
REPORT 2
(1215/52/IM)

FEEDBACK ON DRAFT PARKING POLICY

1. Purpose of Report

The purpose of this report is to:

- Report on the feedback received as part of the consultation on the draft Parking Policy
- Recommend an amended Parking Policy for adoption
- Set out a work programme for implementing the Parking Policy.

2. Executive Summary

The draft Parking Policy and draft Implementation Plan were approved for public consultation by the Strategy and Policy Committee on 19 April 2007.

The consultation period ran from 1 May 2007 to the end of June 2007, with oral submissions being heard on 2 August 2007. A total of 100 submissions were received, with eight submissions being heard.

Of the submissions, 32 were from individuals and organisations regarding the draft policy and 68 from individuals specifically opposing charging for motorcycle parking.

Of the 32 submitters commenting on the draft Policy, most were in favour. However, the majority of comments related to more specific detail and issues in the parking system. These issues relate very closely to those already identified in the April report, giving a level of confidence that Council has identified issues correctly. It will be the objective of future stages of the work to address these issues, and these have been referenced in the Implementation Plan.

The Policy has had several amendments, mostly minor and these are shown in the revised Policy, attached as Appendix 1. The Implementation Plan has also been amended and is attached as Appendix 2. Further consultation and engagement with stakeholders is planned as part of the implementation of the Policy. Recommendations arising from the future work programme will also need be brought back to Committee for consideration.

3. Recommendations

It is recommended that the Committee:

1. *Receive the information.*
2. *Note that consultation was undertaken during May and June 2007 and oral submissions were heard on 2 August 2007.*
3. *Note that 100 submissions were received and are attached as Appendix 3.*
4. *Note that all submissions have been considered in the development of the Parking Policy and Implementation Plan and that the responses to key considerations are attached as Appendix 4.*
5. *Note that the draft Parking Policy aims to manage a limited and very important resource, the public road space, in an equitable and balanced manner to ensure that the best outcomes for the city are achieved.*
6. *Note that further work to address issues and challenges in the parking system is required and a work programme is outlined in the Implementation Plan.*
7. *Recommend to Council that it agree to the revised Draft Parking Policy and associated Implementation Plan, attached as Appendices 1 and 2 (to this report).*

4. Background

4.1 Draft Parking Policy

The draft Parking Policy was developed as a result of a review of the Council's parking policies, including: metered parking in the central area, District Plan rules, free weekend parking, the provision of loading zones and taxi ranks, Coupon Parking Zones, Resident Parking Zones, Mobility parking, motorcycle and cycle parking, parking at community facilities and sports venues, parking on footpaths, enforcement and pricing.

The purpose of the parking review was threefold, to:

- assess the effectiveness of the existing parking policies and identify significant issues with the parking system
- develop a framework, including a draft set of principles and directions for parking in Wellington City that are aligned with the Council's strategic direction
- identify areas for future work.

The review identified the following broad-level key issues:

- **Competing demand** – there is competing demand for the limited on-street space, that comes from the Council’s agreed strategic goals and priorities. Examples include the need for the efficient movement of vehicles to reduce congestion, the proposed introduction of further bus priority measures, the need to have adequate parking to support economic development, and the pressure for parking spaces to be permanently removed from the system for security reasons and to provide urban amenity.
- **Excess demand** - the demand for on-street parking often exceeds supply. There is increasing demand for the on-street parking spaces from the various users of the parking system, for example between residents, commuters, shoppers and those accessing facilities.

In order to address these issues, an operating framework needs to be agreed. It was always intended that the Parking Policy would be at a high level, providing a politically agreed set of objectives that would enable a series of technical and operational reviews of various aspects of the parking system to proceed.

The draft Parking Policy therefore provides a framework for managing the public road space, a limited and very important resource, in an equitable and balanced manner in order to achieve strategic outcomes. It was also intended to give clear statements of intent to guide future parking activity in the city. The Policy also directly links the operational management of the parking system with the Council’s strategic outcomes.

