerts and shows, attract high visitor numbers and can significantly increase parking demand which needs to be managed.

Environment and Climate Change

9.5 There is a high level of demand for parking in many tourist and visitor destinations. In rural areas inappropriate parking can have a detrimental impact on the natural environment, most notably verges, fields and moorlands. This can significantly affect the character and aesthetics of a location and has a detrimental impact on the very attributes that attract visitors to these destinations.

¹¹ North York Moors & Yorkshire Dales Congestion Studies, carried out by North Yorkshire County Council, 2008.

- 9.6** These issues are particularly prevalent in the protected landscapes, where visitor numbers are often high due to the unique natural, cultural and historical characteristics. In most of these locations it is not appropriate or feasible to expand parking provision. Effectively managing parking pressures, whilst not discouraging people from visiting popular tourist locations, is therefore critical. There is also a need to take enforcement action against illegally parked vehicles.
- 9.7** The provision of parking for more sustainable modes of transport can help to promote lower carbon transport alternatives. Localised interventions, such as safe and secure cycle parking, provide transport users with the opportunity to make more sustainable travel choices. Additionally suitable parking provision at key interchanges, such as park and ride sites, encourages the use of sustainable transport modes.
- 9.8** The provision of charging infrastructure can encourage take up of electric vehicles, which reduce carbon emissions and improve localised air quality. The County Council will encourage the installation of charging infrastructure through new developments and in other off-street locations. Given that on-street parking provision is primarily intended for short visits and charging an electric vehicle can be time consuming, the provision of charging infrastructure on the public highway will not be supported.
- 9.9** The effective management of parking can reduce the amount of standing traffic and congestion and improve localised air quality. Consideration will be given to parking management measures through the Air Quality Action Plan process involving the County and District Councils.

Safety / Healthier Travel

- 9.10** Illegal parking can present a safety hazard to other road users, for example by reducing the visibility for drivers at junctions and by blocking footways forcing people to walk on the road. These issues can be exacerbated at locations of conflict, such as outside schools, where there is a high volume of parked cars, pedestrian flows and through traffic. Illegal parking can also impact on people's perception of safety, which is a strong factor in their choice of how to travel.
- 9.11** There is a need to ensure that an appropriate level of street lighting is provided where there is designated parking on the public highway to reduce crime and the fear of crime. This needs to be balanced against the drive to reduce expenditure and make carbon savings on the street light operation. The County Council will work through local Community Safety Partnerships to address any issues, such as vehicle crime, relating to parking on the public highway.
- 9.12** Encouraging active forms of travel such as cycling can have health benefits and reduce levels of obesity. The provision of safe and secure cycle parking in appropriate locations, such as town centres and employment sites, makes cycling a more attractive and viable alternative to the car for shorter journeys under two miles.

Accessibility

- 9.13** The DfT define key services as employment, GP surgeries, hospitals, primary schools, secondary schools and food shops. There is a need for suitable parking provision close to these locations to reflect local need and circumstance.
- 9.14** Illegal parking on bus routes and in bus stops can impact on bus punctuality and journey times and therefore passenger confidence in the public transport network. Incidents of illegal parking on footways and cycleways can impact on pedestrians, particularly those with disabilities and parents using pushchairs, and cyclists.
- 9.15** For many people with a physical disability the private car can be the only usable means of transport. The enforcement of disabled parking provision will help to ensure that it is kept available for use by registered Blue Badge holders only.
- 9.16** The provision of suitable parking for transport modes other than the car improves accessibility to key services for those who do not own a car and those who have given up driving.

Quality of Life

- 9.17** Effectively managing parking will contribute towards the achievement of the four main LTP3 objectives and subsequently improve the quality of life for all transport users in North Yorkshire. In addition ensuring that parking issues do not impact on peoples' day to day lives, preventing them from doing what they wish to do, will help to improve quality of life.

10.0 SPECIFIC POLICIES

- 10.1** This section outlines the specific policies that the County Council will work to. The implementation of these policies will have both transport and wider benefits.

Residents' parking

- 10.2** Issues occur where a significant proportion of residents and their visitors have difficulty in finding parking on the public highway close to their property and a reasonable alternative is not available. In areas of high demand and limited parking capacity vehicles can be displaced to nearby residential areas. This can prevent residents from being able to park near to their home and can also make access difficult. Examples of locations that can result in displacement to residential areas include:

- Town centres
- Retail / leisure / tourist locations
- Large employers
- Railway stations

- 10.3** Residents' parking schemes can be an option, where on-street parking is permitted, to assist people living in areas where such issues occur.

There is a separate operational policy which sets out how a request for a residents' parking scheme will be dealt with.

