

---

**DETERMINATION REPORT – REVIEW OF THE CONTROL OF LIQUOR IN PUBLIC PLACES  
BYLAW 2003**

**Planning and Regulatory Committee 11<sup>th</sup> March 2008**

**GLOSSARY**

Control of Liquor in Public Places Bylaw 2003 (the bylaw 2003)

**PURPOSE OF THE REPORT**

The purpose of this report is to seek approval from the Planning and Regulatory Committee to commence the review of the Control of Liquor in Public Places Bylaw 2003 (the bylaw 2003), to determine whether a bylaw is the most appropriate way of dealing with the perceived problem of alcohol related issues within the City, pursuant to section 155 Local Government Act 2002.

**BACKGROUND**

Section 147 Local Government Act 2002 gives local authorities specific power to make a bylaw for liquor control purposes. In addition the general bylaw making powers contained within section 145 Local Government Act 2002, allow local authorities to make bylaws for one or more of the following purposes:

- (a) protecting the public from nuisance
- (b) protecting, promoting and maintaining public health and safety
- (c) minimising the potential for offensive behaviour in public places.

In November 2003, Council adopted the Control of Liquor in Public Places Bylaw 2003, (copy attached at appendix Axx). The bylaw introduced a summer holiday period liquor ban in areas of Piha in response to Council, community and Police concerns about ongoing problems caused by the consumption of alcohol in Piha during summer months.

The bylaw also permits Council to impose 'Special Event Liquor Bans' when satisfied that the benefit of the ban outweighs any disadvantage to members of the public. This provision has been used successfully to prohibit the consumption and possession of alcohol at particular summer concerts held within the City.

Safe Waitakere staff and the Police report that the holiday ban at Piha has discouraged unacceptable behaviour associated with, and resulting from, alcohol consumption. The existing bylaw does not expire under the provisions of the Local Government Act 2002 until November 2008. Any extension to the current bylaw would enable consideration of incorporating a continued liquor ban at Piha.

Other areas within the City have been identified by Council, Police and community associations as experiencing alcohol related problems. An analysis of Police intelligence has been undertaken, and this has identified that the 3 central business districts of Henderson, Glen Eden and New Lynn, are of particular concern.

Because of the high incidence of alcohol related offending in these areas, a working party was established consisting of Safe Waitakere representatives, Police, Maori Wardens and ACC. The group formulated a range of strategies under the heading of "Project Respect" and obtained financial support from the Ministry of Justice for local initiatives. These initiatives have been

highlighted for the Committee's information and are attached at appendix Bxx. One of the initiatives identified was to explore the possibility of an alcohol ban in key areas of the city.

It is clear that a legal power exists to make a bylaw for the purposes of controlling liquor in public places pursuant to sections 147 and 145 Local Government Act 2002. The Committee must now determine whether a bylaw is the most appropriate way of addressing the perceived problem pursuant to section 155(1) Local Government Act 2002.

The extension to the bylaw, if any, will be used as an additional tool, in conjunction with other non-regulatory measures being planned.

## **STRATEGIC CONTEXT**

The initiative is directly aligned with Council's strategic priorities of Safe City and First Call for Children, and Council's strategic platform of Strong Communities; supporting the health and wellbeing of the City's residents, building community pride and local identity. It also aligns with the City Wide Alcohol Strategy, adopted by Council in July 2005.

## **ISSUES**

As indicated, section 155(1) of the Local Government Act 2002, requires that local authorities must determine whether a bylaw is the most appropriate way of addressing the perceived problem. In order to determine whether a bylaw is an appropriate response to the perceived problem, the first step has been to establish just what the actual problem is. Comments by the Police and community indicate that drinking in public places raises issues of annoyance and intimidation for members of the public, anti-social behaviour, littering, vandalism, under age drinking and violence. The Police will be presenting their analysis and recommendations to the Committee during consideration of this report.

In summary, there is ample evidence to show alcohol is a primary cause of disorderly behaviour and criminal offending both in public places and elsewhere. Alcohol consumption in public places is also often associated with increased problems of littering and vandalism. The presence of alcohol can also have an intimidating effect on other people using the public space for recreational and business purposes.