The draft Parking Policy and associated Implementation Plan were approved for public consultation at the meeting of the Strategy and Policy Committee on 19 April 2007.

4.2 Incorrect reporting

Directly after the 19 April 2007 Strategy and Policy Committee meeting, an inaccurate media report announced that the Council had decided to start to charge for weekend parking. This was not what was agreed, and officers took appropriate action to counter the claim and request a retraction of this story.

A complaint was made to the Broadcasting Complaints Authority and this process is still on-going.

In addition, there was also concern that the Council was proposing the introduction of a charge for motorcycle parking, which was not agreed at the SPC meeting¹. This resulted in 68 emails being sent to the Mayor. These emails

¹ The draft Implementation Plan made reference to a review of the current management of on-street spaces in the Central Area and the provision for motorcycle parking, to determine quantity of spaces,

were received before the consultation had technically started and were dealt with directly by the Mayor's office. These emails have been included as part of the submissions.

4.3 Consultation Process

Consultation was undertaken in a variety of ways. The consultation was advertised on the Our Wellington page of the Dominion Post and placed on the Council's website, inviting written submissions from the general public. Targeted groups and stakeholders were also sent copies of the Draft Policy, Implementation Plan and feedback form.

A roundtable meeting was held with the Wellington Retailers Association, the Wellington Chamber of Commerce and Positively Wellington Tourism. The Property Council was invited, but did not attend.

Those providing feedback were given the opportunity to respond to specific questions and to provide additional comments. The respondents were asked to comment on the level of their support for the following aspects:

- General direction of the draft Policy
- Expectations relating to the principles of the draft Policy
- Balance of priorities for the Central Area
- Balance of priorities for the Inner Residential Area
- Balance of priorities for Suburban Centres
- Proposed Implementation Plan

However, many submitters did not specifically answer these questions, choosing instead to give general comments and observations relevant to them and their own experiences of the parking system. Many of these comments have provided useful feedback, both for the Policy and the Implementation Plan.

4.4 Overall Results

One hundred written submissions were received as part of the consultation process. The following 14 organisations sent in a written submission:

- New Zealand Automobile Association
- Land Transport New Zealand
- Living Streets Aoteroa
- Greater Wellington Regional Council
- Transit New Zealand
- Victoria University of Wellington
- New Zealand Retailers Association
- Hataitai Residents' Association

location and price. This does not constitute an agreement to start charging, but was setting out the potential scope of a review.

- Cycle Aware Wellington
- Tournament Parking
- Vogelmorn Kingston Residents Association
- Miramar / Maupuia Progressive Association
- Wellington Regional Chamber of Commerce
- New Zealand Hotel Council

Eighteen submissions were also received from individuals.

Sixty eight emails were received from motorcyclists, who were opposed to the Council charging for motorcycle parking. These submitters did not submit on any other aspect of the Policy.

Eight submissions were heard at the meeting of the Strategy and Policy Committee on 2 August 2007.

All submissions have been attached as Appendix 3. A consideration of the key points of all submissions is attached as Appendix 4.

5. Discussion

5.1 Summary of submissions

Most submitters generally supported and welcomed the draft Policy and draft Implementation Plan as a positive move for the Council. Submitters have generally made constructive and helpful suggestions to strengthen and clarify the Policy.

However, most of the comments relate to specific detail that will be addressed in subsequent stages. The issues raised relate very closely to those already identified in the April report, giving a level of confidence that Council has identified issues correctly.

These comments have been captured for inclusion in subsequent work programmes arising from implementation of the Policy. These are all valid comments and whilst they have not necessarily informed the draft Policy, they have provided additional scope for the Implementation Plan.

5.1.1 General Direction of the Draft Policy

Most submitters who commented on this aspect were supportive of the balanced approach being taken by Council. Submitters also commented that the Policy was light on detail. As stated previously, it was always the intention to keep the draft Policy at a high strategic level, with the understanding that more detailed work would take place in subsequent steps.

