

## **Unitary Plan Parking Provision Rules**

Auckland City Centre Fringe

June 2012



TRANSPORTATION SPECIALISTS

**Project:** Unitary Plan Parking Provision Rules  
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## EXECUTIVE SUMMARY

### Project Scope

In 2011 Auckland Council commissioned Flow Transportation Specialists Ltd (Flow) to investigate options for the number of parking and loading spaces which should be required in the Auckland Unitary Plan (outside of the City Centre). Flow's findings and recommendations are outlined in a draft report dated 17 January 2012.

In addition to this work Transport Planning Solutions Ltd (TPS) was commissioned to complete similar work for the Auckland City Centre and outlined their findings and recommendations in a report dated 25 January 2012.

Following the work completed by Flow and TPS, it has been identified that there is a gap with regard to analysing the most appropriate parking provision rules for the Central City Fringe Area (the Fringe Area). The Fringe Area forms a transition zone between the Auckland City Centre and the remainder of the Auckland region, and is considered to require further analysis with regard to proposed parking provision rules for the following reasons.

- ◆ The Fringe Area has particular parking issues associated with its proximity to the City Centre
- ◆ The majority of the City Fringe area has good access to public transport and/or is accessible to the City Centre through walking and cycling modes (although it is acknowledged that further improvements are required). As a result there may be parts of the Fringe Area where, under the current recommendations, where a minimum parking standard is proposed it may be more appropriate to propose a more restricted parking provision rule
- ◆ The boundaries of the Fringe Area and the rest of the Auckland region need to be examined further to ensure that the boundaries between areas with differing parking provision rules are logical.

This report examines these issues and makes recommendations with regard to parking provision rules for the Fringe Area for inclusion in the Unitary Plan.

### Recommendations

For ancillary parking, the Fringe Area should be subject to the same maximum parking provision rules as are proposed for urban centres and corridors in the Auckland region, with the exception that the proposed maximum for commercial and office activities should be reduced from 1:30 m<sup>2</sup> to 1:60 m<sup>2</sup>. This is based on the facts that a slightly more restricted maximum rate of 1:60 m<sup>2</sup> can be justified for commercial activities in the Fringe Area due to the demonstrated availability of alternative transport choices, that the existing minimum parking rate for this area is at 1:40 m<sup>2</sup> and that Plan Change 196 (Newmarket) includes a maximum rate of 1:60 m<sup>2</sup> for office activities. This also slightly reduces the difference between permitted parking rates in the Central and Fringe Areas. The proposed rules are outlined in Table 11.

**Table 1: Recommended Parking Provision Rules For the Auckland City Fringe Area**

Activity	Fringe Area Parking Provision Rule
Residential	A maximum of: 1 per one bedroom dwelling 2 per two bedroom dwelling and above
Commercial/Office	A maximum of 1:60 m <sup>2</sup>
Retail and Other	A maximum of: 1:25 m <sup>2</sup> ground and mezzanine floors 1:35 m <sup>2</sup> above ground floors
Educational Facilities	Require an individual assessment as part of a Travel Plan

For non ancillary parking, it is considered that non ancillary long stay parking (four hours or more) should be given the same status in the Fringe Area as in the City Centre. However, if the non ancillary long term parking is classified as a discretionary activity in the City Centre and the Fringe Area, then careful consideration will need to be given to assessment criteria. Likewise, if non ancillary long term parking is classified as a discretionary activity, it is considered that further analysis of the existing levels of non ancillary parking in the Fringe Area will be required to justify this approach. Short term (less than four hours) ancillary parking should be classified as a discretionary activity.

For loading, cycle parking and parking for mobility impaired users the recommendations outlined in our previous report for urban centres and corridors should apply to the Fringe Area.

The report has also recommended the following areas of further work which we envisage will help support our recommendations:

- ◆ It is noted that much of the information in this report is based on anecdotal evidence provided by Council officers. Although this information is provided in good faith, it is recommended that further analysis of resource consent applications be undertaken to provide some statistical data to support these statements
- ◆ The research has revealed that there is currently no comprehensive understanding of the existing non ancillary parking supply in the fringe area. We understand Auckland Transport is aware of the need for this work and it is recommended this be undertaken as part of the completion of Comprehensive parking management plans (CPMPs) for the area
- ◆ It would be useful to carry out further testing of the recommendations through case studies of selected sites within the City Fringe, preferably in accordance with the anticipated land use parameters being developed in the Unitary Plan. These case studies can then be used to identify and test the required mode share splits required to enable the more restrictive parking provision rules. This is particularly relevant for offices and depending on the results may be able to be used to justify a lower maximum parking provision rate of 1:60 m<sup>2</sup>

- ◆ As medical/healthcare facilities have been raised as an area of particular concern we recommend that some further analysis of consent data be undertaken to investigate this issue further. Following this analysis, options to address any concerns can be investigated
- ◆ Detailed Comprehensive Parking Management Plans (CPMP) should be prepared for the individual areas in the Fringe Area. It is acknowledged that Auckland Transport are preparing an overall CPMP to the City Centre and Fringe Area but it is considered additional detailed work will be required
- ◆ Whilst the report addresses the potential impacts of the proposed parking provision rates in the Fringe Area on the City centre, it does not address the potential impacts of the proposed parking provision rates on the desirability of development in the Fringe Area versus other areas in Auckland. Council may wish to carry out additional analysis on this issue.

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## ACRONYMS

ARTA	(Former) Auckland Regional Transport Authority
CCO	Council Controlled Organisation
CCMP	City Centre Masterplan
CPMP	Comprehensive Parking Management Plans
CRL	City Rail Link
DCP	Development Control Plan
GFA	Gross Floor Area
LCN	Local Connector Services Network
LUTI	Land Use and Transport Integration Index
PT	Public Transport
PTAL	Public Transport Accessibility Level
QTN	Quality Transit Network
RLTS	Regional Land Transport Strategy
RPS	Auckland Regional Parking Strategy
RTN	Rapid Transit Network
TDM	Travel Demand Management

## APPENDICES

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# 1 INTRODUCTION

## 1.1 Purpose

In 2011 Auckland Council commissioned Flow Transportation Specialists Ltd (Flow) to investigate options for the number of parking and loading spaces which should be required in the Auckland Unitary Plan (outside of the city centre). Flow's findings and recommendations are outlined in a draft report dated 17 January 2012.

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- ◆ The Fringe Area has particular parking issues associated with its proximity to the City Centre
- ◆ The majority of the City Fringe area has good access to public transport and/or is accessible to the City Centre through walking and cycling modes, although it is acknowledged that further improvements are required. As a result there may be parts of the Fringe Area where, under the current recommendations, where a minimum parking standard is proposed it may be more appropriate to propose a more restricted parking provision rule
- ◆ The boundaries of the Fringe Area and the rest of the Auckland region need to be examined further to try to ensure that the boundaries between areas with differing parking provision rules are logical.

This report examines these issues and makes recommendations with regard to parking provision rules for the Fringe Area for inclusion in the Unitary Plan.

## 1.2 Our Approach

The approach to the creation of the parking and loading supply standards for the Fringe Area is the same as Flow's approach to the development of rules for the remainder of the region. This approach is based on the aims and objectives of the Auckland Regional Land Transport Strategy<sup>1</sup> (RLTS), the Regional Parking Strategy (RPS)<sup>2</sup> and the Auckland Plan<sup>3</sup>, as well as taking into account the following philosophies and outcomes.

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<sup>1</sup> Auckland Regional Council, 2010, Auckland Regional Land Transport Strategy

<sup>2</sup> Auckland Regional Council, 2009, Auckland Regional Parking Strategy

<sup>3</sup> Auckland Council, 2012, Auckland Plan

- ◆ The development of parking and loading supply principles and standards need to reflect a new direction and we need to ensure we “think outside the square” and are not afraid to try new things
- ◆ In the current environment we must consider how parking and loading supply can impact on the urban fabric of our city and how we can accommodate these needs whilst also achieving high quality urban design, in particular Auckland’s ability to become a compact city
- ◆ Economic development is a key consideration as parking and loading are vital to the success of businesses and our communities. We need to ensure businesses, both commercial and industrial, as well as retail, residential, education, health, recreation and community activities can prosper under the new Unitary Plan, on a level playing field
- ◆ We need to ensure the new parking supply standards and principles encourage the use of and viability of sustainable transport modes
- ◆ The new parking standards must be outcome focussed with the aim of achieving the best outcome with the best value.

### 1.3 Structure

This report outlines our research and findings of this project and provides reasons for our recommendations. The report is structured into four main areas as follows:

- ◆ Background information on the existing land uses and parking supply in the Fringe Area and the anticipated growth and land use changes
- ◆ A summary of findings from the consultation undertaken with Auckland Council and Auckland Transport officers regarding existing parking issues in the Fringe Area
- ◆ An outline of the proposed parking provision rules as recommended in our previous reports and the implications of these proposals for the Fringe Area. This is followed by an analysis of issues relating to the implementation of the proposed rules in the Fringe Area
- ◆ An evaluation of the options for parking provision rules for the Fringe Area
- ◆ Conclusions and recommendations.

## 2 BACKGROUND INFORMATION

### 2.1 City Fringe Area Boundaries

The Fringe Area is broadly identified in the Auckland Plan<sup>4</sup> and the City Centre Master Plan<sup>5</sup> (CCMP). The Draft Auckland Plan was released for public comment in 2011 and following amendments was formally adopted in March 2012.

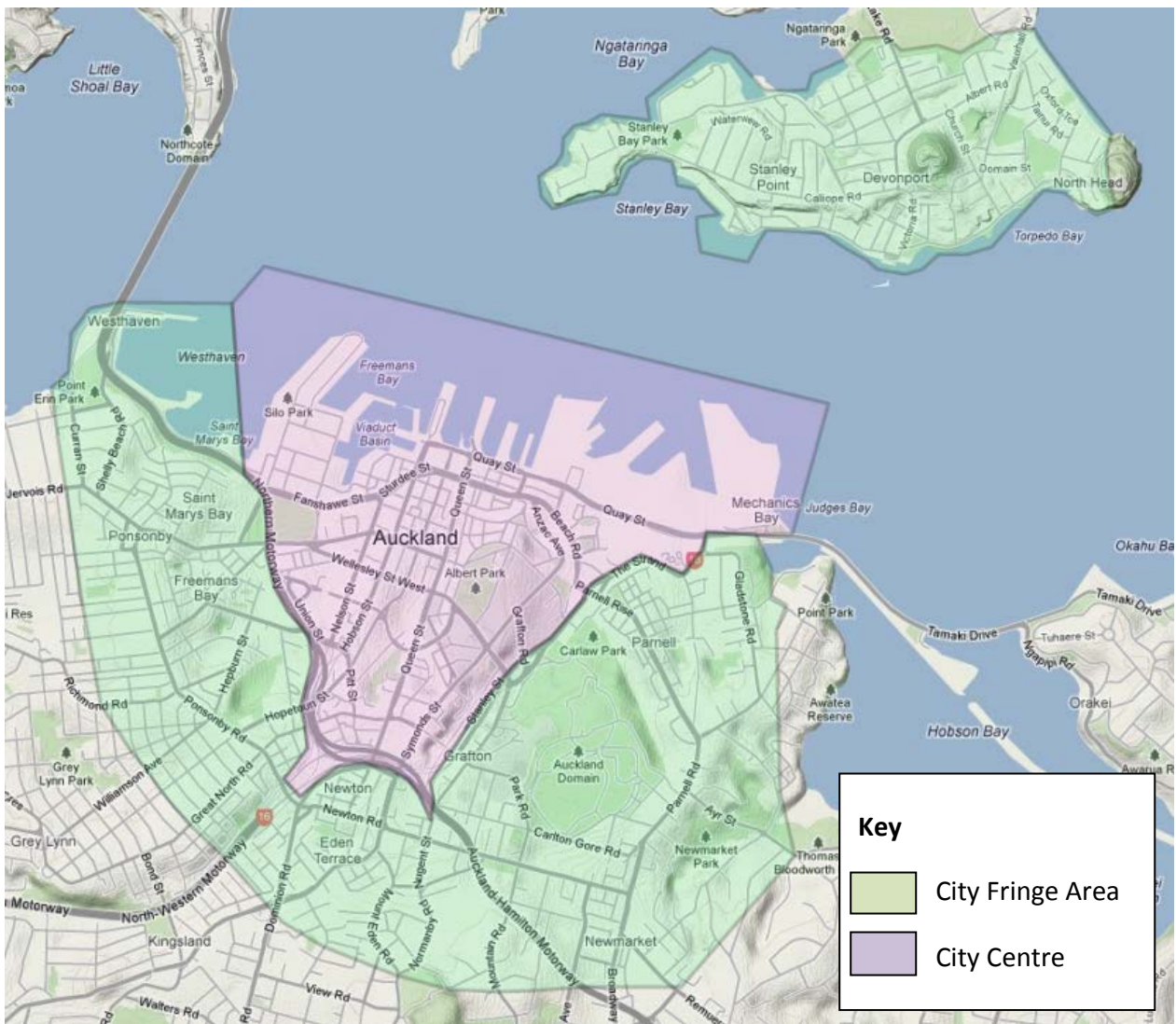
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<sup>4</sup> Auckland Council, March 2012, Auckland Plan

<sup>5</sup> Auckland Council, 2011, Draft City Centre Masterplan

The Auckland Plan identifies the city fringe centres as being Devonport, Grafton, Newton, Parnell and Ponsonby, with Devonport being classified as having the least potential for change (due to heritage values). The CCMP also identifies key fringe villages and supporting centres as Ponsonby, Newton, Newmarket, Parnell and Devonport. For the purposes of the study we have used the area and centres identified in the Auckland Plan to identify the City Fringe area, as illustrated in Figure 1.

**Figure 1: City Fringe Area**



## 2.2 Existing Land Use

The existing Auckland City isthmus District Plan zoning is shown in Figure 2. This provides some insight into the existing and likely future land uses in the Fringe Area. It is acknowledged that the zoning may change as a result of the Unitary Plan review. However, given the short timeframes for the development of the Unitary Plan, the existing zoning may not change significantly. At this stage of the development of the Unitary Plan, the Unitary Plan team are able to provide only limited guidance about the likely zoning changes.

The former Industrial Zone, rezoned to Mixed Use in 1994, makes up the majority of the Fringe Area. This zone is characterised by a range of small, medium and large site sizes which can be categorised as either business or non business. A Residential 1 (protected heritage) zone interface, one or two streets back from the main Mixed use Zone is common.

To the west of the City Centre is the Western Bays area including the suburbs of Freeman's Bay, Ponsonby, St Mary's Bay, Herne Bay as well as Westmere and Point Chevalier (which are located outside of the Fringe Area). This area is predominantly zoned residential and is home to around 37,000 people. The Auckland Isthmus District Plan identifies areas zoned Residential 1 to 4 as special character areas where growth is restricted. Residential zones 6 to 8 provide for high to medium density development. It is noted that much of the residential zone to the west of the City Centre is zoned Residential 1 due to heritage values. The main business centres in the west are located around Ponsonby Road and Great North Road, which provides employment to around 15,000 people<sup>6</sup>.

