

Proposed P 120 8am to 6pm
Monday to Friday. 8 car
lengths, about 40metres

Proposal to extend
No Stopping Lines

Existing No Stopping
Lines

REGIONAL PARKING STRATEGY

Consultation Draft

Auckland Regional Council

19 February 2008

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Foreword

Executive Summary

Introduction

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

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

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

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

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

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

Legislative and Policy Context

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

Goal, Objective & Outcomes

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

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

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

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

Regional Parking Issues

The regional parking issues to be addressed to achieve these outcomes are:

Integrating Parking and Land Use Policy

For most of the region, parking supply in new developments is determined through what is essentially a predict and provide mechanism (without consideration of strategic transport or land use objectives) and remains unaffected by policy initiatives. Therefore it is desirable that a parking policy that integrates land use and parking supply be developed for supporting centres and access corridors. This would include:

- meeting urban design objectives especially in high density development areas,
- providing parking allowance in direct relation to the location of the development and its accessibility by public transport,
- ensuring through parking standards that the difference between operational and staff parking is clear,
- encouraging more short term parking,
- developing parking standards for high density residential developments that take into account location, the accessibility of public transport and also support urban intensification.

Integrating Parking and Transport Policy

To integrate parking and transport policy in supporting centres and the CBD, parking facilities should be reduced where transport policy is to provide good accessibility by other modes. In developing areas (where feasible) public transport improvements should lead new developments rather than impede them.

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Business Transference

Parking restraint policies could reduce the attractiveness of some centres compared with other locations. There is a need to ensure that changes to parking requirements are justified, applied evenly across the region and recognise differences between centres and business areas.

Pricing Parking

Without a mechanism enabling a public agency to impose a charge or levy on existing parking spaces in specific centres or areas, the rate of change in the availability of existing off-street car parking spaces is likely to be slow.

Integrating the management and control of parking buildings and parking lots with parking policy

Integrating the management and control of parking buildings and lots with parking policy, needs to be managed effectively. This includes:

- the need to take into account existing off street parking when determining local parking requirements for district plans,
- enforcing consent conditions for privately operated short stay car parks to ensure they are used according to the planning consent specifications,
- controlling temporary parking lots to ensure their provision is consistent with the appropriate car parking management policy,
- ensuring that decisions on the availability of long term parking (e.g. early bird) should be made in the context of a parking policy or plan for the centre as a whole, and not as a means of increasing net revenue for the facility,
- encouraging alternative transport to the single occupant car (see Park and Ride).

On-street Parking on Arterial Roads

A regional policy position on balancing the conflicting objectives regarding on-street parking controls on arterial roads would assist TAs to manage their road networks.

Park & Ride

A regional policy view is required to provide clear direction for how Park and Ride fits within the framework of the sustainable development of the region, and to assist in the development of short, medium and long term strategies for the different sites.

Communication

It is important to communicate effectively with the regional community the need for, and benefits of, parking management strategies, highlighting the importance of integrating parking requirements with broader land use. Better communication should lead to increased support for the changes necessary for a more sustainable future.

The Strategy

The strategy for supporting these outcomes has at its core ten policy areas that address the identified parking issues (the gap between the actual and desired outcomes). Policy actions detail how (and by whom) these will be brought into effect.

Policy 1: Link District Plan Parking Standards to PT Accessibility

Encourage all agencies responsible for regulating parking to incorporate parking standards that are progressively lowered and made more flexible as accessibility by non-car modes is improved.

Policy Action 1.1 - Develop and implement a mechanism based on the calculated public transport accessibility level or PTAL that links parking standards to investments in improving the quality and accessibility of passenger transport

Responsibility: All TAs in partnership with the ARC and ARTA

Policy Action 1.2 - Progressively reduce minimum parking standards for new development and replace them with maximum standards that recognise the wide variation in public transport accessibility throughout the region and take into account the timetable in the RPS Schedule

Responsibility: All TAs

Policy Action 1.3 - Develop criteria which would be used to assess applications for excess parking and incorporate into the relevant district plan and comprehensive parking management plans

Responsibility: All TAs in partnership with ARC and ARTA

Policy Action 1.4 - Facilitate the alternative use of space in and around existing buildings once it is no longer required for parking purposes by providing flexibility in planning consents to permit and encourage the re-use of building space no longer required for car parking purposes

Responsibility: All TAs

Policy 2: Give Priority to Short Stay Parking

Encourage an emphasis on providing an adequate supply of short stay parking in centres.