5.1.2 Principles meet expectations

In general, most submitters who commented agreed that the principles did meet their expectations. However, there were five main issues that were raised:

- the need for the policy to support national strategic objectives (as well as the Council's aims)
- whether the target of having a 15% vacancy rate, as proposed, is practical
- climate change issues and impacts
- the use of parking pricing as a Travel Demand Management (TDM) measure
- how parking could assist with safety and personal security objectives.

5.1.3 Support for balance of priorities in the Central Area

Several submitters, including the New Zealand Retailers Association, the New Zealand Automobile Association and Tournament Parking, cast doubt on the achievability of the 15 % vacancy rate target, particularly for the Central Area.

Other themes that emerged included support for the use of parking restrictions and restraint to support sustainable transport and travel demand management initiatives. Other submitters did not support any reduction in parking provision, especially the permanent removal of parking spaces. The location and quantity of taxis ranks were also raised as an issue.

5.1.4 Support for balance of priorities in Inner Residential Areas

Many submitters re-iterated their frustrations and concerns about the current issues in inner residential areas, particularly relating to the competing demand between residents and coupon parking users wanting spaces.

Key themes also emerged around the need to link the parking policy with the policy development for infill housing.

5.1.5 Support for balance of priorities in Suburban Areas

There was general support for the balance of priorities set out for Suburban Areas.

5.1.6 Support for Proposed Implementation Plan

Whilst some submitters recognised that there is still a lot more detailed work to be undertaken, there was an over-riding concern that council should continue to actively engage with stakeholders and affected parties.

Several submitters made additional suggestions for future work, particularly around the need for the Council to understand the future demands on the public road and the parking system.

5.2 Revised Parking Policy

The following is a general description of the changes proposed to the Policy as a result of the consultation exercise.

Officers agree that the Policy should support national objectives, particularly those relating to the New Zealand Transport Strategy and the Land Transport Management Act 2003². Whilst the Parking Policy itself will not be seeking national funding, activities related to it, such as the Bus Priority scheme, will, and therefore it is prudent to ensure that the Policy demonstrates linkages to these national objectives. A reference has been added to the Policy itself (see section 5 ii).

Officers have reconsidered the practicality of having a 15% vacancy rate as a target. The 15% vacancy rate is considered to be international best practice for managing parking, ensuring that turnover and ability to provide a parking space is balanced. However, as the on-street system in Wellington is multi-layered and complex, a blanket rate could be difficult to apply. A way forward would be to use the 15% vacancy rate as an indicator to measure whether the Council is managing the parking system in an effective manner. It would be most appropriate to use this indicator in the Central Area and in town and suburban centres, to support the commercial and retail sector in the City. In this way, Council could follow international best practice, and yet still maintain a workable parking system.

Since the draft Parking Policy was considered in April, council has agreed to an aspirational vision of becoming Carbon Neutral, and has started to develop a programme of how this can be achieved. As carbon emissions from transport in the community represents 32% of the total carbon footprint of the city, the Council may want to influence travel behaviour, where possible to manage emissions. The Parking Policy will be an important mechanism for doing this, through its facilitation of public transport priority.

In addition, the opportunities to use the Parking Policy as a Travel Demand Management (TDM) pricing mechanism are limited; as the opportunities to influence the amount of commuter parking are limited (this is because most commuter parking is in off-street parking buildings that are not controlled by

² The Land Transport Management Act requires approved organisations, when preparing a land transport programme to take into account how each activity:

- assists economic development
- assists safety and personal security
- improves access and mobility
- protects and promotes public health
- ensures environmental sustainability

Council). However, the Policy can assist with the development of other TDM activities, such as increasing bus prioritisation measures. As TDM is a key priority for Council, the opportunities for influencing the demand for parking by the facilitation of sustainable transport solutions, such as public transport, walking and cycling, has been strengthened in the revised Policy by the addition of an extra principle (see section 5 f in the Policy).

