

Auckland Regional Parking Strategy



	SPACES
Civic →	278
Victoria St ↑	167
Downtown ↑	45



AUCKLAND REGIONAL PARKING STRATEGY - March 2009

ISBN: 978-1-877528-36-1 (print)

978-1-877528-37-8 (pdf)

Published by Auckland Regional Council

Private Bag 92 012

Auckland, New Zealand

This document is available on the ARC website: www.arc.govt.nz

AUCKLAND REGIONAL PARKING STRATEGY 2009

March 2009

The Auckland Regional Parking Strategy reflects the work of the Auckland Regional Transport and Urban Development Committee, which is a standing committee of the Auckland Regional Council. The Regional Transport and Urban Development Committee consists of the following representatives:

Cr Christine Rose, Chairperson, Cr Brent Morrissey, Deputy Chair, Cr Michael Barnett, Cr Judith Basset, Cr Bill Burrill, Cr Clive Carter, Cr Joel Cayford, Cr Sandra Coney, Cr Dianne Glenn, Cr Mike Lee, Cr Christine Rankin, Cr Jan Sinclair, Cr Paul Walbran

Contents

EXECUTIVE SUMMARY	4
1. INTRODUCTION	10
1.1 Overview	10
1.2 Purpose & scope	10
1.3 Legislative and policy context	12
1.4 Development of the parking strategy	13
1.5 Report structure	14
2. THE NEW DIRECTION	16
2.1 The need for change	16
2.2 Achieving change	18
2.3 The strategy's goal, objective and outcomes	19
3. THE STRATEGY	22
3.1 Overview	22
3.2 Policy 1: Introduce maximum parking standards for non-residential developments in town centres	24
3.3 Policy 2: Revise parking standards for high density residential developments in high density mixed use town centres	26
3.4 Policy 3: Prepare comprehensive parking management plans for town centres	29
3.5 Policy 4: Ensure car parking supports good urban design	37
3.6 Policy 5: Give priority to short stay parking	40
3.7 Policy 6: Ensure public off-street long stay parking provision meets parking management policy objectives	41
3.8 Policy 7: Encourage use of more sustainable transport modes	45
3.9 Policy 8: Ensure that parking on arterial roads meets strictly controlled conditions	48
3.10 Policy 9: Communicate the need for change	49
GLOSSARY OF TERMS	52
APPENDICES	54
APPENDIX A – 2005 ARLTS Parking Policy:	54

EXECUTIVE SUMMARY

Introduction

The Regional Parking Strategy supports the general objectives of the sustainable growth and development of the region. This includes greater provision and use of public transport, more walking and cycling, and facilitating and encouraging high density mixed use development in selected centres and transport corridors.

As most vehicular journeys involve parking at both the start and end of each trip, the availability and cost of car parking can influence decisions on transport mode used, the time of travel and, potentially, the choice of destination. The provision of parking facilities also impacts on the urban environment and may take up valuable space, thereby significantly increasing property development costs.

Parking management is, therefore, an important travel demand management (TDM) mechanism that can have a significant influence on reducing car use, thereby reducing traffic congestion and on achieving a more sustainable region. This was recognised by the 2005 Regional Land Transport Strategy, which included the policy that a Regional Parking Strategy be developed.

A balance must be struck between the provision of an adequate supply of parking to meet the needs of a dynamic, competitive economy, and encouraging the use of good alternatives where available.

The Regional Parking Strategy sets out objectives, policies and actions to improve integration between the supply, management and price of parking, and the land use, transport, economic, social and environmental outcomes sought by the region.

The strategy provides a framework to align district policy and methods with outcomes sought, taking into account the varying circumstances that apply across the region. It is intended to give councils more confidence to implement change in parking policies and rules, and to help reduce the potential complexity of district plan controls as change is implemented. The strategy is not a statutory document but is intended to provide guidance to the region's territorial authorities when reviewing their district plans and parking plans and policies; to developers, and to other interested parties.

Legislative and policy context

The regional policy and strategies within which the Regional Parking Strategy is set are contained in the Auckland Sustainability Framework (ASF), the Auckland Regional Economic Development Strategy (AREDS) and the Auckland Regional Land Transport Strategy (ARLTS). The Auckland Regional Policy Statement (ARPS) sets the statutory direction for implementing these strategies.

Goal, objective & outcomes

The goal of the Regional Parking Strategy is that the provision of car parking contributes toward the land use, transport, economic, environmental and community outcomes sought by the region.

To achieve this goal, the supply, management and pricing of parking in the region will need to be aligned with the outcomes sought by the region.

The objective of the strategy is to encourage and facilitate the development and implementation of parking policies and measures across the region that complement and support the region's sustainability, growth, economic development, and transport strategies. Parking should assist in the creation of an integrated transport network for the Auckland region through parking supply, management, pricing and control policies that:

- support plans for land use intensification around selected mixed use high density centres and corridors,
- encourage travel behaviour changes for a more sustainable, less car-use intensive future,
- support the economy of the region's activity and commercial centres,
- integrate parking supply and management and implementation actions with planned improvements to the public transport system,
- support increased travel by public transport and active modes,
- make better (more efficient, environmentally and socially friendly) use of existing parking resources,
- achieve consistency in district plan rules and standards for parking provision and operation among equivalent developments and centres throughout the region, and
- contribute to more efficient land uses, improved urban design, public amenity and high quality open space, particularly in high density centres and corridors.

The strategy - a new direction

The Regional Parking Strategy sets out a new direction for the supply and management of parking in the region, to bring it in line with the region's land use, transport and sustainability strategies and outcomes. The new direction moves away from past policies which have contributed to an excessive reliance on travel by car through encouraging the provision of an ample supply of free parking, the true costs of which are not perceived by the user.

The parking strategy replaces minimum parking standards with maximum parking standards for the region's high density mixed use town centres to avoid the continuation of policies which have generally led to an oversupply of parking. However, by linking the introduction of maximum standards with the preparation of Comprehensive Parking Management Plans and by providing flexibility in the CPMP guidelines, the strategy enables each council to adapt the parking management and supply policies to the particular characteristics and requirements of each town centre.

The CPMP guidelines also include the identification of measures to deal with the potential parking spillover effects resulting from the parking reforms. The changes will inevitably place more pressure on on-street parking and councils will need to deal with these pressures appropriately.

The parking strategy clearly distinguishes between short stay or visitor parking (defined as parking for less than 4 hours), and long stay or commuter parking. The former is vital for the economy of businesses and town centres as a whole and an adequate supply of efficiently managed short stay parking is essential. The supply and management (including pricing) of long stay/commuter parking on the other hand has a direct influence on decisions on the use of the car for the trip to work. The management of commuter parking should be co-ordinated with the availability and quality of public transport and the feasibility and attractiveness of walking or cycling to work in each town centre.

The parking strategy includes policies for encouraging the use of more sustainable forms of transport such as carpooling, car sharing, cycling and the use of motorcycles or scooters.

The policy on parking on regional arterial roads in ARTA's Regional Arterial Road Plan is extended to include all arterial roads.

Finally, the strategy emphasises the importance of clearly communicating the need for change and the benefits of change to the regional community.

The key components of the Regional Parking Strategy are:

1. The introduction of maximum parking standards for new developments in high density mixed use town centres and corridors identified for intensive development in the Auckland Regional Policy Statement.
2. The associated preparation of comprehensive parking management plans for each centre. The strategy includes guidelines for CPMPs including criteria for assessing applications for parking in excess of 100 spaces and for assessing applications exceeding the permitted maximums.
3. Policy guidelines identifying measures for better integrating parking management with regional land use and transport strategies and plans, and for making effective use of the available parking supply and any additional funds generated.
4. Regional guidance on urban design and parking on arterial roads and on park and ride.

5. Communicating the need for change.
6. Areas needing further research.

The strategy has at its core, nine policy areas. Policy actions detail how (and by whom) these will be brought into effect.

Policy 1: Introduce maximum parking standards for non-residential development in town centres

Progressively introduce maximum parking standards in the designated high density centres and corridors.

Policy Action 1.1 - Replace minimum (required) parking standards by maximum (permitted) standards in those town and sub-regional centres and corridors identified for high density (mixed use, more liveable) development in the Auckland Regional Policy Statement as an integral part of the implementation of comprehensive parking management plans prepared for each centre in accordance with the guidelines set out in this strategy.

Responsibility: Territorial Authorities.

Policy Action 1.2 - Undertake research into appropriate parking policies for public facilities such as schools, hospitals and tertiary institutions; large scale retail and commercial developments; airports; and industrial areas.

Responsibility: ARC in conjunction with the Territorial Authorities.

Policy 2: Revise parking standards for high density residential developments in high density mixed use town centres

Revise parking standards applying to apartments and town houses in the designated mixed use town centres to support urban design and sustainability objectives, and avoid unnecessarily increasing the costs, and reducing the affordability of higher density residential development.

Policy Action 2.1 – Review the existing parking standards applying to high density residential development and, where appropriate, amend relevant District Plans to introduce the revised residential parking standards.

Responsibility: Territorial Authorities in consultation with the ARC.

Policy Action 2.2 – Investigate the appropriateness of facilitating unbundled parking in high density residential development, and techniques for facilitating it. Responsibility: ARC.

Policy 3: Prepare comprehensive parking management plans for town centres

Prepare and implement Comprehensive Parking Management Plans for the high density mixed use town centres and corridors listed in the Auckland Regional Policy Statement to support and complement the introduction of parking maximums.

Policy Action 3.1 – Develop and implement Comprehensive Parking Management Plans in accordance with the guidelines set out under Policy 3, placing initial emphasis on the centres and corridors identified in Schedule 1 to Proposed Plan Change 6 to the ARPS. Responsibility: Territorial Authorities.

Policy 4: Ensure car parking supports good urban design

Policy Action 4.1 - Ensure the consistent application of the urban design principles contained in this strategy apply to the provision of car parking in town centres throughout the region. Responsibility: Territorial Authorities.

Policy Action 4.2 – Develop urban design guidelines with regard to car parking for other areas and activities throughout the region including business areas and specialised activity areas such as education, health, prisons, airports and marine facilities. Responsibility: ARC in consultation with the Territorial Authorities and the Ministry for the Environment.

Policy Action 4.3 - Where feasible, implement the provision of good public transport to a developing area in phase with, and ideally in advance of the (staged) completion of the development of the area. Where this is not feasible, reduce the parking provision over time as public transport improvements are put in place.

Responsibility: ARTA supported by ARC and Territorial Authorities.

Policy Action 4.4 – Facilitate the alternative use of space in and around existing buildings once it is no longer required for parking purposes, by providing flexibility in planning consents to permit and encourage the re-use of building space no longer required for car parking purposes. Responsibility: Territorial Authorities.

Policy 5: Give priority to short stay parking

Give priority to the provision of an adequate supply of convenient and secure short stay parking for customers and visitors in activity centres.

Policy Action 5.1 – Clearly distinguish between short stay/visitor parking and long stay/commuter parking in policies and actions in CPMPs relating to the management and supply of public parking in town centres. Responsibility: Territorial Authorities.

Policy Action 5.2 – Develop and implement parking standards that distinguish between operational and visitor parking, and staff parking. Responsibility: Territorial Authorities in consultation with ARC.

Policy 6: Ensure public off-street parking provision meets parking policy objectives

Control the supply of public long stay/commuter off-street parking in parking buildings and lots to ensure it is effectively incorporated into a policy of parking restraint.

Policy Action 6.1 – Phase out long stay/commuter parking (such as early bird and optional leased parking) in public parking facilities which is not consistent with the pertaining CPMP. Responsibility: Territorial Authorities.

Policy Action 6.2 – Price parking in council-controlled buildings and lots to ensure it is consistent with the objectives of the parking management policies applying to the centre or area concerned. Responsibility: Territorial Authorities.

Policy Action 6.3 – Undertake further research into the potential use of parking levies to influence existing parking demand and raise revenues. Responsibility: ARC in consultation with Territorial Authorities

Policy Action 6.4 - Ensure that temporary parking lots are only permitted to operate following the issuing of consent by the council concerned and are operated under conditions stipulated by the council. Responsibility: Territorial Authorities.

Policy Action 6.5 – Effectively enforce consent conditions relating to privately operated public short stay parking facilities to ensure that such facilities continue to be used in the manner specified in the planning consent. Responsibility: Territorial Authorities.

