
ORDINARY MEETING

OF

STRATEGY AND POLICY COMMITTEE

AGENDA

Time: 9:30am
Date: Thursday, 13 February 2020
Venue: Ngake (16.09)
Level 16, Tahiwī
113 The Terrace
Wellington

MEMBERSHIP

Mayor Foster
Councillor Calvert (Deputy Chair)
Councillor Condie
Councillor Day (Chair)
Councillor Fitzsimons
Councillor Foon
Councillor Free
Councillor Matthews
Councillor O'Neill
Councillor Pannett
Councillor Paul
Councillor Rush
Councillor Sparrow
Councillor Woolf
Councillor Young

NON-VOTING MEMBERS

Te Rūnanga o Toa Rangatira Incorporated
Port Nicholson Block Settlement Trust

Have your say!

You can make a short presentation to the Councillors at this meeting. Please let us know by noon the working day before the meeting. You can do this either by phoning 04-803-8334, emailing public.participation@wcc.govt.nz or writing to Democracy Services, Wellington City Council, PO Box 2199, Wellington, giving your name, phone number, and the issue you would like to talk about.

AREA OF FOCUS

The role of the Strategy and Policy Committee is to set the broad vision and direction of the city, determine specific outcomes that need to be met to deliver on that vision, and set in place the strategies and policies, bylaws and regulations, and work programmes to achieve those goals.

In determining and shaping the strategies, policies, regulations, and work programme of the Council, the Committee takes a holistic approach to ensure there is strong alignment between the objectives and work programmes of the seven strategic areas covered in the Long-Term Plan (Governance, Environment, Economic Development, Cultural Wellbeing, Social and Recreation, Urban Development and Transport) with particular focus on the priority areas of Council.

The Strategy and Policy Committee works closely with the Annual Plan/Long-Term Plan Committee to achieve its objective.

To read the full delegations of this Committee, please visit wellington.govt.nz/meetings.

Quorum: 8 members

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1. Meeting Conduct

1.1 Karakia

The Chairperson will open the meeting with a karakia.

Whakataka te hau ki te uru,	Cease oh winds of the west
Whakataka te hau ki te tonga.	and of the south
Kia mākinakina ki uta,	Let the bracing breezes flow,
Kia mātaratara ki tai.	over the land and the sea.
E hī ake ana te atākura.	Let the red-tipped dawn come
He tio, he huka, he hauhū.	with a sharpened edge, a touch of frost,
Tihei Mauri Ora!	a promise of a glorious day

At the appropriate time, the following karakia will be read to close the meeting.

Unuhia, unuhia, unuhia ki te uru tapu nui	Draw on, draw on
Kia wātea, kia māmā, te ngākau, te tinana,	Draw on the supreme sacredness
te wairua	To clear, to free the heart, the body
I te ara takatū	and the spirit of mankind
Koia rā e Rongo, whakairia ake ki runga	Oh Rongo, above (symbol of peace)
Kia wātea, kia wātea	Let this all be done in unity
Āe rā, kua wātea!	

1.2 Apologies

The Chairperson invites notice from members of apologies, including apologies for lateness and early departure from the meeting, where leave of absence has not previously been granted.

1.3 Conflict of Interest Declarations

Members are reminded of the need to be vigilant to stand aside from decision making when a conflict arises between their role as a member and any private or other external interest they might have.

1.4 Confirmation of Minutes

The minutes of the meeting held on 5 February 2020 will be put to the Strategy and Policy Committee for confirmation.

1.5 Items not on the Agenda

The Chairperson will give notice of items not on the agenda as follows.

Matters Requiring Urgent Attention as Determined by Resolution of the Strategy and Policy Committee.

The Chairperson shall state to the meeting:

1. The reason why the item is not on the agenda; and

2. The reason why discussion of the item cannot be delayed until a subsequent meeting.

The item may be allowed onto the agenda by resolution of the Strategy and Policy Committee.

Minor Matters relating to the General Business of the Strategy and Policy Committee.

The Chairperson shall state to the meeting that the item will be discussed, but no resolution, decision, or recommendation may be made in respect of the item except to refer it to a subsequent meeting of the Strategy and Policy Committee for further discussion.

1.6 Public Participation

A maximum of 60 minutes is set aside for public participation at the commencement of any meeting of the Council or committee that is open to the public. Under Standing Order 3.23.3 a written, oral or electronic application to address the meeting setting forth the subject, is required to be lodged with the Chief Executive by 12.00 noon of the working day prior to the meeting concerned, and subsequently approved by the Chairperson.

Requests for public participation can be sent by email to public.participation@wcc.govt.nz, by post to Democracy Services, Wellington City Council, PO Box 2199, Wellington, or by phone at 04 803 8334, giving the requester's name, phone number and the issue to be raised.

2. General Business

SUBMISSION ON THE URBAN DEVELOPMENT BILL

Purpose

1. This report asks the Strategy and Policy Committee to agree to the draft submission on the Government's Urban Development Bill.
2. Submissions are due to Parliament's Environment Committee by 14 February 2019.

Summary

3. In July 2019, the Government released the Kāinga Ora- Homes and Communities Bill, the first of two pieces of legislation to establish a Central Government Urban Development Agency.
4. This first Bill consolidated the functions of existing central Government agencies involved in the delivery of housing and urban development, including Housing New Zealand, Kiwi Build and Hobsonville Land Company (HLC) and established Kāinga Ora-Homes and Communities as a new Crown Entity.
5. The Urban Development Bill (the Bill) is the second piece of legislation that provides Kāinga Ora with the powers necessary to facilitate complex urban development projects, referred to as Specified Development Projects (SDPs).
6. The Bill would give Kāinga Ora access to a tool kit of development and land acquisition powers when undertaking SDPs. Kāinga Ora would have the ability to undertake SDPs by itself or in partnership with iwi, local government or the private sector.
7. The Council's submission supports the establishment of powers for urban development, but seeks a meaningful partnership approach, including greater engagement of local authorities in the initial assessment of proposed projects, to ensure community interests are well represented in the crucial stages of the SDP process. Clarification is sought on number of other matters.

Recommendations

That the Strategy and Policy Committee:

1. Receive the information.
2. Approve the draft submission on the Urban Development Bill (Appendix 1), subject to any amendments agreed by the committee.
3. Delegate to the Chief Executive and Urban Development Agency Portfolio Leader the authority to amend the submission as per any proposed amendments agreed by the Committee at this meeting and any minor consequential edits, prior to it being submitted.

Background

8. Over the last five years, urban areas in New Zealand have experienced significant growth. This growth has presented a number of challenges including rising land prices and housing affordability issues, increased pressure on existing infrastructure and growing environmental issues.
9. To address these challenges, there is a need for urban development that integrates and effectively uses land to deliver housing, amenity, infrastructure and transport connections that sustainably supports communities. However the current urban development system does not provide the necessary tools, certainty or coordination to enable the delivery of these outcomes.
10. Globally, urban development agencies (UDAs) have been utilised to progress complex and strategically important urban development. Through legislation, the agency is granted a range of powers that streamline existing urban development processes, enabling timely delivery of development projects.
11. The Government has been considering the establishment a national UDA since 2017. Separately, the Council has also sought to establish a local level UDA, but put plans to progress this on hold, awaiting further central Government direction.
12. In July 2019, the Government released the Kāinga Ora- Homes and Communities Bill, the first of two pieces of legislation to establish a centralised UDA. It established Kāinga Ora as a Crown Entity, consolidating Central Government expertise in housing and urban development. It did not set out the powers available to Kāinga Ora as an UDA.
13. The Council's submission on this first Bill (Appendix 2), asserted its support for the establishment of an entity which had powers to acquire land, develop infrastructure and access funding and financing mechanisms to progress complex urban development projects.
14. The Council maintained that local authorities, with their significant planning and regulatory functions, would need to be a key partner for a central Government UDA to ensure that community interests were at the forefront of implementation at a local level.

Discussion

15. The Urban Development Bill details the process for assessing a proposal for urban development, establishing a Specified Development Project (SDP) and producing and implementing a development plan. A summary of this process is attached as Appendix 3.
16. For SDPs Kāinga Ora will be able to access a tool kit of powers to facilitate urban development. The powers selected to progress that development are established in the development plan which, when operative, acts as the key planning document for the project area, overriding other planning instruments.
17. Once a development plan is operative, Kāinga Ora assumes local authority roles as consenting and requiring authority under the Resource Management Act and road controlling authority under the Land Transport Act 1998 and Local Government Act 1974.

18. Powers that may be applied to the project area of an SDP through the development plan include:
- Land acquisition provisions already established under the Public Works Act 1981 to progress SDPs as “specified works”
 - Modification, as necessary, of planning instruments
 - Creation of designations
 - Construction / alteration of water, waste water and drainage infrastructure.
 - Ability to propose or require a bylaw change related to roading and non-roading infrastructure
 - Levying of rates and setting of development contributions.
19. The draft submission supports the establishment of proposed powers to progress urban development projects on the basis that local authorities work in partnership with Kāinga Ora in the planning stages of the SDP process to ensure community interests are well represented.
20. The submission also highlights key matters the Council require further consideration. These include:
- **Use of powers:** The Council supports the use of the range of powers identified in the Bill on the basis the local authorities are given the opportunity to work in partnership with Kāinga Ora, to ensure any risk of the application of powers is mitigated when the development plan is produced, before it becomes operative. In particular, the flow on impacts of the costs for maintaining and managing infrastructure developed by Kāinga Ora must be a key consideration to ensure affordability for the Council and the community.
 - **Resourcing of Kāinga Ora:** The Council is concerned that the organisation will not be sufficiently resourced to carry out the SDP process alone. As Council has expertise and experience across the spectrum of skills required for undertaking the assessment and development phases of SDP process, it is recommended that Kāinga Ora work collaboratively with local authorities to establish SDPs.
 - **The selection process of proposals for assessment.** The Bill provides no detail on how projects will be selected and prioritised and allows any interested developer the opportunity to partner with Kāinga Ora. As a result, there will be competing priorities across the country, and competing interests of applicants at a local level. The Council recommends that a process for selection and prioritisation is defined in the Bill, and at a minimum includes a requirement for any applicant to demonstrate the alignment of their proposal with local level plans and priorities.
 - **Project definition:** Under the proposed Bill, Kāinga Ora sets project objectives and the project area for any proposed development, and it is unclear to what extent local level planning informs this process. The Council asserts that local plans should be considered at this stage. Councils should also be actively engaged through this process to ensure the local perspective can fully inform these formative aspects of the SDP.
 - **Consultation of local authorities:** The Bill provides a 10 working day timeframe for local authorities to respond to an assessment report, prior to the establishment of a project as an SDP. The Council asserts that this is insufficient time to allow elected members the time to fully consider the local impact of a

proposal. It is recommended a 20 working day timeframe is included *at a minimum*.

Options

21. The Council could decide:
- a) Not to make a submission; or
 - b) Approve the submission; or
 - c) Approve the submission with amendments agreed by the committee.

Next Actions

22. If the committee approves the submission, any amendments also agreed will be incorporated and the document finalised as per recommendation 3 in order to meet the 14 February 2020 deadline.

Attachments

Attachment 1.	Draft WCC Submission Urban Development Bill ↓	Page 12
Attachment 2.	WCC Final Submission Kāinga Ora Homes and Communities	
Attachment 3.	Bill (circulated separately) Specified Development Project Process ↓	Page 25

Author	Erica Richards, Senior Strategy Advisor
Authoriser	Baz Kaufman, Manager Strategy David Chick, Chief City Planner

SUPPORTING INFORMATION

Engagement and Consultation

The submission has been prepared with input from the Build Wellington, Finance, City Design and Place Planning, and Tira Poutama business units.

Treaty of Waitangi considerations

The proposed Bill ensures that obligations under the Treaty of Waitangi are considered at all stages of the proposed SDP process, and ensures Iwi are engaged in the planning and shaping of development projects. The resourcing requirements for this level of engagement are outlined as a consideration in the submission

Financial implications

The Bill enables Kāinga Ora to levy targeted rates and development contributions to fund SDPs. The potential impacts on rates affordability are outlined in the submission.

Policy and legislative implications

The operational implications of the powers proposed are outlined in the submission.

Risks / legal

The legal implications and potential risks of the powers proposed are outlined in the submission.

Climate Change impact and considerations

Under the Bill, potential SDPs should provide or enable “low-emission urban environments”. As such, the Council views that the powers proposed will support the Council’s zero carbon objectives, so has not included any climate change considerations in the submission.

Communications Plan

Not required.

Health and Safety Impact considered

None from making this submission.

Wellington City Council (the Council) thanks the Environment Committee for the opportunity to provide feedback on the proposed Urban Development Bill (the Bill), the second piece of legislation to enable a well-supported and streamlined process for the delivery of complex urban development projects.

In July 2019 the Council provided response to the then proposed Kāinga Ora -Homes and Communities Bill. In that submission the Council supported the long awaited establishment of the Government's urban development agency to progress urban development projects. While the powers that Kāinga Ora would access were not specified in that Bill, the Council signalled support for the provision of a toolkit of powers for consenting, infrastructure development, land acquisition, and funding and financing on the basis that local authorities would work in partnership with Kāinga Ora to ensure community interests were well represented.

The Urban Development Bill clarifies the scope of the provisions to be made available to Kāinga Ora for significant and complex urban development, and the accompanying checks and balances for the establishment and implementation of Specified Development Projects (SDPs).

The powers proposed are significant and will undoubtedly reduce some of the current complexity in delivering such projects. While the Council maintains its support of a toolkit approach to the provision of additional powers, it is caveated on the basis that Kāinga Ora works in partnership with local authorities in determining the objectives of projects and the powers that will enable their delivery. As such, the role of local authorities in assessing and establishing SDPs must be strengthened in the proposed Bill.

The Council has reviewed the submission provided by the Society of Local Government Managers (SOLGM) and agrees with their points raised on behalf of the local government sector. The Council's response expands on SOLGM's position, highlighting additional areas of the Government's proposal that require further consideration.

This submission has been developed in three parts: first; a summary of current urban development priorities in Wellington and how the urban development agency approach can provide much needed support, second; the Council's view of the proposed SDP process, and the implications of its application, and third; an assessment of the potential impacts of the proposed powers on local authorities and the communities that they serve.

Part 1: Enabling urban development

1. Wellington is currently experiencing steady population growth and over the next 30 years the city will be home to an additional 80,000 residents. The impact of this growth is already being felt, as the demand on existing infrastructure continues to rise. Large scale development of housing, transport and community amenity is critical to accommodating our growing population; ensuring Wellingtonians can continue to enjoy living, working and playing in the city. Understanding the aspirations of our residents, and what they expect from our city as it continues to grow and develop into the future is crucial to ensuring the benefits of growth are harnessed and negative impacts are minimised.

2. To develop this understanding, the Council regularly consults with the public through Annual and Long Term Planning processes, and has specifically sought feedback on the future of Wellington's urban environment through the Let's Get Wellington Moving (LGWM) and Planning for Growth projects. From consultation with the community on these projects we know that Wellington residents value the city's compact form and favour urban development that facilitates a more connected, green, resilient, vibrant and prosperous city. While it could be argued that these values are universal, the application of them at a local level must consider the advantages and constraints posed by the local environment: the physical landscape, economic factors and the demographics of the community.
3. The local level plans produced as a result of this consultation consider all of these factors, providing practical guidance that ensures development of the city realises the aspirations of our communities. In particular, the products of the Planning for Growth project (a Spatial Plan which will inform the review of the city's District Plan) provide the blue print for the form and function of Wellington City in years to come. Having access to a range of powers to fast track delivery of significant urban development projects is necessary, but must always align with these plans to ensure delivery meets community needs now and in the future.

Effectiveness of Urban Development Agencies

4. The urban development agency model has been utilised to overcome the many challenges of progressing urban development projects in areas of high growth both internationally and, to a lesser extent, nationally. The success of the model relies heavily on the appointed agency working in partnership with local authorities, enabling them to leverage the expertise of councils in facilitating necessary interaction with the community. Where this happens, project objectives are tailored to ensure the delivery of local outcomes. Tamaki Regeneration provides a useful case study of the effectiveness of this model within the New Zealand context.
5. In 2013 the Tamaki Regeneration Company (TRC) was established as a Crown Entity, jointly owned by the government and Auckland Council. It was established to enable social transformation, economic development, place making and housing affordability within the Tamaki area. Through active engagement with the Council, central government agencies including Kāinga Ora, local community boards, residents, businesses and mana whenua the entity has been able to set a clear direction for the development of the Tamaki community. In less than 10 years it has delivered over 500 homes and supporting community amenity, demonstrating the success of the model.

Part 2: Delivering significant development projects through Kāinga Ora

6. The Urban Development Bill provides Kāinga Ora with access to the powers necessary to cut through the complexities of current urban development processes. Early consultation and planning inform the selection of relevant powers that are actioned as part of an operative development plan for an SDP. These powers will enable Kāinga Ora to bypass many of the challenges that have traditionally slowed or even stopped the delivery of large scale urban development projects.

7. The Bill provides for proposals (both new and existing) to be considered for establishment as an SDP, on the basis that they meet a number of criteria that contribute to the development of a built environment that supports community needs for current and future generations.
8. The Council is pleased that Kāinga Ora will consider existing projects as SDPs. The Council has a pipeline of projects that have already undergone significant investigation and consultation, meeting much of the criteria of the initial assessment process described in the Bill. The Council would like confirmation that for such projects these efforts will be recognised and not need to be duplicated by Kāinga Ora.
9. The LGWM programme of work is a clear example of one of the Council's existing programmes that delivers the transformative urban development that the Bill intends to enable. The range of transport improvements that form this programme will connect Wellington City, the region's economic hub, to suburban centres within the city boundary and beyond. In doing so, the potential for new housing development will be unlocked, allowing more people to live in and sustainably move around Wellington and the wider region.
10. Equally LGWM exemplifies the type of complexity that the Bill intends to navigate. Its delivery requires significant coordination and funding to develop infrastructure across large corridors of land, involving a number of stakeholders and impacting both current and future Wellington residents. The ability to access powers of land acquisition, infrastructure development and funding and financing are fundamental to the success of the programme.
11. Development of the LGWM programme has been undertaken by the Council in partnership with the Greater Wellington Regional Council and NZTA. The proposed programme of work is the product of significant planning and public engagement by staff from all organisations, and represents skills across the spectrum of urban development disciplines.
12. Under the new Bill, crucial elements of this planning process will be undertaken by Kāinga Ora when determining whether a project should be established as a SDP. With local authorities holding significant expertise in all aspects of urban development and community consultation, the Council sees opportunity to act as an agent of Kāinga Ora at the local level, actively assisting in the early stages of the SDP process.
13. The following sections make recommendations for improving the SDP process as it is currently proposed, highlighting areas where Council involvement can support the assessment and ultimate delivery of the greatest number of SDPs, while considering local and national interests equally.

Project selection

14. Under the Bill, Kāinga Ora will seek proposals for potential SDPs that provide or enable *“integrated and effective use of land and buildings; quality infrastructure and amenities that support community needs; efficient, effective, and safe transport systems; access to open space for public use and enjoyment; and low-emission urban environments”*. While initial

process maps provided by the Ministry of Housing and Urban Development indicate that these proposals may come from any interested developer, there is no further guidance provided in the Bill as to the limits of the proposals Kāinga Ora will consider.

15. The Council alone has a pipeline of projects that could meet these high level selection criteria in the Wellington context. Other high growth centres will likely be the same. Add to this the potential of additional proposals from local Iwi and private developers and it is almost certain that Kāinga Ora will be inundated with proposals as soon as its powers take effect.
16. In addition to the issues created by the volume of proposals that Kāinga Ora will consider, the Council has a greater concern regarding the lack of a process for Kāinga Ora receiving unsolicited proposals from the private sector, which are more likely to be driven by commercial interests. At a minimum, any proposal should be able to demonstrate alignment with local priorities and planning before it is submitted to Kāinga Ora for consideration.
17. Without clear guidance regarding other factors that could either preclude or prioritise the consideration of a proposal, there is potential for projects to be selected on an ad hoc basis. Locally, this creates the potential for proposals driven by commercial interests being prioritised above those endorsed by the community, and nationally could result in efforts being primarily focussed in a particular area, limiting resources available to other parts of the country in progressing urban development priorities.

Recommendation: To ensure that any proposed project submitted to Kāinga Ora for consideration aligns with the necessary community outcomes within a project area, the Council recommends further provisions are included in the Bill to guide an equitable and transparent project selection and prioritisation processes.

Project assessment and establishment

Project definition

18. Adding to the initial backlog of projects at the selection phase, the heavily loaded assessment process leaves the responsibility for defining projects with Kāinga Ora, with no option to delegate to others. From the Council's experience, this work is highly resource intensive and takes a significant amount of time for one project, let alone the multiple projects Kāinga Ora intends to assess and progress at any one time. This will create a significant bottle neck in the SDP process, restricting the effectiveness of Kāinga Ora in fast tracking development projects from day one.
19. Compounding this challenge is the need for the national entity to gain sufficient understanding of local priorities and plans to build an informed assessment of the viability and long term impacts of a proposed project. This is an area that local authorities have a wealth of both expertise and experience.

20. It is on this basis that Kāinga Ora's role in setting the parameters of a project, including project objectives, the project area and potential opportunities and constraints is of concern to Council. It is unclear to what extent local plans influence the development of these crucial factors, which ultimately shape the direction of the development plan in later stages of the SDP process and determine the impact of the resulting development on the community. At a minimum, the Council suggests Section 29 of the Bill incorporate consideration of Council's strategic plans and policies in the development of project objectives, ensuring these are given sufficient weight at the inception of a project.

Consultation

21. While it is noted that relevant local authorities and key stakeholders will be consulted during the assessment process, it is unclear what constitutes meaningful consultation. This is particularly relevant when considering the provisions to engage with Iwi and the wider Maori community. For Council, a key aspect of our meaningful engagement with Maori is having processes that reduce barriers, financial and otherwise, for groups engaging with our organisation. As such, the Council has a dedicated team whose role is to actively engage with Maori across the spectrum of our organisation's planning and operational activities. Given the importance of Iwi engagement outlined in the proposed Bill, Kāinga Ora will equally need to ensure they are well resourced in undertaking such consultation.
22. Furthermore, in engaging with key stakeholder it is unclear whether Kāinga Ora will simply seek feedback on predetermined plans or whether a more collaborative, co-designed approach will be taken. Without a collaborative approach, there is potential that local authority consultation for projects promoted by central Government, Iwi or private developers will be absorbed into the requirement for relevant councils to provide response to the final draft of the assessment report, at which point there will be limited opportunity to align project objectives and areas with local level plans.

Assessment report

23. Following project definition and consultation, Kāinga Ora produces an assessment report which must be reviewed by any relevant local authority. As proposed, the Bill provides an unrealistically short timeframe for councils to provide an informed response to Kāinga Ora's proposal.
24. The developments that Kāinga Ora could establish as SDPs will be of significant public interest and as such elected members will need to carefully consider endorsing the progression of any project. For projects where Council is not a partner with Kāinga Ora and has had limited exposure to the proposal throughout the assessment process, it is likely that council officers would need to undertake additional investigation to provide informed advice to elected members on the long term impacts of the proposal on the community. On this basis, *at least 20 working days* should be provided for council response in the proposed Bill.
25. In the event of a local authority objecting to the assessment report for a proposed project, the joint Ministers may override the concerns of local authorities if the project is deemed to be in the "national interest". This term is not defined in the Bill, and has the potential to allow for developments that do not align, or indeed, conflict with local level planning. In the

Kāinga Ora- Homes and Communities Act, it is noted that a GPS on housing and urban development will be prepared to provide an overall direction on national priorities and how Kāinga Ora will work to meet these. If this document is expected to define the national interest, it should also be acknowledged in the proposed Bill.

26. Overall, the Council believes early collaboration with local authorities in the development of the project parameters is essential to shaping proposals that meet community and national aspirations. The Council holds significant skill in defining outcomes for communities and engaging with key stakeholders, alongside an in-depth knowledge of local opportunities and constraints. This critical perspective would provide the necessary balance in considering the true benefits of a proposal at both local and national levels.

Recommendation: To enable the progress that Central Government wants to achieve in the urban development space, Kāinga Ora must take every opportunity to work in partnership with local authorities. The Council recommends that Kāinga Ora works collaboratively with councils in developing project parameters that align with local level plans, and that councils are given a minimum of 20 working days to review and respond to draft assessment reports.

Development plan progression and transitional period

27. Following the establishment of an SDP by Order of Council a transitional period begins, allowing Kāinga Ora to use some provisional powers while a draft development plan is produced.
28. Of those provisions, councils may choose to transfer their consenting responsibilities under the Resource Management Act 1991(RMA) to Kāinga Ora. However, if authority is not transferred at this stage, Kāinga Ora still acts as the ultimate decision maker in regards to planning in a project area, with the ability to decline proposed plan changes and new resource consents and to modify or void existing consents as it sees fit.
29. The Council views that this level of authority during a transitional period is heavy handed, and could be avoided with early council involvement during the assessment phase of the process. In particular, the ability to modify/ void an existing resource consent, which would have been granted in consideration of local level plans, impinges on council decision making and is at the cost of the applicant.

Recommendation: To mitigate this issue, the Council recommends that consideration is given to current consented development when determining a project area during the initial assessment phase. Options for excluding the development from the project area should be explored before the modification or voiding of a consent is deemed necessary, and if so, the consent holder should be consulted as an affected party early in the assessment process.

Projects not accepted by Kāinga Ora

30. While the Council agrees that the powers proposed are necessary to deliver complex and large scale urban development projects, medium scale developments can equally contribute

to the city's goals and face many of the same challenges of the current urban development process. Where this Bill proposes support for some projects, other important development will continue to languish under the current provisions of the RMA.

31. Like this Bill, the Housing Accords and Special Housing Areas Act (HASHAA) sought to remove some of the complexities of the RMA process, but allowed for a varying scale of development projects to be considered. This Act was developed with a focus on increasing the supply of land for housing development and gave consideration to the affordability of the end product. The Act gave councils the ability to streamline the development process for eligible projects in areas where growth was required. In recent months the Government has taken the decision to phase out this legislation, limiting the tools that councils can offer to incentivise this type of development.
32. It is well recognised that, when applicable, the provisions of the RMA add cost, complexity and time to development regardless of a project's scale. This highlights the pressing need to review the RMA to make development more accessible for all. The Council is submitting separately on this matter.
33. In applying its powers, Kāinga Ora will be able to identify areas of current planning provisions that are regularly modified in the development plans it undertakes. This information can help identify particular barriers, providing areas of focus for future reviews of the RMA.

Recommendation: The Council recommends the RMA is reviewed, with consideration of the modifications that have been applied for SDPs, to determine necessary changes for all project types.

Resourcing of Kāinga Ora

34. As already noted, the Council is concerned Kāinga Ora will not be sufficiently resourced to manage the assessment and implementation of proposals from the outset. The Council holds skills for planning, assessing, developing and consulting on significant urban development proposals and is well placed to support Kāinga Ora in selecting and advancing its SDPs. As such, we have recommended a partnership approach for the initial stages of the SDP process.
35. However, as the project enters the operative phase, Kāinga Ora will assume the Council's RMA consenting role for SDPs, requiring the skills of staff who currently work for local authorities. Kāinga Ora has already started to build its team, undertaking significant recruitment to prepare itself for delivering the consenting functions outlined in this Bill. This has put additional pressure on an already constrained area of the employment market.
36. Added to this, the high salaries being offered by Kāinga Ora for consenting roles has resulted in the movement of staff from local authorities to the new entity, leaving councils struggling to retain and attract skilled consenting officers. This type of aggressive recruitment is short sighted, given councils will need equal resources to support Kāinga Ora's development

projects, in particular where the Council maintains its role as the RMA authority in instances that Kāinga Ora is the applicant or partner to the applicant of a project.

Recommendation: The Council recommends the Government carefully considers the resourcing implications of the implementation of this Bill. Both Kāinga Ora and local authorities will need highly skilled planning and consenting staff to ensure all urban development projects can be consented within legislative timeframes. The Council recommends that Kāinga Ora offers salaries in line with those offered by local authorities, while the Government supports education programmes to increase the number of skilled consenting staff across the country.

Part 3: Proposed powers of Kāinga Ora

37. Councils hold a critical role in operating in consultation with, and on behalf of, the communities they represent. Therefore it is the Council's duty in urban development to ensure local character is safeguarded and enhanced. Although it is accepted there is a need to streamline approval processes and the delivery of urban development to meet New Zealand's increasing urban pressures, it must be acknowledged that these projects have the potential to have a long-lasting impact on the character of the local area.
38. To achieve the intended purpose of the Bill; *to contribute to sustainable, inclusive and thriving communities*, we must ensure those features of our cities that are valued by communities, and contribute to an area's sense of place, are preserved.
39. The toolkit of powers that this Bill provides appears broad, and could be viewed by communities as disregarding the importance of local values. Regardless of the streamlined process that the powers allow, without community support the delivery of projects will be unviable in practice. However, by meaningfully engaging councils in the establishment of SDPs, Kāinga Ora can ensure that powers appropriate to the project and its local context are selected, potential risks are mitigated and communities are engaged and informed throughout the process.

Recommendation: It is recommended that the safeguarding and enhancement of local character and community values is given higher importance in the Bill and included as a principle for specified development projects in Section 5. The crucial role of councils in representing the interests of local communities should also be solidified through Kāinga Ora working in collaboration with local authorities. At a minimum the requirement to consult local authorities during the development planning process should be included in Section 70 of the Bill.

40. The following sections seek to clarify the scope of the powers proposed in the Bill, to ensure use is focussed and limited to that necessary in delivering an SDP.

Powers of compulsory acquisition:

41. In Wellington the availability of developable land is limited. The city is set between hills and the sea and straddles a fault line, making viable parcels of land difficult to come by. As a result, there will be instances where it is necessary to consider utilising the power of compulsory acquisition to deliver development projects that will accommodate our growing population. However, it is crucial to balance this power with the preservation of significant pieces of land.
42. The Bill provides one level of protection by allowing the development project area to be made up of non-contiguous land. By separating parcels within a project area, Kāinga Ora can account for areas that cannot or should not feasibly be developed.
43. Additionally, land that falls within the definition of “protected land” is excluded from the acquisition power. However Council notes that locally significant land is not captured in this definition.
44. In Wellington the Town Belt network of greenspace not only contributes to the city’s sense of place, but is a highly valued community amenity that enhances residents’ wellbeing. As such it has been protected by a local Act, yet this level of protection is not identified in Section 20 of the Bill.

Recommendation: To recognise the importance of significant local land, the Council recommends the definition of ‘protected land’ includes land otherwise protected by any local Act or Bill to ensure areas like the Wellington Town Belt will be preserved for future generations.

Planning and consenting powers

45. In our previous submission, the Council noted that a transfer of planning and consenting powers to Kāinga Ora may be useful for the progression of complex development projects. The Bill confirms that once a development plan is operative the Council will no longer act as the RMA consenting authority within the project area of an SDP.
46. Regional councils, however, maintain their authority status. While the responsibilities of regional and local councils differ under the RMA, there may be a perception of the regional council having increased mandate over local council issues within a project area. The nature of regional and local authority roles is not hierarchical, and the relationship between the two authorities is one of collaboration. This should be clearly reflected in the proposed Bill.
47. Although Kāinga Ora assumes consenting authority in most cases, in instances where Kāinga Ora is the applicant or a partner to the applicant for an SDP, Council will undertake its substantive role under the RMA. The Council agrees this is necessary to ensure transparency

through the modified development process but, as previously noted, has concerns regarding resourcing and support of councils in meeting the requirements under this Bill.

Recommendation: The Council recommends that the separation of consenting roles between local and regional authorities is defined and the rationale for the different treatment of consenting roles is clarified. The Council also recommends that the resource requirements for councils in supporting the delivery on Kāinga Ora projects is considered and accounted for.

Infrastructure powers

48. Under the Bill, Kāinga Ora will have the ability to make decisions regarding key infrastructure both within and in the vicinity of the project area of an SDP. While the Council recognises the value of centralised infrastructure decision making, this needs to be balanced with significant consideration of the implications of decisions, which will continue beyond the life of the project.
49. While Kāinga Ora has powers in constructing and altering non-roading infrastructure, operations of the infrastructure continue to be the responsibility of local authorities. This separation does not acknowledge the fact that the construction and alteration of infrastructure within a project area has direct impact on the operations and maintenance of the wider network to which it connects and is a particular concern where infrastructure is built to a different specification or capacity to that already provided in the area.
50. The Bill does not provide sufficient detail of how Kāinga Ora will align levels of service with the Council's asset management planning and long term funding. It seems Councils will be expected to accommodate the flow on effects of the new service, with little consideration of the ongoing cost in doing so. Without accounting for this, it is likely the rating base will be left to absorb the cost, effectively subsidising Kāinga Ora development.
51. Where a network asset is delivered by Kāinga Ora and eventually vested to Council, the cost recovery sought by Council and Kāinga Ora for the asset will need to be determined in parallel. The fairness of the rates charged will need to be addressed but must consider Council's ability to fund the maintenance and depreciation of the asset over its lifetime.

Recommendation: To ensure the flow on impacts of the development of new infrastructure are well managed, Kāinga Ora must provide full cost accounting and planning that aligns with Council's budgets and levels of service, especially where it is anticipated that an asset is to be handed back to Council.

Funding and financing

52. The funding of infrastructure has been widely acknowledged as a significant challenge for local authorities. As such, the Council is encouraged that in this Bill additional funding tools are provided for application in the delivery of SDPs, as established in the development plan. The Council notes however, that these powers must also be considered in the context of wider changes related to infrastructure funding and financing, as proposed in the Infrastructure Funding and Financing Bill.

53. The Council does however seek clarification of the practicalities of the proposed collection of targeted rates and development contributions and seeks to ensure that rates affordability can be maintained in the process.

Equitable rate setting

54. Under the Local Government Act 2002 Council must consider the impact of cost recovery of infrastructure on the community.
55. It currently is unclear how the targeted rates and development contributions set by Kāinga Ora will work in alignment with Council's rating systems and processes, including the extent to which councils are required to assess and address the impact of the rates set by Kāinga Ora when determining their own rates.
56. While the levying of targeted rates aims to balance the burden of rates with benefits received, Section 188 only identifies land within the project area as eligible for targeted rating. It is unclear if this allows for an equitable collection of rates from those outside the project area that will also benefit from the activity being funded.
57. The Bill also adopts the exemptions outlined in the Local Government (Rating) Act 2002 (the Rating Act), which excludes many Crown owned properties from paying rates. While some of the types of land specified in the bill will be excluded from a project area by virtue of their protected status, nationally provided community facilities, such as schools, will be critical amenities provided within a development area. By excluding these properties from attracting rates, the burden of the targeted rates for the project will be shifted to the remaining rating base within an already limited project area.

58.

Recommendation: The Council recommends that the rateable area is informed through an assessment of nexus and apportionment. Consideration must also be given to the rating of properties currently excluded under the Rating Act to ensure fair distribution of the higher targeted rates within a project area.

Recovery of costs to Council

59. Under the proposed Bill, Council provides support to Kāinga Ora at all stages of the process, but in particular acts as the entity's agent in the calculation and collection of targeted rates within a project area. If the cost of these activities is not adequately accounted for, the administrative aspect of this bill will essentially be funded by all rate payers.

Recommendation: The Council seeks to ensure that administrative costs incurred by local authorities in supporting the delivery of SDPs are recognised. Kāinga Ora should be sufficiently resourced to compensate these additional costs.

Impact on affordability

60. A key catalyst for the establishment of Kāinga Ora as the government urban development agency is the increase housing affordability issues being experienced across the country due to a lack of housing supply. As such, affordability must be a key consideration in determining how rates and development contributions are set, as both of these fees are passed to the end user.
61. In particular, where the cost of development contributions are passed onto the end user, this Bill will see new home owners within a development area facing this cost, coupled with targeted rates, significantly impacting the affordability homes and financial of sustainability of households.