Policy Action 2.1 - Give priority to the provision of an adequate supply of short stay parking over the provision of long stay parking in centres

Responsibility: TAs

Policy Action 2.2 - Manage on-street parking in centres to ensure that long stay/commuter parking is not displaced to nearby streets

Responsibility: TAs

Policy Action 2.3 - Develop short stay off-street parking facilities at locations in centres that will encourage a park once and walk mentality, avoiding short car trips between destinations within the centre

Responsibility: TAs

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Policy 3: Support Land Use Intensification

Support land use intensification through:

- The application of good urban design principles with regard to the provision of car parking in high density centres.
- District plan rules and other appropriate methods that will encourage and facilitate shared parking
- The provision of public transport improvements in advance of, or phased with new developments in order to give developers the confidence to provide a reduced parking supply in new developments.

Policy Action 3.1 - Support through the preparation of format guidance, the consistent application of good urban design principles with regard to the provision of car parking in centres throughout the region, particularly high density centres, business areas and at major community facilities (hospitals, universities etc)

Responsibility: ARC in consultation with the TAs and ARTA

Policy Action 3.2 - Encourage and facilitate shared parking

Responsibility: TA's

Policy Action 3.3 - Implement, where feasible, the provision of good public transport to a developing area in phase with (and ideally in advance of the phased) completion of the development of the area

Responsibility: ARTA supported by ARC

Policy 4: Reduce Parking Provision in High Density Residential Development

Reduce the parking required in higher density residential developments

Policy Action 4.1 - Prepare regional guidelines on parking standards for high density residential developments to help the region's territorial authorities implement the region's plans for urban intensification in mixed use centres and corridors and to assist with the preparation of Integrated Transport Assessments.

The high density residential development parking guidelines should include:

- maximum and reduced minimum standards
- visitor parking requirements
- shared parking
- unbundled parking
- a transparent, objective mechanism for linking standards to accessibility by modes other than the car which can be applied to any location and which uses readily available information, or an appropriate alternative mechanism which can be applied throughout the region that takes into account a range of other factors that reduces the need for car use.

Responsibility: ARC in consultation with the TA's

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Policy 5: Control Public Long Stay/Commuter Parking Provision in Parking Buildings & Lots

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

Policy Action 5.1 - Ensure that district plan rules for centres or areas where parking management policies are in place are designed to ensure that applications for long stay public parking in off-street parking facilities, whether publicly or privately owned, are dealt with in the context of their compatibility with the overall parking management strategy for the centre or area concerned.

Responsibility: TAs

Policy Action 5.2 - Investigate the feasibility and benefits of the licensing of commercial public parking facilities as an alternative to reliance on the enforcement of consent conditions.

Responsibility: ARC in consultation with the TAs

Policy Action 5.3 - Phase out long stay/commuter parking (such as early bird and optional leased parking) in short-stay public parking facilities where such parking is inconsistent with the objectives of the parking management policies applying to the centre or area concerned.

Responsibility: TA's

Policy Action 5.4 - Ensure that temporary parking lots are only permitted to operate following the issuing of consent by the council concerned and are operated under conditions stipulated by the council.

Responsibility: TA's

Policy Action 5.5 - Price parking in council-controlled building and lots to ensure they are consistent with the objectives of the parking management policies applying to the centre or area concerned.

Responsibility: TA's

Policy 6: Provide Regional Guidance on Parking on Arterials

Include in the Regional Arterial Roading Plan a policy on parking on regional arterial roads.

Policy Action 6.1 - Base the policy on parking on regional arterials on the following principles.

