

PROJECT	UNITARY PLAN PARKING PROVISION
SUBJECT	ADDITIONAL WORK
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1 INTRODUCTION

In 2011 Auckland Council commissioned Flow Transportation Specialists Ltd (Flow) to investigate options for the number of parking and loading spaces which should be required in the Auckland Unitary Plan (outside of the Auckland City Centre). Flow's findings and recommendations are outlined in a report dated 17 January 2012. At the same time, Transport Planning Solutions Ltd (TPS) was commissioned to complete a similar piece of work for the Auckland City Centre, and outlined their findings and recommendations in a report dated 25 January 2012. Further to this, Flow has been commissioned to recommend parking provision rules for the City Centre Fringe Area, with the findings outlined in a further report dated 29 June 2012. It is also acknowledged that the TPS report and the Flow reports of 17 January 2012 and 29 June 2012 are subject to ongoing review by the council during the development of parking and loading provisions for the Unitary Plan.

Since these three reports have been completed, the Draft Auckland Plan released in September 2011 has been updated to incorporate feedback from the public and the hearings process. The amended version of the Auckland Plan was formally adopted by Auckland Council on 29 March 2012 and publicly released on 29 May 2012. The changes to the Auckland Plan which impact on our previous recommendations include changes to the urban centres identified, the fact that centres are no longer identified as "growth" or "non growth" centres, that there are now only two rural satellite centres identified and that corridors are no longer identified as a category.

In addition to the changes to the Auckland Plan, Auckland Transport has been working to update the Auckland Public Transport Network Plan. This work is ongoing but it is understood that the public transport network will no longer be classified using the Rapid Transit Network (RTN) and the Quality Transit Network (QTN). Flow's current recommendations for parking provision rules use this classification to determine the level of public transport accessibility available to an urban centre.

This Technical Note outlines Auckland Transport's current thinking for the PT network classifications and how this impacts on our previous recommendations for parking provision rules to be included in the Unitary Plan. This Technical Note therefore amends our previous recommendations to the parking provision rules to incorporate the changes to the Auckland Plan and Auckland Transport's public transport classifications. It is intended that this note should be read as an addendum to our two previous reports dated 17 January and 29 March 2012.

2 PUBLIC TRANSPORT NETWORK

As outlined in Section 1, Auckland Transport is currently reviewing the Auckland Passenger Transport Network Plan, including the classifications of RTN and QTN. The review is planned for completion by 2013. Auckland Transport is also currently in the process of reviewing all public transport services in the Auckland region with the introduction of the new Public Transport Operating Model (PTOM). PTOM is a new contracting model which will change the way public transport services are contracted and managed throughout the Auckland region. The services in each region in Auckland (North, South, East and West) will be reviewed and consulted on over the next five years.

We met with Dirk Osborne, Senior Transport Planner from the Strategy and Planning Team at Auckland Transport on Thursday 3 May 2012 to discuss the proposed changes to the existing public transport classifications.

A new classification entitled the Frequent Services Network (FSN) is proposed. The FSN includes those services with their own separated infrastructure (the previous RTN) plus expanded frequent bus and ferry services. The FSN will operate seven days a week, with a minimum of fifteen minute frequencies between 7 am and 7 pm. Most services will also include a slightly reduced frequency between 6 am and 7 am, and between 7 pm and 11 pm. In addition to the FSN there will also be lower level of services running with minimum frequencies of 30 minutes or 60 minutes as well as additional peak only services. These services are in development and are yet to be mapped.

Figure 1 illustrates the proposed public transport categories. The different coloured boxes represent the (yet to be named) categories, with the red and blue boxes representing the FSN. The red box represents the FSN services which run on their own infrastructure (the existing RTN) and the blue box represents the FSN services which run on the standard road network. The proposed FSN network for 2016 and 2022 are provided in Figure 2 and Figure 3.