- 10.4** Residents' parking schemes have a number of advantages and some disadvantages. The benefits can be improved access to properties for residents, reduced localised congestion in residential areas and reduced traffic conflict leading to improved accessibility. However, the disadvantages are that a scheme in one area might create or worsen parking problems in adjacent areas, there can be insufficient space for all residents' vehicles and parking for their visitors is restricted. There is also a charge for a residents' parking permit.
- 10.5** Civil Parking Enforcement allows PCNs to be issued for the non display of a valid permit within the operational restrictions applied to a residents' parking zone.

Disabled parking

- 10.6** Local transport authorities have a specific duty to "have regard to the needs of disabled people"¹² and it is important that access for all is maintained irrespective of physical mobility. The private car is often the only useable mode of transport for disabled people.
- 10.7** In North Yorkshire Blue Badge holders are entitled to park for free and for as long as they need to in the following locations:
- On-street pay and display zones
 - On-street parking areas where parking is free but time restricted
 - On-street disabled parking bays
 - Residents' parking zones
- 10.8** Wherever on street parking is controlled near to key services, disabled bays should be provided for the use of Blue Badge holders. The DfT provides guidelines on the location of such bays¹³ and in summary they should be provided within 50 metres of the likely destinations. There are no recommendations for the number of on-street disabled parking bays that should be provided and this will be determined on a local needs based analysis.
- 10.9** Disabled parking bays can be introduced to provide on street parking for blue badge holders in residential areas. Such bays will normally only be considered when an individual does not have access to off street parking such as a drive or garage. It should be noted that disabled parking bays are not person specific and can be used by any Blue Badge holder. The Traffic Signs Regulations and General Directions only permit the use of disabled parking bay road markings with a Traffic Regulation Order (TRO). This enables the disabled parking bay to be legally enforced under CPE. In residential areas the County Council will only provide enforceable disabled parking bays with a supporting Traffic Regulation Order. There is a separate operational policy which sets out the eligibility criteria for a disabled parking bay in a residential area.

¹² DfT, Guidance on Local Transport Plans, July 2009

¹³ DfT, Traffic Advisory Leaflet 5/95

- 10.10** Guidance on the Blue Badge scheme encourages disabled drivers to use designated on-street bays instead of parking on yellow lines. However, Blue Badge holders are entitled to park on single or double yellow lines for up to three hours. Should a disabled driver park where it causes an obstruction or danger to other road users then the police can take enforcement action¹⁴.
- 10.11** New developments, including those that are frequently accessed by disabled and the less mobile, such as care homes and health facilities, must provide adequate disabled parking provision in line with agreed local standards (see paragraph 10.17).
- 10.12** The civil enforcement of on-street disabled parking bays is essential to reduce instances of abuse by non Blue Badge holders.

Schools

- 10.13** Illegal and inappropriate parking close to schools can lead to the obstruction of pavements and roads, congestion and safety concerns during school drop off and pick up times.
- 10.14** LTP 3 emphasises that efforts to reduce the number of car trips to schools will be based on an analysis of need and focussed on those schools with greatest potential for lower car use. There will be support for the delivery of School Travel Plans which often include interventions to reduce the number of car trips and manage the impact of inappropriate parking.
- 10.15** School keep clear markings are intended to deter inconsiderate parking near pedestrian entrances to schools. These restrictions are to ensure that vehicles do not park dangerously, or in such a way as to reduce visibility for pedestrians or other drivers. Any vehicle parked in a restricted area outside a school, within the hours when parking is prohibited, can be issued with a PCN.
- 10.16** In circumstances where there is evidence of inconsiderate parking outside schools consideration will be given to civil enforcement. The presence of a Civil Enforcement Officer can help to improve road safety.

Development management

- 10.17** Local parking standards for both residential and business use must take account of local circumstances. The County Council has adopted distinct parking standards for urban, market town and rural locations. There are also adopted standards for cycles, cars, powered two wheelers and people with mobility issues¹⁵. The guide is expected to be reviewed following the publication of the National Planning Policy Framework. There is an ongoing need to work in liaison with local planning authorities to embed parking standards within their local planning documents.
- 10.18** Parking provision for disabled drivers should be in addition to the standards for urban, market town and rural locations. A provision

¹⁴ The Blue Badge scheme: rights and responsibilities in England, Department for Transport , 2007

¹⁵ Transport Issues and Development – A Guide, North Yorkshire County Council

equal to 6% of spaces is required for disabled parking with a minimum of 1 space for employment developments and 3 spaces for retail/leisure developments above 1000 square metres. In certain circumstances it may be appropriate to provide a higher level of provision for disabled parking.

10.19 The installation of charging infrastructure for electric vehicles will be encouraged in appropriate new developments.