Directly to the south of the City Centre lies the areas of Newton and Eden Terrace. These areas are primarily zoned Mixed Use, which allows for commercial, retail and residential development. This has allowed for more commercial and office developments in this area as well as some medium and high density residential developments. There are also pockets of residentially zoned land further south, including Residential 1 zoning (protected heritage).

The eastern fringe area, including Grafton, Parnell and Newmarket, is one of the oldest areas in Auckland. The area comprises various different housing options ranging from heritage villa's to high-rise apartment buildings, housing around 15,000 people<sup>7</sup>. While a large area in Parnell is zoned Residential 1 or 2, Newmarket consists of mainly business and mixed use zoning. Newmarket is Auckland largest business and commercial centre outside of the City Centre.

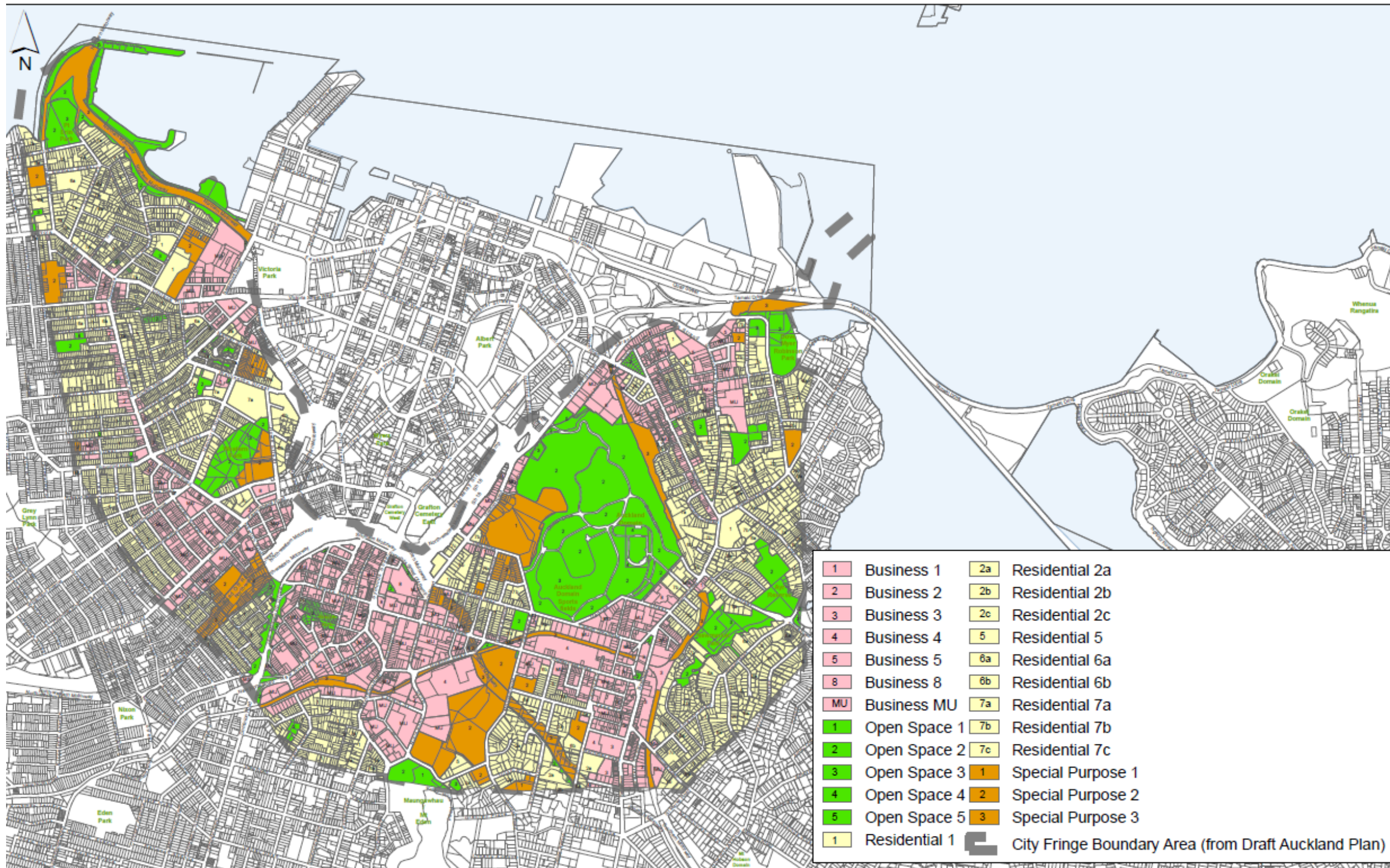
Grafton has a focus on medical services with Auckland City Hospital and Starship Hospital located in the neighbourhood, as well as the Auckland University Medical Campus.

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<sup>6</sup> Auckland City Council, 2010, Future Planning Framework,  
<http://www.itsmybackyard.co.nz/areaplans/docs/westernv3.pdf>

<sup>7</sup> Auckland City Council, 2010, Future Planning Framework,  
<http://www.itsmybackyard.co.nz/areaplans/docs/newmarketv3.pdf>

Figure 2: Operative District Plan Zoning

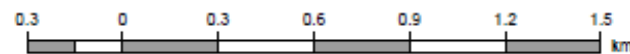


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### Operative Isthmus Plan

1:20,000 @ A3



## 2.3 Existing Parking Supply

### 2.3.1 Ancillary Parking

Discussions with Auckland Transport officers (See Section 4) confirmed that there is very little data available with regard to the existing parking supply in the Fringe Area. However, with the exception of Newmarket, the current Auckland Isthmus District Plan requires all developments in the city fringe to provide a minimum level of on-site parking. A summary of the minimum number of parking spaces required for the three main land use activities is provided in Table 2. Separate minimum car parking provision rates are currently identified for approximately 40 different land uses.

**Table 2: Current District Plan Parking Requirements**

Land Use	Car Parking Provision Rule
<b>Residential</b>	A minimum of 2 spaces per unit
<b>Residential in the Mixed Use zone</b>	A minimum of 1 space per studio/1 bed unit with a GFA <75 m <sup>2</sup> A maximum of 2 spaces (and a minimum of 1 space) per unit with two bedrooms or more and / or GFA <75 m <sup>2</sup> plus A minimum of 1 visitor space per 5 units
<b>Retail</b>	1:17 m <sup>2</sup> GFA plus 1:40 m <sup>2</sup> GFA for staff amenity facilities
<b>Office</b>	1:40 m <sup>2</sup> GFA

One exception is that the Section 2.3 of Centre Plans for Parnell and Ponsonby (contained within the District Plan – Isthmus Section) states that buildings defined as being ‘character defining’ or ‘character supporting’ shall have a reduction of required parking for up to a maximum of ten spaces per site. This is to allow for the fact that the provision of parking can be difficult to achieve without compromising the existing character of a building.

An additional exception to these requirements is Newmarket, where Plan Change 196 applies. Plan Change 196 was approved by Council in 2007. Although the Plan Change is still under Appeal, there is only one appeal remaining which is not related to the parking ratios. The Plan Change enables the implementation of the Newmarket Growth Area Structure Plan which provides a framework for facilitating growth (residential, business and retail) in Newmarket. In particular, the Plan Change provides for increased development potential in the residential and the mixed-use areas of the town centre and ensures that this development will be accompanied by good urban design outcomes, protection of character buildings and increased use in public transport and other alternatives such as cycling. The area subject to Plan Change 196 is illustrated in Figure 3 and the parking provision rules included in the Plan Change area are outlined in Table 3.

Discussions with Council planning officers reveal the following information with regard to the existing parking provision rules in the Fringe Area.

- ◆ Many developments (particularly commercial office activities) provide more parking than the existing minimum parking provisions requirements

- ◆ In centres with heritage buildings, particularly Ponsonby and Parnell, dispensations from the parking provision rules are granted on a regular basis (over and above the permitted dispensations). This enables developments to provide less parking than the minimum specified rates
- ◆ In general it is considered that the parking provision rules in Plan Change 196 (Newmarket) could be more restrictive, in particular the core parking area could have been extended.

It is noted that this information is based on anecdotal evidence provided by Council officers only. Although this information is provided in good faith, it is recommended that further analysis of resource consent applications be undertaken to provide some statistical data to support these statements.

Figure 3: Plan Change 196 Area





**Table 3: Plan Change 196 Parking Provision Rules**

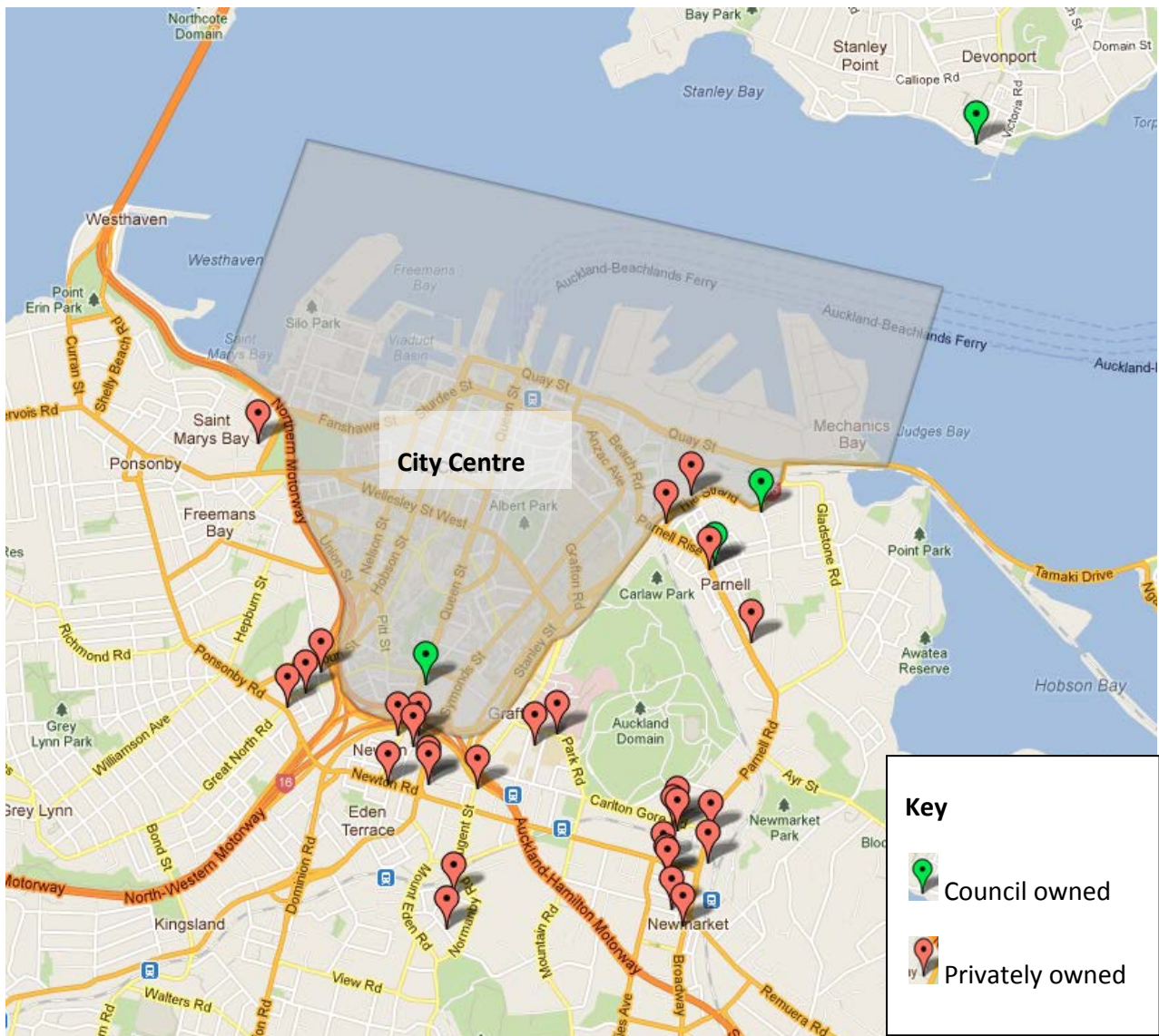
Area	Land Use	Parking Provision Rule
<b>Core Parking Area (non residential)</b>	All activities requiring access from Broadway, Khyber Pass Road, Nuffield Street or Remuera Road	No parking permitted
	Activities located on the ground floor of a building and the site size is less than 1000 m <sup>2</sup>	A maximum of 1:25 m <sup>2</sup> GFA
	Activities located on the ground floor of a building and the site size is greater than 1000 m <sup>2</sup>	A minimum of 1:30 m <sup>2</sup> GFA A maximum of 1:25 m <sup>2</sup> GFA.
	Activities not located on the ground floor of a building and the site size is less than 1000 m <sup>2</sup>	A maximum of 1:40 m <sup>2</sup> of GFA
	Activities not located on the ground floor of a building and the site size is greater than 1000 m <sup>2</sup>	A minimum of 1:40 m <sup>2</sup> GFA A maximum of 1:60 m <sup>2</sup> GFA
<b>Outer Parking Area (non residential)</b>	All ground floor activities	A minimum of 1:25 m <sup>2</sup> GFA A maximum of 1:20 m <sup>2</sup> GFA Except that, 1:30 m <sup>2</sup> may be permitted where: <ul style="list-style-type: none"> <li>• the ground floor area is in excess of 500 m<sup>2</sup>; and</li> <li>• the car parking to be provided is not allocated to particular activities, but is available for general use; and</li> <li>• at least 80 % of the parking to be provided is made available for visitors and customers (not for staff or owners)</li> </ul>
	Offices, industry, laboratories, warehousing and storage, workrooms, health care	A minimum of 1:60 m <sup>2</sup> GFA A maximum of 1:40 m <sup>2</sup> GFA
	Other activities	A minimum rate equal to 75 % of the car parking required by Part 12 for the particular activity in question, and A maximum rate that does not exceed the parking rates specified by Part 12
<b>Inner and Outer Car Parking Areas</b>	Studio / one bed less than 75m <sup>2</sup> GFA	1 space per unit plus 1 space per 5 units
	2 bedrooms or more, or any unit greater than 75 m <sup>2</sup> GFA.	A maximum of 2 spaces per unit A minimum of 1 space per unit Plus 1 space per 5 units

### 2.3.2 Non Ancillary Parking

Existing commercial public car parking areas or buildings are provided by private operators and Auckland Transport. The available on street parking is also managed by Auckland Transport.

As discussed previously in Section 2.3.1, the exact number of available parking spaces in the Fringe Area is unknown. Figure 4 provides an idea of the number of public and privately owned existing parking facilities (taken from the Auckland Transport, Wilsons and Tournament websites<sup>8</sup>) although information on the number of parking spaces in each location is not available.

**Figure 4: Off Street Parking Facilities in the Fringe Area**



There is also some parking information for individual areas which has been subject to parking plans. For example, in 2006, Auckland City Council produced the Newmarket Parking Plan<sup>9</sup>, which contained an inventory of existing parking supply in the Newmarket area. This study found that at the time of

<sup>8</sup> [www.aucklandtransport.govt.nz](http://www.aucklandtransport.govt.nz), <http://www.wilsonparking.co.nz/>, <http://www.tournament.co.nz/> Visited 12/03/12

<sup>9</sup> Auckland City Council, 2006, Newmarket Parking Plan

writing, there were 2,800 publicly available off-street car parks in Newmarket, being a mixture of long stay and short stay parks. Likewise a similar study was undertaken for Ponsonby in 2007<sup>10</sup> which revealed a total of 985 publicly available (on and off street) parking spaces.