Figure 1: Proposed Public Categories

PROPOSED SERVICE CATEGORIES: INTERNAL

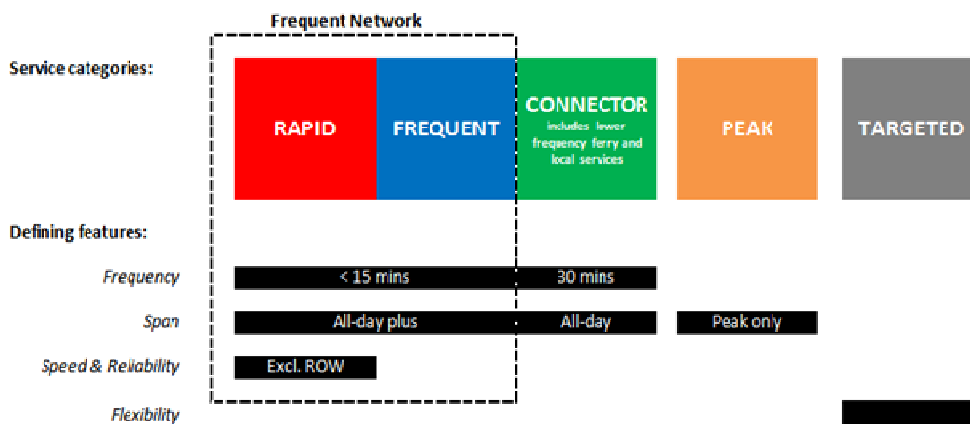