Policy Action 6.6 – Research the feasibility and potential implications of the licensing of commercial parking facilities as an alternative to reliance on the enforcement of resource consent conditions. Responsibility: ARC in consultation with Territorial Authorities.

Policy 7: Encourage use of sustainable transport modes

Use public parking facilities to facilitate or incentivise greater use of alternatives to the single occupant car.

Policy Action 7.1 - Give preferential treatment to carpools and vanpools in public parking facilities (including park and ride facilities). Responsibility: Territorial Authorities.

Policy Action 7.2 – Consider the allocation of parking spaces to car share vehicles at appropriate locations, potentially on a trial basis initially. Responsibility: Territorial Authorities in consultation with the Ministry of Transport.

Policy Action 7.3 – Require public parking facilities to set aside at least 2 percent of spaces for the use of scooters and motorcycles. Responsibility: Territorial Authorities.

Policy Action 7.4 - Provide free, secure and covered parking for bicycles in public parking facilities. Responsibility: Territorial Authorities.

Policy Action 7.5 - Incorporate the bicycle parking standards that are to be included in ARTA's Regional Cycle Plan into district plans. Responsibility: Territorial Authorities.

Policy Action 7.6 – Consider the use of the additional revenues resulting from measures included in this strategy to fund improvements to the centre's transport system supporting walking and cycling and increased use of public transport. Responsibility: Territorial Authorities.

Policy Action 7.7: Identify the circumstances, if any, under which charges should be applied at park and ride facilities, including the use that should be made of the resulting revenues. Responsibility: ARTA in consultation with ARC and Territorial Authorities.

Policy 8: Ensure that parking on arterial roads meets strictly controlled conditions

ARTA's policy on parking on regional arterials is supported and should be extended to all arterial roads (including district arterials or principal roads)

Policy Action 8.1 – That the road controlling authorities adopt and apply the policy on parking on regional arterials in the Regional Arterial Road Plan to all arterials roads under its control. Responsibility: Road controlling authorities

Policy 9: Communicate the need for change

Communicate more effectively to the regional community regarding the need for, and benefits of parking management strategies that integrate parking with broader land use and transport objectives, to generate support for the changes that are necessary for a more sustainable future.

Policy Action 9.1 – Develop and implement a parking management communications strategy which includes the following: the need to manage parking within centres to bring it in line with broader objectives including reducing dependence on the private car and encouraging more use of passenger transport and active modes particularly for the trip to work, the importance of controlling parking on arterial roads. Responsibility: ARC in cooperation with Territorial Authorities.

INTRODUCTION

1.1 Overview

Achieving the sustainable growth and development of the Auckland Region requires, among other things, greater provision and use of passenger transport, more walking and cycling and facilitating and encouraging high density mixed use development in selected centres and transport corridors.

As most vehicular journeys involve parking at both the start and end of each trip, the availability and cost of car parking are a major influence on decisions on the mode of transport used, the time of travel and, potentially, the choice of destination. Parking management policies can, therefore, have a significant influence on reducing car use, thereby reducing traffic congestion and achieving a more sustainable region.

The availability and cost of parking can also:

- add significantly to development costs
- take up a considerable amount of space reducing the density of development
- reduce the amenity and walkability of an area
- lead to vast, unfriendly spaces dominated by impervious surfaces, and
- affect the economic viability and vitality of individual businesses and centres of activity.

A balance must be struck between the provision of an adequate supply of parking to meet the needs of a dynamic, competitive economy, and provision of more parking than necessary, thereby encouraging excessive use of the car, particularly at locations and during time periods when good alternatives are available.

The Regional Parking Strategy recognises that the unconstrained growth in travel by the private car is not sustainable. A successful, dynamic and liveable region requires, among other things, that the supply and management of car parking supports land use, transport, and economic, social and environmental objectives.

1.2 Purpose & scope

The Regional Parking Strategy supports the general objective of the sustainable growth and development of the region. It provides a framework to align district policy and methods with outcomes sought, taking into account the varying circumstances that apply across the region.

The strategy sets out objectives, policies and actions to improve integration between the supply, management and price of parking and the land use, transport, economic, social and environmental outcomes sought by the region. It will assist in providing consistency in district plan parking rules and standards while accommodating the need for district plans to differentiate between types of activity centres. This will reduce the risk that businesses and new developments transfer to locations with more generous parking conditions, giving councils more confidence to implement change, and will help reduce the potential complexity of district plan controls.

The Regional Parking Strategy is not a statutory document, but is intended to provide guidance to the region's territorial authorities when reviewing their district plans and parking plans and policies, to developers, and to other interested parties on:

- how the wider outcomes sought by the region translate into policy and controls regarding the provision and management of car parking.
- appropriate parking measures to support the high density centre intensification policies of the Auckland Regional Policy Statement.

- the consistent and equitable management of long stay parking across the region.
- the provision and operation of short stay parking to support activity centres and corridors.

There are three main processes in which the Regional Parking Strategy will provide guidance to territorial authorities. The following diagram shows this broad relationship.



* CPMPs = Comprehensive Parking Management Plans

** ITAs = Integrated Transport Assessments

The strategy is also intended to provide guidance to other stakeholders undertaking land use and transport planning under the Resource Management Act or the Local Government Act, including the New Zealand Transport Agency (NZTA), ARTA, ONTRACK, and land developers.

It is intended that the principal elements of the Regional Parking Strategy will be incorporated into the 2009 Regional Land Transport Strategy. The Auckland Regional Policy Statement is to be the vehicle for giving effect to the Regional Parking Strategy.

Strategic planning

The Regional Parking Strategy will provide guidance on parking issues that will assist in the preparation of strategic development plans, including structure plans, and the preparation of Comprehensive Parking Management Plans (CPMP) and Integrated Transport Assessments (ITA) (discussed further in sections 3.4 and 2.1 respectively).

District plans

District plans are the main tool for regulating the provision of car parking associated with new developments. They set out the parking requirements and the assessment criteria, based on which development applications are assessed and which conditions of consent are prepared.

The Local Government (Auckland) Amendment Act 2004 requires the Auckland region's district plans to give effect, in an integrated manner, to the growth concept in the Auckland Regional Growth Strategy, and to contribute, in an integrated manner, to the matters specified in Schedule 5 of the Act.

Among other things, Schedule 5 refers to integrating transport and land use policies to reinforce the objectives of the Auckland Regional Policy Statement, facilitating a multi-modal transport system, supporting compact sustainable urban form and sustainable land use intensification; the development of a competitive and efficient economy, and a high quality of life, underpinned by a quality environment and amenity.

Regulation & ownership

As road controlling authorities, councils have legislative powers to regulate on-street parking, including the setting of time limits and parking charges.

Where councils own off-street parking facilities (parking lots and parking buildings) councils can set the charges, time limits and the allocation of space for the use of such facilities.

1.3 Legislative and policy context

The Auckland Regional Council is responsible for planning the sustainable development of the Auckland region as expressed through the Auckland Sustainability Framework (ASF) the Regional Growth Strategy (RGS), the Regional Economic Development Strategy (REDS) and the Regional Land Transport Strategy (ARLTS). The (ARPS) sets the statutory direction for implementing these strategies.

Auckland Sustainability Framework (ASF)

The ASF sets out a long term and integrated approach to regional planning. It refers to developing a sustainable and resilient region that can adapt to change by designing flexibility into the region's economy, infrastructure and buildings. The ASF refers to five sustainability challenges and is built around eight interrelated and long term goals. The sustainability challenges are responding to climate change, doing more with less, capitalising on global economic change, managing population growth and demographic change, and addressing disadvantage.

Goal 6, a quality, compact settlement pattern, is the goal of most direct relevance to the Regional Parking Strategy.

The Strategic Responses under this goal include:

- Integrate urban design, land use and transport planning in a manner that reduces reliance on private vehicles.
- Develop walkable, mixed use, intensified centres linked by passenger transport.
- Enhance transport choices and give priority to walking, cycling and passenger transport ahead of cars.

Regional Growth Strategy (RGS)

The RGS was adopted by the region's councils in 1999. It set a vision for the way the region would accommodate population growth as well as managing its adverse impacts on the environment, infrastructure and communities over the next 50 years. It signalled a change in direction by shifting the emphasis from low density urban expansion and a reliance on private vehicles, to focusing the majority of future growth in compact integrated communities within the metropolitan areas linked by passenger transport.

The RGS evaluation completed in 2007 shows that the region is generally moving in the right direction, and councils have made progress in a wide range of areas. However, there are challenges relating to both sustainability and rapid growth that indicate that current approaches or business-as-usual will not be sufficient.

The evaluation concludes that although significant progress has been made by the the region's councils and stakeholders, the region needs to take a more sophisticated approach to implementing the RGS using new tools and approaches to achieve better, quicker implementation on a larger scale. In particular, quality comprehensive redevelopment and intensification in high density centres is critical to achieving the RGS vision.

The report concludes that top priority needs to be given to number of actions, including:

Strengthening alignment of land use, transport and economic development through the Regional Land Transport Strategy review and other initiatives.

Auckland Regional Economic Development Strategy (AREDS)

AREDS outlines a vision for the Auckland region to be "an internationally competitive, inclusive and dynamic economy; a great place to live and conduct business; and a place buzzing with innovation, where skilled people work in world-class enterprises".

The strategy provides a framework for building alignment, collaboration and a common direction for the many people, communities, businesses and agencies who can make a difference to the quality of the region's economy. It was developed in 2002 using principles of sustainable economic development to achieve positive social, cultural, environmental and economic outcomes.

The Metro Project Action Plan, a comprehensive action plan to transform Auckland completed in 2006, contains 31 actions which support the following objectives:

- take effective and efficient action to transform Auckland's economy,
- develop world-class infrastructure and world class urban centres,
- transform Auckland into a world-class destination,
- develop a skilled and responsive labour force, and
- increase Auckland's business innovation and export strength.

Auckland Regional Land Transport Strategy (ARLTS)

A Regional Parking Strategy, as a component of a broader Travel Demand Management approach, will make an important contribution to the success of each of the above strategies.

The 2005 ARLTS outlines the transport context, mechanisms and policy direction for parking management policies and measures which are essential if the region is to achieve its objectives.

One of the principal policy directives of the current ARLTS 2006 to 2016 is to "Manage Travel Demand" (Section 3, p82). This is underpinned by Policy 3.4 (page 86) that seeks to:

"Ensure that the planning and management of parking resources in the region supports the region's land use and transport outcomes"

Policy Actions in the ARLTS under this heading seek to:

1. Balance parking provision and peak period traffic in regional centres, other than the CBD, that also experience high traffic demand;
2. Encourage increased travel by passenger transport, cycling and walking;
3. Support implementation of Travel Demand Management (TDM) incentives;
4. Support implementation of the RGS by applying appropriate policies in regional centres proposed for intensification
5. Manage short term parking within the region's commercial centres; and
6. Develop a Regional Parking Strategy covering all issues including development of Park and Ride facilities

The ARLTS thereby establishes the overarching policy direction for development of a Regional Parking Strategy (see Appendix A for full description of ARLTS policies).

Auckland Regional Policy Statement (ARPS)

The Auckland Regional Policy Statement (ARPS) is a statement about managing the use, development and protection of the natural and physical resources of the region. It sets in place the policy for promoting the sustainable management of these resources. It also clarifies the respective roles of the agencies with responsibilities under the Resource Management Act (RMA) in the Auckland region.

The aim of the ARPS is to achieve integrated, consistent and coordinated management of the region's resources. It also provides greater certainty over the way natural and physical resources are to be managed, and creates awareness of the constraints and opportunities in the Auckland region.

Plan Change 6 was released in July 2007 and contains the following policy and method:

The Region's parking issues are planned and managed in a way that supports integrated land use and transport (Policy 2.6.11.2.i)

Development of a Regional Parking Strategy that provides strategic policy direction on regional parking issues including reference to parking issues in high density centres and corridors. The strategic policy direction should be implemented through district plans (Method 2.6.12.8).

1.4 Development of the parking strategy

A Technical Advisory Group consisting of representatives of the territorial authorities and Transit New Zealand (now the NZTA) was established to assist in the preparation of the Regional Parking Strategy.

