

Tauranga City Council

Review of District Plan Parking
Requirements



PO Box 13268, 1/117 Willow Street
Tauranga 13268
P: +64 7 577 0555
www.tdg.co.nz
New Zealand

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Traffic Design Group Ltd

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Tauranga City Council

Review of District Plan Parking Requirements

Quality Assurance Statement

Prepared by:

Bruce Harrison _____

Principal Transportation Engineer

Reviewed by:

Duncan Wilson _____

Senior Transportation Engineer

Approved for Issue by:

Ian Carlisle _____

Associate

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Tauranga City Council

Review of District Plan Parking Requirements

1. Introduction

Tauranga City Council is presently undertaking a review of the Tauranga District Plan. As part of this review, Traffic Design Group has been commissioned to review the existing District Plan parking requirements and to consider options for a number of other parking and traffic issues that have been identified.

The review provides an update of the current District Plan on-site parking requirements based on the current “predict and provide” policy. The report recognises that the continuation of on-site parking on this basis is unlikely to be sustainable in the longer term and that the policy may need to change to reduce on-site parking provisions and promote alternative transport modes, including passenger transport. It is considered that the provision of passenger transport services is not yet at a stage where the existing predict and provide policy can be radically changed, but that policies should be considered for development to start the move toward this objective.

2. Scope of Review

This review of the District Plan parking requirements focuses on the following principal tasks:

- Review of the appropriateness of the current minimum on-site car parking rates, including a review of the land use activities and the rates for each activity; and
- Review of the current requirements for the preparation of Traffic Impact Assessments.

Additionally, a broad overview of various identified wider parking issues has been provided with a view to enabling Council to consider alternative parking policy initiatives.

It is noted that the tabulated minimum parking supply rates for permitted activities are designed to be used as a guide only, where a detailed Transportation Assessment is not required. It is recognised that parking supply rates vary significantly between activities and within activity classes and therefore site specific assessment should take precedence as it is not practical to give guidance on all potential scenarios.

3. Legislative Framework

The Resource Management Act requires that, when changing a District Plan, a territorial authority shall either have regard to, or give effect to any:

- National Policy Statement;
- Regional Plan; and
- Management Plans and Strategies.

In this regard, the following documents are relevant:

- The NZ Transport Strategy 2008;

- The Bay of Plenty Regional Land Transport Strategy; and
- The Integrated Transport Strategy for Tauranga.

A brief summary of the key elements of each of these strategies, relevant to the current District Plan review, is given in the following sections.

3.1 New Zealand Transport Strategy

The New Zealand Transport Strategy 2008 (“NZTS”) has recently been released. This sets out the Government’s overall vision for transport, principles to guide activities aimed at achieving the vision, and five key objectives for transport (which are duplicated in the Land Transport Management Act 2003). The Government’s overall vision for transport in 2040 is that:

“People and freight in New Zealand will have access to an affordable, integrated, safe, responsive, and sustainable transport system.”

The Strategy retains the five transport objectives from the 2002 Strategy. These being:

- Ensuring environmental sustainability;
- Assisting economic development;
- Assisting safety and personal security;
- Improving access and mobility; and
- Protecting and promoting public health.

Key targets set out within the Strategy that are of relevance to this review of the District Plan on-site parking rates include:

Ensuring Environmental Sustainability: – “Halve the per capita greenhouse gas emissions from domestic transport by 2040” and “Reduce the kilometres travelled by single occupancy vehicles, in major urban areas on weekdays, by ten percent per capita by 2015 compared to 2007”;

Assisting Economic Development: - “For identified critical routes, improve reliability of journey times and reduce average journey times”;

Improving Access and Mobility: - “Increase the use of public transport to seven percent of all trips by 2040 (i.e. from 111 million boardings in 2006/7 to more than 525 million boardings in 2040)”; and

Protecting and Promoting Public Health: - “Reduce the number of people exposed to health endangering noise levels from transport” and “Reduce the number of people exposed to health-endangering concentrations of air pollution in locations where the impact of transport emissions is significant”

The strategy promotes more effective integration between land use and transport planning, and better urban design. This involves better integration between different forms of transport to provide a more efficient transport system.

The strategy also promotes increased use of public transport, cycling, walking and other shared and active modes, to contribute to improving public health, the vibrancy of urban areas and people’s ability to participate in society.

3.2 Bay of Plenty Regional Land Transport Strategy

The Bay of Plenty Regional Land Transport Strategy was adopted in 2004. This strategy is presently undergoing a comprehensive review. Key components of the Draft 2007 Strategy include:

- A new chapter on travel demand management that outlines measures to reduce the need to travel and to encourage a shift to other modes;
- A greater emphasis on linking land use and transport infrastructure; and
- The promotion of passenger transport, cycling and walking to achieve specified mode share targets.

3.3 Integrated Transport Strategy for Tauranga

The Integrated Transport Strategy for Tauranga includes the following principles relevant to parking:

- Support and maintain social connectedness;
- Support an integrated transport system;
- Ensure efficient use of resources;
- Part of an integrated planning framework; and
- Support the achievement of high quality urban design.

Specific actions include:

- Ensure District Plan requirements support an interconnected transport system;
- Review District Plan requirements regularly to ensure the adverse impacts of development are recognised and catered for;
- Continue to develop and impose development impact fees to fund transport improvements;
- Ensure District Plan requirements protect main transport corridors;
- Develop Travel Plan Guidelines and work with organisations to implement;
- Promote the use of other means of travel for students through the encouragement of walking, cycling or using Passenger Transport;
- Ensure safe, secure cycle access and stands at commercial developments though District Plan change;
- Continue to provide for cash in lieu of parking in the CBD and investigate its use in other areas of the city;
- Parking revenue is used to support the passenger transport system;
- Review parking requirements in the District Plan;
- Develop parking management plans for the major commercial areas e.g. Tauranga CBD, Mount Maunganui, Greerton;
- Ensure the District Plan requirements for parking include cycle parking;
- Ensure the District Plan requires large parking areas to be designed to cater for pedestrians;
- Manage parking on arterial roads to ensure the traffic function is given first priority;

- Support safety initiatives through parking management;
- Manage parking in residential areas to reduce the effects on the street amenity and safety; and
- Work with schools to reduce parking issues at peak times.

The above actions have been closely considered in the development of the recommended changes to the District Plan parking requirements.

4. District Plan Objectives and Policies

The District Plan's objectives for parking are closely related to the objectives for traffic safety. Clause 3.1.4 states that the objective for traffic safety is to maintain safety adjacent to and on public roads. Clause 3.1.4.1 (a) goes on to state:

“Any traffic generated by the activity, including heavy traffic (individually or in combination with traffic generated by other activities) does not detract from the safe passage of vehicles, pedestrians and cyclists, and amenity values in the vicinity.”

Clause 3.1.5 gives the methods used by the District Plan to implement this policy. Clause 3.1.5 (7) states:

“Apply off-street parking manoeuvring, loading and access rules for activities. The number of vehicle parks (including visitor and staff parking), loading spaces and the location of access points are matters covered by rules...”

Clause 3.1.6 gives other methods used to implement this policy. Clause 3.1.5 (13) states:

“Maintain a commercial centre parking management system in accordance with Council's Parking Strategy.”

These objectives and policies have been considered in this review of the District Plan parking requirements.

5. Review of Existing Parking Requirements and Issues

A review of the current District Plan requirements with respect to the minimum on-site parking rates has been carried out to identify issues that need to be considered. These requirements are considered in the following sections.

5.1 Activities Located Within the Tauranga Central Business District

Clause 24.2.1.1 of the District Plan specifies the on-site parking requirements for activities located within the Tauranga Central Business District. This clause specifies either the provision of on-site parking or the payment of a Parking Impact Fee, as specified in Table 24-2. This table specifies not only when the payment of a Parking Impact Fee is permitted, but also the minimum on-site parking to be provided when a Parking Impact Fee is not paid.