Figure 2: Proposed FSN 2016

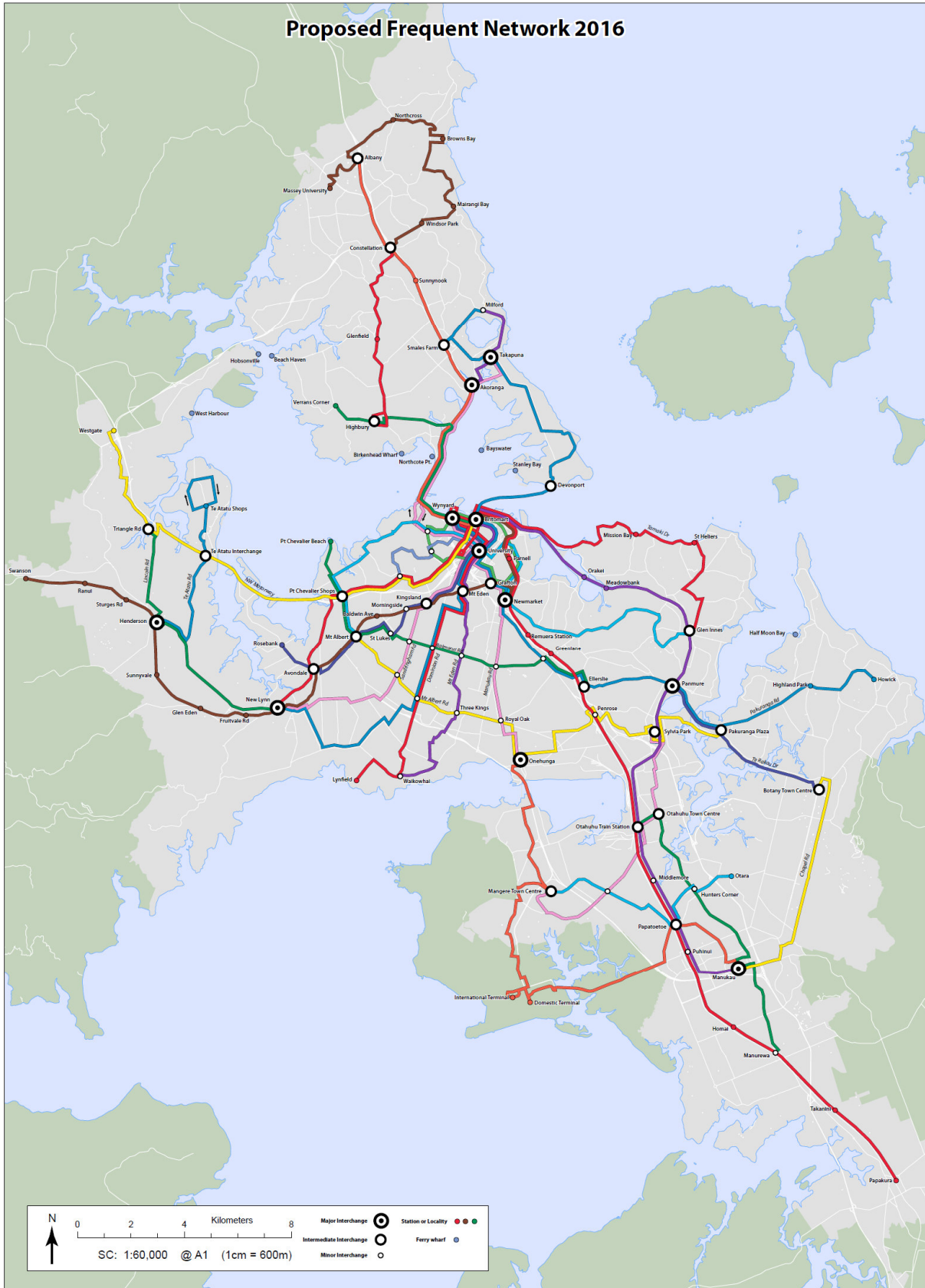
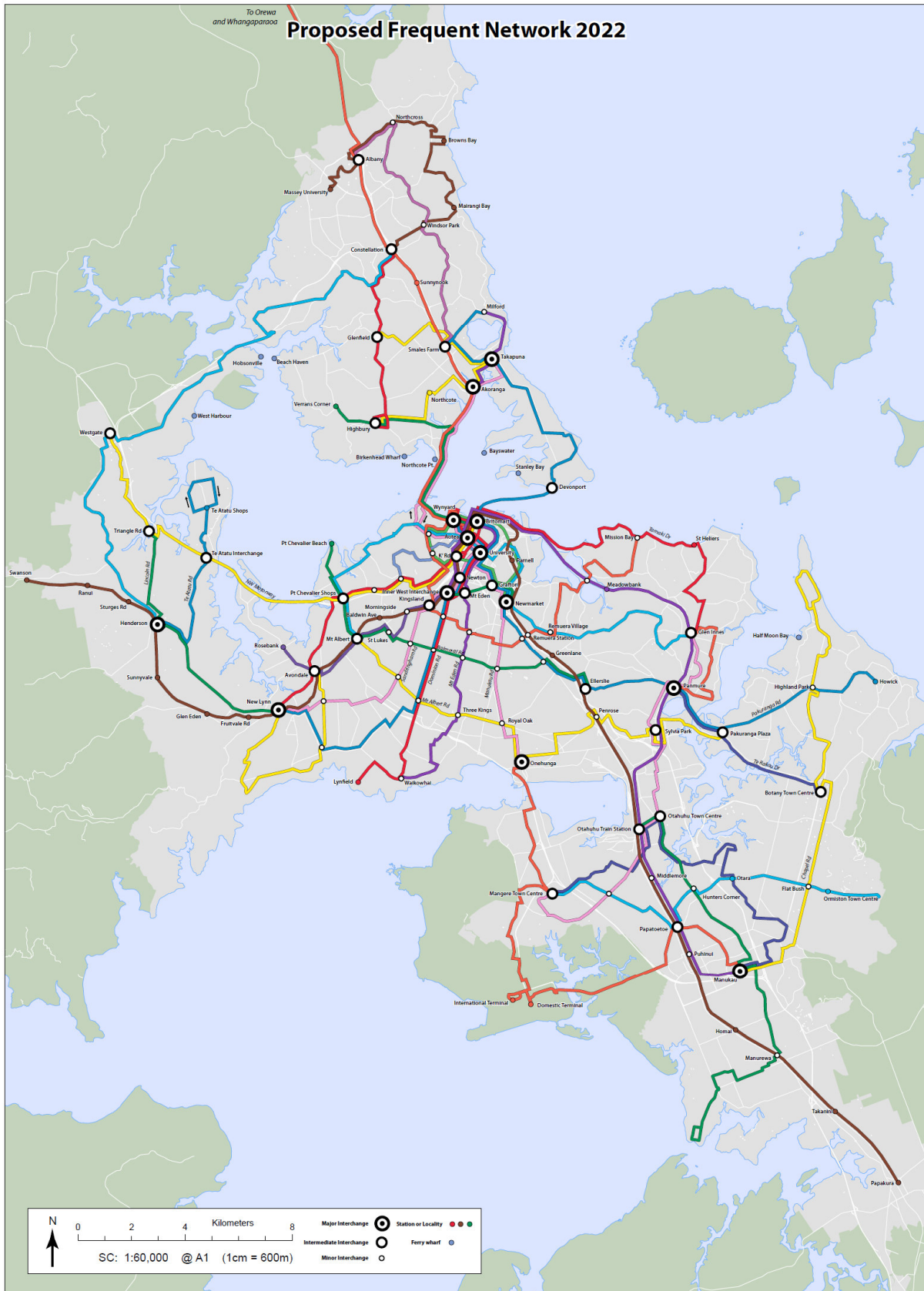