In addition to the off street parking facilities, on street parking is available throughout the majority of the Fringe Area. In many areas this parking is unrestricted but in the centres such as Ponsonby, Newmarket and Parnell the on street parking is subject to time restrictions and in some cases pay and display. It is understood that Auckland Transport is in the process of creating a database of publicly available parking spaces in the Fringe Area and this work is ongoing.

The existing District Plan rules also allow for further commercial or public (non ancillary) parking areas to be built in the Fringe Area, although the rules vary in different zones. These provisions are outlined in Table 4.

**Table 4: Current Approach to Non Ancillary Parking Provision Rules**

<b>Zone</b>	<b>Commercial or Public Non Ancillary Parking Areas</b>
<b>All Residential Zones</b>	Not Permitted (non-complying)
<b>Open Space Zones</b>	Not Permitted (non-complying)
<b>Business Zones 1-8</b>	Discretionary in Business Zones 1,2 and 5 Permitted in Business 3 May be allowed for as part of a Concept Plan
<b>Mixed Use Zone</b>	Discretionary Activity
<b>Special Purpose Zones</b>	May be allowed for as part of a concept plan for specific sites within the zones
<b>Newmarket (Plan Change 196)</b>	Non complying

Where non ancillary parking facilities are allowed for as controlled or discretionary activities, assessment criteria are based around layout and vehicle circulation, access design, trip generation and effects on the surrounding road network, minor environmental effects such as noise, personal safety and visual amenity.

In general the research has revealed that there is currently no comprehensive understanding of the existing non ancillary parking supply in the Fringe Area. It is understood that Auckland Transport is aware of the need for this work and it is recommended this be undertaken as part of the completion of Comprehensive Parking Management Plans (CPMPs) for the area.

<sup>10</sup> Auckland City Council, 2007, Ponsonby Parking Plan

### 3 FUTURE PLANS FOR THE FRINGE AREA

To understand the likely future land use plans for the Fringe Area, we have undertaken a review of the existing planning documents. Specifically, information has been obtained from the following documents.

- ◆ Auckland Waterfront Plan, 2011, Waterfront Auckland (Auckland Council)
- ◆ City Centre Master Plan, 2011, Auckland Council
- ◆ Auckland Plan, 2012, Auckland Council
- ◆ Future Planning Framework, 2010, Former Auckland City Council
- ◆ Waitemata Local Board Plan, 2011, Waitemata Local Board
- ◆ Albert-Eden Local Board Plan, 2011, 2011, Albert-Eden Local Board
- ◆ Devonport Takapuna Local Board Plan, 2011, Devonport-Takapuna Local Board

An outline of the most significant planned developments in the City Fringe is provided in Figure 5, with a full description of the future plans contained in Appendix A.

Figure 5: Future Development in the City Fringe



The Auckland Plan<sup>11</sup> identifies the fringe centres as being intrinsically linked to the “International City Centre”. Although identifying the Fringe Area as having increased densities, the Plan acknowledges that many of the fringe centres have limited opportunities for growth because of constraints such as heritage, amenity and/or infrastructure provision. Future growth in the city fringe will consist of medium rise, medium to high density developments with a mix of new and traditional developments. It is envisaged that the main growth will be through the provision of housing to support the many employees in the City Centre with growth forecasts correlating to approximately 34,000 additional residents by 2041. However some business growth is also anticipated, with forecasts of an additional 18,000 employees by 2041.

<sup>11</sup> Auckland Council, March 2012, Auckland Plan

In terms of transport related issues, the Fringe Area is identified as primarily generating origin based trips through the growth of residential activities as opposed to commercial or retail. However, it is acknowledged there is already a good supply of small and medium sized businesses and the additional 18,000 additional jobs will mean that destination based travel will continue to remain an issue. High frequency public transport systems are in place and the development of the City Rail Link (CRL) by 2021 and the Parnell Train station will further enhance the available public transport in the area. To maximise transport efficiencies, business growth is anticipated to be centred around the existing and proposed rail stations.

## 4 CONSULTATION

To help identify any existing issues related to parking in the Fringe Area and to further understand likely future land use and parking management trends we conducted a series of consultation meetings with key members of staff from Auckland Transport and Auckland Council. This included the following people.

- ◆ Angela Crang – Team Leader, Consents, Auckland Council
- ◆ Karen Long, Consents Team Manager, Key Events and CBD, Auckland Council
- ◆ Scott Ebbet and Paul Buckle, Parking Design Team, Auckland Transport
- ◆ Chad McMan, Built Environment, Environmental Strategy and Policy, Auckland Council

In addition Auckland Transport has provided comments on previous versions of this report which have been incorporated into the final version.

It is noted that the majority of the information below is based on anecdotal evidence provided by Council officers. Although this information is provided in good faith, it is recommended that further analysis of resource consent applications and parking supply be undertaken to provide some statistical data to support these statements.

In terms of the existing parking issues in the Fringe Area, feedback from the Auckland Transport Parking Design Team is that the majority of the parking issues are related to long term commuter parking, both for workers commuting to the City Centre and the commercial areas in the Fringe Area. These issues include a high demand for on street parking and conflicts with residents living in the Fringe Area. The majority of the on street parking supply in the Fringe Area is currently free and many commuters to the City Centre park within the Fringe Area and walk or catch the Link bus to their place of work. Likewise many of the commercial developments in the Fringe Area currently enjoy free, unrestricted on street parking. There is currently no data with regard to the split between commuters parking to then travel into the City Centre versus commuters parking and working in the Fringe Area itself.

Looking forward, the intention is to manage the on street parking supply to prioritise short stay parking. For example a substantial investigation is underway with the intention of introducing a resident parking scheme for St Mary's Bay. The intention is that on street parking will be time restricted (to P120), except for residents, who will be issued with resident permits. Auckland

Transport indicated that it is likely that resident parking schemes will be implemented for all residential areas in the city fringe in the future. For more mixed use and commercial areas (for example Newton), pay and display parking is likely to be increasingly implemented.

There is currently no comprehensive database with regard to parking supply in the Fringe Area. Auckland Transport is aware of the need for such a database and has confirmed their intention to complete this work.

With regard to ongoing development in the Fringe Area, the Auckland Council consents team advises that many developers in the Fringe Area currently provide parking in excess of the minimum District Plan requirement. However the team also regularly permit parking exemptions allowing developers to provide less parking than the minimum, particularly in Parnell and Newmarket where ground conditions make excavation expensive and Ponsonby due to heritage reasons.

Senior Consent Staff stated that the perception was that there was currently a large supply of long term parking in the Fringe Area and they have processed a number of recent consents for commercial parking buildings. Discussions determined that consent staff were comfortable with the introduction of parking maximum rates for the Fringe Area but there was some nervousness with the removal of minimum parking rates. There was some discussion that developers of medical and healthcare facilities in particular try to provide parking at lower than adequate rates. It was also stated that the achievements of the Unitary Plan outcomes should not rely on enforcement of resource consent conditions.

Discussions with the Built Environment Team at Auckland Council reiterated the intentions outlined in the Auckland Plan. The most significant commercial development is anticipated to occur in the City Centre with development in the Fringe Area predicted to be primarily origin based (with the exception of the existing commercial centres). This is in part due to the existing zoning of the land and the fact that, although there are a range of site sizes, there are many small sites where it is difficult to provide on site parking. However, it is acknowledged that some larger sites exist in Newton and that the proposed development of the City Rail Link (CRL) will result in Council owning additional large parcels of land (as a result of land purchases) and the development of the new railway station may attract some additional commercial development to this area.

Auckland Transport have informed us that they have completed additional traffic modelling aimed at forecasting the level of travel demand in key centres in Auckland through to 2041. This work has used the medium growth assumptions for land use and transport network development consistent with the Auckland Plan. As a result of this work, Auckland Transport have expressed concern regarding the risks associated with implementing more restrictive parking provision rules before Auckland Transport are able to complete CPMPs and appropriate supporting measures. Auckland Council and Auckland Transport are currently working through the additional work that may be required to further assess the implications of parking policy changes.

## 5 PROPOSED PARKING PROVISION RULES

### 5.1 Aims of Parking Provision Rules for the Fringe Area

The aims of the parking provision rules for the Fringe Area should contribute to meeting the aims and objectives for the parking provision rules for the Auckland region. These were discussed in Flow's report on the proposed parking provision rules for the Auckland region<sup>12</sup> and are repeated again here for ease of reference.

The Auckland Plan directs that parking standards should take account of multiple objectives, including the need to:

- ◆ Achieve intensive and mixed use developments
- ◆ Improve housing affordability
- ◆ Reduce development costs
- ◆ Encourage use of public transportation
- ◆ Optimise investments in public parking facilities, civic amenities and centre developments
- ◆ Foster safe, convenient and attractive walkable neighbourhoods

Also of particular relevance in developing parking provisions for the Unitary Plan are the Auckland Plan priorities for urban Auckland. The three priorities identified in chapter 10 Urban Auckland are:

- ◆ Realise quality compact urban environments
- ◆ Demand good design in all development
- ◆ Create enduring neighbourhoods, centres and business areas.

In addition to these objectives consideration also needs to be given in the Unitary Plan to the following:

- ◆ The Auckland region is wide and varied and there are locations outside of town centres where it will be desirable to still manage the potential effects of overspill parking onto the road network by requiring developers to provide parking on site
- ◆ Enabling flexibility of design to ensure parking standards do not impact on good urban design or the most efficient use of the site being realised
- ◆ Parking supply has significant potential to be a Travel Demand Management (TDM) tool as a parking shortage, if managed appropriately, can be used to reduce the number of single occupancy vehicle trips made to a destination
- ◆ The parking standards should recognise the true economic costs and benefits of parking

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<sup>12</sup> Flow Transportation Specialists, 2012, Unitary Plan Parking Standards, Number of Parking and Loading Spaces Required, Issue 1



- ◆ The parking standards need to try to avoid unintended consequences, for example through incentivising out of centre developments.

We are aware that the outcomes sought by the Unitary Plan for parking are being further developed through the drafting of objectives and policies. However, until the objectives and policies have been finalised, these aims and objectives have been used to inform the analysis and options discussion parking provision rules for the Fringe Area included in the following sections.

## 5.2 Proposed Rules As Previously Recommended

### 5.2.1 Ancillary Parking

As discussed in Section 1.1, Auckland Council commissioned Flow in 2011 to investigate parking and loading requirements for the Auckland Unitary Plan (outside of the City Centre). Flow's findings and recommendations are outlined in a draft report dated 17 January 2012. In addition to this work Transport Planning Solutions Ltd (TPS) was commissioned to complete similar work for the Auckland City Centre and outlined their findings and recommendation in a report dated 25 January 2012.

A summary of the combined recommended approach to parking provision rules is provided in . **It is noted that these recommendations are still subject to review and may accordingly change.** In addition, some amendments are required to take into account amendments made to the Auckland Plan. In particular:

- ◆ non-growth centres are no longer specifically identified in the Auckland Plan. Instead, centres have been classified according to their potential for change through future development
- ◆ corridors are no longer specifically identified in the Auckland Plan – though key transport linkages between centres are clearly still critical to the Auckland Plan development strategy
- ◆ there are now only two (rather than six) rural satellites centres identified i.e. the Pukekohe and Warkworth.

**Table 5: Current Recommended Approach to Parking Provision Rules**

Location or Use	Parking Minimums Apply?	Parking Maximums Apply?
<b>City Centre (non residential)</b>	No	Yes – A blanket maximum rate of 1:200 m <sup>2</sup> applies to the whole City Centre
<b>City Centre (residential)</b>	No	Yes – maximum rates shall apply as follows: <80 m <sup>2</sup> – 0.7 spaces per unit 81-110 m <sup>2</sup> – 1.4 spaces per unit >110 m <sup>2</sup> - 1.7 spaces per unit Visitors – 0.2 spaces per unit
<b>Urban centres and corridors</b>	No – provided they are located on	Yes. Parking maximums are no more

**Table 5: Current Recommended Approach to Parking Provision Rules**

Location or Use	Parking Minimums Apply?	Parking Maximums Apply?
<p><b>identified for growth</b> in Table 8.2 (p132) and Table 8.4 (p134) of the draft Auckland Plan (see also Map 8.2, p122 of the draft Auckland Plan).</p> <p>Boundaries' of urban centres and corridors apply to sites located within:</p> <p>1 km (measured along the road or pedestrian network) from an RTN stop (Rapid Transit Network = rail or busway)</p> <p>800 m (measured along the road or pedestrian network) from a QTN stop (Quality Transit Network)</p>	<p>the QTN or RTN, or are planned to be on the QTN network by 2022. (Subject to a possible exception of residential land use activities).</p> <p>Yes – if they are not located on the QTN or RTN, and are not planned to be on the QTN network by 2022.</p> <p>Parking minimums = 75% of the maximum rates (ie approximately 63% of peak parking demand).</p>	<p>than 85% of peak parking demand</p>
<p><b>Rural Satellite Centres</b> identified in the draft Auckland Plan (p109) (i.e. Helensville, Kumeu Huapai, Pukekohe, Warkworth, Wellsford, Waiuku) (see also Map 7.1, p106 of the draft Auckland Plan)</p> <p>Boundaries' of rural satellite centres apply to sites located within 1 km of the identified central point</p>	<p>Yes as per urban centres and corridors not planned to be on the QTN by 2022.</p> <p>Parking minimums = 75% of the maximum rates (ie approx 63% of peak parking demand).</p>	<p>Yes. Parking maximums = no more than 85% of peak parking demand</p>
<p><b>Outside of urban centres and corridors</b> (as identified in row 4 above)</p>	<p>Yes. Parking minimums = aim to permit approximately 75% of peak parking demand</p>	<p>Yes – for commercial developments only (one space per 30 m<sup>2</sup> GFA)</p>

The proposed maximum parking provision rates for urban centres and corridors are outlined in Table 6.