Two papers were endorsed by the Technical Advisory Group. These are:

- **Regional Parking Strategy Situation Paper**, September 2006 which set out the background to the development of the strategy
- **Regional Parking Strategy Policy Options Discussion Draft**, May 2007 which introduced and developed many of the policy directions in this document

These papers were followed by the preparation of the **Regional Parking Strategy Consultation Draft**, April 2008 and the subsequent consideration of the written and verbal submissions on the Consultation Draft by a sub-committee of the Transport and Urban Development Committee of the Auckland Regional Council. This process resulted in a number of amendments to the draft strategy in response to the submissions received.

1.5 Report structure

Section 2 describes the new direction being taken by the Regional Parking Strategy to achieve the strategic outcomes sought by the Auckland region, and the reasons for the new direction. It also includes the Regional Parking strategy's goal, objective and specific outcomes.

Section 3 describes the proposed new approach to regional parking and sets out the nine policies implementing that approach

THE NEW DIRECTION

2.1 The need for change

There is a need for guidance at the regional level on the management and supply of parking to achieve the outcomes sought by the Regional Growth Strategy, Auckland Regional Policy Statement and the Auckland Regional Land Transport Strategy.

Parking is an essential component of the region's transport system. Without a consistent, integrated parking strategy, it will be difficult for the region to achieve its land use and transport goals. Currently, decisions on car parking supply and the management of on-street parking or public off-street parking are often made without specifically taking other objectives or strategies into account.

The integration of car parking policy with the broader land use and transport strategic aims requires, among other things, that people take the true cost of parking into account in trip decision making. Currently, the true costs of parking are hidden.

The existing regulatory framework has encouraged an oversupply of parking in town centres and growth corridors, and has encouraged a perception that parking spaces have a low value. There is, however, increased recognition that the economic, social and environmental costs of an excessive supply of parking in such areas can be high.

Changing this situation will be a lengthy process, but change is essential if the region is to achieve sustainable growth.

The Auckland region is currently investing heavily in upgrading its public transport infrastructure. This is integrated with, and supports the planned development of high density mixed use town centres along high quality public transport corridors. By providing mixed use, walkable town centres linked by a frequent, attractive public transport, the need to travel by car is being reduced, as are car parking requirements.

Further, reducing the amount of parking provided in town centres can enhance the amenity and walkability of the centres.

The ongoing improvements to the region's public transport system, coupled with the recent sharp increase in the cost of transport fuels, resulted in significant increases in ridership and a decrease in travel by car. Although fuel prices have since fallen, the longer term trend is for a substantial increase in transport fuel costs along with increased risk of disruptions to the supply from sources outside New Zealand⁽¹⁾.

Lower economic growth resulting from the global financial crisis has delayed the projected price increases. However, the long term trend towards substantially higher energy prices remains in place. It is important that action be taken in the near future to reduce the region's transport system's dependence on oil to enable it to better withstand future oil shocks.

1 A recent report for the ARC (Transport fuels and other energy forms: Price forecasts to 2060, McCormickRankinCagney, 26 November 2008) stated that the price of oil will rise to reach approximately \$150 USD/barrel over the next few years then will remain at that level until approximately 2020. "After this point it is expected that continued demand and limited supply from cost-effective conventional sources will drive oil prices upwards to approximately \$400 USD/barrel by 2060." The report suggests that petrol and diesel prices in New Zealand will stabilise at a higher level within a few years and will remain at that level until around 2025. They may then climb to \$6.50 and \$6.00 a litre respectively by 2060.

With a few exceptions, the car parking rules in the region's district plans and the associated parking management policies do not take the need for change into account. Instead they assume a static situation based on, and implicitly assuming a continued high reliance on access to centres and activities by car.

A region-wide approach to managing parking to meet the broader regional goals is required. Without such an approach the region's city and district councils may be unwilling to implement measures unilaterally out of concern that they may be perceived as weakening the competitive position of the town centres or areas concerned. ARTA may be less willing to invest in public transport improvements to centres where parking reforms have not been implemented.

District plan parking standards

Parking standards refer to the amount of parking specified in the council's district plan that is to be provided within a new development (or for a change in use of an existing development). The parking standard, typically a required minimum standard, usually takes the form of a rate of 1 space per x m² gross floor area. The standard or rate varies according to the land use and can vary between councils for the same land use.

Decisions on the actual provision of car parking associated with new developments are driven by district plan rules relating to the application of the standards and to the interpretation of those rules by developers.

Minimum parking standards currently apply throughout the region with the exception of the Auckland CBD, although this situation is gradually changing. Minimum standards are intended to ensure that developments provide sufficient off-street parking to meet parking demands, and to avoid the spill over of parking onto adjacent streets or properties. Standards are typically based on historical surveys of other similar developments. They represent what is believed to be required to provide for the typical peak parking demand for the development assuming all parking is free of charge.

Minimum standards require a level of parking in individual developments that developers may not otherwise provide, adding to building development costs. They can also limit the ability of the market to implement the reuse or redevelopment of existing sites. Although councils can and do provide some flexibility in the application of the parking standards, allowing a lower provision in some circumstances, obtaining a dispensation can require considerable effort and a documented justification.

Minimum parking standards are generally set in isolation of broader policy objectives and in effect operate on a predict-and-provide basis. They do not adequately take into account accessibility by alternative modes of travel and other factors that might reduce demand for travel by car. In particular, there is no direct linkage between parking requirements and investment in passenger transport or service level improvements, or in measures to encourage and facilitate walking and cycling.

Consequently, minimum standards encourage an oversupply of parking and the use of cars when good alternatives exist.

The application of minimum parking standards is in sharp contrast to other areas of transport policy where it has long been recognised that such a predict and provide approach is unsustainable.

Urban intensification

The current approach with its emphasis on high minimum standards works against urban intensification as it explicitly requires space that might be put to other more beneficial or efficient use, raises development costs (particularly where parking can only be provided underground) and can result in large areas of surface parking with consequent impacts on the natural and built environment. Moreover, areas of urban intensification are likely to contain a mix of destinations, be more walkable and better served by public transport, and therefore to be locations where residents are likely to be less reliant on private vehicles. Therefore high levels of parking are less likely to be required.

Integrated Transport Assessments (ITAs)

The ARC in conjunction with ARTA has recently introduced a requirement for Integrated Transport Assessments (ITAs), where major new areas of high-density development are planned, to facilitate the integration of land use and transport, including parking.

The main role of an ITA is to ensure that developments are designed and implemented in such a way that they promote access by all modes and manage demand to avoid unacceptable impacts on local road networks and the state highways.

The identification and implementation of consistent parking standards for new residential or commercial developments in high density, mixed-use centres and corridors would assist the preparation of ITAs.

2.2 Achieving change

The role of regulatory reform

Regulatory reform is essential if parking policy is to be brought in line with regional land use and transport strategies and objectives.

A package of measures is required which will deliver efficient parking management while retaining council involvement where this can provide demonstrable benefits. The package should promote the emergence of a market for parking resources by introducing regulatory reform that removes minimum parking requirements and implements limits on parking supply. These limits encourage a more rapid increase in the value attributed to parking, while also ensuring that in-depth analysis is undertaken to justify exceeding the prescribed limits

⁽²⁾

Appropriate staging and sequencing are crucial to the successful implementation of the recommended package. Regulatory reforms must be initiated early in the process because of the lengthy time period required to fulfil statutory obligations. However, management and support strategies must be in place by the time that the regulatory reforms become operative.

The reform process should be accompanied by an education programme that promotes awareness of the need for, and the value of, more efficient parking strategies.

Auckland Regional Policy Statement (ARPS)

To ensure parking supply and management policies support proposed land use development and passenger transport improvements, the design and implementation of these policies should, as far as practical, be integrated with, and co-ordinated with land use development and improvements to passenger transport services and infrastructure.

Achieving this will require the review of the Auckland Regional Policy Statement to help ensure that the actions and policies are consistently applied throughout the region.

Implementation phasing

Public transport is being improved significantly in Auckland through heavy investment by the public sector in both infrastructure and ongoing operational expenditure. This investment supports the region's growth concept and specifically the development of high density, walkable town centres, supported by the region's rapid transit and quality transit networks.

This strategy focuses on the high density mixed use town centres and corridors listed in the Auckland Regional Policy Statement Schedule 1. These are the centres identified for intensification supported by existing and planned future investments in the region's public transport system.

Schedule 1 lists the designated high density centres along with the dates the corresponding District Plan changes are to be notified. The majority of these changes are nominally over the period 2005-2010.

It follows that the initial focus for reform should be on the high density centres and specifically those listed in Schedule 1 for the initial 5-year period.

2 Strategic Parking Report, March 2008 prepared by McCormick Rankin Cagney (MRC) and the Victoria Transport Policy Institute (VTPI) for Waitakere City Council.

Over time, the changes in the District Plan parking standards can be extended to cover other centres and other parts of the region as public transport and other modes are further improved and as experience is gained in the application of parking maximums.

Business transference

There are concerns that a parking strategy which treats some activity centres differently from others and/or treats centres differently from other parts of the region could result in businesses transferring out of a particular centre or centres, or in businesses deciding not to locate in a particular centre or group of centres, as parking provision in new developments becomes more constrained there.

The Auckland CBD parking policy has used parking maximums rather than minimums for several years. While this has encouraged some types of business to move out of the CBD, other economic activities have increased, and there is no evidence that shows that the overall economy of the CBD has been harmed by the policy. Nevertheless, this risk must be recognised.

The best means of dealing with this risk is to provide some flexibility in the parking strategy elements without compromising the key objectives.

2.3 The strategy's goal, objective and outcomes

Goal

The goal of the Regional Parking Strategy is that:

The provision of car parking contributes toward the land use, transport, economic, environmental and community outcomes sought by the region.

To achieve this goal, the supply, management and pricing of parking in the region will need to be aligned with the outcomes sought by the region.

Objective

The objective of the strategy is to encourage and facilitate the development and implementation of parking policies and measures across the region that:

- are aligned with the Auckland Sustainability Framework (ASF),
- provide a consistent and equitable approach to parking supply, management and pricing throughout the region,
- support implementation of the Regional Growth Strategy (RGS) growth concept,
- support implementation of the region's plans for passenger transport and travel demand management, and
- support the economic well being of the region including its activity areas, Central Area, centres and corridors.

This will be achieved through the provision of regional policy guidance, leadership and clear direction to all those involved in identifying, setting and approving parking requirements across the region.

Outcomes

Parking should assist in the creation of an integrated transport network for the Auckland region by contributing to and complementing the aims and aspirations of the ASF, RGS and ARLTS through parking supply, management, pricing and control policies that:

- support plans for land use intensification around selected mixed use high density centres and corridors,
- encourage travel behaviour changes for a more sustainable, less car-use intensive future,
- support the economy of the region's activity and commercial centres,

- integrate parking supply and management and implementation actions with planned improvements to the public transport system,
- support increased travel by public transport and active modes,
- make better (more efficient, environmentally and socially friendly) use of existing parking resources,
- achieve consistency in district plan rules and standards for parking provision and operation among equivalent developments and centres throughout the region, and
- contribute to more efficient land uses, improved urban design, public amenity and high quality open space, particularly in high density centres and corridors.

THE STRATEGY

3.1 Overview

This chapter sets out the basis of a new approach to regional parking policy aimed at achieving the strategy's goal, objectives and outcomes and addressing the regional parking issues identified.

The primary focus for change is on those centres identified for land use intensification in the Auckland Regional Policy Statement.

The new approach to parking supply and management has the following core elements:

1. The phased introduction of maximum parking standards accompanied by the preparation of comprehensive parking management plans for each centre.
2. Comprehensive parking management plan guidelines to assist in the development of parking maximums and provide consistency of approach across the region.
3. Complementary and supporting policies and actions.
4. Outline urban design guidelines.
5. Identification of additional research requirements.

The specific policies are:

Policy 1: Introduce Maximum Parking Standards for Non-residential Developments in Town Centres

Policy 2: Revise Parking Standards for High Density Residential Developments in High Density Mixed Use Town Centres

Policy 3: Prepare Comprehensive Parking Management Plans for Town Centres

Policy 4: Ensure Car Parking Supports Good Urban Design

Policy 5: Give Priority to Short Stay Parking

Policy 6: Ensure Public Off-Street Long Stay Parking Provision Meets Parking Management Policy Objectives

Policy 7: Encourage use of More Sustainable Transport Modes

Policy 8: Ensure that Parking on Arterial Roads Meets Strictly Controlled Conditions

Policy 9: Communicate the Need for Change.