Figure 3: Proposed FSN 2022



Flow's existing recommendation for the parking provision rules (contained in its January 2012 report) state that if an urban centre (which is identified for growth) is on the RTN (or is planned to be on the RTN by 2022), then maximum parking provision rules, combined with the removal of minimum parking provision rules, should apply for a catchment area of 1 km around the urban centre. If the an urban centre (which is identified for growth) is on the QTN (or is planned to be on the QTN by 2022), then maximum parking provision rules, combined with the removal of minimum parking provision rules should apply for a catchment area of 800 m around the urban centre.

For urban centres (which are identified for growth) which are planned to be on the RTN or QTN post 2022, the same maximum provision rules should apply, but a minimum parking provision rule should also apply, at a level of 75 % of the maximum rate.

The difference in the catchment areas for the RTN and QTN reflects research which indicates that people are willing to walk further to a rail station than a bus stop. This is, in part, due to the increased reliability of the rail network due to the fact that these services run on their own infrastructure and are therefore not affected by traffic congestion. It is considered appropriate to also apply this preference to the busway services (and therefore the whole of the RTN), due to the fact that these services also use their own infrastructure.

The definition of the proposed FSN is very similar to the existing definition of the RTN and QTN, in that all of the services offer a minimum of fifteen minute frequencies between 7 am and 7 pm. It is therefore recommended that the previous recommendations for the RTN continue to apply to the services on the FSN which run on their own infrastructure (the rail network and the Northern Busway) and that the previous recommendations for the QTN should apply to those remaining services on the proposed FSN.

We have used the same principle with regard to the planned expansions of the FSN. Therefore, if an urban centre is planned to be part of the FSN by 2022, the same rules should apply. The new maps indicate that the proposed FSN will be fully implemented by 2022. If the FSN is fully implemented by this date the intermediate measure of retaining the minimum parking rate of 75 % of the maximum, is not required.

However, it is noted that during our meetings with Auckland Transport, it was revealed that parts of the proposed network for 2022 may not be in place by this date and also that some of the proposed expansions are dependent on the implementation of the City Rail Link (CRL). The Auckland Plan envisages the CRL to be in place by 2022, but funding for the proposed infrastructure has not been finalised. We have taken this information into account when determining which urban centres should retain minimum parking provision rates, for example if it is envisaged that a particular upgrade will not be in place by 2022, we have recommended minimum parking provision rates should be retained. However we recommend that Auckland Transport be asked to confirm which parts of the network are likely to be in place by 2022.

Based on the information provided, we have updated Appendix G from our original report and identified which urban centres are part of the proposed 2016 and 2022 FSN. This list is attached in Appendix A of this Technical Note and replaces Appendix G of our original report.

3 CENTRE CLASSIFICATION

As discussed in Section 1, the draft Auckland Plan was amended following feedback from the public and the hearings process. As part of this review there have been some changes to the way urban centres have been classified.

The overall classification of the urban centres in the adopted Auckland Plan remains the same as the draft version. The classifications are International City Centre, City Fringe Centres, Metropolitan Centres, Town Centres, Local Centres, and Rural Satellite Centres. There have been some changes to the classification of some of the centres, namely there are now ten metropolitan centres as opposed to eight and there are now only two rural satellite centres as opposed to six. However, this Technical Note is not considering the classification of individual centres but how the classifications should determine the proposed parking provision rules.

3.1 Centres Previously Identified as “Non Growth”

In the draft Auckland Plan the majority of the centres were identified for growth and intensification. However, eight centres, being Devonport, Howick, Grey Lynn, Kingsland, Mission Bay, Mt Eden, St Heliers and Titirangi were identified as having limited opportunities for growth because of constraints such as heritage, amenity or infrastructure provision. Our original proposal recommended the implementation of maximum, and removal of minimum, parking provisions for all urban centres identified for growth and planned to be on the RTN or QTN by 2022 (subject to further assessment of the local centres). Centres not identified for growth (Devonport, Howick, Grey Lynn, Kingsland, Mission Bay, Mt Eden, St Heliers and Titirangi) would retain minimum parking provision rules unless a Comprehensive Parking Management Plan (CPPM) was completed which recommended a different approach.

