

Room to Move: Tāmaki Makaurau Auckland's Parking Strategy 2023

For decision: For noting:

Te tūtohunga / Recommendation

That the Auckland Transport Board (board):

- a) approves *Room to Move: Tāmaki Makaurau Auckland's Parking Strategy*.

Te whakarāpopototanga matua / Executive summary

1. The significant forecast growth, the removal of parking requirements for all development (including residential), the growing pressures on local communities by excess parking demand in local streets, and the increased demand for movement on constrained key corridors means that Auckland Transport (AT) needs to manage the transport network so that people can travel easily and safely, with minimal impediment. Parking is a key part of this system; enabling access, but also creating issues if not managed effectively.
2. Room to Move: Tāmaki Makaurau Auckland's Parking Strategy 2023 (the Strategy), is a revision of the 2015 AT Parking Strategy to ensure that it responds to what Aucklanders want out of the transport system, meets current (and emerging) challenges, and aligns with Council direction. The revised Strategy is included in Attachment 2.
3. The Strategy sets out principles for how road space and parking will be managed, and polices detailing how AT will plan, provide and manage public parking, and how we will engage with the public on changes to parking.
4. Following Council's endorsement of the strategic direction and draft strategy in November 2021 and February 2022, public consultation took place from April to May 2022. Feedback has been largely positive and supportive of the key elements of the Strategy. Changes have been made to address concerns, including: the proposed removal of the planned charge on all park and ride users; cutting back the areas where proactive parking management is planned; greater consideration of impacts on local business (and their mitigation); and a stronger role for local boards in the development of parking management plans.
5. Park and ride management is one of the key contentious points in the Strategy. Policy direction for over a decade has been to price park and ride to manage demand, though it has almost never been implemented. During consultation, the proposal to implement this policy was met with significant opposition. Submitters also voiced concern that park and ride doesn't work for them because it fills up early. Between customer, expert and political views on how best to manage park and ride; we do not have unanimous agreement. Therefore, our proposal is to develop a mechanism to charge users who park and don't ride, and a system to allocate some spaces at each site for paid, pre-booked use, so that people who want to travel later than 7:30am can use park and ride. We believe pursuing this approach will address key customer pain in this area and will test technology and openness to pay. We can then review and consider any future policy changes following a period

of operation. This approach was broadly agreed on by Councillors at the Transport and Infrastructure Committee (TIC) workshop in April 2023.

6. Success of the Strategy is reliant on operational funding, which will be considered alongside other priorities in budget setting. Ongoing communication of the Strategy is important to promote its success, particularly where specific parking management budgets are not available.
7. AT will proactively communicate the decision to adopt Room to Move with media, stakeholders and elected members, including links to the final strategy document. Communications will emphasise the focus on making better, and smarter, use of existing road space; the fact that AT has listened and changed its approach, and the key actions and next steps related to implementation of the plan.

Ngā tuhinga ō mua / Previous deliberations

Date	Report Title	Key Outcomes
May 2023 Design and Delivery Committee (committee)	Room to Move: Tāmaki Makaurau Auckland’s Parking Strategy 2023	The committee provided its support for the Strategy and outcomes. Directors emphasised the importance of how the plan is communicated, noting the need to articulate clearly how the Strategy will enable a smarter way to optimise our road space rather than focusing on managing parking. The committee sought clarification of the key elements of the communications approach and for this to be included in the discussion at the board meeting. Implementation of this Strategy is important, will need to be prioritised, and needs to progress via Comprehensive Parking Management Plans (CPMPs); hypothecation of revenue will be explicitly ruled out.
March 2023 Board	Managing parking to get the most out of Auckland’s transport system	Recommended the revised Parking Strategy to the TIC for feedback and input.
March 2022 Board	Review of the Auckland Parking Strategy – endorsement for public consultation	Council Planning Committee and the board respectively endorsed and approved the draft Parking Strategy for public consultation.

Te horopaki me te tīaroaro rautaki / Context and strategic alignment

8. Aucklanders need the transport system to flow smoothly, are frustrated by streets being filled with excess parking demand and want access to parking when they need it. Parking challenges will increase as the region’s population grows, travel demand increases, and more development occurs without off-street car parking, while Aucklanders continue to own large numbers of vehicles. The Letter of Expectation

focuses on the need for AT to: understand and be responsive to customer needs; create more efficiency in the transport network at low cost; reduce developers' footprint on roads; and reduce AT's cost to Council.