The Police statistics indicate that those who drink alcohol in public places are predominantly young people under the age of 25. In Waitakere, many of these young people have increasingly sought to congregate in high visibility town centre locations. When the Police arrive at the scene the behaviour is toned down, alcohol is hidden or the adults claim ownership. Police will arrest individuals if there is sufficient evidence of a substantive offence, such as supplying alcohol to a minor or behaviour type offences (disorderly behaviour, offensive language, intimidation, fighting, wilful damage), or offences under the Litter Act. Often, however no substantive offence is detected and groups also modify their behaviour in the presence of the police. Acts of violence, intimidation or harm then occur after the Police have left the area.

The outcome sought is to lessen the impact of alcohol consumption in those public places identified by the police as areas where drinking and offending is a noticeable problem. The aim is to reduce anti-social and offensive behaviour and increase the safety (and perception of safety) for members of the public.

## **CONSULTATION**

### **Pre-Consultation Results**

As part of the pre-consultation on the issues of alcohol related offending in public places, a survey was recently conducted at the Waitakere fireworks display held at The Trusts Stadium on 3 November 2007. The survey was conducted utilising the new "Touch Pole" technology which involves the use of interactive computer tablets. The results of the survey indicate strong support for permanent 24-hour liquor bans across the City, including parks, beaches and town centres.

A further 300 person phone survey was undertaken recently and the results of that survey indicate strong support for liquor bans as a means of controlling alcohol related behaviour.

A copy of both reports are attached (see appendix Cxx and Dxx).

### **City Wide Alcohol Strategy**

The extension of liquor bans within Waitakere was discussed at length through the consultation process employed when drafting the City Wide Alcohol Strategy. The City Wide Alcohol Strategy, which was adopted by Council in 2005, specifically outlines the following:

#### *4. Problem Limitation*

- *Support community initiatives that focus on reducing alcohol – related crime and safety issues in areas where liquor bans have been requested.*
- *Implement and review the Control of Liquor in Public Places Bylaw 2003.*

### **The Trusts**

Discussions relating to liquor bans within the town centres have been held with the management of the Portage and Waitakere Licensing Trusts on several occasions. The Trust management have indicated their support for implementing liquor bans as a tool to restricting drinking in public places, and specifically town centres.

### **Community Boards**

The option of extending the bylaw 2003 to key hot spot areas within Waitakere was presented to all the Community Boards. The Community Boards have indicated that drinking in public places and the associated problems was an issue raised by the public within their respective wards on numerous occasions, and therefore they supported the extension of the bans into key hot spot areas within Waitakere.

### **Police**

Extensive consultation with Police has taken place over this issue, they have requested that Council consider the implementation of liquor bans throughout Waitakere. The Police will be presenting a separate report to the Planning and Regulatory Committee at this meeting outlining alcohol related crime statistics and their support for the bylaw extension. A copy of the Police report is attached as appendix Exx.

### **Henderson Business Association**

The Henderson Business Association have indicated their support for the introduction of a liquor ban within the Henderson town centre. On 23 April 2007, a public meeting was hosted by Mayor Bob Harvey in response to concerns raised by their members.

## OPTIONS

### Extend the Bylaw

- The Police would acquire additional powers under section 169 Local Government Act 2002 to search containers and vehicles, seize and remove liquor and arrest those committing an offence or persons who refuse to leave the public place or surrender their alcohol. It effectively gives the Police a pre-emptive strike option. These powers exist for the Police in Piha during the seasonal months and would be applicable to any areas included in an extension to the bylaw.
- Early intervention and removal of alcohol is seen as reducing the likelihood of disorderly behaviour and criminal offending. It also increases the perception of safety so people using public areas subject to a liquor ban may feel more comfortable and more likely to return.
- Licensed premises and private property would not be affected. People purchasing liquor from outlets within a liquor ban area, or transporting alcohol across the area, are not affected either, pursuant to section 147(3) Local Government Act 2002. Further street trading (dining) within a licensed area on the streets will also not be affected.
- If it was proposed that the liquor ban should cover parks and recreation areas, then families who wish to consume alcohol whilst picnicking could potentially be affected. That effect could be minimised if for example the ban was limited to specific periods, such as between 8pm and 8am.
- One risk of extending the bylaw is that problem areas are simply displaced. Groups of drinkers may simply move outside the ban area. Whilst this is a real risk, the bylaw still removes the problem of alcohol consumption in areas of high visibility and public use.