The revised Auckland Plan no longer includes the classification of non growth centres. However, Section D of the adopted Auckland Plan, which outlines Auckland’s high level development strategy, has been updated to include an additional classification which identifies areas according to the degree of change in urban Auckland. The degree of change is shown in the Auckland Plan on map D.2 Development Strategy Map (urban core). The classifications are outlined in Table 1.

Table 1: Degrees of Change

Classification	Definition
Most Change	Includes the City Centre and the ten metropolitan centres
Significant Change	Includes approximately 30 town centres and the City Centre Fringe (except those with existing heritage character zoning)
Moderate Change	Areas identified for growth throughout the existing urban area. Includes most local centres and a range of neighbourhoods
Some Change	Areas not identified as prioritised for growth but with some intensified development expected to occur

Least Change	Generally areas with existing historic character zoning and the Waitakere Ranges Heritage Area. Not expected to accommodate significant new buildings although sympathetic development will occur where appropriate
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It is considered that, when considering parking provision rules, the revised classifications are very similar to the original classification of “growth” centres and “non growth” centres. All centres previously identified for growth have been classified as having some change, moderate change, significant change or most change. Therefore, subject to further assessment of Local Centres, if these centres are located on the FSN by 2022, then minimum parking provision rules should be removed and replaced with maximum rules as identified in our original report.

The centres previously identified as “non growth” centres in the draft Auckland Plan (those being Devonport, Howick, Grey Lynn, Kingsland, Mission Bay, Mt Eden, St Heliers and Titirangi) are in the majority, now classified as being in areas identified for least change, although this is not the case for all. As a result these centres are discussed individually in the following paragraphs.

Devonport is classified as a City Fringe Centre in the Auckland Plan. Devonport is identified in the adopted Auckland Plan as an area of least change, with some small pockets of some change along the main roads. Devonport has good access to public transport via the ferry service to the City Centre and is part of the 2016 FSN. Much of Devonport is subject to heritage zoning and as indicated by its classification, significant intensification is not envisaged for the area. However, due to its location on the FSN, from a transportation perspective a maximum parking provision rule would be appropriate for a distance of 800 m from the ferry building. This would allow any developments taking place in the area subject to “some change” some flexibility with regard to parking provision rules. This may also go some way to reducing the potential transportation effects of any future development on the road network as due to the geographical constraints of the peninsular, Lake Road offers the only route in and out and is already subject to significant congestion. However, the issue is complicated by the fact that the catchment area for the Devonport ferry is wider than Devonport itself and many users of the ferry drive to the ferry terminal. This results in a significant part of the 800 m catchment area being used for parking. In conclusion, it is considered that the areas identified as being subject to some change which are located within 800 m of the ferry building should be subject to the same parking provision rules as the urban centres identified for growth. This recommendation is subject to consideration of the proposed zoning for the area.

Howick is classified as a Town Centre in the revised Auckland Plan and is classified as being subject to significant change. This is different to its previous classification as a non growth centre. Howick is proposed to be part of the FSN by 2016 and because of this, and its change of classification regarding growth, it is considered Howick should be subject to the same parking provision rules as the other centres identified for growth. It is acknowledged that heritage issues may limit potential development but it is considered this will be developed through land zoning as opposed to parking provision rules.

Grey Lynn, Kingsland, Mission Bay, St Heliers, Mt Eden and Titirangi are all identified as Local Centres in the revised Auckland Plan. These centres will be assessed for their appropriateness for maximum, and removal of minimum, parking provision rules as part of the overall assessment of Local Centres. Flow and the council have already identified the need to further consider all local centres in terms of the application of the maximum parking rates and the removal of the minimum parking rates.

3.2 Rural Satellite Centres

Chapter 9 of the revised Auckland Plan outlines the strategy for rural Auckland. The revised Auckland Plan identifies two rural satellite towns, ten rural and coastal towns and 76 rural and coastal villages (serviced and unserviced). A description of each of the classifications is provided in Table 2.

