



Waitakere City Council
Te Taiāo o Waitakere

WAITAKERE CITY **PARKING PLAN 2009-2040**

PURPOSE

The purpose of the Waitakere City Parking Plan (this Plan) is to set out policies and actions in relation to the provision and management of parking in Waitakere City from 2009 to 2040.

This Plan applies to privately owned and publicly owned parking in all parts of Waitakere.

This Plan aims to contribute to city and regional strategies for growth and transport and contribute to Waitakere as an eco city. A major focus of this Plan is to ensure that it supports growth in centres by encouraging provision of adequate parking and by managing parking to get the best use of that parking.

| | | |
|-----|---|----|
| 1 | INTRODUCTION | 4 |
| 2 | OBJECTIVES | 5 |
| 3 | PRINCIPLES | 5 |
| 4 | IMPLEMENTATION TIMELINES | 6 |
| 4.1 | 2009-2012 | 7 |
| 4.2 | 2012-2018 | 7 |
| 4.3 | 2019-2030 | 8 |
| 5 | LEGISLATIVE AND POLICY CONTEXT | 9 |
| 5.1 | Waitakere City Transport Strategy | 9 |
| 5.2 | Draft Auckland Regional Parking Strategy | 10 |
| 5.3 | The District Plan | 11 |
| 5.4 | Parking and Driveway Guideline | 12 |
| | The Guideline | 12 |
| 5.5 | Growth areas | 13 |
| 6 | PARKING STRATEGIES AND MANAGEMENT TECHNIQUES | 15 |
| 7 | REGULATORY STRATEGIES | 16 |
| 7.1 | The District Plan | 16 |
| 7.2 | The Parking and Driveway Guideline | 17 |
| 7.3 | Unbundled Parking | 17 |
| 7.4 | Cash-In-Lieu Payments | 18 |
| 8 | MANAGEMENT STRATEGIES | 18 |
| 8.1 | Spillover management | 18 |
| 8.2 | Parking Hierarchy | 19 |
| 8.3 | Paid Parking | 22 |
| | 8.3.2.1 Conditions under which Council Should Consider Introduction of Pay Parking | 23 |
| | 8.3.2.2 Implementation of pay parking | 24 |
| | 8.3.2.2.1 Communication | 24 |
| | 8.3.2.2.2 Operational issues | 24 |
| | 8.3.2.2.3 Consultation | 25 |
| | 8.3.2.2.4 Pay parking technology | 25 |
| | 8.3.2.2.5 Pricing | 26 |
| | 8.3.2.2.6 Incentives for preferred vehicles | 29 |
| 8.4 | Construct More Parking | 30 |
| | 8.4.1 Parking Buildings (Deck Parking) | 31 |
| | 8.4.1.1 Risk Factors | 31 |
| | 8.4.1.2 Location and cost of land | 32 |
| | 8.4.2 Stackers | 33 |
| | 8.4.3 Development of Parking by the Council or the Private Sector | 33 |
| | 8.4.3.1 Private Sector Development | 33 |
| | 8.4.3.2 Public Sector Development | 34 |
| | 8.4.3.3 Public Private Partnerships (PPP) | 34 |
| 9 | SUPPORT STRATEGIES | 35 |
| 9.1 | Delivery of Parking Management Support Strategies | 35 |
| | 9.1.1 In-House or Outsourced Parking Management? | 35 |
| | 9.1.2 Management of the Trading Place Car Park | 36 |
| 9.2 | Transport Management Associations | 37 |
| 9.3 | Car-Share Organisations | 37 |
| 9.4 | Travel Plans | 38 |
| 9.5 | Maximise Use of Current Supply | 38 |
| | 9.5.1 Parking Education Programme | 39 |

| | | |
|--------|---|----|
| 9.5.2 | Encouraging use of remote supply | 40 |
| 9.5.3 | Review layout and design..... | 40 |
| 9.5.4 | Simplify current restrictions..... | 40 |
| 9.5.5 | Increase Compliance | 44 |
| 9.5.6 | Improved Wayfinding | 44 |
| 9.5.7 | Shared Parking Facilities..... | 48 |
| 9.5.8 | Overflow Parking Plans | 48 |
| 10 | USER SPECIFIC STRATEGIES..... | 49 |
| 10.1 | Mobility Parking | 49 |
| 10.2 | Cycle Parking | 49 |
| 10.2.1 | Design | 50 |
| 10.2.2 | Location | 51 |
| 10.2.3 | Management | 51 |
| 10.2.4 | Cycle parking initiatives | 52 |
| 10.3 | Motorcycle Parking | 57 |
| 10.4 | Park and Ride Facilities | 58 |
| 10.4.1 | Park and Ride on ONTRACK Land in the Rail Corridor ... | 59 |
| 10.4.2 | Short-term vs. Long-Term Park and Rides. | 59 |
| 10.4.3 | Charging for Park and Ride Parking | 59 |
| 10.5 | Heavy Commercial Vehicle (HCV) and Service Vehicle Parking..... | 61 |
| 10.6 | Parking on Cycleways | 63 |
| 10.7 | Parking on Arterial Roads | 63 |
| 10.8 | Recessed Parking | 64 |
| 11 | PARKING MANAGEMENT PLANS | 65 |
| 11.1 | Objectives | 65 |
| 11.2 | Principles | 65 |
| 11.3 | Content | 66 |
| 12 | CONCLUSION | 68 |

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1. INTRODUCTION

This Plan recognises that vehicular access to the city is a critical element in ensuring Waitakere's continued economic and social viability. This Plan seeks to balance vehicular access with the need to create an environment conducive to sustained intensive development, the preservation and enhancement of Waitakere's environment and to ensure a balanced transport system for all.

This Plan consolidates Waitakere's parking requirements, and outlines its approach to the provision and management of parking facilities in Waitakere.

Waitakere's approach to the provision of parking is based on the need to support the delivery of intensified growth while maintain high environmental and community safety standards to facilitate the development and management of existing and future parking facilities (including on street parking).

To achieve this vision, this Plan addresses parking provision for all types of vehicles, and the management of the parking supplied, the appearance and safety of parking areas and the impact of these facilities on pedestrians, and the surrounding environment.

This Plan has been developed from the following Consultants' reports:

- A Strategic Parking Report which assesses parking trends and effects of current management practices, identifies international best practice, provides strategic guidance on a regulation of the provision of parking;
- The Waitakere Parking Study which supports the direction taken by the Strategic Parking Report and sets out a phased approach to achieving the Strategic Parking Report's aims. The Waitakere Parking Study sets out a process for the phased introduction of parking maximums and management measures in the main town centres and growth corridors; and
- Draft Town Centre Parking Management Plans, based on the introduction of parking maximum standards for new developments were produced for Henderson, New Lynn and Massey North-Westgate alongside the Waitakere Parking Study. These have formed the basis for the consultation drafts of Parking Management Plans.

These reports identified key issues relating to parking as follows:

- Inefficient use of land in growth areas;
- Inefficient provision of parking in growth areas, often with parking shortages in parts of town centres at peak times and over-supply of parking at other times;
- Insufficient density in town centres and growth corridors;
- Too high reliance on motor vehicle for travel and insufficient use of sustainable forms of travel;
- The need to improve the alternatives to single occupant vehicle travel within and to town centres and growth corridors;

- Spillover parking in surrounding residential areas; and
- Low levels of satisfaction with parking in town centres.

2. OBJECTIVES

The Waitakere City Parking Plan seeks, through the management of parking, to contribute to:

- *Ensuring the sustained intensified growth and economic vitality of Waitakere and its growth centres;*
- *Improving accessibility to, and within the Waitakere, for all;*
- *Encouraging the efficient use of existing parking facilities within Waitakere;*
- *Improving local and regional air quality and the natural environment;*
- *Limiting the growth of and eventually reducing the emission of greenhouse gases that contribute to global warming; and*
- *Reducing negative impacts of vehicular traffic on urban design and amenity within Waitakere.*

3. PRINCIPLES

In seeking to achieve these objectives, the following principles apply to parking in Waitakere:

- *This Plan will endeavour to cater for the needs of all road users, including pedestrians, cyclists, motor cyclists, motorists (including the mobility impaired) and freight carriers;*
- *This Plan is designed to support and complement continuous improvement in provision of public passenger transport;*
- *A range of parking management techniques will be encouraged in order to maximise the efficient use of available parking resources;*
- *Detailed Parking Management Plans will be prepared to give effect to this Plan in growth centres and growth corridors; and*
- *This Plan will encourage a high standard of public safety and accessibility in all parking facilities.*

4. IMPLEMENTATION TIMELINES

The parking strategies and management techniques envisaged in this Plan will significantly change how parking is managed with Waitakere's town centres and growth corridors over 30 years. The integration of land use development and travel patterns facilitated by the implementation of this Plan is expected to make a significant contribution towards Waitakere's eco-city goals. Moving towards this point will require a series of smaller milestones.

The timelines below show how this Plan's strategies and management techniques comprise an overall plan for managing parking in the next 30 years. The staging and sequencing of the above timeline has been developed in cognisance of the need to initiate regulatory reform early in the process so as to meet the statutory obligations relating to proposed plan changes. However, by the time these statutory processes are complete, Council should have:

- Created an internal Council unit which is able to oversee the efficient management of parking resources on a city wide basis;
- Developed administrative and funding structures to sustain the activities of Transport Management Association and deliver education programme to community stakeholders; and
- Identified and begun applying appropriate pricing technologies.

This will ensure that the management and support strategies necessary to support high level regulatory reform are established in advance. Once the application of parking management strategies in town centres and growth corridors is complete, Council should turn its attention to the potential for further changes to parking policy.

In the first ten years the focus will be on communication, flexible exceptions to minimum standards, creating the appropriate regulatory framework (remove minimums and apply maximums in growth centres), the introduction of parking buildings when demand exceeds supply, consideration of on-street charging, and developing the administrative frameworks to support establishment of directional signs and Transport Management Association. In this way, all of the major components of the package will be implemented within ten years.

Following this implementation period, the second ten years should focus on monitoring supply and demand, as well as improving management strategies, such as pricing and controls to better manage demand, while moving the funding of Transport Management Association from the Council to local residents and businesses. This is a period when Council will play an active role in efficiently and effectively managing parking demand. The economic benefits of increased redevelopment and higher density town centres and growth corridors should now be evident.