Many of the policies and actions outlined in the following section contribute to more than one of the desired outcomes. The relationship between outcomes and policies is shown in the following table.

Outcomes and Policies Table

Outcome Policy	1	2	3	4	5	6	7	8	9
Land Use Intensification - Support plans for land use intensification around selected mixed use high density centres and corridors	✓	✓	✓	✓	✓				
Travel Behaviour Change -Encourage travel behaviour changes for a more sustainable, less car-use intensive future	✓	✓	✓		✓	✓	✓		✓
Centres Economy - Support the economy of the region's activity/commercial centres			✓		✓			✓	
Integration with public transport - Integrate parking supply and management & implementation actions with planned improvements to the public transport system	✓		✓				✓		
Public Transport & Active Travel -Support increased travel by public transport and active modes	✓			✓			✓	✓	✓
Parking Resource Use - Make better (more efficient, environmentally and socially friendly) use of existing parking resources			✓	✓	✓	✓	✓		✓
Regional Consistency - Achieve consistency in District Plan rules and standards for parking provision and operation among equivalent developments and centres throughout the region			✓		✓		✓		✓
Urban Design of Centres - Contribute to improved urban design, particularly in high density centres and corridors.	✓	✓	✓	✓	✓	✓	✓		✓

3.2 Policy 1: Introduce maximum parking standards for non-residential developments in town centres

Progressively introduce maximum parking standards in the designated high density town centres and corridors.

Policy Action 1.1: Replace minimum (required) parking standards by maximum (permitted) parking standards in those town and sub-regional centres and corridors identified for high density (mixed use, more liveable) development in the Auckland Regional Policy Statement as an integral part of the implementation of Comprehensive Parking Management Plans prepared for each centre in accordance with the guidelines set out in this strategy.

Responsibility: Territorial Authorities

The new approach, one which is more compatible with regional land use and transport strategies and policies, is to replace minimum required parking standards with maximum permitted parking standards, starting with the town centres.

The key difference between minimum and maximum standards is that maximum standards set a limit on the amount of parking associated with a new development or change of use that is permitted by the District Plan, and leave the decision on the amount of parking up to the maximum to the developer.

Maximum standards are a more market driven approach as they permit developers to determine how much parking they wish to provide in a new development up to the maximum amount, rather than the relevant council stating the minimum amount of parking that must be provided.

Maximum standards also encourage innovation and greater responsiveness to TDM measures such as carpooling and car sharing schemes and public transport service improvements.

The introduction of maximum standards can result in increased pressure on on-street parking in the vicinity as the development no longer caters for all potential parking demands on site. There may also be a need to protect residential areas in, or adjacent to, centres from spill-over parking. To deal with these potential issues and to provide more certainty for developers, existing businesses and residents, the introduction of maximum parking standards should be accompanied by a Comprehensive Parking Management Plan for the town centre or area concerned.

To simplify the introduction of maximums while providing a degree of consistency throughout the region, the maximum standards should be set at a level no higher than the current applicable minimum standard in the corresponding District Plan. As the minimum standards are generally set at a relatively conservative level, this should be satisfactory in most instances. Indeed, surveys of existing parking supply and demands in town centres may well justify a setting some or all maximum standards at levels lower than the current minimums.

However, in recognition that there may be instances where it can be factually demonstrated that a current minimum is too low for a particular land use activity, and to provide a degree of flexibility in the application of parking maximums, the process outlined in this strategy provides opportunities for applicants to demonstrate that a higher level of parking is appropriate in some instances. The process is outlined under Policy 3.

Policy Action 1.2: Undertake research into appropriate parking policies for public facilities such as schools, hospitals and tertiary institutions; large scale retail and commercial developments; airports; and industrial areas

Responsibility: ARC in conjunction with the Territorial Authorities

A number of submissions to the Regional Parking Strategy Consultation Draft requested that parking policies be included or developed for a variety of land uses.

These issues are seen as outside the scope of the current strategy which focuses on high density town centres and corridors, but should be investigated for inclusion in a later parking strategy or in a separate document. The work involved should be undertaken jointly with the Territorial Authorities.

3.3 Policy 2: Revise parking standards for high density residential developments in high density mixed use town centres

Revise parking standards applying to apartments and town houses in the designated mixed use town centres to support urban design and sustainability objectives, and avoid unnecessarily increasing the costs, and reducing the affordability of higher density residential development.

Policy Action 2.1: Review the existing parking standards applying to high density residential development and, where appropriate, amend relevant District Plans to introduce the revised residential parking standards.

Responsibility: Territorial Authorities in consultation with the ARC

Residential development differs from other uses in that parking (other than visitor parking) applies to the home end of the trip and the demand for parking is directly related to household vehicle ownership.

Unnecessarily high provision for parking in higher density residential developments:

- increases development costs
- reduces affordability
- is inconsistent with the objectives of encouraging greater use of public transport and active modes, and reducing vehicle emissions
- can reduce urban design quality
- does not support urban intensification.

On the other hand, while households in high density, walkable centres well served by public transport may make less private car travel, they may still choose to own a car for recreational purposes, bulk shopping etc. In addition, people may live in a high density centre, but work outside the centre at a location not well served by public transport and hence still require a car for travel to work.

Parking standards for higher-density developments vary considerably across the region. Auckland City's residential 8 zone parking standards for two bedroom apartments with a gross floor area over 75m² are a minimum of 1 space and a maximum of two spaces per unit, plus one visitor space per five units. North Shore City requires a minimum of two spaces plus 0.5 visitor spaces per unit for units with a gross floor area greater than 50m². The corresponding minimum requirements for a 10 unit development are 12 parking spaces and 25 spaces respectively.

Current parking standards on the whole appear to be relatively high in comparison to equivalent standards overseas. In part, relatively high and variable parking standards reflect the location and the relatively poor public transport service in the vicinity of some higher density developments in the Auckland region.

This situation is changing. Auckland City is introducing what are in effect reduced minimum residential standards for growth areas such as Panmure. Waitakere City is intending to remove minimum parking requirements for any residential activity on small lot sizes (essentially apartments) in the New Lynn Town Centre core.

There is new evidence that car ownership and hence car parking needs are indeed likely to be lower in high density town centres than in typical suburban areas⁽³⁾.

3 Recent research (TCRP Report 128: Effects of TOD on Housing, Parking and Travel, Transportation Research Board, Washington, D.C., 2008) indicates that weekday vehicle trip generation in 17 TOD (transit oriented development) housing projects in the USA are 44% lower than the rates in the Institute of Transportation Engineers Trip Generation Handbook. The same document suggests that residential parking ratios for TODs are also likely to be overstated by the same order of magnitude. This suggests that, at a minimum, there is a case for reducing residential parking ratios in high density town centres served by good quality public transport.

Looking to the not-too-distant future, options such as joint ownership of, or access to a pool of cars through car share clubs could reduce the need for individual ownership. Car sharing is discussed further under Policy 7.

Other shared parking possibilities may include permitting overnight parking by residents in public parking buildings or lots (provided security issues or concerns can be adequately addressed), or the shared daytime use of off-street residential parking.

Reduced parking requirements should be accompanied by the provision of adequate, convenient visitor parking, preferably on-street.

The application of maximum parking standards to high density town centres leaves the decision on the provision of parking up to the maximum, to the developer. This can reduce apartment costs by removing or reducing the parking cost component in the price. However, it can also increase parking pressures on surrounding streets from displaced resident parking, an issue best dealt with through development of a Comprehensive Parking Management Plan.

Interim guideline

The following guideline is intended to assist councils in the determination of appropriate maximum residential standards. It should be reviewed in the light of experience gained in its application.

The residential parking standards in District Plans applying to in high density town centres should be amended by:

1. Replacing residential parking minimums with maximums, with maximums set equal to or lower than the current minimums specified in the relevant district plan (or the status quo where maximums currently apply), or
2. Using a minimum-maximum approach with the maximums set as above and the minimums either set at 50 percent of the maximums or as follows:
 - one or two bedroom dwelling 1 space per unit
 - three or more bedrooms 1.5 spaces per unit
 - visitor parking 0.2 spaces per unit (1 space per 5 units)

Unbundling residential parking

Policy Action 2.2: Investigate the appropriateness of facilitating unbundled parking in high density residential developments, and techniques for facilitating it.

Responsibility: ARC

The cost of parking for residential (and commercial) units is conventionally passed on to the owners or tenants indirectly through the purchase price or rental payment ("bundled") rather than directly through a separate charge. This means that tenants or owners are not given the opportunity to purchase only as much parking as they need, and are not able to save money by using fewer parking spaces. By including the parking cost with the unit's cost, the parking is automatically paid for, even if it is not wanted or needed. If people can save money by having fewer cars, they may make different choices.

The removal (or reduction) of minimum parking requirements permits developers to offer apartments without parking or with a single space rather than two spaces thus providing choice and improving affordability. Care must be taken to ensure that adjacent streets are protected from displaced resident parking. The availability of adequate on-street short stay parking for visitors should also be ensured.

TCRP Report 128 looks at reducing the parking ratios for an 8 acre (3.2 ha) townhouse development from 2.2 spaces per unit to 1.1 spaces per unit. The reduction increases the number of residential units on the site by 33%, from 288 (90 du/gross ha) to 384 (120 du/ha), and reduces the estimated capital cost of providing parking on the site by 11%.

An alternative is to enable unbundled parking, ie. renting or selling parking spaces separately, rather than automatically including them with the building space.

High minimum parking requirements discourage developers from unbundling parking because the development is required to provide enough parking to satisfy the demand when parking is free, rather than only the number of spaces that residents would pay for, if given the option.

For unbundled parking to function efficiently, building owners must be able to lease or sell excess parking spaces (such as through a parking brokerage service provided through a Transport Management Association), and local government needs to regulate on-street parking to avoid spillover problems that could result if residents use on-street parking to avoid paying for parking spaces.

The investigation into unbundled parking in high density residential developments should include an assessment of the potential benefits along with the identification of the practical difficulties and potential risks associated with unbundling parking.

3.4 Policy 3: Prepare comprehensive parking management plans for town centres

Prepare and implement Comprehensive Parking Management Plans for the high density mixed use town centres and corridors listed in the Auckland Regional Policy Statement to support and complement the introduction of parking maximums.

Policy Action 3.1: Develop and implement Comprehensive Parking Management Plans in accordance with the guidelines set out under Policy 3, placing initial emphasis on those centres and corridors identified in the Auckland Regional Policy Statement.

Responsibility: Territorial Authorities

Comprehensive parking management plan guidelines

The following guidelines are intended to assist the Territorial Authorities in the preparation of Comprehensive Parking Management Plans. The guidelines have specific application to high density town centres and other areas where parking maximums are being introduced, but can be adapted to other centres or areas.

The quality and effectiveness of the measures in the CPMP relating to the management and supply of public parking will be highly dependent on the availability of good information. A survey of the existing parking supply and usage for the centre is required prior to the initiation of the CPMP. As far as practicable this should include all parking in the centre, both public and private.

The parking survey should be updated every 2-3 years to identify appropriate adjustments to the implementation programme and, if appropriate, to the centre's parking management policies. The CPMP should be reviewed every 5 years.

Functions

The functions of a Comprehensive Parking Management Plan (CPMP) are:

- To set out the parking policy objectives for the centre including parking demand management, and the council's policies for the supply and management of car parking, both short stay and long stay.
- To integrate parking policy with land use development and transport improvements for the centre concerned. This includes the means by which the council is responding to:
 - changes in land uses including higher density, mixed use development where appropriate,
 - future transport investment (roading, public transport, walking & cycling) and public transport service improvements.
- To identify policies for the management and supply of public parking, both on-street and off-street and anticipated changes over time. This includes prioritising short stay parking where appropriate, and measures for protecting residential areas from any spill-over of commuter parking.
- To integrate the supply and management of parking for the centre with planned improvements to the passenger transport system serving the centre. This will assist in giving ARTA confidence that the council will ensure that PT improvements are supported by changes in the supply of long stay parking.
- To set out the criteria that would be used to assess applications for commercial parking buildings and for parking above the maximum standards set out in the District Plan.
- To set out conditions for assessing applications for parking above the site cap of 100 parking spaces
- To enable developers to be fully informed of the future parking supply and management regime applying to the centre. This could help give developers the confidence to put forward developments with a more innovative approach to parking.
- Where appropriate, to set out the process for determining the maximum parking standards applying to the centre concerned.