**Table 6: Recommended Maximum Parking Rates for Urban Centres and Corridors**

Land Use	Maximum Parking Rate
<b>Residential</b>	1 per one bedroom dwelling
	2 per dwelling with two bedrooms or more
<b>Commercial office activities</b>	1 per 30 m <sup>2</sup>
<b>Retail and Other</b>	1 per 25 m <sup>2</sup> ground and mezzanine floors
	1 per 35 m <sup>2</sup> above ground floors
<b>Educational Facilities</b>	Require an individual assessment as part of a Travel Plan

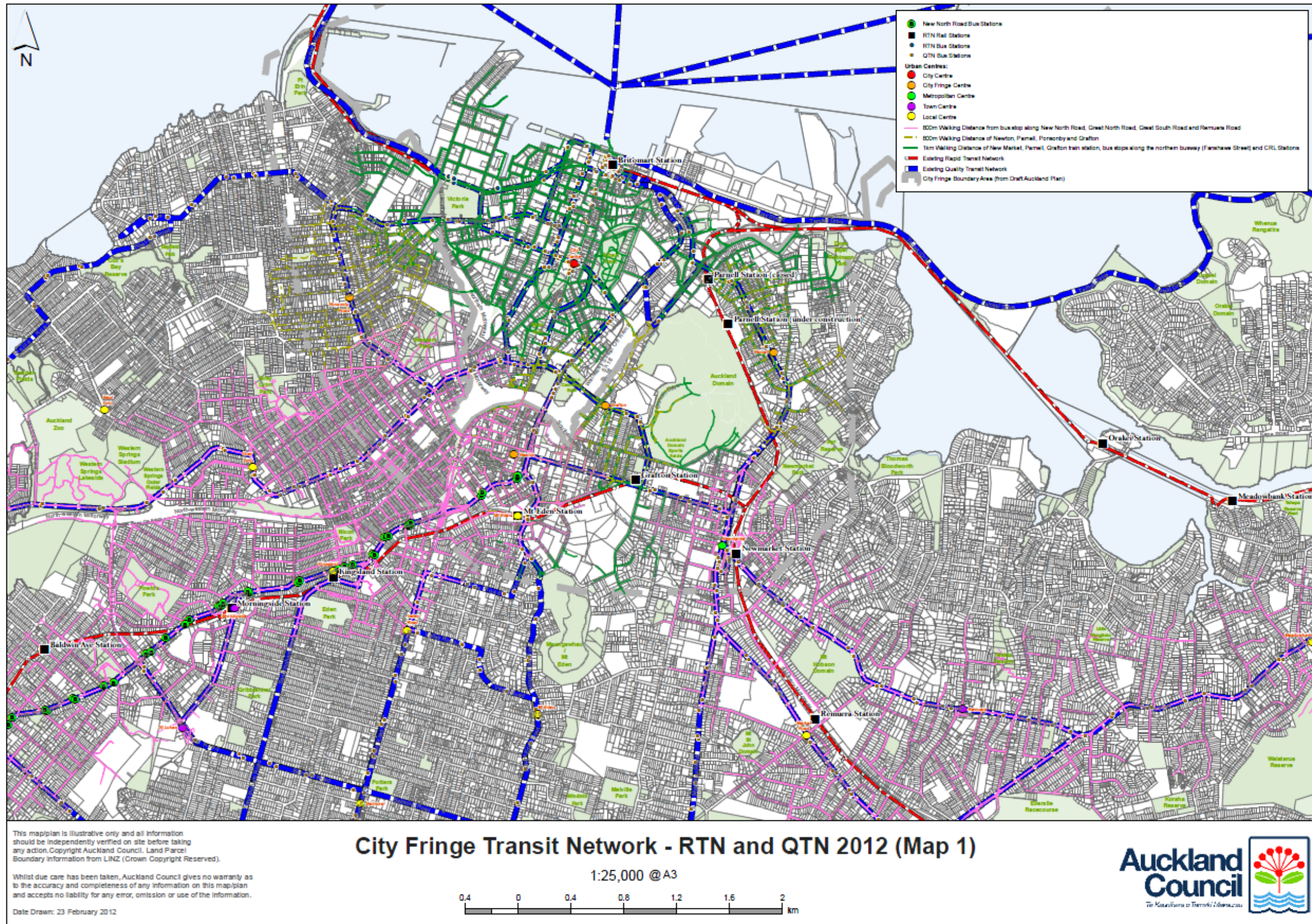
Based on these recommendations as outlined above, the maximum parking rates proposed for urban centres and corridors will apply in the Fringe Area in the following locations:

- ◆ For a catchment of 1 km around Newmarket, Parnell and Grafton train stations, the northern busway stops along Fanshawe Street and the proposed City Rail Link (CRL) stations
- ◆ For a catchment of 800 m around Newton, Parnell, Ponsonby and Grafton centres (based on QTN bus stops)
- ◆ For a catchment of 800 m from bus stops located along New North Road, Great North Road, Great South Road and Remuera Road.

The remaining areas will remain subject to minimum parking requirements. An illustration of these catchment areas is shown in .

It is noted that Devonport, although part of the Fringe Area, has been classified as having the least potential for change in the Auckland Plan and is therefore not included in the analysis. In general, Devonport is considered to be a special case as its proximity to the City Centre is subject to a ferry service. For this reason it is considered that Devonport is not influenced by the City Centre (in regard to the supply and demand for parking) in the same way as the rest of the Fringe Area. It is considered that Devonport should be subject to an individual Comprehensive Parking Management Plan (CPMP) which should address the management of the park and ride facility for the ferry as well as the parking supply and demand within the centre itself.

Figure 6: Currently Recommended Parking Provision Rules



### 5.2.2 Non Ancillary Parking

It is understood that the provision of long term (more than four hours) and short term (four hours or less) non ancillary parking in the City Centre is still being discussed within Auckland Transport and Auckland Council. However both types of non ancillary parking are likely to be classified as either a prohibited or discretionary activity.

Flow's previous report recommends that in urban centres and corridors both long term and short term non ancillary parking should be classified as discretionary activities. Applications for resource consent should be assessed against pre determined assessment criteria which should be focussed on the aims and objectives of the urban centre and corridor (for example increased density, increase in use of public transport, pedestrian priority) and the Unitary Plan's transport objectives and policies first, before any assessment of effects on the surrounding road network. If the provision of the parking facility does not contribute to the aims and objectives of the town centre then the application should be declined, regardless of whether it can be demonstrated to have less than minor effects on the surrounding road network. Examples of where a non ancillary parking facility may be determined as appropriate in an urban centre or corridor are outlined below.

- ◆ A park and ride facility located in close proximity to a transport interchange. This may be provided on a temporary basis until feeder services to the transport interchange can be improved
- ◆ A parking facility near the edge of a town centre which is managed to provide for short term visitors only and is priced appropriately. It is acknowledged that Council need to be careful when addressing the pricing of parking in the Unitary Plan due to its role as a parking provider. There is a risk that Council could be accused of anti competitive behaviour
- ◆ A parking facility in a town centre which provides for a central parking provision for land use activities in the town centre rather than on a site by site basis
- ◆ A CPMP has identified a need for such a parking facility.

Under these proposed rules, non ancillary parking would be classified as a discretionary activity in the Fringe Area. However, it is anticipated it would not be provided for on residentially zoned land.

## 6 ANALYSIS

### 6.1 Potential Issues With the Proposed Rules

We have analysed the proposed parking provision rules (as illustrated in ) for the Fringe Area and note the following observations and issues. These points are further analysed and addressed in the following sections.

- ◆ The majority of the Fringe Area is within the walkable catchment areas of the urban centres and corridors. The exceptions are pockets around the western part of St Mary's Bay and parts of the residential area of Parnell and Remuera
- ◆ Mt Eden Village is classified as a local centre in the Auckland Plan<sup>13</sup>, but is classified as having limited potential for change. The village centre itself is not located within the Fringe Area. However, Mt Eden train station is located in the Fringe Area, is part of the RTN. This train station arguably serves Newton as opposed to Mt Eden and also has the potential for further development around it, particularly given the proposed Central Rail Link (CRL). Mt Eden Road is also identified as part of the future Frequent Services Network (FSN) and will support a significant number of bus services. It is therefore considered that the area within the walkable catchment of this station should be subject to the same parking provision rules as the other stations on the RTN
- ◆ New North Road was previously identified as a growth corridor but as discussed the concept of corridors has been removed from the latest version of the Auckland Plan. In anycase, New North Road is currently not part of the QTN and as a result it is considered it should not be subject to maximum parking provision rules (with the exception of parts of the corridor which are within the catchment areas of the QTN or RTN)
- ◆ It is difficult to identify the centre of some suburbs. For example Ponsonby and Parnell are based around high streets which, due to their location as part of the QTN, have equal access to public transport and potential for intensification at both ends of the high street. For this reason calculating walking catchments from one central point or QTN bus stop is not appropriate in these locations. It is considered the catchment areas for these suburbs should be calculated using the bus stops along the length of the high streets
- ◆ Given the points above, it is likely that the majority of the Fringe Area has good access to public transport. In particular areas to the south and east are within walking distance of the RTN, which will provide easy connections to the interchanges of Newmarket and Britomart Stations. It is therefore considered that the entire Fringe Area could be subject to parking provision rules similar to centres identified for growth throughout the Auckland region
- ◆ These proposed rules do not however take into account the close proximity of the Fringe Area to the City Centre. Parking provision rules in the Fringe Area can impact on the aims and objectives of the City Centre, in particular:
  - Many of the routes which are subject to congestion during peak hours due to people travelling to the City Centre also extend through the Fringe Area. As a result the supply of parking in the Fringe Area will influence the extent to which the desired mode shift to public transport, walking and cycling occurs in the City Centre
  - Parking provision rules which are significantly less restrictive in the Fringe Area than the City Centre may result in the Fringe Area being more attractive to developers

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<sup>13</sup> Auckland Council, 2012, Auckland Plan, Chapter 10, Urban Auckland, Table 10.1

who want to provide additional parking. This may work against the objective of increased density in the City Centre.

The following sections analyse some of these issues further, including the accessibility of the Fringe Area, the impact of the proposed parking provision rules on the City Centre and the boundaries of the Fringe Area.

## 6.2 Accessibility and the City Fringe Area

### 6.2.1 Public Transport

#### 6.2.1.1 Public Transport Network Plan

One of the aims of implementing maximum parking provision rules is to encourage the use of more sustainable transport modes eg public transport, walking and cycling. Likewise public transport accessibility is often given as justification for the application of more restrictive parking provision rules. It is therefore considered important to consider the available public transport to the Fringe Area when considering the most appropriate parking provision rules.

The Auckland Passenger Transport Network Plan<sup>14</sup> classifies the Auckland public transport network using four classifications, Rapid Transit Network (RTN), Quality Transit Network (QTN), Local Connector Services (LCS) and Targeted Services.

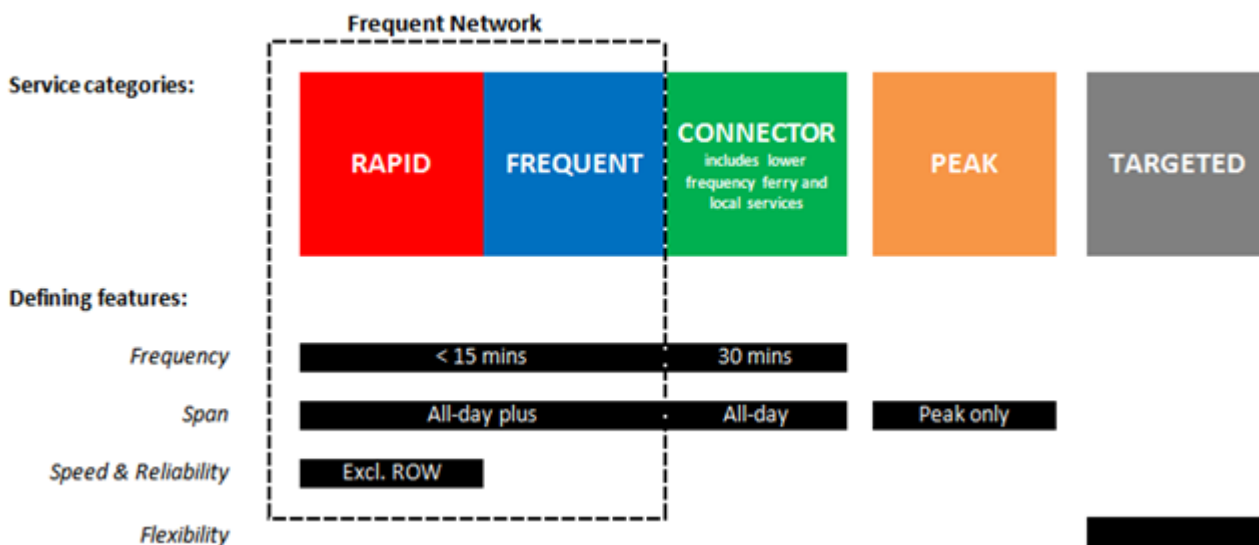
Auckland Transport is currently reviewing the Auckland Passenger Transport Network Plan, with a view to completing the review by early 2013. We have been informed by Auckland Transport that a new classification entitled the Frequent Services Network (FSN) is proposed. The FSN includes those services with their own separated infrastructure (the existing RTN now proposed to be named the Rapid Network) plus expanded frequent bus and ferry services (called the Frequent Network). The FSN (incorporating both the Rapid and Frequent Services) will operate seven days a week, with a minimum of fifteen minute frequencies between 7 am and 7 pm. Most services will also include a slightly reduced frequency between 6 am and 7 am, and between 7 pm and 11 pm. In addition to the FSN there will also be lower level of services running with minimum frequencies of 30 minutes or 60 minutes (the Connector Network) as well as additional peak only and targeted services. These categories are illustrated in Figure 7.

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<sup>14</sup> Auckland Regional Transport Authority, 2006, Passenger Transport Network Plan 2006-2016

Figure 7: Proposed Public Categories

PROPOSED SERVICE CATEGORIES: INTERNAL



Whilst it is acknowledged that this review of the public transport network classifications is ongoing, the changes to the existing RTN and QTN networks within the Fringe Area are anticipated to be minimal. This is because the existing RTN and QTN network available in the Fringe Area will be incorporated into the proposed FSN, with the main changes being an increase in frequent services between to the western part of the Fringe Area by 2016.

6.2.1.2 Public Transport Today

In Auckland, the public transport network generally radiates from the City Centre and as a result the city fringe is well served by public transport. In terms of the RTN, the rail network runs through the south and east of the Fringe Area and the northern busway enters the City Centre at Fanshawe Street. Although Fanshawe Street is located outside of the Fringe Area (ie within the City Centre) the bus stops still fall within reasonable walking catchments of parts of St Mary’s Bay and Freemans Bay.

