
REPORT 3
(1215/52/IM)

PARKING POLICY IMPLEMENTATION: REVIEW OF RESIDENT AND COUPON PARKING

1. Purpose of Report

This report presents the review of Resident and Coupon Parking and seeks Strategy and Policy Committee agreement to consult on recommended amendments to the schemes.

2. Executive Summary

The resident and coupon parking schemes have been reviewed as the first tasks identified in implementing the Parking Policy adopted by Council in 2007. Neither scheme has been formally reviewed for over ten years.

Overall both schemes are functioning well and are consistent with the Parking Policy and other relevant policies and strategies. There is excess demand in specific areas close to the central area and around multi-unit dwellings. There is a risk that growth in demand would be difficult to manage through the current permit criteria.

Several changes are recommended to:

- ensure residents have higher priority for parking space than commuters in residential areas
- better align resident permit criteria with Parking Policy principles
- account for expected growth in suburban centres such as the Adelaide Road area
- provide clear guidelines for responding to requests for new resident parking areas

3. Recommendations

Officers recommend that the Committee:

1. *Receive the information.*
2. *Agree that officers consult on the Resident and Coupon Parking schemes, including:*
 - *Increasing the amount of resident parking in existing permit areas as required*
 - *Establishing Council guidelines to evaluate requests for new or extended resident parking areas*
 - *Resident parking to be restricted to properties in residential zones*
 - *Reducing the maximum allowance of resident permits from 2 per household unit to 1 per unit for multi-unit dwellings*
3. *Note that changes to permit criteria will not affect current permit-holders. Existing permits will be renewed indefinitely for the person who originally applied (subject to their continuing to reside at the address).*
4. *Agree that fees for permits and coupons will be reviewed as part of the 3 year LTCCP process in accordance with the principles set out in the Parking Policy and this paper.*

4. Background

4.1 Resident Parking

The first resident parking areas were introduced in Dixon Street and Mt Victoria in the 1980s. Subsequently similar areas have been progressively introduced in other areas. The scheme was designed to provide pools of parking spaces for residents to come and go during the day in areas dominated by commuter parking.

The majority of resident parking is in the areas zoned inner residential in the District Plan, however there is some overlap with the central area and suburban centres. Resident parking is divided into six permit areas surrounding the central area. In addition there are resident parking areas in Newtown, Kilbirnie and Brooklyn which have a small number of resident only parking spaces.

Residents of specified streets are eligible to apply for either a resident permit or a coupon exemption permit for their area. A resident permit costs \$90 a year and allows a vehicle to use both coupon and resident only parking. A coupon exemption permit costs \$50 a year and allows the vehicle to use coupon parking, but not resident only parking.

4.2 Coupon Parking

Coupon parking was introduced in 1993 to limit the growth in commuter traffic and to encourage the use of public transport, walking and cycling.

The coupon 'zone', acts as an underlying restriction across the central area and surrounding inner residential areas, therefore there are no unrestricted parking spaces within this zone. The zone also contains a mix of higher order restrictions such as bus stops, taxi stands, mobility parking, time limited parking (e.g. P10, P120) and resident parking. A map showing the extent of the coupon zone is attached as **Appendix 1**.

Coupon parking applies Monday to Friday, 8am to 6pm, and is free for the first two hours, after which a coupon must be displayed. Daily coupons cost \$5 and monthly coupons \$80. Over the past three years the Council has received approximately \$1.26m per year from coupon sales, with an average of 1164 coupons sold per working day.

4.3 Parking Policy

The Council adopted a Parking Policy in September 2007, which provides a direction for how the Council can manage the limited resource of on-street parking in order to achieve the best outcomes for the city.

The first activities in the Policy's implementation plan were to review the resident and coupon parking schemes. The Policy provides a high-level framework which has guided the reviews and the implementation plan identifies operational and policy issues to be addressed.

The Policy includes specific principles relating to different areas in the District Plan. On-street parking in inner residential areas is primarily to support residents' parking, maintaining a balance between other road users. No priority is given to residents in suburban centres or the central area. Commuter parking is not a priority in any area.

The objectives of the review have been to:

- ensure both schemes are aligned with parking policy principles
- clarify and articulate policies regarding resident and coupon parking, including guidelines for when resident parking restrictions will be used
- ensure the permit scheme can manage current demand and future growth
- address administrative issues associated with permits.

5. Discussion

There are four aspects of the resident and coupon parking schemes over which the Council has control:

- Allocation of parking spaces
- Allocation of permits or coupons
- Pricing of permits and coupons
- Enforcement

The primary focus of the review has been to assess the level of parking pressure in resident and coupon parking areas and determine what interventions are appropriate in terms of the above elements to manage this pressure going forward.

5.1 Parking Pressure

A realistic level of residential demand for on street parking can be calculated by looking at the number of vehicles in a permit area, minus the number of off street parking spaces available. **Table 1** shows an estimate of this based on the number of household units and 2006 census data on vehicle ownership numbers.