The purpose of allowing the payment of a Parking Impact Fee in lieu of on-site parking is to allow the redevelopment of sites within the CBD to occur, without being un-necessarily compromised

by the provision of on-site parking. This in turn promotes a compact CBD with continuous street frontages uninterrupted by driveways. The retention of this provision is appropriate to promote a compact, pedestrian friendly CBD.

Two on-site parking rates are specified in Table 24-2 for situations where a Parking Impact Fee is not paid. Retail development is required to provide parking at a rate of 4.5 spaces/100m² GLFA, while all other business development is required to provide parking at a rate of 3 spaces/100m² GLFA. The rate specified for retail development is the same as the rate given in Table 24-3 for retail activities outside of the Central Business District, while the rate for other business development is the same as the rate given in Table 24-3 for retail and service activities not specifically listed. These two parking rates do not recognise the lower parking rates for activities such as offices and museums, nor the higher rates for activities such as restaurants and bars. There seems little justification for retaining these two rates.

For clarity, it is recommended that Table 24-2 be amended to only refer to when the payment of a parking impact fee is permitted, but that the required on site parking rates be specified in Table 24-3. It is therefore recommended that Table 24-2 be amended as follows:

ACTIVITY	ON-SITE PARKING
All activities in Parking Zone 1 with a GLFA less than 1000m ²	Payment of Parking Impact Fee only, assessed in accordance with Chapter 26 Financial Contribution Rules.
All activities in Parking Zone 1 with a GLFA of 1000m ² or greater.	Parking in accordance with Table 24.3 or payment of Parking Impact Fees assessed in accordance with Chapter 26 Financial Contribution Rules.
All activities in Parking Zone 2	Parking in accordance with Table 24.3 or payment of Parking Impact Fees assessed in accordance with Chapter 26 Financial Contribution Rules.

Table 1 : Recommended Table 24-2: Minimum On-Site Parking and Loading – Tauranga Central Business District

It is noted that these provisions are subject to Clause 20.2.1.2 of the District Plan that restricts vehicular access along a pedestrian environment street.

5.2 Central Business District Parking Zone Boundaries

A review of the Tauranga Central Business District Parking Zone boundaries has been carried out with three objectives:

- To identify whether the existing CBD Parking Zone boundaries remain appropriate;
- To identify the most appropriate Parking Zone for the waterfront area between the Railway Bridge and Dive Crescent;
- To identify a suitable Parking Zone for the waterfront area adjacent Dive Crescent, south of Marsh Street.

The review has identified that the current land use activities on the western side of Cameron Road between Second Avenue and Elizabeth Street, as well as the southern side of Second Avenue, between Cameron Road and Devonport Road are consistent with activities within Parking Zone 2. These areas are located in close proximity to the CBD, public transport services and off-street car parking facilities. It is considered that, as and when these areas are re-developed, on-site parking in accordance with the requirements of Parking Zone 2 would be

appropriate. It is therefore recommended that the boundaries of Parking Zone 2 be extended to include these areas.

It is understood that Council's objectives for the waterfront area between the Railway Bridge and Dive Crescent are that there be no on-site parking for any land use activities within this area, other than loading zones. This area is presently within Parking Zone 2, for which there is an option of the provision of on-site parking or the payment of a parking impact fee. This is not consistent with Council's objectives for the area. Similarly, the requirements of Parking Zone 1, where development of 1,000m² GFA or greater may provide on-site parking, is not consistent with Council's objectives. It is therefore recommended that an additional Parking Zone 3 be created specifying that all development within the zone be required to pay a Parking Impact Fee in lieu of on-site parking.

It is understood that Council's objective for the Dive Crescent waterfront area is to allow some flexibility for development in the area, so that parking can be provided on-site where feasible, with a PIF paid for any on-site parking not provided. This objective is consistent with the requirements of Parking Zone 2. It is therefore recommended that the boundaries of Parking Zone 2 be extended to include the Dive Crescent waterfront area.

Figure 1 shows the recommended changes to the CBD Parking Zones, as given in Appendix 24H of the District Plan.

5.3 Activities with Access to a Strategic or Arterial Road

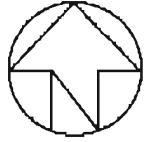
Clause 24.2.1.2 (a) of the District Plan requires that activities with access to a strategic or arterial (regional) road provide minimum on-site parking of 4.5 spaces/100m² GLFA. If however the applicable rates in Table 24-3 are higher than this, then the higher rates apply.

It is noted that the roading hierarchy no longer defines "*strategic*" or "*arterial (regional) roads*" but that these have been replaced with "*Strategic Arterial*" and "*District Arterial*" roads. The Beca report "*Access Management and Land Use Management to the Roothing Network – Issues and Options*" dated May 2008 recommends a further change to "*Primary Arterials*" and "*Secondary Arterials*".

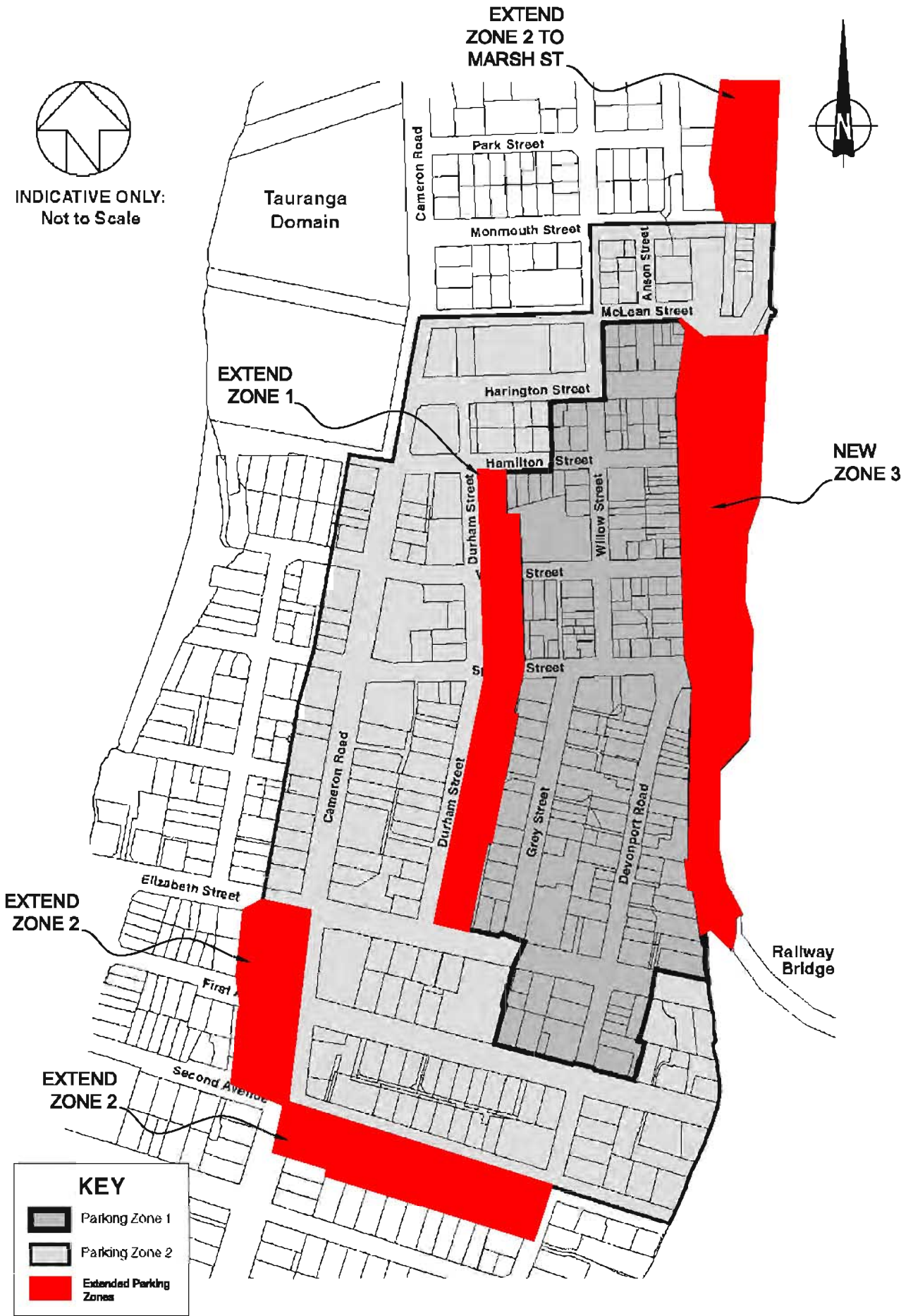
It is also noted that land use activities with parking rates of less than 4.5 spaces / 100m² tend to be industrial, warehouse, office and other low intensity activities, while those with parking rates of more than 4.5 spaces / 100m² tend to be retail based activities. Further, some land use activities are not assessed in terms of their gross floor area, but in terms of other measures.