Parking priorities

The availability of convenient, accessible, safe and well located short stay parking for visitors and customers is essential to the economy of individual businesses and centres, and the social services provided by public institutions.

The following table provides guidance on an appropriate town centre parking hierarchy. It is developed from a hierarchy prepared for the New Lynn Town Centre ⁽⁴⁾.

Standards for carparking for people with a disability associated with parking maximums are dealt with below under "Planning Consent Conditions".

The treatment of carpools, motorcycles and scooters within off-street carparks is dealt with under Policy 7. This policy also includes bicycle parking standards.

Town centre parking user hierarchy

	Inner core		Outer core or fringe	
	Off-street	On-street	Off-street	On-street
Highest	Road safety	Road safety	Road safety	Road safety
	Mobility permit	Mobility permit ⁽⁵⁾	Mobility permit	Mobility permit ⁽⁵⁾
	Cyclists	Public transport	Cyclists	Public transport
	Short stay	Loading ⁽⁶⁾	Long stay	Residents
	Drop-off / Pick-up	Cyclists	Short stay	Cyclists
	Loading	Drop-off / Pick-up	Drop-off / Pick-up	Loading ⁽⁶⁾
	Long stay	Short stay	Park and Ride	Short stay
			Residents	Long stay
Lowest		Long stay		Drop-off / Pick-up

Due to its economic importance, high priority for the use of available public parking in town centres should be for short stay parking and loading purposes.

To ensure the spaces that are the most attractive and most convenient for visitors to a centre are available for their use, measures are required to limit the duration of stay. These consist of controls over the length of stay and/or parking charges that encourage a high turnover of the spaces in most demand.

Charges can be designed to increase sharply beyond a certain time, say 3 or 4 hours, to discourage longer stay parking in parking facilities without needing to impose and enforce a restriction on the duration of stay.

There is ample evidence that the availability and cost of long stay parking influences decisions on the mode of transport used for the trip to work. Combining measures to improve public transport quality with measures to limit the availability of long stay parking, encourages a change in travel behaviour and enhances the effectiveness of the public transport investment. In addition, managing parking in town centre cores, particularly on-street parking, to prioritise use by customers and visitors over commuters who park for a longer period supports the businesses in the town centre and the centre's overall economic vitality.

4 Draft Parking Management Plan for New Lynn Town Centre, ARRB Consulting for Waitakere City Council, August 2008 (Consultant's draft yet to be considered by Council)

5 Where on-street provision is feasible, (ie in accordance with the relevant design standards) mobility permit parking should be given high priority. Where it is difficult to provide mobility permit parking on-street (because of mobility parkers' requirements for wider bays, kerb ramps and greater peripheral safety) priority should be given to providing them in off-street spaces.

6 Loading zones are only required where off-street loading space or spaces are not available. Very short stay P5 or P15 parking should be provided at appropriate locations for couriers, delivery vehicles etc. Auckland City has been trialling the shared use of on-street loading spaces in Queen Street. This limits the hours when the bays are restricted to loading vehicles to 6am-11am. From 11am the bays become short stay (P15) parking (which can still be used for quick drop-offs/pick-ups by couriers etc). This sharing of on-street space retains short stay parking while limiting the amount of space taken up for loading purposes.

A CPMP for a town centre where the total parking supply exceeds the demand (as is usually the case), should include measures to improve the supply and effective use of short stay parking and progressively reduce the availability of free or low cost long stay parking, particularly in the town centre core. These should be integrated with and support measures to encourage the use of alternatives to the drive-alone use of the car, namely greater use of public transport, walking and cycling, and higher vehicle occupancies.

Measures to discourage the use of scarce parking spaces by vehicles parked throughout the day will need to be extended to cover a wider area as a centre develops and the available land is used more intensively.

In centres (specifically those identified for higher density, mixed use, passenger transport supportive development) reductions or limitations in the supply of long stay parking should be accompanied by parking management measures to ensure that long stay/commuter parking is not displaced to nearby streets. This both reinforces parking management policies and assists in making the most effective use of the available on-street parking in the centre.

Residential areas adjacent to major developments and activity centres can come under pressure from long stay parking by people employed in such centres. Potential responses include the introduction of controls on the duration of on-street parking. Resident parking schemes limiting parking duration and prioritising use by residents may be an appropriate response in some circumstances.

Where truck parking in residential areas is a problem, councils could consider the introduction of a by-law prohibiting on-street parking for longer than one hour within 100m of residential land for vehicles that are 7.5m or longer, or weight more than 4.5 tonnes. This applies to trucks, trailers, buses and vehicle/trailer combinations.

Public off-street parking facilities

Short stay parking in public off-street parking lots or a parking building serving a centre, can be an efficient means of providing parking for visitors and customers. A parking facility serving a number of destinations and land uses requires less space than would be the case if each destination was to provide its own on-site parking.

Provided the facility is well located, perceived as secure and is served by a network of attractive pedestrian routes, it can encourage a park once and walk mentality, avoiding short car trips between destinations within the centre. This has potential advantages of reducing the overall parking in the centre, thus freeing up land for other uses including open space, and reducing car travel within the centre.

Funding can be through payment-in-lieu, through a special rate for the centre or through general rates. The facility could potentially provide all parking for a number of developments (refer "shared parking") in which case some or all of the cost may be met by the developer(s). If it is replacing parking that otherwise would be provided by individual developments, it would need to be in place along with, or prior to completion of these developments.

While the private sector can and does provide public car parking, it generally prefers to provide long stay (typically leased) car parking as this is easier to manage and usually provides higher net revenues, although this can depend on the location. Council ownership of the land or facility can ensure that it has control over its use and the pricing regime.

The CPMP should include policies and actions for the supply, management and location of public parking facilities.

Parking buildings and shared parking are discussed further under Planning Consent Conditions. .

Current situation

This section of the CPMP should include:

- A description of the strategies and plans applying to the centre, including transport, land use and economic development plans, and ranging from the regional through to the local level.
- Current population and employment data and trends for the centre and future projections.

- A description of the transport system serving the centre including public transport (rail/bus/ferry, interchanges, routes/services, park and ride etc), walking and cycling and the road network, including proposed improvements (TA, ARTA, NZTA) and current issues.
- Current district plan parking policies and standards applying to the centre.
- A brief description of previous parking studies and a summary of their outputs including data on parking supply and occupancies, followed by an outline of the key findings. This should include an assessment of both the public and private parking situation.

Public parking management

This section should include:

- A summary of the current public parking supply and demand/occupancy for the centre, both on-street and off-street.
- An outline of the future direction being taken including anticipated changes in parking management and supply and how this supports planned future improvements to the transport system and anticipated land use development.
- A staged implementation plan setting out changes in parking management and supply over appropriate time intervals, e.g. 0-5 years, 5-10 years, 10-20 years, identifying:
 - changes in the management of on-street parking (time controls, pay-parking, pricing etc),
 - changes in the management and supply of public off-street parking including the identification of future deck parking/parking building needs and the future use(s) of existing public parking lots.
- The identification of the means by which spill-over parking pressures resulting from future reductions in long stay parking supply will be managed.

Planning consent conditions

The CPMP should set out appropriate planning consent conditions to achieve the plan's objectives. These conditions should also be incorporated into the relevant District Plan.

The planning consent conditions for high density town centres should be designed to ensure that:

- Maximum parking rates are used,
- Developers provide a Parking Control and Management Plan with applications for developments with over 10 parking spaces. This is a plan that developers commit to prior to establishing a new parking facility which sets out in detail how parking in the proposed development will be controlled and managed. Among other things this should seek to ensure that:
 - longstay/employee parking is clearly distinguished from any shortstay/visitor parking, preferably with separate entry and exit,
 - all public car parking is electronically controlled and appropriate data on any charges and usage is sent to the council for monitoring purposes to ensure it is and continues to be used for the approved purpose.
- On-site loading is provided in accordance with the ratios in the District Plan.
- Secure, undercover, well lit bicycle parking on-site is provided for employees at a rate of one stand per 15 employees, and showers and lockers are provided in each development for staff use.
- Short-medium stay customer/visitor bicycle parking is provided outside the entrance to destinations where visitors are expected to stay for 30 minutes or more. For retail development they should be provided at a rate of one stand per 200m² GLFA, for office development at 1 space per 800m², and for other uses in accordance with the ARTA Guidance Note for Cycle Parking Facilities 2007. The bicycle parking should use approved bicycle stands, have clear signage, good passive surveillance and lighting, and be undercover.
- Car parking for people with a disability is provided in accordance with the following tables and at locations specified in NZS 4121:2001 ⁽⁷⁾

Number of Accessible Parking Spaces – General Formula

Gross Leasable Floor Area (m ²)	Number of accessible parking spaces
1 - 20x(GLFA per car park)	Not less than 1
[(20x(GFLA per car park) + 1) – 50x(GFLA per car park)]	Not less than 2
For every additional 50x(GLFA per car park)	Not less than 1

Example: Office Development @ one parking space per 40 m² GLFA

Gross Leasable Floor Area (m ²)	Number of accessible parking spaces
1 - 800	Not less than 1
801 – 2000	Not less than 2
For every additional 2000 m ² or part thereof	Not less than 1

Developments seeking more than 100 parking spaces

In addition, all applications for developments seeking more than 100⁸ parking spaces will be required to follow a discretionary resource consent process.

Criteria that may be considered in the exercise of discretion include:

- Delayed implementation of planned public transport improvements serving the development.
- Evidence based on similar developments in comparable circumstances with a similar quality of access by non-car modes justifying a higher parking provision than permitted by the maximum rate. This should clearly distinguish between long stay/ employee parking (if any) and short stay/visitor parking.
- Evidence that any additional parking above the maximum permitted would not detract from the land use and transport outcomes sought for the area and is consistent with the Parking Management Plan.

All applications should be accompanied by a Travel Plan which should include the following:

- Existing local and regional land use and transport strategies and plans applying to the Town Centre or Growth Corridor concerned.
- The transport system serving the site including any planned improvements, and the means by which employees and visitors will access the site.
- Proposed means of encouraging more use of public transport, walking and cycling for travel to the site.
- Proposed means of encouraging higher vehicle occupancies for travel to the site particularly for the trip to work.
- The proposed parking on site for employees and visitors/customers and how this contributes to achieving the above.

The Travel Plan will provide the basis for any subsequent auditing to establish compliance and as a benchmark if parking on site proves insufficient or is in surplus.

Maximum parking rates

The CPMP should set out the means by which the maximum parking rates will be determined.

8 Auckland City Council's District Plan imposes additional constraints on any permitted, controlled or discretionary activity providing parking for more than 100 vehicles. The explanation is that "In certain situations the scale or location of parking areas and the location of access can have adverse effects on the environment of an area in terms of increased congestion, delays, decreased safety, noise and visual intrusion. For that reason limits have been placed on the scale of permitted carparks and on the location of activities and access in relation to sensitive areas of the road networks, so that the individual impact of each proposal beyond that scale or in those locations can be properly assessed."

As a general rule, the maximum parking rates or standards for non-residential development should be no greater than the corresponding applicable minimum standards in the District Plan, and should be set at a level lower where this is justified.

Appropriate parking standards for residential development are set out under Policy 2.

Justifying a higher parking provision

The above criteria for developments with over 100 parking spaces are intended to provide flexibility, while ensuring that applications must be firmly based on facts and that the proposed development is compatible with the outcomes sought for the centre.

The following provides an example of a possible fact-based approach in applying for a parking provision above the maximum.

An office development with 75 percent of employees coming by car at a car-occupancy of 1.2 people per car would generate a need for one space per 40 m² GLFA assuming an average floor space of 25 m² per employee. However, should the average floor space per employee reduce to 15 m², as is the case with some recent examples, the car parking would increase to one space per 24 m². The criteria would allow a developer to put forward a case for a higher parking provision based on evidence on the anticipated floor space per employee. Without this, the proposed development may re-locate to another location or centre with a minimum parking standard.

The above example does not include visitor parking. However, visitors to office/ commercial developments should be encouraged to use short-stay parking provided nearby on-street or in a convenient nearby parking facility, if available.

Shared parking

The CPMP should encourage and facilitate the use of shared parking.