### Do nothing (retain the status quo)

Whilst the current liquor control bylaw is effective in Piha during the summer months and for special events, it does not address alcohol related problems evident in areas of the city identified by the Police. If the bylaw is not extended to cover those additional areas then the options are:

- (a) Public education campaigns. There are benefits in pursuing this option, but it is unlikely to have an obvious positive effect in the short term.
- (b) Support for increased Police numbers in the City providing increased visibility and action where appropriate. The Police have already increased their presence in the town centres and as discussed above, do take action where there is evidence of a substantive offence.
- (c) Patrols by community associations/Maori Wardens. Again this option increases the visibility of an 'official' presence in hotspot areas. Without giving these persons power under a bylaw (as Enforcement Officers) they are largely powerless. Furthermore they could be exposed to unacceptable safety risks.

The Resource Management Act 1991 is not able to respond to this type of problem. There is no other regulatory mechanism available to address the issues without an Act of Parliament. Parliament has indicated that if a local authority determines that there is a need to control alcohol in public places, then a bylaw under section 147 Local Government Act 2002 is the appropriate means to do so.

## **SUMMARY**

If the Committee are persuaded that there is a need to control alcohol in town centres and perhaps elsewhere within the city, then the analysis undertaken confirms that the most appropriate way to do so is by means of a bylaw. Initial feedback from the Community Boards and the Public has been overwhelmingly supportive of such action. The proposed extension to the current bylaw is in accordance with Council's strategic document: "Waitakere City Council City Wide Alcohol Strategy, Minimising Alcohol Related Harm and Promoting Safe Alcohol Environments in Waitakere City". The proposed extension to the bylaw will be used in conjunction with a range of multi pronged, best practice approaches, as outlined in the Strategy.

The next step is for Council officers to prepare a draft bylaw for the Council's consideration. In order to do so, those public areas within the City where there is a demonstrable need for control must be thoughtfully defined. Thought must be given not only to location, but also to hours of operation and days of the week for which the ban should apply. Further, more detailed Police statistics may be required. It may, for example, be appropriate to impose a 24 hour ban in some areas such as town centres, but no demonstrable need to do so in other areas. It is important that these matters are considered carefully. It is incumbent upon Council, pursuant to s.155 Local Government Act 2002 to be satisfied that the proposed bylaw is the most appropriate approach and that it does not contravene provisions in the New Zealand Bill of Rights Act 1990.

## **RESOURCES**

The costs associated with the implementation extend to promulgating the bylaw, including the special consultative procedure, public notification and signage costs. The actual costs associated with the bylaw will depend on the number of locations identified for implementation. Any such costs will be reported to the Committee for their consideration, as part of the final determination report.

There are no additional resource implications for Council as the Police would enforce the bylaw.

## **CONCLUSION**

This report concludes that Council has a specific legal power to make a bylaw for liquor control purposes pursuant to section 147 Local Government Act 2002.

Further consultation with the public is required to explore the issues outlined, and to determine the most appropriate way of progressing solutions. If the Committee agrees with the recommendation that a bylaw is the most appropriate method of addressing the perceived problem, then officers in consultation with the Police will prepare a draft updated bylaw together with a draft Statement of Proposal and Summary of Information for discussion at a future Planning and Regulatory Committee meeting.

## **RECOMMENDATIONS**

1. That the Determination Report – Review of the Control of Liquor in Public Places Bylaw 2003 report be received.

- 
2. That Council officers be directed to engage in the required consultation to explore the issues raised in this report, and canvass views on the options to address these issues including the appropriateness of a review of the Control of Liquor in Public Places Bylaw 2003, and report back to the Planning and Regulatory Committee on the outcome of that consultation.

Report prepared by: Roy Hunt, Project Leader, Alcohol Issues, Safe Waitakere and Yvonne Donaldson, Team Leader: Legal Services.