Finally, the third ten years should see the increasing emergence of efficient demand side management strategies, rather than increases in supply. At this stage Council may wish to review the limits on parking supply to further constrain the parking supply and motivate more efficient prices for parking, or alternatively remove parking the limits and allow the market to determine appropriate levels of supply and demand for parking. The key indicators in the decision to remove limits should be:

- The commercial cost of a car-park is equivalent to the annualised capital and operating costs. In other words, if the current artificially low price created by minimum parking requirements has been raised to reflect the land's value in the town centre or growth corridor. In this instance, an efficient market is deemed to have emerged and the role of Council shifts to one of managing demand and enforcement of public parking facilities; and
- Cost-effective parking strategies are implemented by businesses without the need for further education and/or encouragement. This should see, for example, widespread use of parking cash-out options for employees and other strategies that indicate costs for car-parking are being charged directly to users in most situations.

By the thirty year stage, improved parking management should have contributed to a step change in sustainable land use development and travel choices.

4.1 2009-2012:

- Communicate need for change to internal Council stakeholders;
- Implement revised Parking and Driveway Guideline allowing for more flexible treatment of parking shortfalls as well as consistency with the District Plan including provision for both minimum and maximum;
- Investigate the timing for implementation of on street paid parking in town centres.
- Implement Parking Management Plans for Henderson, New Lynn and Massey North-Westgate Town Centres, with specific attention given to managing and identifying areas where overflow and spill-over parking may be an issue;
- Construct parking buildings where these are necessary to replace at grade parking given over to development or to provide sufficient parking to ensure a high density of development;
- Develop parking management plans for Glen Eden Town Centre, with specific attention given to managing and identifying areas where overflow and spill-over parking may be an issue;
- Investigate technology options for directional signs. This should include establishing appropriate contributions (possibly on a per car-park basis) from private parking providers to support the installation and ongoing management of a centrally coordinated real time parking information system;
- Work with established Business Improvement Districts to set up Transport Management Associations (Transport Management Associations); and
- Initiate District Plan changes to remove minimums in all growth areas and apply limits on parking supply in the form of maximum parking ratios.

4.2 2012-2018:

- Conclude District Plan change process

- Create a specific “parking management unit” within Council tasked with delivering on the strategic vision of this study and managing the implementation of subsequent parking centre management plans;
- Investigate technology options for priced parking. Such technology should place a high importance on providing users with convenient payment options, and may allow for pre-payment options for frequent users; and
- Conduct surveys and studies to better understand the demand and supply patterns related to parking within growth areas;
- Develop parking management plans for town centres and corridors in growth areas as required;
- Work with newly established Business Improvement Districts to set up Transport Management Associations.
- Implement regulations and pricing to manage demand for on-street and off-street parking areas as required. Spill-over and overflow demand may require the extension of these management strategies to areas adjacent to town centres and growth corridors;
- Develop an administrative and funding framework for education programmes and Transport Management Associations; and
- Identify strategic locations for installing directional signs. The timelines of the physical rollout of this infrastructure may depend on occupancy levels, funding availability, and cost benefit analysis.

4.3 2019-2030:

- Coordinate activities of Transport Management Associations in town centres;
- Ongoing monitoring of supply, demand, and price equilibrium in relation to the costs of providing parking and the needs of individual town centres. This is expected to see increases in the price of parking over time to the point where revenues are equal to the annualised value of the asset; and
- Consider implementing further changes to parking policy including:
 - Removing parking minimums from the remainder of Waitakere; and
 - Applying a targeted rate to existing off-street car-parking areas to shift the financial burden of the local road network from general rates onto those who own vehicles, and considering the Council’s position in providing multi-storey car-park buildings.

5. 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, the Auckland Regional Growth Strategy, the Auckland Regional Economic Development Strategy and the Auckland Regional Land Transport Strategy. The Auckland Regional Policy Statement sets the statutory direction for implementing these strategies.

5.1 Waitakere City Transport Strategy

Waitakere's population of 186,400 in 2006 is forecast to grow to around 235,000 people by 2016 under the high growth scenario. Waitakere accounts for approximately 15% of the Auckland region's population, but generates only around 8% of the region's jobs and income. Approximately 56% of the workforce travel out of Waitakere to work. In 2006, 88.7% of Waitakere residents travelled to work by car (excluding those who did not work on census day, who worked from home, or who did not specify their mode of travel). Land use densities are low and car ownership is high.

Waitakere has an over-arching vision of being an eco-city. The Council's transport vision is '*A sustainable multi-modal transport system that is integrated with and contributes to Waitakere as an eco-city*'.

The Council's transport policies include the following:

- Compact urban form – Intensive development around the main town centres, rail and ferry stations and along transport corridors which will help create vibrant centres, improve access to key services and support people walking, cycling and taking public transport.
- Support economic development – Encouraging growth that provides local jobs, leisure and shopping facilities and concentrates housing and employment in areas with good passenger transport and walk and cycle routes.
- Support and promote alternatives to single occupant car use.

The policy on parking includes the following statement; '*A range of measures will be required to respond to demand for parking, particularly in the main town centres. These include restricted time parking, improved passenger transport, park and ride facilities, paid parking in the Council's off-street car parks and in car park buildings. The Council is committed to reducing the effects of traffic and there needs to be a limit on the provision of parking to achieve this.*'

5.2 Draft Auckland Regional Parking Strategy

The Consultation Draft released in January 2008 is the latest iteration in the development of the Regional Parking Strategy.

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

- 1) Are aligned with the Auckland Sustainability Framework.
- 2) Provide a consistent and equitable approach to parking supply, management, and pricing throughout the region.
- 3) Support the implementation of the Auckland Regional Growth Strategy growth concept.
- 4) Support implementation of the region's plans for public transport (PT) and travel demand management.

To achieve the goal and objectives outlined above, the draft Regional Parking Strategy proposes ten over-arching policies:

- Reducing minimum parking requirements ("standards") in town centres on the basis of PT accessibility levels. While this approach has its merits, it is considered relatively simplistic. In particular, this would tend to undervalue the importance of walking and cycling mode share in Waitakere's town centres;
- Emphasising the importance of short stay parking to economic activity in town centres;
- Ensuring the management of parking resources supports land use intensification;
- Reducing the parking required in high density residential development;
- Controlling the supply of public long-stay/commuter off-street parking to ensure it is effectively incorporated into a policy of parking restraint;
- Inclusion of a policy on parking on regional arterial roads in the Regional Arterial Roading Plan;
- The preparation of comprehensive parking management plans for town centres;
- Preparation of a regional plan for implementation of park and ride facilities;
- Advocating for the use of public parking facilities to encourage carpooling and cycling; and
- Communicating more effectively regarding the need for, and benefits of removing parking on arterials and managing parking within centres.

5.3 The District Plan

The Waitakere City Operative District Plan is a statutory document prepared pursuant to the Resource Management Act 1991. The Plan was originally publicly notified on October 1995 and became operative on the 27th March 2003.

The District Plan intends to guide and provide for the sustainable management of natural and physical resources within the city in order to fulfil Council's requirements and obligations under the Resource Management Plan. The District Plan contains a series of objectives, policies and rules. All activities are assessed against the provisions of the District Plan. This is the primary document that defines the current regulatory framework for the provision of off-street parking, and sets out minimum parking requirements.

The Community Environment Rules of the Operative District Plan acknowledges the New Lynn & Henderson Community Environment and sets out minimum parking standards which are dependant on whether the activity is ground level (including mezzanine) or on a higher level. In other Community Environments, the distinction is drawn between retail and non-residential activities. If an application satisfies Rule 14.1 in providing the minimum parking, the activity is considered a permitted activity (no resource consent is required). If an application does not meet the minimum parking requirement then a Controlled Activity Consent needs to be applied for. Dispensation (or the granting of resource consent) is based on the effects of the proposed activity and how the proposal avoids, remedies or mitigates adverse effects.

Part of any assessment generally includes having regard to the Parking and Driveway Guideline. This (non-statutory) document is far more prescriptive in nature than the district Plan Rules and distinguishes between respective uses.

The current two-tiered approach to parking minimums in the District Plan incorporates some aspects of good parking management as it does not dictate an absolute minimum, as it allows developers to seek dispensation to provide less than the minimum standard under the Controlled activity status. However, the current regulatory framework is likely to continue exacerbating the oversupply of parking in town centres and growth corridors, for the following reasons:

- The *permitted activity* status makes it much less onerous for developers to comply with the minimum car-parking requirements than to negotiate a reduction. This gives developers greater incentive to provide parking than to consider alternatives to providing parking; and
- The minimum standards in the *permitted activity* status rules are generally conservative, and thus are highly likely to result in an oversupply; and there are no maximum parking limits. Thus a developer is free to provide parking in excess of that which is ideal for the town centre or growth corridor

The current District Plan rules and Parking and Driveway Guideline have been seen as an impediment to the City's desire for intensive development of town centres, and for this reason, the Council has initiated the following District Plan Changes for several key growth areas:

- Future Growth Areas - Hobsonville Airbase (Plan Change 13);
- Hobsonville Village Centre (Plan Change 14);

- Massey North-Westgate (Plan Change 15); and
- Existing town centre New Lynn (Plan Change 17).

In New Lynn, the proposed changes to the rules would remove the minimum parking requirements for residential developments, and would remove minimums for small sites reduce the minimums on larger sites for non-residential activities on specified "Main Streets".

In Massey North-Westgate a special rule 26.3(f) has been introduced that permits apartments above ground floor to not provide parking.

In Massey North-Westgate and Hobsonville Airbase the plan changes have introduced Comprehensive Development Plans (CDPs) that will assist parking management. Hobsonville Airbase has also introduced parking maximums to be applied and has introduced policies and assessment criteria which encourage the reduction of on-site car parking when it can be managed.

Through the District Plan rules, the existing regulatory framework retains minimum car-parking requirements in all its town centres and growth corridors. While resource consent may be obtained, the easiest and most straightforward course of action for developers is to provide the minimum required parking. This is out of step with strategic objectives.

Plan changes 13 – 18 have introduced more complex parking policies that recognise that for parking to contribute to economic and social development goals, as well as good environmental outcomes, not all activities should provide ample off-street parking, including encouraging developers to negotiate to provide less car-parking

5.4 Parking and Driveway Guideline

The Parking and Driveway Guideline (the Guideline) is a non-statutory document that provides design standards for parking spaces and loading bays, which goes far deeper than the District Plan Rules and refers to parking for 'named' uses. The Guideline is contained within the Code of Practice and this document, although a non-statutory document, is used as the assessment for compliance for the design and engineering standards.