Recommendation: Like Council, Kāinga Ora must be required to consider the impact of the rates they levy on the communities they serve. This is particularly relevant when determining housing affordability and the capacity of the market to pay proposed targeted rates.

Bylaw powers

62. To assist Kāinga Ora in managing the project area during the operative phase of the development plan, the Bill grants the entity powers to recommend and require bylaw changes for roads and non-roading infrastructure. This includes the ability to establish new bylaws or revoke existing bylaws.
63. While the Bill includes a requirement for any change proposal to be publicly notified, there is no requirement for undertaking a Special Consultative Procedure where changes are of significant public interest or impact. This is currently required if local authorities under the LGA. As result, Kāinga Ora does not need to demonstrate the consideration of alternative options to the proposed changes. While the public is offered the ability to respond to the proposal during a consultation period following notification, without understanding all available options it is likely that their feedback will not be fully informed.
64. This is more problematic in cases where Kāinga Ora requires a bylaw change. In this case the Bill requires local authorities to action the change within 20 working days, and without undertaking consultation as required by any other Act. Not only does this provision compromise the democratic process, it also presents a risk to councils, who will need to manage community response and any ongoing adverse effects.

Recommendation: The Council recommends that where a bylaw change of significant public interest or impact is proposed, Kāinga Ora should undertake consultation to the equivalent level of a Special Consultative Procedure, as is required of local authorities under the LGA.

Conclusion

65. A 'whole of government' approach to urban development is required to ensure the delivery of necessary housing and infrastructure to support communities both now and in the future. The Council wants to work with the Government in delivering affordable housing,

sustainably transport and community infrastructure necessary to accommodate our growing population.

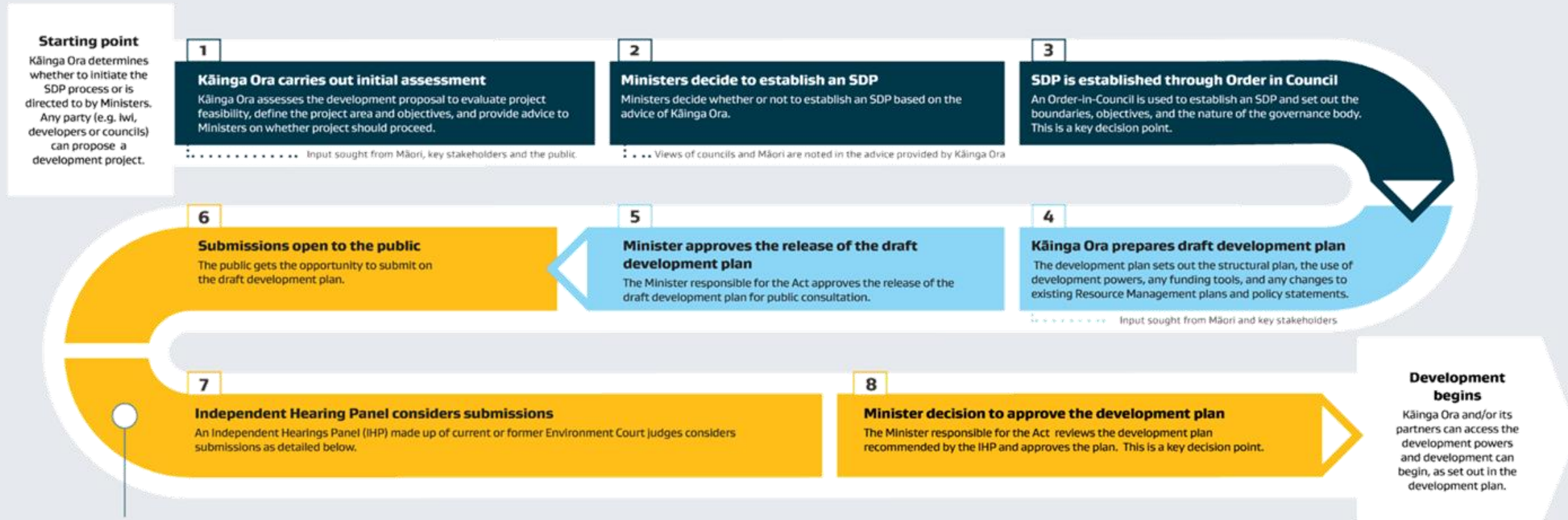
66. We welcome any further opportunity to discuss how the role of local government can be incorporated into the bill and wish to appear in support of this submission.



The Specified Development Project process

Specified Development Projects (SDP) will support Kāinga Ora to transform our towns and cities by providing a new way to do complex urban development. The SDP process is designed so that planning, infrastructure, land use and funding arrangements are sorted upfront, so delivery can get underway quicker. This is balanced with protections for Māori interests, and environmental, cultural, and heritage needs.

- Establishing the SDP and setting the strategic direction** through due diligence and by seeking input from key stakeholders and the public.
- Preparing the draft development plan** so it is clear how the project will be delivered.
- Refining and approving the development plan** through consultation, review by an Independent Hearing Panel, and Ministerial approval.



Independent Hearing Panel Review



SAFER SPEEDS HEARING SUBCOMMITTEE APPOINTMENT

Purpose

1. This report asks the Strategy and Policy Committee to appoint a hearings subcommittee to hear submissions from the public regarding the central city safer speeds consultation.

Summary

2. Due to anticipated interest of the public in presenting to their councillors, officers are recommending the formation of a subcommittee to hear the oral submissions. The subcommittee will then report on the results of the submissions and make final recommendations to the Strategy and Policy Committee.
3. Through the engagement there was strong interest in presenting to council and in the most recent central city speed review there were 25 oral submissions covering two full mornings of hearings (1 – 2 April 2014). To ensure the efficient use of councillors' time and resources a subcommittee is recommended.
4. The subcommittee will have the responsibility to hear submissions on the speed limit changes to all central city streets outlined in schedule 1 below before reporting back to the Strategy and Policy committee.

Schedule 1

Abel Smith St	Dunlop Tce	Hunter St	Rosina Fell Lane
Allen St	Ebor St	Jessie St	Sages Lane
Alpha St	Edward St	Johnston St	Shell Lane
Athol Cres	Egmont St	Kelvin Gr	St Hill St
Ballance St	Ellers Ave	Kensington St	Stout St
Barker St	Eva St	Knigges Ave	Swan Lane
Barnett St	Farmers Lane	Lady Elizabeth Lane	Tennyson St
Blair St	Featherston St	Leeds St	The Terrace
Bond St	Feltex Lane	Lombard St	The Terrace Slip
Boulcott St	Fifeshire Ave	Lorne St	Tonks Gr
Bowen St	Flagstaff Lane	Lynn Rd	Tory St
Brandon St	Footscray Ave	Maginnity St	Victoria St
Bunny St	Forresters Lane	Maning Lane	Victoria St Slip #214
Bute St	Francis PL	Marion St	VictoriaSt Ext
Chaffers St	Frankville Tce	Market Lane	Victoria St Slip #175
Chews Lane	Furness Lane	Martin Sq	Wakefield St
Christeson Lane	Frederick St	Masons Lane	Walter St
Church St	Garrett St	Mercer St	Waring Taylor St
College St	Ghuznee St East	Opera House Lane	Whitmore St
Cornhill St	Gilmer Tce	OReily Ave	Wigan St
Courage Lane	Grey St	Panama St	Willeston St
Cuba St	Haining St	Post Office Square	Willis St

STRATEGY AND POLICY COMMITTEE

13 FEBRUARY 2020

Customhouse Quay	Halleys Lane	Post Office Square SL	Woodward St
Dalmuir Lane	Harris St	Pringle Ave	York St
Dixon St	Holland St	Railway Station Dr	

Recommendation/s

That the Strategy and Policy Committee:

1. Receive the information
2. Appoint Central City Safer Speeds Hearings Subcommittee to hear submissions from the public on the proposed 30 km/h speed limit for the city centre.
3. Agree to the following terms of reference for the subcommittee:
 - a. Membership: Mayor Foster, Councillor Condie, Councillor Rush, Councillor Pannett, Councillor Young, Councillor Paul, Councillor Calvert
 - b. Chairperson: Councillor Condie
 - c. Quorum: 4 members
 - d. Frequency of meeting: as and when required
 - e. Sunset clause: The subcommittee will be discontinued once required hearings have been concluded and recommendations have been made back to the Strategy and Policy Committee.
 - f. Delegated authority: The subcommittee will have responsibility and authority to accept and hear submissions on the review of the proposed central city safer speeds and make recommendations to the Strategy and Policy Committee.

Options

5. The Strategy and Policy Committee has two options:
 - a) Agree to appoint the hearings subcommittee for a more efficient process of public engagement
 - b) Decline to appoint the hearings subcommittee and hear the submissions as part of items on Strategy and Policy Committee agenda.

The latter option is not recommended as it might interfere with other business of the committee and also require organising Strategy and Policy meetings on short notice.

Next Actions

6. Upon approval, Democracy Services will amend the current terms of reference to reflect the addition of the new subcommittee and liaise with officers to set the subcommittee meeting dates.

Attachments

Nil

Author	Cyrus Frear, Senior Democracy Advisor
Authoriser	Baz Kaufman, Manager Strategy

SUPPORTING INFORMATION

Engagement and Consultation

A hearings subcommittee will allow for more efficient engagement with the public.

Treaty of Waitangi considerations

NA

Financial implications

NA

Policy and legislative implications

NA

Risks / legal

NA

Climate Change impact and considerations

NA

Communications Plan

NA

Health and Safety Impact considered

NA

REVIEW OF THE PARKING POLICIES - PROPOSED POLICY CONSULTATION DOCUMENT

Purpose

1. This report asks the Strategy and Policy Committee (SPC) to agree to consult with the community on the proposed revised Wellington City Council Parking Policy, ahead of formally adopting the policy (with any recommended changes) once the consultation has been conducted and the feedback considered.

Summary

2. The Council has been reviewing the Parking Policy over the last two years to update it and to align this with the wider strategies and implementation plans being undertaken by the Council.
3. In the last year officers have gathered data and met with stakeholders from across the business and local community. This has included reviewing the existing Council Parking Policy 2007, Mobility Parking Policy 2005 and Car Share Policy 2016.
4. In addition, to get people's views on parking in the city and how to manage it better, officers have surveyed the public using the Council's research panel and have conducted online public questionnaires.
5. Based on this feedback and research and the workshops with Councillors, the revised parking policy has been drafted. This consolidates the policy principles from the three existing policies in a single document.
6. The intent of the new parking policy is to provide a framework to guide future decision-making on the management of all Council-controlled parking spaces. This includes off-street parking and on-street parking, both free-of-charge and those which incur a user-charge. The off-street parking includes parking areas at any of the Council's parks, and sports, recreation and other community facilities; and any off-street parking buildings that the Council controls.
7. The new parking policy sets out objectives, high level principles, a parking space hierarchy (that prioritise the types of parking in different areas), a new approach to setting parking fees, a new approach to develop area-based parking management plans and area-based parking management guidance (that prioritises how we manage supply and demand).
8. Subject to the approval of the committee, the next step will be to engage with the public, community groups, business and other stakeholders. The policy will be amended based on this feedback. It will then be formally considered by the committee, before it recommends the Parking Policy be formally adopted later this year.

Recommendation/s

That the Strategy and Policy Committee:

1. Receive the information.
2. Agree to engage with the public and stakeholder groups on the proposed new parking policy as attached to this report: the draft Statement of Proposal (attachment 1) and the draft Discussion document (attachment 2)

3. Note the Parking Policy (with any recommended changes) will be submitted to the Strategy and Policy Committee for formal adoption after the consultation and engagement phase has closed and submissions and other feedback considered.
4. Note that consultation will be conducted in conjunction with Planning for Growth.
5. Note the following three existing policies will be revoked once the new consolidated Parking Policy is adopted: the Parking Policy 2007; the Mobility Parking Policy 2005 and the Car Share Policy 2016.
6. Note any change to how parking is managed could have an impact on the annual parking revenue and may require capital expenditure to implement some aspects. It will be necessary to weigh up the benefits of any parking management change with the likely revenue impact and how that affects other Council priorities.
7. Note that a new parking policy, once adopted, will be implemented gradually over time subject to a review of the Traffic Bylaw and future funding decisions.
8. Note that parking management is part of a complex transport and travel system, therefore decisions need to be made holistically to take into account the many factors effecting travel and transport systems such as parking behaviour, public transport options and reliability and transport infrastructure etc.
9. Note the inter-relationship between the Parking Policy and decisions being made under other key projects such as the Let's Get Wellington Movement programme, the District Plan review and the development of a Transport Strategy and a Place and Movement Framework.
10. Delegate to the Chief Executive and the Associate Portfolio Leader for Transport the authority to amend the proposal to include any amendments agreed by the Strategy and Policy Committee and any minor consequential edits.

Background

9. This review has included reviewing the existing Council Parking Policy 2007, Mobility Parking Policy 2005 and Car Share Policy 2016.
10. The existing policies, particularly the Parking and Mobility Parking Policies, were dated and a number of other policies and strategies have been more recently adopted by Council which require the Parking policies to be updated to ensure they align with them. This includes overarching strategies such as Wellington towards 2040 – Smart Capital and more recently Te Atakura - First to Zero and Lets Get Wellington Moving. It supports the direction setting of Planning for Growth and the District Planning frameworks.

Early engagement

11. In the last year officers have gathered data and met with stakeholders from across the business and local community.
12. In addition, to get people's views on parking in the city and how to manage it better, officers have surveyed the public using the Council's research panel and have conducted online public questionnaires. A workshop was also held with Councillors to discuss the priority of parking types.
13. This engagement feedback was summarised and is publicly available on our engagement website <https://www.letstalk.wellington.govt.nz/managecityparking> including "Smarter Ways to Manage City Parking Engagement Report" and "Mobility Parking Survey Report".

14. Based on this feedback and research, officers have produced a draft revised parking policy for the committee to consider. It is proposed the three existing parking-related policies are revoked and replaced with a consolidated single policy document.

Discussion

15. Parking is an important part of city life. It contributes to how many people access the city and its services.
16. The Policy sits within the Council's strategic framework. Wellington Towards 2040 – Smart Capital sets the direction for the city as a People Centred, Connected, and an Eco-City with a Dynamic Central City.
17. Te Atakura – First to Zero sets the direction and ambition to reduce emissions and to respond to climate change. This includes how Wellingtonians move within the city and how parking is designed and managed is a key element of how this ambition might be realised.
18. Let's Get Wellington Moving sets out a plan to change how Wellingtonians move within and access the city. Parking is integral to supporting how these plans are implemented.

The role of parking

19. The community's expectations for parking have been built on the increased reliance on private vehicles. However, the city is operating in a constrained environment. The supply of Council-controlled parking spaces, particularly in the central city, has decreased for a number of reasons, and the population and car ownership has been growing. This has resulted in challenges and pressure points between the use of road and footpath space, safety and amenity.
20. The Policy should be enduring for the medium term so it must take into account the trends expected to shape the city. This includes the planned changes in how people move into and around the city. This will impact how streets are used including parking spaces.
21. The major trends and factors include
 - More people are expected to live in and around the central city.
 - Thousands of workers and visitors come to the central city each day.
 - People expect to be able to walk, shop, dine and spend time in an attractive and safe environment. They expect cafes on pavements, street trees, public spaces and a pleasant environment.
22. The Council's plans need to continue to meet these expectations. From a parking perspective, to address these trends and to make room for these features there will be a need to change some of the city's on-street parking spaces.
23. Access is also important for our city. Wellington is a people-centred city and as a city we want everyone to be able to contribute and participate. Many people face social and physical barriers and our solutions need to ensure that the city is accessible for all. How the Council manages parking helps address barriers and enables access to the city.

The Purpose and Structure of the Draft Policy

24. The intent of the new parking policy is to provide a framework to guide future decision-making on the management of all Council-controlled parking spaces. When parking

decisions are made by the Council it provides a framework for councillors to guide those decisions.

25. This framework includes Council off-street parking and on-street parking, both free-of-charge and those which incur a user-charge. The off-street parking includes parking areas at Council's parks, and sports, recreation and other community facilities and any off-street parking buildings that the Council controls.
26. The new parking policy is structured as follows:
- *Objectives* – what the Council wants to achieve, now and in to the future.
 - *Principles* – how the Council will apply and manage the policy.
 - *Parking space hierarchy* – this guides decisions on parking and allocating parking spaces by prioritising different types of parking in different areas of the city.
 - *Parking management guidance* – how the range of parking management tools are applied in different areas of the city when parking demand exceeds parking supply.
 - *Demand-responsive parking charges* – how to set parking charges to ensure optimal use of spaces. This applies higher hourly rates where there is higher demand to incentivise turnover of spaces.
 - *Area-based planning* - endeavouring to take a joined-up approach to parking decisions taking account of all the interconnections between managing the on and off-street space for pedestrians, active and public transport, and vehicles.

Costs and benefits

27. Cities are complex and Wellington is in the process of moving from a transport system that is car dependent to one where active and public transport will play a bigger role. Parking decisions will often require trade-offs between the competing demands.
28. There is an inherent tension in using valuable public street space to accommodate privately owned vehicles. However, given the competing demands on limited public street space, not just for parking, the overall public good must be weighed against the private benefits to individuals and the benefits to today's population versus the population of the future.
29. The Council will need to broker these competing demands by making parking management decisions part of the holistic transport and travel system. The aim being to achieve the best possible mix of active and public transport, off-street and on-street parking, footpath and vehicle usage whilst ensuring the city is still accessible to those that do not have travel choices.
30. Any change to how parking is managed could have an impact on the annual parking revenue and may require capital expenditure to implement. It will be necessary to weigh up the benefits of any parking management change with the likely revenue impact and how that affects other Council priorities.

Implementation dependencies

31. It is proposed that a new Parking Policy, once adopted, is implemented gradually over time. It must align and be integrated with the complementary improvements and changes to the public transport service, low carbon transport infrastructure, travel demand management initiatives and the review of the District Plan to influence parking supply, parking demand and travel behaviour.

32. Implementing any new parking policy will also be subject to a review of the Traffic Bylaw and future funding decisions. For example, meter hardware and technology upgrades are required to enable a shift to a demand-responsive pricing approach. Amendments to the Traffic Bylaw will provide the necessary compliance and enforcement support.

Residents' permit fee discount for Community Service Card holders

33. In response to the following resolution carried at the City Strategy Committee 20 June 2019:

Request officers to prepare analysis of offering a discounted rate for residents' parking who hold a Community Services Card and incorporates options for reducing the cost of residents' parking to these low-income people in the parking policy review

Please refer to the analysis of options presented in the attachment *Residents' Parking Fee Concessions Analysis*.

34. The draft Policy has a high level objective of "support access for all". This is focused on ensuring disabled people, older people, pregnant women, and people with babies can access car parks throughout the city, Council facilities, and venues.
35. The draft Policy also has listed price differentials in the design of resident parking schemes but has not identified (at this point) CSC cardholders as one of the potential groups.
36. This has been discussed with the Ministry of Health who administer the CSC scheme. In discussion it was noted that active transport was what should be incentivised.
37. Officers have not recommended specifically including this option at this point:
- There is a high level of objective of "support access for all". Generally this is from a mobility and access rather than an income viewpoint.
 - The broader option for price differentials in the design of residential parking schemes is included in the draft policy. Any price differentials should align with the purposes of the policy.
 - There are some data limitations. It is not clear what the nature or scale of the issue is (how many CSC cardholders own cars and are eligible within resident parking scheme areas and are in need of an additional subsidy).
 - The scale of a discount seems unlikely to provide a significant benefit to a car owning CSC cardholder. A 50% discount is approximately \$100 per annum.
 - There are other discounts that could be offered to low income households to ensure they are able to access the city. For example, concessions on public transport and on the membership and use of micro-mobility schemes. This issue could be considered under the broader Transport Strategy and Travel Demand Management programme.
 - Following the adoption of the Policy, this could be considered as an Annual Plan initiative as the Policy allows for price differentials.

Next Actions

38. Upon the committee's approval, the Statement of Proposal Draft Parking Policy 2020 (attachment 1) will be released for public consultation, pursuant to sections 83 and 86 of the Local Government Act 2002. In addition, The 2019/20 Parking Policy Review Discussion document and the Parking Background Information Report 2020 will be released as well.
39. Any amendments agreed by the committee and any associated minor consequential edits will be agreed with the Chief Executive and the Portfolio Leader for Parking before these documents are released.
40. The consultation process will be integrated with the Planning for Growth consultation over March and April so that there is a consolidated view presented to the public. The draft schedule is included in the supporting information.
41. Following the adoption of the Policy, officers will develop and publish operational guidance documents to provide guidelines for mobility parking spaces and car share schemes following the adoption of the Parking Policy.

Attachments

Attachment 1.	Draft Parking Policy 2020 Statement of Proposal ↓	Page 41
Attachment 2.	Draft 2019/20 Parking Policy Review Discussion Document ↓	Page 75
Attachment 3.	Residents' Parking Fee Concessions Analysis ↓	Page 146

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Authoriser	Baz Kaufman, Manager Strategy

SUPPORTING INFORMATION

Engagement and Consultation

Public feedback was gathered through a range of channels and all feedback gathered has informed the draft parking policy. The public will now have a further opportunity for input as part of the formal consultation process.

Pre-Engagement - Online engagement feedback

All 334 unique responses to our online questionnaire were analysed, which asked people to prioritise on-street parking space and consider how to manage parking supply and demand. The majority of respondents indicated that in both central city and residential areas, the Council should be prioritising short-term parking for visitors and people with disabilities and not to prioritise parking for commuters. There was also a preference for prioritising urban amenity and micro-mobility facilities, such as bike parking.

A strong theme that appeared throughout the questionnaire responses was an overwhelming support for prioritising effective public transport to combat parking demand issues and reduce carbon and other emissions from transport.

Workshops to date

A workshop, in collaboration with the First Retail Group Ltd, was held in July where by businesses from the city's Business Improvement Districts (BIDs) and potential BIDs came together to share insights on improving our urban centres. A workshop was also held in August for central business district retailers and related businesses. At these workshops feedback was gathered from the participants on the future use of street space in the retail centres and how parking management changes might affect the business community. Businesses stressed the importance of easy access to shopping areas and ensuring a pleasant shopping experience.

Research Survey to date

A Parking Survey was undertaken in June 2019 to add to current knowledge around parking behaviour in Wellington city and suburban centres, by identifying key groups who drive and park in the city, as well as their responses to theoretical parking price restrictions.

The two most frequently made trip types to Wellington city were made by:

1. People commuting for work. 50 percent would make this trip type at least once per week, and
2. People travelling for shopping/entertainment/leisure. 61 percent would make this trip type at least once per week.

Preference for travelling by motor vehicle was not equally distributed in the population with people with children between 5-17 years were significantly more likely to drive than they were to take other transport mode.

Meetings held to date

During the engagement phase of the parking policy review several face-to-face meetings were held with organisations about specific parking issues such as parking in Newtown and how planning requirements interface with parking provision and market expectations.

Mobility Parking Review

As part of the parking policy review, a review our current mobility parking spaces was completed to identify any issues with placement or design or destinations with no mobility parking provision.

Mobility permit holders in Wellington were engaged with. These included a workshop, drop-in events and an online map-based user questionnaire. All current mobility permit holders were emailed with information via CCS Disability Action. Feedback was sought from the Council's Accessibility Advisory Group and the members were encouraged to promote the questionnaire. Approximately 40 organisations that provide services or networks for people with disabilities were emailed and promoted the events and the questionnaire via Facebook.

The engagement approaches that generated feedback from the most contributors were the engagement website and comments on Facebook posts.

From the feedback that was received, most comments were about mobility parking spaces in the central area. This may be due to:

- the number of services and key destinations in the central area,
- a higher number of mobility parking spaces, and
- a higher dependence on on-street mobility parking spaces as there are fewer accessible off-street mobility parking options and a greater distance between destinations compared to a suburban town centre.

The review also revealed a variety of user experiences with different parking spaces. The same mobility parking space may have met the needs of a user but also not met the needs of another user. This may be due to the differing types of disability that impact accessibility and/or due to the variety of mobility parking spaces themselves. Specific design feedback included:

- remove obstacles from areas adjacent to mobility parking spaces and ensure shared space is available on both sides to ensure the driver and passenger doors can open fully
- add kerb ramps or alter gradient of existing ones
- not enough space at the rear of the parking space for rear-loading Wheelchair Accessible Vehicles.

Phase Two Engagement and Consultation Approach

Phase two will follow a similar approach to Phase One with a mix of traditional engagement media; social media; the online Let's Talk website and a joined-up information roadshow across the city with the Planning for Growth team. This will be supplemented with face-to-face meetings and briefings for target stakeholders.

This includes the following planned schedule.

What	Date	Location
Speaker event	Thurs 20 Feb	Prefab
Speaker event	Thurs 27 Feb	Prefab
Resident Association, BiDs and Community Boards, and CBD retailers	Friday 28 Feb	Level 16, WCC
Newtown Festival	Sunday 8 March	Newtown
Tradies day	Wed 11 March	Bunnings Lyall Bay
Tiny House – Berhampore	Friday 13 – Mon16 March	Centennial Flats, 493 Adelaide Road
Tiny House – Central City	Tues 17 – Thurs 19 March	Courtenay Place, outside Tommy Millions
Tiny House – Newtown Market	Sat 21 March	Newtown School, Mein Street, Newtown
Tiny House - Island Bay	Fri 20 th and Sat 21 March	On extended path near pedestrian crossing, 121 The Parade.
Tiny House - Miramar	Wed 25 – Thurs 26 March	Palmer's garden centre, or outside Roxy
Staff submission party	Wed 25 March	Level 16
Tawa College	Thurs 26 March	Tawa College
Tiny House – Tawa	Fri 27 to Mon 30 March	Main Street Plaza - Saturday Market day
Uni-day	Tues 31 March	Set up in Vic-uni-campus
Tiny House – Johnsonville	Wed 1 April – Fri 3 April	TBC with business and community group.
Tiny House – Karori	Sat 4 – Sun 5 April	The Avenue by the Events Centre.

In addition key stakeholder meetings or presentations will be planned with hospital staff, Taxi/SPSV companies, the Chamber of Commerce & their members, People with mobility issues (to be held at the Blind and Low Vision Foundation offices in Newtown), the Automobile Association, Rental car companies, BRONZ and Freight/delivery companies/NZ Post.

Treaty of Waitangi considerations

There are no Treaty of Waitangi considerations.

Financial implications

There are no financial implications from reviewing and amending the current policy. The consultation and engagement of the draft policy has been allocated a modest budget. Once a new policy is adopted, any changes to the day-to-day management of parking will have revenue implications. These will need to be considered at the implementation stage.

Policy and legislative implications

Once this process is completed it will replace the 2007 Parking Policy, the 2005 Mobility Parking Policy and the 2016 Car Share Policy. It is likely changes will be needed to the Wellington Consolidated Bylaw: Section 7 Traffic. It may recommend changes to be considered in the District Plan review.

Risks / legal

Legal have reviewed the draft Statement of Proposal and do not have any concerns at this stage.

Climate Change impact and considerations

Although there are no climate change considerations when consulting on the draft parking policy, there will be climate change implications. The impacts of a growing population, car ownership trends, traffic congestion and a desire for mode shift have all been considered in the context of needing to reduce overall carbon emissions in line with the First to Zero: Te Atakura commitments. The proposed Parking Policy objectives of supporting a shift in the

type of transport used and supporting a move to becoming an eco-city respond to climate change impacts. The exact nature and extent that the Parking Policy will contribute to emissions reduction will be determined by when and how it is implemented in the future

Communications Plan

Available on request

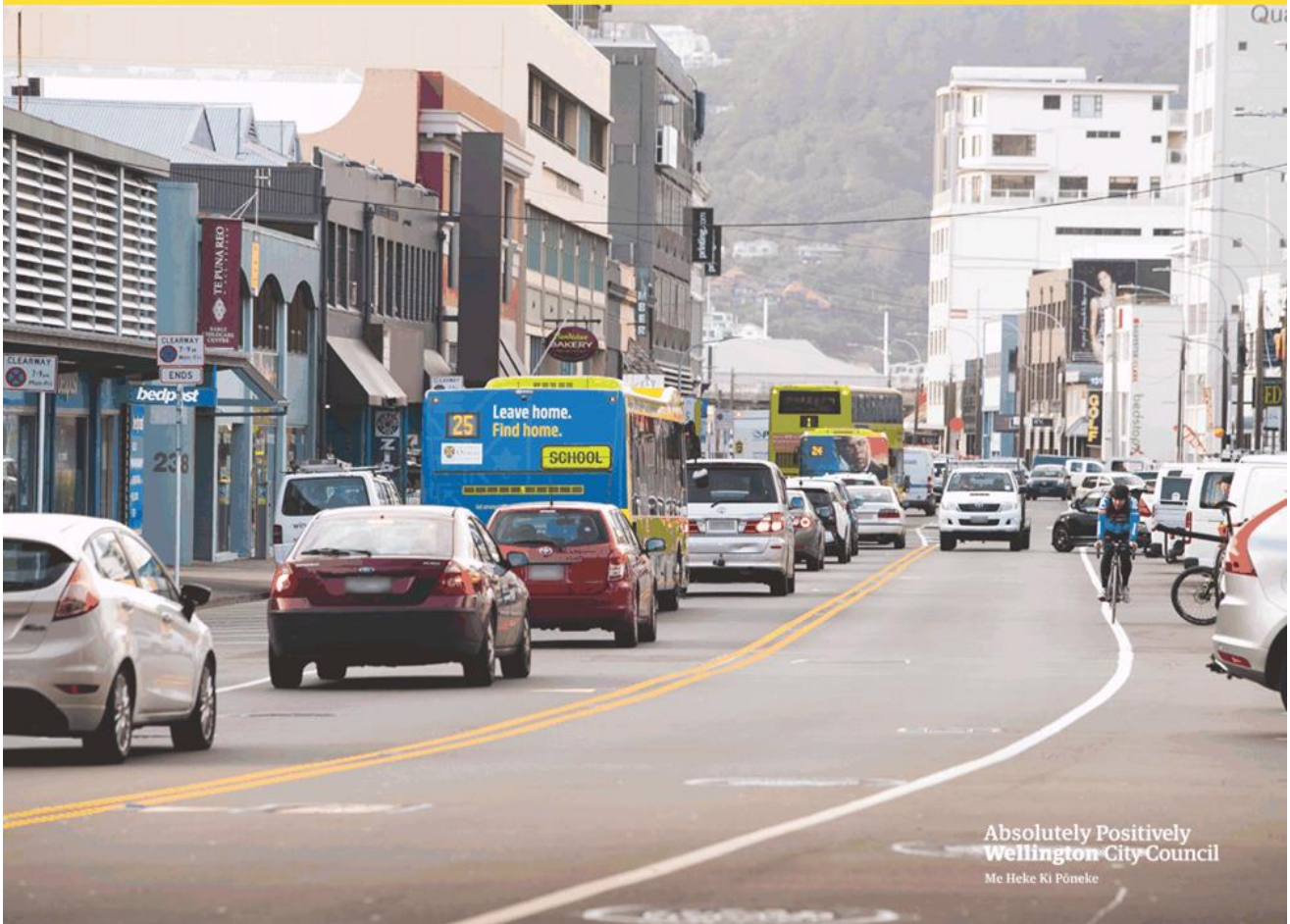
Health and Safety Impact considered

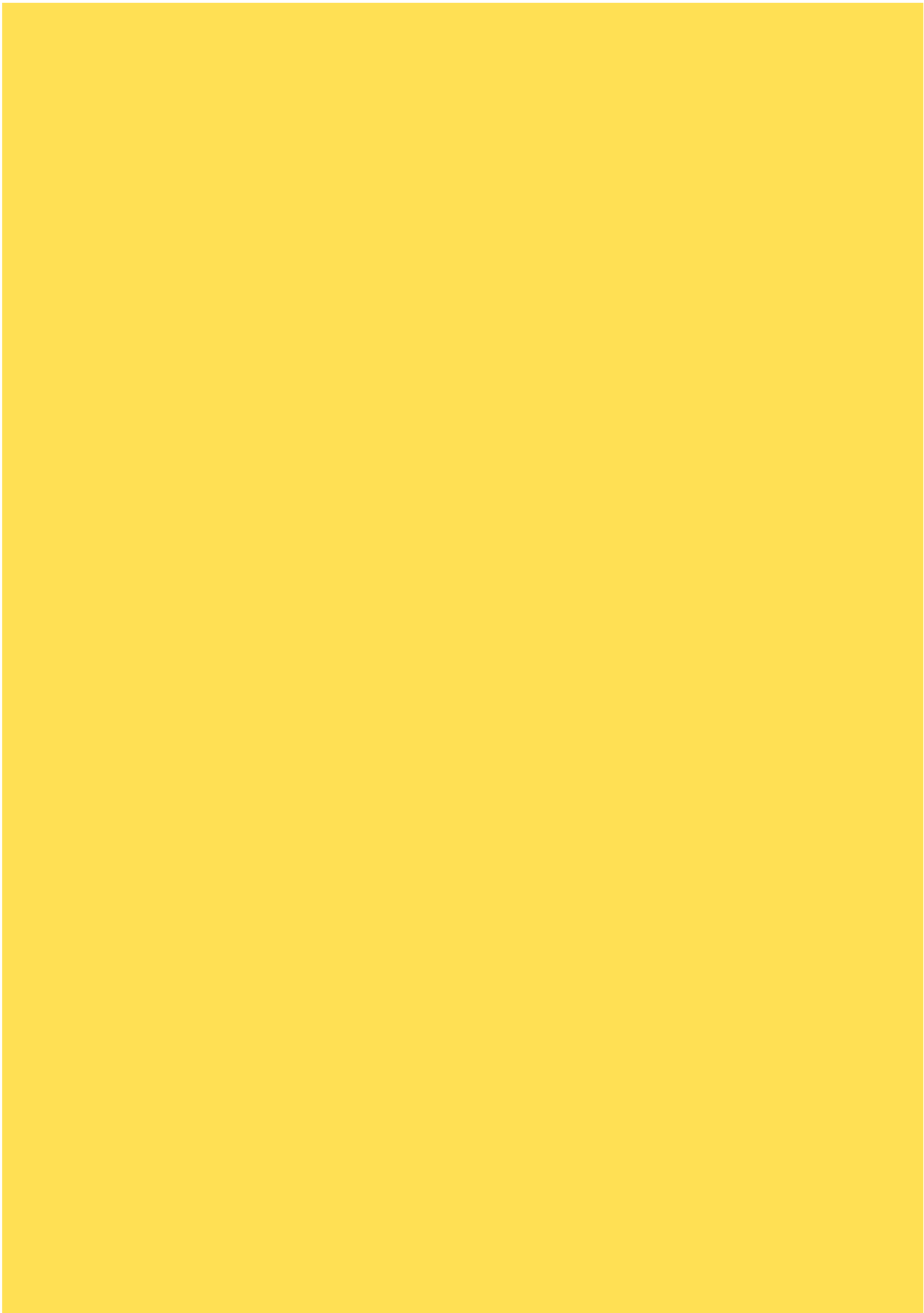
There are minor health and safety concerns during the consultation and engagement phase. Parking generates a passionate reaction in some people and there may be a risk of negative interactions between the public and Council officers, particularly Parking Services staff and those staff fronting the public engagement.

DRAFT

**The Draft Parking
Policy 2020
Statement of Proposal**

18 January 2020





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Glossary

Active transport modes - non-motorised forms of transport that use human physical activity to move, such as walking and cycling.

Area-based approach - a holistic and integrated approach to an area of the city that has acute parking issues.

Carbon emissions - Transport-related carbon dioxide emissions.

Central city - includes the Golden Mile, Thorndon Quay, the Parliament precinct/ Molesworth street area of Thorndon, Cuba street area as far as Webb Street and Kent/ Cambridge Terraces, and part of Oriental Bay to the band rotunda.