Permit Area	No. of household units (Dec. 2008)	Average car ownership (2006)	Households x average car ownership	No. of off street parking spaces	Theoretical overflow to on street parking
Clifton	1101	1.3	1431.3	815	616.3
Kelburn	1367	1.3	1777.1	825	952.1
Mt Cook	1248	1	1248	644	604
Mt Victoria	3028	1.1 ¹	3330.8	2320	1010.8
Te Aro	1733	0.8	1386.4	967	419.4
Thorndon	1274	1.2	1528.8	1012	516.8
Total	9751		10702.4	6583	4119.4

It should be noted that not all residents can necessarily use the off street parking that is linked to a household. Many residents who have off street parking will still apply for a permit to have the extra option of parking on the street.

Table 2 gives an indication of how the current supply of parking compares to the number of permits issued (as at May 2009).

¹ The Mt Victoria car ownership figure excludes Oriental Bay, which is 1.4. If this was factored in the car ownership would be higher. Street surveys and permit application numbers indicate demand for resident parking in Mt Victoria is very high.

Permit Area	Resident only spaces	Coupon spaces	Total Spaces	Current resident permits	Current coupon permits	Total Permits
Clifton	251	237	488	393	30	423
Kelburn	492	906	1398	559	157	716
Mt Cook	344	594	938	552	155	707
Mt Victoria	568	896	1464	1253	302	1555
Te Aro	177	558	735	397	184	581
Thorndon	344	465	809	594	83	677
Total	2176	3656	5832	3748	911	4659

These figures show there are more resident permits issued than resident only spaces available. The overflow of resident vehicles can use coupon parking spaces. When coupon spaces are taking into account there are enough spaces in each permit area to cater for all residents with permits, with the exception of Mt Victoria. Theoretically, if all permit holders were to park on the street at the same time, there would be 1173 coupon parking spaces remaining for other vehicles to use, which roughly equates to the average number of daily coupons sold.

However, parking demand is not spread evenly across the permit areas. Streets closest to the central area are under significantly more pressure than the outer fringes of the coupon zone, which have reasonably high vacancies.

Future Growth

District Plan rules require new developments in the residential zone to provide one off street parking space per household unit. The current on street parking supply will not increase. If demand for on street parking continues to increase the Council will not be able to cater to the needs of all residents.

In the Adelaide Road study area, for example, 870 new dwellings are expected within the next 15 years. Much of the study area is zoned as suburban centre and so residential developments will not be required to provide off street parking (under current rules). Under the current permit criteria, many of these dwellings would be eligible for multiple permits. This is an issue which will need to be addressed as part of the development planning for this area.

5.2 Allocation of Spaces

The allocation of parking spaces in the coupon zone and resident parking areas has been reviewed to ensure that it is consistent with the priorities identified in the Parking Policy.

Across the coupon parking zone as a whole, the breakdown of parking spaces is:

- 33% resident only parking (either at all times or during working hours)
- 57% coupon parking
- 10% other, e.g. bus stops, loading zones, time restrictions

As shown above in **table 2**, more resident permits are issued than there are resident only spaces available. As resident permits (and coupon exemption permits) can also be used in coupon parking, there is an overflow of residents' vehicles into coupon parking spaces, where they have to compete with other vehicles, primarily commuters.

Given that the Parking Policy prioritises residents over commuters, the Council could choose to remove coupon parking altogether. Coupon parking could be replaced with a combination of resident parking, P120 or other time restrictions, or metered parking close to the central area.

However, vacancy rates indicate that there is not high demand for this space in many areas. Some space could be used for additional resident parking but not all is required. There is a risk that converting all coupon parking to other types of parking or raising fees significantly would result in empty parking spaces and the Council would not receive a return on its asset. There is also the risk of coupon users choosing to drive into the central area and use parking buildings instead.

The recommended approach is that, in areas where there is inadequate supply of resident parking, some coupon parking will be converted to resident parking. As a guideline no more than about 50% of spaces on any street will be resident only spaces. This guideline is to ensure sufficient short stay parking is maintained to meet the needs of visitors and other road users. It is expected that when coupon parking spaces are removed, coupon parking users will either use coupon parking elsewhere in the zone or may choose to use public transport.

Specific changes to the allocation of parking spaces will be proposed and approved through the traffic resolutions process in response to requests from residents. Residents who request additional resident parking will be asked to demonstrate a need and show support from other residents on the street.

5.2.1 Criteria for New or Extended Resident Parking Areas

Over the past 9 years the Council has logged approximately 10 requests each year for new or extended resident parking areas. The majority of requests for new resident parking have come from Miramar, Berhampore, Hataitai and Island Bay. There have also been regular requests for resident parking to be provided in the central area, usually from residents of streets just outside the existing permit areas.

Current practice is for the Council to decline requests for new resident parking outside the existing permit areas, pending the outcome of the review of resident parking.

The introduction of resident parking to any new area is a significant change. There is an annual cost to residents, enforcement resulting in infringement notices for non-compliance and potential for displacement to surrounding streets. A cautious approach is recommended, with the onus placed on residents to demonstrate majority support for introducing resident parking.