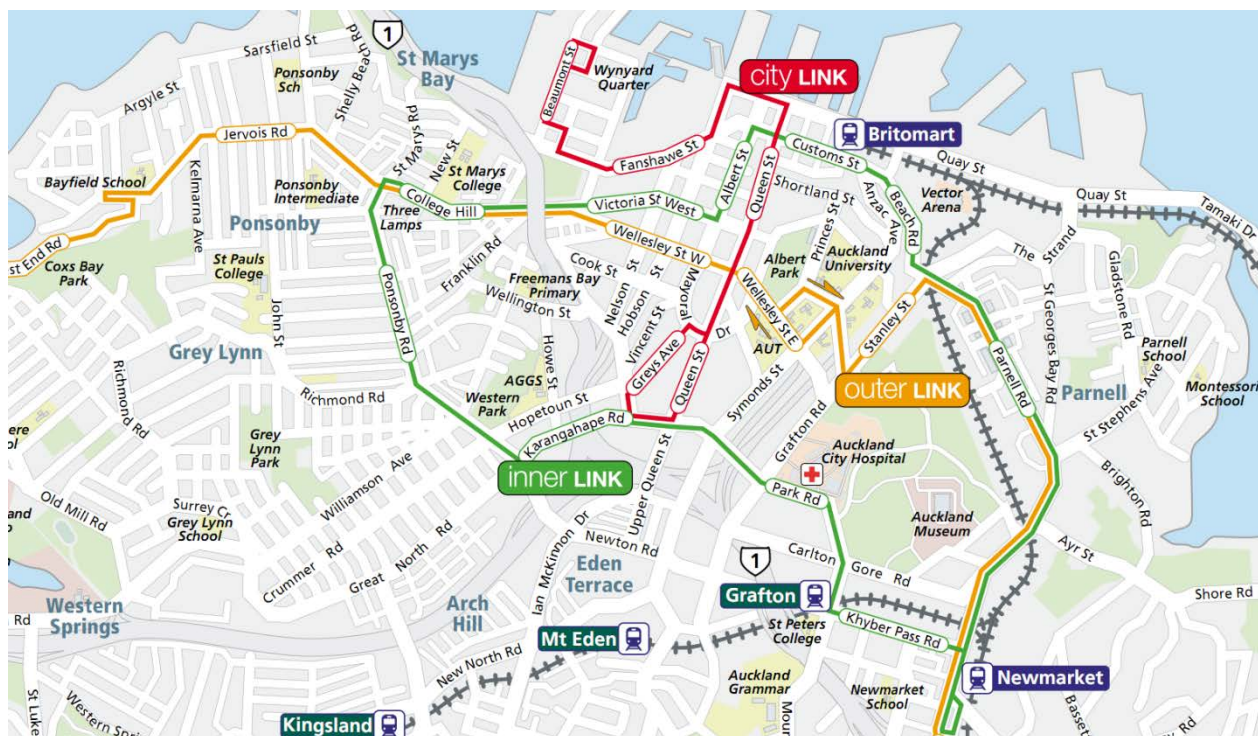
The RTN is supplemented by the existing QTN which includes the inner and outer Link bus routes and the corridors of Great North Road, Great South Road, Remuera Road, Manukau Road and Mt Eden Road. The Link route (as highlighted in Figure 8) is of particular importance to the Fringe Area as it provides a cross town link, resulting in almost all of the public transport network being easily accessible from the majority of the Fringe Area, increasing the number of easily available destinations. This is in contrast to many of the identified urban centres and corridors which tend to provide good access to the Fringe and Central areas only, and then require passengers to transfer if they are required to access a different out of town centre. For example passengers travelling between New Lynn and Penrose are required to travel to Newmarket on the western line and then transfer to the southern line to travel south.

It is considered that the public transport accessibility to and from the southern and eastern sides of the Fringe Area (for example Newmarket) is superior to the west (for example Ponsonby) as it is served by both the RTN and the QTN. The western side is dependent on the Link bus route which although



frequent (the inner link route operates every ten minutes between 6 am and 8 pm, Monday to Friday) does not provide bus priority. However it is considered that the western side of the Fringe Area still offers good access to public transport and transfers can be made easily to the RTN network using the Link route. In addition it is also noted that the information provided by Auckland Transport indicates that the proposed FSN includes an increase in services between the City centre and the western side of the Fringe Area.

**Figure 8: Existing Link Routes**



### 6.2.1.3 Planned Improvements

In terms of future developments to the public transport services, The City Rail Link (CRL) and the new train station at Parnell will improve accessibility to the Fringe Areas, as will other improvements to bus services to the City Centre proposed as part of developments to the QTN. We have included the proposed CRL stations and Parnell Station in our analysis. Whilst the Parnell Station is currently committed, the timeframe for the CRL is less certain. Although the CRL will improve public transport accessibility in the Fringe Area (particularly around Karangahape Road and Aotea Square), these areas are already considered to be sufficiently accessible to public transport to enable the more restrictive parking provision rules. As a result we consider this assessment is not dependent on the implementation of the CRL.

### 6.2.1.4 Analysis and Conclusions

Given the points raised in Section 6.1, to better reflect the availability of public transport, we have re-mapped the available walking catchments in the Fringe Area to include the following amendments:

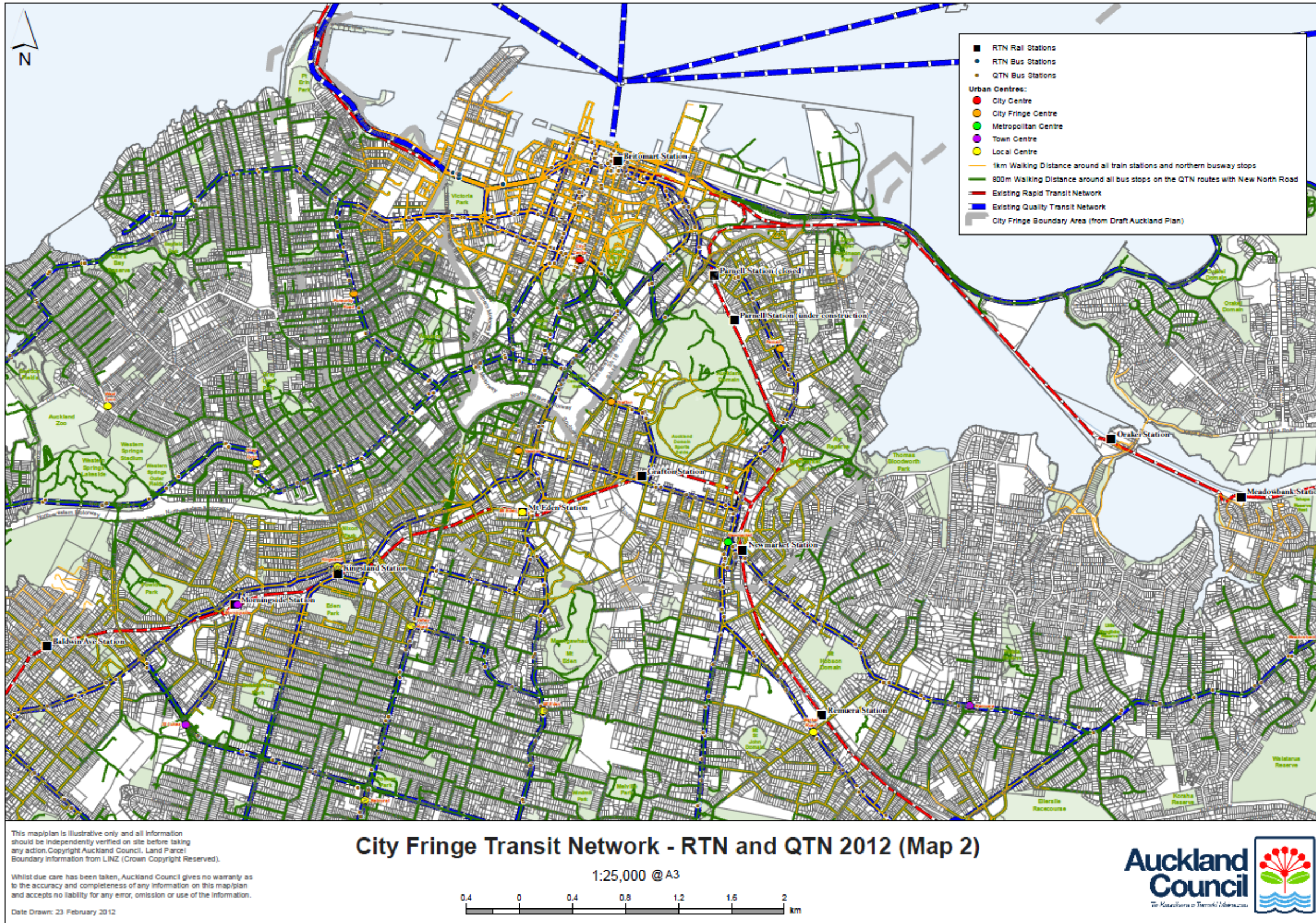
- ◆ Mt Eden station has been included in the analysis as an RTN station

- ◆ 800 m catchment areas from all bus stops on Parnell Road and Ponsonby Road (along the Inner Link route) have been included in the analysis.

The amended analysis is shown in Figure 9. The results reveal that with these amendments the majority of the Fringe Area is within a suitable walking catchment to public transport. Specifically it is noted that the pocket areas which were identified as not being part of catchment areas in Section 6.1 have been significantly reduced. In addition, the catchment area which previously relied on New North Road (which is not part of the QTN) is now also covered by the catchment area from the Mt Eden train station, eliminating any concern with regard to this corridor in the Fringe Area.

This indicates that from a purely public transport accessibility point of view, a maximum parking provision rule may be appropriate for the whole Fringe Area.

Figure 9: Amended Analysis



### 6.2.2 Walking and Cycling

In addition to the Fringe Area being well served by public transport, it is also noted that the majority of the area is within two or three kilometres of the City Centre (measured to Queen Street).

Figure 10: Cycling and Walking Facilities



Legend			
Shared path or pedestrian link .....		Signalised intersection .....	
Dedicated cycle lane .....		Local bike store - list overleaf...	
Shared bus/cycle lane (transit) .....		Train station .....	
Route on quieter roads recommended by cyclists.....		Bus station .....	
Route with space for cyclists, may be on busy roads .....		Ferry terminal .....	
Walkway .....		Cycle lockers .....	
Gradient (uphill)..... steep >> very steep >>>		Public toilet.....	
Roundabout .....		Cycle parking (indicative) .....	
Underpass .....		Mountain Bike Park/Trail .....	

Figure 10 illustrates the many pedestrian and cycling routes both around the Fringe Area and between the Fringe Area and the City Centre.

It is acknowledged that the City Centre Master Plan (CCMP) identifies a number of measures to improve walking and cycling accessibility between the Fringe Area and the City Centre and that these improvements are required to fully realise the potential mode split targets. However, for the purposes of this report, it is considered that the existing connections are sufficient to illustrate that walking and cycling between the City Centre and the Fringe Area is easily achievable and that these links are also set to improve with the streetscape upgrades identified in the CCMP.

## 6.3 Effects of the City Centre

### 6.3.1 Ancillary Parking Analysis

As discussed in Section 6.1, the Fringe Area is considered to be a special case due to its location adjacent to the City Centre. Consultation with Auckland Transport officers reveals that much of the existing parking issues within the Fringe Area are directly related to workers commuting to the City Centre. For example, there is a high demand for on street parking and conflict with residents living in the Fringe Area. Likewise, there is potential for the parking provision rules in the Fringe Area to directly impact on the aims and objectives of the City Centre including the desired modal shift to public transport and other more sustainable transport options and increased density. It is therefore important to consider how the proposed parking provision rules will impact on the City Centre.

Under the current proposals, the difference between the proposed parking rules for the City Centre and the Fringe Area for the three main land uses are shown in Table 7. It is noted that the recommended parking provision rates are likely to be refined as part of the drafting of the rules for the Unitary Plan. In particular, the drafting process has highlighted the need to refine previously recommended provisions relating to:

- ◆ residential land uses - whether to adopt either GFA or the number of bedrooms as the measurement used in the parking provision rules and further work regarding the definition of attached and detached units
- ◆ educational facilities – how to require a travel plan for a permitted activity
- ◆ hospitals / medical facilities – it is difficult to justify different requirements for public facilities versus private facilities and the fact that GFA may be a more appropriate measurement
- ◆ Industrial activities - whether the parking ratios should be related to floor area (GFA) or number of staff
- ◆ the use of the term ‘all other activities’ and the fact that it is not possible to require an assessment of parking demand for approval as part of a permitted activity standard.

Recognising that these rules may be subject to amendments, a comparison of these different proposed parking provision rates reveals the following:

- ◆ As discussed in Section 6.1, only a very small area of the Fringe Area falls outside of the catchment areas for parking provision rules for the centres and corridors, so the minimum rates proposed for outside of centres may apply to very small pockets only (if at all, subject to the discussion in Section 6.2.1). We have therefore removed these rates from the analysis
- ◆ Residential developments in the Fringe Area will be subject to slightly higher maximum rates than those in the City Centre. In addition, the proposed rules are based on the number of bedrooms in the Fringe Area and GFA in the City Centre. However the two methods of determining parking rates for residential units (ie GFA or bedrooms) are expected to be standardised as part of the drafting of parking rules for the UP.
- ◆ For office and commercial activities the proposed difference in permitted parking between the Fringe Area and the City Centre is significant, at a maximum parking provision of 1:30 m<sup>2</sup> in the Fringe Area and 1:200 m<sup>2</sup> in the City Centre. This could be an area of concern as this may encourage commercial development in the fringe area over the City Centre
- ◆ For retail and other activities the proposed difference in parking provision rules between the two areas is also significant. In addition, the proposed rules for the fringe area differentiate between ground and mezzanine floors and above ground floors, where as the proposed rules for the City Centre make no such differentiation.

These points are discussed further in the following sections.

**Table 7: Comparison Of Proposed Parking Provision Rules**

Location	Activity	Parking Provision Rule
<b>City Centre</b>	Residential	A maximum rate of: 0.7 spaces per unit with <80 m <sup>2</sup> GFA 1.4 spaces per unit with 81-110 m <sup>2</sup> GFA 1.7 spaces per unit with >110 m <sup>2</sup> GFA 0.2 visitor spaces per unit
	All other activities	A maximum of 1:200 m <sup>2</sup>
<b>Fringe Area centres and corridors on the QTN or RTN (As identified in )</b>	Residential	A maximum of: 1 per one bedroom dwelling 2 per two bedroom dwelling and above
	Commercial/Office	A maximum of 1:30 m <sup>2</sup>
	Retail and Other	A maximum of: 1:25 m <sup>2</sup> ground and mezzanine floors 1:35 m <sup>2</sup> above ground floors
	Educational Facilities	1 per 2 staff members 1 visitor space per classroom Provided that if more than 100 parking spaces on site a Travel Plan will be required
<b>Other parts of the fringe Area (As identified in )</b>	Residential	2 per detached household unit with 4 beds or less (1 per unit in Hauraki) 3 per detached household unit with 5 beds or more 1 per attached household unit with 1 bed or less plus one visitor space per 5 units 2 per attached household unit with 2 beds or more plus one visitor space per 5 units 2 spaces per 3 retirement independent living units plus 1 visitor space per 5 units 1 space per minor household unit
	Visitor Accommodation	1 per unit/room/bed
	Office and Commercial	A minimum of one car parking space per 45 m <sup>2</sup> GFA A maximum of one car parking space per 30 m <sup>2</sup> GFA
	Retail	1:25 m <sup>2</sup> of GFA open to the public
	Food based Retail	1:15 m <sup>2</sup> GFA
	Industry	1 per two employees
	Entertainment Facilities and Places of Assembly	1 per four people the facility is designed to accommodate
	Child Care Centres	1 per ten children plus one per two staff members

**Table 7: Comparison Of Proposed Parking Provision Rules**

Location	Activity	Parking Provision Rule
	Educational Facilities	An assessment of parking demand shall be submitted to Council for review and approval, taking into account the School Travel Plan process or  Primary, Secondary Schools and tertiary education facilities:  2 spaces per 3 staff members  1 visitor space per classroom  Drop off area  Parking management plan should also be required (if over 100 spaces).
	Public Hospitals	An assessment of parking demand shall be submitted to Council for review and approval, taking into account the Travel Plan process
	Private Medical facilities (non residential)	A minimum of 1:20 m <sup>2</sup> GFA
	Private Medical facilities (residential)	One space per three beds
	All Other Activities	An assessment of parking demand shall be submitted to Council for review and approval

### 6.3.2 Ancillary Parking Discussion

#### 6.3.2.1 Residential

When considering the above different parking provision rates for residential land uses it is noted that although the maximum provision rate for the City Centre is lower than the Fringe Area, the difference is not large. For example, a two bedroom town house in the Fringe Area will be subject to a maximum rate of two spaces per unit, where as a unit in the City Centre with a GFA of between 81 m<sup>2</sup> and 110 m<sup>2</sup> would be subject to a maximum of 1.6 spaces per unit (including a visitor space). Generally, it is considered appropriate that the maximum parking rates for the Fringe Area are slightly higher than the City Centre and that no minimum rates should apply in both areas.