It is understood that the minimum on-site parking requirement for activities with access to an Arterial road is intended to ensure that there is no overflow of parking onto the adjacent road. Clause 24.2.1.2 may be superfluous for the following reasons:

- Activities with low parking demand tend to be those that do not require high public exposure and therefore are not generally attracted to sites with access to an Arterial road. They may therefore tend to avoid such sites to avoid having to provide the additional parking; and
- Activities with high parking demand tend to be those that are attracted to sites with high public exposure and so are attracted to sites with access to an Arterial road. These activities are not affected by the rule and are therefore not discouraged from locating on sites with access to an Arterial road.



INDICATIVE ONLY:
Not to Scale



KEY	
	Parking Zone 1
	Parking Zone 2
	Extended Parking Zones

TAURANGA DISTRICT PLAN PARKING REVIEW
CENTRAL BUSINESS DISTRICT PARKING ZONES

Traffic Design Group

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SCALE: —

The effect of this rule is therefore to reinforce the trend for high parking demand activities to locate adjacent to Arterial roads. It is considered that, while the intention of this rule has merit, it would be better to address the specific parking requirements of each activity rather than continue with the use of this clause. It is therefore recommended that this rule be removed from the plan. This is not expected to have any significant impact other than to simplify the use of the Plan.

5.4 Review of Recent Decisions

There have been a number of decisions recently where the on-site parking provisions have differed from District Plan requirements. These include:

- High-rise residential: Several recent developments in the Mount Maunganui high rise policy area have included parking for residents at higher rates than that specified in the District Plan in order to meet the expected demand;
- Churches: There have also been several churches where on-site parking has been proposed in accordance with expected demand, which was assessed to be significantly in excess of District Plan requirements; and
- Parking Dispensations: A recent retail development in Mt Maunganui proposed a financial contribution towards passenger transport infrastructure in lieu of on-site parking. This proposal was rejected on the grounds of not being permitted under the current District Plan provisions.

The results of these decisions have been considered in this review of the District Plan parking provisions.

6. Review of Specified Land Use Activities

A comprehensive review of the land use activities given in Table 24-3 has been carried out. The results of this review are given in Table 2, contained in Appendix A of this report. Specific commentary on the major changes that are recommended is given in the following sections.

6.1 High Density Residential

The District Plan parking rates presently only provide for high density residential activity in the Mount Maunganui High Rise Policy Area. The recent Smart Growth Strategy has identified further areas for intensification within both the Tauranga Central Isthmus and the Mount Maunganui area although we understand that this is being reviewed. It is also noted that some development proposals are including high density residential development in areas outside of the High Rise Policy Area, such as the Frasers Papamoa development. To allow for future residential intensification, it is recommended that the parking requirements for the Residential H zone be extended to cover high density residential activity in other zones.

6.2 Conference Facilities

Conference facilities are often included within hotel and motel developments. These often attract a significant proportion of people who are not staying at the facility, which places additional demands on the available parking. An additional land-use category is therefore recommended for this activity.

6.3 Retail Activities

The present categories for retail activities no longer reflect the broad range of activities presently taking place. It is therefore recommended that these categories be revised accordingly. The recommended categories are as follows:

- Retail and service activities including shopping centres and malls;
- Supermarkets;
- Garden centres; and
- Low intensity bulk retail.

6.4 Backpacker Visitor Accommodation

Backpacker visitor accommodation is a new visitor accommodation activity that has developed recently, but is not covered by the existing categories, as the accommodation is rented out by the bed, rather than by the room. A new category is therefore recommended for this activity.

7. Review of Parking Rates

A review of the individual on-site parking rate for each identified land use activity has been carried out. The review has considered both the rates given in published survey data as given in Table 3, and a comparison against other District Plans for similar size cities, as given in Table 4. These tables are included in Appendix A of this report. Where insufficient data is currently available to justify a change in rate, the rate has been left unaltered.

7.1 Demand Satisfaction

The review has focused on reviewing the current rates to establish whether they remain appropriate for Tauranga. This has highlighted two further issues, firstly what are the objectives of the parking rates provided in the District Plan, and secondly, for those rates identified as no longer appropriate, what is the correct rate?

While not explicitly stated in the District Plan, it is understood that the objective of the specified rates is to provide for the expected parking demands for most of the land use activities to be accommodated wholly on-site. The rates are typically historic rates that have developed over time based on survey data available at the time, and local experience. The District Plan does not state the level of certainty that these rates are intended to provide. It is recommended that the District Plan policy include an objective for the parking rates given in Table 24-3, which may differ from activity to activity.

The review has included a comparison of the existing rate with the recommended rates given in the Transfund Research Report No. 209 "Trips and Parking Related to Land Use" (Transfund), the New South Wales Roads and Traffic Authority "Guide to Traffic Generating Developments" (RTA), and the Institute of Traffic Engineers "Parking Generation" (ITE), together with local experience.

The parking rates specified in the Transfund report are based on the 85th percentile satisfaction level during peak periods. The rates recommended in this report are such that a new development will not meet all of their parking demands all of the time, but rather that 85% of new

developments will meet their typical weekly peak hour parking demand, by adopting the specified rates. The assessment of parking demand at the 85th percentile satisfaction level is common practice in New Zealand. The RTA guide does not specify the level of demand satisfaction that the rates are intended to provide, while the ITE rates are based on average, or 50th percentile parking demand.

The rates recommended in Tables 3 and 4 are based upon the design parking rates given in the Transfund, RTA and ITE guides, together with consideration of the existing parking rate, local knowledge of the appropriateness of the existing rate, and consideration of the equivalent rates from other similar districts. It should be noted that many of the categories where the existing rate has been identified as no longer appropriate would benefit from further research or investigation to some degree, with each potentially being the subject of a separate report.

It is also noted that the recommended rates are based on a continuation of the existing “predict and provide” parking policy. Any reduction to these “predict and provide” parking rates as a transport management measure will require a change to current policy. This is discussed further in later sections of this report.

A notable exception to the above parking policy is the recommended provision for parking at schools. This is discussed further in Sections 6.4 and 6.5 of this report.

7.2 Units of Measurement

It is important that, when specifying the rates to be used for the provision of parking, the units of measurement are:

- Readily available and measurable;
- Known with some degree of certainty;
- Not open to judgement or opinion;
- Compatible with the measurements used for survey data; and
- Not likely to change if the building usage or tenant changes within the constraints of the land use consent.