Exponentially - the hourly price increases every additional hour of stay.

Let's Get Wellington Moving - a joint initiative between Wellington City Council, Greater Wellington Regional Council and the NZ Transport Agency. It focuses on the area from Ngauranga Gorge to the airport, encompassing the Wellington Urban Motorway and connections to the central city, Wellington Regional Hospital and the eastern and southern suburbs.

Micro-mobility - small, light vehicles like bicycles, electric scooters and electric bicycles.

On-street parking - parking your vehicle on the street as opposed to in a garage, parking building or on a driveway. On-street parking in urban areas is often paid parking and/or has time restrictions.

Off-street parking - parking your vehicle anywhere that is not a street, such as a garage, parking building or on a driveway. Can be indoors or outdoors, and be private or commercial parking.

Parking designations - a parking area marked by signage and/or road markings that is restricted to a vehicle type and/or valid permit-holders only, for example, loading zones, mobility parking spaces, taxi stands, residents' parking.

Short-stay parking - time limited parking spaces of three hours or less.

Urban design features - street trees, footpath buildouts, sculptures, seating and similar features that enhance public spaces.

User pays - a pricing approach where consumers (users) pay the full cost of the goods or services that they use.

1. Purpose of the parking policy

The parking policy sets the objectives and principles for the management of Council-controlled on-street and off-street parking, and how parking supports achieving the vision for Wellington.

It covers Council-controlled off-street parking, mobility parking, car share parking, loading zones, taxi stands, short-stay parking, parking for residents, buses and coaches, motorcycles, electric vehicle charging and on-street parking for bicycles and micro-mobility (eg, e-scooters).

The Council is not the only provider of parking, for example, in the central city, the Council manages 14 percent of the total estimated parking supply and private providers make up the rest. This policy recognises that Council parking is part of a complex travel and transport system. When the Council makes parking management decisions, we will need to consider private parking supply and how it is managed too.

This document outlines the Council's role and how we manage our parking supply. The proposed changes in the parking policy are designed to manage parking pressures over the next 10 to 20 years as our city grows, and as our transport infrastructure is improved to support city development.

We want to hear from everyone - residents and ratepayers, vehicle drivers, passengers and people who do not own or travel in a car - on what you think about the draft parking policy.

How you can have your say is at the end of this document.

2. Introduction

Parking is an important part of our city life. It is part of how many people access our city and its services.

Our expectations for parking have been built on our increased reliance on private vehicles over the past century. However, we are already operating in a constrained environment. The supply of Council-controlled parking spaces, particularly in the central city, has decreased for a number of reasons, and our population and car ownership is growing. This has resulted in challenges and pressure points for parking, which we need to balance.

As we look to the future, we need to consider the expected trends and how we want to shape our city. We will need to change how we move into and around the city and this impact on how we use of streets, including parking spaces.

2.1 Our future city

The Council's vision for Wellington is built around people and communities. The future city will be a place where people and goods can easily move to and through the city, based on a transport system that can accommodate moving more people using fewer vehicles. We have also taken an environmental and resilience leadership role and have set a goal to be a zero-carbon capital by 2050.

As our city changes and evolves over time, we want to make sure we don't lose what makes our city special for so many people - its dynamic compact urban form that offers the lifestyle, entertainment, retail and amenities of a much bigger city.

In addition to being a place of creativity, exploration and innovation, we want to ensure the central city continues to support the regional economy.

2.2 What is our role in parking and where does the parking policy fit?

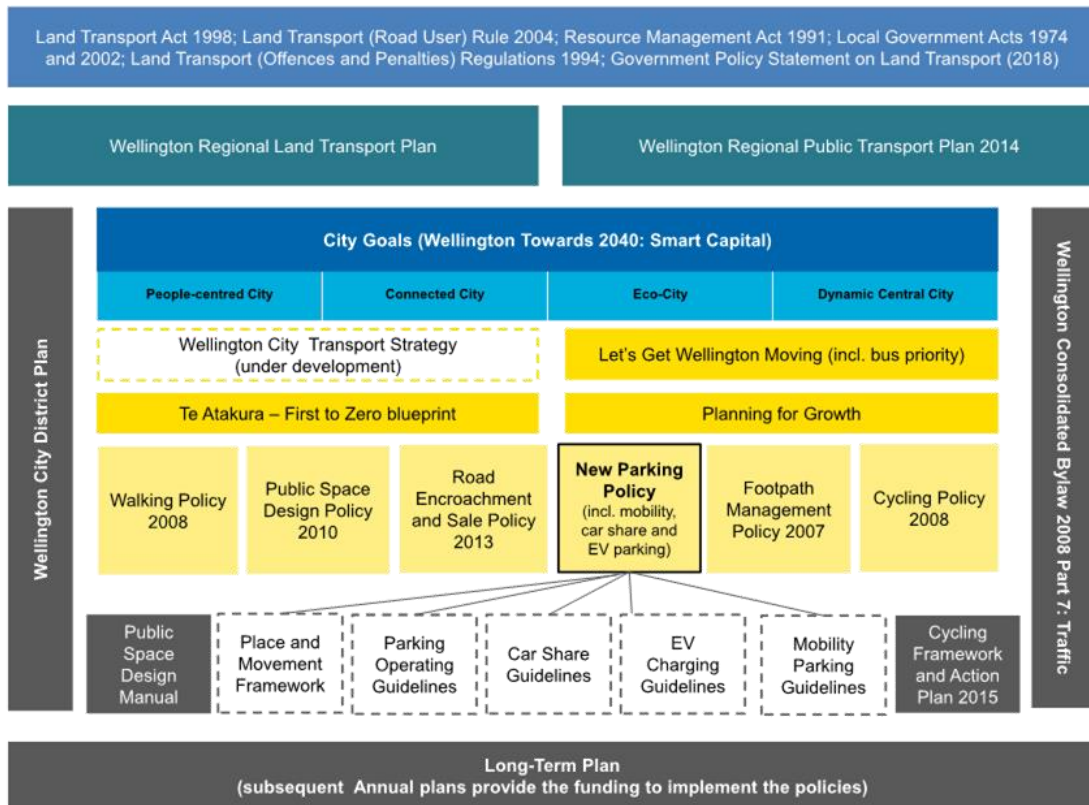
The Land Transport Act 1998 gives the Council power to impose parking controls as a road controlling authority. We are responsible for managing road space for various purposes, including parking. We also have an enforcement role.

As a local authority, we also take into account the current and future interests of the community when making decisions.

Parking restrictions are implemented through Council's traffic bylaw and through the traffic resolution process. Those parking controls set by the Wellington Consolidated Bylaw 2008 Part 7: Traffic, are enforced through infringement fees. The infringement fees are set through the Land Transport (Offences and Penalties) Regulations 1999 administered by the Ministry of Transport.

Our parking policy helps enable these roles. It sets the objectives and principles for parking in the city for the future in a way that supports our broader objectives of preparing the city for population growth, making the city more people friendly, supporting economic growth, and moving more people using fewer vehicles in the future.

The proposed parking policy would replace the current Parking Policy 2007, the Mobility Parking Policy 2005 and the Car Share Policy 2016. New operational guidelines or protocols will be developed, where required, to clarify day-to-day parking management activities.



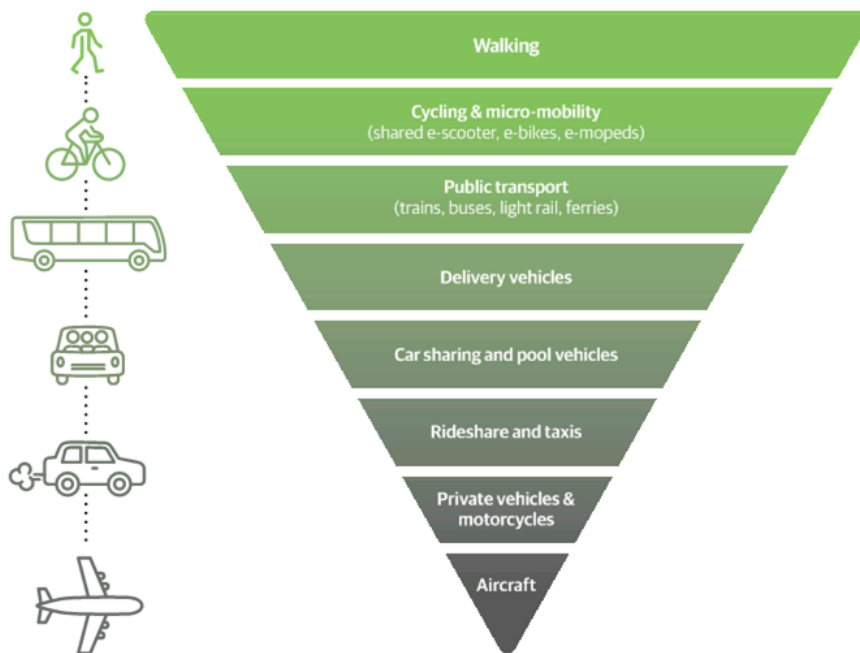
2.2.1 How does parking fit with the transport hierarchy and transport strategy?

The transport hierarchy from the [Te Atakura First to Zero: Wellington’s blueprint for a Zero Carbon Capital](#) is below. A key aspect of this hierarchy is that active modes of transport, such as walking and cycling, and public transport have the highest priority. This means that when we are making decisions on using road space, they take a higher priority to parking.

This is reflected in the parking priorities set out in the parking policy.

The proposed new Transport Strategy 2020-2050, currently in development, will provide the strategic direction for our transport decisions, whether they are operational priorities, investment in new infrastructure or changes to our District Plan and other planning and regulatory tools.

Our transport system and land use plans need to be realigned to achieve the sustainable future people have told us they want. The new Transport Strategy aims to move more people with fewer vehicles. It will prioritise walking, cycling and public transport over other forms of transport.



2.2.2 How does parking fit with the District Plan?

The Resource Management Act 1991 provides the framework, direction and powers for Council to manage land use and planning through a District Plan. The Council can set its District Plan and decide how public land, including roads, is best used. This can influence the supply, design and use of off-street and private parking.

Currently, the District Plan has no minimum car parking rules in some areas including the central city, business (mixed use and industrial) and centres zones. A developer or landowner can choose to provide car parking if desired. We may want to require off-street parking in areas where we do not want on-street parking, for example, on key transport routes or streets that are narrow, winding and at capacity.

The current Planning for Growth programme and upcoming District Plan review provides a timely opportunity to review these rules and requirements to support the parking policy.

2.2.3 How does parking fit with a Place and Movement Framework?

Wellington’s roads and streets need to provide a wider range of benefits to the city, including liveability, sustainability and economic growth, while providing for efficient and safe movement.

A tool that can complement the transport hierarchy and the parking space hierarchy is a Place and Movement Framework. A Place and Movement Framework guides decision-making by categorising the streets within different areas of the city. The framework assigns both a “place” value and a “movement” value to each street - for example, are they places that have specific character where people want to spend time and socialise, or are they streets that move a significant volume of people through an area to a different destination?

Streets are classified along a spectrum of place and movement in a matrix and this determines how they are designed and how space is allocated to different uses.

For example, if the street type is classified as predominantly for movement then it may be more likely that on-street parking is removed or reduced to provide for safe and efficient movement of pedestrians and Public Transport; whereas low volume traffic streets may be a more suitable location for some on-street parking.

We are in the process of developing a Place and Movement Framework for Wellington City as part of the Let's Get Wellington Moving work programme.

2.2.4 How does parking fit with other Council decision-making?

The scope of the proposed parking policy is limited to applying parking management tools and allocating of space for parking. However, the objectives of the policy cannot be met without changes to other Council decisions about new development and facilities, infrastructure and changes to the public transport network that are made by Greater Wellington Regional Council. For example, decisions about the location of a new Council facility, such as a library or sportsfield, will be made with access and suitability of public transport front of mind.

3. The parking problem

3.1 What is causing the parking problems?

3.1.1 Our city is growing in size and parking demand is increasing

Wellington will be home to another 50,000 to 80,000 residents by 2043, with nearly half of the growth in the central city and existing suburban centres. That is the equivalent of the Masterton and Porirua populations being added to our existing city boundaries. Wellington region's population is also projected to grow and, therefore, more workers will commute into the city from the wider region. Planning for Growth is the Council's planning framework that will determine how and where the city will grow over the next 30 years to accommodate this growth.

More recently there has been increased urbanisation: more people living in the central city and inner-city suburbs increases the pressure on parking space availability. People increasingly expect to be able to walk, shop, dine and spend time in places that are attractive and safe.

To accommodate this population growth, we need a more efficient transport system that makes better use of our limited road space. This means moving more people using fewer vehicles; using public transport more; more people walking and cycling and fewer people driving and parking in busy areas.

Other factors that impact on parking demand include:

- an ageing population
- average number of cars per household
- changes to the retail and hospitality sector - how and where we shop and when, where and how we spend our leisure time
- changes in patterns of commuting, more demand for park and ride options and the growing uptake of micro-mobility (electric scooters and bicycles), electric cars, car sharing and ridesharing.

3.1.2 Parking supply is decreasing

The total number of on-street and off-street parking spaces is high in Wellington compared to cities with much larger populations, such as Stockholm. Over time, the supply of Council-controlled parking spaces, particularly in the central area, has decreased.

- the loss of parking buildings from earthquake damage.
- reallocating on-street road space to support national¹, regional² and city priorities for pedestrian-focused developments and to support active and public transport. We are implementing a cycle network programme to create cycleways that will make it easier and safer for people biking and walking. In addition, the Let's Get Wellington Moving \$6.8 billion work programme will create a significantly improved transport system over time. To achieve this, we need to start creating space along some key transport routes. It will mean removing some on-street parking spaces and prioritising the on-street space that is left. This will allow for a more effective public transport system with faster and more regular services. It will also mean we can drive less as other transport options (including cycling) will provide greater choices for us all.
- reprioritising Council-managed off-street parking for other purposes, such as the temporary, but medium-term, relocation of the Royal New Zealand Ballet to the Michael Fowler Centre car park.
- supporting initiatives to decrease carbon emissions and congestion by providing more space for electric-vehicle charging stations, car share and micro-mobility.

As a consequence of parking demand increasing and parking supply decreasing, the competition for road space is on the rise. The challenges and pressure points vary around the city and are different depending on the time of day and day of the week. In addition to competition for road space between road users, there is competition between users of the parking system, for example, residents, commuters and shoppers.

¹ The Government Policy Statement on Land Transport 2018.

² Wellington Regional Public Transport Plan and Wellington Regional Land Transport Plan.

3.1.3 Access needs are not always met

Wellington is a people-centred city and we want to enable everyone to contribute and participate. Many people face social and physical barriers and we need to ensure the city is accessible for all. For those who find active and public transport does not meet their needs, such as disabled people, older people, and parents with young children, their expectation is for an accessible city where they can readily access facilities, goods and services when and where they need to. The reality is that this expectation is not always met.

3.1.4 Climate change

In June 2019 Wellington declared a climate emergency and set the goal to become a zero-carbon capital by 2050. This means the Council will put protecting our environment and climate change at the front and centre of decision-making. We anticipate that we need to significantly reduce carbon emissions between 2020 and 2030.

Road vehicle emissions comprise approximately 38 percent of the city's carbon emissions. How we manage parking can support many of the proposed emissions reduction initiatives such as:

- prioritising road space for active and public transport modes
- allocating more on-street parking spaces for car share vehicles
- electric vehicle charging facilities and pick up/drop off areas for ride share services
- providing micro-mobility parking to encourage their uptake.
- The price of parking can also be used to influence what vehicles people drive plus how often and where they drive.

3.1.5 The value of parking is not fully recognised

Pricing of most Council-controlled parking is not fully user pays. The price at the meter or for the permit does not take in to account the full costs of parking vehicles, such as the lost opportunity to use the space for something else, the lost amenity and the cost on the environment.

Price can also exclude people who cannot afford to pay for parking at all.

Parking fees did not change between 2009 and 2019. As a result, how we set parking fees or the outcome from any price change is not always clear to the community. We need a clear pricing methodology that is linked to the parking policy's objectives.

3.1.6 Parking management is not tailored to local areas

Parking issues often involve factors such as transport issues, urban planning decisions, the topography, and the nature of local business, services and facilities. Parking management also needs to consider the relationship between both the on-street and nearby off-street parking.

If we do not consider all these factors, parking in some areas may not achieve:

- the best use of the space
- maximising the number of spaces per area
- the ideal turnover of cars per space
- the ideal occupancy rate for the space.

Using a tailored and 'whole-of-system' approach is called area-based parking management.

3.2 What do these factors mean for parking management?

There is tension between competing interests of parking availability, using public space and parking affordability. People often expect parking when and where they need it, at a reasonable price, but the Council on-street parking supply is decreasing and is expected to continue to decrease. Many areas of the city have complex and challenging parking issues because of this.

Some people are willing and can switch to using active or public transport but the incentives or, conversely, disincentives, to make this change are often not strong enough to do so. For many people, driving a private vehicle and parking is still cheaper, easier and more convenient than using other types of transport.



Demand is **increasing** due to:

- population growth
- aging population
- increasing car ownership rates per household
- business growth in the city centre.



Council supply is **decreasing** due to:

- loss of parking buildings from earthquake damage
- reallocating road space to better allow for national, regional and city priorities to support pedestrian-focused developments, and increase travel using active and public transport
- reprioritising Council-managed off-street parking for other purposes such as the Michael Fowler Centre car park for the New Zealand National Ballet building
- supporting initiatives to decrease carbon emissions and congestion by providing more space for electric-vehicle charging stations, car share and micro-mobility.

To achieve the type of the city we want, our parking needs to change. We need to make sure that parking aligns more clearly with our strategic fit diagram on page 6 of this document. The Policy needs to provide guidance on how to balance these challenges.

4. The draft parking policy

The draft policy is made up of the following components:

- parking objectives - what we want to achieve
- guiding principles - how we will make parking decisions
- parking space hierarchy - how we will prioritise parking in different areas of the city
- area-based approach - how we will take an area-by-area approach to making parking changes in the city.

The policy will be supported by parking management tools - how we manage demand and supply in different parts of the city.

4.1 Draft parking policy objectives

The draft parking policy objectives set out **what** we want to achieve - now and into the future.

The objectives are designed to guide the Council when it makes parking decisions.

Cities are complex and Wellington is in the process of moving from a transport system that is car dependent to one where active (eg, walking and cycling) and public transport will play a bigger role. There is a natural tension between some objectives, and this is unavoidable. Parking decisions will often require trade-offs between competing demands. One of the most difficult trade-off is between immediate private/individual benefits and changes that benefit the wider community and the community of the future.

The objectives (in no particular order):

- **Support shift in type of transport used** - facilitate a shift to using active (eg, walking and cycling) and public transport through parking management and pricing, to move more people driving fewer vehicles.
- **Support safe movement** - facilitate the safe and efficient movement of people and goods by focusing on people moving along transport corridors rather than people parking or storing stationary vehicles.
- **Support business wellbeing** - ensure parking management and pricing controls support economic activity in the central city, suburban centres and mobile trades and services.

- **Support city amenity and safety** - ensure on-street parking design and placement supports overall city amenity, safety, good urban design outcomes and attractive streetscapes.
- **Support access for all** - ensure disabled people, older people, pregnant women, and people with babies can access car parks throughout the city, Council facilities, and venues.
- **Support move to becoming an eco-city** - facilitate the uptake of car sharing, electric vehicles and other transport with low carbon emissions. Manage parking and incentivise a decrease in vehicle use to contribute to better water quality, air quality, stormwater management and biodiversity outcomes.
- **Deliver service excellence and a safe working environment** - provide a high standard of customer service for people who use Council parking spaces and introduce self-service and automated processes for all parking charges and permits to improve the parking experience (as technology allows). Ensure a safe working environment for those who deliver the parking service.

4.2 Draft parking policy principles

The draft parking policy principles set out **how** we will apply and manage the policy.

The principles (in no particular order):

- **Principle A: make iterative parking changes that are linked to improvements in the overall transport system. Any parking management changes will consider the impact that related changes in revenue will have on ratepayers.**

The city is in a period of transition where significant investment is being made to do this, but it will take time.

Consequently, changes to how parking is provided and managed need to be made incrementally over time, in consultation with affected communities, and support and be aligned to improvements in the overall public and active transport system.

The changes also need to consider the broader context of the Council's funding, and the impact any changes could have on ratepayers.

- **Principle B: manage the decreasing supply of Council-controlled parking by prioritising how space is used and who uses the spaces.**

We have developed a draft parking space hierarchy for different parts of the city to ensure that limited parking supply is prioritised appropriately. The parking space hierarchy forms a key part of the new parking policy. See the next section for more details.

- **Principle C: ensure that access to the city centre, Council facilities and suburban centres is inclusive and prioritises people who can't use active and public transport.**

The draft parking policy prioritises on-street and off-street mobility parking spaces and supports designated parking spaces for a broader group, for example, older people, pregnant women, and people with babies at Council parking buildings and facilities where there is known demand and it is practicable to do so.

- **Principle D: parking is priced at a level that achieves policy objectives, is consistent with broader transport objectives and supports Let's Get Wellington Moving.**

The overall approach to pricing favours making small pricing changes more frequently over larger infrequent changes. The Council will ensure that any increases are reasonable, justifiable, well communicated, and linked to policy objectives. The pricing methodology will be based on achieving the best use and highest priority uses for the parking spaces. Pricing will better reflect the demand.

- **Principle E: support local area-based parking plans where there is a need and community support.**

Introduce area-based planning to ensure more holistic travel and transport planning that supports the best possible mix of active and public transport, off-street and on-street parking, and footpath and vehicle usage. A more joined-up approach will consider the use of the on and off-street space for pedestrians, active and public transport, and vehicles.

From time to time parking issues arise that require a tailored approach for an area of the city. The area surrounding the airport - where there was significant overflow of airport parking - is a recent example of that. In the future, any significant change to the transport infrastructure in a particular area will impact on the provision of parking and also require a 'whole-of-transport-system' approach.

Local area-based parking plans would provide guidance to improve transport services and manage parking based on local circumstances. The Council could then make decisions on transport and parking management based on evidence and select from a wide range of tools to achieve the best use of the space.

Local area-based parking plans should be developed in discussion with the local community and residents, key employers, service providers and business stakeholders to consider local issues and ensure collaboration with others to resolve problems.

- **Principle F: primarily focus the Council's role on prioritising existing space, not on increasing parking supply.**

In the central city, the Council is a small provider of parking supply and management. In the long term the Council can influence the provision, design and location of off-street parking through the District Plan. In the short-term the Council is focusing on prioritising the use and the users of the 14 percent of central area parking spaces it controls, and parking more generally in the rest of the city.

From time to time, the Council may provide additional temporary parking to support the Let's Get Wellington Moving work programme.

- **Principle G: provide parking space availability information.**

The congestion resulting from driving around the city searching for a vacant and appropriate parking space can be reduced by improving the level of and accessibility to parking information.

Parking space occupancy can also be improved by providing more information and making it easier for drivers to find that information.

- **Principle H: align Council business operations with the parking policy and report annually on performance.**

To ensure the Council can determine whether it is managing its parking effectively and efficiently, it will monitor long-term outcome indicators of its business operations plus performance measures to ensure objectives are being met. Where they are not being met, the Council can make the necessary changes to how parking is being managed.

4.3 Draft parking space hierarchy - how we will prioritise parking?

As Wellington city grows, the demand for the limited supply of on-street and Council off-street space will also grow. This demand must be managed to reduce congestion and ensure reasonable access for all.

As parking demands vary in different locations throughout the city, we have set draft priorities for the types of area:

- key transport routes
- the central area (central business district)
- suburban town centres - such as the shopping precincts of Kilbirnie, Johnsonville, Tawa, Karori etc
- city fringe areas
- residential streets
- our parks, sports, recreation and other community facilities
- Council-managed off-street parking.

This pressure will be highest in business and retail centres where there are concentrations of public services, and at recreation facilities. Improvements to support active and public transport will require extra road space to operate safely and efficiently.

We have developed a draft parking space hierarchy that supports the transport priorities to guide us when we are making parking provision decisions and allocating parking spaces. The parking space hierarchy describes which types of parking have the highest and lowest priorities in different areas. It also sets out the priority level for that type of parking space, not the amount of spaces.

For example, mobility parking is a high priority in most areas but not all spaces available will be mobility parking spaces.

Key transport routes	Central city	Suburban centres (shopping precincts)	City fringe and inner city suburbs
Safe and efficient movement of people and goods (footpaths, bus lanes, cycleways, no stopping zones/clearways, construction and maintenance works)			
If remaining space is available, consider using the following hierarchy			
Bus stops	Bus stops	Bus stops	Bus stops
Urban design features	Mobility parks	Mobility parks	Urban design features
Mobility parks	Urban design features	Urban design features	Residents parks
Loading zones	Bicycle and other micro-mobility parks	Bicycle and other micro-mobility parks	Car share parks
Bicycle and other micro-mobility parks	Loading zones	Short-stay parks	Mobility parks
Car share parks	Short-stay parks	Loading zones	Electric-vehicle charging parks
Electric-vehicle charging parks	Small passenger service vehicles/taxi stands	Motorcycle parks	Short-stay parks
Short-stay parks	Car share parks	Small passenger service vehicles/taxi stands	Loading zones
Small passenger service vehicles/taxi stands	Electric-vehicle charging parks	Car share parks	Bicycle and other micro-mobility parks
Motorcycle parks	Motorcycle parks	Electric-vehicle charging parks	Public bus layover
Public bus layover	Coach and bus parks	Public bus layover	Small passenger service vehicles/taxi stands
Bus and coach parks	Public bus layover	Coach and bus parks	Motorcycle parks
Residents parks	Residents parks	Residents parks	Commuter parks
Commuter parks	Commuter parks	Commuter parks	Coach and bus parks
Long stay parking of private non-motorised vehicles (trailers, towed caravans, boats), advertising vehicles and motorhomes			

Outer residential areas	Council parks, and sports, recreation and community facilities off-street parking	Council's central city off-street parking	
	N/A		Priority uses
Bus stops	Bicycle and other micro-mobility parks	Mobility parks	Medium priority
Urban design features	Mobility parks	Bicycle and other micro-mobility parks	
Residents parks	Motorcycle parks	Motorcycle parks	
Car share parks	Short-stay parks	Short-stay parks	
Mobility parks	Coach and bus parks	Car share parks	
Electric-vehicle charging parks	Urban design features	Electric-vehicle charging parks	
Short-stay parks	Electric-vehicle charging parks	Commuter parks	
Loading zones	Car share parks	Loading zones	
Public bus layover	Small passenger service vehicles/taxi stands	Coach and bus parks	
Bicycle/micro-mobility parks	Residents parks	Public bus layover	
Small passenger service vehicles/taxi stands	Commuter parks	Urban design features	
Motorcycle parks	Public bus layover	Bus stops	
Commuter parks	Loading zones	Residents parks	
Coach and bus parks	Bus stops	Small passenger service vehicles/taxi stands	Lowest priority

4.4 Proposed area-based approach - how will we implement the new policy?

As suburbs in Wellington City are a mix of more than one type of parking area, an integrated approach (area-based plan) will need to consider, at a minimum, the following:

- Planning for Growth and the review of the District Plan
- the private and commercial off-street parking supply and demand
- current and proposed transport system improvements
- current and proposed location of amenities
- current occupancy and turnover rates.

The area-based plans would be developed in discussion with local communities.

The timing for developing and implementing each area-based plan will be based on the following triggers:

- Let's Get Wellington Moving project delivery timeframes
- Wellington City Council Network Connections, Bus Priority and other significant transport projects
- significant public health and safety risks
- technological capability and improvements.

4.5 Our parking management tools - how we will manage demand and supply

The Council's priority is to improve active and public transport infrastructure to decrease single occupancy private vehicle use and, therefore, decrease the demand for parking. Although significant funding is earmarked for this, the shift in travel behaviour takes time and the demand for parking still needs to be managed. When parking demand exceeds parking supply, we are proposing to use a range of parking management tools to address these issues.

It is proposed the parking management tools will be introduced incrementally, depending on the need and what parking management system is already in place. For example, if the parking problem is already severe, and lower interventions are already in place, the intervention for a severe level should be applied. The parking management tools seek to achieve the parking space hierarchy for the effected area.

It is proposed the cost of parking will be used to get the best use of spaces (optimal occupancy and turnover) while parking designations, and permit schemes or

restrictions used to provide spaces for priority parking use types - such as mobility parking, car share parking and loading zones.

4.5.1 Proposed approach for pricing Council parking

The most important tool to manage parking is the fee paid by parking space users, whether this is an hourly rate, the price of a permit or a discount or subsidy. Pricing remained unchanged from 2009 to 2019, although the Council increased the area where fees are charged, and it has not always been clear to the community how those fees have been derived or what the outcome is from the price change. Long term, the proposed parking policy proposes a shift to a more demand-based and dynamic approach to pricing and would link to the proposed objectives and parking space hierarchy.

For example, we could introduce a new hourly rate or a higher hourly rate in areas where short-stay parking is a high priority and vehicles currently park for long periods of time. To encourage people to move on from parking spaces within a reasonable time,³ the hourly rate should increase exponentially over time. Parking time restrictions could then be removed. If the turnover of vehicles is not high enough to provide adequate access to retail, services and entertainment, we could increase the hourly rate.

Conversely, in areas where parking occupancy is very low, either at all times or only at certain times of the day or week, the hourly rate could be decreased to encourage people to move from parking in areas of high demand to the areas of low demand.

This parking approach is a mix of demand-responsive parking and exponential parking charges.

The shift to a new pricing approach for the city is dependent on amending the current Wellington Consolidated Bylaw 2008 Part 7: Traffic and parking infrastructure. In the short-term, pricing could reflect demand. When pricing could be introduced or when current prices need to change is explained in more detail in the following area-specific parking hierarchies.

³ short-stay is considered to be less than three hours.

4.5.2 Proposed parking management tools for key transport routes

Key transport routes⁴ include roads and streets where there are higher priority transport requirements, such as public transport over on-street parking. On these roads, on-street parking will need to be reduced or removed; either during peak traffic hours only or at all times, to

create the road space for dedicated bus lanes or other forms of active and public transport.

The following parking management tools are proposed and would be implemented based on the draft parking space hierarchy for key transport routes outlined in section 4.3.

Parking management issue	Parking management tools	
On-street parking is impeding vehicle movement on key transport routes during peak hours. For example, peak hour bus journeys take longer due to vehicles parked on the street.	Introduce a clearway to restrict parking during the peak hours only.	
On-street parking is frequently impeding vehicle movement on a key transport route in peak and off-peak hours.	Remove on-street parking from the key transport route. Re-assign parking designations in the side streets, if required, following the relevant parking space hierarchy.	
Demand for parking in side streets off the key transport route increases.	Introduce time restrictions.	
Following the introduction of time restrictions, demand for parking in side streets off the key transport route increases.	Introduce parking charges.	Intervention hierarchy based on level of impact: Low to severe
There is limited alternative parking in the side streets off the key transport route.	Explore options with partner organisations to increase active and public transport use, such as travel demand management planning and bus scheduling. Consider increasing off-street parking supply. This may be through shared parking arrangements with existing private or commercial parking facilities or the creation of a new parking facility. New parking facilities may or may not be managed by the Council and may be a short or long-term solution.	

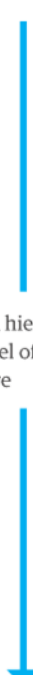
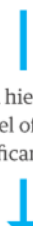
⁴ Key transport routes have not been identified in the policy to provide for flexibility as bus and other public transport routes may change over time.

4.5.3 Proposed parking management tools for the central city

The use of on-street short-stay parking is important to support access to the retail, service and entertainment sectors in the central city. The management of demand needs to be agile to respond both in price and parking restrictions to enable people to access parking when and where it is needed. There is a large supply of non-Council off-street parking in this area which provides for long-stay parking, allowing our short stay on-street parking to be purposely targeted. This applies to the on-street space for four and two-wheeled vehicles (typically both cars and motorcycles/mopeds).

There are distinct parking zones in the central city based on parking space occupancy and vehicle turnover patterns. To make the best use of parking spaces (not over or under-occupied), the price per hour needs to be high enough to reduce demand when occupancy is over 85 percent and low enough to maintain average occupancy above 50 percent. The parking space designations need to be actively managed to ensure that the highest priority parking types are available where possible.

The following parking management tools are proposed and would be implemented based on the draft parking space hierarchy for the central city as outlined in section 4.3.

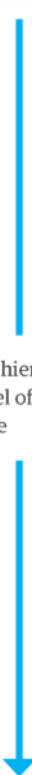
Existing pay-by-space parking for four-wheeled vehicles		
Parking management issue	Parking management tools	
<i>High demand scenario</i>		
Demand for parking is minor or alternative private off-street parking is available.	Accept impacts.	 <p>Intervention hierarchy based on level of impact: Low to severe</p>
Demand for parking increases and overstaying and/or non-payment is becoming frequent.	Increase enforcement to increase compliance.	
Demand for parking is high (occupancy of spaces is consistently over 85 percent, turnover is low, duration of stay regularly exceeds three hours, and non-compliance is high).	<ol style="list-style-type: none"> 1. Increase hourly charge during the periods of high occupancy. 2. Extend charging timeframe to times of the day and week where demand is increasing. 3. Introduce exponential pricing after the first three hours to encourage turnover. 	
Demand for parking continues even where exponential charges are in place.	Increase the hourly rates during the periods of high occupancy (over 85 percent).	
Demand for parking continues to occur and price increases have not sufficiently reduced demand (occupancy continues to regularly exceed 85 percent).	<p>Explore options with partner organisations to increase active and public transport use, such as travel demand management planning and bus scheduling.</p> <p>Consider shared use agreements with private parking providers.</p>	
<i>Low demand scenario</i>		
Low occupancy of on-street short-stay parking (occupancy of spaces is consistently under 50 percent).	Decrease the hourly rate during the periods of low occupancy.	 <p>Intervention hierarchy based on level of impact: Low to significant</p>
Low occupancy of on-street short-stay parking continues despite decreasing hourly rate (occupancy of spaces continues to be consistently under 50 percent).	Reduce the charging timeframe;	





The following management tools for motorcycle parking are similar to those proposed for four-wheeled vehicles.

Competition for motorcycle parking is already high and as competition for public on-street road space increases, it is expected that long-stay or commuter motorcycle parking in the central city will need to shift to commercial off-street parking facilities. It is likely that time restrictions or pricing will need to be introduced to manage demand.

We propose to prioritise short-stay parking and access to facilities and services in the city for motorcycles over long-stay or commuter parking.

The management tools would apply bay by bay and not necessarily be applied to all motorcycle parking bays in all locations in the central city at the same time. The management tool used will reflect the demand and use pattern in that area, which will vary during the day and during the week.

Parking for motorcycles at on-street motorcycle parking bays		
Parking management issue	Parking management tools	
<i>High demand scenario</i>		
Demand for motorcycle parking is minor or alternative private off-street parking is available and being used.	Accept impacts.	 <p>Intervention hierarchy based on level of impact: Low to severe</p>
Demand for motorcycle parking increases and inappropriate parking more common (such as parking on the footpath).	Increase enforcement to increase compliance.	
Demand for motorcycle parking is high (occupancy of spaces is consistently over 85 percent, turnover is low, duration of stay regularly exceeds three hours, and non-compliance is high).	Introduce time restrictions to prioritise short-stay parking of motorcycle and to increase turnover of spaces during the periods of highest occupancy.	
Demand for motorcycle parking remains high, (occupancy of spaces is consistently over 85 percent, turnover is low, duration of stay regularly exceeds three hours, and non-compliance is high).	<ol style="list-style-type: none"> 1. Introduce a parking charge proportional to the road space used per motorcycle during the periods of highest occupancy. 2. Extend charging timeframe to times of the day or week where demand is increasing. 3. Introduce exponential pricing after the first three hours to encourage turnover. 	
Demand for motorcycle parking continues even where exponential charges are in place.	Increase the hourly rates during the periods of high occupancy (over 85 percent).	