Shared parking is the use of parking spaces for two or more different land uses at different times rather than each having their own parking spaces, eg office use during the day and restaurants in the evenings. Efficient sharing of spaces can significantly reduce the total amount of parking needing to be supplied, although it does not reduce the total amount of traffic generated.

Shared parking takes advantage of the fact that most parking spaces are only used part time by a particular motorist or group, and many parking facilities have a significant portion of unused spaces, with utilisation patterns that follow predictable daily, weekly and annual cycles.⁹

Parking can be shared among a group of employees or residents. It can also be shared among different buildings and facilities in an area. Land uses such as offices, professional services, medical facilities and banks, typically have weekday peaks, whereas restaurants, cinemas, bars etc. have evening peaks. Shops and malls can have weekend peaks.

Permitting shared parking arrangements in higher density mixed use areas can significantly reduce the amount of land required for parking, freeing up the land for other purposes including open space or walkways. By facilitating higher density, mixed use development it can indirectly encourage the use of alternative modes of transport.

Shared parking creates a potential for spillover effects on adjacent areas, but these can be anticipated and managed through a CPMP approach.

The TDM Encyclopedia⁸ gives a table of acceptable walking distances to shared parking. These include a distance of less than 250m for residents, professional services and medical facilities; less than 350m for general retail, employees, restaurants etc; and less than 500m for overflow parking and major events.

9 TDM Encyclopedia, Victoria Transport Policy Institute, Victoria, Canada

Shared parking requires a different, more flexible approach in district plan parking rules, and the CPMP should identify appropriate changes to provide that flexibility. It generally requires additional administration and enforcement resources.

Shared parking can be facilitated by a Transport Management Association (TMA) for the town centre which would provide parking brokerage services to match potential sharing partners.

The TMA could also:

- oversee the management and implementation of travel plans,
- prepare and oversee overflow plans for high peak demands such as special events and the shopping period in the run up to Christmas.

Parking facilities

Stand-alone public parking lots and buildings are provided for under the various district plans across the region (unless otherwise indicated under a prevailing structure plan) provided it can be demonstrated that the traffic consequences are manageable either with or without mitigation.

Such facilities can be owned and operated by the public sector, owned by the public sector and operated under contract to the private sector, or can be commercially owned and operated. A number of town centres have council owned parking lots. These are usually provided to support the economy of the centre concerned and normally limit parking to short stays.

For the Auckland Central Area, parking buildings are assessed as a discretionary activity on some types of road. The assessment criteria relate primarily to the ability of the road network to accommodate the generated traffic, with particular emphasis on the adjacent road network. There is currently no direct link between the amount of parking provided in this manner, and the Central Area Parking Policy of restraint applying to new developments. (The one exception is at Wynyard Quarter where no new (permanent) long stay parking may be provided.)

This situation can potentially lead to a greater supply of long stay commuter car parking than was anticipated in the parking policy, undermining its effectiveness. Long stay parking in public facilities within centres should only be permitted once a need has been identified and quantified through the development of a Comprehensive Parking Management Plan (or using a process or criteria applied consistently across the region).

The CPMP should include conditions applying specifically to the supply and control of public parking in proposed parking buildings, whether provided by the private or public sector.

These conditions should be designed to ensure that the amount and type (short stay and/or long stay) of parking is consistent with the aims and policies of the CPMP, and that the parking in the building continues to be managed in accordance with the consent conditions once operating.

The CPMP may also give guidance on the appropriate location of a parking building or buildings.

Potential consent conditions for commercial parking facilities in town centres

Public parking facilities should be discretionary or restricted discretionary activities. The following sets out potential conditions for planning consent applications for commercial parking facilities in town centres and corridors.

- Where long stay and short stay spaces are to be provided in the same facility, they should be physically separated with separate entries and exits.
- Usage data should be collected electronically and sent to the consenting authority on a regular basis to verify that the facility is being used for the approved purpose(s).
- Where appropriate, commercial parking facilities should contribute to the provision of real time parking information for the centre and should be fully integrated with the council's parking management plan.
- The ground floor of multi-level parking buildings should be suitable for other activities such as retail or commercial so that the building has an active frontage.

- The effects of the traffic generated by the facility on the local road network should be managed to ensure the network continues to operate efficiently and safely and reflects community objectives.
- The exits and entrances should be located and designed to minimise the effects on pedestrians and, where feasible, should avoid crossing footpaths or other facilities with high pedestrian activity.

3.5 Policy 4: Ensure car parking supports good urban design

Policy Action 4.1: Ensure the consistent application of the urban design principles contained in this strategy with regard to the provision of car parking in town centres throughout the region.

Responsibility: Territorial Authorities

The broad principles of urban design are established in the Urban Design Protocol prepared by the Ministry for the Environment. All councils in the region are signatories to that protocol.

The location, amount and physical provision of parking can have an important effect on the amenity and quality of the urban built and natural environment. These effects are potentially more significant in areas of high density development.

The Regional Growth Strategy, Auckland Regional Policy Statement and Regional Land Transport Strategy all promote intensive urban development around selected urban centres and corridors and the development of a multi-modal transport system for the region. Successful intensification requires good quality urban design.

District Plans either have been, or are now being, modified in recognition of the importance of good urban design in respect of the provision of car parking.

The preparation of formal guidance would assist in the consistent application of good urban design principles in regard to the provision of car parking throughout the region. This should specifically relate to surface off-street parking, parking buildings and ground level parking in commercial/residential buildings and should incorporate a greater focus on facilitating pedestrian movement. The following guidelines are intended to assist in better integrating parking and urban design.

Urban design carparking guidelines

Current car parking requirements for developments in high density centres can result in large areas of off-street surface parking in parking lots. Surface off-street parking can be low cost, but has a number of disadvantages:

- it can potentially create a pedestrian barrier,
- is often visually unattractive,
- can contribute to crime and other anti-social behaviour,
- does not promote active frontage development or facilitate veranda cover,
- reduces overall density of high density centres,
- reduces opportunities for public open-space, and
- takes up land that could be more productively used,
- creates safety issues for pedestrians.

The negative effects of off-street surface car parking can be lessened through the following techniques:

- Minimise the number of spaces required while ensuring that visitor/customer short stay parking needs are adequately accommodated. Means of achieving this include shared parking and lower parking standards.
- Encourage a “park once and walk mentality” by providing a well located and convenient facility with well defined, attractive, safe and legible pedestrian linkages to key parts of the centre. As far as practicable, pedestrian linkages should follow desire lines.
- Locate parking to the rear of retailing, office and residential development, avoiding direct vehicle access onto main pedestrian thoroughfares.
- Include high quality landscaping and attractive lighting.

Ideally, off-street car parking within high density centres and corridors should be provided in underground car parks or basements, but this is not always economically viable. If car parking buildings are the solution, these should preferably be placed to the rear of main pedestrian areas so they are screened by offices, retail or apartments.

Key urban design objectives relating to parking buildings are:

- ensure access/ egress does not affect pedestrian movement, safety and amenity,
- avoid exit designs that give inadequate visibility to pedestrians crossing in front of the exit'
- avoid a visually unattractive structure impacting on built environment,
- ensure security issues are recognised and managed through the application of CPTED principles,
- include an active frontage or provide veranda protection,
- where feasible provide floor heights that are adaptable for other purposes,
- avoid inappropriate locations.

Town centre parking structures are best located towards the fringe of a commercial area and in close proximity to district arterial roads. This means access and egress is straightforward while limiting the effect of traffic on the most pedestrian orientated streets (especially at peak times) and it saves the most valuable land (near the centre of the commercial area) for more intensive activities.

Parking buildings should also add to rather than detract from the urban amenity of a centre. Urban design principles such as wrapping a structured parking building with retailing, setting back the car parking floors to reduce the effect on-street and disguising it, are all tools which can improve amenity.

Urban design in other areas and special activities

Policy Action 4.2: Develop urban design guidelines with regard to car parking for other areas and activities throughout the region including business areas and specialised activity areas or activities such as education, health, prisons, ports, airports and marine facilities

Responsibility: ARC in consultation with Territorial Authorities and the Ministry for the Environment

A number of submissions to the Regional Parking Strategy Consultation Draft requested the development of urban design guidelines for a range of activities and areas.

Parking provision in developing areas

Policy Action 4.3: Where feasible, implement the provision of good public transport to a developing area in phase with, and ideally in advance of the (staged) completion of the development of the area. Where this is not feasible, reduce the parking provision over time as public transport improvements are put in place.

Responsibility: ARTA supported by ARC and Territorial Authorities

A lack of good public transport in the early stages of a development encourages reliance on travel by car. However, the parking standards for new developments may need to reflect expectations that there will be a relatively high initial use of the car.

One of the difficulties faced by territorial authorities and developers in determining the appropriate parking supply for new developments, particularly higher density developments, is that investments in improving public transport to the centre or area concerned may lag behind the completion of the development. In addition, their timing may be unknown due to uncertainties over the available funding.

It is very desirable that the provision of the planned public transport infrastructure and services to greenfield mixed use development areas be firmly committed in advance, to give developers the confidence to provide a lower amount of parking and to enable residents and businesses to make decisions on parking requirements knowing that the alternative of using public transport will be there from the outset.

Enabling alternative uses of excess parking

Policy Action 4.4: Facilitate the alternative use of space in and around existing buildings once it is no longer required for parking purposes by providing flexibility in planning consents to permit and encourage the re-use of building space no longer required for car parking purposes.

Responsibility: Territorial Authorities

The inclusion of provisions in district plans encouraging existing developments to reduce their existing parking without the need to apply for planning consent, is desirable. This would provide a low cost means of reducing private non-residential parking supply, could enable more efficient use to be made of the available building space and could enable better use to be made of the available spaces, eg to improve urban design.

3.6 Policy 5: Give priority to short stay parking

Give priority to the provision of an adequate supply of convenient and secure short stay parking for customers in activity centres.

Policy Action 5.1: Clearly distinguish between short stay/ and visitor parking and long stay/commuter parking in policies and actions in CPMPs relating to the management and supply of public parking in town centres.

Responsibility: Territorial Authorities

Short stay and long stay parking have different functions and are subject to different parking supply, management and pricing policies. They should be treated separately in developing plans and policies for centres (refer CPMPs).

Policy Action 5.2: Develop and implement parking standards that distinguish between operational/visitor and staff parking.

Responsibility: Territorial Authorities in consultation with ARC

On-street parking is generally the prime parking in town centres and CBDs and should be priced higher than off-street parking. Also prices should reflect relative demand with high demand spaces charged at a higher rate and given a short duration of stay to ensure a high turnover.

Where possible, parking standards should also differentiate between short stay/visitor/operational parking and long stay/employee parking. This would facilitate decision making by council planning staff and would help avoid the type of problem outlined below.

The Auckland Central Area District Plan allows each development to provide ancillary parking as of right, up to the maximum permitted levels. The intention is to enable a mix of short and long stay parking associated with the activities on the site. However, when coupled with the district plan provisions that encourage short stay parking, the result is that an increasing number of applicants are using the parking allowed under the ancillary parking solely for long stay parking, and are seeking additional visitor parking. This results in a greater supply of long stay parking than envisaged.

3.7 Policy 6: Ensure public off-street long stay parking provision meets parking management policy objectives

Control the supply of public long stay/commuter off-street parking in parking buildings and lots to ensure it is effectively incorporated into a policy of parking restraint.

Early bird & optional leased parking

Policy Action 6.1: Phase out long stay/commuter parking (such as early bird and optional leased parking) in council-owned public parking facilities where such parking is not consistent with the pertaining CPMP.

Responsibility: Territorial Authorities

Early bird parking is a form of long stay parking which is in relatively common use in public short stay parking facilities, both public and privately owned. As early bird parking typically applies up to the end of the weekday morning peak period (typically 9am or 9.30am), it is effectively a discounted daily commuter car parking rate.

Leased parking is typically provided by the private sector, but may also be available in council owned parking facilities. In the latter case, it may be a requirement of the original resource consent, or it may be optional. Like early bird parking it is used to increase revenues, by utilising spaces that might otherwise be unused.

Neither early bird parking nor optional leased parking in a short-stay carpark is consistent with a policy of managing the supply of long stay parking. Where they are provided in a council-controlled short-stay carpark, they should be phased out as a matter of policy. Consent conditions for privately owned public short stay parking facilities should ensure they are not permitted to introduce early bird or leased parking.