As a general rule, assessment on the basis of gross floor area is preferred as this is easily measurable from floor plans submitted at the time of consent. In most instances there is a strong relationship between gross floor area and parking demand. Rates based on gross leasable floor area are appropriate when there is a significant public area, such as in a shopping centre or mall.

Council has requested that consideration be given to a parking rate for bars and restaurants based on public floor area rather than gross floor area. While rates based on public floor area are expected to provide a more accurate estimation of the customer demand than rates based on gross floor area, survey data of parking demand is more usually given in terms of gross floor area. There is little data available of the parking demand based on public floor area. It is therefore recommended that the assessment of bars and restaurants continue to be assessed on the basis of gross floor area.

Council officers have also suggested the use of separate visitor and staff parking rates. Parking rates based on anticipated staff numbers are however not considered reliable, as accurate staff numbers may not be available at the time of the resource consent application. An under-estimation of staff numbers could lead to a shortfall of on-site parking being provided. It is

therefore recommended that staff parking rates be based on readily measurable units such as floor area, rather than anticipated staff numbers.

The recommended units of measurement for each land use activity are given in Tables 3 and 4, contained in Appendix A of this report.

Specific commentary on the major recommended changes to the parking rates is given in the following sections.

7.3 High Density Residential

The existing parking requirement for high density residential activity is one space / unit. From experience this has been found to be inadequate, as no consideration is given to apartment size. Developers are now recognising this and are typically providing more than one space / unit for the larger apartments. Both RTA and ITE recommend higher rates for high density residential activities. It is recommended that the RTA rate be adopted as a guide, as this includes specific rates for one, two and three bedroom apartments, as well as a rate for visitors, and has been accepted in recent transportation assessments.

7.4 Retirement Units

The District Plan presently requires parking of 0.75 spaces / unit for a one-bedroom unit and 1.0 spaces / unit for a two bedroom unit. Parking demand at retirement units appears to have been increasing in recent years, with many residents maintaining their mobility for longer and many developments being more akin to medium or high density housing. It is therefore considered that a parking rate of 1.0 spaces / unit is appropriate for both one and two bedroom units.

Additional parking is also required for visitors. A rate of 0.2 spaces / unit is recommended for visitor parking, which is based on the RTA rate for visitor parking for high density residential activities.

7.5 Pre-Schools and Day-care

The existing parking rate for Pre-schools and Day-cares of 1.0 space / 10 pupils, plus 1.0 space / 25 pupils for staff, (the equivalent of 0.1 spaces / pupil plus 0.04 spaces / pupil for staff) is significantly less than surveyed rates. Surveys carried out by RTA identify a parking demand of 0.25 spaces / pupil, while surveys by Transfund identify a parking demand of 0.3 spaces / child.

Experience indicates that the existing rates in the District Plan are inadequate. In line with the survey data, it is recommended that the parking rate be increased to 0.25 spaces / pupil for visitor parking, plus 0.05 spaces / pupil for staff parking.

7.6 Primary and Intermediate Schools

Significant changes have taken place in recent years to parking requirements at primary schools, with many more pupils being taken to school by car. Whereas the existing District Plan requires 1.0 space / 50 pupils (0.02 spaces / pupil) for loading and unloading of pupils, plus 1.0 space / classroom for staff, survey data shows a demand of 0.2 to 0.28 spaces / pupil, inclusive of staff. To increase the parking requirements to be consistent with the survey data would require a significant increase in on-site parking to be provided. As the peak parking demand at schools

typically occurs at the start and end of the school day as pupils are dropped off and collected, much of this parking would be under-utilised during much of the day.

It is recommended that the existing parking rate for the loading and unloading of pupils be changed to 1.0 space / classroom. A rate based on the number of classrooms will be more consistent with the rate for staff parking, which is also based on the number of classrooms. The rate of 1.0 space / classroom for the loading and unloading of pupils will require a small increase in parking. It is recognised that this rate will not provide on-site parking at the 85th percentile demand satisfaction, however consider that this is an appropriate guide, until such time as more detailed information on day time parking requirements can be determined.

7.7 Secondary Schools

As with primary and intermediate schools, the parking demand at secondary schools has also increased in recent years, with more pupils being taken to school by car, as well as more of the older pupils driving a car. The existing District Plan parking rate of 1.0 space / 50 pupils (0.02 spaces per pupil) for loading and unloading of pupils, 1.0 space / classroom for pupils, plus 1.0 space / classroom for staff, is significantly less than surveyed rates of 0.1 to 0.26 spaces per pupil. Again, to increase the parking requirements to be consistent with the survey data would require a significant increase in on-site parking to be provided, which would be under-utilised during much of the day.

It is recommended that the existing rate for the loading and unloading of pupils be changed to 1.0 space / classroom. This will be more consistent with the rates for student and staff parking, which are also based on the number of classrooms. The rate of 1.0 space / classroom for loading and unloading of pupils will require a small increase in parking, which recognises the changes taking place at schools. It is recognised that this rate will not provide on-site parking at the 85th percentile demand satisfaction, however consider that this is an appropriate rate, until such time as more detailed information of day time parking requirements can be determined.

7.8 Health Centres

Experience with the assessment of on-site parking for Health Centres is that, while the gross floor area is easily measurable, the assessment of the number of staff is less reliable. The incorporation of staff parking into one overall parking rate based on gross floor area would provide more certainty of the required number of spaces to be provided, and is therefore recommended.

The Transfund data includes rates for both medium and larger health centres. It is recommended that the higher rate of 5.7 spaces / 100m² GFA (inclusive of staff) be adopted as this is considered to be more appropriate for Tauranga.

7.9 Hospitals

The existing District Plan requirement for hospitals is 1 space / 3 beds, plus 1 space / FTE staff. It is noted that most survey data for hospitals is on the basis of gross floor area while most other district plans specify rates that are based on the number of beds. A reliable measure of the expected number of staff is not always possible as it is very difficult for a hospital to quantify, given the large number of shift and part time workers. The number of staff may also vary depending on whether the hospital is public or private. Similarly, a rate based on the number of beds may not provide a reliable measure of parking demand as it may be difficult to accurately

quantify the number of beds to be provided. In view of these factors, and recognising that most of the available survey data is based on gross floor area, it is recommended that the parking rate for hospitals be based on gross floor area.

The Transfund Report identifies a parking demand of 2.7 spaces / 100m² for small hospitals and 2.5 spaces / 100m² for large hospitals. Given the variation in survey data, a single parking rate of 2.5 spaces / 100m² is recommended.

7.10 Places of Worship

The existing District Plan on-site parking rates for places of worship of 1 space / 6 persons in Business Zones and 1 space / 10 persons in other zones appears to be based on the assumption that either a significant proportion of patrons will arrive by non-vehicular modes, or that significant on-street parking is acceptable. The nature of places of worship has however changed considerably in recent years. Churches are less often small developments serving the immediately surrounding local community, but instead are becoming much larger and are serving a much wider based population. The parking demands have therefore increased considerably.

The Transfund survey data has identified an 85th percentile parking demand of 0.4 spaces / seat. It is recommended that an on-site parking rate of 0.25 spaces / seat be adopted, the same as for places of assembly. This is less than the 85th percentile surveyed demand but it is considered that this may be acceptable given that the peak demand generally only occurs on Sunday mornings.

7.11 Conference Facilities

A new category has been recommended for Conference Facilities. This recommendation has come about in part due to observations of differing traffic and parking generation characteristics of hotels and motels, depending on whether conference facilities are a significant component of their business. There is however little survey data available to confirm a suitable parking rate. A rate of 0.25 spaces/person design capacity is recommended, as per other places of assembly.

7.12 Retail and Service Activities Including Shopping Centres and Malls

Data available from RTA indicates that the parking rate for shopping centres and malls decreases with increasing size of the shopping centre. The recommended rates vary from 6.1 spaces/100m² GFA for shopping centres of less than 10,000m² to 4.1 spaces/100m² for shopping centres of over 30,000m² GFA.