As discussed in Flow's previous report<sup>15</sup>, there is an argument that residential land uses, in particular, should also retain minimum parking standards, even in urban centres and corridors. The reason for this is that many residents may choose to live in an urban centre and commute to work using public transport, but they may still wish to own a car for recreational purposes. In addition to this, not providing visitor parking may result in negative parking overspill effects on the

<sup>15</sup> Flow Transportation Specialists, 17 January 2012, Unitary Plan Parking Standards, Number of Parking and Loading Spaces Required



surrounding streets. As a result of this, residential units which do not provide any parking may be seen as unattractive, particularly for families. This may work against the aim of encouraging people of all ages and family structures to live in centres and corridors and as a result it may be beneficial to retain minimum parking rates for residential land uses. Auckland Transport have also expressed a concern that removing minimum parking rates for residential units combined with restriction of non ancillary long stay parking will limit the ability of the market to respond to parking shortfalls, resulting in undesirable effects.

However, if minimum parking rates are retained then the advantages of increased flexibility and reduced housing costs may be compromised as developers will still have to provide a certain amount of parking. This may be of particular importance in the Fringe Area where heritage issues may limit the amount of parking able to be supplied. In theory developers will provide what is attractive to the market and it is considered that the high land values in the Fringe Area will ensure developers are market savvy when considering designs and the provision of parking.

However, Flow's previous report recommended that the parking rules will need to be closely aligned with land use rules around the desirable mix of residential types in the urban centres and corridors and further discussions with the team developing the residential land uses rules for the Unitary Plan is required to determine the most appropriate approach. Therefore, at this point, we recommend that minimum parking provision rules should be removed from residential land uses in the Fringe Area for the reasons discussed above. However, this recommendation is subject to the ongoing discussions on the parking provision proposals for residential land uses in urban centres and corridors throughout the region.

It is sometimes recommended that parking be unbundled from the unit titles so that unit owners are given a choice about how many parking spaces they purchase. However unbundling can also provide for surplus parking spaces to be sold or leased to people not living within the residential development (for example to commuters). If minimum parking rates are to be retained for residential units, it is recommended that further consideration be given to requiring the parking to be unbundled from the unit titles. Although, it is noted that the potential issues associated with this will require further analysis. It is also noted that proposed rules for the Fringe Area are based on the number of bedrooms and in the City Centre the rules are based on GFA. This may be problematic to regulate. This is being considered further and will be addressed as part of the drafting of the parking rules for the Unitary Plan.

#### **6.3.2.2 Office and Commercial**

The main area identified as being of potential concern is the difference between the proposed parking provision rates for commercial and office developments in the Fringe Area and the City Centre. Under the proposed parking provision rules, office and commercial developments will be subject to a maximum rate of 1:200 m<sup>2</sup> in the City Centre and 1:30 m<sup>2</sup> in the rest of the region, including the Fringe Area.

The Auckland Plan clearly indicates that the majority of future commercial growth is anticipated for the City Centre, as opposed to the Fringe Area, and as a result any proposed parking provision rules should not compromise this objective by unnecessarily encouraging commercial development in the Fringe Area over the City Centre.

The influence of parking provision rules on patterns of development location is currently unclear. International case studies suggest parking restrictions do not result in negative economic impacts of developments in cities with strong and vibrant economic structures and the research base does not support the concern and assumption that parking restraint makes centres less economically attractive<sup>16</sup>. Marsden<sup>17</sup> also reviews the response of local economies to parking policy and finds that overall the evidence base is still relatively weak but there is enough to challenge the orthodoxy existing that parking restraint will discourage economic development.

However, despite the evidence, there appears to be a perception that for office activities in particular, the amount of parking influences the attractiveness of a development to a tenant. For example, at the hearing for Plan Change 235 to the Auckland City District Plan – Isthmus section the applicant (Sylvia Park Business Centre Ltd) raised the potential effect of restricting parking supply at Sylvia Park. There was significant discussion during the hearing process that the proposed maximum parking rates, particularly for offices, would impact on the economic vitality of this land use<sup>18</sup>, particularly when similar office developments subject to minimum parking provision rates were offering much higher parking rates are located in close proximity to the site. This evidence was presented by Zoltan Moricz, who is the director of the research arm of a Property Services Company (Commercial Real Estate Services). As a result of this evidence, maximum parking rates for office development were included in the plan change but on a sliding scale with the maximum allowable number reducing as the total office GFA increased. However, it is noted that Sylvia Park is an emerging centre located outside the city centre and has very different land use and transport characteristics to the Fringe Area.

Research undertaken on parking provided in office activities in some Auckland locations reveals that the parking provision ratios tend to be high, with even places with good access to alternative transport providing average rates of around one car parking space per 30 m<sup>2</sup> in Newmarket (which is significantly higher than the minimum rate of 1 space per 40 m<sup>2</sup> which was in the District Plan before Plan Change 196). Other locations such as Albany and Greenlane have rates as high as one car parking space per 26 m<sup>2</sup> of office activity. This supply of parking over and above the existing minimum rates suggests that parking is considered to be a valued resource when developing office activity. These figures are supported by Council officers who state that many commercial activities in the Fringe Area supply more parking than the existing minimum parking provision rate of 1:40 m<sup>2</sup>.

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<sup>16</sup> Litman, 2011, Changing Vehicle Travel Price Sensitivities, Victoria Transport Policy Institute

<sup>17</sup> Marsden, 2006, The evidence base for parking policies – a review, Journal of Transport Policy

<sup>18</sup> Auckland City Council, 2010, Evidence from the hearing for Plan Change 235, presented for the applicant.

Discussions with Auckland Council planning officers indicate that the introduction of the existing parking maximum rule in the City Centre (which became operative in 2004) resulted in an increase in commercial development in the Fringe Areas such as Grafton, Newton and Newmarket. This perception could be further investigated through an analysis of the applications for resource consent before and after this period. However, this would not provide information as to what extent any increase was as a result of parking provision rules, as opposed to other reasons such as the price of the land. Furthermore it is understood that not requiring minimum parking provision rules is a long established practice in the City Centre which was in place well before the implementation of the current District Plan.

Overall, it is considered that the effect of parking provision rules on encouraging or discouraging development is unclear. However, due to the existing perception that parking supply is important to the location of commercial activities, it is still considered to be important to ensure that the proposed rules do not result in an undesirable development effect in the Central or the Fringe Areas.

**Table 8: Existing and Proposed Parking Provision Rules for Offices**

Location	Existing	Proposed
City Centre	Permitted to provide between: 0 and 2 spaces per 100 m <sup>2</sup> (depending on location)	Permitted to provide between: 0 and 0.5 spaces per 100 m <sup>2</sup>
Fringe Area	Permitted to provide between: 2.5 (required) and unlimited spaces per 100 m <sup>2</sup>	Permitted to provide between: 0 and 3.33 spaces per 100 m <sup>2</sup>

The difference between the existing commercial parking rates and the proposed parking rates is outlined in Table 8. A comparison of these figures indicates that there is a significant difference between the current permitted parking levels in the Central and Fringe Areas. Most notably the Fringe Area is currently subject to a minimum parking provision rule as opposed to a maximum. It is considered, the proposed parking provision rules address this issue by reducing the potential difference in parking supply between the two areas.

However, there is some concern that the maximum rate of 1:30 m<sup>2</sup> appears to allow for more parking provision than the existing minimum rate of 1:40 m<sup>2</sup>. Although this is not the case (as shown in the ranges of permitted parking in Table 8), evidence has shown that perceptions are important and need to be considered. It is also noted that the existing maximum rate for office activities used in Plan Change 196 (Newmarket) is 1:60 m<sup>2</sup> (for ground floors in the core area) and as a result the implementation of the proposed rates would result in an increase in permitted parking over the existing rule or a separate rule for Newmarket. It is noted that at this stage the status of the existing Plan Changes (such as PC 196) with regard to the Unitary Plan review is unclear. However, we are currently working with Auckland Transport to identify any conflicts with the proposed parking provision rules and the existing Plan Changes.

When recommending the proposed maximum rate of 1:30 m<sup>2</sup> for the Auckland region as a whole consideration was given to the fact that the existing District Plan minimum rates for office activities range from 1:20 m<sup>2</sup> (in the former Manukau City) to 1 per 40 m<sup>2</sup> (in the former Auckland City). In addition we are aware that the m<sup>2</sup>/employee ratio in offices has decreased in the last 20 years. For example in the Auckland CBD the average office space per worker has decreased from 22.6 m<sup>2</sup> in 1987 to 15.6 m<sup>2</sup> in 2008<sup>19</sup>. While it is acknowledged the Auckland CBD is a special case, data also shows that the average office space per worker in Greenlane is also very low at 17.2 m<sup>2</sup><sup>19</sup>. This indicates that the same office GFA is likely to have a higher parking demand today than it did 20 years ago and in part an effective reduction in the permitted parking rate has already been achieved during this period.

When considering the Fringe Area as an independent case, there is an argument that the maximum provision rule could be reduced to somewhere between the rates of 1:200 m<sup>2</sup>, as proposed for the City Centre and 1:30 m<sup>2</sup>, as proposed for the remainder of the region. This is based on the fact that the former Auckland City currently has the lowest minimum parking rate for office activity compared to other parts of the region and that the Fringe Area offers a high level of alternative transport choices to using private vehicles.

For example, it is considered that a maximum rate of 1:60 m<sup>2</sup> could be justified on the basis that 1:40 m<sup>2</sup> is the existing minimum parking rate in this area and there is precedence for a maximum rate of 1:60m<sup>2</sup> in Newmarket with Plan Change 196. However, given the available evidence on employee space ratios, a more restrictive maximum rate may be more difficult to justify on the available information, particularly for the western side of the Fringe Area which has been shown to have a slightly lower level of public transport accessibility than the eastern side.

It is recommended that further analysis of the maximum parking provision rule for office activities be carried out. This could be in the form of specific case studies of selected sites within the Fringe Area, preferably in accordance with the anticipated land use parameters being developed in the Unitary Plan. These case studies can then be used to identify and test the required mode share splits required to enable the more restrictive parking provision rules. It is noted that this is type of work which could be included in a CPMP. The transport modelling work currently being undertaken by Auckland Transport (as discussed in Section 4) could also help with this.

### 6.3.2.3 Retail and Other Land Uses

There is also a significant difference between the proposed parking maximum rate for the City Centre and Fringe Area when considering retail and other activities. However, this difference is considered to be of minimum concern as is anticipated that the main retail development in the Central and Fringe Areas will be to service the residents and employees already in these areas (with the exception of Newmarket which is already subject to more restrictive parking provision rules through PC 196). There is no evidence to indicate that this type of retail is significantly

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<sup>19</sup> Zoltan Moricz, 2009, Statement of Evidence (for the applicant) from the Auckland City Council Plan Change 235 hearing, CBRE

impacted by parking provision rules, or that parking provision rules for retail activities may compromise the aims and objectives of the Central or Fringe Areas.

One area of potential concern raised by Council officers is the removal of minimum parking provision rules for medical and healthcare facilities. During our consultation meetings it was suggested that private medical facilities often attempt to provide less parking than the existing minimum requirements and due to the nature of the service they offer, these facilities often have a high parking demand and hence result in on street parking effects. This is of particular concern in the eastern side of the fringe area (Grafton, Remuera and Newmarket) which has developed a cluster of medical/healthcare facilities.

In theory, removing minimum parking rates and applying a maximum rate should not result in a significant shortage of parking as it is in the interest of a developer to provide for the parking necessary for their business to operate. For this reason we do not recommend retaining a minimum parking rate for medical/healthcare facilities. However, as medical/healthcare facilities have been raised as an area of particular concern we recommend that some further analysis of consent data be undertaken to investigate this issue further. Following this analysis, options to address any concerns can be investigated.

### **6.3.3 Non Ancillary Parking**

As noted in 5.2.2, it is understood that the provision of long term (more than four hours) and short term (four hours or less) non ancillary parking in the City Centre is still being discussed within Auckland Transport and Auckland Council. However both types of non ancillary parking are likely to be classified as either a prohibited or discretionary activity.

The previous Flow report recommends that in urban centres and corridors both long term and short term parking should be classified as a discretionary activity. Applications should be assessed against pre determined assessment criteria which is discussed in Section 5.2.2.

Under the proposed rules, non ancillary parking (both short and long term) would be classified as a discretionary activity in the majority of the Fringe Area. Depending on the final assessment criteria, it is envisaged that an application for non ancillary parking would have to demonstrate how the proposed facility would contribute to the objectives of the relevant part of the Fringe Area. It is noted that some of the examples of desirable non ancillary parking previously identified in 5.2.2 do not apply to the Fringe Area. Generally park and ride facilities would not be considered appropriate in the Fringe Area and if future development (outside of the existing commercial centres such as Newmarket) is to be predominantly origin based then there would appear to be little need for additional (particularly long term) non ancillary parking.

There is also some concern that if long stay ancillary parking is prohibited in the City Centre, developers may try to implement long stay non ancillary parking in the Fringe Area to serve commuters to the City Centre. Consultation with Council officers reveals that this may already be occurring as anecdotally we have been informed that there is already a high supply of long term non ancillary parking in the Fringe Area (although there is no evidence to suggest that this is being

used predominantly by commuters to the City Centre as opposed to the Fringe Area itself). This is not a desirable outcome as it will compromise the modal shift objectives for the City Centre, and the potential growth opportunities for the Fringe Area.

As there is no real data on the existing supply and demand for parking in the Fringe Areas it is difficult to determine whether additional non ancillary parking is required or will be required in the future. However, the discussion above indicates that further provision of long stay ancillary parking may be undesirable.

It is acknowledged that there are parts of the Fringe Area where the provision of on site ancillary parking may be difficult due to heritage reasons or ground conditions (particularly given the development of the City Rail Link). In addition, demand for on street parking in many of the existing centres is already high. However, it is considered that these issues can be addressed through the following actions.

- ◆ Allowing 'remote' ancillary parking as a discretionary activity. This will allow the development of an offsite parking area which could be shared between nearby developments while ensuring the parking remains as ancillary to specific land use activities. Provisions will need to be carefully drafted for the Unitary Plan to avoid unintended consequences
- ◆ Manage the on street parking resource. Auckland Transport has already indicated that the areas around these centres will be managed to encourage short stay parking through pricing, time restrictions and residential parking schemes.

Overall, it is considered that non ancillary long stay parking should be given the same status in the Fringe Area as in the City Centre. However, if the non ancillary long term parking is classified as a discretionary activity in the City Centre and the Fringe Area, then careful consideration will need to be given to assessment criteria. Likewise, if non ancillary long term parking is classified as a discretionary activity, it is considered that further analysis of the existing levels of non ancillary parking in the Fringe Area will be required to justify this approach.