- The safe and efficient movement of people and goods should have priority over on-street parking on arterial roads.
- Parking should only be permitted where it does not compromise safety or add to traffic congestion.
- An exception may be made where permanent on-street parking on a section of an arterial road makes a key contribution to the economic vitality of a centre or corridor served by the arterial. However, any permanent on-street parking must be accommodated safely and without compromising the overall effectiveness of the arterial network in moving people and goods.

Responsibility: ARTA

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Policy 7: Prepare Comprehensive Parking Management Plans for Centres

Encourage an integrated approach to the supply and management of parking in centres

Policy Action 7.1 - Develop comprehensive parking management measures for individual centres with initial emphasis given to the high density centres identified in the Regional Policy Statement Schedule 1 and including, as appropriate - reduced parking standards, short stay public parking provision, on-street parking controls, pricing of council operated parking facilities - schemes to protect adjacent residential areas **and parking for the disabled.**

Responsibility: TA's

Policy Action 7.2 - Prepare a guideline on the appropriate content of Comprehensive parking Management Plans

Responsibility: ARC and ARTA in consultation with the TAs

Policy Action 7.3 - Clearly distinguish between short stay and long stay parking in developing parking plans and policies for centres

Responsibility: TAs

Policy 8: Prepare Regional Plan for Implementation of Park and Ride Facilities

Encourage the development of park and ride policies that are consistent with the region's strategic direction and policies

Policy Action 8.1 - Park and ride facilities should be located

- in advance of areas experiencing major traffic congestion
- where they are well served by local roads of district arterial classification or higher,
- to avoid the potential negative impacts on sustainable land use development,
- where there is a quality, direct, relatively frequent passenger transport link between the park and ride site and the destination. (The total trip should be "competitive" with the use of the car taking into account total travel time, out-of-pocket expenses, reliability, comfort etc.)

Park and ride should not be located adjacent to stations or interchanges in centres where transport oriented development is planned unless the parking is viewed as an interim use retaining the land for future (high density) development.

Responsibility: ARTA in cooperation with TA's

Policy Action 8.2 - Park and Ride facilities should be secure with good lighting, CCTV or direct surveillance, help points etc, and provide shelter, seating, rubbish bins, timetable information and maps. Walking access to the passenger transport service from the parking area should be convenient and feel safe.

Bike and ride should be encouraged.

Responsibility: ARTA

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Policy Action 8.3 - Identify, in accordance with the above guidelines, the park and ride facilities that should be implemented in the next 10 years and in the longer term and incorporate these in the appropriate planning documents.

Responsibility: ARTA in cooperation with TA's

Policy Action 8.4 - Work with central government agencies to ensure that the funding of rail park and ride is placed on the same footing as the funding of bus and ferry park and ride.

Responsibility: ARTA in partnership with the ARC.

Policy Action 8.5 - Identify the circumstances, if any, under which charges should appropriately be applied at park and ride facilities and the use that should be made of the resulting revenues.

Responsibility: ARTA in partnership with the ARC.

Policy 9: Provide Public Parking Facilities that Encourages Alternatives to the Single Occupant Car

Advocate the use of public parking facilities to encourage carpooling, vanpooling and cycling

Policy Action 9.1 - Incorporate the Bicycle Parking Standards that are to be included in the Regional Cycle Plan into the district plans.

Responsibility: TAs

Policy Action 9.2 - Give preferential treatment to carpools and vanpools in public parking facilities (including park and ride facilities)

Responsibility: TAs supported by ARTA

Policy Action 9.3 - Provide free, secure parking for bicycles in public parking facilities

Responsibility: TAs

Policy 10: Communicate the Need for Change

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

Policy Action 10.1 - Develop and implement a parking management communications strategy which includes the following

- the need to manage parking within centres to bring it in line with broader objectives including reducing dependence on the private car and encouraging more use of passenger transport, particularly for the trip to work
- the importance of controlling parking on arterials

Responsibility: ARC in cooperation with TA's

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1 INTRODUCTION

1.1 Overview

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

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

The availability and cost of parking can also:

- add significantly to development costs
- take up a considerable amount of space reducing the density of development
- reduce the amenity and walkability of a high density centre, and
- affect the economic viability and vitality of individual businesses and centres of activity.