<i>High demand scenario continued</i>		
Demand for motorcycle parking continues to occur and price increases have not sufficiently reduced demand (occupancy continues to regularly exceed 85 percent).	Explore options with partner organisations to increase active and public transport use, such as travel demand management planning and bus scheduling. Consider shared use agreements with private parking providers or other ways to increase motorcycle parking space supply.	 Intervention hierarchy based on level of impact: Low to severe 
<i>Low demand scenario</i>		
Low occupancy of on-street motorcycle parking at certain times of the day or day of the week (occupancy of bay space is consistently under 50 percent).	Explore opportunities for shared use of the space at times of low demand.	 Intervention hierarchy based on level of impact: Low to significant 
Where charges are in place: Low occupancy of on-street motorcycle parking (occupancy of bay spaces is consistently under 50 percent).	Decrease the hourly rate during periods of low occupancy.	
Where time restrictions are in place: Low occupancy of on-street short-stay motorcycle parking continues despite decreasing hourly rate (occupancy of spaces continues to be consistently under 50 percent).	Reduce charging timeframe or time restriction.	
After removing time restrictions and charges: Low occupancy of on-street motorcycle parking (occupancy of bay space continues to be consistently under 50 percent).	Consider whether the location and/or provision of the motorcycle bay is appropriate. Apply the parking space hierarchy for the central city when determining future use of the road space.	

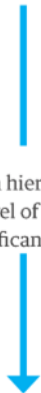
4.5.4 Proposed parking management tools for suburban centres

Our suburban centres are active retail destinations and important for local community services. Parking has tended to be less stringently managed and supply is more readily available in these areas. However, with an increasing population and placing a higher priority on active and public transport over parking on key

transport routes, it is expected that parking will be more constrained in the future. Increased tools to manage demand are expected to be needed and are described as follows.

The following parking management tools are proposed and would be implemented based on the draft parking space hierarchy for suburban centres as outlined in section 4.3.

Parking management issue	Parking management tools	
<i>High demand scenario</i>		
Demand for parking is minor or alternative private off-street parking is available.	Accept impacts.	 <p>Intervention hierarchy based on level of impact: Low to severe</p>
Demand for parking increases and overstaying and/or non-payment is becoming frequent.	Increase enforcement to increase compliance.	
Demand for parking is high (occupancy of spaces is often over 85 percent, turnover is low, turnover of spaces is low, and non-compliance is high).	<ol style="list-style-type: none"> 1. Introduce or reduce (if in place) time limit restrictions. 2. Increase enforcement to ensure compliance. 	
Demand for parking continues to increase, (occupancy of spaces is consistently over 85 percent, turnover is low, duration of stay regularly exceeds current time restriction, and non-compliance is high).	Introduce charges when parking occupancy is high.	
Demand for parking occurs during time periods outside of current charging timeframe (occupancy of spaces is consistently over 85 percent, non-compliance is high).	Extend charging timeframe into new time periods.	
Demand for parking continues to occur and price increases have not sufficiently reduced demand (occupancy continues to regularly exceed 85 percent).	<p>Explore options with partner organisations to increase active and public transport use, such as travel demand management planning and bus scheduling.</p> <p>Consider shared use agreements with private parking providers or other ways to increase parking space supply.</p>	

<i>Low demand scenario</i>		
Low occupancy of on-street short-stay parking occurs (occupancy of spaces is consistently under 50 percent at evenings and weekends).	Decrease the hourly rate during the periods of low occupancy.	 <p>Intervention hierarchy based on level of impact: Low to significant</p>
Low occupancy of on-street short-stay parking continues despite decreasing hourly rate (occupancy of spaces continues to be consistently under 50 percent).	Reduce charging timeframe for parking.	
Low occupancy of on-street short-stay parking continues despite reducing charging timeframe and decreasing hourly rate (occupancy of spaces continues to be consistently under 50 percent).	Remove parking charges and any time restrictions.	

4.5.5 Proposed parking management tools for city fringe and inner-city suburbs

There are many parking pressures in the city fringe and inner-city suburbs and often there is limited commercial and private off-street parking. Residents’ parking schemes prioritise residents to park on the street, and coupon parking schemes allow commuters to park close to the city relatively cheaply.

The parking policy proposes a two-stage approach with changes based on the severity of the parking situation. Firstly, where the impact is moderate, the demand can be managed by making changes to the existing scheme. Secondly, if the demand continues or where the impact is severe, introduce the proposed new scheme.

The proposed new scheme is based on a short stay (P120) approach with “resident exempt” permits for eligible residents. This follows the Auckland Transport model introduced gradually from 2016 and enables short-stay visits for tradespeople and visitors at the same time as discouraging daily commuters parking in the city fringe where it conflicts with residents.

It is anticipated that over time all inner-city suburbs, including Newtown, will need to change to the new scheme.

The following parking management tools are proposed and would be implemented based on the draft parking space hierarchy for city fringe areas as outlined in section 4.3.

Parking management issue		Parking management tools	
<i>Stage One: parking demand or conflict is minor to moderate, and a current residents' scheme exists</i>			
Demand for parking is minor or alternative private off-street parking supply is adequate.	Accept impacts.		Intervention hierarchy based on level of impact: Low to severe
Demand for parking is moderate, turnover is low and there is conflict between users.	<ol style="list-style-type: none"> Increase monitoring and enforcement to ensure compliance with the scheme. Reduce or remove coupon parking in zones where it conflicts with residents and apply the parking space hierarchy priorities for city fringe to reallocate the parking spaces for active transport and low carbon vehicles. 		
Demand for parking remains moderate; turnover remains low and there is increasing conflict between users.	<ol style="list-style-type: none"> Restrict permits to households where there is no off-street parking (availability of off-street parking determined by whether there is a kerb crossing to a residential address and/ or a valid encroachment license). Reduce permits to households where there is no off-street parking to one permit each. 		
<i>Stage two: parking demand or conflict is significant - introduce new scheme</i>			
Demand for parking is significant (eg, ratio of permits issued to available parking spaces is higher than 2:1). Parking turnover is too low to provide short-stay access for residents. Parking conflict between users is significant.	<p>Introduce new residents' parking scheme as per below.</p> <p>The introduction of a new scheme will require community consultation.</p>		Intervention hierarchy based on level of impact: Low to severe

Draft design for a new residents’ parking scheme

The introduction of a scheme to an area will be guided by the ratio of households with off-street parking to households with no off-street parking. We will consider introducing a resident-exempt parking scheme in those areas and streets where the proportion of households without any off-street parking exceeds 40 percent.⁵

The following draft priorities will be applied until the exemption permit limit (85 percent of total available spaces) is reached.⁶

1. Mobility permit holders
2. Electric vehicle owners with no off-street parking

3. Pre-1930s houses or pre-1940s apartments with no off-street parking
4. Other pre-2020 dwellings with no off-street parking (those built after the 1940s but before 2020)
5. All existing dwellings with one or more off-street parking space
6. Businesses located within the parking zone
7. New dwellings and homes built after 2020
8. Second permits - following the priorities 1-7 above until cap is reached.

The new scheme design would be tailored to address specific parking objectives or overcome particular parking issues:

Scheme issue	Scheme design feature
Insufficient on-street parking for residents with no off-street parking and for visitors. Competition for space with daily, predominantly weekday, commuters.	Move and/or reduce the amount of coupon parking. Increase supply for residents and parking turnover for short-stay visitors. In high-demand areas, this may include pay-by-space parking. Provide street space for micro-mobility parking, mobility parks, and car share scheme spaces.
Large resident parking zone areas resulting in people driving within zone to be closer to the central city/shops/ other amenities or people “storing” secondary cars away from their home.	Design smaller exemption zone areas.
Enable closer management of supply and demand, but with enough scope to support short-term visitors and tradespeople.	Cap on overall permits available (85 percent of spaces available). Set annual application and renewal date and only issue permits for 12 months (with refund option for those moving out of an area).
Improve scheme administration efficiency and costs. Inappropriate use of permits. Provide reasonable access by private vehicle for visitors and tradespeople.	Cease the suburban trade permit scheme. Provide a set number of one-day coupons for residents in residential parking zones per annum visitors and tradespeople can use. Introduce online applications and permits.
Support accessibility for disabled residents with limited alternative transport options. Encourage electric vehicles and lower emissions.	Price differentials possible for: <ul style="list-style-type: none"> • mobility permit holders • electric vehicle car owner discount option • multiple permit holders.

⁵ Based on 2019/20 data as the baseline and categorises off-street capacity to include any of the following: a driveway via a kerb crossing; a garage (whether or not it is actively being used to store a vehicle) or an encroachment licence issued for the purpose of parking.

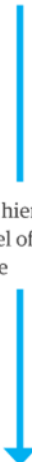
⁶ The priority ranking does not determine the number of parking spaces allocated.

4.5.6 Proposed parking management tools for outer residential areas

With population growth and the increased use of public transport there is sometimes pressure on Greater Wellington Regional Council’s off-street park and ride facilities causing overspill into surrounding residential streets. There are also informal park and ride situations where people are driving part way to a transport hub, and parking on the street before using public transport. They are often parking for more than four hours on streets close to a bus stop or train station.

In most residential streets in the city this does not cause any conflict with businesses, Council recreation or community facilities, or residents because there are sufficient commercial and private off-street capacity (more than 40 percent of businesses and households have access to off-street parking) to meet the needs of the high priority parking. However, in some streets, at some times of the day or days of the week, the overspill leads to conflict, restricts access or compromises the safety of road users.

The following parking management tools are proposed and would be implemented based on the draft parking space hierarchy for residential areas as outlined in section 4.3.

Parking management issue	Parking management tools	
Overspill activity has a minor impact on parking in neighbouring streets.	Accept overspill impact.	 <p>Intervention hierarchy based on level of impact: Low to severe</p>
Overspill activity has a moderate impact on parking in neighbouring streets.	<ol style="list-style-type: none"> Increase monitoring and enforcement to discourage illegal parking activity. Introduce time restrictions. 	
<p>Overspill activity has a significant impact on parking in neighbouring streets.</p> <p>Overspill parking is creating a safety hazard, preventing access for emergency and service vehicles.</p> <p>Illegal parking activity is high (such as parking on the footpath).</p>	<ol style="list-style-type: none"> Explore options with partner organisations to increase active and public transport use, such as travel demand management planning and bus scheduling. Introduce parking restrictions and clearways. Introduce a charging regime to manage demand. 	

4.5.7 Proposed parking management tools for Council parks, and sports, recreation and other community facilities

The Council often has off-street parking at many of its sports, recreation and community facilities. They are for the customers and users of Council facilities, reserves, open spaces and sportsfields. These have tended to be managed locally and as required by relevant legislation,⁶ but with increased parking pressure in some areas there needs to be agreed tools to manage demand, especially where this demand is conflicting with the users of the facilities.

At some sites and at some times of the day or week there is overspill on to the surrounding streets, which can have an impact, not only to those trying to access the facility, but also with residents or businesses. Therefore, the parking management tools for the relevant on-street parking area must be considered in conjunction with the proposed parking management tools for this type of off-street parking.

The following parking management tools are proposed and would be implemented based on the draft parking space hierarchy for Council facilities as outlined in section 4.3.

⁶ Wellington Town Belt Act 2016 and the Reserves Act 1977

Parking management issue	Parking management tools	
Demand for parking for users and visitors is minor or alternative on-street parking is available and not leading to conflict with other priority parking space users (such as residents in a residential area).	Accept impacts.	
Demand for parking for users and visitors is resulting in more than 85 percent occupancy rates at peak facility times and low parking space turnover.	Introduce a time restriction suitable to the use of the facility (such as a swimming pool, P120 ⁷ , during swimming pool opening hours).	
Demand for parking for users and visitors occurs during time restriction period (occupancy of spaces is consistently over 85 percent, turnover is low, duration of stay regularly exceeds current time restriction, non-compliance is high, dangerous parking behaviour increases).	Introduce compliance and enforcement measures to deter misuse, such as clamping, towage or fines. Introduce access barriers to the parking areas and restrict access to users/visitors of the facility only during opening/peak use times.	
Demand for parking for users and visitors continues to occur during time restriction period despite compliance and enforcement measures (occupancy of spaces is consistently over 85 percent, turnover is low, duration of stay regularly exceeds current time restriction, non-compliance is high, dangerous parking behaviour increases).	Introduce parking charges for users.	Intervention hierarchy based on level of impact: Low to severe
Demand for parking for users and visitors occurs during facility opening hours and price increases have not sufficiently reduced demand (occupancy regularly exceeds 85 percent, turnover is low, duration of stay regularly exceeds current time restriction, non-compliance is high, dangerous parking behaviour increases).	Explore options with partner organisations to increase active and public transport use, such as travel demand management planning and bus scheduling. Consider increasing off-street parking supply. This may be through shared parking arrangements with existing private or commercial parking facilities or the creation of a new parking facility. Any new parking facility may or may not be managed by the Council and may be a short or long-term solution.	

Note: There is no proposed management measure for the Council’s other off-street parking facilities. The Clifton Terrace parking building is owned by New Zealand Transport Agency, therefore the Council has limited influence over how it is managed. Waterfront parking is managed under the Wellington Waterfront Framework that states that any parking on the waterfront is to support people who visit, live and work on the waterfront and not for commuters.

⁷ Time restrictions for the mobility parking spaces may be longer.

4.6 Ensuring access for all

A mobility parking permit allows you to park in mobility car parks for longer than the time restriction. Normal parking charges generally still apply.

We are not proposing to change the existing concession for mobility permit holders, which is, to park:

- for one hour over any time restriction of 30 minutes or longer
- one hour over the time that the permit holder has paid for.

This recognises the extra time needed to get to and from destinations.

The method of payment must be accessible and easy to use. Therefore we will continue to provide a meter that accepts coins at each mobility car park.

We will continue to encourage the use of Smart Park (a prepaid electronic meter).

5. How to have your say

Please let us know what you think about these proposals.

To have your say you can:

- Provide your feedback online at letstalk.wellington.govt.nz/managecityparking
- Email your completed submission form or feedback to parkingpolicy@wcc.govt.nz
- Post your views on facebook.com/wellingtoncitycouncil, using the hashtag #Parking
- Mail to FREEPOST 2199, Wellington City Council, PO Box 2199, Wellington 6140, Policy Team
- Make an oral submission. You can speak directly to a councillor as part of oral hearings. They are scheduled for X. Please indicate in your submission if you wish to be heard by a panel of councillors.

5.1 What is the submission timeframe?

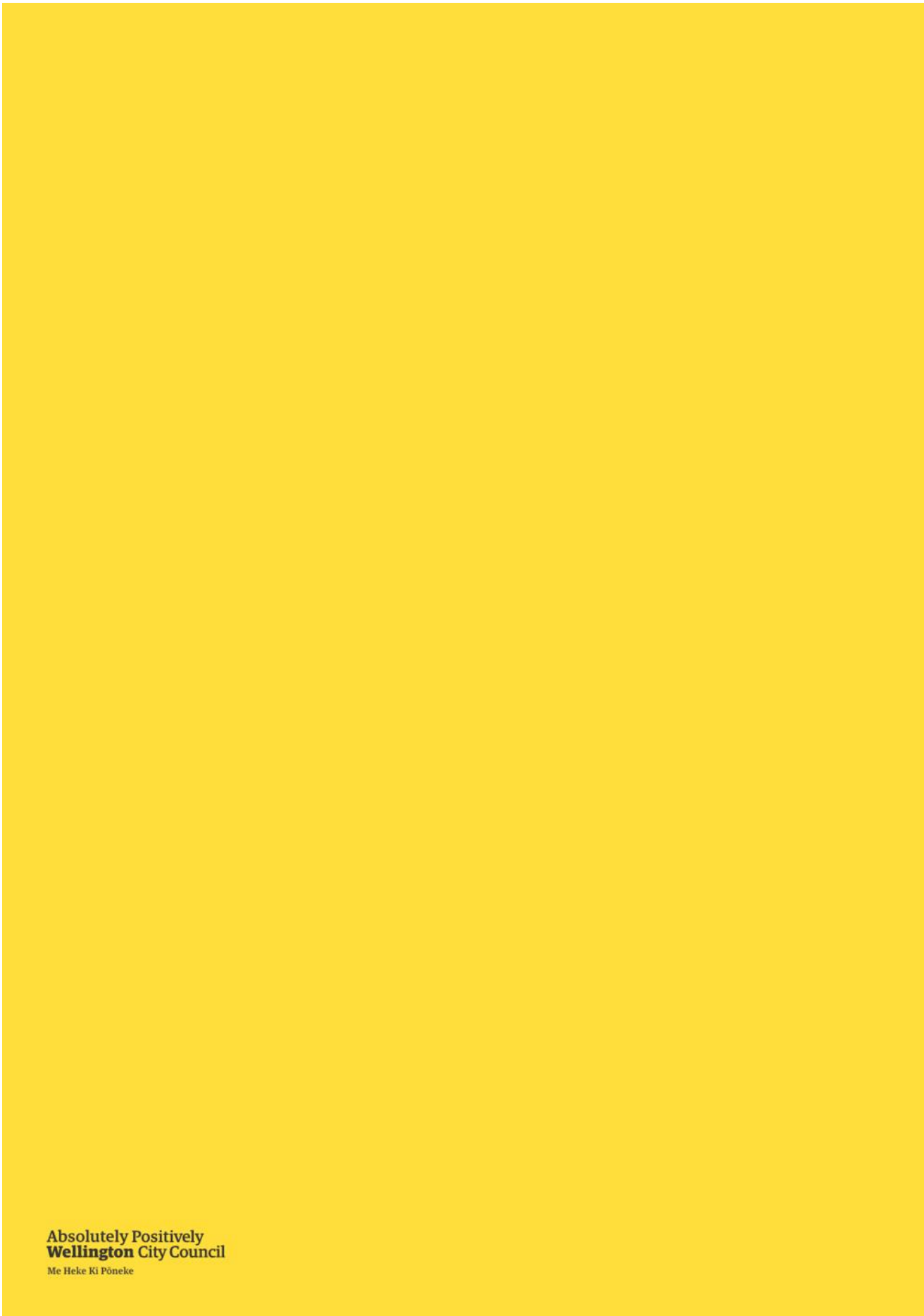
The consultation is open until 5pm X April 2020.

The Council will consider your feedback in mid-2020 and the new policy will start to be implemented from the end of 2020. This timeline is set out in the Smarter ways to manage city parking website accessed at letstalk.wellington.govt.nz/managecityparking

5.2 What happens to your feedback?

Your submission, those of other submitters and research on community views about parking conducted by the Council will help inform councillors and finalise the new parking policy.

More information on parking in Wellington and the proposed new policy can be accessed at letstalk.wellington.govt.nz/managecityparking



Absolutely Positively
Wellington City Council
Me Heke Ki Pōneke

Levers	Benefits	Risks and mitigations
Improvements to parking services		
Standardise the 12-month duration for resident parking permits.	<p><i>Supports city amenity</i> – by matching the number of permit holders more closely with available parking supply only issuing permits to people prepared to pay for 12 months which may reduce overall demand.</p> <p>The balance of time could be refunded on application and return of the permit, which may reduce misuse of permits.</p> <p><i>Delivers service excellence and a safe working environment</i> – administratively more efficient to have a standardised duration of time.</p>	<p>Having a standard issue of 12-month resident parking permits could result in continued use after residency ceases as there is a financial advantage from continuing to use the permit rather than pay for parking elsewhere.</p> <p>Economically inefficient for people who have tenancies that are less than 12 months.</p>
Greater levels of enforcement in resident parking areas.	<p><i>Delivers service excellence and a safe working environment</i> – enforcement of parking rules will mean clearer expectations for drivers that parking restrictions will be enforced. Fewer infringements over time will contribute to achieving optimum occupancy and parking availability.</p>	<p>Negative perceptions of Council increasing its focus on parking compliance.</p> <p>Additional costs to fund increased compliance and enforcement recouped by infringement revenue.</p>
Promote technology that provides information about parking availability and improves efficiency of compliance monitoring and enforcement.	<p><i>Delivers service excellence and a safe working environment</i> – promote and improve information about parking availability that makes the parking experience (and associated alternatives eg, public transport) better. Use sensor technology to provide information about available parking.</p>	<p>Additional technology investment costs for ratepayers.</p> <p>There may be negative perceptions of an increased use of CCTV or sensor technologies for parking purposes.</p> <p>Not all people that drive have access to or are able to use online technology</p>
Support local solutions		
Area-based planning so residents can influence local parking solutions (prior to involvement at traffic resolution stage).	<p><i>Delivers service excellence and a safe working environment</i> – Area-based planning means local needs can be incorporated into parking design. This results in more holistic travel planning and supports the best possible mix of active and public transport, off-street and on-street parking and footpath and vehicle usage. Should result in reduced overspill as unintended consequences of parking changes in to neighbouring areas are managed proactively.</p> <p><i>Supports shift in type of transport used</i> – by considering parking supply and location to complement other transport modes to give people travel choices.</p> <p><i>Supports city amenity</i> – integrate good urban design into area-based planning to ensure the placement and design of parking spaces optimises city amenity and enjoyment of the public space.</p>	<p>Can take more time to implement as more organisations required to be involved in the decision-making. Likely to result in tough trade-off discussions as not able to accommodate everyone's wants and needs.</p> <p>Designing local solutions needs to be completed so that there is still consistency across Wellington, for example, so users moving between areas understand the parking system as a whole.</p>

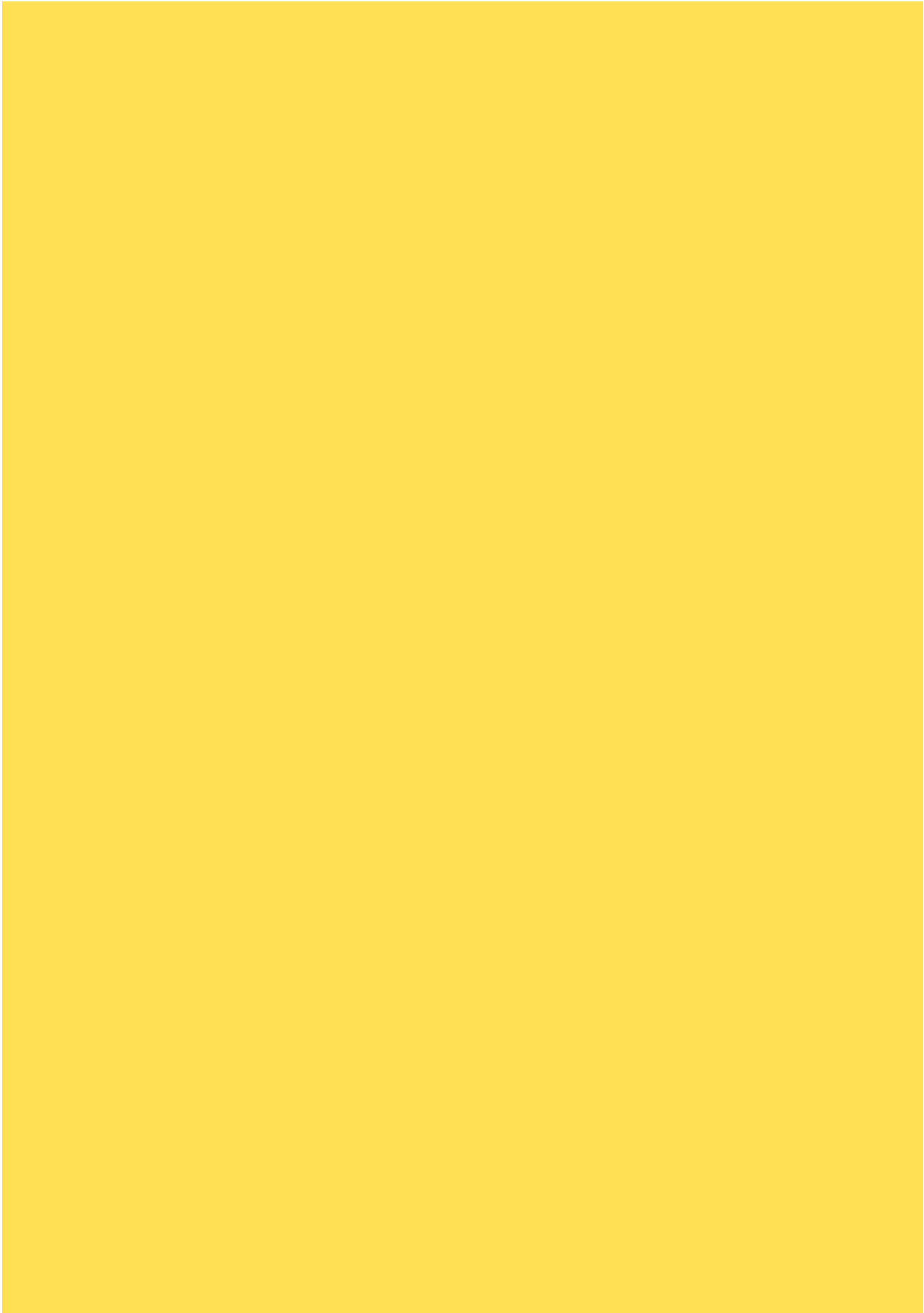
DRAFT

**2019/20 Parking
Policy Review -
Discussion document**

18 January 2020



Absolutely Positively
Wellington City Council
Me Heke Ki Pōneke



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Glossary

Active transport modes - non-motorised forms of transport that use human physical activity to move, such as walking and cycling.

Area-based approach - a holistic and integrated approach to an area of the city that has acute parking issues.

Carbon emissions - Transport-related carbon dioxide emissions.

Central city - includes the Golden Mile, Thorndon Quay, the Parliament precinct/ Molesworth street area of Thorndon, Cuba street area as far as Webb Street and Kent/ Cambridge Terraces, and part of Oriental Bay to the band rotunda.

Exponentially - the hourly price increases every additional hour of stay.

Let's Get Wellington Moving - a joint initiative between Wellington City Council, Greater Wellington Regional Council and the NZ Transport Agency. It focuses on the area from Ngauranga Gorge to the airport, encompassing the Wellington Urban Motorway and connections to the central city, Wellington Regional Hospital and the eastern and southern suburbs.

Micro-mobility - small, light vehicles like bicycles, electric scooters and electric bicycles.

On-street parking - parking your vehicle on the street as opposed to in a garage, parking building or on a driveway. On-street parking in urban areas is often paid parking and/or has time restrictions.

Off-street parking - parking your vehicle anywhere that is not a street, such as a garage, parking building or on a driveway. Can be indoors or outdoors, and be private or commercial parking.

Parking designations - a parking area marked by signage and/or road markings that is restricted to a vehicle type and/or valid permit-holders only, for example, loading zones, mobility parking spaces, taxi stands, residents' parking.

Short-stay parking - time limited parking spaces of three hours or less.

Urban design features - street trees, footpath buildouts, sculptures, seating and similar features that enhance public spaces.

User pays - a pricing approach where consumers (users) pay the full cost of the goods or services that they use.

Introduction

Parking is an important part of city life. It contributes to how many people access our city and its services.

Our parking expectations have been built on increased reliance on private vehicles. However, we are already operating in a constrained environment. The supply of Council-controlled parking spaces, particularly in the central city, has decreased for a number of reasons, and our population and car ownership is growing. This has resulted in challenges and pressure points between the use of road and footpath space, safety and amenity.

As we look to the future, we need to consider the expected trends and how we want to shape our city. We will need to change how we move into and around the city and this will effect how we use our streets, including parking spaces.

Our city is growing. Over the next 30 years, Wellington will be home to another 50,000 to 80,000 people. The region will also continue to grow, with many more commuters coming into the city.

To accommodate this growth, we need a more efficient transport system that makes better use of our limited road space. This means moving more people using fewer vehicles: using more public transport, more walking and cycling, and fewer people driving and parking in busy areas.

The **Let's Get Wellington Moving** work programme will create a significantly improved transport system over time. To achieve this, we need to start creating space along some key transport routes. It will mean removing some on-street parking spaces and prioritising the on-street space that is left. This will allow for a more effective public transport system with faster and more regular services. It will also mean we can drive less as other transport options (including cycling) will provide greater choices for us all.

Community aspirations. More people live in and around the central city. Thousands of workers and visitors come to the central city each day. They expect to be able to walk, shop, dine and spend time in an attractive and safe environment. They expect cafes on pavements, street trees, public spaces and a pleasant environment. We need

to meet these expectations, to make room we need to remove or change some of our on-street parking spaces.

Access is also important for our city. Many people face social and physical barriers and our solutions need to ensure the city is accessible for all. We need to understand how parking management helps remove barriers to enable access to the city.

A zero-carbon capital. In June 2019 we declared a climate emergency and set our goal to become a zero-carbon capital by 2050. This means the Council will put protecting our environment and climate change at the front of decision-making. We anticipate we need to reduce carbon emissions significantly between 2020 and 2030.

Road vehicle emissions comprise approximately 38 percent of the city's carbon emissions. Management of parking can support many of the proposed emissions reduction initiatives such as:

- prioritising road space for active and public transport modes
- allocating more on-street parking spaces for car share vehicles
- electric vehicle charging facilities and pick up/drop off areas for ride share services
- providing micro-mobility parking to encourage their uptake and responsible use.

The cost of parking can also be used to influence what vehicles people drive plus how often and where they drive.

What do all these factors mean for parking management? We think that to become the city we want, we need to change how we use and manage parking. We need to hear what you have to say about our proposals. Go to [How to have your say](#) for more information.

Purpose of this discussion document

We are reviewing our parking policies to guide Council decisions about how to manage parking in the city more effectively.

We know from what people have told us and research we have completed - *Parking Policy Review: Background Information and Issues* - that there are already complex parking management issues across the city. As our population grows these issues will only get worse.

The next step in the parking policy review process is to look at how to support the Council to improve parking management in Wellington.

This discussion paper presents the basis for a revised parking policy, and proposed changes to the Parking Policy 2007, the Mobility Parking Policy 2005, and Car Share Policy 2016 (the draft policy). It suggests changes to how the Council manages parking to support our long-term vision for the city. The policy needs to be flexible enough to adapt to change over the next 10-15 years but also have enough detail to guide operational decision-making.

We have been responding to recent community views on parking through:

- public feedback on the Annual Plan price changes for resident and coupon permits
- an online questionnaire: [Smarter ways to manage city parking](#) from May to June 2019 (Engagement HQ online survey, promoted through social media, more than 334 respondents)
- a panel survey research report on parking (more than 2000 respondents)
- the [Mobility Parking Space review](#) from April to May 2019
- ongoing feedback through social media channels and media enquiries.

The draft policy takes into consideration the views we have received and can be read in the *Draft Parking Policy: Statement of Proposal*. Points raised through community feedback are summarised in the relevant sections throughout this document.

We want to hear from everyone - ratepayers, residents, drivers, passengers and from people who do not use cars - on what you think about the draft policy.

How you can have your say is outlined at the end of the Statement of Proposal document.

What is the problem we are trying to fix?

Demand is increasing and supply is decreasing

Over the past 10 years the supply of Council-controlled parking spaces, particularly in the central city, has decreased due to:

- urbanisation and loss of parking buildings from earthquake damage
- reallocating road space to better allow for national, regional and city priorities to support pedestrian-focused developments, and increase travel using active and public transport
- reprioritising Council-managed off-street parking for other purposes such as the Michael Fowler Centre car park for the New Zealand National Ballet building
- supporting initiatives to decrease carbon emissions and congestion by providing more space for electric-vehicle charging stations, car share and micro-mobility.

This trend will continue. The city's population is expected to grow by 50,000 to 80,000 people by 2043, with nearly half of the growth in the central city and existing suburban centres. That is the equivalent of the Masterton and Porirua populations being added within our existing



Demand is **increasing** due to:

- population growth
- aging population
- increasing car ownership rates per household
- business growth in the city centre.

city boundaries. The Greater Wellington region's population also is projected to grow.

Other trends that will impact on parking demand include:

- an ageing population
- changes in car ownership rates
- change in public transport services and reliability
- changes to the retail and hospitality sector - how and where we shop and when, where and how we spend our leisure time
- the growing uptake of micro-mobility (electric scooters and bicycles), electric cars, car sharing and ride sharing.

The parking policy needs to provide guidance on how to balance the challenges and pressure points that are arising from these tensions.



Council supply is **decreasing** due to:

- loss of parking buildings from earthquake damage
- reallocating road space to better allow for national, regional and city priorities to support pedestrian-focused developments, and increase travel using active and public transport
- reprioritising Council-managed off-street parking for other purposes such as the Michael Fowler Centre car park for the New Zealand National Ballet building
- supporting initiatives to decrease carbon emissions and congestion by providing more space for electric-vehicle charging stations, car share and micro-mobility.

Competition for road space is on the rise

The parking challenges and pressure points vary depending on the location in the city, but essentially fall into two categories.

- **Competition for road space between road users.** For example, parking spaces face significant competition for road space with moving vehicles, more space for pedestrians, bicycles, bus priority measures, planting and other amenities for people.
- **Competition between parking users.** There is increasing demand for on-street parking between various users: for example, residents, commuters and shoppers. It varies area to area and is different depending on the time of day and day of the week.

Tension between parking reality and parking expectation is increasing

There is a tension between competing interests of parking availability and the use of public space and, secondly, parking affordability. City residents, commuters and visitors want and expect parking when and where they need it, at a reasonable price, but parking supply is decreasing. Many areas of the city have complex and challenging parking issues because of this.

Some residents, commuters and visitors are willing and able to switch to active or public transport but the incentives or, conversely, disincentives to change behaviour are not strong enough to do so. For many people driving a vehicle and parking is still cheaper, easier and more convenient than using other types of transport.

For those who active and public transport does not meet their needs, such as disabled people, older people and parents with young children, their expectation is for an accessible city where they can readily access facilities, goods and services when and where they need to. The reality is that this is not always happening.

The value of parking is not fully recognised

Pricing of most Council-controlled parking is not user pays and there is an unclear market to price the services other than “willingness to pay”. The price at the meter or for a parking permit does not take in to account the full cost to park vehicles, such as the lost opportunity to use

the space for something else, the lost amenity and the cost on the environment. While some people feel that parking is over-priced, others believe it is not high enough. Price can also exclude sections of the population who cannot afford to pay for parking.

Parking fees were unchanged between 2009 and 2019¹ and it is not always clear to the community how those fees were calculated or what the desired outcome is from the price change. We need a clearer pricing methodology linked to the parking policy’s objectives.

Parking management is not tailored to local areas

Since the parking policies were introduced, parking issues have often not been managed by area, such as “all Newtown parking issues” and consideration is sometimes not given to changes to other parts of the transport system, such as new cycleways and road layout changes.

Parking management has often focused only on on-street parks and not appreciated the relationship between on-street parking supply and nearby off-street parking.

So parking management in some parts of the city has not achieved the best use of the space: the number of spaces per area has not been maximised; the turnover of cars per space not considered nor the occupancy rate. This has caused acute parking issues in some parts of the city, for example Newtown. A tailored and whole-of-system approach needs to be taken in some parts of the city.

Alignment to strategic objectives is not clear

Since the last parking policy was adopted in 2007, the city has adopted new policies for Wellington, with commitments to eliminate carbon emissions by 2050, agreed significant investment in public transport and detailed plans for where the city’s growing population will live. The new parking policy will need complement and enable these objectives.

¹ However, during that time the Council did extend the charging area.

What we want to achieve, and how we plan to get there

The future city we are working towards

The Council has a number of strategic documents (see diagram below) that articulate a vision for the city. They collectively see the city's people as our greatest asset and envision a city that is built around people and communities, rather than vehicles.