The available New Zealand survey data for shopping centres indicates that the existing District Plan parking rate of 4.5 spaces/100m² will provide sufficient peak hour parking for approximately 72% of the surveyed sites of up to 10,000m² GFA. To provide sufficient parking for 85% of surveyed sites of up to 10,000m² GFA will require a parking rate of 5.5 spaces/100m², with a lesser rate for shopping centres of over 10,000m² GFA.

The provision of parking at the 85th percentile satisfaction level of 5.5 spaces/100m² would be a significant increase over the existing rate. Experience indicates that the provision of on-site parking at this higher rate would result in an oversupply of parking at many shopping centres for much of the year. As discussed in later sections of this report, it is expected that in future, Council will move away from the current predict and provide parking policies and move towards

allowing a lesser provision of on-site parking at shopping centres in order to encourage the use of alternative transport modes. In view of these issues it is recommended that a middle value of 5.0 spaces/100m² be adopted. Given the sometimes substantial area of covered corridors and mall area at a shopping centre, it is recommended that the floor area be assessed on gross leasable floor area (GLFA) rather than GFA.

In recognition of the lower parking rates for large shopping centres, as identified in the RTA guide, it is recommended that the District Plan specify a lower parking rate for the larger centres. It is noted that the recommended RTA parking rates for shopping centres results in discontinuities in parking provision as the size of the shopping centre increases. This discontinuity occurs due to the reduced rate applying to the full floor area, rather than to the marginal increase in floor area.

A recommended parking requirement has been developed that provides a similar reduction to the parking rate, but does not have the discontinuities of the RTA rates. The recommended rates are as follows:

- Up to 10,000m² GLFA: 5.0 spaces/100m²; and
- Additional GLFA over 10,000m² 4.5 spaces/100m².

It is recommended that the above rates be adopted.

It is noted that the existing retail floor areas at the Tauranga CBD, Greerton and Mount Maunganui shopping centres are all in excess of 10,000m² GLFA. It is therefore recommended that the lower rate of 4.5 spaces/100m² apply to retail activities located within these shopping centres.

7.13 Restaurants and Cafés

The existing parking rate of 10 spaces/100m² GFA for customers, plus 1.0 space/100m² GFA for staff is generally consistent with survey data and so it is recommended that this be retained. It is however noted that, in the Tauranga city centre, and to a lesser degree at the Greerton and Mount Maunganui shopping centres, a large proportion of day time customers are workers or residents in the area that do not arrive at the restaurant or café by car. In the evening, kerbside parking is available. A lower parking rate is therefore considered appropriate for restaurants and cafés located within these larger shopping centres.

It is also noted that buildings in these shopping centres are often converted from shops to cafés and vice versa. A parking rate of 4.5 spaces/100m², the same as that for retail activities within the larger shopping centres, would facilitate this change in use without the need to alter the on site parking provisions. A parking rate of 4.5 spaces/100m² is therefore recommended for restaurants and cafés located within the Tauranga, Greerton, Mount Maunganui and other shopping centres with a GLFA of over 10,000m².

7.14 Supermarkets

The existing parking rate in the District Plan for supermarkets is 4.5 spaces/100m² GFA for customers and 1.0 spaces/100m² GFA for staff, a total of 5.5 spaces/100m² GFA. The RTA recommend a parking provision of 4.2 spaces/100m² for stand alone supermarkets, while Transfund recommend a parking provision of 7.6 spaces/100m². There is a wide variation in these recommended rates. Recent surveys carried out by Traffic Design Group have identified a total parking demand of 5.5 spaces/100m². This lies between the RTA and Transfund rates and

is consistent with the existing District Plan rate. It is therefore recommended that the existing parking provision of 5.5 spaces/100m² be retained.

7.15 Backpackers

A new category has been recommended for backpackers. There is no published survey data available for backpackers. A rate of 0.25 spaces / bed is recommended based on half of visitors arriving by car, with an occupancy of two persons per vehicle.

8. Parking for Cycles

The inclusion of on-site parking for cycles is identified as a specific action in the Integrated Transport Strategy for Tauranga. There is limited local data available for the demand for cycle parking, the most comprehensive data being given in the Austroads "Guide to Traffic Engineering Practice, Part 14, Bicycles". Given the desire to encourage the use of cycles and increase the mode share in future, then cycle parking of at least that contained in the Austroads Guide will be required.

Table 5, included in Appendix A of this report, contains recommended cycle parking rates for the land use activities given in Table 24-3 of the District Plan, based on the Austroads Guide, with some rates increased as appropriate. It is recommended that these rates be adopted as an interim requirement to be monitored and reviewed at the next District Plan review.

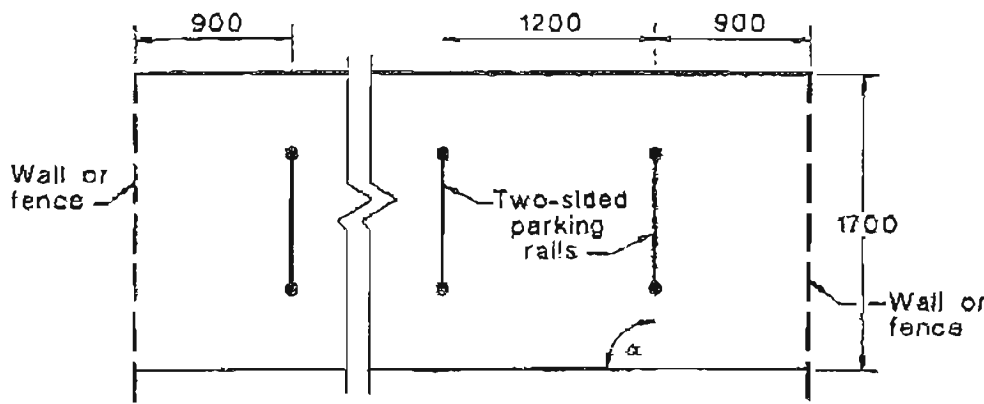
Although one cycle space is recommended for every residential unit, it is noted that the garage dimensions specified in clause 5.4 of NZS/AS 2890.1 provide sufficient space to accommodate a cycle in addition to a vehicle. It is also noted that, in high density residential developments with common parking areas, cycles are often stored within the residential unit. This is not conducive to the encouragement of cycling. It is therefore recommended that for residential activities where individual garages are not provided, secure cycle storage be provided.

The recommended dimensions for cycle parking are given in AS2890.3-1993. Figure 2 gives an extract from this standard, showing the dimensions for a typical cycle parking layout. It is recommended that a diagram such as this be included in the District Plan, with a reference to AS2890.3-1993 for other acceptable solutions.

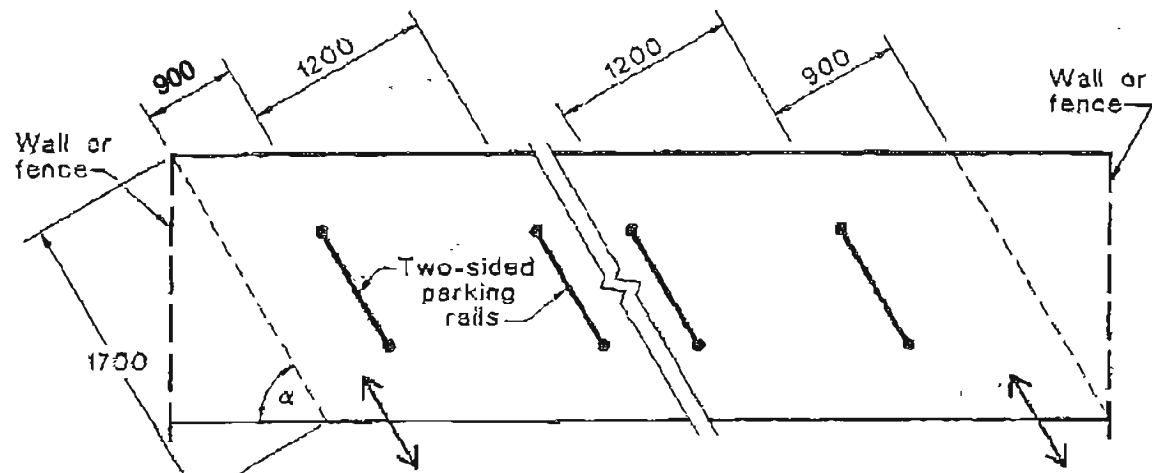
It is recognised that it will not always be practical to provide cycle parking within the Tauranga CBD, Greerton and Mount Maunganui shopping centres. It is therefore recommended that the provisions for the payment of a parking impact fee, as discussed in section 5.1 of this report, be extended to include cycle parking within these areas.