The Guideline:

- States that it is important to take into account alternative mode accessibility and low demand generating land uses, and recognises that "an overprovision [of parking] would be wasteful of the land resource and tend to degrade the amenity of the site"; and
- Provides unresponsive and inflexible parking ratios for particular land uses. These ratios do not consider the alternative mode accessibility to the site or nearby available parking facilities. Moreover, the standards are conservative (85% percentile demand for free parking) and, in some cases, do not appear to have a rational correlation with the proposed land use, for example, a "Squash Club with Sauna" requires 7 parking spaces per 1 squash court.

5.5 Growth areas

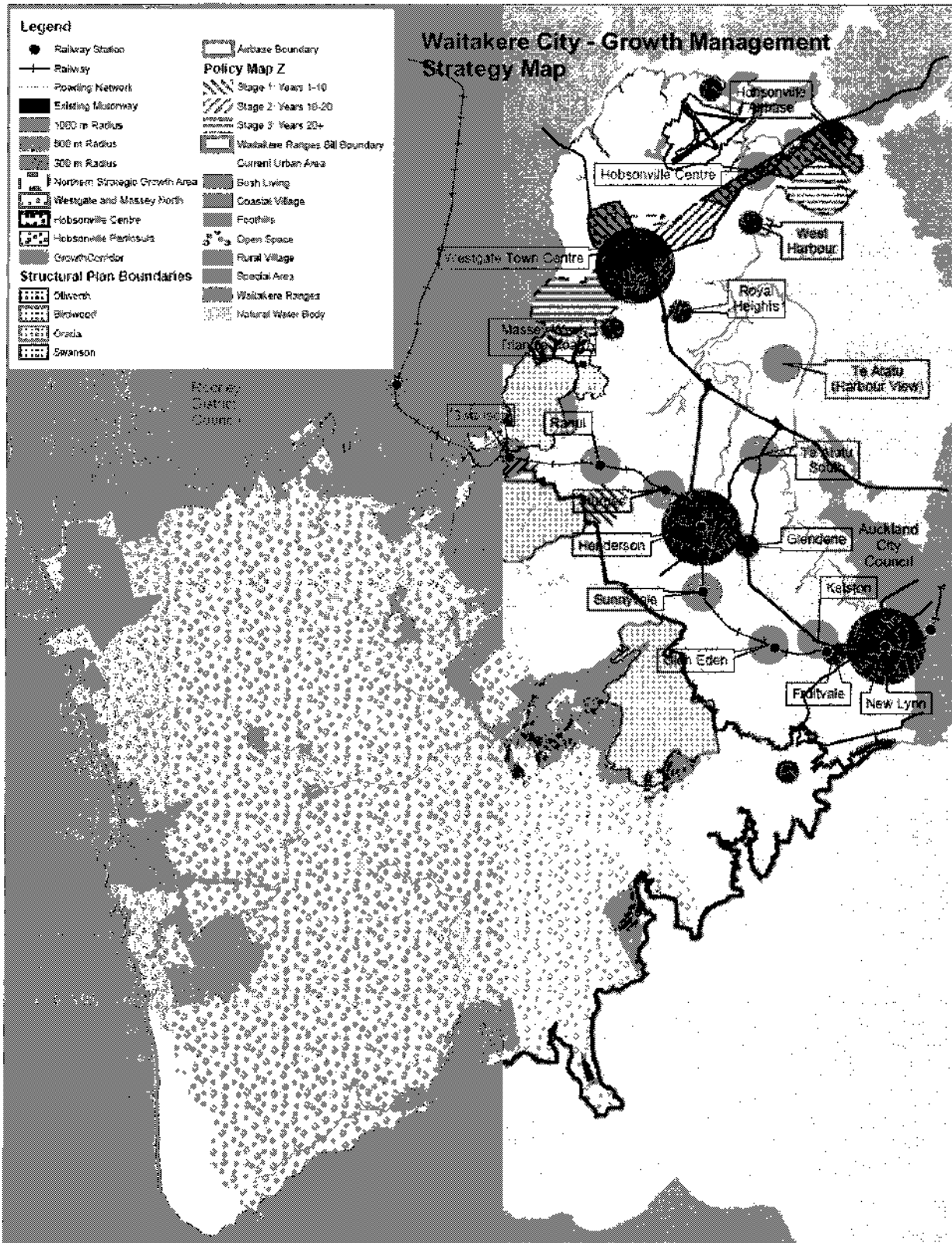
Sustained and intensive growth is fundamental to Waitakere's strategic direction as is the preservation of the Waitakere Ranges. Parking policy can be a valuable tool in supporting intensive growth. Parking also has a significant impact on the other areas of Waitakere not identified as growth areas to preserve their local characteristics. Accordingly this plan distinguishes between growth and non growth areas.

The Working Draft of the Growth Management Strategy, August 2006, identifies the growth areas of Waitakere and sets targets for population and employment. This Parking Plan supports centres and corridors which are designated for growth (refer to map below). These growth areas include:

- Major town centres - Henderson, New Lynn, and Westgate;
- Other town centres – Glen Eden, Te Atatu, Hobsonville, Ranui, Swanson, Sturges, Kelston, and Sunnyvale;
- Corridors – Lincoln Road and Hobsonville Road;

These areas are planned for growth in part due to their centrality and access by public transport. It should be noted that not all town Centres in Waitakere have been identified as growth areas. In particular, Titirangi and Waitakere villages are not identified growth areas.

The provision and management of parking needs to encourage and support the intensification of those growth areas. This requires access by different forms of transport and efficient use of space used for parking.



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6. PARKING STRATEGIES AND MANAGEMENT TECHNIQUES

Four broad categories of strategies, designed to improve the efficiency and effectiveness of parking management in Waitakere, have been identified. These are regulatory strategies, management strategies, support strategies and user specific strategies.

Regulatory strategies are measures that encapsulate the long term strategic vision for the provision of parking resources and which will require regulatory reform. The effective implementation of regulatory strategies is expected to deliver benefits over a long time scale that are consistent with the objectives of the local planning and policy framework.

Management strategies are concerned with the day to day management of supply and demand. These strategies tend to encourage the operation of an efficient market for parking, by shaping supply and demand, as well as providing information to potential users. Management strategies also cover contingency based events, such as overflow parking demand.

Support strategies are those measures that do not directly relate to the provision of parking, but that assist with optimising the value of parking resources. In many instances this relates to the emergence of new organisational structures that indirectly influence demand for parking. This is not to minimise the potential for these strategies to contribute to achieving desired community outcomes, but rather to emphasise that support strategies are not solely concerned with parking supply and demand, and but also with coordination. The strategic scope of this study requires a focus on high level strategies and, in particular, regulatory reform. This reform is important for facilitating the emergence of a market for parking resources and for redressing the unintended consequences of minimum parking requirements.

Finally, there are user specific strategies, which could be categorized as management strategies, but for convenience are best identified separately.

The groupings described above are indicative only, with some strategies fitting into more than one category.

7. REGULATORY STRATEGIES

7.1 The District Plan

Council has committed to the introduction of parking maximum standards for new developments in growth centres and corridors from 2013/2014 which is the scheduled timeline for electrification of the Auckland regional commuter rail service and other planned improvements to public transport provision such as improved bus feeder services and integrated ticketing. This also coincides with the 10 yearly comprehensive review of the District Plan, with notification of Proposed District Plan planned for 2013. Notwithstanding this the Council has already introduced the Concept of Parking maximums through the LG-AAA (2004) District Plan Changes that applied to the new Metropolitan Urban Limit areas and New Lynn (as summarised in Section 4.3).

The proposed change to parking maximum standards will therefore be introduced in circumstances in which a frequent, reliable and integrated public transport service is not just planned but a fait accompli. This also takes into account the time the economy will take to recover from the current economic downturn.

The process for review of the District Plan is likely to run over a 5 year timeframe, with a commitment to notifying a Proposed District Plan by 2013, as follows:

- 2011 – identification and drafting of changes will commence;
- 2012 – public consultation of draft changes undertaken so this input can be fed into the content;
- 2013 – public notification of the Proposed change to the District Plan will occur;
- 2014 – hearing of submissions ; and
- Late 2014/2015 – decisions released (Note: parts could become operative and parts may be appealed and endure a longer timeframe).

It follows that 2014/2015 (subject to decision not being appealed) is an appropriate target year for the implementation of the parking maximums recommended above for the designated growth centres and corridors. Among other things, this assumes that Parking Management Plans are in place before the new standards come into effect, as these plans will set out how parking will be managed in the growth centres and corridors.

The level of parking maximums will initially be set at the same level as currently applicable parking minimum standards, except where an accepted industry standard is available for this purpose. The adoption of industry standards will ensure adequate provision for high value, parking intensive developments including supermarkets and shopping malls and minimise the risk of business transference due to inconsistent parking standards across the Auckland region

It is anticipated that these parking standards should be reviewed after they have been in place for approximately 5 years to determine their effectiveness and to review the maximum rates.

Parking minimum standards will continue to apply in non growth areas.

7.2 The Parking and Driveway Guideline

As an interim measure prior to the introduction of parking maximum standards in 2013/2014, Council has resolved to retain parking minimum standards in growth areas, except where these have already been departed from in recent plan changes, but with greater flexibility to reduce parking provision, through revision of the Parking and Driveway Guideline (the Guideline). This greater flexibility will apply also to non growth areas, which will retain parking minimums after 2013/2014.

The Code of Practice, of which the Parking and Driveway Guideline forms part, was last revised in 1997. A review is scheduled for 2009 and has already commenced. The review of the Parking and Driveway Guideline needs to address the current inconsistency between the District Plan and the Guideline, while providing for a planning regime where both parking maximums apply. This would accommodate recent plan changes alongside the status quo, as well as the proposal to introduce parking maximum standards in growth areas at the 2013/2014 District Plan review, while retaining parking minimum standards in non growth areas.

7.3 Unbundled Parking

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. Unbundled parking refers to the strategy of separating the costs of purchasing or leasing residential and commercial property from parking resources. This "unbundles" the cost of parking from the cost of living and supports the principle of consumer choice.

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.

An alternative is to enable unbundled parking, i.e. the renting or selling of 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), and local government needs to regulate on-street parking to avoid spill-over problems that could result if residents use on-street parking to avoid paying for parking spaces. The role of unbundled parking in higher density residential

developments and techniques for facilitating it require further investigation in conjunction with the 2013 District Plan review.

Unbundled parking is somewhat dependent on the availability of effective parking brokerage services so that in the event of a parking surplus (i.e. not all car-parks provided with a particular development are purchased) then the building owner or body corporate committee is able to lease the car-parks to other users. Opportunities for unbundling will therefore be enhanced by the existence of a Transport Management Association.