10.20 Where new car parks are proposed, for example at a railway station, the County Council will assess the transport impacts of the proposed development and consider whether suitable public off-street parking is available nearby. There is a need to ensure that any additional parking provision does not have a detrimental impact on the local highway network or the safety of highway users.

Town centres

10.21 Effectively managing on-street parking provision in or close to town centres is important to economic prosperity. It enables people to access employment, shops, services, leisure facilities and visitor attractions. The demand for parking can peak when there are events such as markets.

10.22 The differing demands for parking in town centres need to be catered for. The availability of short stay spaces is important for short stay visitors, shoppers and disabled drivers. A regular turnover of short stay parking helps to increase the number of people who can access businesses and services in town centres. Adequate longer stay off-street provision is required for employees, day visitors and those parking overnight.

10.23 Town centres can offer alternative transport options to the private car. On-street parking provision therefore needs to be managed in a way that ensures these more sustainable options, for example bus services, remain viable.

10.24 It is important that illegal parking does not have a negative impact in towns. The regular civil enforcement of restrictions in town centres will therefore be critical.

Tourist destinations

10.25 In 2009 the economic impact of leisure tourism in North Yorkshire was approximately £407 million, supporting approximately 20,000 jobs¹⁶. Given the importance of tourism to the economy there is a need to ensure that illegal parking does not contribute to incidents of rural congestion or affect the attractiveness of tourist destinations. The monitoring of information on parking issues will help to direct civil enforcement resources appropriately.

10.26 The County Council will also work, as and when appropriate, with partners and the tourist industry to manage parking pressures in tourist destinations.

¹⁶ Yorkshire Tourism Economic Impact Model, 2009

Key services

- 10.27** Many people rely on the private car to access key services, which are defined as employment, education, healthcare and food shops. It is therefore important to address instances of illegal parking on the public highway that restrict access to these services.

Bus / Park & Ride

- 10.28** In town centres and other popular locations the management of parking can encourage the use of bus services as an alternative to the car.
- 10.29** The provision of Park & Ride facilities offers a viable alternative for access to town centres. This type of facility, which already operates in Scarborough, can reduce demand for parking within town centres and contribute to reduced congestion and emissions from traffic. The County Council will consider the potential for additional park and ride schemes in other towns. However, it must be recognised that such schemes are expensive and there are significant constraints on the County Council's highways budget.
- 10.30** Park & Ride provision needs to be accompanied by appropriate parking management in the town centre to maximise the potential patronage.

Coaches

- 10.31** There is a need to provide coach parking and drop off points in popular locations. These facilities play an important role in supporting the tourism economy as many visitors to North Yorkshire arrive on organised private hire coaches.
- 10.32** Inappropriate and illegal coach parking on the public highway can be a safety hazard and cause disruption to other road users including scheduled bus services. The provision of accessible and high quality facilities enables coaches to park safely in designated locations. The County Council will work with partners to ensure appropriate provision is made available.

Rail

- 10.33** The County Council has no direct powers over the rail industry, but maintains a close relationship with Train Operators, Network Rail and the DfT, and works to secure the best possible passenger train service for residents and visitors to North Yorkshire.
- 10.34** Car Parking is seen by the rail industry as a major issue and constraint to increasing patronage. At many stations there are not enough spaces to meet current demand. This inhibits further growth in rail patronage and discourages modal transfer from private to public transport. The County Council has worked with partners to identify that more capacity is required at Harrogate, Northallerton, Selby and Skipton stations. In addition, car parking is an issue at the following stations:

Bentham *	Gargrave	Malton	South Milford
Cattal	Grosmont **	Pannal	Starbeck
Church Fenton	Hammerton	Scarborough	Thirsk
Cononley	Hornbeam Park	Seamer	Weeton
Egton	Hunmanby	Settle	Whitby
Filey	Knareborough		
* Bentham will require more car parking if the Community Transport hub develops			
** Grosmont car park is full when the North Yorkshire Moors Railway is operating			

10.35 The provision of cycle parking spaces is generally insufficient at many of the railway stations in North Yorkshire.

10.36 The County Council is committed to ongoing close working with partners to improve car, motorcycle and cycle parking provision at stations in North Yorkshire. This process should consider the availability of nearby public off-street car parking which could potentially be used by rail passengers.

Taxis and private hire vehicles

10.37 Taxis (often referred to as Hackney carriages) and private hire vehicles are an integral part of local transport arrangements within North Yorkshire. They are used to fulfil journeys from start to finish and to connect with other public transport services.

10.38 To enable taxis to effectively fulfil this role there is a need for a suitable number of ranks at appropriate locations across the county. This helps to provide access to key services, transport hubs and to support the night time economy.