Table 2: Rural Classifications

Classification	Definition
Satellite Towns	Two substantial urban centres in rural areas (Warkworth and Pukekohe) with the potential to function independently of main metropolitan Auckland. Suitable for substantial residential and employment growth. Populations are envisaged to grow to 25,000 (Warkworth) and 50,000 (Pukekohe) over the next 30 years, with a balance of houses to jobs of 1:1 and with strong, accessible, diverse and enhanced centres.
Rural and Coastal Towns	Urban settlements of varying sizes with suburban zones in rural areas with services that reflect lifestyle choices such as rural town life and dormitory residential and retirement living. These towns are expected to grow substantially but are less independent from the main metropolitan area and are less focussed on developing substantial employment or intensification
Services Rural and Coastal Village	Small rural settlements of varying sizes with close connections to their rural or natural surroundings. Not a focus for significant growth
Unserviced Rural and Coastal Villages	Similar to services rural and coastal villages but envisaged to have little or no growth. They will change and develop in ways which will preserve their character, but are a lower priority for planning services and infrastructure.

From the descriptions provided in Table 2, it appears that the majority of Rural Settlements should remain subject to minimum parking requirements as there is very limited growth planned for these settlements. It is also noted that none of the rural settlements are identified as being on the FSN by 2022.

However, there is an argument that the two satellite towns identified, Warkworth and Pukekohe, may benefit from the implementation of maximum parking provision rules within their own centres. The justification for this is that these centres are intended to operate independently from the main metropolitan centres of Auckland and provide residential and employment opportunities at a ratio of 1:1. It may therefore be beneficial to encourage people living in these centres to use sustainable transport modes to travel around (walking, cycling, public transport if viable). Restricting the parking supply at key employment areas (provided there are sufficient alternatives) may contribute towards this. In addition, the removal of minimum parking requirements within the centres may help achieve good urban design and create attractive centres for residents to visit.

Overall it is envisaged that the potential for the introduction of maximum, and the removal of minimum parking provision rules, will ultimately depend on the proposed zonings for the Rural

Satellite Towns. It is recommended that this be considered further once the zoning information is available.

4 CORRIDORS

The Draft Auckland Plan released in 2011 listed nine urban growth corridors which were identified for intensification. Although the revised Plan states that corridors will include more intensive land uses located along major public transport networks, the list of named corridors has been removed.

Our original report recommends that the corridors identified for intensification should be treated in a similar manner to urban centres. If a corridor is part of the RTN and QTN (now FSN) then the catchment areas surrounding all of the public transport stops along the corridors should be subject to maximum parking provision rules, with the removal of minimum parking provision rules. This section of the Technical Note reconsiders this approach, given that corridors are no longer identified in the revised Auckland Plan.

At first glance, it would appear that where a main public transport corridor is zoned for intensification, it would be appropriate to implement the same parking provision rules along the corridor as proposed for centres. The justification for this is that, subject to the location of public transport stops, land use activities on a corridor between centres have the same level of accessibility to public transport as the centres themselves. When considering which corridors these rules should apply to, we need to consider the FSN.