Several submitters were concerned that the issues of safety and personal security were not addressed strongly enough in the draft Policy. Council has an on-going commitment to improve safety, through its road safety and 'Safe City' programmes. The Policy also refers to safety guidelines such as 'Crime Prevention through Environmental Design' (CPTED). The view from Officers is that the on-going efforts of the road safety and 'Safe City' programme, plus the application of the CPTED guidelines would adequately address safety and personal security.

In their submission, Victoria University asked that educational facilities and establishments should be specifically referenced in the Policy. The Council recognises the valuable contribution that universities make to the vibrancy of the City and have added references where appropriate.

5.3 *Revised Implementation Plan*

The Implementation Plan has been revised to reflect further work undertaken by Officers on developing the scope of the next stages and comments and concerns from submitters.

An additional exercise is also proposed, which is to explore the future demands of parking in the city. There are several 'unknowns', which include the potential outcomes of the Ngauranga to Airport study, projected population increases and demographic trends, fuel supply and carbon pricing. Further research is required around these issues and therefore, this has been proposed as an additional activity in the revised Implementation Plan (see Activity 11).

It is expected that the operational and technical reviews of the Coupon Parking Zones, Resident Parking Zones and the Central Area spaces will be completed by the end of 2008. It is anticipated that the implementation of the Policy will take between three and five years, depending on the amount of resource that can be allocated to the various activities outlined in the Implementation Plan.

5.4 *Communication and Engagement*

The revised Implementation Plan demonstrates that further engagement and consultation is planned, in accordance with the Council's Engagement Policy. This will be a very important element of the policy implementation.

6. Conclusion

One hundred submissions were received as part of the consultation on the draft Parking Policy and Implementation Plan. Submitters have generally made constructive and helpful suggestions to strengthen and clarify the policy. Suggested changes have been made to the revised Policy, reflecting key concerns from submitters.

Many comments from submitters relate to specific detail that will be addressed in subsequent stages. These comments have been captured for inclusion in subsequent work programmes arising from implementation of the Policy. The Implementation Plan has been completely revised. Further work to implement the Policy will take between three and five years to complete and recommendations arising from these activities will be brought to the Strategy and Policy Committee for consideration.

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Appendices

Appendix 1 – Draft Wellington City Council Parking Policy (revised)

Appendix 2 – Implementation Plan for Draft Parking Policy (revised)

Appendix 3 – Submissions received on the Draft Parking Policy

Appendix 4 - Key considerations from submissions and responses

Supporting Information

1) Strategic Fit / Strategic Outcome

The Parking Policy supports Council's strategic direction in that it aims to balance and deliver desired outcomes in the Transport, Urban Development, Economic Development, Environmental, Social and Recreation and Cultural wellbeing Strategies. The Policy supports Council activities as a provider of on-street parking, a manager of public road space, a regulator of off-street parking and a facilitator of arrangements to achieve parking goals.

2) LTCCP/Annual Plan reference and long term financial impact

The review of the Council parking policies was identified as a project as part of the Council's Travel Demand Management initiative, although the project cuts across all the council's strategies, not just Transport. In agreeing to the Policy, there are no financial implications. Implications arising from the work programme identified as part of the Parking Policy review will be dealt with through the Annual Plan process and existing budgets, where appropriate.

3) Treaty of Waitangi considerations

N/A

4) Decision-Making

This is not a significant decision.

5) Consultation

a) General Consultation

Targeted consultation with a selection of key stakeholders has been undertaken. Broader consultation has also been undertaken. Identified stakeholders and interested parties were sent copies of the draft Policy and draft Implementation Plan and comments were also invited from the general public via the website, the Our Wellington page and libraries.

b) Consultation with Maori

Mana whenua have been provided with a copy of the draft Policy. No specific concerns were raised.

6) Legal Implications

N/A

7) Consistency with existing policy

The Parking Policy has been developed as part of a review of existing policies and may lead to some of these policies being revised and/or replaced. Such matters will be brought to the Committee for consideration in due course.