10.39 It should be noted that private hire vehicles can only collect passengers who have pre-booked with a licensed operator and as such are subject to normal parking regulations as if they were a private vehicle.

10.40 Illegal stopping by cars and other vehicles in ranks makes it difficult for taxis to collect and drop off passengers. CPE will enable instances of illegal stopping within ranks to be enforced.

Heavy Goods Vehicles (HGVs)

10.41 HGVs play an important role in the economy of North Yorkshire transporting goods to and from properties and businesses. The County Council will work closely with delivery firms and residents to identify any issues associated with unloading/loading, and to develop solutions. Restrictions for loading and unloading can be enforced under CPE where issues persist.

10.42 HGV drivers are required to take the mandatory rest periods, including overnight parking, in order to comply with drivers' hours legislation. Additionally HGVs can often be parked up whilst awaiting collection and delivery times. Inappropriate and illegal HGV parking can cause disruption to residents and other road users. There is a need for sufficient HGV parking in off-street locations and lay-bys to discourage inappropriate parking.

11.0 CONCLUSION

- 11.1** This parking strategy should be read in the context of the North Yorkshire Local Transport Plan (LTP3) and will contribute towards achievement of these objectives. Progress against objectives will be measured as part of the LTP3 performance management process.
- 11.2** The strategy sets out the policy in relation to the aspects of parking management that fall directly within the control of the County Council. It seeks to align with the off-street parking objectives of the District Councils, the National Parks and North Yorkshire Police.
- 11.3** The longer term aspiration is to work with partners to develop a more joined up approach to strategy which sets policy for both on and off street parking. The intention is to take forward this aspiration as part of the next Local Transport Plan post 2016.
- 11.4** CPE is already operational in Harrogate and Scarborough Boroughs. There is a commitment in LTP3 to introduce CPE in the remainder of the county working in partnership with the district councils and police.
- 11.5** There is a statutory requirement to produce annual parking reports for a CPE operation. These reports are already prepared for Harrogate and Scarborough Boroughs and it will be necessary to produce reports for the remaining five Districts once countywide CPE is operational. These reports must provide financial and statistical information on CPE operation.

12.0 ACTION PLAN

- 12.1** The action plan sets out the key actions that will be delivered to implement this strategy. The intention is to introduce countywide CPE in the 2012/13 financial year. The remaining actions have been split into three timeframes; ongoing; annual; and Local Transport Plan (LTP3) 2011 – 2016.

Action Plan	
Timeframe	Action
2012/13	1. Introduce countywide Civil Parking Enforcement
Ongoing	2. Monitor information on illegal parking issues raised by the public and stakeholders, for example North Yorkshire Police, the District Councils and Parish Councils
	3. Respond to on-street illegal parking issues in priority locations taking into account gathered information
	4. Ongoing management of Traffic Regulation Orders to ensure records are accurate
Annual	5. Publish annual parking reports on Civil Parking Enforcement operation in line with the statutory requirement
	6. Present an annual review of countywide Civil Parking Enforcement, once operational, to the Transport, Economy and Environment Overview and Scrutiny Committee. The review should consider; <ul style="list-style-type: none"> a. Parking information from the public and stakeholders b. Enforcement priorities c. Financial and statistical information
	7. Present an annual review of district level Civil Parking Enforcement operations to the Area Committees
	8. Review the level of on street parking charges currently applied in Harrogate and Scarborough Boroughs
LTP3 (2011 – 2016)	9. Review the need and potential for further on-street parking management measures
	10. Consider other potential income for parking services, for example sponsorship
	11. Review the fees for on-street parking permits, for example residents' and business permits
	12. Assess the feasibility of additional Park and Ride sites in towns in North Yorkshire
	13. Implement residents' parking policy and procedure for dealing with scheme requests
	14. Review parking guidance / standards applied through the development control process
	15. Influence future transport and other related strategies to ensure that appropriate consideration is given to parking management
	16. Continue to develop partnership arrangements in relation to on and off-street parking provision to ensure consistency for the public

13.0 GLOSSARY OF TERMS

Term	Definition
Civil Enforcement Area	The area in which CPE operates
Civil Enforcement Officer	An officer who is able to enforce parking restrictions
Civil Parking Enforcement (CPE)	Where the powers to enforce most on-street parking offences are transferred from the police to the local highway authority
Designated parking	A controlled area where parking is permitted under certain conditions
Off-street parking	Parking in public or private car parks
On-street parking	Parking on the public highway
Parking contravention	Where a motorist fails to comply with a parking restriction
Parking restriction	A restriction to either stopping, waiting or loading on the public highway
Penalty Charge Notice (PCN)	A parking ticket fine issued for a parking offence
Traffic Regulation Order (TRO)	A legal order setting out a parking restriction