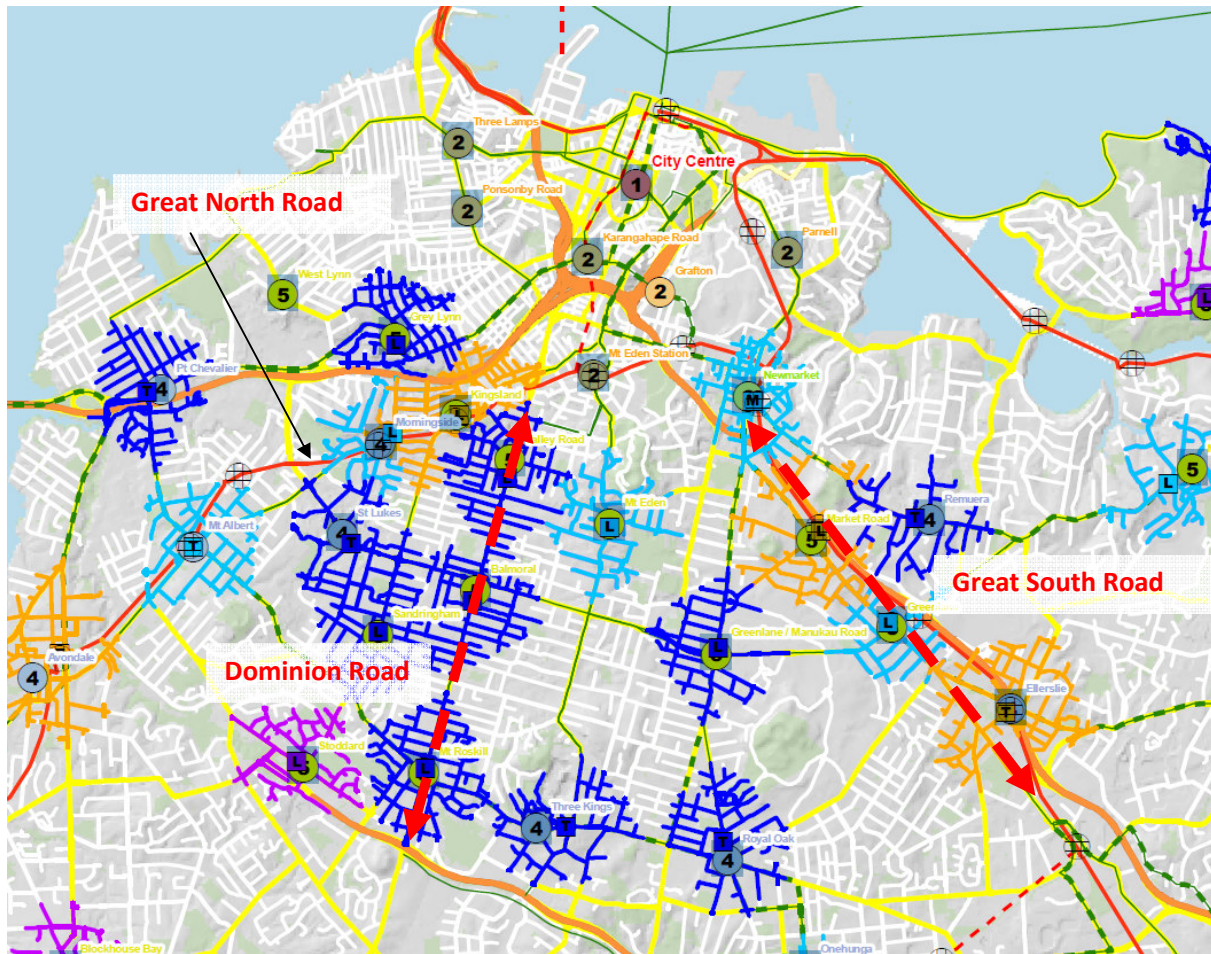
The RTN component of the FSN is made up of the rail network and the Northern Busway. As services on the rail network and the busway stop less frequently, there is less opportunity for intensification between the different stations. This is because a site's proximity to the RTN network only provides benefits if the site is located close to a station. However the rest of the FSN is made up primarily of bus services which are more likely to stop between the main centres, resulting in opportunities for development along corridors which will have good accessibility to public transport. Public transport corridors which are part of the FSN and the future FSN include Dominion Road, Great North Road, Manukau Road, Great South Road and the outerlink route.

It is noted that from a transportation perspective, intensification along all public transport corridors may not be desirable. For example although areas between centres may have the same level of public transport accessibility as land within centres, it may be harder to implement walkable urban centres if intensification is allowed to stretch along corridors. If there are large sections of land zoned for intensification between centres, this land may become more attractive to developers than the centres themselves, as land outside of centres is likely to be cheaper. This may compromise the intensification of the centres themselves. Lastly, this land use pattern may also limit the potential for the use of express public transport services during peak periods. Limiting the number of stops a bus service makes can provide operational benefits and encouraging development along the corridor may make this more difficult to achieve.

Corridors along which increased intensification may be appropriate from a transportation perspective are those where the existing centres are located in close proximity. An example is Dominion Road

where the catchment areas (shown in blue in Figure 4) for the individual centres of Valley Road, Balmoral and Mt Roskill merge together, creating a corridor like effect. On corridors such as these any sites along the corridor are within the walkable catchment of a centre. Another example is Great South Road, where Newmarket, Market Road, Greenlane and Ellerslie also merge together.

Figure 4: Corridors and Town Centres catchments



A corridor such as Great North Road may not be so appropriate as although Morningside and Kingsland are located in close proximity, Mt Albert and Avondale are spread further out.