# **REGIONAL PARKING STRATEGY**

## **Consultation Draft**

**Auckland Regional Council**

**19 February 2008**

# Contents

Foreword .....	3
Executive Summary .....	4
<b>1 INTRODUCTION .....</b>	<b>12</b>
1.1 Overview .....	12
1.2 Purpose & Scope .....	12
1.3 Development of the Parking Strategy .....	14
1.4 Report Structure .....	14
<b>2 LEGISLATIVE AND POLICY CONTEXT .....</b>	<b>15</b>
2.1 Auckland Sustainability Framework (ASF) .....	15
2.2 Regional Growth Strategy (RGS) .....	15
2.3 Auckland Regional Economic Development Strategy (AREDS) .....	16
2.4 Auckland Regional Land Transport Strategy (ARLTS) .....	16
2.5 Regional Policy Statement .....	17
<b>3 THE STRATEGY GOAL, OBJECTIVES AND OUTCOMES .....</b>	<b>18</b>
3.1 Goal .....	18
3.2 Objective .....	18
3.3 Outcomes .....	18
<b>4 REGIONAL PARKING ISSUES .....</b>	<b>20</b>
4.1 Integrating Parking and Land Use Policy .....	20
4.2 Integrating Parking and Transport Policy .....	23
4.3 Business transference .....	24
4.4 Integrating the Management and Control of Parking Buildings and Parking Lots with Parking Policy .....	24
4.5 Parking Pricing .....	26
4.6 On-street parking on arterial roads .....	27
4.7 Park & Ride .....	28
4.8 Communication .....	28
<b>5 ACHIEVING THE OUTCOMES: PARKING POLICIES .....</b>	<b>29</b>
5.1 Policy 1: Link District Plan Parking Standards to PT Accessibility .....	31
5.2 Policy 2: Give Priority to Short Stay Parking .....	34
5.3 Policy 3: Support Land Use Intensification .....	36
5.4 Policy 4: Reduce Parking Provision in High Density Residential Development .....	38
5.5 Policy 5: Control Public Long Stay/Commuter Parking Provision in Parking Buildings & Lots .....	41
5.6 Policy 6: Provide Regional Guidance on Parking on Arterials .....	43
5.7 Policy 7: Prepare Comprehensive Parking Management Plans for Centres .....	44
5.8 Policy 8: Prepare Regional Plan for Implementation of Park and Ride Facilities .....	46
5.9 Policy 9: Provide Public Parking Facilities that Encourages Alternatives to the Single Occupant Car .....	48
5.10 Policy 10: Communicate the Need for Change .....	49

<b>REFERENCES .....</b>	<b>50</b>
<b>GLOSSARY OF TERMS .....</b>	<b>52</b>
<b>APPENDICES .....</b>	<b>54</b>
APPENDIX A - ARLTS Parking Policy:.....	55
APPENDIX B - Public Transport Accessibility Level (PTAL) Approach to Setting Parking Standards .....	56
APPENDIX C - Relating Parking Standards for Office Developments to PT Use..	57

# 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.

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.

## **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

## Policy 2: Give Priority to Short Stay Parking

### Policy 3: Support Land Use Intensification

### Policy 4: Reduce Parking Provision in High Density Residential Development

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

**Policy 6: Provide Regional Guidance on Parking on Arterials**

**Policy 7: Prepare Comprehensive Parking Management Plans for Centres**

*[Faint, illegible text describing Policy 7]*

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

*[Faint, illegible text describing Policy 8]*

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

**Policy 10: Communicate the Need for Change**

# 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

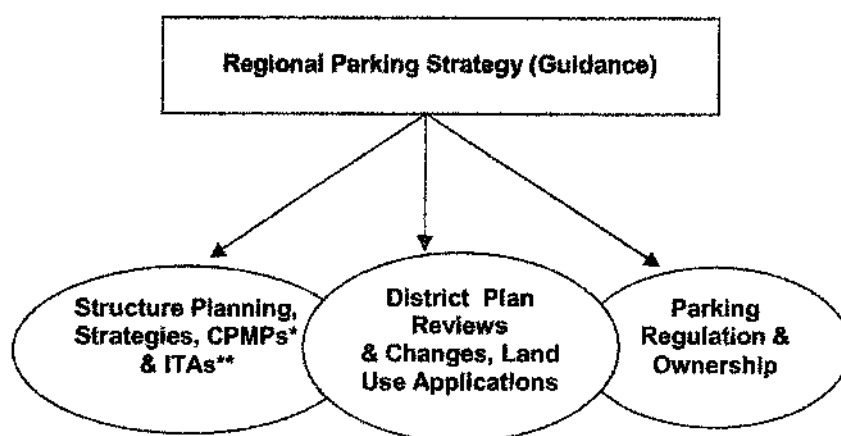
The Regional Parking Strategy supports the over-arching objective of the sustainable growth and development of the region. It provides a framework to align district policy and methods with outcomes sought, taking into account the varying circumstances that apply across the region.

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.