7.4 Cash-In-Lieu Payments

Cash-in-lieu parking payments allow individual developments to offset the onsite provision of parking required by minimum parking requirements by making payments to the Council. The cost to the developer is based on the size of the parking shortfall and the estimated cost to the Council of providing alternative parking. Although the provision of an adequate parking supply is the over-riding objective, cash-in-lieu has other benefits. It provides the Council with additional funds that can be used to fund improvements (as opposed to maintenance) to parking and transport infrastructure.

A cash-in-lieu parking policy does not fit in with a parking maximum strategy and will be required only where the potential for a parking shortfall exists in the non-growth areas where parking minimums are retained. Cash in lieu payments will however apply in respect of mobility parking, for which a minimum requirement will be stipulated in areas with parking maximums.

8. MANAGEMENT STRATEGIES

8.1 Spillover management

Spillover parking plans manage the effects of excessive parking demands that may arise as a result of changes in parking management in adjacent areas. These plans can help mitigate the potential negative effects associated with excessive parking demand, such as increased vehicle congestion; unsafe and/or illegal parking on streets, footpaths, and grass verges; and driver frustration.

Residential Parking Permits (RPPs) are a tool for managing the impacts of spill over and overflow parking in residential areas adjacent to town centres and growth corridors in those areas where residents can demonstrate a reliance on on-street parking. RPPs allow residents to park on-street in areas where other vehicles are subject to parking regulations and pricing. RPPs create additional administration costs, which should ideally be recouped by annual fees paid by residents for the privilege of the parking permit. RPPs are only applicable in areas where residents as opposed to visitors (and employees) have insufficient off street parking.

In Waitakere, existing residential developments in spill-over areas adjacent to town centres have adequate off street (on-site) provision for parking for resident's (occupiers) vehicles. The issues that residents experience with over-spill parking are obstruction of driveways and the lack of short term parking for their visitors. Applicable mitigation techniques include 'hockey stick' street markings and short term parking restrictions. Paid on street parking is another alternative.

'Hockey stick' markings clearly delineate the distance from a driveway or entrance that parking can commence. This has proved an effective measure for deterring obstruction of driveways. Implementation, however, requires extensive consultation with residents as some residents are opposed to these markings as they view these as an invitation to park outside their place of residence.

Short term parking restrictions can ensure that a limited number of spaces can be kept available for visitor parking. Some current developments, for example the Council's Waitakere Central Offices in Henderson, were permitted a reduction in on site parking at the time of development, by citing the availability of on street parking. If the number of restricted parking bays is limited, this should not invalidate this consent provision. The exact number and location of restricted parking bays should be determined on a street by street basis through public consultation.

Paid parking either on its own, or in combination with construction of parking buildings, would also reduce spill-over parking. Both these measures have issues of their own, which are dealt with elsewhere in this plan.

Spillover management is an issue that should be dealt with in Parking Management Plans.

8.2 Parking Hierarchy

Saturation of parking infrastructure occurs when demand for parking spaces matches or exceeds supply and different user groups are competing for the same parking space. A parking hierarchy acknowledges that in certain streets, a distinction of priorities needs to be made between user categories.

The objectives of the parking hierarchy are to:

- Uphold the safety and convenience of all road users;
- Encourage the use of alternative transport modes such as bus, train, walking and cycling;
- Promote equitable and transparent allocation of parking spaces across all user groups; and
- Facilitate consistent decision making regarding parking infrastructure.

In the town centres of Waitakere there are a number of parking zones, providing different parking functions.

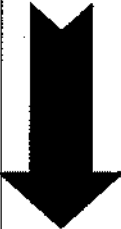
Table 1 shows a user desirable hierarchy for each parking zone and Table 2 shows the preferred parking zone for each of the user groups.

This hierarchy is desirable to support growth and intensification goals. It may need to be amended to fit in with specific locations for example where park-and-ride is necessary but not desirable, off-street in the inner core of Glen Eden.

This hierarchy further acknowledges that on-street parking can provide benefits to the pedestrian amenity of streets by helping to "buffer" between the footpath environment and the carriageway environment containing the moving vehicles.

Not only does on-street car parking provide a physical separation between these two environments, on-street car parking also helps to slow down vehicle movements in the carriageway with cars pulling in and out of parking spaces and joining/ departing the vehicle lanes. This sort of "friction" helps to slow down travel behaviour and supports high turnover parking in the "inner core" town centre areas.

Table 1: Proposed parking user hierarchy for each town centre

| Priority | Inner core | | Outer core | |
|--|----------------------|----------------------|----------------------|----------------------|
| | On-street | Off-street | On-street | Off-street |
| Highest  | Road safety | Road safety | Road safety | Road safety |
| | Public transport | Mobility permit | Public transport | Long stay |
| | Loading | Short to medium stay | Residents | Short to medium stay |
| | Mobility permit | Cyclists | Cyclists (footpath) | Mobility permit |
| | Cyclists (footpath) | Drop-off / Pick-up | Short to medium stay | Cyclists |
| | Drop-off / Pick-up | Loading | Long stay | Drop-off / Pick-up |
| | Short to medium stay | Long stay | Loading | Park-and-ride |
| | Residents | | Mobility permit | |
| Lowest | Long stay | | Drop-off / Pick-up | |

Off-street residential parking is considered to be appropriate in private driveways (taking into account design outcomes for relevant street typologies and building form that may be specified for streets), garages and designated parking areas, and in parking areas which are not specifically designated in Council car parks, however residents will not be prevented from using unrestricted on street parking..

It is noted that the off-street public car parking is considered to include Council owned or managed parking available for use by the general public (rather than private driveways or small privately owned and managed parking areas).

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.

Vehicles that are 7.5 metres or longer, or weigh more than 5 tonnes, should not be permitted to park for more than one hour within 100 m of residential development, unless making deliveries.

It is often difficult to provide spaces on-street for mobility parkers in accordance with the relevant design standards. Mobility parking requirements for wider bays,

kerb ramps and greater peripheral safety are better achieved by providing them a high priority off-street in the outer core. However, in the inner core, to encourage intensive development, Council will provide for cash in lieu or development contributions, to provide on street mobility parking. Mobility parking bays are very sensitive to site suitability and so require high priority in any allocation process. That does not mean there will be a requirement for a large numbers of mobility parking bays parks, but that they be sited first, in consultation with Disability Information Waitakere Network (DIWN).

Table 2: Proposed parking zone hierarchy for each user group

| | Inner core | | Outer core | |
|-------------------------|--|------------|-----------------------|------------|
| | On-street | Off-street | On-street | Off-street |
| Road safety | 1 Same priority across all parking locations | | | |
| Public transport | 1 | 3 | 2 | 4 |
| | | | | |
| Loading | 1 | 3 | 2 | 4 |
| Mobility permit holders | 1 | 1 | 2 | 2 |
| Drop-off / Pick-up | 1 | 2 | 3 | 4 |
| Short to medium stay | 2 | 1 | 3 | 4 |
| Long stay | 4 | 3 | 1 | 1 |
| | | | | |
| Park & ride | X | X | X | 1 |
| Residents | First priority is in driveway, otherwise on street | | | |
| Cyclist | 2 (on footpath) | 1 | 4 (on footpath) | 3 |

The above can be applied to planning decisions e.g. where a request is received from a member of the public for the provision of more drop-off / pick-up locations in their street. Opportunities for additional drop-off / pick-up zones would be explored as set out in the tables above.

Application of the parking hierarchy requires the use of pricing and controls to encourage long term parkers to park further away on the periphery of the core areas of town centres. To achieve this requires the provision of information and incentives such as signs, brochures, pedestrian improvements and shuttle services as well as time and price regulations closer to the town centre, to provide incentives to encourage the use of remote, cheap parking. It is also critical that the "pedestrian experience" walking from these outer parking areas to the centre and/ or key destination areas is improved. This will not only require improved street amenity but also "active street frontages" as part of the building form and activity on these streets to improve the perception of safety for pedestrians to use these connections.

8.3 Paid Parking

8.3.1 Off Street Paid Parking

Paid parking is a key issue in any parking plan. A key issue for consultation, at the appropriate time, is likely to be whether or not to have paid parking and the timing for introduction of paid parking.

Paid parking is an effective measure to encourage mode shift, to replace long stay parking and to manage available parking. Introduction of paid parking where there is currently no charge is inherently politically sensitive.

The first issue to address will be whether to charge for Council owned public parking areas in town centres and corridors. This has already been implemented in Henderson town centre, where outcomes include:

- Better security for cars and people;
- Cost recovery – user charges paid for the upgrade within 2 years and cover the costs of ongoing maintenance and depreciation and return on land;
- User pays;
- Council no longer subsidises free parking;
- Encourages mode shift to public transport, walking and cycling; and
- A requirement to manage spill-over effects on surrounding streets.

The tangible advantages in terms of improved service quality have been clearly demonstrated through the Henderson experience.

8.3.2 On Street Paid Parking

The next stage of paid car parking is to extend this to on-street car parks. This will provide market conditions for people to make choice about using public transport and active modes or driving a car. Paid on street parking will also provide market conditions for investment in car park buildings and an appropriate number of on-site car parks. Other impacts will include:

- Encouraging compliance with time limit restrictions;
- More likely to be used by those who can afford parking cost (higher value customers);
- Less likely to be used by those who cannot afford the cost;
- Generating revenue which can be reinvested in the town centre / growth corridor;
- The need to manage spill-over effects on the fringes of the town centre / growth corridor.

Pay parking on-street can have both positive and negative environmental, equity, commercial, traffic management and investment outcomes.

Pay parking schemes are intended primarily to assist in the enforcement of time limit restrictions and to promote increased turnover of spaces. They simplify and reduce the cost of enforcement and encourage better compliance.

Pay parking on-street in town centres also ensures an overall adequate supply of parking in that it provides market conditions for people to make choice about using public transport and active modes or driving a car. Establishing a market value for parking also ensures viability of parking buildings and encourages this type of investment.

The risks of pay parking on-street relate to poor implementation and monitoring. If fees are set too high, demand will decline and parkers may choose to go elsewhere. If the technology used for pay parking is sub-standard and difficult to use, or is unreliable, parkers will disregard it and thereby create an administration nightmare for enforcement staff.

8.3.2.1 Conditions under which Council Should Consider Introduction of Pay Parking

The efficient and effective management of on-street parking is essential to the acceptance of the introduction of minimum parking standards in growth centres and corridors. The change in the regulatory approach is expected to result in better use of available car parks and putting pressure on available car parks. It is particularly important that on-street parking in the core areas close to the transport interchanges and in the retail areas be used for short stay parking. The implementation of parking charges on those streets will assist in ensuring a high turnover.