Guidelines are recommended to inform the public and aid the Council's decision-making process:

Criteria for the Council to assess a request for new or extended resident parking:

- A minimum of 50 permits would be required in the area (for a new permit area)
- 75% of residents in the affected area support the proposal
- Affected streets are zoned as residential only, not suburban centre or central area

Additional factors the Council will consider:

- Other priorities for use of road space
- No easy migration to nearby streets
- Resident parking will only be used where there is persistent (i.e. weekday) pressure from non-residents – not in response to resident versus resident competition or sporadic pressure.

5.3 Allocation of Permits

The Council controls permit numbers by specifying which streets are eligible for permits and limiting resident permits to two per household unit. There is no limit to the number of coupon exemption permits that can be applied for.

There is a limited amount of road space that needs to be shared equitably between residents. If the Council wishes to intervene to manage competition for parking between residents it has a number of tools that can be used:

- permit eligibility maps - the lists of streets defining what addresses are eligible
- maximum number of permits per household
- linking permit eligibility to residents' access to off street parking
- restrictions for high density housing
- price of permits as a disincentive, e.g. extra charge for a second permit.

The current level of demand for resident parking is such that major changes are not required. However there is a risk that the permit criteria are so open that any growth in demand will be difficult to manage. If car ownership and housing density continue to increase a high level of competition between residents for on street parking can be expected.

Historically most central area streets have been ineligible for permits, as the Council's policy is to not give residents in the central area any parking priority. However there are a number of eligible streets with mixed zoning. This creates problems with new developments in areas zoned as central area or suburban centre, as the District Plan does not require these developments to provide any off street parking. Problems are compounded with high density housing

developments, which can place extra pressure on road space disproportionate to single households. For example, a recently built apartment building in Hanson Street (zoned as suburban centre) had 34 permits issued to its residents in 2008, all of which are valid under the current criteria.

The Parking Policy gives residents priority for on-street parking in residential areas, but not in the central area or suburban centres. It is therefore recommended that permit eligibility is aligned with District Plan zoning so that only properties zoned as residential can be issued permits. A list of changes to the eligible addresses, noting the number of affected permits on each street, is attached as **Appendix 2**. A set of revised permit eligibility maps based are attached as **Appendix 3**.

To manage demand for permits from higher density housing it is recommended that the maximum allowance of resident permits is reduced from two per household unit to one per unit for multi-unit dwellings, with 'multi-unit' defined as more than two units. They will still however be able to apply for more than one coupon exemption permit.

To limit the impact of these changes on existing residents it is proposed that current permits be renewed indefinitely for the person who originally applied for as long as they continue to reside at the address.

Other approaches, such as linking permit eligibility to off street parking availability, further restricting the household permit allowance or increasing fees for multiple permits, should be considered in future if pressure increases significantly.

5.4 Pricing

The review has looked at the basis on which permit and coupon fees are set and adjusted. No changes are proposed at this point, but a review of fees aligned to the 3 year LTCCP cycle is recommended.

Table 4 outlines the current fees, the basis on which they are set and proposals for how fees should be reviewed. Meter parking fees are included for comparison.

Type of fee	Current Fee	Purpose	Comments
Resident permit	\$90 per year (pro rata)	To recover the costs of administering and enforcing the permit scheme while maintaining affordability for residents.	Permit fees should continue to be affordable while recognising the private benefit to residents and opportunity cost to the Council. To manage demand a moderate increase to the resident permit fee is proposed. An increased
Coupon exemption permit	\$50 per year		

			fee for a household's second resident permit should also be considered.
Daily Coupon Monthly Coupon	\$5/day \$80/month	To discourage commuters from parking in the central area by providing a 'park and walk' option.	Coupon parking fees must be lower than central area parking but sufficiently high to provide an incentive to use public transport. It is proposed that the cost of a daily coupon be linked to the outer CBD meter parking rate and set as 4 times that rate.
Suburban Trade Coupon	\$5/day	Trade coupons apply to both coupon and resident parking areas to allow trades people access to properties in permit areas. Fees are set at the same level as daily coupons.	Maintain fees at the same level as daily coupons.
Meter parking	From \$1.50/hour in the outer CBD to \$4/hour in the city centre	To prioritise short term parking for visitors and shoppers.	Fees are set with specific turnover targets in mind.

5.5 Consultation Plan

A consultation plan and proposal for consultation are attached as **Appendix 4** and **Appendix 5**.

6. Conclusion

A review of the Resident Parking and Coupon Parking schemes has found that overall the schemes are working well. Changes are proposed to ensure that the schemes reflect Parking Policy priorities and can cater for future growth.

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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, 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 cost of proposed actions will be met from within existing budgets – C290 Parking Services and Enforcement, CX319 – Roadside Parking Improvements

3) Treaty of Waitangi considerations

N/A

4) Decision-Making

This is not a significant decision.

5) Consultation

a) General Consultation

A consultation plan is attached.

b) Consultation with Maori

Mana whenua have not been consulted separately.

6) Legal Implications

N/A

7) Consistency with existing policy

This report is consistent with the Parking Policy adopted by Council in 2007.