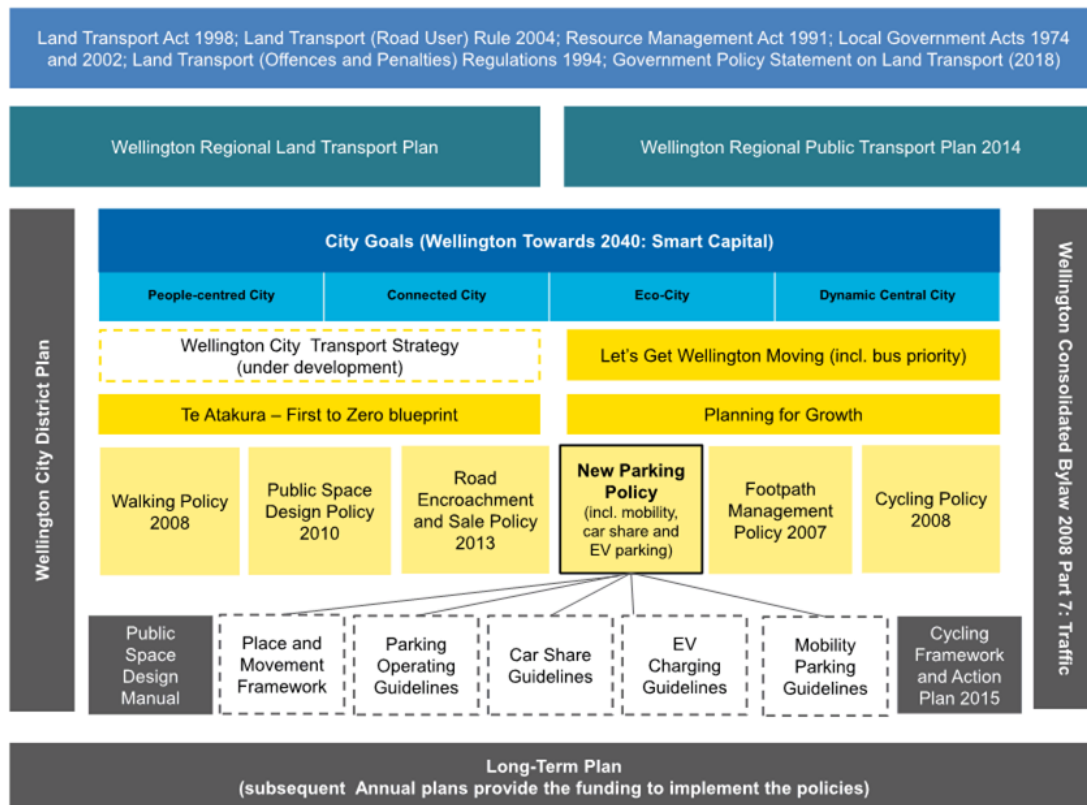
These strategic documents also envision a city where people and goods can easily move to and through the city based on a transport system that can accommodate more people travelling with fewer vehicles.

As Wellington changes and evolves over time, we also want to make sure we don't lose what makes our city special for so many people - its dynamic, compact urban form that offers the lifestyle, entertainment, retail and amenities of a much bigger city.

In addition to being a place of creativity, exploration and innovation, we want to ensure the central city will continue to support the regional economy.

The Council also recognises the importance of Wellington, as the capital city of New Zealand, taking an environmental and resilience leadership role and has set itself a goal of being a zero carbon capital by 2050 - at the latest.

Where does the parking policy fit?



There is a significant body of work under way to improve Wellington in line with the above city goals. This includes the following.

- **Let's Get Wellington Moving** - a \$6.8 billion work programme that will build a transport system to allow more people to move to and through the city with fewer vehicles.
- **Planning for Growth** - a planning framework that will determine how and where the city will grow over the next 30 years to accommodate up to 80,000 more people and 30,000 new homes.
- **First to Zero** - a blueprint to become a zero carbon city by 2050 and achieve the biggest carbon emission reductions by 2030.
- **Transport Strategy 2020-2050** - currently in development, the strategy will provide the focus for our transport decisions, whether they are operational priorities, investment in new infrastructure or changes to our District Plan and other planning and regulatory tools. The Transport Strategy 2020-2050 aims to move more people with fewer vehicles. It will prioritise walking, cycling and public transport over other forms of transport.

- **Cycle Network Programme** - improvements to priority routes to make things easier and safer for people on bikes and on foot.
- **Bus Priority Programme** - improvements to priority bus routes to make buses faster and more reliable.

Parking policy and District Plan review

The Resource Management Act 1991 provides the framework, direction and powers for Council to manage land use and planning through a District Plan. The Council can set its District Plan and decide how public land, including roads, is best used. This can influence the supply, design and use of off-street and private parking.

Currently, the District Plan has no minimum car parking rules in a number of zones including the central city, business (mixed use and industrial) and centres zones. A developer or landowner can choose to provide car parking if desired. We may want to require off-street parking in areas where we do not want on-street parking, for example, on key transport routes or streets that are narrow, winding and at capacity.

The upcoming District Plan review provides a timely opportunity to review these rules and requirements to support the parking policy.

Parking Policy and a Place and Movement Framework

Wellington's roads and streets need to provide a wider range of benefits to the city, including liveability, sustainability and economic growth, while providing for efficient and safe movement.

An important tool that can complement the transport hierarchy and the parking space hierarchy is a Place and Movement Framework. A Place and Movement Framework guides decision-making by categorising the streets within different areas of the city. The framework assigns both a "place" value and a "movement" value to each street - for example, are they places that have specific character where people want to spend time and socialise, or are they streets that move a significant volume of people through an area to a different destination?

Streets are classified along a spectrum of place and movement in a matrix and this determines how they are designed and how space is allocated to different uses. For example, if the street type is classified as predominantly for movement then it may be more likely that on-street parking is removed or reduced to provide for safe and efficient movement of pedestrians and public transport; whereas low volume traffic streets may be a more suitable location for some on-street parking. We are in the process of developing a Place and Movement Framework for Wellington City as part of the LGWM work programme.

The draft parking policy

The following components make up the draft parking policy:

- Parking objectives - what we want to achieve
- Guiding principles - how we make parking decisions
- Parking space hierarchy - how we will prioritise parking in different areas
- Area-based approach - how we will take an area-by-area approach to making parking changes.

The policy will be supported by parking management tools: how we will manage demand and supply in different parts of the city.

The draft parking policy objectives

The draft parking policy objectives set out **what** we want to achieve - now and into the future.

The objectives are designed to guide the Council when it makes parking decisions. There is a natural tension between some objectives, and this is unavoidable.

Cities are complex and Wellington is in the process of moving from a transport system that is car dependent to one where active (eg, walking and cycling) and public transport will play a bigger role. Parking decisions will often require trade-offs between competing demands. One of the most difficult trade-off is between immediate private/individual benefits and changes that benefit the wider community and the community of the future.

The objectives (in no particular order):

- **Support shift in type of transport used** - facilitate a shift to using active (eg, walking and cycling) and public transport through parking management and pricing, to move more people driving fewer vehicles.
- **Support safe movement** - facilitate the safe and efficient movement of people and goods by focusing on people moving along transport corridors rather than people parking or storing stationary vehicles.
- **Support business wellbeing** - ensure parking management and pricing controls support economic activity in the central city, suburban centres and mobile trades and services.

- **Support city amenity and safety** - ensure on-street parking design and placement supports overall city amenity, safety, good urban design outcomes and attractive streetscapes.
- **Support access for all** - ensure disabled people, older people, pregnant women, and people with babies can access car parks throughout the city, Council facilities, and venues.
- **Support move to becoming an eco-city** - facilitate the uptake of car sharing, electric vehicles and other transport with low carbon emissions. Manage parking and incentivise a decrease in vehicle use to contribute to better water quality, air quality, stormwater management and biodiversity outcomes.
- **Deliver service excellence and a safe working environment** - provide a high standard of customer service for people who use Council parking spaces and introduce self-service and automated processes for all parking charges and permits to improve the parking experience (as technology allows). Ensure a safe working environment for those who deliver the parking service.

Draft parking policy principles

The draft parking policy principles set out **how** we will apply and manage the policy.

The principles (*in no particular order*):

- **Principle A: make iterative parking changes that are linked to improvements in the overall transport system. Any parking management changes will consider the impact that related changes in revenue will have on ratepayers.**

A city can only function efficiently if people and goods can move easily to and through the city. Improvements to enable better active and public transport are required to get people to use cars less. The city is in a period of transition where significant investment is being made to do this, but it will take time.

Consequently, changes to how parking is provided and managed need to be made incrementally, in consultation with communities, and support and be aligned to improvements in the overall public and active transport system.

The changes also need to consider the broader context of the Council's funding, and the impact any changes could have on ratepayers.

- **Principle B: manage the decreasing supply of Council-controlled parking by prioritising how space is used and who uses the spaces.**

The Council is expected to lose some on-street car parks to provide the space needed for the Let's Get Wellington Moving work programme, cycle networks, bus priority schemes, as well as to create a more dynamic urban environment in the central city to make it more liveable for the city's growing population.

There are also parking pressures along key transport routes, in suburban centres, at Council facilities and in city fringe suburbs. The Council will need to prioritise who and how its limited parking spaces are best used.

We have developed a draft parking space hierarchy for different parts of the city to ensure that limited parking supply is prioritised appropriately. The parking space hierarchy forms a key part of the new parking policy. See the next section for more details.

- **Principle C: ensure that access to the city centre, Council facilities and suburban centres is inclusive and prioritises people who can't use active and public transport.**

For some people or groups within our community, active or public transport does not provide them with accessible transport options. Findings from the 2017 Getting around Wellington survey reported that disabled people, particularly with mobility impairments, plus parents of young children (under-fives), find using public transport a challenge.

The draft parking policy prioritises on-street and off-street mobility parking spaces and supports designated parking spaces at Council parking buildings and facilities for a broader group, for example, older people, pregnant women, and people with babies where there is known demand and it is practicable to do so.

Similarly, many of the Council's recreation and community facilities do not have accessible public transport options on days or times they are needed, for example, on sportsfields and public reserves in the early mornings at the weekend or that are not on the current bus route. It is also important that parking at the Council's parks, sports, recreation and other community facilities are used by visitors of those facilities and not nearby residents and commuters.

- **Principle D: parking is priced at a level that achieves policy objectives, is consistent with broader transport objectives and supports Let’s Get Wellington Moving.**

The overall approach to pricing favours making small pricing changes more frequently over larger infrequent changes. The Council will ensure that any increases are reasonable, justifiable, well communicated, within legal limits and linked to policy objectives. The pricing methodology will be based on achieving the best use and highest priority uses for the parking spaces. Pricing will better reflect the demand.

Legislation restricts the Council to the recovery of reasonable costs associated with providing the scheme for permits, such as resident parking permits and coupon exemption permits. Parking coupons and metered parking fees are not restricted in this way, but costs must still be reasonable and align with the objectives of the governing legislation.

- **Principle E: support local area-based parking plans where there is a need and community support.**

Introduce area-based planning to ensure more holistic travel and transport planning that supports the best possible mix of active and public transport, off-street and on-street parking, and footpath and vehicle usage. A more joined-up approach will consider the use of the on and off-street space for pedestrians, active and public transport, and vehicles.

From time to time parking issues arise that require a tailored approach for an area of the city. The area surrounding the airport - where there was significant overflow of airport parking - is a recent example of that.

Local area-based parking plans should be developed in discussion with the local community and residents, key employers, service providers and business stakeholders to consider local issues and ensure collaboration with others to resolve problems.

- **Principle F: primarily focus the Council’s role on prioritising existing space, not on increasing parking supply.**

In the central city, the Council provides 14 percent of car parks. The Council can influence the provision, design and location of off-street parking through the District Plan, the Council is focusing on prioritising the use and the users of the 14 percent of central area parking spaces it controls, and parking more generally in the rest of the city.

From time to time, the Council may provide additional temporary parking to support the Let’s Get Wellington Moving work programme.

- **Principle G: provide parking space availability information.**

The congestion resulting from driving around the city searching for a vacant and appropriate parking space can be reduced by improving the level of and accessibility to parking information.

Parking space occupancy can also be improved by providing more information and making it easier for drivers to find that information.

- **Principle H: align Council business operations with the parking policy and report annually on performance.**

Parking is a significant issue for most Wellingtonians so it is important to get it right. While the Council needs to ensure operational decisions align with the policy, trade-offs have to be assessed and determined based on the most desirable outcome.

To ensure the Council can determine whether it is managing its parking effectively and efficiently, it will monitor long-term outcome indicators of its business operations plus performance measures to ensure objectives are being met. Where they are not being met, the Council can make the necessary changes to how parking is managed.

Which type of parking will be prioritised where?

As Wellington city grows, the demand for the limited supply of on-street and Council off-street space will also grow. This demand must be managed to reduce congestion and ensure reasonable access for all.

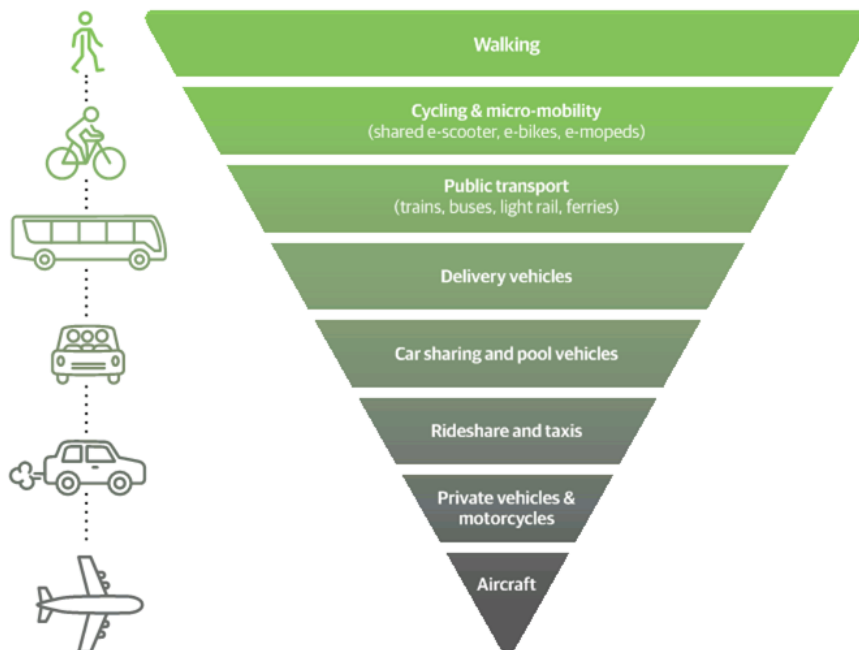
As parking demands vary in different locations throughout the city, we have set draft priorities for the types of area:

- key transport routes
- the central area (central business district)
- suburban town centres - such as the shopping precincts of Kilbirnie, Johnsonville, Tawa, Karori etc
- city fringe areas
- residential streets
- our parks, sports, recreation and other community facilities
- Council-managed off-street parking.

This pressure will be highest in business and retail centres where there are concentrations of public services, and at recreation facilities. Improvements to support active and public transport will require extra road space to operate safely and efficiently.

The transport hierarchy from the [Te Atakura First to Zero: Wellington's blueprint for a Zero Carbon Capital](#) is below. A key aspect of this hierarchy is that active modes of transport, such as walking and cycling, and public transport have the highest priority. This means that when we are making decisions on using road space, they take a higher priority to parking.

This is reflected in the parking priorities set out in this draft parking policy.



We have developed a draft parking space hierarchy that supports these transport priorities. It will guide us when making decisions on parking and allocating parking spaces. It describes which types of parking have the highest and lowest priorities in different areas. It also sets

out the priority level for that type of parking space, not the amount of spaces.

For example, mobility parking is a high priority in most areas but not all spaces available will be mobility parking spaces.

Draft parking space hierarchy

Key transport routes	Central city	Suburban centres (shopping precincts)	City fringe and inner city suburbs
Safe and efficient movement of people and goods (footpaths, bus lanes, cycleways, no stopping zones/clearways, construction and maintenance works)			
If remaining space is available, consider using the following hierarchy			
Bus stops	Bus stops	Bus stops	Bus stops
Urban design features	Mobility parks	Mobility parks	Urban design features
Mobility parks	Urban design features	Urban design features	Residents parks
Loading zones	Bicycle and other micro-mobility parks	Bicycle and other micro-mobility parks	Car share parks
Bicycle and other micro-mobility parks	Loading zones	Short-stay parks	Mobility parks
Car share parks	Short-stay parks	Loading zones	Electric-vehicle charging parks
Electric-vehicle charging parks	Small passenger service vehicles/taxi stands	Motorcycle parks	Short-stay parks
Short-stay parks	Car share parks	Small passenger service vehicles/taxi stands	Loading zones
Small passenger service vehicles/taxi stands	Electric-vehicle charging parks	Car share parks	Bicycle and other micro-mobility parks
Motorcycle parks	Motorcycle parks	Electric-vehicle charging parks	Public bus layover
Public bus layover	Coach and bus parks	Public bus layover	Small passenger service vehicles/taxi stands
Bus and coach parks	Public bus layover	Coach and bus parks	Motorcycle parks
Residents parks	Residents parks	Residents parks	Commuter parks
Commuter parks	Commuter parks	Commuter parks	Coach and bus parks
Long stay parking of private non-motorised vehicles (trailers, towed caravans, boats), advertising vehicles and motorhomes			

Outer residential areas	Council parks, and sports, recreation and community facilities off-street parking	Council's central city off-street parking	
	N/A		Priority uses
Bus stops	Bicycle and other micro-mobility parks	Mobility parks	Medium priority
Urban design features	Mobility parks	Bicycle and other micro-mobility parks	
Residents parks	Motorcycle parks	Motorcycle parks	
Car share parks	Short-stay parks	Short-stay parks	
Mobility parks	Coach and bus parks	Car share parks	
Electric-vehicle charging parks	Urban design features	Electric-vehicle charging parks	
Short-stay parks	Electric-vehicle charging parks	Commuter parks	
Loading zones	Car share parks	Loading zones	
Public bus layover	Small passenger service vehicles/taxi stands	Coach and bus parks	
Bicycle/micro-mobility parks	Residents parks	Public bus layover	
Small passenger service vehicles/taxi stands	Commuter parks	Urban design features	
Motorcycle parks	Public bus layover	Bus stops	
Commuter parks	Loading zones	Residents parks	
Coach and bus parks	Bus stops	Small passenger service vehicles/taxi stands	Lowest priority

Proposed area-based approach - how will we implement the new policy?

As suburbs in Wellington City are a mix of more than one type of parking area, an integrated approach (area-based plan) will need to consider, at a minimum, the following:

- Planning for Growth and the review of the District Plan
- the private and commercial off-street parking supply and demand
- current and proposed transport system improvements
- current and proposed location of amenities
- current occupancy and turnover rates.

The area-based plans would be developed in discussion with local communities.

The timing for developing and implementing each area-based plan will be based on the following triggers:

- Let's Get Wellington Moving project delivery timeframes
- Wellington City Council Network Connections, Bus Priority and other significant transport projects
- significant public health and safety risks
- technological capability and improvements.

How we will know we are successful

The following performance measures and long-term outcome indicators will determine the effect the policy is having.

Decreased:

- the ratio of residents' parking permits to spaces
- car usage rates
- travel times on key transport routes
- the part of road used for parking
- carbon emissions from transport
- inappropriate parking at parks, sports, recreation and other community facilities during opening hours.

Maintained and increased:

- parking revenue
- retail spend.

Increased:

- public transport, walking, cycling and micro-mobility trips
- retail foot traffic
- number of mobility parks
- number of mobility parks that meet good practice design
- number of car share spaces
- number of electric vehicle charging spaces.

Continue to report on the following two performance measures, through the Annual Report:

- an improvement in parking use (current measure is for parking occupancy of 65-85 percent)
- an improvement in residents' satisfaction of parking.

Our parking management tools - how we will manage demand and supply.

The Council's priority is to improve active and public transport infrastructure to decrease single occupancy private vehicle use and, therefore, decrease the demand for parking. Although significant funding is earmarked for this, the shift in travel behaviour takes time and the demand for parking still needs to be managed. When parking demand exceeds parking supply, we are proposing to use a range of parking management tools to address these issues.

It is proposed to introduce these measures incrementally, depending on the need and what parking management system is already in place. For example, if the parking problem is already severe, the intervention for a severe level should be applied. The parking management tools seek to achieve the parking space hierarchy for the affected area.

It is proposed the cost of parking will be used to get the best use of spaces and parking designations, and permit schemes or restrictions used to provide spaces for priority parking use types - such as mobility parking, car share parking and loading zones.

See Appendix 1 for a summary of the benefits and risks of the proposed parking management tools for different areas.

Key transport routes

Introduction

In some cases, on-street parking can impede traffic flow and limit the movement of people, goods and services. On key transport routes the safe and efficient movement of people and goods should be prioritised over other road uses, such as parking.

Public transport will take priority to help ensure we can provide efficient and timely public transport services. This is a particular issue where bus priority lanes and similar services are introduced through the Let's Get Wellington Moving work programme, cycle network and bus priority schemes. We will support implementing these programmes by removing or restricting on-street parking where it conflicts with the public transport and cycle network improvements.

Facts and figures

- In 2018, approximately one third of Wellington's working population lived outside the city.
- There are 70,000 bus trips every day in Wellington and nearly a third of those are for education.
- For around 50 percent of journeys, taking the bus is at least twice as slow as driving.
- About 97 percent of Wellingtonians live within easy walking distance of a bus stop, but just 37 percent use the bus when travelling to the central city in the morning peak hours (7am-9am).
- On a typical working day during March 2019, nearly 30,000 vehicles entered the central city.
- Walking, cycling, and public transport are becoming increasingly popular for getting into the central city. In 2019, on any day about 84,000 people commute to the central city at the morning peak hours. Of these, about 40,000 (48 percent) use private vehicles, 17,600 (21 percent) commute by train, 12,600 (15 percent) use buses, and 11,000 (13 percent) walk. Three percent selected other as their mode of transport.

Current approach to parking management

Parking management is based on achieving the safe and efficient movement of people and goods. Stationary vehicles are accommodated only where it is impractical to remove them, such as in suburban shopping areas or adjacent residential and commercial areas where alternative parking is not readily available.

We achieve peak flow capacity and retain on-street parking by using peak hour clearways. Examples are Featherston Street, Bowen Street, Kent Terrace and Cambridge Terrace. Some of the clearways are available for general traffic to use, while others are used for bus lanes at peak times.

The problem

As the city grows, demand on transport routes is expected to increase although the mix of how people travel will likely continue to change. The priority and demand for high quality public transport will increase. Providing space to enable safe alternative modes of transport (cycling and walking etc) will increase pressure on both road and kerbside space.

To support our vision for the city, it is important public transport is used for as many trips as possible. We need to make bus journeys more competitive with car journeys. Achieving competitive journey times will always be challenging when buses are sitting in the same queues as general traffic.

For example, the average speed of buses during peak time is 15 to 20km/h, with typical speeds not much higher during off-peak times. On certain parts of the network such as the Golden Mile or between Wellington Regional Hospital and the central city, average speeds for some services drops below 10km/h.

The level of congestion and on-street parking in some areas can be a barrier to improving the reliability and punctuality of buses and create safety risks where this reduces the road space capacity.

What the community has told us

The strongest theme from the online parking questionnaire was that we should be prioritising and promoting more effective public transport (102 respondents, or 40 percent). Some of the reasons given for this response were:

- the environmental benefits of switching to public transport
- the positive uptake of park and ride schemes for train commuters
- effective public transport is important in alleviating parking pressures during times of high demand, for example during major sports or arts events.

To prioritise a more effective public transport system, many respondents recognised the need for removal of parking spaces along main public transport routes so that buses can more efficiently and effectively pass through, increasing their reliability. People also told us that public transport needs to be cheaper, relative to the cost of driving, to encourage people to use public transport instead of cars.

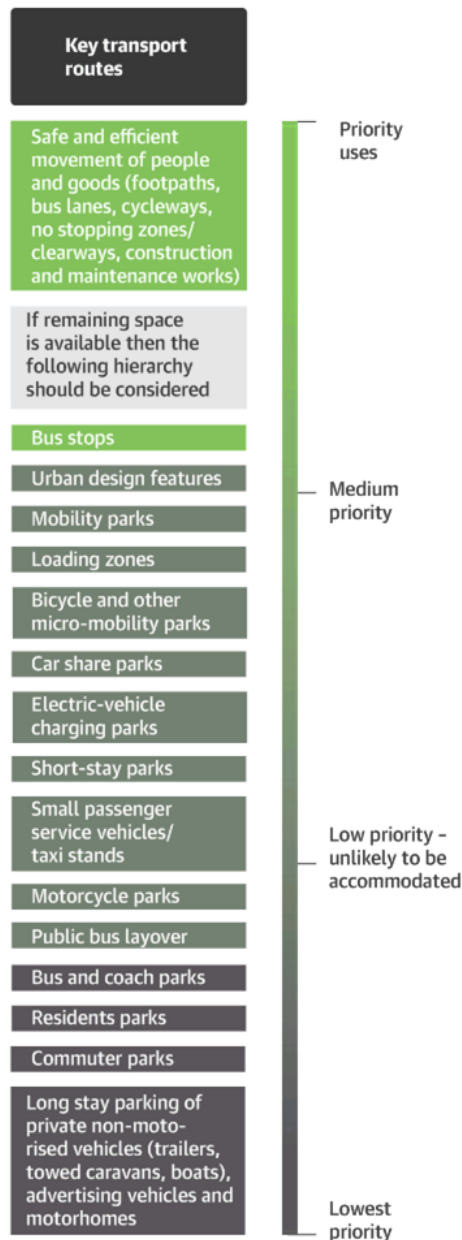
The proposed solution

We would:

- identify some roads as “key transport routes”²
- only provide parking or other uses of the street space/ road where it can be accommodated without inhibiting traffic flow
- possibly provide clearways at peak travel times
- not provide on-street residents’ parking, commuter parks or bus/coach parking on these routes, either at all times or at peak times only
- if necessary, reprioritise parking on nearby streets where this is practical, to replace parking that has been removed on the key transport routes
- if there is a significant impact on parking in the wider area, develop an area-based parking management plan.

Proposed parking space hierarchy for key transport routes

To inform future parking management decision-making, the proposed on-street parking space hierarchy for key transport routes is as follows:

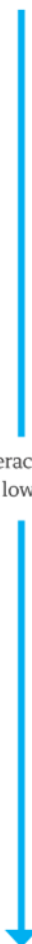


Note - the priority given to the type of parking on the street does not equal the amount of space that any one type of parking is allocated.

² Key transport routes have not been identified in the policy to provide for flexibility as bus and other public transport routes may change over time.

Proposed parking management tools for key transport routes

The following parking management tools are proposed and would be implemented based on the draft parking space hierarchy for key transport routes outlined above.

Parking management issue	Parking management tools	
On-street parking is impeding vehicle movement on key transport routes during peak hours. Eg, peak hour bus journeys take longer due to vehicles parked on the street.	Introduce a clearway to restrict parking during the peak hours only.	 <p>Intervention hierarchy based on level of impact: low through severe</p>
On-street parking is frequently impeding vehicle movement on a key transport route in peak and off-peak hours.	Remove on-street parking from the key transport route. Re-assign parking designations in the side streets, if required, following the relevant parking space hierarchy.	
Demand for parking in side streets off the key transport route increases.	Introduce time restrictions.	
Following the introduction of time restrictions, demand for parking in side streets off the key transport route increases.	Introduce parking charges.	
There is limited alternative parking in the side streets off the key transport route.	Explore options with partner organisations to increase active and public transport use, such as travel demand management planning and bus scheduling. Consider increasing off-street parking supply. This may be through shared parking arrangements with existing private or commercial parking facilities or the creation of a new parking facility. New parking facilities may or may not be managed by the Council and may be a short or long-term solution.	

Central city

Introduction

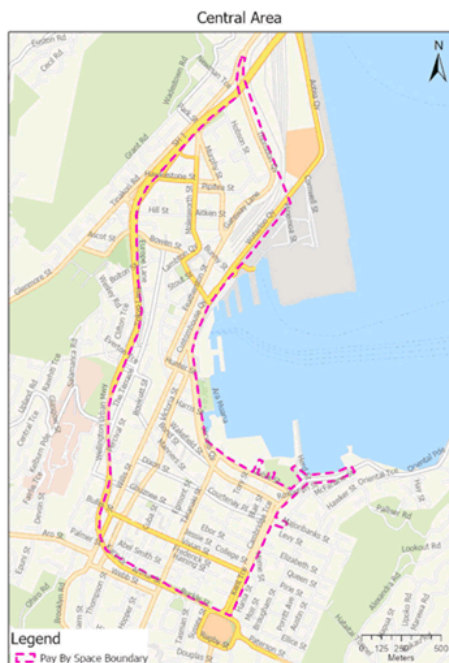
The central city refers to the areas including Wellington central, Pipitea and Te Aro from the end of Thorndon Quay along to the Freyberg Aquatic Centre (see map).

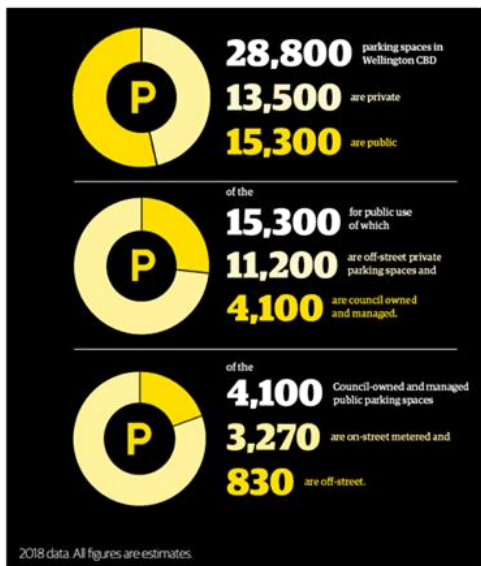
This is the city's central business district with the New Zealand Government, Parliament, Supreme Court and most of the public service based here. It is a prime shopping and entertainment destination with two public research universities and cultural institutions such as the National Library and the Museum of New Zealand Te Papa Tongarewa.

In addition to the resident population, there are daily visitors from within the city, the whole region and from overseas to work, access services and spend leisure time. The Golden Mile, from Lambton Quay to Courtenay Place, has the highest pedestrian volume and employment density in New Zealand.

Facts and figures

- Wellington's central city is the heart of the region's economy, and has grown steadily over the past 20 years.
- The central city is home to 16,881 residents (Thorndon-Pipitea, Te Aro and Wellington central). It is a high population growth area.
- Almost 40,000 people commute into Wellington City from the wider region for work each day. Over 40 percent of the region's jobs and 63 percent of the City's jobs are located within the CBD.
- By 2043 it is expected that there will be 24,000 more jobs and workers in the central city.
- The Council is not the only parking provider in the central city; our on-street car parks comprise 14 percent of all car parks in the central city, and 21 percent of publicly available car parks.
- The Let's Get Wellington Moving work programme will see the inner city reduce its on-street parking by approximately 7-14 percent (to be confirmed as planning and development progresses).





The current approach to parking management

The Council is a road controlling authority under the Land Transport Act 1998 and manages the competing demands on parking spaces in the central city by applying parking designations (restricted to vehicle class), meter charges, clearways, zone designations and time limits. The map below shows the current pay-by-space areas in the central city.

The current approach to pricing

On-street short-stay parking supports access to the retail, service and entertainment sectors in the central city. Managing the demand needs to be agile both in price and parking restrictions so people can access parking when and where it is needed. There is a large supply of non-Council off-street parking in the central city that provides for long-stay parking, allowing our short stay on-street parking to be purposely targeted. This applies to the on-street space for cars and motorcycles/mopeds.

The current short-stay parking in the central city is typically P120 and is metered with a flat hourly fee for weekdays and weekends. This allows for a broad range of public use and stopping times and supports retail and business activity. There are shorter stay spaces in areas of very high demand, such as on Lambton Quay.

The problem

There is competing demand for the limited street space in the central city, such as footpaths, urban amenity features, cycleways, outdoor dining, bus lanes, the movement of vehicles and on-street parking for vehicles, bicycles and other forms of transport. As there is a high demand for parking in this area, there is competition between different types of parking space, for example, loading zones, small passenger service vehicle stand, short-term parking spaces, mobility parking spaces and motorbike parking.

In the next two decades, the central city will change due to population growth and the Let's Get Wellington Moving projects. Early improvements from the Let's Get Wellington Moving work programme and [Bus Priority Action Plan](#) are likely to include more bus lanes and will require removing some on-street parking spaces. As the on-street parking supply decreases we will



need to prioritise which type of parking the Council can provide on the remaining street space.

The parking management and pricing model for the central city has been used for some time and is simple to communicate and understand. However, the disadvantages of the current model are:

- some parking spaces are over-subscribed and the very low turnover of spaces in key parts of the city during peak times is causing congestion as people drive around looking for a free park
- some parking spaces in the central city are under-used and occupancy levels are below the 85 percent international benchmark at certain times of the day and week
- the price does not reflect the value of the space as all spaces are priced the same
- the charge per space is reviewed at most annually, which doesn't allow for an increase or decrease in price to respond to and achieve the desired occupancy and turnover of spaces
- we do not use pricing to encourage people to switch to sustainable or low carbon emission transport.

What the community has told us

Online questionnaire respondents were asked to rank what they felt should be the primary focus for parking in the central city. Access for visitors and people with disabilities was rated as the most important priority for parking, followed by the parking for moving people and goods (such as taxis and loading zones). Parking primarily for residents and for commuters to the central city were lower priorities.

We also sought feedback on the priorities for allocating street space to parking types and uses for the central city:

- 58 percent of respondents felt bike parking should be a high priority
- 54 percent of respondents felt mobility parking should be a high priority
- 51 percent felt urban amenity features (such as street trees, plantings, seats, public art) should be a high priority
- 52 percent also supported commuter parking not

being a priority at all, with a further 25 percent of respondents ranking commuter parking as a low priority.

We canvassed some options for what to do when parking demand exceeds supply in the central city. Thirty percent (269 out of 893 respondents) included making it easier to get to the central city by other means (walking, cycling, public transport) as one of their preferred options. The second highest preferred option was to increase charges (16 percent of respondents).

The proposed solution

Because street space is limited and demand is high and increasing, it is important to clearly prioritise the car park spaces in the central city and introduce new pricing regimes.

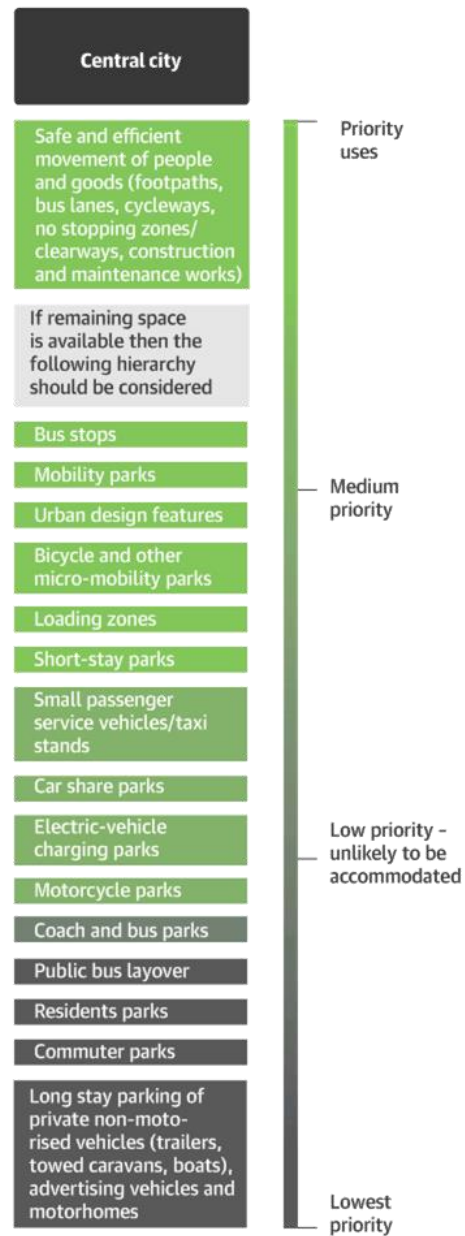
We are proposing to:

- prioritise bus stops to service the public transport network
- price metered spaces to maximise the use of parking spaces, and to provide better access to business, retail and services
- remove time restrictions and influence length of stay through pricing
- expand the boundary of the current pay-by-space area
- prioritise people who are not able to use active or public transport due to disability;
- prioritise urban design features
- provide bicycles and other forms of micro-mobility parking to keep the footpaths clear from obstructions
- keep enough loading zones to allow deliveries to businesses without off-street access but limit the use of some loading zones, such as those along the Golden Mile, to off-peak hours only.