There are advantages to introducing these measures at the same time as changes to the District Plan removing required parking and/or reducing standards are implemented. However, because of the inherent sensitivity of paid parking, further factors, need to be considered when determining the timing of proposed on street paid parking:

- When occupancy levels of on street car parks consistently reaches or exceeds 85%, which is the level when it is difficult to find a car park space and issues arise with parking beyond the restricted time period;
- The timing of the introduction of further improvements to public transport, including the bus service review, integrated ticketing and rail electrification;
- Availability and location of dedicated Park 'n Ride facilities.
- The anticipated impact on business;
- The social impacts on residents visiting town centres;
- The completion of infrastructural projects, such as town centre upgrades and the New Lynn Transit Oriented Development; and
- Competitive advantage with other centres both within Waitakere and within the Auckland region.
- Consideration of the implementation of pay parking in any of the town centres or corridors in Waitakere would require the Council to:
- Update the inventory of on-street parking in each town centre and monitor the supply of parking in the core area;

- Undertake surveys of demand and compliance with existing time restrictions and monitor changes in demand by repeating the survey every few years;
- Urgently invest in additional resources and the assistance of technology to increase the effectiveness of patrolling in high demand areas;
- Communicate to all users and stakeholders including Transport Management Associations in Waitakere, that there is a cost associated with parking and engage with the stakeholders on the application of the principle of user pays to parking; and
- Communicate to stakeholders and potential investors the issues related to the gradual introduction of pay parking on-street based on rational parking pricing principles and the use of sophisticated technologies;
- Ensure that whenever pay parking is established, a comprehensive annual monitoring and review process is implemented.

The detailed Parking Management Plans to be developed for the Henderson, New Lynn and Massey North-Westgate town centres will identify the areas which potentially require paid parking both in the short and longer terms.

8.3.2.2 Implementation of pay parking

If and when a decision is made to introduce paid parking, the important issues relating to implementation are communication, location and price, and consultation.

8.3.2.2.1 Communication

Throughout the decision making process, it is vital that official communications are released regularly. The primary purpose is therefore to communicate the plans and timetable in a transparent, clear and timely manner.

8.3.2.2.2 Operational issues

It is essential to clarify for all stakeholders, the proposed operational issues relating to pay parking. This involves:

- Detailed determination of the location of every machine - owners of properties on the street want to know exactly where each machine will be situated and which parking bays it will control. Detailed maps should be available to the public;
- Parking fee - what fees will be charged?
- Operating hours - what hours will be charged for? and
- Variations - what will be exempt from or be treated differently under the scheme? e.g. highlighting areas which will require special consideration, such as school drop-off zones, dealing with spill-over into adjacent residential areas, resident parking permits, grace time for mobility parkers.

Several financial models, at different fees and different hours of operation should be examined.

8.3.2.2.3 Consultation

The introduction of a pay parking scheme should be done with consultation that allows for transparency in the process, and provides steps to adequately disseminate information in an accurate and timely manner.

Consultation involves the City proactively engaging with different stakeholders to seek their views about a specific proposal or range of parking options that are being considered. It is not simply a question of 'do you want pay parking in your street?' Consultation involves explaining what the problems and the options are, what will occur if no action is taken, and how pay parking will impact on drivers, resident and businesses. The process requires empathy to individual difficulties and where necessary, catering to some exceptions.

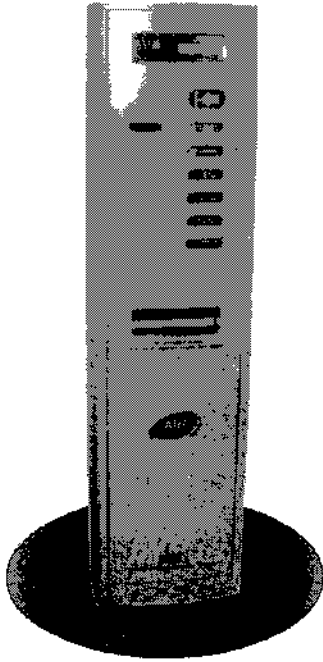
It is also essential that the application of revenue raised is transparently committed to parking and town centre related programmes and projects, including funding for Transport Management Association and Transport Management Association initiated projects.

Consultation has been cited as an important component in the successful introduction of pay parking by a number of Councils. Most importantly, stakeholders will want to know when the scheme will commence.

8.3.2.2.4 Pay parking technology

The most common form of implementing pay parking on-street is the use of multi-space machines which each service up to 10 spaces, requiring less intrusion on the kerb than single space meters. There are many different types of technology available and machines can be specifically tailored to the requirements of different town centres. Some of the main characteristics of new machines with proven technologies include:

- Solar power - no electrical cabling required so machines can be relocated;
- Wireless transmission of information and data;
- Convenient payment options via credit card, smart card, coins, text-a-park, banknotes, and mobile phone;
- Provision of a ticket or a receipt;
- Provision of an initial grace period e.g. for less than 5 minutes parking;
- Provision of a discount to specified cardholders such as pensioners who may receive the first 15 minutes free;
- High level of reliability with uptime greater than 99%;
- Links to provide payment for customers parking at the discretion of a commercial tenant;
- Opportunities to offer flexible parking fees at different times, e.g. a flat fee on weekends; and
- Integration with hand held enforcement machines, which further reduces the time taken to inspect and issue an infringement notice.



Solar powered parking meters with several options for payment

The more convenient it is to pay for parking, the less of a burden it becomes for drivers. As there are a large variety of different technologies available, it is recommended that Waitakere first determine its required functionalities for pay parking technology, before committing to purchase any machines. Depending on the quantity of machines and the functionality desired, pay parking meters will cost between \$7,000 and \$11,000 installed. However the lifecycle costs over 7 years can vary considerably, depending on options selected and whether the system is managed in-house or outsourced.

It is no longer necessary for organisations such as Waitakere to allocate funds in advance of the purchase of pay parking meters. Most suppliers will provide finance arrangements whereby the cost of capital can be amortised over several years and paid for from the future income earned by the machines.

8.3.2.2.5 Pricing

Time limits and fees for parking will need to be determined by a study of the parking supply and demand characteristics of each town centre.

On-street parking is generally the most convenient parking in any town centre and as such, it should be priced to achieve five main objectives:

- To encourage the turnover of parking spaces several times a day and discourage long term stays.
- To improve the pedestrian amenity with short/ medium term on-street parking as this helps to slow down vehicle behaviour in the carriageway due to high turnover of car parking;

- To encourage users towards cheaper parking in off-street car parks or further away from the core area;
- To encourage the use of alternative modes of transport; and
- To encourage the use of dedicated Park 'n Rides by commuters in preference to parking on street in town centres.

On-street parking in core areas of town centres is generally the most desirable parking because of its convenience to the driver's destination, including public transport interchanges. As such, the price for parking in these areas should reflect a premium for the convenience, especially if there is alternative parking nearby.

Secondly, it should provide an incentive for drivers to use alternative modes of transport and not undermine the cost of public transport by being less expensive. There is no real incentive to use public transport if the cost of all day parking is cheaper than the cost of a return bus/train ticket.

Thirdly it should be higher than the cost of alternative short term parking provided off-street at-grade or in deck car parks.

Parking prices should vary spatially and temporally and pricing should also be flexible.

Spatial pricing refers to lower rates being charged the further away the parking space is from its destination, e.g. long term airport parking is cheaper than short term, reflecting the greater walking distance. As parking demand adjacent to the prime zone increases towards higher occupancy, pay parking will need to be introduced in these areas at a lower fee structure which encourages short to medium term parking, and cheaper all day fees will need to be introduced in more remote parking areas.

Temporal pricing permits variations depending on the time of day. Thus parking may be charged at an hourly rate between 8 am and 5 pm, but then at a flat fee after 5 pm and on weekends. This permits different objectives to be achieved. The fee discourages long stays during the day, but encourages patrons to stay after hours.

Pricing should also be flexible reflecting different priorities at different times. Pricing should be higher during peak periods and lower during off-peak periods. Parking demand is driven by a variety of generators which vary by time and day and season, and in response to the availability of competing parking facilities. One of the most common criticisms of Council controlled on-street pay parking is the inflexibility with which parking prices are implemented. It should also be recognised that parking pricing should not unfairly penalise a town centre in order to obtain benefits that benefit a wider spectrum of the community. This can be achieved by lowering fees when town centres are not busy.

Generally, Councils set a fee per hour for a specific time period in the day. This fee is seldom varied until there is an approved increase, which may occur once a year. Parking demand is dynamic and parking fees should vary in accordance with ever-changing requirements. For example, fees should be reduced on days when demand is low, such as on a Tuesday, and raised when demand is greater, prior to Christmas. If a large competing parking area is opened, fees should be dropped, and similarly, if a major generator of parking (such as a cinema) ceases

to operate, then evening fees should be lowered. Some private parking operators increase their early bird fees on a Friday, and eliminate the discount entirely in December.

As parking fees are often displayed on the payment machines, issues relating to changing of signage can be avoided.

It is also important to keep pay parking as simple and convenient as possible. The Henderson Town Centre parking guide shows a confusing array of restrictions, enforcement penalties, and charges with no fee indicated for the Pay and Display parking areas or for West Wave Aquatic Centre. There are several different fees for monthly parking at Trading Place.

If meters are introduced in Waitakere, there will need to be a review and a reduction in the variety of different time restrictions currently applied in core areas in order to avoid polluting the streetscape with additional machines. Different machines can be set to sell a maximum parking duration, but cannot accommodate different bays with different time limits. This does not apply to machines that may sell up to 60P during the day, but then be programmed to sell up to 12 hours parking at a flat fee after 6 pm.

Parking demand is dynamic and responds to different external events; the weather, availability of public transport, circumstances in the vicinity of the car park and demand at other car parks. It is important that parking fees are reviewed regularly in the light of external demand and supply. The criteria may justify a lowering of the fee in certain areas where demand has fallen significantly, or a higher than inflationary adjustment to ensure that parkers in areas of very high demand pay for the premium of convenient on-street parking

Extract from the Henderson Town centre parking guide

Trading Place
Public parking building

219 Public spaces
7 Mobility
First 30 minutes free

First half hour free
\$1.00 per hour or part thereof.