9. District Plan Traffic Impact Study Requirements

Within Tauranga City the current requirement to provide a Traffic Impact Study (TIS), is effectively based on the requirement to acquire a Resource Consent. A TIS is typically required for all activities which are not permitted activities.



(a) 90° parking



(b) Angle parking other than 90°

THE AISLE WIDTH BETWEEN OPPOSITE ROWS OF CYCLES PARKED SIDE BY SIDE, OR BETWEEN A SINGLE ROW AND A WALL OR FENCE, SHALL BE NOT LESS THAN THAT GIVEN IN THE TABLE BELOW.

BICYCLE PARKING AISLE WIDTHS

Type of parking	Minimum aisle width (mm)
Side-by-side rows:	
90° angle	1500
60° angle	1300
45° angle	1100
30° angle	1100
Vertical storage	2000

NOTE: The parking angle is illustrated in the figure above

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Transportation related triggers to an activity losing its permitted status, and consequentially requiring a TIS include:

- A requirement to provide more than 25 on-site car parks, making the activity limited discretionary;
- Inability to provide car parking or access provisions in accordance with the permitted activity conditions for that zone.

Current requirements for the content of a TIS are defined at section 12.2.2 of the District Plan. These requirements are reasonably detailed and describe the areas covered in a traditional TIS, regarding traffic generation, traffic effects on the road network, parking, servicing, access and road safety.

The required content lacks adequate consideration of the following issues that should be considered in an Integrated Transportation Assessment, under the current legislation and framework¹:

- Promotion of sustainable transport modes;
- Promotion of sustainable integrated land use planning;
- Travel Demand Management measures; and
- Consideration of regional and national policy directives.

The current name, *Traffic Impact Study* reflects a private motor vehicle based era which the transportation sector has moved away from, to a more integrated consideration of *transportation consequences*. Current practice is to use the term Integrated Transport Assessment (ITA), and it is recommended that this term is adopted for the District Plan.

A literature review has been undertaken to identify other New Zealand documents that outline both when it is appropriate to undertake an ITA and what should be included in that ITA.

The Auckland Regional Transport Authority (ARTA) published a document, *Integrated Transport Assessment Guidelines, October 2006*. This document was used by Transit New Zealand in 2007, as a basis for writing their Integrated Transport Assessment requirements, appended to the latest version of the *Planning Policy Manual, August 2007*.

Land Transport New Zealand also published in August 2007, Research Report 327: Transport Impact Guidelines for Site Development. This refers to a transportation assessment as "Transport Impact Assessment" (TIA).

These three documents have been reviewed, with regard to the two main issues, of when should an ITA be required, and what should an ITA include?

The following comments have been referenced to either the ARTA or LTNZ documents, as the Transit information is generally based on the ARTA document.

9.1 When Should an ITA be Required?

The three documents reviewed discuss the idea that the need for an ITA should be confirmed on a case-by-case basis through early discussion between the developer and Council.

¹ The Land Transport Management Act 2003, The New Zealand Transport Strategy 2008, and the Government Policy Statement on Land Transport Funding 2008

“The developer and council should initially determine the need for a TIA. Both should be aware of key issues of the transport network prior to discussing the site. After the developer has completed a pre-application questionnaire, the council will decide if a TIA is required and, if so, the level of detail it should contain. The scope of the assessment should be determined by council through discussion with the developer”²

Such a pre application questionnaire should be relatively simple to complete by the developer or a consultant acting on their behalf. The questionnaire is intended to inform the Council of the general form, scale and location of the development. This should facilitate a considered discussion between Council and the developer early in the resource consent process, and enable Council to advise the developer whether and what type of ITA is required.

The research report does not provide a specific example of the questionnaire but does provide guidance on the sort of information that should be included, and, suggests that more research is required. The ARTA document includes a “Scoping Discussion Criteria Sheet” to be used in assisting Council determine the level of detail required for the ITA.

In both documents the intended process involves the submission of the questionnaire/scoping discussion document to Council. After which Council planners and engineers will have time to circulate and consider the information. A scoping meeting attended by Council officers and the developer (and or their representative), would follow where Council outline the type or level of ITA required. Where the documents differ is in the guidance for defining the level of development that should trigger the requirement for an ITA.

9.1.1 LTNZ Research Report 327

The Research Report suggests that the *pre-application questionnaire* is filled out for all developments requiring a Resource Consent. Council will then advise the developer at the scoping meeting of the level and content of ITA required.

Report 327 identifies four levels of ITA as:

1. Basic Assessment- the proposed development will have negligible transport impact;
2. Neighbourhood Assessment- the proposed development will have a minor transport impact over the local transport network;
3. Local Area Assessment- the proposed development will have a significant transport impact over the local transport network; and
4. Wide Area Assessment- the proposed development will have a significant transport impact over the wider transport network.

The intent is that all developments requiring a Resource Consent will require an ITA, but that the scope and content of the ITA will be tailored to the scale and specific transportation issues of that development.

9.1.2 ARTA ITA Guidelines

The ARTA guidelines provide an indication of the size and scale of development that should require a full ITA. It is also noted that the planning authority has the discretion to require an ITA even when a development falls below their guidelines.

² Extract from LTNZ research report 327

The ARTA Guidelines are:

- 100 or more dwellings;
- 1,000 m² and above gross retail floor area;
- 2,500 m² and above gross office floor area;
- 5,000 m² and above gross industrial floor area; and
- 10,000 m² and above gross warehousing floor area.

An ITA will also be required where:

- Proposals fall below the guidelines, however there are significant committed or approved developments in the area, which will have a cumulative impact on a particular transport corridor and or system; and
- Proposals fall below the guidelines, however ARTA, ARC, Transit or the Territorial Authority considers that the proposal will have a significant impact in transport terms.

The ARTA guidelines reflect the large scale and more strategic objectives of their organisation, and align most closely with the threshold recommended in Report 327 for a larger neighbourhood or local area assessment.

9.1.3 Recommendation

On reviewing both documents, and giving consideration to the size of Tauranga City and the city's current thresholds for requiring an ITA, it is recommended that Tauranga City Council should adopt a policy based on the LTNZ Research Report 327, for determining when an ITA is required.

The current practice of using the number of car parks a development requires as a trigger for it to require an ITA is a valid mechanism for capturing higher traffic generating activities, and therefore remains a useful tool. By retaining in the District Plan the policy that all development requiring more than a defined number of car parks become a discretionary activity, Council will retain the requirement for an ITA for these developments. More flexibility and guidance, however, will be available on what form that ITA should take.

Whether the current number of 25 car parks remains an appropriate trigger for the future, is an issue for consideration. Increasing the number from 25 would potentially enable some relatively large developments (in the Tauranga context) to proceed without any formal appraisal of their transport effects. There would be little if any benefit from this, to the city. The potential benefit to developers is the reduced costs from not having to prepare an ITA. For a development requiring more than 25 car parks, the cost of an ITA specifically scoped for that project, should in the vast majority of cases represent a very small proportion of the project cost, and has the potential to provide significant benefit both to the development and to the city.