## **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).*

### **3 THE STRATEGY GOAL, OBJECTIVES AND OUTCOMES**

#### **3.1 Goal**

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.

#### **3.2 Objective**

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

- are aligned with the Auckland Sustainability Framework (ASF),
- provide a consistent and equitable approach to parking supply, management and pricing throughout the region,
- support implementation of the Regional Growth Strategy (RGS) growth concept,
- support implementation of the region's plans for passenger transport and travel demand management, and
- support the economic well being of the region including its activity areas, Central Area, and centres.

This will be achieved through the provision of regional policy guidance, leadership and clear direction to all those involved in identifying, setting and approving parking requirements across the region.

#### **3.3 Outcomes**

Parking should assist in the creation of an integrated transport network for the Auckland region by contributing to and complementing the aims and aspirations of the ASF, RGS and ARLTS 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,

- support the economy of the region's activity and commercial centres,
- 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.

## 4 REGIONAL PARKING ISSUES

This section identifies the regional parking issues to be addressed to achieve the outcomes. The implications for the Regional Parking Strategy are highlighted. Further detail on the issues and their potential implications is contained in background papers. (Reference 33)

### 4.1 Integrating Parking and Land Use Policy

#### Supporting Centres

Outside the Auckland CBD, the current basis on which parking is provided is largely one of accommodating expected demand rather than helping to shape that demand. Reduced parking requirements for new developments are being introduced or are planned in some centres such as New Lynn and Newmarket. While the changes in minimum parking requirements can be significant, there is no yardstick to assess whether they sufficiently recognise the major passenger transport improvements committed for these centres. In addition, the revised requirements can vary between centres for similar land uses adding to the current complexities and inconsistencies.

To ensure parking policies support proposed development and passenger transport improvements, their design and implementation should be integrated with land use development, and improvements to passenger transport services and infrastructure.

All parking, whether on-street or off-street, public or private, should come within the framework of an integrated parking strategy for the centre or corridor concerned and should be implemented as part of a package of measures.

Response: The development and implementation of parking policy as part of an integrated package of mutually supportive measures for centres and corridors should be encouraged.

#### Meeting urban design objectives

The location, amount and physical provision of parking can have an important effect on the amenity and quality of the urban environment. These effects are clearly more significant in areas of high density development.

The Regional Growth Strategy, Regional Policy Statement and Regional Land Transport Strategy all promote intensive urban development around selected urban centres and corridors and the development of a multi-modal transport system for the region. Intensification, requires good quality urban design. District plans either have been, or are now being, modified in recognition of the importance of good urban design in respect of the provision of car parking.

However, there is no formal guidance to ensure the consistent application of good urban design principles in regard to the provision of parking (specifically parking relating to surface off-street parking, parking buildings and ground level parking in commercial/residential buildings) with a greater focus on facilitating pedestrian movement.

Response: Guidance is required on good urban design principles for the provision of parking, particularly parking associated with high density development.

### **Parking standards for non-residential developments**

Parking standards refer to the amount of parking specified in the council's district plan that is to be provided within a new development (or for a change in use of an existing development). The parking standard, typically a required minimum standard, usually takes the form of a rate of 1 space per x m<sup>2</sup> gross floor area. The standard or rate varies according to the land use and can vary between councils for the same land use.

Decisions on the actual provision of car parking associated with new developments are driven by district plan rules relating to the application of the standards and to the interpretation of those rules by developers.

Minimum parking standards currently apply throughout the region with the exception of the Auckland CBD, although this situation is gradually changing. Minimum standards are intended to ensure that developments provide sufficient off-street parking to meet parking demands, and to avoid the spill over of parking onto adjacent streets or properties. Standards are typically based on historical surveys of other similar developments. They represent what is believed to be required to provide for the typical peak parking demand for the development assuming all parking is free of charge.

Minimum standards require a level of parking in individual developments that developers may not otherwise provide, adding to building development costs. They can also limit the ability of the market to implement the reuse or redevelopment of existing sites. Although councils can and do provide some flexibility in the application of the parking standards, allowing a lower provision in some circumstances, obtaining a dispensation can require considerable effort and a documented justification.

Minimum parking standards are generally set in isolation of broader policy objectives and in effect operate on a predict and provide basis. They do not adequately take into account accessibility by alternative modes of travel and other factors that might reduce demand for travel by car. In particular, there is no direct linkage between parking requirements and investment in passenger transport or service level improvements.