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

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

1.2 Purpose & Scope

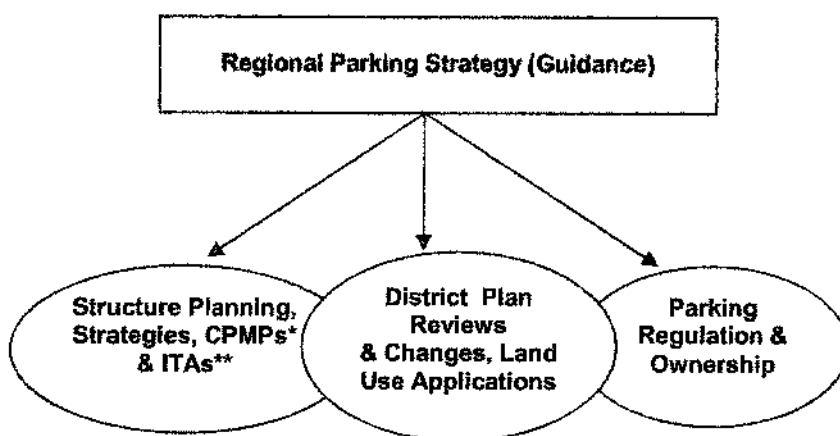
The Regional Parking Strategy supports the over-arching objective of the sustainable growth and development of the region. It provides a framework to align district policy and methods with outcomes sought, taking into account the varying circumstances that apply across the region.

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

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

- how the wider outcomes sought by the region translate into policy and controls regarding the provision and management of car parking.
- appropriate parking measures to support the high density centre intensification policies of the Regional Policy Statement
- the consistent and equitable management of long stay parking across the region
- the provision and operation of short stay parking to support activity centres and corridors

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



* Comprehensive Parking Management Plans
** Integrated Transport Assessments

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

It is intended that the principal elements of the Regional Parking Strategy will be incorporated into the next Regional Land Transport Strategy at its next review.

Strategic Planning

The Regional Parking Strategy will provide guidance on parking issues that will assist in the preparation of strategic development plans, including structure plans, and the preparation of Comprehensive Parking Management Plans (CPMP) and Integrated Transport Assessments (ITA) (discussed further in sections 5.8 and 5.4.1 respectively).

District Plans

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

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

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

Regulation & Ownership

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

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

1.3 Development of the Parking Strategy

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

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

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

1.4 Report Structure

Section 2 sets out the legislative and policy framework within which this strategy sits.

Section 3 sets out the Regional Parking Strategy's goal, objectives and the desired outcomes of the strategy.

Section 4 outlines the regional parking issues to be addressed to achieve these outcomes.

Section 5 describes the proposed new approach to regional parking and sets out the policies which implement that approach.

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2 LEGISLATIVE AND POLICY CONTEXT

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

2.1 Auckland Sustainability Framework (ASF)

The ASF sets out a long term and integrated approach to regional planning. It refers to developing a sustainable and resilient region that can adapt to change by designing flexibility into the region's economy, infrastructure and buildings. The ASF is built around eight interrelated and long term goals. Goal 6, a quality, compact settlement pattern, is of most direct relevance to the Regional Parking Strategy.

The Strategic Responses under this goal include:

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

2.2 Regional Growth Strategy (RGS)

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

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

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

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

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

2.3 Auckland Regional Economic Development Strategy (AREDS)

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

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

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

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

2.4 Auckland Regional Land Transport Strategy (ARLTS)

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

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

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

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

Policy Actions in the ARLTS under this heading seek to:

1. Balance parking provision and peak period traffic in regional centres, other than the CBD, that also experience high traffic demand;
2. Encourage increased travel by passenger transport, cycling and walking and thereby support increased investment in these modes;
3. Support implementation of Travel Demand Management (TDM) incentives;

4. Support implementation of the RGS by applying appropriate policies in regional centres proposed for intensification
5. Manage short term parking within the regions commercial centres; and
6. Develop a Regional Parking Strategy (RPS) covering all issues including development of Park and Ride facilities

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

2.5 Regional Policy Statement

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

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

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

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

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