Operating hours:
Mon - Sat
9m - 11pm

Public pay and display parking
to a 90m

Great North Rd - Corbans Hill
56 Spaces


Alderman Dr- Falls Hotel
135 Spaces pay and display
16 P120 free
2 Mobility


Alderman Drive (former Alderman Dr and Edmonton Rd)
85 Spaces pay and display
96 P120 free


Private Shopper's
Parking Locations

Westfield Shopping Centre
1,545 Spaces, 90-240 minute free parking
Wheel clamping applies

Wattaker Mega Centre - Vinsobach Ave
890 Free & some restricted parking

John Henry Centre - Edsel St
117 Spaces, free and P20 parking
Tow away applies 

Pioneer Plaza - Burnett St
110 Spaces, free and P20 parking
Tow away applies 

Pak 'n' Save - Alderman Drive
163 Spaces, free & P20 parking, P20
Tow away applies 

West Wave Aquatic Centre - Alderman Drive
361 Restricted spaces, making applies

8.3.2.2.6 Incentives for preferred vehicles

Parking facilities, especially public parking facilities should be priced and operated in a manner that will encourage environmentally friendly vehicles or increased vehicle occupancy levels. A significant increase in the sales of hybrid and low emission vehicles and in the number of workers and visitors travelling to town centres will require that every opportunity is explored to promote these preferred vehicles, at least until they become very common, and to promote multi-occupant vehicle travel.

Whilst public transport, walking and cycling can substantially increase their share of trip making, many people will continue to travel to/from town centres by car. To the extent that more people travel in each car that comes to the city, people-access can be enhanced without increasing the number of vehicles that use roads and need space in parking facilities.

Parking strategy requires preferential treatment for high occupancy vehicles, car pooling/sharing and low emission vehicles to encourage greater people-access and environmental awareness in the city. These incentives include:

- Reduced parking fees;
- Preferred parking locations within car parks, especially close to convenient pedestrian access points;

- Reserved parking spaces in car parks;
- Eligibility for a variety of cost-free, or subsidised, services which may be provided regularly, or periodically, such as free charging points for electric vehicles, car washing or servicing; and
- Other incentives and benefits that may be appropriate to encourage these preferred vehicles including regular promotional measures for vehicles carrying two occupants, whilst additional preferential treatment may be offered to vehicles with three or more occupants;

While incentives to encourage low emission vehicles and increased car occupancy may initially focus on peak-period commuter travel, there would also be benefits in offering incentives (perhaps at a future time) to promote these in short-stay car parks.

Where pay parking machines are introduced, drivers of preferred vehicles, including mobility parking permit holders, can be granted smart cards which are coded to provide them with a privilege not available to other parkers. This can take the form of a free period of parking such as the first 30 minutes, or a discount such as 30% on the parking fee, or a monthly credit allowing a set amount of hours of free time.

These smart cards can be made available in both on and off-street parking facilities. They can be implemented and monitored without the need to monitor every vehicle that claims preferred status.

8.4 Construct More Parking

The objective of regulatory changes is to encourage and facilitate intensive development in growth areas, and to discourage locking up large land areas with at grade parking. However, in the medium to longer term with growth in residential, employee and visitor numbers, Waitakere will require more dense parking facilities within or very close to the town centres. The requirement may be to meet a substantial under supply of parking and/or to anticipate future growth and/or to compensate for removing parking elsewhere. There is no single trigger that signifies the need to have a deck car park built. As with the additional provision of any service, the viability depends on relative supply and demand.

Supply of public parking is fairly constant in the short-term. It is usually only varied by the effectiveness with which it is used and this is a function of regulation and compliance. Demand is more volatile. It depends on growth and the availability of alternatives including public transport. As the provision of parking, especially in a car parking building, is a long-term project, an early warning signal of growing demand is when more than 80% available spaces are regularly being used at peak time. The signal is best obtained by regular surveys of projected demand and supply. Additional capacity can be created by the use of stacker machines or the construction of deck car parks.

Paving land for parking can impose environmental costs, including loss of green space (reduced parkland, garden, playing fields and open space), increased impervious surfaces and related stormwater management costs and aesthetic degradation. Where this has already occurred, the opportunity to construct deck parking will not impose a further environmental cost, and makes use of the already established demand and awareness of the particular site. Additionally,

there is also an opportunity cost where valuable land appropriated for parking could be sold off and the income used for alternative purposes.

A key criterion is to ensure that there is, or will be at the time of opening, a demonstrable shortfall in parking supply and that the parking building will not undermine the parking strategy and objectives of the Parking Management Plan.

8.4.1 Parking Buildings (Deck Parking)

Deck parking usually involves the allocation of public resources to build and manage a public parking facility. However, both the development, and ownership can be undertaken by the private sector. The issues associated with the construction of deck parking need examination first and then the additional factors which impact on the private sector's decision to invest in car parks should be considered.

Consideration of construction of a deck car park requires careful examination of several issues, as a car park once built, is a risky, long term investment, which is seldom capable of transformation to other uses.

8.4.1.1 Risk Factors

A deck car park is a long term investment which requires multiple generators to minimise the financial risk. A car park built to service the demand of one particular type of client, such as students, or visitors to a particular activity centre, carries risk if the single generator ceases to trade and there is no alternative creator of demand. Similarly, if cheaper competition becomes available nearby, there is an income risk to the owner.

The following five criteria will apply to any investment decision on deck parking made by the private sector. These criteria apply equally to a Council initiated development.

1. Assurance that there are multiple generators of demand: the closer the car park to a town centre, the more likely there are many potential demand generators, for short term, commuters, after hours and even residential parkers.
2. Some restrictions on the creation of additional public parking facilities within a reasonable perimeter (minimum 300 m) of the new car park. This prohibition would need to cover the temporary use of land for public parking.
3. A commitment by the local authority to a high level of compliance monitoring of all on-street public parking in the vicinity. There needs to be a perception of regular enforcement.
4. It is unlikely that the private sector will consider the construction of deck parking if pay parking does not already exist in the town centre. This applies particularly to pay parking on-street. Parkers will only be disposed to pay a fee for parking if they have limited alternatives and if they perceive they are obtaining some value for money.
5. May need to combine a decked parking building with other land uses to ensure there is an appropriate street frontage interface (eg: The concept of "sleeving" a building with finer grain building form and activities to provide an "active street frontage")

The recurrent direct annual costs of maintaining and operating a car park are usually a small percentage of the potential car park income and any variation in these will not usually have much impact on the return from the investment.

8.4.1.2 Location and cost of land

A major hurdle faced by any potential car park developer is the location and the cost of land. It is often only viable for local authorities to construct deck parking on land they already own, rather than to purchase land for the purpose. Waitakere is in the fortunate situation of owning some sites which are well located for future deck parking. The following sites are examples of potential locations for decked parking (subject to development of town centre parking management plans). They should therefore not be disposed of unless it has been comprehensively confirmed that they will not be required at a future time for decked public parking.

- The Waitakere Central car park (adjacent to Council offices);
- The Falls Park car park site on Alderman Drive in Henderson;
- The Oratia Stream (Alderman Drive) car park;
- The Hugh Brown / McNaughton Way site in New Lynn;
- The at-grade parking at the Titirangi Community Centre; and
- The Glenview Road car park (used as an informal park-and-ride).



Public parking site at Titirangi Community Centre

One other significant factor in considering deck parking is its impact on the urban landscape. Car parks are generally not attractive buildings and are best constructed where they can be contained within or above or below other uses, not as free standing, single use structures

8.4.2 Stackers

An alternative to constructing Deck Parking is the construction of additional parking capacity on existing sites using mechanical garages or as they are commonly known, car stackers. There are many different options available and currently more than 50 systems installed in New Zealand and Australia. Car stackers usually take about 6 months to install and commission;

The current cost per space of a large stacker is similar to that involved in constructing a deck car park i.e. greater than \$20,000 excluding solar options.

The decision on whether to proceed with stack parking or a deck car park will depend on price, and urban landscaping issues, but will also be affected by the proposed period for which a car park is required. Stack parking is demountable and can be relocated. Thus it may serve a useful purpose in the medium term until public transport options become available, and then it can be removed. A deck car park is a very long term investment. There are several stack parking installations planned for public parking in Auckland, Hamilton and Christchurch.

8.4.3 Development of Parking by the Council or the Private Sector

Another decision that Council will be required to make is whether parking should be developed by the public or private sector.

The principles relating to risk, land, development and operations are the same for both the private sector and for Waitakere. The Council will generally have an advantage over the private sector in that the Council already owns the land, and the internal rate of return requirements may be less stringent than for the private sector, but the remaining principles as set out in the assumptions and the models above apply equally to both developers.

The Council should assume responsibility for providing off-street parking only when the private sector is unable or unwilling to do so to meet specific community needs. The Council's role should be to complement rather than compete with private sector parking investments. This is not always attainable in practice as the provision of parking is essentially a public service.

The strengths and weaknesses of the basic options for off-street parking development and operation are outlined below.

8.4.3.1 Private Sector Development

This enables the parking supply to respond to land use changes and market demands. It avoids placing financial burdens on the Council. However the need to produce a profit may result in an unacceptable supply or standard of parking.

Other than encouraging the construction of high quality parking facilities in buildings, each application for a parking building will need to be dealt with on its merits, with particular cognisance of the various parking generators that will be served by the building.

A key criterion is to ensure that there is, or will be at the time of opening, a demonstrable shortfall and that the parking building will not undermine the parking strategy and objectives of the Parking Management Plan.

8.4.3.2 Public Sector Development

This gives the Council maximum control over supply, location, price and method of operation. It enables the Council to respond to community needs even where parking will not be financially viable. It requires expertise in design and construction as well as operations and management. If the Council wishes to retain the management and operation of certain off-street car parks, or build and operate a car park, it can choose to make use of specialist external consultants to assist in the monitoring, marketing and auditing of income. Regular monthly or quarterly input is common practice at many Councils in Australia. This provides an objective approach and continuity if key staff resign from Council.

8.4.3.3 Public Private Partnerships (PPP)

This option works best when both parties are able to realise rewards. The public sector may be able to offer land and protection from competition. The private sector may offer specific development and operating expertise that enable greater efficiencies. It may also offer a political buffer, insulating the Council from adverse impacts that may arise from parking development or operations.

The provision of Council owned land at a discounted price, or on a long term lease, is often used as an incentive if a developer undertakes construction of a building which incorporates a significant component of public parking. The Council can select the location at the outset and dictate the principles under which the public parking section of the car is to operate. This will generally include minimum operating hours, a fee structure that is designed to discourage long term stays, minimum standards of security and customer service, management information and a method for regular review of these issues.

With a PPP arrangement, there is no need for the Council to have a small and often inefficient involvement in the development, operation and management of off-street parking. Instead, the Council can focus its resources on parking on-street and enforcement.

The total resource costs attributable to the provision of parking facilities should be communicated to parking system stakeholders and to the community. In so doing, the cost/benefit of additional parking can be demonstrated.