It is recommended that the existing 25 car park rule remain. When this rule triggers the need for an ITA, the applicant would then be required to fill out the pre-application questionnaire. Council will use this questionnaire to determine which of the four levels of ITA, as per Report 327, is required.

9.2 What should an ITA include?

Once it is established that an ITA is required for a development it is important to establish an appropriate scope for that assessment. This point is made in the three documents reviewed.

9.2.1 LTNZ Research Report 327

Report 327 provides a good description of the level of detail and content required for each of the four categories that have been defined, including a checklist for each category that would be submitted with the report to Council. The details of the recommended content are attached as Appendix B.

The following is intended only as a guide to illustrate the type of report that might typically be provided for each category.

1. Basic Assessment- A letter report of a 1 to 2 pages confirming that the development meets District Plan requirements, and will have a negligible transportation effect.
2. Neighbourhood Assessment- A report document that formally assesses the trip generation and impact of an activity, but is unlikely to consider offsite effects beyond the site driveway's intersection with the road network, or a single intersection in close proximity to the site.
3. Local Area Assessment- A report document that formally assesses the trip generation and impact of an activity, provides for sustainable travel initiatives, and independent peer review or safety audit may be required (The requirement for a peer review or safety audit should be determined at the scoping stage by Council, so that staff can be involved as early as possible).
4. Wide Area Assessment – As for a Local Area Assessment, but more focus on refinement of designs, construction effects, and an expectation that extensive modelling will be required, possibly using micro-simulation and or strategic models. Peer review of modelling work and safety auditing should be required.

Examples of the types of development that would require each type of assessment are:

1. Basic Assessment- A few residential units;
2. Neighbourhood Assessment- A preschool or a stand alone shop;
3. Local Area Assessment- A stand alone school, supermarket or large retail store; and
4. Wide Area Assessment- A new shopping mall or stadium / events centre.

9.2.2 ARTA ITA Guidelines

The ARTA guidelines also provide a detailed description of what should be provided in an ITA. These guidelines are aligned with the sort of detail assigned to a Local Area Assessment under the Report 327 guidelines. The ARTA guidelines for the content of an ITA are included also as part of Appendix C.

9.2.3 Recommendation

Based on the review of these documents and their potential application to Tauranga it is recommended that Council consider adopting a 4 tiered ITA framework based on the Report 327 guidelines. A potential disadvantage of this system for Council will be the additional processing step involving the receipt and processing of the pre-application questionnaire and attendance at a scoping meeting. Council will need to assess the expected benefits from the system with these

time and resource commitments. Should Council wish to progress this system further it will require Council to develop:

1. A pre-resource consent application Transportation Questionnaire;
2. Guidelines for consultants on the content/level of assessment required for each of the four assessment categories;
3. Guidelines for Council officers on what type of assessment to require, for a given, scale, location, and type of development;
4. A Council ITA Request Form, which would be issued to the developer after the scoping meeting to formally request an ITA and provide the necessary guidance on its scope; and
5. Develop the necessary changes to the District Plan rules and policies to implementation the system.

Much of the work involved in implementing the first three of these requirements has already been undertaken for the Research Report, and it will be a matter of refining the information for application to Tauranga.

10. Overview of Parking Policies and Other Issues

A number of parking policies have been identified for consideration in this study. These are discussed in the following sections.

10.1 Mount Maunganui and Greerton Suburban Centres

The Mount Maunganui and Greerton suburban centres are similar to the Tauranga CBD in that they each have main shopping streets with continuous shop frontages and limited ability to provide on-site parking when individual sites are re-developed. The Parking Study carried out by Beca in 2008 identified parking as an issue at both of these centres.

The Mount Maunganui and Greerton suburban centres are again similar to the Tauranga CBD in that they rely on continuous shop frontages and intensive site coverage to create a compact suburban centre and to promote pedestrian activity. The provision of on-site parking in accordance with Table 24-3 is not always possible, or desirable. It is therefore recommended that consideration be given to creating a parking zone at these two suburban locations and extending the provisions for the payment of parking impact fees, as specified in Table 24-2, to these centres.

If this parking change is implemented, then Council will need to further develop strategies to satisfactorily address the parking supply in these centres.

10.2 Reduction of Parking Rates

Application of the parking rates recommended in this report will typically ensure that sufficient parking is provided to meet the expected maximum demand, at the majority of sites, for most of the time.

This may however result in there being an oversupply of parking for many development projects.

Factors that will affect parking demand at any particular site include:

- The number of customers / visitors to a site;
- The nature of the business activity at a site (duration of stay);
- The location in relation to potential customers / visitors;
- The availability of alternative transport modes; and
- The nature of any travel demand management measures introduced for the site.

Adjusting the provision of parking to better meet the expected demand will not only lead to reduced costs to the developer, but can also lead to a more compact and attractive urban form.

A review of international data has indicated that travel demand measures such as the management of parking and or the promotion of alternative transport modes can reduce parking demand by 5 to 15%.

Travel demand management measures can include:

- Ride sharing;
- Passenger transport facilities;
- Walking and cycling facilities; and
- Travel information.

There should remain the flexibility to reward innovation and smart land use decisions in the wider city, where parking impact fees are not applicable, by enabling reduced parking provisions when they can be justified.

Application of the District Plan policies should allow lower rates to be adopted, when a developer can reasonably demonstrate the reasons for an expected lower parking demand.

A requirement for contingency based planning measures can be included in the District Plan, when a parking rate lower than the official rate is adopted. For example, an office development traditionally expected to generate a need for 50 car parking spaces may have an expected demand for say 30-35 car parking spaces, based on the developer's provision of cycle facilities, location on a public transport corridor, provision of public transport passes to employees, and an agreement to share parking spaces with the neighbouring restaurant. Applying the policies of the District Plan could enable the office development to open with 30 car parks, but with a comprehensive contingency plan in place to manage or mitigate effects should they be needed.

Formalising the process by which a developer seeks to reduce the parking requirements for their development, would be desirable if the District Plan is to include policy on reduced parking rates.

One such tool that could be required as part of a Transport Assessment is a "Parking Matrix Tool" which identifies the conditions which support reducing parking provisions from the specified District Plan rates, and also quantifies the level of reduction.

Such a matrix would assign a score to features of a development such as:

- Proximity to a bus stop, or public transport corridor;
- Proximity to areas of residential development;

- Proximity to other complementary developments or services, e.g. doctors, school, bank etc;
- Level of cycle facilities to be provided in the development;
- Pedestrian connectivity of the development; and
- Provision of a Travel Management Plan.

Once a score has been established for the development, a percentage reduction in car parking from the District Plan Rate can be applied.

Benefits of such a system over current practice would include:

- Once the matrix based reduction is agreed between the applicant and Council Officers then the reduced rate can be viewed as complying with the District Plan rather than as a breach of the rules, requiring a dispensation or exemption;
- Developers are able to see within the District Plan the tangible benefits of providing improved transport solutions as part of their development; and
- The level of dispensation or reduction for different developments is likely to be applied more fairly than may currently be occurring.

A potential complication from introducing a policy change which enables reduced parking rates to be sought will be whether to apply the policy in all or only certain zones. It is assessed as desirable that all land use zones which have the provision for a parking impact fee in lieu of car park provisions should be excluded, i.e. required to provide car parking, and or the fee based on the District Plan car parking rates. This reflects the case that the reduced parking demand within these zones has been, and will be further established primarily through council initiatives and policies rather than developer initiatives.

There is presently insufficient data available to quantify specific, across the board reduction rates for such a matrix. It is recommended that policies be introduced to the District Plan to allow such reductions to be considered on a case-by-case basis.