#### **6.3.4 Loading, Cycle and Motorcycle Parking and Parking For Mobility Impaired Users**

The previous Flow report outlined our recommendations for the provision of loading, cycle parking and parking for mobility impaired users for urban centres and corridors and other areas in Auckland. For the Fringe Area, the recommendations for urban centres and corridors should apply. These are outlined below:

- ◆ Minimum parking provision parking for cycle parking should be included at rate levels similar to the ARTA Guidelines. Some amendments have been recommended and are outlined in Section 8.2.3 of Flow's previous report and have been included in Appendix B of this report
- ◆ Minimum provision rates for motorcycle parking are not recommended for inclusion in the Unitary Plan
- ◆ Parking provision for mobility impaired users should be required at the rates outlined in New Zealand Standards Design For Access And Mobility Buildings and Associated Facilities (NZS:

4121:2001) and the New Zealand Building Code. It is noted that parking for mobility impaired users is only required under the Building Code where standard parking is being provided

- ◆ For goods handling activities (retail, wholesale, manufacturing etc) loading is required for sites over 100 m<sup>2</sup> and for non goods handling activities (offices etc) loading is required for sites over 5000 m<sup>2</sup>. The number of loading bays required increases with the size of the site. It is acknowledged that it will not always be necessary, desirable or possible for sites to provide a loading space (particularly in centres). Proposals which do not meet the loading standards will be considered via a resource consent which will enable the particular circumstances to be considered. A site loading plan can be required as part of this process.

## 6.4 Fringe Area Boundaries

As discussed in Section 2.1 we have used the city fringe boundaries indicated in the Auckland Plan to develop the proposed parking provision rules. However, these boundaries are indicative rather than clearly defined (for example with road names). We have therefore examined the results obtained from our previous analysis to identify logical boundaries. From a public transport accessibility perspective it makes sense to define the Fringe Area (for the purposes of parking provision rules) using the catchment areas identified. It is acknowledged that the Fringe Area has been identified for a number of other planning reasons but it is recommended the following points be considered when defining the final Fringe Area boundaries for parking purposes.

- ◆ As discussed in Section 2.1, Devonport is considered to have different transport characteristics to the rest of the fringe area. It is therefore recommended that Devonport be subject to a separate study and not be subject to the parking provision rules proposed for the rest of the Fringe Area
- ◆ On the western side of the City Centre, the extent of the parking provision catchment is largely dependent on the Link bus route. The analysis shows that the walking catchment to the Link bus route extends as far as John Street and Grey Lynn Park, which is slightly further than the existing Fringe Area boundary. It is noted this area is predominantly zoned Residential 1 and is therefore very unlikely to be subject to significant change. As a result the extent of this boundary may have very little impact
- ◆ The catchment area of the Link falls short of the north western end of St Mary's Bay, specifically the north end of Shelly Beach Road and Sarsfield Street. It is noted that the catchment analysis does not take into account the existing and proposed pedestrian bridges across the motorway which may influence the accessibility maps. These areas are currently zoned Residential 7a which allows for high density development. Given the zoning and the fact that this areas falls just outside of the existing catchment analysis, it is recommended that this area be subject to the parking provision rules proposed for the rest of the Fringe Area
- ◆ On the southern side of the Fringe Area the catchment areas of Grafton, Newmarket and Mt Eden train stations exclude a small area of land around Gilgit Road. It is noted that the area

to the south of Gilgit Road is zoned Residential 2 so again is unlikely to be subject to significant change

- ◆ On the eastern side of the Fringe Area, the catchment analysis excludes part of Remuera which is identified as being part of the Fringe Area, specifically Seaview Road south of Shore Road. The land fronting Seaview Road is zoned Residential 2b and it is therefore recommended the parking provision rules for the fringe area exclude land fronting Seaview Road
- ◆ The catchment area analysis also excludes a small area to the east of Gladstone Road. It is therefore recommended that the cut off point for the parking provision rules be the land fronting the eastern side of Gladstone Road.

An illustration of these points is provided in Figure 11. It is noted that this boundary will need to be reviewed against the proposed Unitary Plan zoning once available.

Figure 11: Analysis of Fringe Area Boundaries





## 7 COMPARISONS WITH PERTH AND SYDNEY

Before analysing the various options for parking provision rules in the Fringe Area, it is interesting to compare the parking provision rules in city fringe area in other international cities. The following section provides information on Perth and Sydney, which both utilise maximum parking rules in their City Centres. It is acknowledged that these cities have different policies with regard to parking rules, as well as different population sizes, densities and public transport provision. However, the aims and objectives of the parking provision rules for these cities is similar to Auckland and as a result it is considered relevant to compare the general approaches, particularly with regard to the geographical extent of restrictive parking provision zones compared to the associated City Centres.

The Perth Parking Policy has been in operation since 1999 and manages the parking policy within the area identified as the Perth Parking Management Area. Within this area there is a requirement to licence all parking (except private residential) and all new development is subject to desirable and maximum tenant parking limits. The area is divided into road types based on the capacity of the road network and the importance of the road to pedestrians. A full explanation of the Perth Parking provision rules is provided in the TPS report<sup>20</sup>. The Parking Management Area covers the CBD and the fringe areas of West and East Perth and Northbridge. Approximately 50 % more parking is permitted on a site in the fringe suburbs than in the City Centre but the fringe areas are still subject to a maximum parking provision rule and a licence fee.

The car parking rates for central Sydney are outlined in the draft Local Environmental Plan 2011 (LEP) and the draft Sydney Development Control Plan 2010 (DCP). In summary, the LEP outlines maximum parking rates for all land use activities throughout the whole of central Sydney. Minimum parking rates are not used. The level of maximum parking rates is based on access to public transport and services. For example a site classified as being in Land Category A is considered to have very good access to public transport and therefore has a lower maximum parking rate than land classified as Category C. Further explanation of the rules are included in the previous Flow report.

The boundaries of the City of Sydney are much wider than the Sydney CBD and incorporate all of the inner city suburbs. The maximum parking provision rules vary depending on the accessibility of the area to public transport. For example the difference in parking provision between land uses in different areas is quite substantial with, for example, for retail activities maximum rates range between one parking space per 50 m<sup>2</sup> in less accessible areas and one parking space per 175 m<sup>2</sup> in accessible areas. It is also noted that many of the local authorities adjacent to the City of Sydney also have maximum parking policies.

Overall both Perth and Sydney incorporate the fringe areas of the central city into the parking management rules for the City Centres. In general it appears that the fringe areas tend to have

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<sup>20</sup> Traffic Planning Solutions, 25 January 2012, Number of Parking and Loading Spaces Required for the City Centre

less restricted parking provision rules than the CBDs, as a result of analysis based on capacity of the road network (for example Perth) or accessibility to public transport (for example Sydney).

Although it is noted that the inclusion of the fringe areas may be a reflection on the local authority area boundaries as opposed to direct policy decisions with regard to the influence of parking provision rule on development patterns in the cities, it is interesting to note the extent of maximum parking provisions in these cities.

## 8 OPTIONS ANALYSIS

### 8.1 Ancillary Parking

The analysis and discussion in Section 1.1 has resulted in four options for parking provision rules for ancillary parking in the Fringe Area. These options are identified in Table 9. It is noted that for all options we have assumed that the Fringe Area boundaries are as identified in the Auckland Plan, but with the exceptions discussed in Section 6.3.

**Table 9: Options For Parking Provision Rules in the Auckland City Fringe Area**

Option ID	Description
1	Apply proposed parking provision rules for urban centres and corridors to the Fringe Area
2	Apply the proposed parking provision rules for the City Centre to the Fringe Area
3	Develop a new blanket maximum for all activities in the Fringe Area (for example a maximum of 1:100 m <sup>2</sup> )
4	Develop a new maximum for office/commercial activities in the Fringe Area (for example 1:60 m <sup>2</sup> ) but retain the same parking provision rules as urban centres and corridors for all other activities
5	Develop different parking provision rules for different areas within the Fringe Area (for example New Market would be different to Ponsonby)

We have analysed these options using the information available with regard to the existing parking issues, the proposed plans for the area and the possible influences from the City Centre. Our analysis is summarised in Table 10. It is noted that the analysis does not include the general advantages and disadvantages of implementing maximum parking rules as this was covered in Flow's previous report.

**Table 10: Options Analysis - Ancillary Parking – Auckland City Fringe Area**

Options	Pros	Cons
<p><b>1.</b> Apply proposed parking provision rules for urban centres and corridors to the Fringe Area</p>	<p>Simple to apply and avoids making the parking provision rules more complex</p>	<p>May result in the perception that more parking is permitted or encouraged due to the change from a minimum of 1:40 m<sup>2</sup> to a maximum of 1:30 m<sup>2</sup> GFA for offices</p>
	<p>Many of the characteristics of urban centres and corridors (intensification and public transport accessibility) apply to the Fringe Area</p>	<p>May encourage office and commercial developments in the Fringe Area over the City Centre</p>
	<p>The limited land use classifications provide flexibility with regard to changing land uses in the future</p>	<p>There is a potential conflict with the existing rules in Plan Change 196 (Newmarket) where a maximum of 1:60 m<sup>2</sup> and 1:40 m<sup>2</sup> apply</p>
<p><b>2.</b> Apply the proposed parking provision rules for the City Centre to the Fringe Area</p>	<p>Simple to apply and avoids making the parking provision rules more complex</p>	<p>Does not reflect the fact that the City Centre is intended to have higher densities than the Fringe Areas</p>
	<p>Ensures there is no benefit to developing in the Fringe Area over the City Centre (with regards to potential parking supply)</p>	<p>Would require further work to justify a restrictive maximum for the Fringe Area</p>
		<p>May result in too little parking be supplied for some activities which could result in negative overspill effects</p>
		<p>Can not be justified when comparing the relative levels of public transport accessibility between the Fringe Area and the City centre</p>
<p><b>3.</b> Develop a new blanket maximum for all activities in the Fringe Area (for example 1:100 m<sup>2</sup>)</p>	<p>Ensures there is no benefit to developing in the Fringe Area over the City Centre (with regards to potential parking supply) for all activities</p>	<p>Results in an additional parking provision rule, thereby increasing the complexity of the Unitary Plan rules</p>
		<p>Will require further justification to determine an appropriate maximum level</p>
		<p>Some activities may require more parking in the Fringe Area. The concern regarding discouraging development in the City Centre relates to commercial activities. Applying a more restrictive parking</p>

**Table 10: Options Analysis - Ancillary Parking – Auckland City Fringe Area**

Options	Pros	Cons
		provision rule to all activities seems unnecessary
<p><b>4.</b> Develop a new maximum for office/commercial activities (1:60 m<sup>2</sup>) in the Fringe Area but retain the same parking provision rules as urban centres and corridors for all other activities</p>	Ensures there is no benefit to developing in the Fringe Area over the City Centre (with regards to potential parking supply) for commercial activities, which addresses the main area of concern	Results in an additional parking provision rule, thereby increasing the complexity of the Unitary Plan rules
	Provides an opportunity to align the parking provision rules to Plan Change 196	The parking provision rules in the City Centre will remain more restrictive than the Fringe Area (maximum of 1:200 m <sup>2</sup> compared to a maximum of 1:60 m <sup>2</sup> ) so the potential for this to impact on development patterns is still evident (though to a lesser extent than today)
	Avoid the potential perception that the proposed rules allow for or encourage more parking due to the change from a minimum of 1:40 m <sup>2</sup> to a maximum of 1:30 m <sup>2</sup> GFA	
<p><b>5.</b> Develop different parking provision rules for different areas within the Fringe Area (for example New Market would be different to Ponsonby)</p>	Recognises the different levels of public transport accessibility and land use characteristics in the different parts of the Fringe Area. For example, Newmarket has greater access to Public Transport than Ponsonby	It is considered that all parts of the Fringe Area have good access to Public Transport. The western side of the Fringe Area will also improve through the implementation of additional FSN bus services by 2016
		This would require significantly more analysis of individual areas within the Fringe. This type of work is considered to be more appropriate as part of a CPMP

Based on this analysis and the discussion outlined in Section 1.1, we recommend Option 4 be progressed and included in the Unitary Plan.

It is considered that the proposed parking provision rules for urban centres and corridors can be applied to the Fringe Area as many of the characteristics of urban centres (intensification and public transport accessibility) also apply to the Fringe Area. Linked to the aim of creating enduring neighbourhoods, centres and business areas, there is a need to ensure that buildings are easily adaptable over their lifespan. This is of particular importance on the Fringe Area, where Mixed Use zoning should allow, for example, a dairy to convert to an office to a showroom to an office etc. There is therefore a need to ensure that the car parking provision rules do not inhibit this adaptability.

The proposed parking provision rules for urban centres and corridors in the Auckland region (as outlined in Section 6) use only four land use classifications, residential, office, retail/other and educational facilities. There also a distinction made between activities located on the ground and mezzanine floors and those on above ground floors, with a slightly more restrictive rate applying to activities located on above ground floors. This is to allow for the fact that activities located on the ground floor are more likely to be open to the public and therefore require more visitor parking.

It is considered that the small number of land use categories and the fact that minimum parking rates are being removed provides for this increased flexibility and helps achieve the desired adaptability of buildings. However, if the land use zoning of a particular part of the Fringe Area justifies it, or if a particular area is known to require increased adaptability, there may be an argument to reduce the number of activities further, or base the parking provision rates on floor level as opposed to land use activity or providing greater differentiation between floors. However, additional information would be required to justify these changes, which could be considered as part of a CPMP for individual centres.

Option 4 has been selected (over Option 1) as it includes a more restrictive parking provision rule for office activities. This is based on the fact that a slightly more restricted maximum rate of 1:60 m<sup>2</sup> can be justified for commercial activities in the Fringe Area due to the demonstrated availability of alternative transport choices, the fact that the existing minimum for this area is at 1:40 m<sup>2</sup> and the fact that Plan Change 196 includes a maximum rate of 1:60 m<sup>2</sup> for office activities in the core parking area. This also slightly reduces the difference between permitted parking rates in the Central and Fringe Areas.

Given the available evidence on employee space ratios (discussed in Section 6.3.2.2), a more restrictive maximum rate than 1:60 m<sup>2</sup> may be difficult to justify on the available information, particularly for the western side of the Fringe Area which has been shown to have a slightly lower level of public transport accessibility than the eastern side.

It is recommended that further analysis of the maximum parking provision rule for office activities be carried out. This could be in the form of specific case studies of selected sites within the Fringe

Area, preferably in accordance with the anticipated land use parameters being developed in the Unitary Plan. These case studies can then be used to identify and test the required mode share splits required to enable the more restrictive parking provision rules. It is noted that this is type of work which could be included in a CPMP. The transport modelling work currently being undertaken by Auckland Transport (as discussed in Section 4) could also help with this.

As discussed, it is acknowledged that the level of public transport accessibility varies throughout the Fringe Area. However, it is considered that overall the whole Fringe Area is considered to be accessible and service improvements are planned (by 2016) to the western side of the Fringe. It is also considered that more restrictive parking provision rules could be implemented in particular parts of the Fringe Area, if they can be justified through further analysis, completed as part of a CPMP.