9. AT and Auckland Council staff have collaborated on a revision to the 2015 AT Parking Strategy. The key components of the Strategy are principles for how road space and parking will be managed, and policies detailing how AT will plan, provide and manage public parking, and how we will engage with the public on changes to parking.
10. AT and Auckland Council have worked collaboratively on a revision to the 2015 AT Parking Strategy to make sure it can continue to enable appropriate management of the system, while responding to strategic direction and operational challenges. Briefly, this involved:
 - seeking Council support and strategic direction for the review (June 2021, October 2021, November 2021 and February 2022);
 - engaging with local boards to understand more localised issues around parking management (throughout July 2021 and March 2022);
 - engaging with mana whenua and mātāwaka to gain a better understanding of a te ao Māori perspective of parking management (throughout the project, with hui in March 2022 and discussions in June 2022); and
 - consultation with partners, stakeholders and the wider Tāmaki Makaurau community to understand their perspectives on parking management (initially on the Parking Discussions Document in November 2021 and in April-May 2022).

The steps involved in the development of the Strategy are outlined in Attachment 1.

11. Feedback from three rounds of consultation with Aucklanders, together with the views of key partners and stakeholders showed support for the prioritisation of movement on key roads, support for developing plans for parking management in individual areas – and support for the tiered system where more proactive parking management is pursued in areas with greater density and public transport provision. Aucklanders were less supportive of repurposing road space for non-movement functions, like trees, café dining etc and were not supportive of the proactive approach to redeveloping off-street parking facilities. There was very strong opposition to the proposal to charge park and ride users in recognition of the premium offering park and ride is, and its ongoing operation costs, which are borne by all ratepayers.
12. Council officers also provided feedback in support of the Strategy but maintaining that there is sufficient rationale for park and ride pricing, and hypothecation of revenue generated from parking in an area to that area, to generate local support for parking management. Council's feedback is included at Attachment 3. Hypothecation is fraught with equity and administrative issues and is therefore not a policy supported by AT. We have included this point in the revised Strategy.

Ngā matapakinga me ngā tātaritanga / Discussion and analysis

13. Parking is a sensitive, controversial and wicked issue, with links to the broader challenges of the transport system and meeting significant, competing needs, in inadequate space. There is a fundamental conflict in road space being available for transport movement, or parking. There are many, diverse opinions about parking and AT needs to try to deliver a Strategy and system which responds to customer needs and maximises the efficiency and operation of the system. Allocation of road space is one of AT's key tools in managing the transport system,

signalling the criticality of allocating and repurposing space to optimise safety and efficiency. Fundamentals of our agreed priority for road space use are set out in the 'Principles of Parking Management' within the Strategy. The draft Strategy was a good piece of transport planning but has to be refined in light of the views of Aucklanders.

14. We have welcomed the strong support for prioritising movement needs on key roads in the region, but also recognise that there is also a strong desire to support local businesses along these key roads. Therefore we are adjusting the policy to emphasise looking into business impacts and mitigating them where possible where parking is repurposed, such as relocating parking to side streets, and adopting an approach which allocates space by time of day (so a lane may be a bus lane in the morning peak, and then parking in the interpeak). This retains the strategic intent of optimising for transport movement but allows for more users and uses in what are often contested spaces.
15. We have revised the Tier 2 and 3 areas (where proactive parking management is planned) to reflect more accurate geographic areas and have adjusted the approach to soften the changes, such as a more gradual shift in off-street parking from long-stay to short-stay. This reflects concerns from local boards and business associations about the pace of change, while enabling progress to continue.
16. We have adjusted the process for developing CPMPs, where parking management is outlined for local areas. While there was support for using this mechanism to develop and test parking management, there was a strong desire for local boards and the public to have a say, so we have strengthened the role of local boards in developing and endorsing the plans and included requirements for equity assessment and local attributes as part of the CPMP development.
17. Park and ride charging proved to be the most controversial element of the change, and least supported, even by those who supported all other aspects of the Strategy. We have picked up two core concerns from the public regarding park and rides: that people are using them as parking but not to use public transport, and that they are full early in the morning and aren't an option for many travellers. We therefore are recommending dropping the proposal to charge all users, and instead charge those who park and don't ride, and offer pre-paid spaces in park and rides for booking at later times so that more people can use this travel option.
18. We have also made additional changes, including wording changes to clarify intent and approach where there was any public confusion or where policy approach was open to broad interpretation.
19. In order to understand a te ao Māori perspective, we held hui with mana whenua, who recognise parking management as a kaitiakitanga issue about governance in managing an in-demand resource; access and parking availability affects most people as it enables access to necessities and some people are more reliant than others; access is a key concern for mana whenua, particularly for less able people, and to key cultural locations; parking infringements can contribute to a cycle of debt. There is also acknowledgement of the need to align with Te Tāruke-ā-Tāwhiri, that car use/parking contributes to air quality concerns. These perspectives have been woven into the revised Strategy.
20. Given AT's current financial constraints, implementation of the strategy could be over a longer time frame than initially anticipated. This will have impacts, ultimately in transport system operation, lost revenue opportunity and in terms of delaying the benefits of parking management. The project team is developing a Programme Establishment Case (PEC) to operationalise the Strategy, called Parking Plus. This PEC will outline operations around delivery timing, and associated costs, benefits and outcomes. This will be presented to the Executive Leadership Team (ELT) in coming months for consideration.