In terms of pricing to maximise the occupancy and turnover of parking spaces to provide access to business, retail and services, it will be necessary to introduce some form of demand-responsive pricing in the future. For more details on the likely impacts of the proposed parking management changes relating to the central city for different vehicle types, see Appendix 2.

The proposed parking space hierarchy for the central city

To inform future parking management decision-making, the proposed parking space hierarchy for the central city is as follows.




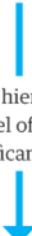
Note - the priority given to the type of parking on the street does not equal the amount of space that any one type of parking is allocated.

The proposed parking management tools for the central city

There are distinct parking zones in the central city based on parking space occupancy and vehicle turnover patterns. To make the best use of parking spaces (not over or under-occupied), the price per hour needs to be high enough to reduce demand when occupancy is over 85

percent and low enough to maintain average occupancy above 50 percent. The parking space designations need to be actively managed to ensure that the highest priority parking types are available where possible.

The following parking management tools are proposed and would be implemented based on the draft parking space hierarchy for the central city.

Existing pay-by-space parking for four-wheeled vehicles		
Parking management issue	Parking management tools	
<i>High demand scenario</i>		
Demand for parking is minor or alternative private off-street parking is available.	Accept impacts.	 <p>Intervention hierarchy based on level of impact: Low to severe</p>
Demand for parking increases and overstaying and/or non-payment is becoming frequent.	Increase enforcement to increase compliance.	
Demand for parking is high (occupancy of spaces is consistently over 85 percent, turnover is low, duration of stay regularly exceeds three hours, and non-compliance is high).	<ol style="list-style-type: none"> Increase hourly charge during the periods of high occupancy. Extend charging timeframe to times of the day and week where demand is increasing. Introduce exponential pricing after the first three hours to encourage turnover. 	
Demand for parking continues even where exponential charges are in place.	Increase the hourly rates during the periods of high occupancy (over 85 percent).	
Demand for parking continues to occur and price increases have not sufficiently reduced demand (occupancy continues to regularly exceed 85 percent).	<p>Explore options with partner organisations to increase active and public transport use, such as travel demand management planning and bus scheduling.</p> <p>Consider shared use agreements with private parking providers.</p>	
<i>Low demand scenario</i>		
Low occupancy of on-street short-stay parking (occupancy of spaces is consistently under 50 percent).	Decrease the hourly rate during the periods of low occupancy.	 <p>Intervention hierarchy based on level of impact: Low to significant</p>
Low occupancy of on-street short-stay parking continues despite decreasing hourly rate (occupancy of spaces continues to be consistently under 50 percent).	Reduce the charging timeframe.	

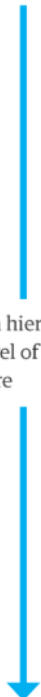
The following management tools for motorcycle parking are similar to those proposed for four-wheeled vehicles.





Competition for motorcycle parking is already high and as competition for public on-street road space increases, it is expected that long-stay or commuter motorcycle parking in the central city will need to shift to commercial off-street parking facilities. It is likely that time restrictions or pricing will need to be introduced to manage demand.

We propose to prioritise short-stay parking and access to facilities and services in the city for motorcycles over long-stay or commuter parking.

The management tools would apply bay by bay and not necessarily be applied to all motorcycle parking bays in all locations in the central city at the same time.

The management tool used will reflect the demand and use pattern in that area, which will vary during the day and during the week.

Parking for motorcycles at on-street motorcycle parking bays		
Parking management issue	Parking management tools	
<i>High demand scenario</i>		
Demand for motorcycle parking is minor or alternative private off-street parking is available and being used.	Accept impacts.	 <p>Intervention hierarchy based on level of impact: Low to severe</p>
Demand for motorcycle parking increases and inappropriate parking more common (such as parking on the footpath).	Increase enforcement to increase compliance.	
Demand for motorcycle parking is high (occupancy of spaces is consistently over 85 percent, turnover is low, duration of stay regularly exceeds three hours, and non-compliance is high).	Introduce time restrictions to prioritise short-stay parking of motorcycle and to increase turnover of spaces during the periods of highest occupancy.	
Demand for motorcycle parking remains high, (occupancy of spaces is consistently over 85 percent, turnover is low, duration of stay regularly exceeds three hours, and non-compliance is high).	<ol style="list-style-type: none"> 1. Introduce a parking charge proportional to the road space used per motorcycle during the periods of highest occupancy. 2. Extend charging timeframe to times of the day or week where demand is increasing. 3. Introduce exponential pricing after the first three 	
Demand for motorcycle parking continues even where exponential charges are in place.	Increase the hourly rates during the periods of high occupancy (over 85 percent).	

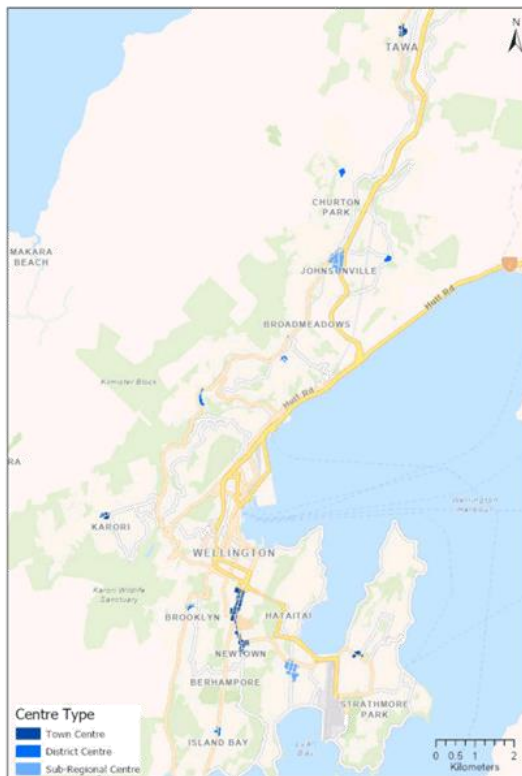
<i>High demand scenario continued</i>		
Demand for motorcycle parking continues to occur and price increases have not sufficiently reduced demand (occupancy continues to regularly exceed 85 percent).	Explore options with partner organisations to increase active and public transport use, such as travel demand management planning and bus scheduling. Consider shared use agreements with private parking providers or other ways to increase motorcycle parking space supply.	 Intervention hierarchy based on level of impact: Low to severe 
<i>Low demand scenario</i>		
Low occupancy of on-street motorcycle parking at certain times of the day or day of the week (occupancy of bay space is consistently under 50 percent).	Explore opportunities for shared use of the space at times of low demand.	 Intervention hierarchy based on level of impact: Low to significant 
Where charges are in place: Low occupancy of on-street motorcycle parking (occupancy of bay spaces is consistently under 50 percent).	Decrease the hourly rate during periods of low occupancy.	
Where time restrictions are in place: Low occupancy of on-street short-stay motorcycle parking continues despite decreasing hourly rate (occupancy of spaces continues to be consistently under 50 percent).	Reduce charging timeframe or time restriction.	
After removing time restrictions and charges: Low occupancy of on-street motorcycle parking (occupancy of bay space continues to be consistently under 50 percent).	Consider whether the location and/or provision of the motorcycle bay is appropriate. Apply the parking space hierarchy for the central city when determining future use of the road space.	

Suburban centres (shopping precincts)

Introduction

Suburban centres refer to the city's sub-regional, town centres and district centres, as defined in the current District Plan, with shopping, services and local employment. It is typically restricted to one or two streets where the majority of retail outlets and services are located. For example, Bay Road, Kilbirnie; Main Road, Tawa; parts of Karori Road, Raine Street, Parkvale Road and Beauchamp Street, Karori. A map of the suburban centres is provided below:

Sub-Regional, Town and District Centres Map



During April and May 2019 more than 1000 people made a submission on the pros and cons of four growth scenarios, as part of our [Planning for Growth](#) project. Most survey respondents agreed that development in and around our existing suburban centres that are supported by inner-city

growth does the best job to balance trade-offs. Therefore, for example, we are likely to see more townhouses in our suburban centres, and apartments up to six storeys high in some of the larger suburban centres, such as Johnsonville and Kilbirnie. This residential growth will support economic viability in these areas and could change how, when and what type of retail, hospitality and business services are provided.

Facts and figures

- The Council has Business Improvement District (BID) arrangements with five suburban centres: Miramar; Khandallah; Kilbirnie; Tawa and Karori.
- The BIDs represent more than 304 businesses, with a combined capital value of approximately \$475 million.
- In total, the BIDs contribute to 15.4 percent of Wellington City retail sales.
- More than 70 percent of Kilbirnie's annual retail sales come from customers who live in the rest of Wellington City and less than 10 percent from local residents.
- More than 60 percent of Karori's retail sales come from local residents.
- The best retail days for suburban centres are Fridays, Saturdays and/or Sundays.
- Across suburban centres, between 34 percent and 36 percent of sales is at the weekend.

The current approach to parking management

On-street parking in suburban centres provides access to local businesses and Council community facilities such as libraries and swimming pools. On-street parking is generally time limited, typically varying from 10 minutes to two hours. Free parking is also provided off-street in suburban centres by local businesses such as supermarkets and shopping malls or by other community facilities.

There are annual occupancy surveys for parts of Tawa, Johnsonville, Karori and Kilbirnie. There is a summary of the analysis from 2019 occupancy surveys in the Background Report, page 58.

The problem

Each suburban centre is experiencing different levels of parking management challenges. For example, on-street parking spaces in Kilbirnie regularly exceed the optimum parking occupancy rate of 85 percent on weekdays and weekends. Kilbirnie also has parking conflicts between different users, such as sports and facilities-related parking, school parking, residential parking and informal park and ride by commuters, and between shoppers and visitors and local businesses using on-street parking spaces for their business vehicles.

Despite having proportionately more free off-street commercial parking available, Johnsonville has significant informal park and ride parking by commuters in the streets next to its suburban centre. This is also a growing concern in Karori.

Other suburban centres are not yet experiencing the same level of conflict. For example, Khandallah, Karori and Miramar have lower occupancy rates and less conflict between different user types in the same parking spaces. However, as they have a lower turnover of vehicles in these spaces, it may be a missed opportunity for the local businesses to increase potential customer numbers.

Our suburban centres are also where Council community facilities are located close by, such as the Keith Spry Pool and Waitohi Community Hub in Johnsonville.

The busiest times for sports, recreation and demand for open space regularly overlaps with the best retail days (Friday, Saturday and/or Sunday). Overspill from people using these facilities at peak times can cause conflict with shoppers or the lack of parking deter, and sometimes prevent, them from being able to use the facilities.

Currently, Council parking in suburban centres does not include car share, ride share, motorcycle, electric-vehicle charging stations or formal bicycle and other micro-mobility parking. To decrease carbon emissions and improve water quality and air quality, we need to further encourage people using these transport modes.

What the community has told us

We sought feedback on the priorities for allocating street space to parking types and uses for suburban centres. For some types, responses were spread across different priorities (high, medium, low, not a priority) and showed no consensus view. There was some agreement for mobility parking (88 percent thought this should be a

high or medium priority) and loading zones (77 percent of respondents felt these should be a high or medium priority). Urban attractiveness (such as street trees, plantings, seats, public art) was favoured as a high or medium priority by 69 percent of respondents. Seventy-six percent of respondents felt that commuter parking should be a low priority or not a priority at all.

We asked people what to do when parking demand exceeds supply in suburban centres. The top three selected by respondents were:

- make it easier to get to suburban centre by other means (walking, cycling, public transport) (25 percent)
- introduce time limits on parking (18 percent)
- introduce parking charges (13 percent).

Feedback received through a review of Council’s on-street mobility parking spaces showed that some mobility parking spaces in suburban centres need improving in terms of design, provision or location.

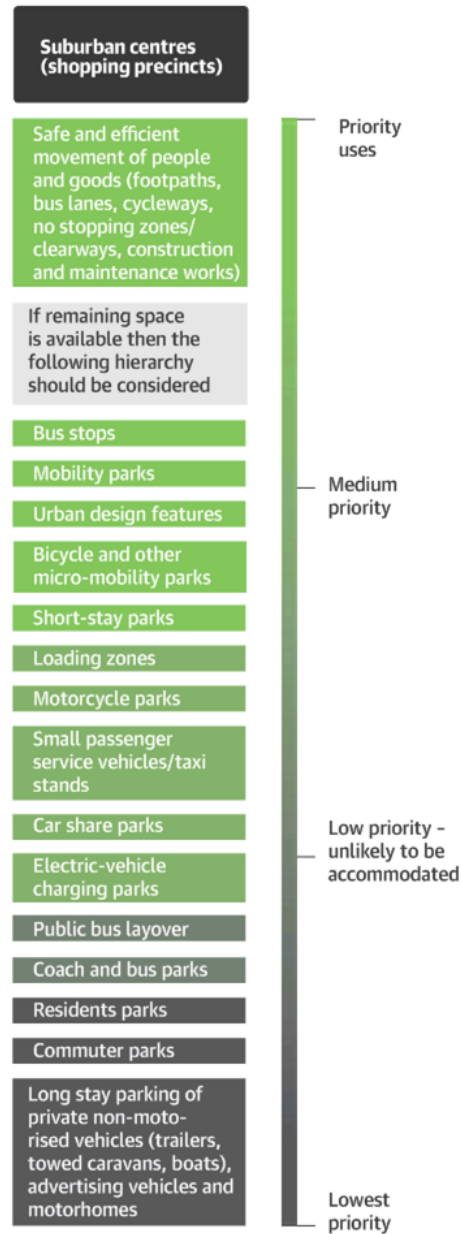
The proposed solution

We are proposing to:

- take an area-based approach to managing parking issues in suburban centres, while taking into consideration the supply of commercial off-street parking
- support the implementation of Let’s Get Wellington Moving and other priority transport programmes by removing or restricting on-street parking where it conflicts with transport improvements on key transport routes in suburban centres
- encourage less car usage by allocating more on-street parking spaces for car share and ride share schemes
- provide parking for micro-mobility transport to keep suburban centre footpaths clear from obstructions
- where possible, provide good urban design features to improve the attractiveness, heritage value, and visual appearance of suburban centres
- support and improve access, as far as possible, for people who can’t use active or public transport due to disability
- adopt a parking management hierarchy to manage the pressures for short-stay on-street parking spaces (see diagram below).


The proposed solution

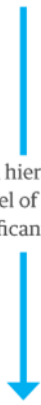
To inform future parking management decision-making, the proposed on-street parking space hierarchy for suburban centres is as follows.



Note - the priority given to the type of parking on the street does not equal the amount of space that any one type of parking is allocated.

The proposed parking management tools for suburban centres

Parking management issue		Parking management tools
<i>High demand scenario</i>		
Demand for parking is minor or alternative private off-street parking is available.	Accept impacts.	 <p>Intervention hierarchy based on level of impact: Low to severe</p>
Demand for parking increases and overstaying and/or non-payment is becoming frequent.	Increase enforcement to increase compliance.	
Demand for parking is high (occupancy of spaces is often over 85 percent, turnover is low, turnover of spaces is low, and non-compliance is high).	<ol style="list-style-type: none"> 1. Introduce or reduce (if in place) time limit restrictions. 2. Increase enforcement to ensure compliance. 	
Demand for parking continues to increase, (occupancy of spaces is consistently over 85 percent, turnover is low, duration of stay regularly exceeds current time restriction, and non-compliance is high).	Introduce charges when parking occupancy is high.	
Demand for parking occurs during time periods outside of current charging timeframe (occupancy of spaces is consistently over 85 percent, non-compliance is high).	Extend charging timeframe into new time periods.	
Demand for parking continues to occur and price increases have not sufficiently reduced demand (occupancy continues to regularly exceed 85 percent).	<p>Explore options with partner organisations to increase active and public transport use, such as travel demand management planning and bus scheduling.</p> <p>Consider shared use agreements with private parking providers or other ways to increase parking space supply.</p>	

<i>Low demand scenario</i>		
Low occupancy of on-street short-stay parking occurs (occupancy of spaces is consistently under 50 percent at evenings and weekends).	Decrease the hourly rate during the periods of low occupancy	 <p>Intervention hierarchy based on level of impact: Low to significant</p>
Low occupancy of on-street short-stay parking continues despite decreasing hourly rate (occupancy of spaces continues to be consistently under 50 percent).	Reduce charging timeframe for parking.	
Low occupancy of on-street short-stay parking continues despite reducing charging timeframe and decreasing hourly rate (occupancy of spaces continues to be consistently under 50 percent).	Second column add below text: Remove parking charges and any time restrictions.	

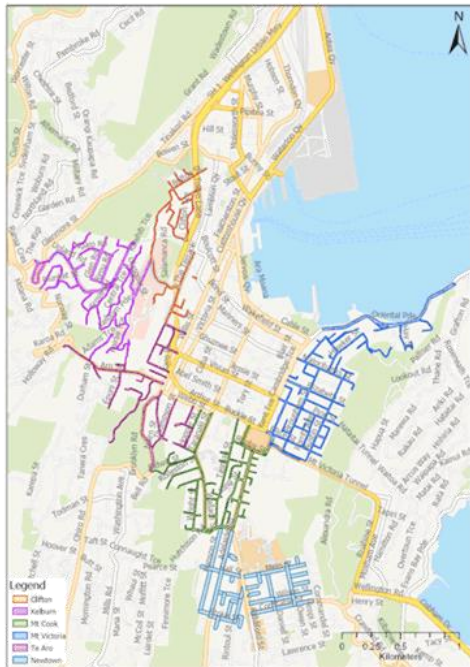
City fringe and inner city suburbs

Introduction

The city fringe refers to the inner-city suburbs that surround the Wellington central city and are within walking distance to the city. This includes all, or part of, Clifton, Kelburn, Mount Cook, Mount Victoria, Te Aro, parts of Newtown and Thorndon. As well as houses, apartments, educational institutions and businesses, there are also local and tourist attractions and community facilities. Examples are Oriental Parade, Katherine Mansfield House and Garden, the Wellington, Botanic Garden, the Nairn Street Cottage and the Renouf Tennis Centre.

The city fringe boundary is represented by residents' parking schemes map (Kilbirnie, Brooklyn and Miramar schemes not shown on the map).

Residents Parking Scheme



Recent engagement on [Planning for Growth, Zero Carbon Capital](#) and the [Long-Term Plan 2018-2028](#) show that people support retaining a compact city and its associated transport benefits (reduced commuting time, congestion, and more modes of active transport). People also supported the Sustainable Transport Hierarchy, refer to page 17 of this document. Parts of the city fringe also show Wellington's heritage character and there is a desire to retain this character at the same time as allowing for a growing population. Fewer parked cars and applying good urban design in the central city and city fringe could present an opportunity for people to enjoy the inner-city suburbs areas in a more active and vibrant way.

Facts and figures

- The population of the inner-city suburbs includes higher numbers of tertiary education students (18 to 24 years old) and a young workforce (25 to 34 years) compared with Wellington's city average.
- Higher numbers of empty nesters and retirees are also living in inner city suburbs.
- Between 2006 and 2013, the number of households in the inner-city suburbs grew by approximately 1600 households, equating to 10.2 percent growth.
- Many city fringe houses were built pre-1930 when there was no need for off-street parking.
- Overall, geographic information system (GIS) estimates show that approximately 60 percent of households in the city fringe have off-street parking.
- Te Aro and Wellington central have the lowest car ownership rates, where nearly 50 percent of households do not have a car. The inner-city suburbs of Mt Victoria, Aro Valley, Newtown, Berhampore and Thorndon also have relatively low car ownership levels, with approximately one in four households not owning a car.
- Kelburn has a disproportionately high vehicle ownership rate (1.98 vehicles per household) compared to other inner-city suburbs. Approximately 765 households have 954 vehicles.

The current approach to parking management

In the inner-city suburbs, parking is managed through a mix of residents' and coupon parking zones, and time restricted parking spaces. The spaces allocated to residents' zones vary from street to street, generally in line with the residential parking demand of each street.

Parking is restricted to residents having a residents' parking permit for a given resident parking permit zone, for example, Mount Victoria. Households can have a maximum of two residents' permits per household, or one resident's permit per household in a multi-unit dwelling (three or more units at one address).

Coupon parking aims to control commuters parking in inner-city residential zones and is intended to discourage all-day commuter parking while still allowing access for short-term visitors.

Residents can apply for a coupon parking exemption permit to park in coupon parking areas within their resident parking zone.

The problem

Population growth and the impact on street space

Population growth will impact inner city suburbs. Pressure on parking will likely continue to worsen as more people move in to the inner city suburbs.

The Let's Get Wellington Moving work programme will impact some residential parking areas or lead to overspill parking into other residential areas. New cycleways, pedestrian-focused developments, priority bus lanes and construction sites will decrease the availability of on-street residential parking.

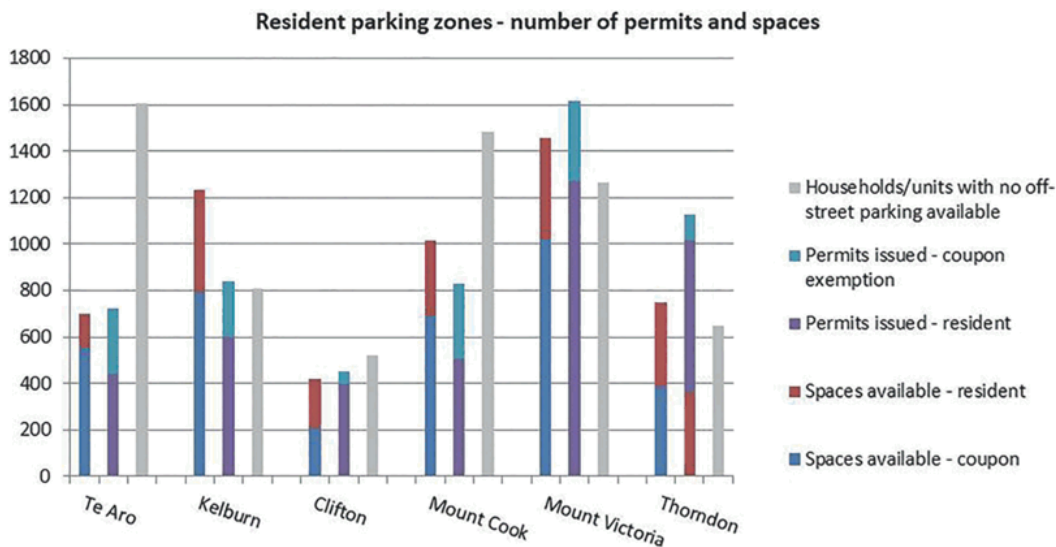
This overspill, when commuters or residents park in the Council's unrestricted off-street parking areas, negatively impacts access for users of our parks, sports, recreation and other community facilities.

Growing demand for parking

The ratio of resident parking permits issued for one resident permit parking space is particularly high in Te Aro and Mount Victoria but the overall picture changes if the use of coupon parking areas is also taken into account. However, coupon parking areas are not for the exclusive use of residents.

Resident parking area	Ratio of resident parking permits issued for each resident parking space available	Ratio of resident and coupon exemption permits issued for resident and coupon spaces available
Te Aro	3.1	1.0
Mount Victoria	2.9	1.1
Clifton	1.9	1.1
Mount Cook	1.6	0.8
Kelburn	1.4	0.7
Thorndon	1.8	1.0

The graph below outlines the resident parking permits and coupon parking exemptions issued (as at 9 July 2019) versus the available spaces (from approximate GIS estimates):

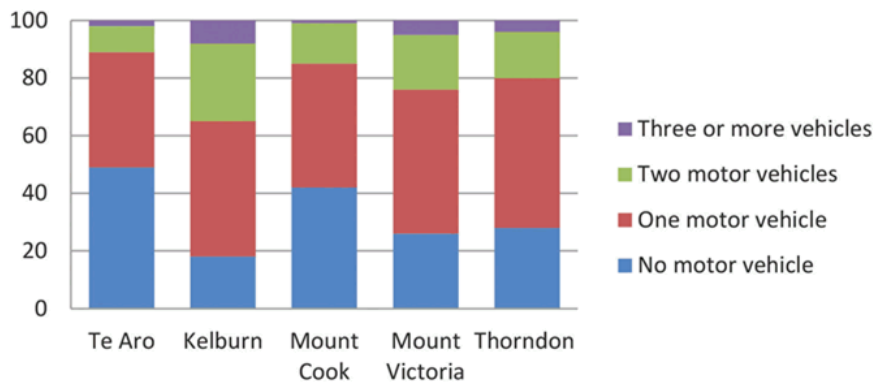


Residents parking scheme area	Percentage of households/units with no off-street parking
Te Aro	39
Kelburn	34
Clifton	41
Mount Cook	54
Mount Victoria	34
Thorndon	27

Households with no off-street parking are shown in the table above. Car ownership patterns also vary between suburbs, the following graph shows the household car ownership by suburb for 2018. Although there is a relationship between car ownership patterns and available off-street parking spaces, there are other factors that

contribute to the availability of spaces. For example, the ratio of permits issued to the number of spaces available, if an area is popular with daytime week day or weekend commuters and visitors, the proportion of properties that have been converted in to multiple units and whether or not residents are using their off-street parking.

Car ownership by percentage of households/units



The Council's 2019 annual occupancy survey for residents' parking showed that:

- the Mt Victoria sampling area exceeded the 85 percent occupancy target on weekdays and weekends
- Thorndon and Te Aro sampling areas were close to the 85 percent occupancy target for weekdays
- Te Aro experienced a similar level of occupancy throughout the weekend whereas Thorndon occupancy was underused at the weekend
- there are times across the survey when there is relatively low occupancy for Clifton, Mt Cook and Kelburn
- the average duration of stay across the sampling areas ranged from Clifton at 152 minutes to Kelburn at 342 minutes.

Infringements and loopholes

Adding to the parking supply issues above are the 14,000 plus infringements (July 2018 to May 2019) for parking in resident or coupon areas without appropriate permits. Often these infringements happen where parking demand from residents is also high.

There have been instances where residents with off-street parking rent out their off-street parking space and use on-street residents' parking for their own vehicle.

In some areas, the coupon parking scheme does not appear to be controlling commuter parking as was the original intent of the policy. Instead it is providing a cheaper commuter option for those people willing to walk from the city fringe.

There are anecdotal examples of residents commuting within their residents parking area to get closer to their work. Although these are not infringement activities, the purpose of a residents parking permit is to provide on-street parking at the permit-holders place of residence.

For more information, refer to the Parking Policy Review: Background Information and Issues Report (January 2020) available here.

What the community has told us

Resident and coupon parking pricing must demonstrate that cost recovery is reasonable. There were 41 submitters to the 2019/20 Annual Plan's proposal to increase charges. Thirty-seven percent of submissions opposed the increase with 55 percent supporting it.

Respondents to our online questionnaire ranked what they felt should be the primary focus for parking in the inner-city suburbs. Resident parking was rated as the most important priority for parking, closely followed by access for visitors and disabled people and those not able to use public transport. Early engagement

feedback from residents suggests that parking restrictions for commercial servicing (trades etc) and visitors is increasingly problematic. Parking for moving people and goods (such as taxis and loading zones) and commuters was ranked lower.

We also sought feedback on the priorities for allocating street space to parking types and uses for residential areas (the questionnaire did not specify if these were city fringe or outer residential areas). For some types, responses were spread across different priorities (high, medium, low, not a priority) and showed no consensus view. There was some agreement for resident parking (74 percent thought this should be a high or medium priority) and mobility parking (70 percent of respondents felt these should be a high or medium priority). Conversely, 86 percent of respondents felt that commuter parking should be a low priority or not a priority at all.

We provided some options for what to do when parking demand exceeds supply in residential areas. The top four options selected by respondents were:

- reduce the number of permits allowed per household (15 percent);
- introduce new residents-only parking areas (with a fee per permit) (13 percent)
- make households with off-street parking ineligible for a permit (13 percent)
- increase permit fees (11 percent).

The proposed solution

There is an inherent tension in using valuable public street space to accommodate privately owned vehicles. City fringe residents expect to be able to continue to use public street space for parking their cars. However, given the competing demands on limited public street space, overall public good must be weighed against the private benefits to a small number of residents.

We propose a two-stage approach with changes based on the need of the parking situation. Firstly, where the impact is moderate, demand can be managed by making changes to the existing scheme. Secondly, if the demand continues or where the impact is severe, we can introduce the proposed new scheme.

The proposed new scheme is based on a short stay (P120) approach with “resident exempt” permits for eligible residents. This follows the Auckland Transport model introduced gradually from 2016 and enables short-stay visits for tradespeople and visitors at the same time as discouraging daily commuters parking in the city fringe where it conflicts with residents.

It is anticipated that over time all inner-city suburbs, including Newtown, will need to change to the new scheme.

Draft design for a new residents’ parking scheme

The introduction of a scheme to an area will be guided by the ratio of households with off-street parking to households with no off-street parking. We will consider introducing a resident-exempt parking scheme in those areas and streets where the proportion of households without any off-street parking exceeds 40 percent.³

The following draft priorities will be applied until the exemption permit limit (85 percent of total available spaces) is reached.⁴

1. Mobility permit holders
2. Electric vehicle owners with no off-street parking
3. Pre-1930s houses or pre-1940s apartments with no off-street parking
4. Other pre-2020 dwellings with no off-street parking (those built after the 1940s but before 2020)
5. All existing dwellings with one or more off-street parking space
6. Businesses located within the parking zone
7. New dwellings and homes built after 2020
8. Second permits - following the priorities 1-7 above until cap is reached.

The new scheme design would be tailored to address specific parking objectives or overcome parking issues.

³ Based on 2019/20 data as the baseline and categorises off-street capacity to include any of the following: a driveway via a kerb crossing; a garage (whether or not it is actively being used to store a vehicle) or an encroachment licence issued for the purpose of parking.

⁴ The priority ranking does not determine the number of parking spaces allocated.

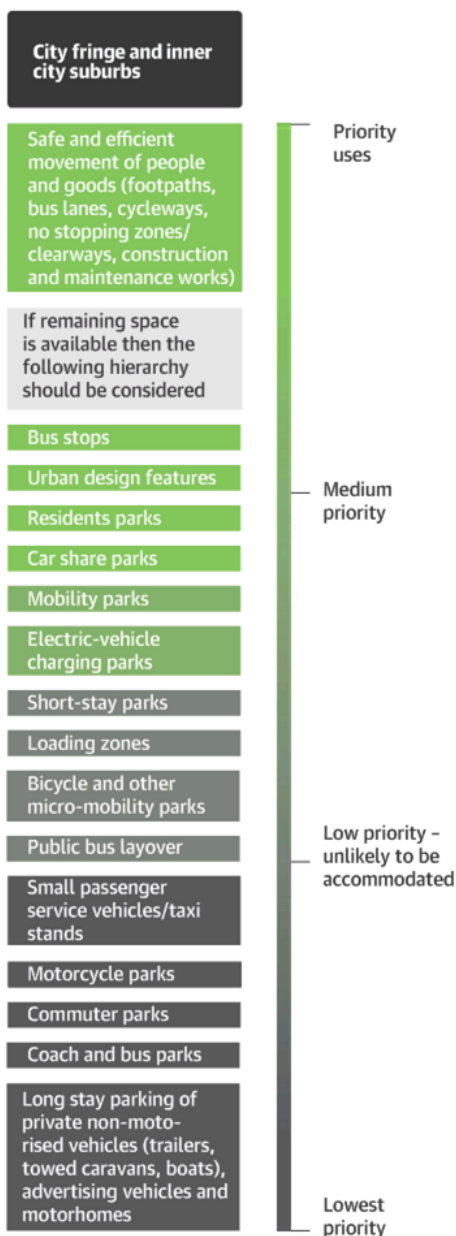
Scheme issue	Scheme design feature
Insufficient on-street parking for residents with no off-street parking and for visitors. Competition for space with daily, predominantly weekday, commuters.	Move and/or reduce the amount of coupon parking. Increase supply for residents and parking turnover for short-stay visitors. In high-demand areas, this may include pay-by-space parking. Provide street space for micro-mobility parking, mobility parks, and car share scheme spaces.
Large resident parking zone areas resulting in people driving within zone to be closer to the central city/shops/ other amenities or people “storing” secondary cars away from their home.	Design smaller exemption zone areas.
Enable closer management of supply and demand, but with enough scope to support short-term visitors and tradespeople.	Cap on overall permits available (85 percent of spaces available). Set annual application and renewal date and only issue permits for 12 months (with refund option for those moving out of an area).
Improve scheme administration efficiency and costs. Inappropriate use of permits. Provide reasonable access by private vehicle for visitors and tradespeople.	Cease the suburban trade permit scheme. Provide a set number of one-day coupons for residents in residential parking zones per annum visitors and tradespeople can use. Introduce online applications and permits.
Support accessibility for disabled residents with limited alternative transport options. Encourage electric vehicles and lower emissions.	Price differentials possible for: <ul style="list-style-type: none"> • mobility permit holders • electric vehicle car owner discount option • multiple permit holders.

In terms of pricing, legislation restricts the Council to the recovery of reasonable costs associated with providing parking permits such as resident parking permits and coupon exemption permits. Parking coupons and metered parking fees are not restricted in this way, but costs must be still be reasonable and align with the objectives of the governing legislation.

See Appendix 2 for more detail on the analysis of benefits and risks of the proposed scheme changes.

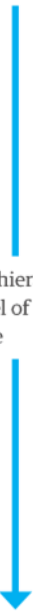
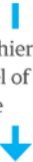
The proposed parking space hierarchy for the inner-city suburbs

To inform future parking management decision-making, the proposed on-street parking space hierarchy for the city fringe and inner-city suburbs is as follows.



Note - the priority given to the type of parking on the street does not equal the amount of space that any one type of parking is allocated.

The proposed parking management tools for inner-city suburbs

Parking management issue	Parking management tools	
<i>Stage One: parking demand or conflict is minor to moderate, and a current residents' scheme exists</i>		
Demand for parking is minor or alternative private off-street parking supply is adequate.	Accept impacts.	 <p>Intervention hierarchy based on level of impact: Low to severe</p>
Demand for parking is moderate, turnover is low and there is conflict between users.	<ol style="list-style-type: none"> 1. Increase monitoring and enforcement to ensure compliance with the scheme. 2. Reduce or remove coupon parking in zones where it conflicts with residents and apply the parking space hierarchy priorities for city fringe to reallocate the parking spaces for active transport and low carbon vehicles. 	
Demand for parking remains moderate; turnover remains low and there is increasing conflict between users.	<ol style="list-style-type: none"> 1. Restrict permits to households where there is no off-street parking (availability of off-street parking determined by whether there is a kerb crossing to a residential address and/or a valid encroachment license). 2. Reduce permits to households where there is no off-street parking to one permit each. 	
<i>Stage two: parking demand or conflict is significant - introduce new scheme</i>		
Demand for parking is significant (eg, ratio of permits issued to available parking spaces is higher than 2:1). Parking turnover is too low to provide short-stay access for residents. Parking conflict between users is significant.	<p>Introduce new residents' parking scheme as per below.</p> <p>The introduction of a new scheme will require community consultation.</p>	 <p>Intervention hierarchy based on level of impact: Low to severe</p>

Outer residential areas

Introduction

This section talks about the parking policy for residential streets that are not included in the central city, inner city suburbs, key transport routes or suburban centres. From time to time, there are issues that require an area-based approach such as the Miramar South response to airport overspill, or using parking management tools like signage, clearer demarcations and enforcement activity.