Consequently, minimum standards may result in an oversupply of parking and encourage use of cars when good alternatives exist.

The application of minimum parking standards is in sharp contrast to other areas of transport policy where it has long been recognised that such an approach is unsustainable.

The current approach with its emphasis on high minimum standards works against urban intensification as it explicitly requires space that might be put to other use, raises development costs (particularly where parking can only be provided underground) and can result in large areas of surface parking with consequent impacts on the built environment. Moreover, areas of urban intensification are likely to contain a mix of destinations, be more walkable and better served by public

transport, and therefore to be locations where residents are likely to be less reliant on private vehicles. Therefore high levels of parking are less likely to be required.

Response: The region needs to move away from the current application of fixed minimum parking standards for new developments to a more tailored approach which takes into account the location of the development and its accessibility by modes of transport other than the car.

Response: Parking policy should support the planned intensification of centres (and the associated investment in public transport).

### **Distinguishing long and short stay parking**

A further issue is that parking standards do not distinguish between long stay and short-stay parking needs associated with the development. This can make it difficult to clearly distinguish between operational parking and staff parking.

The Auckland Central Area District Plan allows each development to provide ancillary parking as of right, up to the maximum permitted levels. The intention is to enable a mix of short and long stay parking associated with the activities on the site. However, when coupled with the district plan provisions that encourage short stay parking, the result is that an increasing number of applicants are using the parking allowed under the ancillary parking solely for long stay parking, and are seeking additional visitor parking. This results in a greater supply of long stay parking than envisaged.

Response: Parking standards should as far as practicable distinguish between operational and staff parking.

### **Economic and social importance of short stay parking**

The availability of convenient, accessible, safe and well located short stay parking for visitors and customers can be essential to the economy of individual businesses and centres, and the social services provided by public institutions.

Response: It should be ensured that an adequate supply of short stay parking is available in centres.

### **Parking standards for high density residential developments**

Current parking standards applying to high-density residential developments can vary considerably across the region and generally appear to be relatively high in comparison to equivalent standards overseas. In part, the high and variable parking standards reflect the location and the relatively poor public transport service in the vicinity of some higher density developments in the Auckland region.

Applying high residential parking standards can be important because excessive parking provision in high density development increases development costs, reduces affordability, can reduce amenity, and is inconsistent with the objective of

encouraging greater use of public transport. High minimum standards encourage provision of parking in excess of what may otherwise be provided by the market.

There is evidence that parking requirements can be reduced for higher density residential development close to high quality public transport.

Reduced parking requirements should be accompanied by the provision of adequate, convenient visitor parking, preferably on-street.

However, it should be recognised that car ownership and car usage are not directly related. Reductions in car usage in higher density, mixed use developments may not be matched by an equivalent reduction in car ownership. If too little parking is provided, resident parking may spill over into adjacent residential areas.

Response: Parking requirements for high density residential developments should take into account the location of the development and its accessibility by modes of transport other than the car and should support urban intensification in mixed use centres and corridors.

## 4.2 Integrating Parking and Transport Policy

### High density Centres and the CBD

Public transport is being improved significantly in Auckland because of heavy investment by the public sector in both infrastructure and ongoing operational expenditure. This supports, and is supported by, the development of higher density mixed use centres with improved walkability around public transport nodes. As a result, public transport looks more attractive than private vehicle use in some centres, particularly those on the Rapid Transport network. Minimum parking standards that do not reflect the transport choices available in these locations forces unnecessary expenditure on the private sector and undermines the public sector investment by requiring the provision of more parking than the market would provide, and therefore ensuring the parking is under priced (often free).

In situations where there is good public transport availability, maximum parking levels will be appropriate to recognise the more sustainable characteristics of public transport compared with car use. This is particularly the case in locations such as the CBD where the capacity of the road network is limited and parking policy is important in limiting pressure on the road network and in channelling cars on to roads that are appropriately designed to handle them.

Response: Parking requirements should be lowered where transport policy improves accessibility by other modes.

### Developing Areas

A lack of good public transport in the early stages of a development encourages reliance on travel by car. However, the parking standards for new developments may need to reflect expectations that there will be a relatively high initial use of the car.

One of the difficulties faced by territorial authorities and developers in determining the appropriate parking supply for new developments, particularly higher density

developments, is that investments in improving public transport to the centre or area concerned may lag behind the completion of the development. In addition, their timing may be unknown due to uncertainties over the available funding.