A true 'early bird' policy which brought forward the cut-off time to, say, 07:00am would provide an incentive to travel outside, or at least at the shoulder of the peak period. This would be consistent with a travel demand management policy of encouraging more flexible working hours and more efficient use of the existing road network. It would not be as effective in encouraging more use of public transport, but would no longer provide discounted all day parking for commuters travelling during the weekday peak periods.

Parking pricing alignment

Policy Action 6.2: Price parking in council-controlled building and lots to ensure it is consistent with the objectives of the parking management policies applying to the centre or area concerned.

Responsibility: Territorial Authorities

It should be ensured that parking pricing practice for public parking buildings or parking lots, is aligned with parking policy objectives.

Research into parking levies

Policy Action 6.3: Undertake further research into the potential use of parking levies to influence existing parking demand and supply and raise revenues

Responsibility: ARC in consultation with the Territorial Authorities

Without a mechanism enabling a public agency to impose a charge or levy on existing parking spaces in specific centres or areas, the rate of change in the availability of existing off-street car parking spaces is likely to be slow as it would rely primarily on the outcome of planning consent applications for redevelopments or for changes in use of existing buildings.

Pricing can be used to constrain demand, influence the duration of stay and raise revenue. It is potentially the most effective parking restraint measure. There is, however, no regional guidance on pricing policy. Parking charges are also an important source of revenues for councils, although this can potentially conflict with demand management objectives.

Pricing mechanisms or charges are currently applied to on-street and off-street public parking (both commercial and publicly provided) but not normally to private non-residential parking.

Councils do not set charges within commercial public car parking buildings and lots. Within the Auckland Central Area, for example, the vast majority (an estimated 75 percent) of car parks are private non-residential, and privately operated public spaces. Long stay parking prices are determined primarily by the private sector and a council's ability to influence commuter parking demand through pricing can be very limited (unless it is able to stipulate conditions of operation through the district plan and resource consent process).

In contrast, parking levies are used by the New South Wales and Victoria State Governments as part of an overall restraint policy and as a means of raising revenues. Perth, Western Australia has introduced a similar scheme requiring the licensing of parking spaces⁽¹⁰⁾

These types of schemes could have potential application in Auckland.

The Auckland Road Pricing Study (ARPS) included a Parking Levy Scheme as one of the five congestion charging scheme options⁽¹¹⁾.

The ARPS scheme was assessed as raising serious concerns regarding operational implementability and related enforcement costs. Importantly, it was not considered to be significantly effective at reducing congestion, but had good financial viability due to low collection and mitigation costs. No significant adverse effects on businesses were identified.

The UK Government has signalled its intention to introduce regulations to permit councils to impose Workplace Parking Levies on spaces provided by employers. The levy could be up to GBP350 (approximately NZ\$1,000) a year. The principal aim of the levy is to "provide an incentive to employers and educational establishments to discourage car commuting and use alternative modes of transport including car sharing". The new regulations would allow someone other than the owner of the parking space to be made legally liable for any charge on it. Nottingham Council wants to introduce such a levy in 2010.

Temporary parking lots

10 The Sydney Parking Space Levy applies to commercial parking spaces in Sydney's CBD and North Sydney/Milsons Point (\$950 per space per annum), and at Parramatta, Bondi Junction, St Leonards and Chatswood (\$470 per space per annum). It was introduced to discourage car use in major commercial centres, encourage use of public transport and improve air quality. The levy is used to fund projects which improve access to public transport.

The Melbourne Congestion Levy introduced in January 2006 is \$850 per space for the 2009 calendar year. The levy is one of the initiatives designed to encourage use of public transport. It applies to long stay parking spaces in public and private car parks. It does not apply to (short stay) parking spaces used by shoppers or visitors, on-street parking, disability parking or loading zones. The levy is used to fund urban and transport improvements in the CBD, and other transport initiatives including the free CBD shuttle bus service.

In Perth, the State Government requires the licensing of all private non-residential parking spaces in the Parking Management Area. The annual licence fee for long stay/tenant parking is approximately \$200 a year. The licence fee was introduced to raise revenues to fund the central area bus service (CAT), improve public transport access, enhance the pedestrian environment, support bicycle access and other initiatives "which support a balanced transport system for the city".

11 ARPS assumed a direct parking levy of \$10 per car parking within the designated areas between 6am and 10am on weekdays (equivalent to \$2,500 per year). The charge was applied to the Auckland CBD plus Newmarket, Manukau central area, the Henderson shopping area and central Takapuna. It was assumed to apply to all car parks including those in shopping centres etc. Drivers would be required to display a coupon for parking in the levy zone between 6am and 10am.

Policy Action 6.4: Ensure that temporary parking lots are only permitted to operate following the issuing of consent by the council concerned and are operated under conditions stipulated by the council.

Responsibility: Territorial Authorities

There are issues relating to long stay parking in temporary lots. It is understood that within Auckland City, long stay parking is permitted, provided that it is not inconsistent with the amount of parking that would otherwise prevail once the land has been fully developed. However, there appears to be no clear statement of policy on this issue either here or across the rest of the region.

Long stay commuter parking in temporary lots can add significantly to parking supply. It can potentially lead to a greater supply of car parking than was anticipated in the parking policy for the centre concerned, undermining the policy's effectiveness and adding to peak period traffic congestion and the associated environmental effects.

Councils need to be pro-active in dealing with off-street parking that has not been given planning consent. Illegal parking (parking which has not been approved by the council) should not be allowed to operate.

Temporary parking in lots should be strictly controlled to ensure that its provision is consistent with the parking management policy applying to the centre concerned.

Enforcement of consent conditions

Policy Action 6.5: Effectively enforce consent conditions relating to privately operated public short stay parking facilities to ensure that such facilities continue to be used in the manner specified in the planning consent.

Responsibility: Territorial Authorities

The provision of short stay or visitor car parking is generally encouraged by councils, as such parking is important to the commercial vitality of the area concerned, and has limited impact on weekday peak period congestion.

Depending on circumstances, short stay parking can be less profitable to an operator than long stay parking. Effective enforcement of short-term parking in commercially run public facilities may be necessary to ensure that it remains restricted to short stay use and that the prices charged continue to encourage short stay rather than long stay parking.

Licensing of commercial parking facilities

Policy Action 6.6: Research the feasibility and potential implications of the licensing of commercial parking facilities as an alternative to reliance on the enforcement of resource consent conditions.

Responsibility: ARC in consultation with Territorial Authorities

The provision of short stay or visitor car parking is generally encouraged by councils. Short stay parking is important to the commercial vitality of the area concerned, and has limited impact on weekday peak period congestion. In some circumstances it may be provided on a commercial basis by the private sector.

However, once such parking is operating (under resource conditions) there is a risk that it may be subsequently converted to long-stay parking contrary to the parking management policy. Due to a lack of planning consent enforcement resources this may not be picked up on or acted on by the council.

A possible alternative is the use of licensing rather than the application of consent conditions to ensure ongoing compliance. The concept is to issue the developer or operator with a license to operate paid public parking, renewable annually or over a longer time frame, with conditions attached.

Territorial authorities would become parking facility licensing agencies. Anyone wishing to provide paid public parking would need to apply for a license from the council concerned, and would need to comply with the conditions of the license. Legislation is likely to be required to give councils the necessary powers.

3.8 Policy 7: Encourage use of more sustainable transport modes

Use public parking facilities to facilitate or incentivise greater use of alternatives to the single occupant car.

Carpooling

Policy Action 7.1: Give preferential treatment to carpools and vanpools in public parking facilities (including park and ride facilities where appropriate)

Responsibility: Territorial Authorities

Car pooling can assist in increasing the efficiency of car use by increasing vehicle occupancies.

Councils could encourage carpooling (and vanpooling) through incentives such as reduced cost or free parking, or allocating the most convenient parking spaces to rideshare vehicles as a means of making more efficient use of available road space during weekday peak periods.

Car sharing

Policy Action 7.2: Consider the allocation of parking spaces to car share vehicles at appropriate locations, potentially on a trial basis initially. ⁽¹²⁾

Responsibility: Territorial Authorities in consultation with the Ministry of Transport

Car sharing is a low-cost alternative to car ownership, taxis or car rental. Users must join a car share club. Once a member, all that is required is to book the car online or by phone (24 hours a day, 7 days a week) for periods of as little as an hour, collect the car at the reserved time from the dedicated parking space, and later return the car to the same space within the allotted time.

Car sharing started in Europe in the 1980s and has spread to over 600 cities across Europe, North America, Asia and Australasia. According to the City of Sydney Car Sharing website:

- Research has shown that members of car share schemes are more likely to walk, use a bicycle, or catch public transport compared to those who own a car
- One car share vehicle can reduce demand for parking in the City by replacing up to ten privately-owned vehicles parked and travelling on our roads
- More car sharing will mean less demand for limited parking space, less congestion and fewer greenhouse gas emissions.

In the Australian or New Zealand context car sharing is likely to be more viable in denser centres or inner suburbs with relatively good public transport.

Car share companies operate in Melbourne, Sydney, Adelaide and Auckland. The City of Sydney started a two year trial of a car sharing scheme for inner city residents in November 2007 and has provided a number of on-street spaces dedicated to car share vehicles. Three car share operators are involved in the trial. The city has set minimum quality requirements, including vehicle environmental performance standards, high availability

12 The road controlling authorities in New Zealand are able to restrict use of sections of on-street parking to specific 'classes' of vehicles such as taxis. The classes are specified by the Ministry of Transport. The Ministry of Transport would need to make a favourable ruling on the acceptability of car share vehicles as a defined vehicle class to permit Councils to dedicate on-street parking spaces to car share vehicles

and ease of booking. The performance and popularity of the car share services is monitored during the trial. In August 2008 Adelaide City Council announced that it will provide several free parking spaces in the city for the new (GoGet) car share program.

In Auckland, the Cityhop Car Share Company provides cars at several locations including spaces in CBD public carparking buildings. There are no on-street spaces at present, although it would like to have some. Most members are in the Auckland CBD. It describes itself as “a convenient and eco-friendly way of having access to a car whether you live in the inner city, use public transport to and from work or are a business wanting to save money.”

Motorcycles and scooters

Policy Action 7.3: Require public parking facilities to set aside at least 2 per cent of spaces for the use of scooters and motorcycles

Responsibility: Territorial Authorities

Motorcycles and scooters have increased in popularity following the recent sharp increase in fuel prices.

It is recommended that the consent conditions include a requirement that a proportion of spaces be dedicated to motorcycles/scooters. Assuming that 2 per cent of vehicles are motorcycles or scooters, a 500 space carpark should provide space for 10 motorcycles/scooters. As five parked motorcycles occupy the same space as two parked cars, these would take up the equivalent of four parking spaces.

Bicycles

Policy Action 7.4: Provide free, secure and covered parking for bicycles in public parking facilities.

Responsibility: Territorial Authorities

Policy Action 7.5: Incorporate the bicycle parking standards that are to be included in ARTA's Regional Cycle Plan into district plans.

Responsibility: Territorial Authorities

Cycling is a healthy, non-polluting, low cost form of transport. The Government Policy Statement on Land Transport Funding 2009/10-2018/19 includes the following targets:

- Reduce kilometres travelled by single occupancy vehicles, in major urban areas on weekdays, by 10% per capita by 2015
- Increase the number of walking and cycling trips by 1% per year through to 2015.

Measures to encourage more cycling are being implemented throughout the region and include the provision of cycle lanes and cycle ways and improved bicycle parking.

The provision of bicycle parking in public parking facilities encourages cycling by providing convenient parking at or close to important destinations.

Bicycle parking should be placed on the same footing as car parking through the provision of bicycle parking standards in district plans. Guidelines for bicycle parking requirements in new developments have been developed by ARTA in consultation with the ARC and the Territorial Authorities¹³. The guidelines include proposed ratios for bicycle parking for developments, and guidelines on bicycle parking at stations, town centres and central business districts.

Use of additional funds generated to benefit the town centres

Policy Action 7.6: Consider the use of the additional revenues resulting from measures included in this strategy to fund improvements to the centre's transport system supporting a reduced reliance on the car walking and cycling and increased use of public transport.

Responsibility: Territorial Authorities

Additional income generated by traffic management measures for a centre can be used to improve the centre's transport system.