In order for Waitakere to attract the interest of private car park developers, it would be necessary to first implement pay parking on-street in the core areas, and charge a fee which fairly reflects the convenience premium attaching to these spaces. The fee will result in the relocation of medium and long term parkers to off-street car parks and to vacant spaces further away from the core areas. Private developers will only invest in construction if they perceive increasing demand and a lack of available options, and if they can determine that parkers will pay for the service.

It is proposed that Waitakere identify several sites for potential construction of deck parking. Initial sketch design drawings for each should be prepared together with viability and feasibility studies. The findings of these initial studies should be made available to the private sector.

9. SUPPORT STRATEGIES

Support strategies describe parking management measures that do not directly address issues of parking supply and demand, but which may contribute to improved parking outcomes.

9.1 Delivery of Parking Management Support Strategies

To deliver the full range of Parking Management Support Strategies envisaged in this Plan, it is necessary to restructure parking management within Council into a cohesive "Parking management unit" which will be tasked with delivering the strategies identified in this Plan. Income and expenditure associated with the implementation of parking activities should be accounted for in a transparent way so as to facilitate ongoing analysis and management of parking supply and demand. This unit would ideally be the interface between the Council and the community on all matters associated with parking, including Transport Management Association, education programmes, enforcement, pricing, and principles.

The parking management unit would also provide administrative support for community strategies and programmes, such as Transport Management Association, which are able to support the development of parking strategies, including parking brokerage services, shared parking, unbundled parking, workplace travel plans, and overflow parking plans;

9.1.1 In-House or Outsourced Parking Management?

The debate on whether to manage the constructed deck car park in-house, or to outsource it to a specialist parking operator, is part of wider discussion on whether a local authority should run its own pay parking operations or not. This applies to all pay parking, whether off-street at-grade, or decked or even on-street.

The rationale for in house retention of parking operations by a local authority is usually founded on 'the community good', implying a benevolent fee structure and allocation of the use of the facility to certain designated user groups. This argument misses the point entirely.

The debate by Waitakere should address two considerations:

- What is the potential size of the parking business?
- Does the Council have the resources to manage the business professionally?

If Council intends going to manage only a few pay parking sites, and the estimated net operating surplus is less than \$200,000 per annum, it is not practical to establish a separate parking division. However, if there are several sites involved, and this is to be accompanied by on-street pay parking (simply another type of site), and the potential annual net surplus is tending towards \$500,000 or more, then it is a large business.

It is therefore incumbent on any city to employ sufficient professional resources not only to ensure that volumes and income are optimised, and that up-to-date statistical and management reports are available. Too often, the department

responsible for parking is confined to an operations function, not an overall strategic management role.

If Council intends to manage parking in house, it must ensure that the group with responsibility for parking has all the necessary resources as well as the appropriate authority to run the business within the policy parameters set by the Council.

A local authority will often choose to have its public parking fees lag the market, rather than lead it. This has solid rationale in public policy and the achievement of wider transport and traffic demand objectives. However, it is important that Waitakere's controlled pay parking is well used without being over full. It serves no public purpose if car parks are regularly filled by 10am. Optimisation of parking use requires constant monitoring of patterns of demand and the ability to react quickly with fee changes up or down. This flexibility is often not an option for a Council whose fees and charges are fixed once a year at budget time.

This inflexibility on adjusting fees is often a major negative for an in-house parking operation.

Outsourcing parking management provides a degree of professional expertise and need not mean a loss of control of certain policy issues by a Council. There is no reason why operation of a Council's on and off-street parking should not be outsourced in conjunction with strict controls on matters such as operating hours, maximum fees to be charged and prioritisation of the type of user. The Council can then focus on enforcement and leave the management of parking to a specialist organisation which has the requisite support and resources to manage accounting, audits of revenue, cash control, insurance, maintenance, marketing, staffing, security and technology.

The discussion for Waitakere should not focus on whether to outsource the management of parking or not. It should be on how to allocate the proper resources and whether these can be sourced from within, or whether they would best be obtained externally for a fee. It is reasonable to expect that a professional parking manager should generate additional income from better utilisation and from economies of scale on overheads and cash collection. These savings will more than cover its annual management fee.

On the other side, an ill-resourced in-house operation cannot be expected to ensure as high a level of use of public parking, and will not obtain the appropriate returns needed to properly fund a deck parking facility. Under-resourced in-house operations are seldom in the interest of all stakeholders.

9.1.2 Management of the Trading Place Car Park

This car park is not operated as a commercial concern, nor in response to any particular community strategy. Until this occurs, it will not generate the net surplus that would encourage the development of additional deck car parks.

The operating surplus of 31 cents per bay per day (approximately \$2,000 per month) does not in any way take cognisance of amortisation of the capital cost, or provide a sufficient provision for future maintenance of the asset.

The car park is currently showing a loss of approximately \$1.3m per annum after allowing for repayment of capital and interest. This seems at odds with a car park that is regularly full.

Parking fees should not simply be raised. If Council is to ensure the most efficient operation of the car park it will be necessary to resource the necessary technology, payment options and management flexibility to achieve this.

9.2 Transport Management Associations

Transport Management Associations (Transport Management Association) are usually formed to manage the provision of transport within a particular geographical area. They frequently involve both public and commercial stakeholders so as to connect strategic directions with on the ground community interests. Transport Management Associations are community based organisations, which are able to work with local business to provide parking management at a local level by facilitating such activities as shared parking and shared workplace travel plans.

Possible functions of Transport Management Association may include:

- Parking brokerage services – designed to connect demand for parking with surplus private off-street parking resources. The availability of parking brokerage services is crucial to the viability of demand reduction strategies, such as financial incentives (parking cash-out, subsidised PT passes) and unbundled parking;
- Input into the allocation of parking revenues – Transport Management Association provide an interface through which community projects can be identified and funded using parking revenues; and
- Over-seeing the management and implementation of travel plans and overflow plans for times of peak demand, such as special events and seasonal shopping patterns.

A market for parking brokerage services may emerge as the value of car-parking transactions increases. However Transport Management Association would be expected to deliver more rapid benefits due to its higher level of coordination and community involvement.

It is proposed that Council explore the assumption of Transport Management Association function by Business Improvement Districts (BID), as these become established in town centres and corridors throughout Waitakere. The assumption of Transport Management Association responsibilities will be in addition to any responsibilities that the BID may assume for a wider range of functions and services.

The BID would be allocated direct recourse to revenues from parking for its Transport Management Association functions.

9.3 Car-Share Organisations

Car-sharing organisations are based around the management of a pool of vehicles parked at numerous locations around the region. One car-share vehicle is typically utilised by a large number of people, thereby distributing the costs of car-ownership, such as maintenance and parking, across a larger number of people.

Minimum parking requirements therefore underestimate the potential for car-sharing organisations to reduce demands for parking. The emergence of commercial car-sharing organisations is thus considered to strengthen the case for removing minimum parking requirements altogether, particularly in town centres.

9.4 Travel Plans

Travel plans are a management tool designed to assist organisations, businesses, schools and other institutions to reduce travel demands associated with both home-to-work and work based travel. Travel plans help to address organisational issues affecting how people choose to travel, such as company cars and free parking. In many instances changes in company policy have been shown to catalyse large reductions in employee vehicle use. Travel plans typically audit home-to-work and work based travel demands, and recommend ongoing management strategies to reduce demand for private vehicle travel, including:

- Parking cash-out – provides commuters who normally receive free parking to take cash instead;
- Company car cash-out – as per parking cash-out except for company cars;
- PT passes - involves providing employees with a subsidised PT pass in place of a free car-park; and
- End of trip facilities for cyclists, including showers and lockers;

Travel plans thus support other parking strategies by undertaking a detailed assessment of the institutional barriers to shifting mode. It is important to realise, however, that the motivation for businesses to conduct travel plans is best provided by the accurate realisation of the costs associated with vehicle travel.

For this reason, the use of travel plans is expected to increase when the perceived value of parking reflects its underlying costs. Moreover, the removal of minimum parking requirements may encourage existing property owners to use travel plans to free up land to provide redevelopment opportunities. Transport Management Associations are well placed to co-ordinate joint travel plans across a number of employers.

9.5 Maximise Use of Current Supply

The first and least expensive step towards improving the supply of parking in Waitakere is the better use of the existing supply of spaces. Car park studies undertaken in Glen Eden, Henderson and New Lynn indicate that approximately one-third of available public parking was not being utilised.

There are several options to further increase the existing supply and to ensure more effective use of existing parking resources to provide safe and secure parking which will attract visitors and investors to the City. These can be combined as a package of integrated measures to be implemented in the short term. Although each may not create a large amount of additional capacity, a focus on easy to find and use parking together with a perception of safety and regular compliance monitoring, will enhance the image of Waitakere's town centres as convenient places to access.

9.5.1 Parking Education Programme

The aim of a Parking Education Programme (PEP) is to disseminate information on the new parking paradigm to community stakeholders, including property developers, business owners, landowners, transport professionals (including planners and engineers), and real estate agents. Despite every driver being a parker, the broader environmental, economic and social impacts of parking are rarely understood or appreciated by users. The clamour for more parking has been allowed to develop without any indication of its negative effects and increased lack of sustainability. Education and appreciation programs for developers, planners, elected officials, and all the major users of parking such as tenants, shoppers and residents should be available and regularly communicated in the Council's publications.

A PEP would signal:

- That Waitakere is adopting a more flexible approach to parking - both in the period when minimums are retained and after regulatory changes to remove minimums and introduce maximums in growth areas;
- Unsustainable expectations of unlimited parking close to a destination;
- Environmental, social and economic drawbacks of unlimited supply;
- The principle of user pays;
- Information about the Council's plans for PT, walking and cycling, and parking buildings;
- The benefits of improved compliance;
- The benefits of Parking Management Plans; and
- Opportunities for reinvestment of parking income into improving transport infrastructure.
- Wants to see more intensive developments in town centres and growth corridors, with corresponding reductions in parking supply.

Responsibility for the management of parking is shifting, which will mean that business will have to look at how parking resources are best utilised. Council should work closely with the Transport Management Association to encourage land owners to talk to each other about how parking strategies may be implemented in a coordinated fashion, such as shared parking, home deliveries, and travel plans

Waitakere needs to provide ongoing education of all stakeholders in regard to:

- Half day workshops should be provided several times a year. Distribution of examples of Parking Control and Management Plans should be freely available. The City's website should contain an easily referenced index to strategic parking issues for developers and potential investors. The provision of a regular public parking forum will assist not only in raising parking issues, but also, in educating drivers, developers and the community.