Response: Where feasible, public transport improvements should lead not lag new developments in order to avoid pressure on parking standards during the initial stage of development. Where not feasible, parking provision should be reduced over time as public transport improvements are put in place.

### **4.3 Business transference**

The issues discussed above lead to consideration being given to variations across the region in parking requirements, and in some cases constraints in the provision of long term car parking in areas well served by public transport. This leads to concerns that if such constraints are applied unevenly across the region (currently there are parking constraints only in the CBD).

This leads to concerns that changes to parking requirements may lead to businesses relocating out of centres affected, with consequent economic impacts. It is accepted that measures to limit the supply of long stay parking may result in short term negative economic impacts under some conditions. However, the evidence available does not lead to any firm conclusions, other than the effects are likely to be small.

To justify such changes, there needs to be regional policy which is transparent and which ensures there is equity in the treatment of centres across the region and that the medium and long term benefits justify any short term economic disadvantages.

Response: Any changes to parking requirements need to be properly justified, applied in an equitable manner throughout the region, and should recognise the significant differences among the various centres and corridors.

### **4.4 Integrating the Management and Control of Parking Buildings and Parking Lots with Parking Policy**

#### **Include in Assessment of Local Parking Requirements**

Stand alone public parking lots and buildings are provided for under the various district plans across the region (unless otherwise indicated under a prevailing structure plan) provided it can be demonstrated that the traffic consequences are manageable either with or without mitigation.

Such facilities can be owned and operated by the public sector, owned by the public sector and operated under contract to the private sector, or can be commercially owned and operated. A number of centres have council owned parking lots. These are usually provided to support the economy of the centre concerned and normally limit parking to short stays.

Parking buildings and lots providing long stay parking can become a significant component in the supply of parking for an area or centre, as is the case for the Auckland Central Area.

There is not always a clear link in district plans between parking requirements for particular sites and the availability of parking (either short or long term) in nearby parking buildings or lots.

Response: Parking requirements in district plans need to take into account the availability of parking in nearby parking buildings and lots in determining local parking requirements.

### **Encouraging alternatives to the single occupant car**

Councils could encourage carpooling (and vanpooling) through incentives such as reduced cost or free parking as a means of making more efficient use of available road space during weekday peak periods.

Parking facilities can also provide opportunities for the provision of secure bicycle parking and parking for scooters or motorcycles.

Response: More use should be made of public parking facilities to facilitate or incentivise greater use of more sustainable forms of transport.

### **Enforcement**

The provision of short stay or visitor car parking is generally encouraged by councils, as such parking is important to the commercial vitality of the area concerned, and has limited impact on weekday peak period congestion.

Depending on circumstances, short stay parking can be less profitable to an operator than long stay parking. Effective enforcement of short-term parking in commercially run public facilities may be necessary to ensure that it remains restricted to short stay use and that the prices charged continue to encourage short stay rather than long stay parking.

Response: Effective enforcement of consent conditions relating to privately operated public short stay parking facilities is required to ensure that such facilities continue to be used in the manner specified in the planning consent.

### **Temporary parking**

Long stay commuter parking in temporary lots can potentially lead to a greater supply of car parking than was anticipated in the parking policy for the centre concerned, undermining its effectiveness. Illegal parking (parking which has not been approved by the council) should not be allowed to operate. Where parking is permitted, it should conform to the parking policy for the centre concerned.

Response: Temporary parking in lots should be strictly controlled to ensure that its provision is consistent with the parking management policy applying to the centre concerned.

### **Long Stay parking**

Long stay parking (including early bird and leased parking<sup>1</sup>) is provided in a number of public parking facilities, both publicly and privately owned (including those whose primary purpose is to provide short stay parking).

Long stay parking is provided to increase utilisation and revenue of the car parks in question. In principle, however, they should only be available where they are consistent with the appropriate parking management policy for the centre or area concerned.

Parking schemes such as early bird parking in public short stay parking facilities and leased parking, in effect increases the supply of long stay parking. Decisions on the availability of long stay parking should be made in the context of a parking policy or parking plan for the centre as a whole and not solely as a means of increasing net revenues from the facility.

## **4.5 Parking Pricing**

Pricing can be used to constrain demand, influence the duration of stay and raise revenue. It is potentially the most effective parking restraint measure. There is, however, no regional guidance on pricing policy.