In general, we will endeavour to prioritise available parking for households with no off-street parking and for visitors, tradespeople and service access to households.

Facts and figures

- The outer suburbs, such as Woodridge and Grenada, have a larger percentage of parents and homebuilders (35 to 49 years old), and babies and pre-schoolers.
- Household car ownership increases as the distance from Wellington central increases, as does the number of vehicles owned. For example, the highest is Makara-Ohariu with an average of 2.19 vehicles per household. Thirty-six percent of households have three or more vehicles and 46 percent have two vehicles. This is followed by Takapu-Horokiwi (2.06 vehicles per household) and Grenada North (2.05 vehicles per household).
- In all outer suburbs, except Linden and Johnsonville, fewer than 10 percent of households do not own a car.
- Residents of the outer suburbs are more likely to travel to work by vehicle than residents in the central city and inner city suburbs.
- For example, in Takapu-Horokiwi around 70 percent of people drove a vehicle as their main means of travel to work (census 2018).

The current approach to parking management

The Council does not intensely manage on-street parking in most residential streets. In some places, such as outside schools and childcare centres, sportsfields, community centres or other areas where there may be occasional

peaks in demand for on-street parking or overspill from designated off-street parking, we may introduce parking restrictions to ensure driver and pedestrian safety. Other risks managed through parking restrictions include ensuring adequate sight-lines at junctions and either side of pedestrian crossings. These are normal day-to-day parking management activities that do not require a policy change.

Other influences on the supply and demand for on-street parking in other residential areas are through the District Plan. For example, what type of business can be established and whether any minimum parking requirements (MPR) should apply. MPRs are rules in district plans that require developers to build a minimum number of off-street car parks with a new development - usually one or two parks per dwelling. While there is no MPR for developments within Wellington's central city, MPRs do apply across the rest of the Wellington.

The problem

There are still parking conflicts in outer residential areas between different users. This is typically from residential on-street parking being impacted by overspill from off-street parking facilities. For example, some residential areas are affected by daily park and ride commuters overspilling from off-street park and ride facilities at train stations, informal park and ride at bus hubs or fare zone boundaries, or overspill from a Council park, sports, recreation, community or other facility during an event. This type of parking can negatively impact on residents or make the roads impassable for emergency vehicles and buses, for example, Carlton Gore Road, Palliser Road, Grafton Road and Birdwood Street.

Where this occurs, the Council can respond in a number of ways, such as introducing time restrictions, creating a residents' only parking area, introducing bus-only lanes, clearways or no on-street parking zones. This is discussed in more detail in the next section.

If it is overspill from a Council facility, we can improve the parking at the off-street car park. This is discussed in a separate section.

For residential parking issues caused by the city's growing population and the need to accommodate population growth and support intensification, the District Plan will need to consider whether Minimum Parking Requirements (MPR) should apply. New development will need to provide for denser housing without having a negative impact on the availability of street space for visitors and servicing, and support a reduction in car use and ownership.

What the community has told us

Respondents to our online questionnaire ranked what they felt should be the primary focus for parking in residential areas. More than half of respondents told us residential area parking should be prioritised for residents. Around a third of respondents considered parking for visitors and people who can't use public transport, for example some disabled people, the most important in residential areas. Around 10 percent thought providing parking primarily for moving people and goods (such as taxis and loading zones), and less than five percent thought providing parking for commuters should be our primary focus for parking in residential areas.

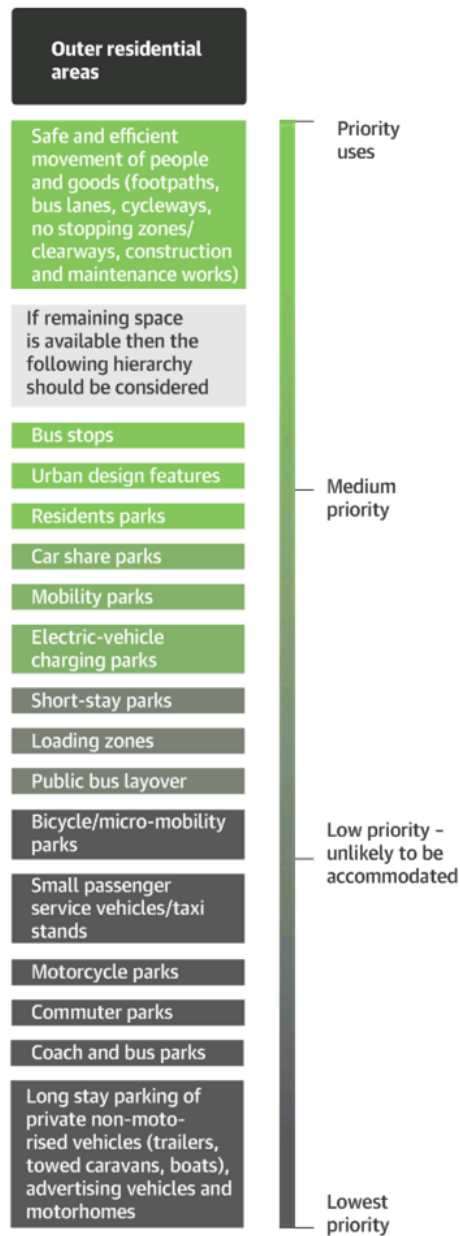
The proposed solution

We are proposing to:

- prioritise the safe and efficient movement of people and goods in outer residential areas and ensure safe parking practices that allow access for emergency and service vehicles (such as recycling trucks) and buses. This may require designating some roads key transport routes (see key transport routes section)
- consider the most appropriate level of intervention to ensure residents have appropriate access to their properties for visitors and services, if on-street parking is regularly occupied by commuter parking or other non-residents
- encourage new development in existing suburban areas that supports a reduction in car use through the Council's development of a new spatial plan and review of the District Plan.

Proposed parking space hierarchy for outer residential areas

To inform future parking management decision-making, the proposed on-street parking space hierarchy for outer residential areas is as follows.



Note - the priority given to the type of parking on the street does not equal the amount of space that any one type of parking is allocated.

Proposed parking management tools for outer residential areas

Parking management issue	Parking management tools	
Overspill activity has a minor impact on parking in neighbouring streets.	Accept overspill impact.	
Overspill activity has a moderate impact on parking in neighbouring streets.	1. Increase monitoring and enforcement to discourage illegal parking activity. 2. Introduce time restrictions.	
Overspill activity has a significant impact on parking in neighbouring streets. Overspill parking is creating a safety hazard, preventing access for emergency and service vehicles. Illegal parking activity is high (such as parking on the footpath).	1. Explore options with partner organisations to increase active and public transport use, such as travel demand management planning and bus scheduling. 2. Introduce parking restrictions and clearways. 3. Introduce a charging regime to manage demand.	

Intervention hierarchy based on level of impact: Low to severe



Proposed approach for outer residential areas - park and ride

Introduction

Park and ride is carparking at or near railway stations and public transport stops where you can park your car for free then catch the train to your destination. It is often near fare zone boundaries.

By using their car, park and ride enables people to access the public transport network. It is conceptually the same as connector bus services and walking and biking facilities, where the ease of getting to a connection point (eg, train station) promotes the use of public transport services.

Park and ride is in more demand than ever and there is a shortage in meeting this demand in some locations. Around some railway stations, park and ride parking reaches capacity early in the morning. This results in overspill of cars into residential areas, and no available parking for people travelling by train later in the day.

Facts and figures

- Wellington City has 13 railway stations where there is some form of park and ride available: these are on the Johnsonville and the Kapiti lines. Note that there are other railway stations not within the City boundaries that also provide park and ride facilities. These are not in scope of this policy.
- The following stations provide some off-street park and ride facility: Crofton Downs, Ngaio, Khandallah, Raroa, Johnsonville, Takapu Road, Redwood and Tawa. For the remainder, on road parking in nearby streets occurs. There are no parking charges although time restrictions apply to some on-street parking around Johnsonville station.
- Formal park and ride capacity at Wellington Region's railway stations has increased from 4450 parking spaces in 2007 to more than 5700 in 2017. At the same time rail patronage has increased from 11 million passenger trips in 2012 to 13 million passenger trips in 2017.⁵



⁵ Source: Park and Ride - Objective and Principles Technical Note 1 prepared by MRCagney for Greater Wellington Council 2018)

Current approaches to managing park and ride parking

The Council does not currently manage any formal park and ride facilities used for public transport. Park and ride facilities near railway stations are provided and managed by Greater Wellington Regional Council (GWRC). GWRC is expected to review its park and ride policies as part of the next review of the Public Transport Plan.

The problem

There is increasing demand for public transport and this is increasing the demand for carparking in and around train stations and bus stops. With a growing population, existing capacity pressures will likely increase.

Several of Wellington City's railway stations, even with a park and ride facility, often reach capacity before 9am, which means overspill parking on nearby residential streets is common. A 2017 survey (unpublished) for Wellington railway stations found that at for some stations, capacity was reached by 8am, while capacity at others was not filled until much later, if at all. The study concluded that: "While there is a notable overspill of car parking onto residential streets and roads, the extent to which this overspill is occurring is not hugely significant in most areas."

The study found that overspill was limited to one or two roads immediately off the stations, apart from Johnsonville Station. It services a much larger population and has a problem with overspill parking into residential streets that reaches out to 400 metres. Adding to the issue in Johnsonville is the commuter park and ride competing with parking for residents, retail, leisure and recreation activities in the Johnsonville town centre.

Proposed solution

Adopt the proposed parking space hierarchy for outer residential areas. The approach to resolving conflict from overspill issues at park and ride car parks will vary depending on the scale of the problem.

Council parks, and sports, recreation and other community facilities off-street parking

Introduction

The Council owns and maintains parking facilities at various parks, sports, recreation sites and other community facilities around Wellington. This includes beaches, parks, swimming pools, community centres, bowling greens, walking and cycling tracks, sportsfields, community centres and libraries.

Parking provides access for users and visitors of these facilities. It has tended to be managed locally, and as required by relevant legislation.⁶ Parking is mostly free and unrestricted.⁷

The Council also manages large areas of open space and reserve land including the Wellington Town Belt and the outer Green Belt. These areas offer active and passive recreational and sporting opportunities for residents and visitors, as well as ground and building leases for sporting and community groups.

Facts and figures

- Wellingtonians have easy access to nature, with 88 percent⁸ of our suburban areas being within 600 metres or 10 minutes' walk to one or more of a neighbourhood park, play space or a walking track, including the Town Belt, beaches and urban parks.
- The city has five indoor pools including the Wellington Regional Aquatic Centre and two outdoor pools in summer.
- Wellington has five recreation centres, 44 natural and 10 artificial sportsfields (two in partnership with colleges), an athletics stadium, a municipal golf course and a BMX track.
- There are 107 play spaces for children to explore and be active, and world-class indoor community facilities including the ASB Sports Centre, which attracted more than 830,000 visitors in 2017/18
- We also have 35 outdoor basketball courts⁹. Other facilities include the National Hockey Stadium, Renouf Tennis Centre, Otari-Wilton's Bush, two cemeteries, Wellington Botanic Garden and a velodrome.

⁶ Wellington Town Belt Act 2016 and the Reserves Act 1977

⁷ There are time restrictions for parking areas at some of the Council's facilities and charges at Freyberg swimming pool

⁸ This does not include school fields or indoor facilities provided by the Council such as aquatic and recreation centres.

⁹ Includes full, half and multipurpose courts.

¹⁰ For example, some is classified as Recreation Reserve or Local Purpose Reserve under the Reserves Act 1977 or as Town Belt under the Town Belt Act 2016.

- The city has 13 libraries and 25 community centres but not all have off-street parking.

Current approaches to managing off-street parking at parks, sports, recreation and other community facilities

Historically, many of the Council's facilities had limited or no off-street parking, and on-street parking provided access to the facility and did not conflict with residents and businesses. However, with population growth and the introduction of on-street parking restrictions, parking demand by users is exceeding supply, for both on and off-street parking. At Wellington Botanic Garden and Freyberg Pool, time restrictions and charges ensure turnover of users and deter non-facility users from occupying the off-street parking spaces.

The amount of off-street parking provided at open spaces and reserves is carefully balanced to provide enough parking spaces to ensure the site is accessible to the public but not oversupply the spaces at the expense of the valuable green space. This is particularly important for the Wellington Town Belt where legislation prioritises public access to recreation activities.

Parking for some facilities is significant, for example, for nine sports facilities in the Newtown area there are approximately 360 parking spaces plus 12 mobility parking spaces. Most of these off-street parking facilities are on land that is not designated as road reserve¹⁰; therefore the traffic-related bylaws and Council's parking monitoring and enforcement services do not apply.

The problem

At many facilities where there is off-street parking, peak demand is not met and leads to overspill into the surrounding on-street parking spaces. This is causing conflict with residents or nearby businesses, schools etc and it may prevent people from accessing the city's recreation facilities. At other facilities, especially those on key transport routes and in suburban centres, reprioritising the use of road space for active and public transport, such as new cycleways, is also resulting in more

parking pressure by displaced commuters and residents at nearby recreation sites.

If facility users are deterred or prevented from accessing the facility, this not only impacts on the community's enjoyment of the facility but could also have a negative impact on revenue, and therefore the financial viability of some facilities.

For example, parking occupancy surveys for parking at Kilbirnie Park, (Wellington Regional Aquatic Centre, Kilbirnie Recreation Centre, Ruth Gottlieb (Kilbirnie) Library and Kilbirnie Plunket), show that out of 177 parking spaces, on average over the week (Monday to Friday) 40 percent of the available parking spaces were occupied for more than three hours, and 29 percent up to 6 hours. These are often not users and visitors of the facilities but either residents, students and teachers at nearby schools and colleges or informal park and ride commuters.

In September 2019, a short parking survey was conducted on two days at five Council town belt sites in Newtown. This survey showed parking space demand and capacity varies between the different sites surveyed, and parking occupancy patterns vary on weekdays and the weekend.

Most sites surveyed demonstrated capacity for users and visitors to the facilities, except for Rugby League Park at Hanson Street, and Wellington Croquet Club and Wellington Harriers along Alexandra Road, where residents and commuters are displacing facility users.

Not all the open spaces and facilities are on public transport routes or accessible by public transport at peak times - such as a public reserve off the bus route or no scheduled bus service early in the morning on a weekend when many sporting tournaments and matches happen or when facility staff need to start work.

Council parking at parks, and sports and recreation facilities does not include car share, ride share, motorcycle, electric vehicle charging stations or parking for micro-mobility. To decrease carbon emissions and improved water quality and air quality, we need to further encourage people to use these types of transport. Changing how we provide parking at these facilities can make it easier for people to travel in different ways.

What the community has told us

The mobility parking space survey provided feedback on mobility parking spaces at the Council's parks, and sports, recreation and other community facilities. There was feedback on several popular locations to either improve or provide new or additional mobility parking spaces, such as at the Wellington Regional Aquatic Centre, the Khandallah and Karori swimming pools, Karori Park and Newlands Park.

The proposed solution

We are proposing to:

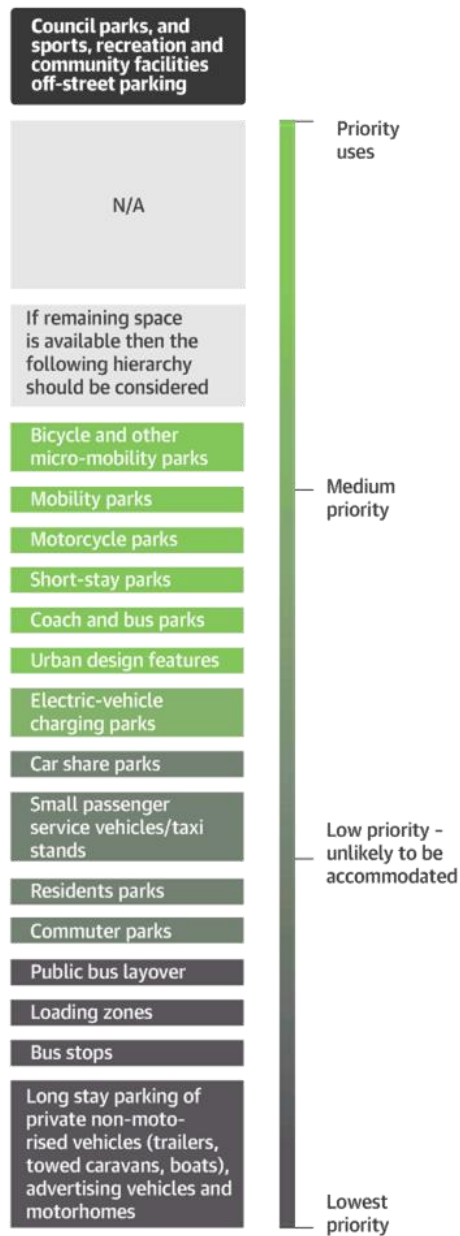
- adopt a hierarchy of parking management tools to ensure users and visitors to our parks, and sports and recreation facilities have priority access during facility opening hours (see diagram below)
- include parks, and sports, recreation and other community facilities into area-based planning parking
- encourage the use of low carbon emission types of transport by allocating parking spaces at parks, and sports, recreation and other community facilities for electric-vehicle charging, car share schemes, ride share and parking for micro-mobility
- support and improve access to our parks, sports, recreation and other community facilities, as far as possible, for people who can't use active or public transport, for example some disabled people or older people
- introduce travel plans for staff and high users of the facility such as schools and clubs
- consider opportunities to develop and formalise shared parking use agreements with nearby commercial premises for off-peak periods, such as when a facility is closed, to maximise the occupancy and use of Council parking supply, and during facility peak use periods to minimise the impact of overspill onto the surrounding streets¹¹
- consider opportunities to develop and implement shared parking use arrangements for residents and/or commuter park and ride for off-peak periods, such as when a facility is closed, to maximise the occupancy and use of Council parking supply and to generate revenue for the facility.¹²

¹¹ Subject to any restrictions under relevant legislation and reserve management plans that limit the extent to which parking is provided on land as public reserve space. Commercial use of the Wellington Town Belt is prohibited.

¹² Limitation as above.

Proposed parking space hierarchy for Council parks, and sports, recreation and other community facility off-street car parks

To inform future parking management decision-making, the proposed off-street parking space hierarchy for the Council’s parks, and sports, recreation and other community facilities is as follows.



Note - the priority given to the type of parking on the street does not equal the amount of space that any one type of parking is allocated.

* Bus stops may be prioritised to on-street (road reserve) space close to the facility.

Proposed parking management tools for Council parks, and sports, recreation and other community off-street car parks

Parking management issue	Parking management tools	
Demand for parking for users and visitors is minor or alternative on-street parking is available and not leading to conflict with other priority parking space users (such as residents in a residential area).	Accept impacts.	
Demand for parking for users and visitors is resulting in more than 85 percent occupancy rates at peak facility times and low parking space turnover.	Introduce a time restriction suitable to the use of the facility (such as a swimming pool, P120 ¹³ , during swimming pool opening hours).	
Demand for parking for users and visitors occurs during time restriction period (occupancy of spaces is consistently over 85 percent, turnover is low, duration of stay regularly exceeds current time restriction, non-compliance is high, dangerous parking behaviour increases).	Introduce compliance and enforcement measures to deter misuse, such as clamping, towage or fines. Introduce access barriers to the parking areas and restrict access to users/visitors of the facility only during opening/peak use times.	
Demand for parking for users and visitors continues to occur during time restriction period despite compliance and enforcement measures (occupancy of spaces is consistently over 85 percent, turnover is low, duration of stay regularly exceeds current time restriction, non-compliance is high, dangerous parking behaviour increases).	Introduce parking charges for users.	Intervention hierarchy based on level of impact: Low to severe
Demand for parking for users and visitors occurs during facility opening hours and price increases have not sufficiently reduced demand (occupancy regularly exceeds 85 percent, turnover is low, duration of stay regularly exceeds current time restriction, non-compliance is high, dangerous parking behaviour increases).	Explore options with partner organisations to increase active and public transport use, such as travel demand management planning and bus scheduling. Consider increasing off-street parking supply. This may be through shared parking arrangements with existing private or commercial parking facilities or the creation of a new parking facility. Any new parking facility may or may not be managed by the Council and may be a short or long-term solution.	

¹³ Time restrictions for the mobility parking spaces may be longer.

Council's central city off-street parking

Introduction

While the Council owns and manages some off-street parking facilities in the central city, we are not intending to expand our role in this area beyond current levels. As outlined in the parking policy objectives in part 3, supporting movement, changing type of transport used, and good urban design and city attractiveness are emphasised rather than an increase in the supply of parking options that would effectively encourage car usage.

In terms of our existing off-street parking, there is an expectation that these assets will provide a return on the investment and generate revenue to achieve the city vision. Using valuable land in desirable locations for this purpose across the city should be priced accordingly. In other circumstances, the Council is the landlord, leasing the land (property) to others for use. Therefore, we have a degree of influence through the terms of lease agreements.

Facts and figures

- The Council operates two car parks on the waterfront providing approximately 180 spaces. Revenue is approximately \$800,000 per annum.
- The Clifton Terrace parking building provides approximately 800 parking spaces. Revenue from this carpark was \$3.1 million in 2018/19.
- At Clifton Terrace, the waiting list for a monthly parking space is approximately two-and-a-half years. There are 241 monthly spaces and 562 casual/daily spaces. This car park reaches full capacity each weekday by mid-morning. Ninety percent of customers park for four hours or longer. Parking occupancy is considerably less over the weekend.
- Clifton Terrace has space for approximately 22 motorcycles.

Current approaches to parking management

Waterfront

Managing a good proportion of some of the parking on the waterfront enables us to facilitate weekend markets and support Wellingtonians' use and enjoyment of the waterfront.

Current parking charges are determined by Wellington Waterfront Limited and designed and priced for short-term parking and commuter needs. Enforcement of the waterfront car parks is contracted out. Waterfront parking is managed under the Wellington Waterfront Framework that states that any parking on the waterfront is to support people who visit, live and work on the waterfront and is not for commuters.

Clifton Terrace parking

Clifton Terrace is owned by the New Zealand Transport Agency (NZTA) and is managed by the Council. It is an important off-street parking resource for the central city.

Most of the carpark is on a first-come, first-served basis which often sees the car park at full capacity with commuters paying a daily rate. However, there is still some turnover during the day for casual parkers. Clifton also provides reserved monthly parking for which there is a long waiting list.

The problem

Management of the Waterfront parking and Clifton Terrace (led by NZTA) need to be aligned with the new parking policy in terms of the type of parking the Council prioritises.

All-day parking needs to decrease and short-stay capacity and turnover increase. The occupancy of Clifton Terrace at the weekend needs to increase.

The Council has been redeveloping the waterfront car parks for other uses, such as the Kumutoto area. This is in line with the Wellington Waterfront Framework vision to create a waterfront for people, not vehicles.

The remaining parking spaces need to allow access for those with mobility issues, for service vehicles and short stay visitors.

What the community has told us

Just under half of the respondents to our online questionnaire about parking told us that our primary focus for central city parking should be for visitors and for disabled people and those not able to use public transport.

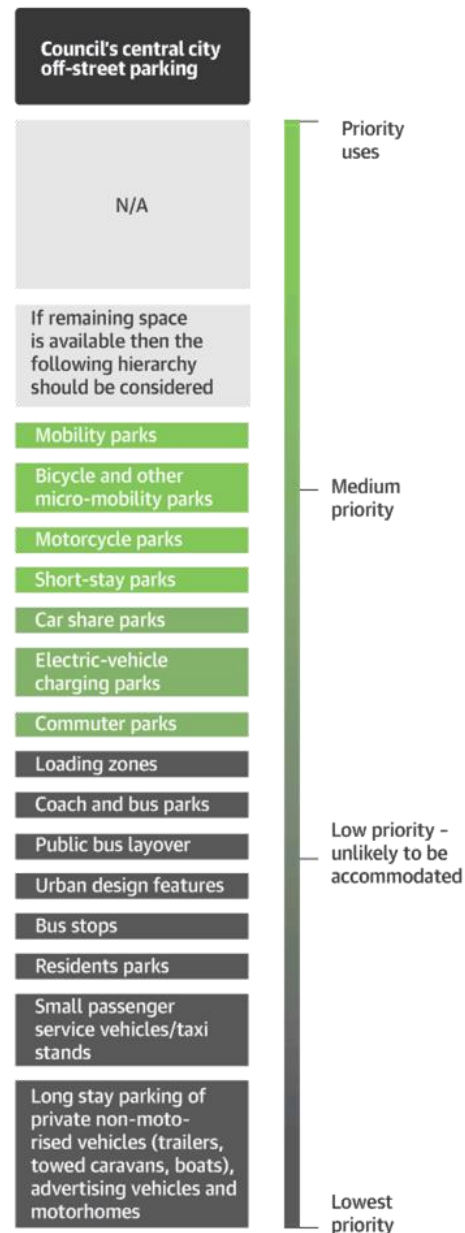
When asked what we should do when parking demand exceeds supply in the central city, respondents

overwhelmingly suggested we should make it easier to get to the central city in other ways (walking, cycling, public transport). However, 36 respondents, or 14 percent, told us we should be supporting additional well-managed off-street car parking buildings which are publicly or privately run, in the central city, and/or in residential areas.

Respondents remarked that several of these facilities had closed recently, such as the car park buildings at Reading Cinemas (Courtenay Place), Wakefield Street, and Marion Street, and that this has caused a shortage of off-street parking options.

Proposed parking space hierarchy for Council off-street parking buildings and areas

To inform future parking management decision-making, the proposed parking space hierarchy for Council off-street parking buildings and areas is as follows.



Note - the priority given to the type of parking does not equal the amount of space that any one type of parking is allocated.

Appendix 1: Summary of the benefits and risks of the proposed parking management tools for different areas

Note: Changes would be implemented over time and be determined through annual planning and traffic resolution processes. Not all changes would be applied in all areas and the levers could be used at different times.

The following table summarises the benefits and risks of the proposed parking management tools for **key transport routes**.

Levers	Benefits	Risks and mitigations
Introduce clearways at peak times.	<p><i>Supports safe movement</i> – facilitate the safe and efficient movement of people on the transport network by moving more people using fewer vehicles along key transport routes.</p> <p><i>Delivers service excellence and a safe working environment</i> – keeps parking outside of peak times. Beneficial for people who work outside typical peak hours.</p>	<p>Requires enforcement during clearway times and towing vehicles that park during this period.</p> <p>Any breaches of the clearways can be disruptive.</p>
Remove on-street parking at all times from key transport routes and reprioritise parking to adjoining streets or nearby streets.	<p><i>Supports safe movement</i> – facilitate the safe and efficient movement of people on the transport network by moving more people using fewer vehicles along key transport routes.</p> <p><i>Supports business wellbeing</i> – retains access to the area, particularly in suburban centres which include key transport routes.</p> <p><i>Supports shift in type of transport used</i> – facilitates a shift over time to using public transport, walking and cycling.</p>	<p>Potential for greater impact on the local community.</p> <p>Reduces parking in the area. This may give rise to other issues where this impacts on other parking usage in neighbouring streets. Trade-offs required.</p> <p>Could mitigate the impacts by developing a broader area-based parking management plan for the area.</p>

The following table summarises the benefits and risks of the proposed parking management tools for the **suburban centres**.

Levers	Benefits	Risks and mitigations
Introduce or change time restrictions to provide short-stay parking to provide better access to shops and services.	<p><i>Supports business wellbeing</i> – by providing access to retail outlets, businesses and services to support economic activity in the suburban centres.</p> <p><i>Supports shift in type of transport used</i> – facilitates a shift over time to using active and public transport through pricing, particularly for long-stay parking.</p> <p><i>Delivers service excellence and a safe working environment</i> – supports availability of parking and greater convenience for visitors to suburban centres.</p>	Reduces availability of free or affordable on-street parking for commuters (including park and ride) and employees who work in suburban centres.
Introduce metering and hourly charges for on-street parking.	<p><i>Supports business wellbeing</i> – by providing access to retail outlets, businesses and services to support economic activity in the suburban centres.</p> <p><i>Supports shift in type of transport used</i> – facilitates a shift over time to using active and public transport through pricing.</p> <p><i>Delivers service excellence and a safe working environment</i> – supports availability of parking and greater convenience for visitors to suburban centres.</p>	Reduces availability of free/affordable on-street parking for commuters (including park and ride) and employees who work in suburban centres.
Remove on-street parking on key transport routes where it hinders transport reliability and efficiency.	<p><i>Supports movement</i> – facilitate the safe and efficient movement of people on the transport network by moving more people using fewer vehicles along key transport routes.</p> <p><i>Supports shift in type of transport used</i> – facilitates a shift over time to using public transport, walking and cycling.</p>	Reduces availability of free or affordable on-street parking for commuters (including park and ride) and employees who work in suburban centres.

Levers	Benefits	Risks and mitigations
<p>Where possible, re-locate or re-design existing mobility parking spaces to better meet users' needs.</p> <p>If required, and within the context of available off-street mobility parking spaces (Council and commercial), add new mobility parking spaces to meet user demand.</p>	<p><i>Supports access for all</i> - facilitates access for individuals with limited mobility to our suburban centres through design, placement, number of parks and enforcement.</p>	<p>Some of Wellington's streets are not suitable to accommodate mobility parking spaces for wheelchair accessible vehicles.</p>
<p>Increase the number of on-street parking spaces dedicated to low carbon emission modes of transport.</p>	<p><i>Supports move to becoming an eco-city</i> - increasing the proportion of street space in our suburban centres that support the take up of low carbon emission modes of transport (eg, car share schemes, EV charging, (including at mobility parking spaces where possible), micro-mobility parking and bicycles) would have a positive impact on reducing overall emissions.</p> <p><i>Supports shift in type of transport used</i> - providing parking for alternative modes of transport to incentivise a decrease in car ownership and the uptake of EVs, cycling, car and ride sharing that will have a positive impact on carbon emissions, amenity value, health and wellbeing, and water quality.</p>	<p>Occupancy in designated parks may be lower than optimum (85 percent), at least in the short-term, until the uptake increases. There may also be non-compliance issues.</p>
<p>Provide goods and servicing vehicles-only loading zones where it is impractical to enable off-street deliveries, in areas of high parking demand and a high density of retail and commercial premises. Permits must be displayed to use these zones.</p> <p>General purpose loading zones to be used in other areas where there is a need for loading or unloading of goods or passengers.</p>	<p><i>Supports business wellbeing</i> - will enable the suburban centre commercial premises to operate.</p> <p><i>Supports movement</i> - facilitate the safe and efficient movement of people on the transport network by discouraging double-parking and stopping in bus lanes and cycleways to deliver to and service premises in suburban centres.</p>	<p>There is likely to be non-compliance issues. In some parts of the city, loading and unloading in bus stops happens frequently. The Council would need to mitigate this by increasing monitoring and enforcement.</p>
<p>Introduce area-based planning to suburban centres to ensure a joined-up approach between managing the on and off-street space for pedestrians, active and public transport, and vehicles.</p>	<p><i>Delivers service excellence and safe working environment</i> - Area-based planning means local needs can be incorporated into parking design. This results in more holistic travel planning and supports the best possible mix of active and public transport, off-street and on-street parking, and footpath and vehicle usage. Should result in reduced overspill impacts as unintended consequences of parking changes in to neighbouring areas is managed proactively.</p> <p><i>Supports shift in type of transport used</i> - by considering parking supply and location cohesively to complement other transport modes to give people travel choices.</p> <p><i>Supports city amenity</i> - integrate good urban design into area-based planning to ensure the placement and design of parking spaces optimises city amenity and enjoyment of the public space.</p>	<p>Can take more time to implement as more organisations required to be involved in the decision-making. Likely to result in tough trade-off discussions as not able to accommodate everyone's wants and needs.</p> <p>Designing local solutions needs to be completed so that there is still consistency across Wellington, for example, so that users moving between areas understand the parking system as a whole.</p>

Levers	Benefits	Risks and mitigations
<p>Introduce technology that provides information about parking availability for the public and provides greater levels of enforcement more efficiently.</p>	<p><i>Delivers service excellence and safe working environment</i> - improve user experience as parking restrictions, charges and occupancy information is more readily available, reducing time spent searching for a suitable parking space.</p> <p><i>Supports access for all</i> - facilitate access for individuals with limited mobility to our suburban centres through improved monitoring and enforcement of inappropriate use of mobility parking spaces.</p>	<p>Additional technology investment costs for ratepayers.</p> <p>There may be negative perceptions of an increased use of CCTV or sensor technologies for parking purposes.</p> <p>Not all people that drive have access to or are able to use online technology.</p>
<p>Design and locate the on-street parking spaces to enhance and support good urban and water sensitive design and free-up street space for urban amenity features such as planting, seating and community recreation spaces.</p>	<p><i>Supports city amenity</i> - removing, relocating and redesigning on-street parking spaces can make suburban centres more attractive and pleasant places to spend time.</p> <p><i>Supports move to becoming an eco-city</i> - adding planters and water-sensitive urban design features in suburban centres can improve stormwater quality and management, which in turn will improve the water quality of local streams and waterways.</p>	<p>A significant proportion of the public do not want a decrease in on-street parking supply.</p>

The following table summarises the benefits and risks of the proposed parking management tools for the city fringe.