Ultimately, the zoning of the land along particular corridors will be a major input into whether maximum parking rates (and the removal of minimum rates) should apply to corridors. If land between centres along corridors is zoned for intensification then it is considered that the removal of minimum parking provision rules and the implementation of maximum rules may be appropriate. However, we recommend we consider this further when the zoning information is available.

APPENDIX A

This is a table of centres identified in the adopted Auckland Plan, with an indication of whether FSN services are planned to be provided to that centre by 2016 and 2022 (compared with current RTN or QTN services). We have also noted where the FSN service will include its own infrastructure (rail or busway network). Although we have referred to this as the RTN network, it is noted this terminology is likely to change as part of the Passenger Transport Network review.

	RTN in 2011	QTN in 2011	FSN in 2016	RTN in 2016	FSN in 2022	RTN in 2022
International City Centre						
City Centre	√	√	√	√	√	√
City Fringe Centres						
Devonport		√	√		√	
Grafton		√	√	√	√	√
Newton		√	√		√	√
Parnell		√	√		√	√
Ponsonby		√	√		√	
Metropolitan Centres						
Albany	√		√	√	√	√
Botany			√		√	√
Henderson	√		√	√	√	√
Manukau		√	√	√	√	√
New Lynn	√		√	√	√	√
Newmarket	√		√	√	√	√
Papakura	√		√	√	√	√
Sylvia Park	√		√	√	√	√
Takapuna		√	√		√	
Westgate/ Massey Nth			√		√	
Town Centres						
Avondale	√		√	√	√	√
Browns Bay			√		√	
Ellerslie	√		√	√	√	√
Glen Eden	√		√	√	√	√
Glen Innes	√		√	√	√	√
Glenfield			√		√	
Highbury		√	√		√	
Highland Park			√		√	
Howick			√		√	
Hunters Corner			√		√	
Mangere			√		√	
Manurewa	√		√	√	√	√

	RTN in 2011	QTN in 2011	FSN in 2016	RTN in 2016	FSN in 2022	RTN in 2022
Milford			√		√	
Mt Albert	√		√	√	√	√
Northcote			√		√	
Onehunga			√		√	
Orewa					√	
Ormiston			√		√	
Otahuhu		√	√	√	√	√
Otara			√		√	
Pakuranga			√		√	
Panmure	√		√	√	√	√
Papatoetoe	√		√	√	√	√
Pt Chevalier		√	√		√	
Remuera		√	√		√	
Royal Oak		√	√		√	
Silverdale					√	
St Lukes			√		√	
Sunnynook	√		√	√	√	√
Takanini	√		√	√	√	√
Te Atatu Peninsula			√		√	
Three Kings		√	√		√	
Whangaparaoa					√	
Local Centres						
Addison						
Albany Village						
Balmoral		√	√		√	
Beach Haven						
Belmont			√		√	
Blockhouse Bay			√		√	
Botany Junction			√		√	
Chatswood			√		√	
Clendon					√	
Dawson Road						
Drury						
Favona						
Glendene			√		√	
Greenhithe					√	
Greenlane East			√		√	
Greenlane West	√		√	√	√	√
Greville						
Grey Lynn			√		√	

	RTN in 2011	QTN in 2011	FSN in 2016	RTN in 2016	FSN in 2022	RTN in 2022
Gulf Harbour						
Hauraki Corner			√		√	
Hingaia						
Hobsonville					√	
Homai	√		√	√	√	√
Kelston			√		√	
Kepa Rd / Eastridge					√	
Kingsland			√	√	√	√
Lynfield			√		√	
Long Bay						
Mairangi Bay			√		√	
Mangere Bridge			√		√	
Mangere East			√		√	
Market Road	√		√	√	√	√
Meadowbank	√		√	√	√	√
Meadowlands						
Mission Bay		√	√		√	
Morningside	√		√	√	√	√
Mt Eden		√	√		√	
Mt Roskill		√	√		√	
Mt Wellington			√		√	
Northcross			√		√	
Ranui	√		√	√	√	√
Sandringham			√		√	
St Heliers			√		√	
Stoddard Road			√		√	
Stonefields			√		√	
Sturges	√		√	√	√	√
Sunnyvale	√		√	√	√	√
Swanson	√		√	√	√	√
Te Atatu South			√		√	
Titirangi					√	
Torbay						
Valley Road/Eden Quarter		√	√		√	
West Lynn			√		√	
Windsor Park			√		√	