9.5.2 Encouraging use of remote supply

Application of the parking hierarchy requires the use of pricing and controls to encourage long term parkers to park further away on the periphery of the core areas of town centres. To achieve this requires the provision of information and incentives such as signs, brochures, pedestrian improvements and shuttle services as well as time and price regulations closer to the town centre, to incentivise the use of remote, cheap parking.

9.5.3 Review layout and design

Opportunities exist to increase supply by examining the design of existing facilities, and where possible, reducing the number of access points thereby creating more spaces and parking for vehicles other than cars, such as motorcycles, or cars with trailers/boats. Improved design can also occur by incorporating principles of Crime Prevention Through Environmental Design (CPTED) where the security and the attractiveness of car parks is improved, through the Safe Car Park Accreditation Scheme, which Waitakere is piloting along with Auckland City and Hutt City Council. At the same time opportunities for retrofitting Low Impact Deeding, to minimise storm water run off should be explored.

Many of the roads in Waitakere provide for wider than necessary traffic lanes, but do not have clearly demarcated parking lanes. This issue can be addressed through the review of the Code of Practice to ensure that that unsafe parking does not manifest in Greenfield and Brownfield development areas.

9.5.4 Simplify current restrictions

There are an unnecessary number of different parking time restrictions in Waitakere e.g. Titirangi has 7 categories. These should be reviewed and revised, thereby providing parkers with a simpler set of rules. This will also assist enforcement.



Six time-restriction signs at Glen Eden station (marked in yellow)

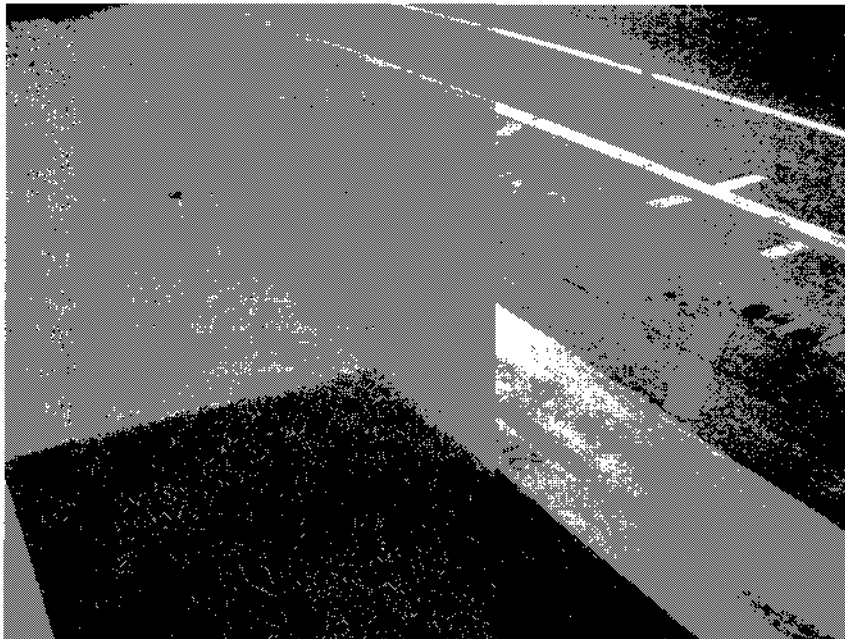
In addition to reviewing the parking restriction categories Council will also seek to modify/alter the requirements for the signage needed to mark out these spaces. In particular the possibility of replacing / supplementing road signs with kerbside markings will be investigated. For example, in (see attached images 517 and 260) thereby reducing the amount of street clutter (see attached image 399). Council will advocate for the revision of the MOTSAM requirements set out by central government to include consideration of alternative ways of doing things in order to simplify the process for all stakeholders.

A40

Example of Signage Painted on Kerbs in San Diego California



Example of Signage Painted on Kerbs in San Diego California



A4

Example of Street-side Clutter Reduction through Signage Painted on Kerbs in San Diego California



A42

9.5.5 Increase Compliance

The findings of the various reports on actual usage of parking have not built in a factor for vehicles that park in excess of time or contrary to other restrictions. As noted earlier, the level of compliance with parking controls in Waitakere is unknown but there are a number of cars that park in excess of time restrictions or in areas designated as 'no parking'. Additional resources to support an increased level of parking compliance especially on-street in the core areas, will create additional capacity for users.

These additional resources should not be confined only to staff, but should include technologies which will enhance the overall perception that non-compliance will not be tolerated in Waitakere.

9.5.6 Improved Wayfinding

Parking wayfinding refers to a system of signs, directories and other design features which provide an early warning navigational aid. Most of Waitakere's public and private parking areas are advertised by an inconsistent array of signs and 'P' logos which are usually located within 100 m of the car park entrance. They do not assist drivers coming into the town centres to plan their route well in advance so as to reduce their search time and traffic congestion. There is a presumption that 'drivers know where the parking is'.

Directional signs can provide real time information on the location and availability of parking resources. These signs should be placed on key access roads into town centres and inform drivers of the locations, availability, and potentially the price and maximum duration of stay associated with off street parking facilities.



Directional signs in Brisbane with simple capacity indicators

This information allows drivers to, firstly, identify the nearest available parking facilities and secondly, evaluate the relative value associated with different parking areas. The goal of directional signs is to reduce the distance travelled by

vehicles looking for a car-park, thereby resulting in positive external benefits to other road users as well as encouraging more efficient use of available resources. Supplementing these signs with take away maps of available parking areas and pricing information also serves to increase familiarity and understanding of parking resources for frequent visitors to the centre or corridor.

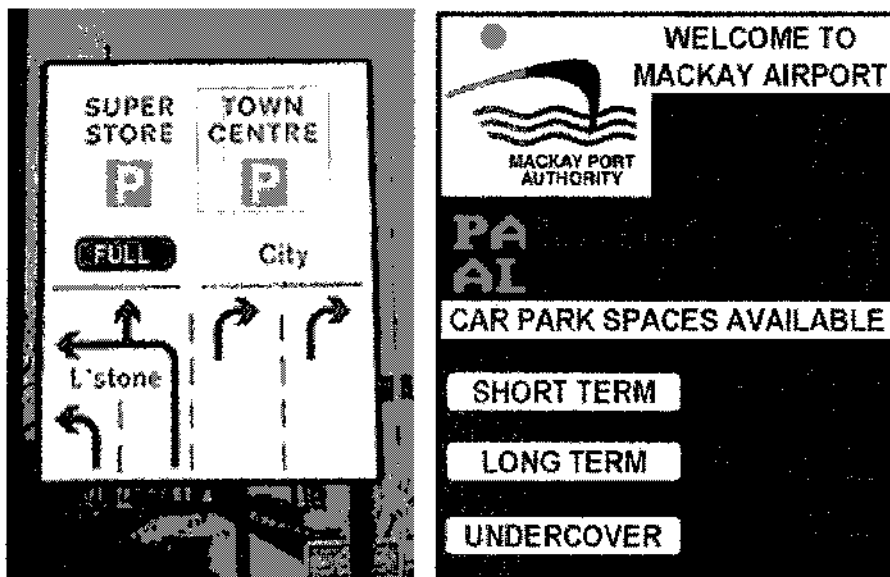
A44

Inconsistent signage



For many years, well designed wayfinding systems have been effectively used by shopping malls, airports and hospitals. Their use in the town centres and corridors of Waitakere will not only improve the perception of parking availability, but also assist in marketing the attractions of each centre.

Examples of effective parking wayfinding signs



The provision of advance information on the location and availability of parking is generally neglected in Waitakere, other than at the entrance to public car parks. For example, in Titirangi Village, there is no indication on Titirangi Road of additional public parking available at the War Memorial site. A branded and easily identifiable wayfinding system would assist visitors to identify parking spaces e.g. parking direction signage should be installed on the main approaches to the town centres and multi-modal access guides should be available on the City's website and included with all event promotion brochures.

It is also worthwhile to consider the introduction of real time dynamic messaging signage on the availability of parking prior to drivers entering the town centres. Trading Place has no signage indicating its availability until a driver passes Ratanui Street which is too late, and then requires a drive around the block to reach it. There is also no indication of whether the car park is full or not until the driver reaches the entrance lane to the car park where there is a red 'Car Park Full' light.

Drivers want to know where to look for wayfinding information when they need it, understand the way the information is communicated and obtain the information quickly and without fuss.

A coherent wayfinding system is a cost-effective means to reduce searching time for spaces and unnecessary circulation of cars. Predictable, consistent and authoritative public information is the key to building confidence.

9.5.7 Shared Parking Facilities

Shared parking means that parking spaces are shared by more than one user, which allows parking facilities to be used more efficiently. Shared parking takes advantage of the fact that most parking spaces are only used part-time by a particular group, and many parking facilities have a significant portion of unused spaces, with utilisation patterns that follow predictable daily, weekly and annual cycles.

There are various degrees of shared parking. A reserved parking space assigned to a specific user is not shared at all. This includes loading bays, which should be available to all drivers outside of normal business hours. Partial sharing occurs when arrangements are made by one facility to use another's parking facilities at certain times, such as a restaurant that allows its parking spaces to be used on Sunday mornings by attendees at a nearby church. Efficient sharing of spaces can allow parking requirements to be reduced significantly.

There is a further opportunity to use parking facilities that are not used at certain times of the year, to assist other areas undergoing temporary abnormal demand. This is particularly appropriate at Christmas when parking at school grounds can accommodate employees of commercial centres, thus freeing up more convenient spaces for shoppers. The City should encourage or even participate in negotiations for the use of these sites, which may involve a suitable donation to the provider.

Conversion of reserved to non-reserved spaces for monthly parkers in a deck car park can result in up to a 30% reduction in the number of spaces required

9.5.8 Overflow Parking Plans

Overflow parking or traffic management plans manage the effects of excessive parking demands that may arise during special events and peak retail season, such as Christmas and Easter. Sporting and other events are held in various locations around Waitakere City at locations such as the West Wave Aquatic Centre, and the Trust Stadium. When large events are held at these locations there is often an overflow of parking that needs to be accommodated. Generally these events are held outside of normal business hours (evenings and weekends) and it has been possible to make use of off-street parking in the town centres to provide overflow parking to cater for these events.

These plans help mitigate the potential negative effects associated with excessive parking demand, such as increased vehicle congestion; unsafe and/or illegal parking on streets, footpaths, and grass verges; and driver frustration. Overflow parking plans involve the following components:

- Signage to identify when parking areas are full, as well as to direct vehicles to alternative parking areas. This increases the utilisation of existing parking resources;
- Identification of appropriate temporary parking that may be shared. This temporarily increases the supply of parking through identifying
- shared parking opportunities;

A44