Pricing can be used as both a source of revenue and a means to control demand. These objectives can conflict and can be difficult to reconcile.

Pricing mechanisms or charges are currently applied to on-street and off-street public parking (both commercial and publicly provided) but not normally to private non-residential parking.

### **Price setting**

Councils do not set charges within commercial public car parking buildings and lots. Councils are, however, likely to be the primary provider and hence the price leader in short-stay parking charges.

Within the Auckland Central Area the vast majority (75% estimate) of car parks are private non-residential, and privately operated public spaces. Council does not directly control the price for any of these spaces. Under such circumstances, long stay parking prices are determined primarily by the market and a council's ability to influence commuter parking demand through pricing can be very limited (unless it is

<sup>1</sup> Early bird parking typically applies to arrivals up to 9:00 or 9:30am and is, in effect, discounted long stay parking. Leased parking is also currently available in Council owned parking facilities. Some is provided as a requirement for resource consent, but much is optional

able to stipulate conditions of operation through the district plan and resource consent process).

### **Congestion pricing**

The Auckland Road Pricing Study (ARPS) included a Parking Levy Scheme as one of the five congestion charging scheme options. It assumed a direct parking levy of \$10 per car parking within the designated areas between 6am and 10am on weekdays (equivalent to \$2,500 per year). The charge was applied to the Auckland CBD plus Newmarket, Manukau central area, the Henderson shopping area and central Takapuna. It was assumed to apply to all car parks including those in shopping centres etc. Drivers would be required to display a coupon for parking in the levy zone between 6am and 10am.

The ARPS scheme was assessed as raising serious concerns regarding operational implementability and related enforcement costs. Importantly, it was not considered to be very effective at reducing congestion, but had good financial viability due to low collection and mitigation costs. No significant adverse effects on businesses were identified.

Response: 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 as it would rely primarily on the outcome of planning consent applications for redevelopments or for changes in use of existing buildings.

### **4.6 On-street parking on arterial roads**

The primary purpose of arterial roads is the safe and efficient movement of people, goods and services. On-street parking can significantly reduce the ability of an arterial road to achieve this purpose.

The introduction of on-street parking controls is, however, often controversial and sensitive both in residential and commercial areas.

In commercial areas efficient arterial roads and the desire for on-street parking to service fronting commercial development can conflict. On-street parking can be a positive contributor to urban design and can contribute to the success of adjacent businesses in centres and strip retail areas. It can provide a buffer between pedestrians and traffic, reduce traffic speeds and add to the perceived vitality of the area. Indented parking can also be accompanied by tree planting.

However, on-street parking controls are increasingly becoming necessary as the arterial roads come under increasing pressure. The introduction of bus lanes and cycle lanes, in addition to increasing general traffic and freight movement pressures, place increasing demands on the use of the limited available arterial road space.

Response: A regional policy position on balancing the conflicting objectives regarding on-street parking controls on arterial roads would assist TAs in managing their road networks.

## 4.7 Park & Ride

Park & Ride differs from other forms of parking. The primary aim is to provide plentiful good quality inexpensive parking to support passenger transport and hence reduce congestion on the approach routes to, and within centres, rather than to manage parking at the centre itself. It is particularly relevant for commuter trips to the Auckland CBD and other areas that are well served by passenger transport

While on the face it there are compelling reasons for providing park and ride, there are some disadvantages:

- Park & Ride can promote sprawl and long distance travel.
- It can occupy valuable land immediately adjacent to PT services that may be better suited to intense mixed use development in the medium to long term.
- It can compete with local bus feeder services, reducing their patronage and their cost effectiveness.
- At some point the question will arise as to whether the facilities should be expanded (upwards or outwards) and this raises the question of whether charges should apply to manage demand.

Response: A regional policy view is required to provide clear direction as to how park and ride 'fits' within the overall framework of the sustainable development of the Auckland region, and to assist in developing short, medium and long term strategies for individual sites.

## 4.8 Communication

Expectations and attitudes to the provision of parking can be an obstacle to change.

People may see parking on-street outside their property as a right. Employees may expect their employer to provide free parking at the place of employment.

The link between parking and sustainability is generally not made.

Response: There is a need to communicate more effectively to the regional community the need for, and benefits of parking management strategies.

The importance of integrating parking with broader land use and transport objectives needs to be communicated to the regional community to generate support for the changes that are necessary for a more sustainable future.