21. The final strategy will be shared with elected members and other key stakeholders. AT will also continue to proactively front media interviews to explain the strategy and next steps. More detail on planned communications is included in Attachment 4.

Ngā tūraru matua / Key risks and mitigations

Key risk	Mitigation
Funding and resourcing constraints delay the implementation of the Strategy, preventing it achieving its goal of delivering a better transport system (and impacting other Council Controlled Organisation (CCO) work programmes such as Eke Panuku redevelopment areas).	The project team has been undertaking initial preparatory work to establish a delivery programme, called “Parking Plus” (P+), which would manage the delivery of the parking management component of the Strategy. The establishment plan will be developed after Strategy approval and will seek ELT direction on the level of funding and resources for the programme.
Parking is controversial and there is an ongoing risk/issue of community opposition to changes when it affects them directly. This can impact on delivery of important improvements to the operation of the transport system.	This will need to be mitigated by, first, early involvement and working closely with local boards in developing CPMPs, and second, by adopting a decision-making process which weighs up any impacts for individuals against benefits enjoyed by the community arising from changes.

Ngā ritenga-ā-pūtea me ngā rauemi / Financial and resource impacts

22. Financial forecasting completed to date demonstrates that, as parking management changes are rolled out, costs to implement the Strategy can be covered by revenue associated with parking management and self-sustainment is expected to be achieved within two to three years (assuming a 10-year roll out). This supports Council’s request in the Letter of Expectation for AT to increase revenue to be less reliant on Council funding.
23. However, while the Strategy is expected to generate net revenue in the medium term, additional staff resourcing/professional services support will be required in the short term to deliver the Strategy within this ten-year timeframe. These are currently unfunded in FY23 and FY24. Should no additional resources be available, implementation, and therefore benefit realisation will be over a longer time frame.

Ngā whaiwhakaaro ō te taiao me te panonitanga o te āhuarangi / Environment and climate change considerations

24. Delivery of the strategy is identified in Council's Transport Emissions Reduction Pathway (TERP) as one of the key actions. Implementation of the Strategy with more proactive parking management will support and encourage travel by sustainable modes, encourage better traffic flow, and (based on high level modelling) provide a small reduction in transport system carbon emissions.

Ngā whakaaweawe me ngā whakaaro / Impacts and perspectives

Mana whenua and mātāwaka engagement

25. We have worked with mana whenua and mātāwaka on the parking strategy review to enable Māori participation, aligned to Kia Ora Tāmaki Makaurau: a framework to measure Māori wellbeing outcomes and performance for Tāmaki Makaurau (2020) outcomes. In accordance with the wishes of the Tāmaki Makaurau Mana Whenua Kaitiaki Forum, key themes from that engagement have been incorporated into the Strategy, as outlined above.

Ngā mema pōti / Elected members

26. The Council has played a key role in directing development of the Strategy. The key process steps are outlined above and in Attachment 1. Councillors brought different views on parking management. Some of key considerations in development of the strategy were: the need to manage parking as a limited public resource, to use parking management as a lever for transport emission reduction, further pressure on public parking resources as a result of the National Policy Statement on Urban Development, equity in the transport system – the fact that some parts of Auckland are not as easy to access via public transport and equity related to the value of public parking – used by some and paid for by all. There was support for development of localised parking management plans, in conjunction with local boards and communities, and mixed views on repurposing parking lanes on key roads and on park and ride management.

27. Local boards provided a formal final resolution in response to the feedback received on the Strategy from their local area. Most local boards acknowledge the need for parking management and support the draft Strategy. To mitigate any local board concerns with parking management, AT proposes to focus parking management planning in the first instance in areas where there is local board support.

Ngā rōpū kei raro i te Kaunihera / Council Controlled Organisations

28. Eke Panuku and Auckland Unlimited are generally supportive and will be involved as appropriate in more localised parking management planning.

Ngā kiritaki / Customers

29. The revised Strategy aligns to Aucklanders' views and ensures that; as well as strategic transport network connectivity and parking resource management; community views will be considered as part of local parking management planning.

Ngā whaiwhakaaro haumaruru me ngā whaiwhakaaro hauora / Health, safety and wellbeing considerations

30. There are no immediate health or safety impacts from the Strategy.

Ā muri ake nei / Next steps

31. The strategy will be published and communicated. Internal communication will commence to guide projects already underway. The first *Comprehensive Parking Management Plan*, for the City Centre, will align with the direction, and work will be completed on the Parking Plus Programme Establishment Case, which sets out the prioritised parking management programme. Operational budget decisions in response to the Establishment Case will inform progress of the programme.

Ngā whakapiringa / Attachments

Attachment number	Description
1	Strategy development overview and timeline
2	Room to Move: Tāmaki Makaurau Auckland's Parking Strategy
3	Council officer memo on final feedback
4	Communications Plan summary



Te pou whenua tuinga / Document ownership

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