10.3 Reductions due to Geographic Location

For reductions in on-site parking rates to be appropriate in particular geographic locations the geographic areas must have certain characteristics that will result in a reduced parking demand. These characteristics could include:

- Being located in or within close walking distance of a major population and / or commercial retail zone, such as the CBD or a major suburban centre; and
- Being located adjacent to a major, frequent passenger transport service.

It is considered that the development of Tauranga and its passenger transport services is progressing towards, but has not yet reached, the stage where reductions in on-site parking rates would be appropriate in any defined geographic areas. It is recommended that this be reconsidered at the next review of the District Plan parking requirements. The recommendation to extend the CBD parking policies to Greerton and Mount Maunganui areas is a parking policy change seen as complimentary to the longer term objective of reducing car parking rates at certain geographic locations.

10.4 Complimentary Land Uses

The reduction in parking provisions for complimentary land use activities is well recognised and accepted. These reductions can arise from:

- Distinctly different land use activities where peak parking demand occurs at different times of the day, for example weekday employment and evening restaurant activity;
- Distinctly different land use activities where peak parking demands occur at different times of the week, such as employment activities and sport/recreation activities; and
- Similar land use activities where parking activity is co-incident, but the peak parking demands may not occur at the same time.

Although parking reductions due to complimentary land uses are well recognised, there are no definite rules to be applied – each situation will need to be considered on a case-by-case basis. It is therefore recommended that any reduction in on-site parking requirements require consideration as part of an Integrated Transportation Assessment.

10.5 Encouragement of Alternative Transport Modes

For Tauranga City to meet the targets and actions set out in the New Zealand Transport Strategy, the Bay of Plenty Regional Land Transport Strategy and the Integrated Transport Strategy for Tauranga, will require a shift away from the current “predict and provide” policies to new policies that actively encourage alternative transport modes in preference to the use of private motor vehicles. The provision of parking reduction incentives and dispensations is a tool that could be used to contribute towards achieving these targets.

It is recognised that, while immense progress has been made towards the provision of passenger transport services in Tauranga in recent years, there is still room for considerable improvement in terms of route coverage, service frequencies and provision of infrastructure.

Encouragement for the use of passenger transport could be achieved by allowing a dispensation for the provision of on-site parking spaces where contributions are made towards improving passenger transport services or other alternative transport modes. Financial contributions could contribute towards:

- Improved infrastructure such as bus shelters;
- Improved frequency of services;
- Additional routes or variations on existing routes;
- Cycle infrastructure improvements; and
- Pedestrian infrastructure improvements.

It is recommended that flexibility be provided within the District Plan provisions to allow the trial of such dispensations at selected sites.

10.6 Maximum Parking Rates

As shown earlier in this report, in Figures 1 and 2, the parking rates specified in the District Plan are set such that the number of parking spaces provided will be sufficient for all but the very busiest of sites. This will however result in an over supply of parking at many of the less busy sites.

To be effective, the maximum parking rates would need to be set at a level significantly below the existing minimum parking rates so that they affect more than just the busiest of sites.

The introduction of maximum parking rates will force those busier sites, if they wish to maintain their customer levels, to introduce measures to improve alternative transport modes. A risk with maximum parking rates is however that this could lead to an overflow of parking onto adjacent roads, including major roads that have kerbside parking permitted and also adjacent residential areas. For maximum parking rates to be effective, they would need to be combined with complimentary on-street parking management systems.

A disadvantage with maximum parking rates is that developers do not always have the ability to influence the provision of alternative transport modes beyond the immediate boundaries of the site. The use of maximum parking rates in conjunction with a passenger transport impact fee, based on the difference between the maximum parking rate and the existing minimum rate, would provide Council with the financial resources to improve services beyond the boundaries of the site that private developers are unable to do.

10.7 Implications of Road Function

The traditional approach to the provision of on-site parking on sites adjacent a major road has been to require ample parking to ensure that there is no overflow onto the major road. While this has in the past been an appropriate requirement, it may not be so appropriate in future.

As the provision of passenger transport services in Tauranga has increased, many major roads now have passenger transport services operating on the road. This makes sites adjacent to these roads ideally placed to rely more heavily on passenger transport and to provide lesser on-site parking. This is the opposite of the traditional approach. The introduction of dispensations and / or maximum parking rates to encourage the use of passenger transport would be ideally suited for initial introduction to roads on, or immediately adjacent to, major passenger routes.

11. Conclusions

The existing requirements in the District Plan for the provision of on-site parking are generally based on the “predict and provide” principle. The provision of on-site parking on this basis is only appropriate when transport by private motor vehicle is the preferred travel mode.

Recent legislation, plans and strategies have identified that in future it will no longer be sustainable to provide for the private motor vehicle as the preferred travel mode. Increasing emphasis is therefore being placed on alternative transport modes including passenger transport, cycling and walking.

It is considered that the provision of infrastructure for alternative transport modes, including the provision of passenger transport services, is not yet at a stage where the existing “predict and provide” parking rates can be changed. The parking rates specified in Table 24-3 of the District Plan have therefore been updated to reflect the latest data available on expected demand, where appropriate. It is recommended that these new rates be adopted in the current District Plan review.

A review of the existing parking provisions of the District Plan has been carried out. The main conclusions of this are as follows:

- Parking Zones 1 and 2 in the Tauranga CBD should be retained, but the parking rates specified in Table 24-2 be changed to specify the use of the rates given in Table 24-3;
- Similar parking zones 1 and 2 should be introduced at the Mount Maunganui and Greeton suburban centres; and
- The existing provisions for on-site parking for sites with access to a Strategic or Arterial road should be deleted.

The District Plan does not presently contain requirements for the provision of on-site parking for cycles. It is recommended that a suitable clause be added to the District Plan. Table 4 of this report gives recommended rates for cycle parking.

Research has recently been carried out by LTNZ and ARTA regarding the need for, and content of, Integrated Transportation Assessments. It is recommended that the existing 25 car park rule for triggering an ITA be retained, and that when this rule is triggered:

- A pre-application questionnaire be developed to identify the level of ITA that is required; and
- Guidelines be developed for four levels of ITA ranging from a basic assessment to a wide area assessment.

A review of potential parking policies has been carried out with a view to incorporating these into the District Plan. The main conclusions of this review are:

- There are a number of instances where the parking demand will be less than that given in Table 24-3. Travel demand management measures can influence this demand. It is recommended that the District Plan incorporate a provision to allow a reduction in on-site parking where travel demand management measures are introduced. This should however include monitoring and contingency plans for situations where the expected reductions are not achieved; and
- There are a number of land uses with complimentary parking characteristics. It is recommended that reductions in on-site parking be permitted on a case by case basis where it can be demonstrated that a reduction on overall parking provision is appropriate.

A strategic overview of other relevant issues has also been carried out. This has identified that in order to meet the targets and actions set out in the appropriate legislation, plans and strategies, the current predict and provide parking policies will, in future, need to be replaced by policies that more actively promote alternative transport modes. These polices could include:

- Parking dispensations where financial contributions are made towards the improvement of infrastructure for alternative transport modes, or the improvement of passenger transport services; and
- The introduction of maximum parking rates to restrict on-site parking in conjunction with the introduction of passenger transport impact fees based on the difference between minimum and maximum parking rates.

It is recommended that these polices be introduced initially on sites that are in close proximity to major roads with existing passenger transport services.

Together, the recommended policies will contribute towards the achievement of the targets set out in the relevant legislation, plans and strategies.

Traffic Design Group Ltd
February 2009

Appendix A

Tables 2,3 4 and 5

Appendix B

Integrated Transportation Assessment Guidelines

LTNZ Research Report 327

Appendix C

Integrated Transportation Assessment Guidelines

ARTA