Levers	Benefits	Risks and mitigations
Tighten the eligibility for residents' permits eligibility		
<p>Progress towards one resident parking permit per household or unit for households or units with no off-street parking available.</p> <p>Reduce size of residents' scheme areas.</p>	<p><i>Supports city amenity</i> - by matching the number of permit holders more closely with available parking supply and the proximity of the on-street parking space to the eligible household.</p> <p>Supports shift in type of transport used - long term, this would create clearer expectations that on-street parking will be increasingly limited and support people to shift to using public and active transport.</p> <p><i>Supports move to becoming an eco-city</i> - congestion should reduce as vacant on-street parking spaces become more readily available, and fewer people will be driving around searching for a parking space. Reduces in-zone commuting and short trip travel within a scheme area. Should encourage a reduction in car ownership and usage. As the population of inner-city suburbs increases, availability of other transport options means the norm for new residents will be to not own a car.</p> <p>Delivers service excellence and a safe working environment - greater equity for local resident households and units needing access to on-street parking. Reduce inappropriate use of resident parking permits.</p>	<p>Based on 2013 census data, 2265 households in inner-city suburbs had two or more cars. This information captures full suburbs (larger than the residents' permit zone) and takes availability of off-street parking into account. A proportion of these households would need to find alternative parking via the private market or reduce car ownership.</p> <p>Some households, for example, families or multiple young professionals preferring separate private transport arrangements, may need to make alternative plans.</p> <p>There is a risk that some households may park or store their cars on the street in non-resident parking areas causing suburban overspill.</p> <p>Households may contest usability of their existing off-street parking. This may increase administrative time taken for assessing permit eligibility. However, existence of kerb crossings and encroachment licenses will help to mitigate this.</p> <p>Council could help to mitigate some of these risks by promoting technologies that promote the use of private market off-street parking spaces (eg, Parkable).</p>
<p>Occupiers of new builds will not be eligible for resident parking permits (following review of the District Plan).</p>	<p>Supports shift in type of transport used - clear expectation for residents of new developments that car parking will be restricted. As the population of inner-city suburbs increases, availability of other transport options means the norm for new residents will be to not own a car.</p> <p>Supports city amenity - supports city fringe suburbs intensification without a requisite increase in cars.</p> <p>Supports move to becoming an eco-city - congestion should reduce as vacant on-street parking spaces become more readily available, fewer people will be driving around searching for a parking space.</p>	<p>Perceived inequity for new versus existing residents.</p> <p>Council would need to build awareness of sale or rental conditions, so buyers or renters are not impacted unknowingly.</p>

Levers	Benefits	Risks and mitigations
Tighten the eligibility for residents' permits eligibility		
Remove coupon exemption options and expand resident-only areas by reallocating coupon parks to residents and other types of parks as per the on-street parking space hierarchy.	<p><i>Supports city amenity</i> - matches resident demand more closely with available parking supply and reduces the complexity of having residents' vehicles in short-term coupon spaces.</p> <p><i>Deliver service excellence and a safe working environment</i> - greater price equity (\$195 for a resident's permit versus \$120 for a coupon exemption) for local resident households and units needing to access on-street parking. This would also simplify the overall resident parking regime. Discourage fraudulent and inappropriate use of permits.</p>	<p>Reduction of coupon zones and parks could cause overspill into surrounding streets with no residents' parking and generate informal park and ride arrangements.</p> <p>There is a risk that some households may park or store cars on the street in non-resident parking areas causing suburban overspill.</p>
Differential pricing for resident parking permits		
<p>Mobility - a resident permit discount for Mobility Card holders.</p> <p>As a general rule, mobility parking has not been provided in residential areas. Cases for mobility parks need to be considered based on general mobility needs and Accessible Wellington Action Plan commitments.</p>	<p><i>Supports access for all</i> - facilitates access for people with limited mobility through affordability of resident parking permits. Supports accessibility to resident parking as a high proportion of mobility card holders are on low or fixed incomes.</p>	<p>Some administrative impact in assessing validity of mobility permits. Permits may be long or short term.</p> <p>Mobility parking permits are issued to a person, not a vehicle. The permit should only be used when the permit holder is using the vehicle (as a driver or passenger). There is some potential for misuse or fraudulent use of mobility permits.</p>
Carbon dioxide emissions - Resident parking permit fees based on carbon dioxide emissions.	<p><i>Supports move to becoming an eco-city</i> - incentivises uptake of lower carbon emission vehicles through a discounted. Supports the objectives for a zero carbon city.</p> <p><i>Supports shift in type of transport used</i> - some residents in inner-city suburbs may opt to move to active or public transport rather than private car ownership.</p> <p>This presents an opportunity to align with recent Government announcements on incentives for low carbon emission vehicles. Some overseas jurisdictions differentiate user charges for resident parking based on the level of car emissions, recognising the impacts that petrol and diesel vehicles have on efforts to meet carbon reduction targets.</p>	<p>Rather than being seen as a discount or incentive scheme for electric vehicle or low CO2 vehicle uptake, some residents may view this as double impact on top of road user charges for diesel vehicles.</p> <p>Administrative checks on vehicle registration could include NZTA information on CO2 emissions (grams/km).</p>

Levers	Benefits	Risks and mitigations
Street space allocation		
Increase number of on-street parks dedicated to low carbon emission modes of transport.	<p><i>Supports move to becoming an eco-city</i> – increasing the proportion of parking spaces in residential areas that support a take up of low carbon emission modes of transport (eg, car share schemes, electric vehicles, micro-mobility parking) would have a positive impact on overall emissions.</p> <p><i>Supports shift in type of transport used</i> – fewer available on-street parks available for private car storage may encourage residents to adopt other modes, for example, car share schemes, electric vehicles, micro-mobility, resulting in a positive impact on overall emissions.</p>	Occupancy in dedicated parks may be lower than optimum while uptake increases. This may also result in an increase in non-compliance.
Replace coupon parking scheme with P120 time restrictions (short stay) but with exemptions for residents.	<p><i>Supports shift in type of transport used</i> – this removes on-street commuter option and supports a shift in type of transport used. Occupancy rates can be used to trigger the need to remove coupon spaces in certain areas. Maintain or increase existing levels of spaces for residents and their visitors by reducing coupon parking spaces and reallocate some to residents only.</p> <p><i>Supports movement</i> – discourage the use of coupon parking for relatively cheap commuter parking: maintain first two hours free; differentiate the price of online coupons for two to four hours and more than four hours to enable short-stay options connected to residents' needs and local attractions.</p> <p><i>Delivers service excellence and a safe working environment</i> – reduces the overall administration costs of the scheme (production, distribution, storage and sale of coupons) and simplifies resident parking.</p>	<p>Supply of commuter parking in Wellington is already constrained and reducing the number of coupon parks (or removing them altogether) could cause overspill into surrounding streets with no resident parking and generate informal park and ride arrangements.</p> <p>This could potentially be problematic for tradespeople servicing residential properties. However, options for a traffic management plan, annual allocation of day passes to residents or use of suburban trade coupons (allowing parking in resident parking areas) could be used.</p>
Improvements to parking services		
Online permits and coupons only.	<p><i>Delivers service excellence and a safe working environment</i> – an online system that is more efficient to administer and cost savings around coupon printing, storage and distribution.</p> <p>Reduces resident parking permit forgery or coupon misuse (scratching out multiple dates or re-use).</p> <p><i>Supports business wellbeing</i> – promote use of trade coupons for tradespeople and make online processes user friendly.</p>	<p>Loss of associated revenue for coupon stockists.</p> <p>Some coupon permit users may not have access to smart phones or data networks.</p>

Levers	Benefits	Risks and mitigations
Standardise restrictions		
Standardise demarcations and signage across resident parking zones.	<i>Delivers service excellence and a safe working environment</i> – clear and consistent signage and demarcations (eg, yellow lines for resident parking and white lines for coupon parking) assists the parking experience and supports compliance with parking rules.	Capital expenditure required to add or change signage.
Standardise time restrictions in resident parking areas.	<i>Delivers service excellence and a safe working environment</i> – there are different time restrictions in different places for resident parking eg, in some places it is resident-only parking at all times and, in others, it is Monday to Friday 8am to 6pm. Residents' access to parking should be available at all times, particularly where residents' needs conflict with non-residents seeking parking options for the weekend.	Standardised time restrictions across all resident parking schemes may not reflect local needs – some schemes are required due to pressure from commuters on weekdays, others due to pressure from retail or leisure activities at the weekends.

The following table summarises the benefits and risks of the proposed parking management tools for **Council parks, sports, recreation and other community facilities.**

Levers	Benefits	Risks and mitigations
Introduce or change time restrictions to prioritise user and visitor access to Council facilities.	<p><i>Supports business wellbeing</i> – by providing user and visitor access to Council parks, and sports and recreation other community facilities.</p> <p><i>Delivers service excellence and a safe working environment</i> – supports availability of parking and greater convenience for users and visitors to Council parks, sports, and recreation and other community facilities.</p>	Reduces availability of free or affordable off-street parking for commuters (including park and ride) and employees who work at the facilities.
Introduce access restrictions, such as barriers or gates, and hourly charges for parking at our facilities.	<p><i>Supports business wellbeing</i> – by providing user and visitor access to Council parks, and sports, recreation and other community facilities to support economic activity at the facilities.</p> <p><i>Supports shift in type of transport used</i> – facilitate a shift over time by users and visitors to using active and public transport through pricing.</p> <p><i>Delivers service excellence and a safe working environment</i> – supports availability of parking and greater convenience for users and visitors to Council parks, and sports, recreation and other community facilities.</p>	<p>Reduces availability of free or affordable off-street parking for commuters (including park and ride) and employees who work at the facilities.</p> <p>May result in a decrease in usage of the Council facility, and therefore the associated wellbeing benefits, especially for low income families and those with disabilities.</p> <p>Mitigate with parking concessions for mobility permit holders.</p>
<p>Where possible, relocate or redesign existing mobility parking spaces to better meet users' needs.</p> <p>If required, add new mobility parking spaces to meet user demand.</p> <p>Introduce time concessions and/or parking fee discounts for those displaying a valid mobility parking permit.</p>	<p><i>Supports access for all</i> – facilitate access for individuals with limited mobility to our parks, and sports, recreation and other community facilities through design, placement, number of parks and enforcement.</p>	<p>Some of the Council's parks, and sports, recreation and other community facility car parks may not be suitable to accommodate mobility parking spaces for wheelchair accessible vehicles.</p> <p>As mobility parking spaces tend to have a lower occupancy than other parking spaces, this may encourage inappropriate use of the mobility parking spaces by users without a valid mobility parking permit.</p> <p>Mitigate with improved monitoring and enforcement.</p>
Increase the number of parking spaces dedicated to low carbon emission modes of transport.	<p><i>Supports move to becoming an eco-city</i> – increasing the proportion of parking spaces in Council facility car parks that support the take up of low carbon modes of transport (eg, car share schemes, EV charging, (including at mobility parking spaces where possible), micro-mobility and bicycle parking) would have a positive impact on overall carbon emissions, amenity value, health and wellbeing and water quality.</p> <p><i>Supports shift in type of transport used</i> – providing parking for alternative modes of transport to incentivise a decrease in car use and the uptake of EVs, cycling, car and ride sharing that will have a positive impact on reducing carbon emissions, amenity value, health and wellbeing and water quality.</p>	<p>Occupancy in dedicated car parks for low carbon emission vehicles may be lower than optimum (85 percent), at least in the short-term, until the uptake increases. There may also be non-compliance issues.</p> <p>People using EV charging parking spaces but not using the facility, thereby potentially taking up a parking space for a genuine facility user with an electric vehicle. Mitigate this with other levers such as time restrictions.</p>

Levers	Benefits	Risks and mitigations
Introduce technology that provides information about parking availability and provides greater levels of enforcement more efficiently.	<p><i>Delivers service excellence</i> - improve user experience as parking restrictions, charges and occupancy information is more readily available so reducing time spent searching for a suitable parking space.</p> <p><i>Supports access for all</i> - facilitate access for users and visitors to our parks, and sports and recreation facilities through improved monitoring and enforcement of inappropriate use of parking spaces. Decreases incidence of dangerous parking behaviour.</p>	<p>There is public perception that increased monitoring is invasive and could compromise personal privacy.</p> <p>Not all people that drive have access to or are able to use online technology.</p> <p>As the parking areas are not on road reserve, they do not currently come under the remit of the Council as a road controlling authority. Therefore, the Council may have to seek an alternative way to introduce a compliance and enforcement regime.</p>
Design and locate on-street parking spaces to enhance and support good urban and water sensitive design and free up street space for urban amenity features such as planting, seating and community recreation spaces.	<p><i>Supports city amenity</i> - removing, relocating and redesigning the on-street parking spaces can make the car parks of the parks, sports and recreation facilities more attractive, complementing the facilities that they serve and enhancing the visitor experience - for example the Botanic Garden, Otari-Wilton's Bush.</p> <p><i>Supports move to becoming an eco-city</i> - adding planters and water sensitive urban design features in suburban centres can improve stormwater quality and management, which in turn will improve water quality of local streams and waterways.</p>	Adding urban amenity and water-sensitive urban design features may mean a reduction in the number of parking spaces provided.
Create new or improved bus and coach parking, and pick up and drop off spaces at parks, and sports, recreation and other community facilities to decrease obstruction created on surrounding streets and to encourage more collective travel to/from facilities for events and competitions.	<i>Supports shift in type of transport used</i> - providing parking for alternative modes of transport to incentivise a decrease in individual car use and encouraging the movement of more people in fewer vehicles to lessen congestion around our facilities.	Not all access roads to our parks, and sports, recreation and other community facilities can accommodate a bus or coach safely.

Appendix 2. Likely impacts of the proposed parking management changes on Council parking in the central city

Designations	Current approach to parking management	Priority	Proposed approach to parking management	If adopted, what this means for:	
				Pricing	Restrictions/conditions
Mobility parking	<p>Promotes equity in parking for people with limited mobility in through design and placement, number of parks and enforcement.</p> <p>Mobility parking permit holders parked in a Council-owned car park can stay for longer than the time restriction. This recognises the extra time needed to go to and from destinations. The current concessions are: one hour over any time restriction of 30 minutes or longer, or one hour over the time paid for.</p>	High	<p>Mobility parking to be prioritised in accessible locations close to key destinations.</p> <p>Over time, improvements to the design and placement of mobility parking spaces.</p> <p>Where feasible, electric-vehicle charging points may be added to some on-street mobility parking spaces.</p>	<p>User pays.</p> <p>Inclusive and affordable.</p>	<p>Unlikely to change, only available to mobility parking permit holders.</p> <p>Concessions unlikely to change. one hour over any time restriction of 30 minutes or longer, or one hour over the time paid for.</p>
Bicycle parking (including e-bikes and e-scooters)	<p>Bicycle parking is provided in areas of high demand and to accommodate increasing cycle use. Can be on-street, off-street and in buildings.</p>	High	<p>Providing parking for bicycles is likely to be extended to include parking for e-scooters and e-bikes.</p>	<p>Likely to remain free to the user.</p> <p>The Council may introduce charges to the micro-mobility service-provider for the provision of parking areas.</p>	<p>Not restricted to any particular company.</p> <p>Publicly available.</p>
Loading zones (destination freight, building servicing, tradespeople and construction)	<p>An active city needs to be serviced and space needs to be available on-street and off-street for goods delivery and service vehicles.</p> <p>Only vehicles designed and used for transporting goods and authorised vehicles can use the zones.</p> <p>Service vehicles should be encouraged outside of peak times.</p>	High	<p>Loading zones along the Golden Mile and other bus priority routes may potentially be restricted to off-peak use only.</p> <p>Some loading zones in the central city may be restricted to goods vehicles and authorised vehicles only displaying a valid loading zone permit.</p>	<p>The price of loading zone permits and trade coupons likely to increase.</p>	<p>Loading zone permit-holders only (goods vehicles and authorised vehicles only displaying a valid loading zone permit).</p> <p>Loading zones could have a P10 restriction.</p> <p>Servicing may need to be outside of peak times.</p> <p>Trade coupons could be used to enable active trade vehicles short-term access to central city residential properties.</p>
Short-stay parks	<p>Short-stay parking in the central area is typically P120 and metered. This is to allow a broad range of public use and stopping times to support retail and business activity. Some shorter-stay spaces are provided in areas of very high demand, such as the Civic Centre.</p>	High	<p>A new pricing regime may be introduced for short-stay parking. Spaces to be priced to encourage optimum use of space (85 percent occupancy) and high turnover. See the inner-city section for more information.</p>	<p>The proposal presents a pricing regime that will increase prices in high demand areas at peak times and be lower in lower demand areas and at off-peak times.</p>	<p>Likely to change.</p> <p>Requires new technology.</p>

Designations	Current approach to parking management	Priority	Proposed approach to parking management	If adopted, what this means for:	
				Pricing	Restrictions/conditions
Small passenger service vehicles (SPSV) and taxi stands	Space must be allocated for other important uses and activities that support access, such as mobility parking and SPSV stands. New SPSV stands should be located on local streets in preference to arterial, principal, and collector streets and the Golden Mile. SPSV stands should be located on collector and local streets.	High	Spaces currently allocated for SPSV to wait for customers could be changed to P10 pick up/drop off zones to stop vehicles waiting on the street for customers. Service providers may be required to have a licence to use the zones and a fee could be introduced in the future for the use of the kerb space.	Commercial.	Use restricted to SPSVs. Pick up/drop off zones able to be used by Total Mobility service-providers.
Car share	There is currently no charge for designated on or off-street car parks but as car share businesses grow, the Council may consider seeking a financial contribution to cover part of the cost of providing them.	High for the short-term. Medium priority in the longer term.	In the short-term, additional general-use car share spaces are likely to be provided in the central city under the current arrangements. In the longer-term (within 10 years), the Council may consider introducing charges to car share providers for the use of the street space.	Commercial once uptake of car share services is higher.	Restricted to licenced users only. Where feasible, car share spaces could be provided with electric-vehicle charging points.
Electric vehicle (EV) charging	No specific policy on EV parking although increased EV charger numbers support Te Atakura.	High for the short-term. Medium priority in the longer term.	In the short-term, additional EV-charging spaces likely to be provided in the central city. Where possible, some mobility parking spaces could also be provided with EV-charging points. In the longer term, cheaper rates for EVs could be introduced.	Commercial once uptake of EVs is higher.	Restricted to EV charging only.

Designations	Current approach to parking management	Priority	Proposed approach to parking management	If adopted, what this means for:	
				Pricing	Restrictions/conditions
Motorcycle parking	On-street motorcycle parking numbers to be retained at around 600.	Medium	Where feasible, some additional motorcycle parking could be provided. On-street motorcycle bays in key locations may have time restrictions introduced to enable short-stay parking (less than four hours). Charges may be considered, proportionate to the charges for a car, to use the motorcycle bays at peak times.	Commercial.	Encourage off-street parking or in parking buildings. Provide for short-stay and all-day.
Bus and coach parking (NB does not include bus stops)	No specific policy for bus and coach parking. Limited overnight kerbside bus and coach parking is available near some inner-city hotels; tour bus and coach parking on Wakefield Street; cruise ship shuttle bus parking on Brandon Street; lay-over bus and coach parking on Kent Terrace.	Low	Coach and cruise ship shuttle bus parking could be considered in locations of key tourist interest where a significant demand can be identified. Seasonal coach/shuttle bus parking is likely to be considered before any permanent coach parking. Time restrictions might be applied to coach parking areas, particularly in the central area and suburban centres. Charges for coach and shuttle/bus parking might be introduced to manage demand.	Commercial.	Seasonal restrictions may be applied for tour and cruise bus parking.
Public bus layover	The Residents' Parking Scheme was introduced in the late 1980s to provide parking for residents in areas with high external (including commuter) parking demand.	Lowest	It is likely that there will continue to be no residents' parking schemes in the central city.	Fees set through Annual Plan processes.	Not applicable
Commuter parking	On-street commuter parking is not generally permitted on-street in the central city or suburban centres. Commuter/longer-stay parking is provided off-street.	Lowest	Time restrictions and charging are likely to be introduced to discourage all-day/commuter parking in the central city.	Commercial	Restrictions and pricing to discourage commuter parking.



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Attachment: *Residents' Parking Fee Concessions Analysis*.

Background

Residents' parking

Residents' parking schemes operate in the suburbs closest to the central city, such as Mount Victoria, Mount Cook, Newtown, Thorndon and Kelburn. Resident parking allows people who live in the area to park near their homes. If you live in an area with resident parking, you can apply for a permit to park in resident parking or coupon parking spaces. To park in a resident parking area, you need a permit. A resident parking permit allows you to park in either resident or coupon parking spaces in your area.

It costs \$195 for 12 months. A coupon parking exemption permit allows you to park in coupon parking spaces in your area but you can't park in resident parking spaces. It costs \$120 for 12 months. Eligible residents can apply for a maximum of: two permits per household, or one permit per household in a multi-unit dwelling (three or more units at one address).

There are around 4300 resident parking permit holders and 1400 coupon exemption permit holders in the city. The number of permits issued exceeds the number of spaces available in several of the schemes. As part of the wider review of the parking policy and proposals to amend the design of the residents parking scheme, Officers have assessed the costs and benefits of offering a discounted fee for their residents' permit for those on low incomes.

Community Service Card (CSC) Holders

The CSC system is administered by Work and Income on behalf of the Ministry of Health to help people on low incomes with the costs of health care. The eligibility criteria for a CSC includes, people who are:

- are 16 or over
- are not a dependent child
- either:
 - are a New Zealand citizen
 - are a permanent resident, or
 - have, or have applied for, refugee or protection status
- normally live in New Zealand and intend to stay here.

The applicant is income-tested with an income threshold depending on the person's situation, for example a single person living alone can apply if their annual income is less than \$28,801.

There are 26,000 CSC holders in the Wellington area and approximately 1,670 households in an inner city suburb have one or more cardholders. The following table shows the breakdown of CSC holder household composition by Wellington suburb.

Wellington Suburb	Cardholder Household Composition		Total Cardholder Households
	Households with 1 Cardholder	Households with 2 or more Cardholders	
Aro Valley	168	101	269
Kelburn	143	107	250
Mount Cook	142	172	314
Mount Victoria	162	118	280
Oriental Bay	18	11	29
Pipitea	S	S	8
Roseneath	46	17	63
Te Aro	125	186	311
Thorndon	92	55	147
Subtotal	896	767	1,663
Total for Wellington	7,230	5,183	12,413

Note the suburb boundaries for this data are not the same as the boundaries of the WCC residents parking scheme zones. This is a count of cardholder households, not individual cardholders. One household may contain multiple cardholders. Cardholders include people with a combined CSC/Super Gold card.

Costs

The estimated costs of introducing a discount for CSC holders are presented in the table below. However, given the data constraints, this is based on the following assumptions:

- 1,670 CSC holders living in residents' parking scheme areas, all who have cars and have, or want, one residents' parking permit per household.
- The cost of car ownership is estimated to be approximately \$12,295 per annum for a small car (refer to table below). Costs tend to increase for an older car and for larger cars. Vehicle depreciation is the largest contributing factor to a new vehicle's running cost. For example, the value may have depreciated by 50 percent in four years. Used cars may still lose their value over time but at a lower rate. The annual estimates do not include extra costs such as driver license renewal, extended warranties, breakdown service subscriptions, diesel road user charges, and additional parking costs.

Discount	Impact on revenue per annum	Percentage of total car ownership costs per annum
10% - \$19.50	\$32,565	0.2
25% - \$48.75	\$81,413	0.4
50% - \$97.50	\$162,825	0.8

Approximate cost of car ownership (small car) (based on estimates from the Automobile Association Dec 2018)	
Fixed costs– these costs don't change with vehicle use (vehicle insurance, WOF, licensing, parking permits)	
Per day	Per year
\$12.30	\$4,500
Flexible running costs – the consumables (fuel, tyres, repairs, maintenance). Based on a small car driven ~ 14,000km per year	
Per day	Per year
\$21	\$7,600
Per day	Per year
\$33.30	\$12,100

Problem

Due to data privacy restrictions, it is not possible to determine whether a CSC cardholder lives in a property in an inner city suburb with no off-street parking, neither do we know how many, if any, cars are owned by the CSC cardholder or whether they buy residents' parking permits, coupon exemption permits or have other options for parking their vehicle. We also do not know whether car ownership and driving is the only transport option available to the CSC holder.

Therefore it is not possible to determine whether the cost of the residents' permit itself is the barrier to car ownership or impacts negatively in some other way on people with a low income, living in a residents' parking scheme zone and who have a Community Service Card. It is also not possible to determine the size of the issue across the residents parking schemes.

Risks

- Residents permit application discounts could result in new applications for either CSC and/or residents permits putting further pressure on the Council to offer discounts for financial hardship reasons for a range of services. There are already other schemes and concessions in place for essential services available to people on low incomes such as the rates rebates scheme, accommodation supplements, the Council leisure services card.
- Offering a discounted residents parking permit to CSC holders could result in an increase in applications for residents parking permits, putting further pressure on the current schemes in terms of the ratio of permits issued to the number of spaces available.

- A discount approach for CSC holders to access affordable sports and leisure facilities (the Leisure card) aligns with the intended health outcomes of the CSC scheme. Supporting cheaper parking does not necessarily align with health objectives.

Options Analysis - Offer a residents' permit discount to Community Service Card holders

Support shift in type of transport used	Support safe movement	Support business wellbeing	Support city amenity and safety	Support access for all	Support move to becoming an eco-city	Deliver service excellence and a safe working environment
Does not meet Discounting residents parking permits for CSC holders is counter to the objective to increase the number of trips taken by active and public transport.	Does not meet Discounting residents parking permits for CSC holders is counter to the objective to move more people with fewer vehicles and not use space for parking	Neutral	Neutral	Partly meets If the CSC holder was also an older person, or a parent with a baby, or a person with a disability, then the discount proposal would meet this objective. There are other options to improve access for people who are prevented from using active and public transport.	Does not meet Discounting residents parking permits for CSC holders is counter to the objective to encourage the uptake of carbon-free or low carbon forms of transport.	Neutral

11 July 2019

Committee Secretariat
Environment Committee
Government Administration
Parliament Buildings
Wellington 6140

Select Committee Members

**Re: Kāinga Ora- Homes and Communities Bill
Wellington City Council Submission to the Environment Committee**

Wellington City Council (the Council) thanks you for the opportunity to submit on the proposed Kāinga Ora–Homes and Communities Bill (the Bill). We support the Bill's intent to contribute to sustainable, inclusive and thriving communities through quality and affordable housing, access to amenities and enhanced well-being.

Council's role and interests

Wellington City Council has a number of roles with direct impact on housing and urban development in our city. We plan, regulate, develop and provide housing and infrastructure. Through our roles and regular discussions with our citizens, we understand the needs of our city. We are accountable to our ratepayers and residents and ensure that we have their agreement to our strategic approach. In consultation with our community we have adopted the Wellington City Council Housing Strategy in 2018, are developing a new spatial plan to inform a full review of our District Plan, and are planning, delivering and facilitating transformational development projects, all with a view to ensuring Wellington adapts to the opportunities and challenges that our growing population will bring in the long term.

The city is already facing significant housing affordability issues, and strong expected population growth over the next 30 years will only add pressure to the housing market. The market alone has been unable to bridge the gap between the increasing demand for housing and limited supply to date, so there has been a critical need for intervention, at both local and central government levels.

Population growth in Wellington city and the wider region will also put further pressure on key infrastructure such as three waters, electricity, community facilities and parks and our transport network. Options for developing this important infrastructure will be informed by financial and physical constraints including our city's topography and vulnerability to natural shocks and stresses. The joint initiative Let's Get Wellington Moving has recently been approved as part of a broad programme of work focused on improving transport connections from the city to the wider region, and the Planning for Growth programme of work incorporates this into a broader discussion around our city's resilience to earthquakes, population growth, and our changing climate. Partnership with regional and central government in the delivery of these projects is crucial to their success.

The ability to access a range of broader powers, in particular land assembly, planning provisions and additional funding, would significantly improve our capability to progress our work programme in a timely manner. An Urban Development Authority (UDA) will be the key enabler of housing development and urban regeneration in our city, ensuring more houses and essential infrastructure can be built sooner.

Development of an Urban Development Authority

The Council has been keenly awaiting direction from central Government on the establishment of a UDA. For over four years we have been in consultation with our community regarding options for a Wellington specific model. We have received positive feedback from the public on forming an entity with broader powers to catalyse development, and our elected members were prepared to make a decision on the establishment of a Council controlled UDA in 2016, which if approved would have been operative by July of the following year. However we did not progress this model on the basis that central Government proposed to develop a national UDA which would include a mechanism to extend the Authority's powers to local government. The proposed Bill provides for the establishment of the new crown entity to align central Government housing development priorities but does not give sufficient direction on how this entity will operate and its impact on Council's roles in housing and urban development going forward.

The Council has provided feedback at each stage of central Government consultation on the development of a UDA, most recently in response to the 2017 discussion document *Urban Development Authorities*. The Regulatory Impact Statement that was prepared following this consultation provided a number of recommendations for the development of legislation that would grant a range of powers to support complex urban development projects. Based on feedback through this process, it was recommended that the Government enact a *single* statute of more enabling urban development legislation, bringing together and adding to the powers that exist in current legislation. The proposal to establish Kāinga Ora separately from the legislation that defines its powers contradicts this recommendation and limits the ability for submitters to provide valuable feedback on the bill, within the full context that it is proposed. As such, we seek clarity on the questions that have been left unanswered by the proposed Bill; so that a clear direction towards the entity's effective operation can be incorporated into the development of the second bill.

Establishment of Kāinga Ora

The current Bill sets out the functional requirements of the proposed new entity, which includes the leadership, coordination and delivery of housing and urban development and the management of the public housing portfolio. These functions are managed by Council at a local level every day, so it is crucial for local government to be a key partner in delivering housing and urban development projects through Kāinga Ora. However the boundaries of this important relationship have not been defined in the current legislation.

To ensure that the efforts of Kāinga Ora and local government are complementary rather than conflicting, it is essential that local government has a powerful voice in determining the urban development projects that will be enabled through the entity, and how these will be prioritised. Board membership of Kāinga Ora needs to include more than just a local government perspective. It is pivotal that local government *experience* of delivering planning and regulatory functions in New Zealand's housing and urban development system is well represented. Additionally having perspectives of the complexities and nuances of working within metropolitan environments will be critical to the Board's ability to support Kāinga Ora in delivering its urban development objectives.

Function and operating principles of Kāinga Ora

Leadership and delivery of housing and urban development:

In recognition of our growing population, increasing housing affordability and supply issues and the need for resilient infrastructure, the Council has undertaken significant strategic planning responding to the National Policy Statement on Urban Development Capacity and the challenges faced in delivering housing and transport development projects. These steps have been taken in consultation with our community, ensuring our residents have had an active voice in shaping the direction for the Wellington of the future. We have recently concluded initial consultation on a preferred direction for Planning for Growth, which in the first

instance will drive the development of a spatial plan, and ultimately a District Plan change, for the city. Given Kāinga Ora will lead, coordinate and deliver urban development projects either by itself, or in partnership with others, the Council needs to understand how the entity will give effect to these significant pieces of work that reflect the unique needs of our city.

The Council expects to see sufficient checks and balances in place to ensure that *any* development project that is enabled by Kāinga Ora delivers local level strategic outcomes, acknowledging that these have been developed and approved in consultation with the community and that it is Council's duty to represent the interests of the public that we serve.

Delivery of public housing

Public housing management is a function not always associated with UDAs. The option of drawing on the existing capability of Housing New Zealand (HNZ) was discussed in the Regulatory Impact Statement that preceded this bill. Although aligning central Government's separate housing functions and gaining access to HNZ land may have some advantages, options analysis highlighted that the amalgamation could compromise the strategic purpose of the UDA. The Council would like to fully understand how the priorities of the public housing management and urban development functions of Kāinga Ora will be appropriately balanced, ensuring that all parts of the housing continuum are supported through Kāinga Ora's delivery.

The Bill also includes a number of provisions for the transfer of HNZ's current powers to Kāinga Ora. These powers are defined in the Public Housing Management Act 1992, which relates to HNZ and other housing providers (the definition of which excludes local authorities). Wellington City Council is a significant provider of social housing, managing a portfolio of over 2000 properties in Wellington city. The majority of these properties are managed by the Council and in some cases through partnership with HNZ and Community Housing Providers, enabling the city's most vulnerable tenants to live in our housing while maintaining their eligibility to access the Income Related Rent Subsidy (which local authorities cannot access). We would encourage that the powers referred to in this bill are delegated, as they are to other housing providers, to local authorities in order to enable the continuation of our collaborative relationships once the new entity is established.

We are encouraged to see that Kāinga Ora aspires to develop and manage public housing that contributes positively to tenant well-being. The Council is proud of the people centric approach that our organisation takes in managing tenancies. We are interested in how Kāinga Ora intends to measure success in this area. Having the ability to align measurement approaches would not only benefit our tenants, but also provide evidence to support our relationship with the new entity in respect to partnership and co-investment opportunities in the management and development of our portfolio.

Collaboration and effective partnerships

It is positive to see that partnerships have been included as a cornerstone of the operating principles of Kāinga Ora, as this is pivotal to the success of the UDA model. However "partnering and engaging meaningfully with other persons and organisations" does not give any detail on how partnership arrangements will be established and managed. Urban development projects come with high stakes, and local authorities, along with development partners, will always have the greatest interests in their delivery. The Bill needs to reflect the importance of this relationship and give consideration to how this can be catered for in the governance arrangements of the entity, beyond general board representation.

Development of a Government Policy Statement on Housing and Urban Development

A strategic position for the development of housing and urban environments is a necessary start point to ensure developments achieve desirable outcomes for the communities they serve. The Council has established our strategic priorities through consultation with the public on *Our 10 year Plan 2018-2028*. We have defined five priority areas (resilience and environment, housing, transport, sustainable growth and arts

and culture) which are all inextricably linked to urban development. The general intent of this bill shows alignment with Council's aspirations for housing and urban development, but the process for developing and implementing a Government Policy Statement on Housing and Urban Development (GPS) is unclear. The Council would like to understand these aspects and the resulting impacts on our current and future work programmes.

In particular, the Council seeks clarification of the expectations of our organisation in supporting the directions and priorities set out in the GPS. Where the Bill states that the functions and operations of Kāinga Ora are intended to give effect to the GPS, it does not give detail of the other agencies that will be expected to support the delivery of its contents, and how they should do so. Conversely, the GPS on Land Transport gives clear guidance on the development of Regional Land Transport Plans for local authorities, allowing for the implementation of a national direction that also caters to unique local challenges and opportunities. Whatever approach is taken, Council would like to be actively involved in the framing of this important strategic piece of work.

Powers of the UDA

The Council supports the ability to access additional powers for complex projects as long as the application of those powers is consistent with local level planning on a case by case basis. As a general rule, the Council endorses the right of veto for local authorities for any project that is to be considered for delivery through Kāinga Ora within their boundaries.

We have a number of projects underway which pose levels of complexity that restrict our timely delivery within current planning and funding provisions. Let's Get Wellington Moving is the most significant of these. By improving transport connections to our city, this joint initiative between the Council, Greater Wellington Regional Council and NZTA will unlock the development potential of our central city, suburban areas and wider region, enabling the housing development that is required to prepare for our growing population.

A partnership approach has been crucial to developing the blueprint for delivering this project, which will fundamentally transform the city. However once consultation with the community on the proposal is complete, our residents will expect to see delivery. In Christchurch and Auckland, this type of urban transformation and regeneration has been supported, to an extent, by legislation. For Wellington, the powers that could be afforded to the UDA will be the key tools to accelerate the delivery of such a significant and substantial work programme. As such, the Council recommends the consideration of the following powers to be included in the second bill, scaling their use appropriately to facilitate specified development projects:

Powers of compulsory acquisition:

While Wellington's compact form enhances the liveability of the city, it also limits the availability of developable land. Additionally some areas are more prone to the impacts of natural shocks, and this needs to be considered when developing a plan for future development of our city. In some cases it will be essential for land to be acquired and assembled to enable urban regeneration in proximity to jobs and necessary amenity, but this should be determined through local level planning which is informed by consultation.

In Wellington, the Town Belt network of reserve land significantly contributes to the city's sense of place, so much so that the use of this land is protected by legislation. Wellington is renowned for its landscape setting of harbour and hills and the community understand and value the role the public reserves network plays in city and community resilience and their way of life. Other reserves are held under the Reserves Act and mechanisms are available to enable the reconfiguration of reserves or swapping areas to achieve better urban design outcomes. While the setting aside of some reserve land could be considered in the development of areas of significant scale, this should only occur as a consequence of robust master planning at a local level that ensures current and future communities are well supported by infrastructure and amenity, including suitable provision of green space and protection of the natural environment.

Planning and consenting powers

The transfer of consenting powers is always a potential enabler of projects of a complex nature. Consideration should be given to the entity making decisions on whether current regulatory requirements should be overridden to achieve the strategic objectives on a project by project basis, within the context of local level strategic planning. If granted, this approach *must* ensure that liability for any decisions taken sits with Kāinga Ora.

Infrastructure powers

The Council understands the critical dependency between urban development and infrastructure. As one of many infrastructure providers, we support the UDA's power to act as the infrastructure decision maker for a particular project, on the basis that all infrastructure owners/ operators are consulted throughout the process.

The advantage of this power is the ability to coordinate infrastructure delivery in a timely manner. However consideration needs to be given to the impact that this approach could have on financial planning for all organisations involved. As Council conducts its financial and strategic planning through the Planning for Growth and long term planning processes, it will be necessary for projects to align with local level strategic plans *before* they are established through Kāinga Ora. This will reduce the need to realign strategic planning documents at a later stage.

Funding and financing

As noted previously, a joint approach for the delivery of complex projects is essential. While it is unclear exactly how the entity will be structured and financed, the Council would consider opportunities to invest in the UDA, or its local level subsidiary, as a shareholder to achieve a return and see future dividends reinvested into city/community development and infrastructure projects.

The Council also supports a joint approach to investment in transport, community facilities and three waters infrastructure. To enable this approach, consideration should be given to the inclusion of value capture and betterment funding options, to ensure the cost of development can be fairly distributed across the rating base.

Conclusion

Thank you for the opportunity to submit on this Bill. The Council supports the establishment of a UDA and the general objectives of Kāinga Ora. We expect that the concerns and considerations that have been raised in this submission are incorporated into the final version of the Bill and the development of the legislation that will grant Kāinga Ora its powers.

To support this written submission we would like to present an oral submission to the Committee. We also welcome opportunities for early engagement on the next bill and the development of the GPS on housing and urban development going forward.



Justin Lester
Mayor