Activities which wish to exceed the maximum parking provision rates are able to apply for resource consent. Such proposals could be provided for in the Plan as either a restricted discretionary or discretionary activity. The appropriate activity status, matters of discretion (for a restricted discretionary status), and assessment criteria will be developed by Council during the drafting of the rules.

## 8.2 Non Ancillary Parking

The discussion in Section 6.3.3 outlined the options with regard to non ancillary parking in the Fringe Area. Overall, it is recommended that the provision of long term, non ancillary parking should be the same in the Fringe Area, as is proposed for the City Centre (either prohibited or discretionary). The reason for this is to protect the modal shift targets outlined for the City Centre.

However, if the non ancillary long term parking is classified as a discretionary activity in the City Centre and the Fringe Area, then careful consideration will need to be given to assessment criteria. Likewise, if non ancillary long term parking is classified as a discretionary activity, it is considered that further analysis of the existing levels of non ancillary parking in the Fringe Area will be required to justify this approach.

Short term non ancillary parking should continue to be a discretionary activity in the Fringe Area, as recommended for other urban centres and corridors but should be subject to strict assessment criteria as outlined in Section 6.3.3.

## 9 CONCLUSIONS AND RECOMMENDATIONS

The report has investigated options for parking provision rules for the Auckland Central Fringe Area for inclusion in the Unitary Plan. Our recommendations are outlined in the following paragraphs.

For ancillary parking, the Fringe Area should be subject to the same maximum provision rules as are proposed for urban centres and corridors in the Auckland region, with the exception that the

proposed maximum for commercial and office activities should be reduced from 1:30 m<sup>2</sup> to 1:60 m<sup>2</sup>. This is based on the fact that a slightly more restricted maximum rate of 1:60 m<sup>2</sup> can be justified for commercial activities in the Fringe Area due to the demonstrated availability of alternative transport choices, that the existing minimum parking rate for this area is at 1:40 m<sup>2</sup> and that Plan Change 196 includes a maximum rate of 1:60 m<sup>2</sup> for office activities in the core parking area. This also slightly reduces the difference between permitted parking rates in the Central and Fringe Areas. The proposed rules are outlined in Table 11.

**Table 11: Recommended Parking Provision Rules For the Auckland City Fringe Area**

Activity	Fringe Area Parking Provision Rule
Residential	A maximum of: 1 per one bedroom dwelling 2 per two bedroom dwelling and above
Commercial/Office	A maximum of 1:60 m <sup>2</sup>
Retail and Other	A maximum of: 1:25 m <sup>2</sup> ground and mezzanine floors 1:35 m <sup>2</sup> above ground floors
Educational Facilities	Require an individual assessment as part of a Travel Plan

For non ancillary parking, it is recommended that the provision of long term, non ancillary parking should be given the same activity status in the Fringe Area as is proposed for the City Centre (prohibited or discretionary). This is to protect the modal shift objectives for the City Centre. If the non ancillary long term parking is classified as a discretionary activity in the City Centre and the Fringe Area, then careful consideration will need to be given to assessment criteria.

Short term, non ancillary parking should continue to be a discretionary activity in the Fringe Area, as recommended in other urban centres and corridors but should be subject to strict assessment criteria as outlined in Section 6.3.3.

For loading, cycle parking and parking for mobility impaired users the recommendations outlined in our previous report for urban centres and corridors should apply to the fringe area.

We also recommend that further work be carried out in the following areas where we envisage the results will help support our recommendations:

- ◆ It is noted that much of the information in this report is based on anecdotal evidence provided by Council officers. Although this information is provided in good faith, it is recommended that further analysis of resource consent applications be undertaken to provide some statistical data to support these statements
- ◆ The research has revealed that there is currently no comprehensive understanding of the existing non ancillary parking supply in the fringe area. We understand Auckland Transport is aware of the need for this work and it is recommended this be undertaken as part of the completion of Comprehensive parking management plans (CPMPs) for the area

- ◆ It would be useful to carry out further testing of the recommendations through case studies of selected sites within the City Fringe, preferably in accordance with the anticipated land use parameters being developed in the Unitary Plan. These case studies can then be used to identify and test the required mode share splits required to enable the more restrictive parking provision rules. This is particularly relevant for offices and depending on the results may be able to be used to justify a lower maximum parking provision rate of 1:60 m<sup>2</sup>
- ◆ As medical/healthcare facilities have been raised as an area of particular concern we recommend that some further analysis of consent data be undertaken to investigate this issue further. Following this analysis, options to address any concerns can be investigated
- ◆ Detailed Comprehensive Parking Management Plans (CPMP) should be prepared for the individual areas in the Fringe Area. It is acknowledged that Auckland Transport are preparing an overall CPMP to the City Centre and Fringe Area but it is considered additional detailed work will be required
- ◆ Whilst the report addresses the potential impacts of the proposed parking provision rates in the Fringe Area on the City centre, it does not address the potential impacts of the proposed parking provision rates on the desirability of development in the Fringe Area versus other areas in Auckland. Council may wish to carry out additional analysis on this issue.



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## **APPENDIX A**

# **Review of Existing Planning Documents**

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## **background information**

### ***Waterfront Plan***

#### **Westhaven area**

The Westhaven Area is dominated by the Westhaven Marina and ancillary marine industries. The intention is to intensify these services and to create a “Water Park Community” on proposed islands at the eastern side of the marina. Other proposals include improving Harbour Bridge Park and pedestrian and cycle links between the different areas. Meanwhile neighbouring Wynyard Quarter will see large scale residential development and infrastructure improvements.

#### **Quay Park**

Quay Park comprises of the area between the northern end of Parnell and the Ports of Auckland. The area is disconnected from the city by Tamaki Drive and the railway line. Future development plans in this area focus on connecting the green spaces and improving pedestrian access to the area. Urban redevelopment of Quay Park and improving the connection from the SH16 to the Port are also proposed.

### ***City Centre Plan***

The Draft City Centre Masterplan considers connectivity to be the biggest challenge for the city fringe, with many “Urban Villages” cut off from the city centre by the motorway system. Focus is on reconnecting these fringe areas by improving and beautifying walking routes across the motorway overbridges. One of the plans proposes the construction of an expansive land bridge around Wellesley bridge. The construction of the new Parnell Train Station is also part of the City Centre Plan. This is expected to improve walkability in Parnell and improve access to Auckland University and the Auckland Domain.

### ***Auckland Plan***

#### **General remarks**

According to the Auckland Plan, the city centre fringe centres are part of the International City Centre. The fringe centres have limited opportunities for growth because of constraints such as heritage, amenity and/or infrastructure provision. Future growth in the city fringe will consist of medium rise, medium to high density developments with a mix of new and traditional developments. By providing housing to many people working in the city centre they support the city centre

Transport related issues City fringe areas are primarily a trip generating location, as more people live in the fringe areas as opposed to working there. High frequency public transport systems are in place and there is a supply of various small and medium sized businesses. Fringe centres typically have a high quality local social infrastructure and high quality public spaces.

## ***Future Planning Framework***

### **Newmarket/Parnell**

The Newmarket/Parnell area is one of the oldest neighbourhoods in Auckland. It includes the suburbs of Newmarket, Parnell, Grafton, Newton and northern Epsom. The area comprises various different housing options ranging from heritage villa's to high-rise apartment buildings. Total number of residents in these suburbs is 15,000. The area has a focus on medical services with Auckland City Hospital and Starship Hospital located in Grafton, as well as the Auckland University Medical Campus.

Newmarket is the focus of business activities, with the shopping centre serving the wider community attracting visitors from all around the Auckland region. Traffic is a major challenge in this area. Several arterial roads converge in Newmarket town centre causing congestion. Newmarket train and bus station make it an important transport hub in the area.

Future plans for Newmarket/Parnell include increasing business activity around the existing centres of Newmarket and Newton. 2,000 new dwellings are planned to be constructed by 2021. Different residential development styles will be constructed, including low-, medium-, and high-rise apartment buildings. Transport improvements include new railway stations in Parnell town centre and Park Road. Improved pedestrian and cycle access to these train stations, improved connection to the port through Grafton Gully.

### **Western Bays area**

Western Bays area includes the suburbs on the Western fringe of the City Centre: Freeman's Bay, Ponsonby, St Mary's Bay, Herne Bay, Westmere and Point Chevalier. The area is home to around 37,000 people. Main business centres are located around Ponsonby Road and Great North Road, providing employment to around 15,000 people.

Because of its location and high level of natural amenity and community services residential growth is predicted along the centres of Ponsonby, Grey Lynn, Point Chevalier and along Great North Road and Ponsonby Road. New residential developments will comprise of a total number of 2,000 new dwellings by 2021. Single dwellings or town houses on smaller sites are to be constructed in areas not connected to frequent public transport. In the town centres, new housing options will include a range of different development styles, including apartment living. Business growth is centred at a new business node on the northern side of Pt Chevalier Road and at new business locations in Point Chevalier and Jervois Road. Office and retail growth will be located at Ponsonby, Grey Lynn and Point Chevalier centres.

Transport plans include the extension of Highway 20 (Waterview Connection), improving local walking and cycling accessibility. Improvement of the quality of bus services along Great North Road and Ponsonby Road.

### **Eden/Albert Area**

The Mount Eden/Mount Albert area includes the suburbs directly south of the CBD: Mt Eden, Mt Albert, Owairaka, Kingsland, Balmoral and Sandringham. This area is home to 59,000 people, living in

20,000 dwellings. St Lukes Shopping Mall serves as the main retail centre in the area while there are several smaller town centres in Morningside, Mount Eden and Mount Albert.

Although located close to the CBD and having good access to community services and road access, growth in this area has not been carefully planned. Future growth will focus on improvement of the Morningside industrial area (close to the train station) and for St Lukes Mall to become part of the town centre. Residential growth is expected to be an increase of 4,000 dwellings by 2021 including low-rise apartments along the main corridors and mixed use developments. Outside areas serviced by high quality public transport, single dwellings or town houses will be developed.

Future transport plans include improvement of the quality of public transport in the area. Upgrading Mount Albert Rail Station, construction of a tunnel for SH20 (Waterview Connection). Furthermore, cycling and walking accessibility will be improved around the area.

	<b>Dwellings 2011</b>	<b>Dwellings 2021</b>	<b>Dwellings 2031</b>	<b>Dwellings 2051</b>
<b>Newmarket/Parnell</b>	9,000	11,000	13,000	<b>18,000</b>
<b>Western Bays</b>	16,000	18,000	20,000	<b>23,000</b>
<b>Mt. Eden/Albert</b>	22,000	26,000	30,000	<b>34,000</b>

## ***LOCAL BOARD PLANS***

### **Albert/Eden Local Board**

According to the Albert/Eden Local Board Plan, development in the Albert/Eden area should be centred around the village and town centres instead of infill. The Local Board anticipates a growth of 20,000 residents to a total of 120,000 by 2021. Economic development is focused on improving accessibility of local centres to attract new businesses. This should result in more people working close to home and the availability of different employment options within the area.

### **Waitemata Local Board**

The Waitemata Local Board area includes the fringe suburbs of Ponsonby, Newmarket, Parnell and the Western Bays. City centre population is expected to double, from 22,000 to 44,000 residents, requiring high-density housing to be developed. The Local Board supports the development of mixed-use sites provided they have enough green space. Regarding transport, the focus is on reducing traffic congestion and improving conditions for pedestrians and bicycles. Further focus is on improving and synchronising the public transport system, reducing parking space requirements in the district plan and less commuter parking in residential streets.

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## **APPENDIX B      Minimum Cycle Parking Provisions**

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## ***Provision For Cycle Parking in the Unitary Plan***

The review of industry practice guidelines reveals that the ARTA guideline is the most appropriate guideline for Auckland. The guideline was prepared in 2007 and was based on a review of industry best practice guidelines including Austroads and the rates included in the Christchurch City Council District Plan. These guidelines are currently being reviewed in detail by Auckland Transport and the findings will be available within time to include in the Unitary Plan. However in the meantime, our recommended approach to cycle parking is to adopt these standards, subject to the following alterations.

- ◆ The cycle parking types should be simplified to include two types only, long stay and short stay
- ◆ All rates will be based on GFA or people, not number of parking spaces provided
- ◆ Based on our review of other standards we have added the land use activity category of cafe and visitor accommodation
- ◆ Small retail activities (less than 50 m<sup>2</sup>) located within urban centres and corridors should be excluded from the minimum cycle parking requirement if they can demonstrate that they are in close proximity to a public cycle park facility
- ◆ For some activities we think a limit on the minimum requirement is required, for example for large places of assembly or stadiums the cycle requirement can become excessive on a rate of 2 spaces per 50 visitors plus one spacer per 10-15 staff. For example a stadium with a capacity of 50,000 will require a minimum of 2000 cycle parks.

Where secure long stay cycle parking is provided for staff there should be a requirement for end of trip facilities including lockers and showers. This requirement should not apply to commercial car parks.

The recommendations based on the existing ARTA guidelines, together with suggested amendments are outlined in Table 1a. It is however recommended that this be reviewed following the findings of the review of the ARTA guideline.

**Table 1b: Recommended Cycle Parking Rates**

<b>Land Use Activity</b>	<b>Secure (Long Stay)</b>	<b>Visitor (Short Stay)</b>
Shopping malls/retail areas	One space per 10-15 employees	1 space for activities up to 200 m <sup>2</sup> GFA For activities over 200 m <sup>2</sup> GFA - 1 space plus one space per 200 m <sup>2</sup> GFA
Cafe	One space per 10-15 employees	1 space for activities up to 100 m <sup>2</sup> GFA For activities over 100 m <sup>2</sup> GFA - 1 space plus one space per 100 m <sup>2</sup> GFA

**Table 1b: Recommended Cycle Parking Rates**

<b>Land Use Activity</b>	<b>Secure (Long Stay)</b>	<b>Visitor (Short Stay)</b>
Primary and Intermediate Schools	1 space per 10-15 staff	1 space per 500 students and staff at the school
Secondary School	1 space per 10 equivalent full time students and one per 10-15 employees	1 space per 500 students and staff at the school
Tertiary Education facility	1 space per 10-20 students 1 space per 10-15 employees	1 space per 800 m <sup>2</sup> GFA of office space
Residential Apartment	1 space per unit	1 space per 20 units
Visitor Accommodation	1 space per 10-15 staff	1 space per 20 rooms/beds
Office Building	1 space per 10-15 employees	1 space per 800 m <sup>2</sup> GFA of office space
Industrial	1 space per 10-15 employees	
Recreation Facilities	1 space per 5 employees	1 space per 10-20 visitors
Hospitals	1 space per 10-15 employees	1 space per 50 visitors
Consulting Room		
Places of Assembly (including stadiums)	1 space per 10-15 employees	2 space per 50 visitors (up to a maximum of 200 spaces or more if determined by the applicant)
Public gatherings, outdoor concerts		1 space per 50-200 people (per day or event) predicted to attend the event depending on the accessibility of the venue (up to a maximum of 200 spaces or more if determined by the applicant)
Town Centres	1 space per 20 car parking spaces in commercial car parks	Bicycle parking stands located every 50 m

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## APPENDIX C

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