Possible measures include the funding of a (free) bus shuttle service and upgrading pedestrian and cycle facilities.

These measures support the parking management policies and objectives. They can also assist in improving the acceptability of increased parking charges or other increased charges.

Charging for use of park and ride facilities

Policy Action 7.7: Identify the circumstances, if any, under which charges should be applied at park and ride facilities, including the use that should be made of the resulting revenues.

Responsibility: ARTA in consultation with ARC and Territorial Authorities

While park and ride can generate revenue in the form of additional patronage and fares, it increases overall transport subsidy requirements. Parking is, however, free of charge as the policy is to encourage use of park and ride and charges are seen as a potential disincentive.

The costs of security at the two North Shore Busway stations including monitored surveillance, are met by the North Shore City Council. The costs of rail station security, which includes CCTV surveillance plus help points, are met by ARTA.

There may also be a case for introducing parking charges at some locations where demand exceeds supply, a situation which arose on the North Shore even before completion of the Northern Busway. Such charges could help ration use and could help fund construction of a parking structure to increase the parking supply. They could, however, act as a disincentive to public transport and that would need to be taken into account in decision making.

13 These are available on ARTA's website as Supplementary Document Four: ARTA Guidance Note for Cycle Parking Facilities 2007 to ARTA's Integrated Transport Assessment Guidelines

3.9 Policy 8: Ensure that parking on arterial roads meets strictly controlled conditions

ARTA's policy on parking on regional arterials is supported and should be extended to all arterial roads (including district arterials and principal roads)

Policy Action 8.1: That all road controlling authorities adopt and apply the policy on parking on regional arterials in the Regional Arterial Road Plan to all arterial roads under its control

Responsibility: Road controlling authorities (Territorial Authorities and NZTA)

The policy in the Auckland Regional Arterial Road Plan ⁽¹⁴⁾ is "ARTA supports and encourages the use of parking restrictions on regional arterial roads to allow the free flow of people and goods. The safe and efficient movement of people and goods should have priority over on-street parking. Where on-street parking on a regional arterial is regarded as particularly important to the vitality and economy of adjacent land uses, it may be acceptable, provided that the parking can be achieved in a way which does not compromise the overall safety and effectiveness of the arterial route. If this is not the case an alternative solution should be found."

The primary purpose of arterial roads is the safe and efficient movement of people, goods and services.

As on-street parking can significantly reduce the ability of an arterial road to achieve this purpose, it should only be permitted where it does not compromise safety or add to traffic congestion. This can require permanent parking prohibition through the use of no stopping at all times controls (broken yellow lines), or can be limited to the prohibition of parking during peak periods only through the use of clearways.

On-street parking controls are increasingly becoming necessary as the arterial roads come under increasing pressure. The introduction of bus lanes and cycle lanes, in addition to increasing general traffic and freight movement pressures, place high demands on the use of the limited available arterial road space.

- However, on-street parking can contribute to business vitality in town centres and strip retail areas, and can improve pedestrian crossing safety by reducing traffic speeds. It can enhance the centre by:
- improving the urban amenity particularly where associated with street trees,
- providing a buffer between pedestrians and moving traffic, and
- contributing to the success of adjacent businesses.

Where sufficient width is available, the use of recessed or indented parking set in the road berm can provide permanent parking adjacent to the road. The parking is typically short stay, visitor parking. Recessed parking can support the economic vitality of a centre and can provide a buffer between pedestrians and the moving traffic stream. It can also be used to provide landscaping such as street trees. Alternatively, kerb extensions can be used to shelter the parking from the adjacent lane, reduce traffic speeds through a town centre, reduce the road crossing width and provide refuge for pedestrians, and provide opportunities for landscaping.

The design and management of arterial roads through town centres should also be consistent with achieving the primary functions of the arterial route. For example, on arterials where the movement of buses has priority, it should be ensured that bus movement through the centre continues to have priority. On other arterials it should be ensured that the route's effectiveness for moving general traffic is maintained.

Where an appropriate solution cannot be achieved, alternatives such as the provision of convenient, accessible off-street parking or parking on side streets should be developed.

3.10 Policy 9: Communicate the need for change

Communicate more effectively to the regional community regarding the need for, and benefits of parking management strategies that integrate parking with broader land use and transport objectives, to generate support for the changes that are necessary for a more sustainable future.

Policy Action 9.1 – Develop and implement a parking management communications strategy which includes the following: the need to manage parking within centres to bring it in line with broader objectives including reducing dependence on the private car and encouraging more use of passenger transport and active modes, particularly for the trip to work, the importance of controlling parking on arterial roads.

Responsibility: ARC in cooperation with TAs

Expectations and attitudes to the provision of parking can be an obstacle to change.

Motorists may expect to have available free parking at every destination, preferably right outside the door. Developers are generally expected to provide generous amounts of parking on site, the costs of which are reflected indirectly in the costs of goods and services, and in the loss of amenity resulting from excessive provision of parking.

The communications strategy should identify the externalities resulting from the excessive supply of carparking in town centres and corridors. These include:

- increased development costs which are passed on to consumers or residents through higher property costs,
- loss of amenity due to the creation of large areas of surface parking,
- adverse water quality effects through increased surface run-off,
- lower development densities due to the need to accommodate car parking,
- making the redevelopment of small sites unviable due to the need to provide the required off-street carparking,
- town centres which are less attractive for walking and cycling,
- encouragement of excessive use of the car and a disincentive to the use of public transport.

People may see parking on-street outside their property as a right. Employees may expect their employer to provide free parking at the place of employment.

The importance of integrating parking with broader land use and transport objectives needs to be communicated to the regional community to generate support for the changes that are necessary for a more sustainable future.

There is a need to communicate more effectively to the regional community the need for, and benefits of parking management strategies and plans.

Councils need to be more pro-active in the management of parking in centres, both on-street and off-street, as part of a package of measures. They may also need to be more pro-active in reducing parking on arterial roads. However, they may come under strong resistance from residents and businesses affected by such measures and, as a result, be reluctant to take effective action.

This indicates a need to communicate more effectively regarding the need for, and benefits of removing parking on arterials and managing parking within centres to bring it in line with broader objectives. It must be made clear that changes in the management and supply of parking are essential if the region is to achieve its strategic land use and transport outcomes.

Policies which result in an over-supply and inefficient use of parking effectively subsidise the use of the car. Changes are required which will be effective in integrating the management and supply of parking with policies and actions aimed at achieving a more sustainable future with better transport choices and a less car dependent land use form.

The communications strategy should also point out that this Regional Parking Strategy is an important first step towards achieving consistent regional parking policies and actions which support and are integrated with the achievement of the region's land use and transport strategies and outcomes. Further development of the strategy will be required to strengthen policies and move more quickly towards achieving the desired outcomes.

GLOSSARY OF TERMS

- **High density mixed use town centres and corridors (HDCC)** refers to areas identified for intensive growth in the Auckland Regional Policy Statement (current and subsequent proposed revisions) due to physical or spatial characteristics that include the intensity of existing development, the locality's generation of, or association with, significant transport movements, and the locality's capacity for further growth. Currently, these areas are defined in Schedule 1 to Proposed Plan Change 6 to the Auckland Regional Policy Statement as regional, sub-regional and town centres and corridors.
- **Specialised activity areas** are areas that are characterised by large stand alone facilities that provide specialised social and/or business services (including education, health, prison, port/airport and marine facilities)
- **Long stay parking** refers to parking for a period of **4 hours or more**. The availability, management and price of long stay parking influences travel choice by commuters.
- **Short stay parking** refers to parking for a period of **less than 4 hours** and is important for people visiting a centre or location for shopping, personal business or for leisure purposes.
- **Operational parking** refers to parking needed for the successful operation of a business. It includes parking for company vehicles used for business purposes during the day, and parking for business visitors/customers.
- **Residential parking** is parking associated with residential developments.
- **Private non-residential or commercial parking** is parking associated with developments such as offices, industrial developments, supermarkets and shopping centres and so forth.
- **On-street parking** is managed by the relevant road controlling authority, either City or District Councils or the New Zealand Transport Agency in the case of state highways. The road controlling authorities determine the parking controls and any charges.
- **Public off-street parking** refers to public parking in surface lots or parking buildings. The parking lot or building may be owned and managed by the public sector or the private sector, or may be owned by the public sector and managed by the private sector. Where the council owns it, the council generally sets the parking charges (if any) and the length of stay.
- **Shared parking** is the use of parking spaces for two or more different land uses at different times rather than each having their own parking spaces, e.g. office use during the day and restaurants in the evenings.
- **Early bird parking** is discounted public long stay parking available to vehicles arriving before a certain time, typically 9:00 or 9:30 on weekdays.
- **Leased parking** is parking leased to an individual or company for their exclusive use during a specified time period.
- **Optional leased parking** is leased parking which is not provided as a requirement of a resource consent for the parking facility concerned, but is provided at the discretion of the parking facility operator
- **Park & ride** is the provision of parking facilities at appropriate rail stations, transport interchanges or bus stops, particularly in suburban and urban fringe areas, to encourage and facilitate passenger transport

use. It can also be used to encourage ridesharing (carpooling/vanpooling). Park & Ride can be associated with bus, rail or ferry services.

- **Carpooling** (also referred to as ride sharing or, in the UK, as lift sharing or, confusingly, car sharing) is the joint or pooled use of a car by the driver and one or more passengers, usually for the trip to/from work. Carpools generally use pool members' private vehicles. The driver picks up the passengers at their home or another mutually agreed location. Vehicle operating costs are typically shared among the occupants, or driving can be shared.
- **Car sharing** is a way of making cars available to local residents and businesses without the need for them to own the car. It has the potential to reduce car ownership and traffic congestion and to encourage walking, cycling and the use of public transport. The car share company owns, services and re-fuels the car, and manages the bookings, which can be over the internet or by phone. Car share scheme members pay a membership fee and pay for the use of the vehicle, which can be for a period of as little as one hour.
- **ARPS** - Auckland Regional Policy Statement
- **ARLTS** - Auckland Regional Transport Strategy
- **ASF** - Auckland Sustainability Framework
- **RGS** - Regional Growth Strategy
- **AREDS** - Auckland Regional Economic Development Strategy

APPENDICES

APPENDIX A – 2005 ARLTS Parking Policy:

Ensure that the planning and management of parking resources in the region supports the region's land use and transport outcomes

Parking facilities are key elements of the regional transport system. All motorised journeys begin from and end at parking places. Well-managed parking facilities are essential to achieve the region's transport outcomes. The way they are managed may reduce congestion, encourage the use of more sustainable modes of travel and improve safety and environmental sustainability, particularly in densely developed town centres and commercial areas that are the growth centres of the regional and national economy.

3.4.1 Achieve a balance between the provision of car parking and managing peak period traffic demands in areas of high parking demand such as the Auckland CBD and other regional centres. This should include consideration of parking ceilings in these areas. (ARC, ARTA & TAs)

3.4.2 Support the development of the region's public transport and active mode outcomes through appropriate parking policies and measures. This includes parking measures to influence the travel decisions of commuters through pricing and the planning and management of parking supply. (ARC, ARTA & TAs)

3.4.3 Support the region's travel demand management outcomes through appropriate parking policies and measures. This will include developing parking management measures, including parking restraint, to complement travel demand management initiatives and improvements to the passenger transport network. (ARC, ARTA & TAs)

3.4.4 Support the implementation of the Regional Growth Strategy land use outcomes through appropriate parking policies and measures. To facilitate this policy a better understanding of the dynamics of parking in areas of intensification and its consequential impacts is needed. (ARC, ARTA & TAs)

3.4.5 Effectively manage the short-term parking requirements around the region's activity/commercial centres. In areas of high activity the highest priority should be given to short-stay non-residential parking. The provision of long-stay parking should be planned and, if necessary, appropriately priced in areas of lower demand or activity. (ARC, ARTA & TAs)

3.4.6 Develop a Regional Parking Strategy to provide regional policy direction on all parking issues including a regional policy position for the provision of park and ride facilities (ARC, ARTA, and TAs)

AUCKLAND REGIONAL PARKING STRATEGY - March 2009

ISBN: 978-1-877528-36-1 (print)

978-1-877528-37-8 (pdf)

Published by Auckland Regional Council

Private Bag 92 012

Auckland, New Zealand

This document is available on the ARC website: www.arc.govt.nz