

Kaupapa Here Papawaka **Central City Parking Policy**

2021



The Central City Parking Policy provides a framework to manage and address parking-related issues in our central city. It outlines policies to address competing demands for public space in our streets and aims to make the central city a vibrant, attractive place to live, work, shop and socialise.



Goals

The following goals guided the development of the Central City Parking Policy framework, and will continue to guide its implementation.

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Promote 85 per cent occupancy of parking spaces in the central city at peak times

Parking space in the central city is valuable and needs to be well used. A target of 85 per cent occupancy (international good practice) provides a balance of good usage with maintaining available parking spaces close to where people want them. By supporting higher turnover, more people can benefit from the spaces, with different people using the space at different times of day, and on different days of the week. This is generally preferable to a single vehicle using a single space all day to the exclusion of everyone else.
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Support greenhouse gas emissions reduction targets

Through the Paris Agreement internationally, the Climate Change Response Act nationally, and our carbon goals, we have committed to significantly reduce the amount of greenhouse gas we produce as a city. The cost and availability of parking influences our carbon footprint through choices made about whether to drive, travel by a more sustainable mode, or not to travel at all. We also need to ensure we support parking for sustainable modes like cycling and scooting to encourage uptake.
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Support high-amenity off-street parking that makes efficient use of space

Parking takes up a lot of valuable space in the central city – approximately 25-30m² per vehicle. As the number of people living and working in the central city increases, we want to encourage more efficient uses of space, through better management of on-street parking. Multi-storey parking buildings can make best use of limited space and can be fronted by retail, offices or attractions, improving the attractiveness of the central city.
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Support a vibrant, people-friendly, central city

We must recognise, and help to resolve, the tension between providing space for parking to enable vehicle access and having sufficient development and amenity to make the central city a place people want to live, work and visit. The central city is growing in terms of employees, residents, commercial activity and visitors and is forecast to continue to do so, in particular with the major anchors of Te Pae (the new convention centre), Parakiore (the Metro Sports Facility) and the Canterbury Multi-Use Arena all opening in the next few years. We must support a balance of providing permanent parking with the allocation of space for more sustainable and space-efficient modes, and ultimately space for social and commercial activity.
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Improve our parking data and information

A good understanding of the amount, type and usage of parking spaces is important for both for those parking and those making effective decisions around parking. Improving data capture and sharing is a key focus of this policy. We need to encourage a strong public-private sector partnership to ensure we understand the challenges businesses and the public face, and how we can share information and collaborate to achieve mutually desired outcomes.

The Policies

This Central City Parking Policy is made up of a suite of policies, which will help promote more consistent and transparent decision-making, and better alignment with our strategic priorities.

Policies 1 – 4



Policies 1 to 4 provide a general framework for managing parking demand in the central city and balancing competing requests for on-street space. A general prioritisation framework is outlined, as well as relevant considerations to guide a decision to depart from this framework. Special considerations relating to mobility parking are also outlined.

Policies 5, 6



Policies 5 and 6 provide for residents parking, in particular in areas where parking restrictions have been introduced.

Policy 7



Policy 7 addresses our role in the provision of off-street parking.

Policies 8 – 10



Policies 8-10 provide direction on the types of vehicles we wish to discourage and encourage on public streets, and a commitment to using technology to support effective parking allocation and management.

Policy 1: General prioritisation of on-street space

This policy provides a general framework for prioritising on-street space in the central city. Road space will generally be prioritised in the order outlined in the table below using the following District Plan Zoning Area classifications: Commercial Central City, Commercial Central City Mixed Use, and Residential Central City. Different priorities apply to each type of zone due to different needs and pre-existing parking arrangements.

The map on page 7 shows central city streets, allocating each street to a zone, modelled on the district plan classification but adapted to the needs of the Central City Parking Policy. This map is a guide only and will be updated from time-to-time as the city evolves and the function of certain streets changes.

Note that Policy 1 must be read alongside Policy 2.

Priority order	Commercial Central City Business	Commercial Central City Mixed Use	Residential Central City
1	Safety	Safety	Safety
2	Movement and amenity	Movement and amenity	Movement and amenity
3	Mobility parking	Mobility parking	Mobility parking
4	Bus stops	Bus stops	Bus stops
5	Loading zones	Cycle and micromobility parking	Residents parking
6	Cycle and micromobility parking	Loading zones	Cycle and micromobility parking
7	Taxi and passenger service vehicle drop-off/pick-up	Taxi and passenger service vehicle drop-off/pick-up	Short stay parking
8	Coach drop-off/pick-up	Coach drop-off/pick-up	Long stay parking
9	Short stay parking	Short stay parking	
10	Taxi and passenger service vehicle parking	Residents parking	
11	Coach parking	Taxi and passenger service vehicle parking	
12	Long stay parking	Coach parking	
13		Long stay parking	

Explanation of movement and amenity as a priority

Movement and amenity are classified as second-order priorities under this policy. At present this means that:

- vehicle movement will take priority over amenity on streets that are key transport corridors;
- bus movement will take priority on core bus routes;
- cycle movement will take priority on major cycle routes and areas of high current or desired cycle movements;
- pedestrian movement will take priority in areas with high current or desired pedestrian footfall;
- freight movement will take priority on the strategic freight routes; and
- traffic movement will take priority on the strategic traffic routes where sufficient space exists, once other priorities are catered for.

Access and parking for essential service and lifeline utility vehicles

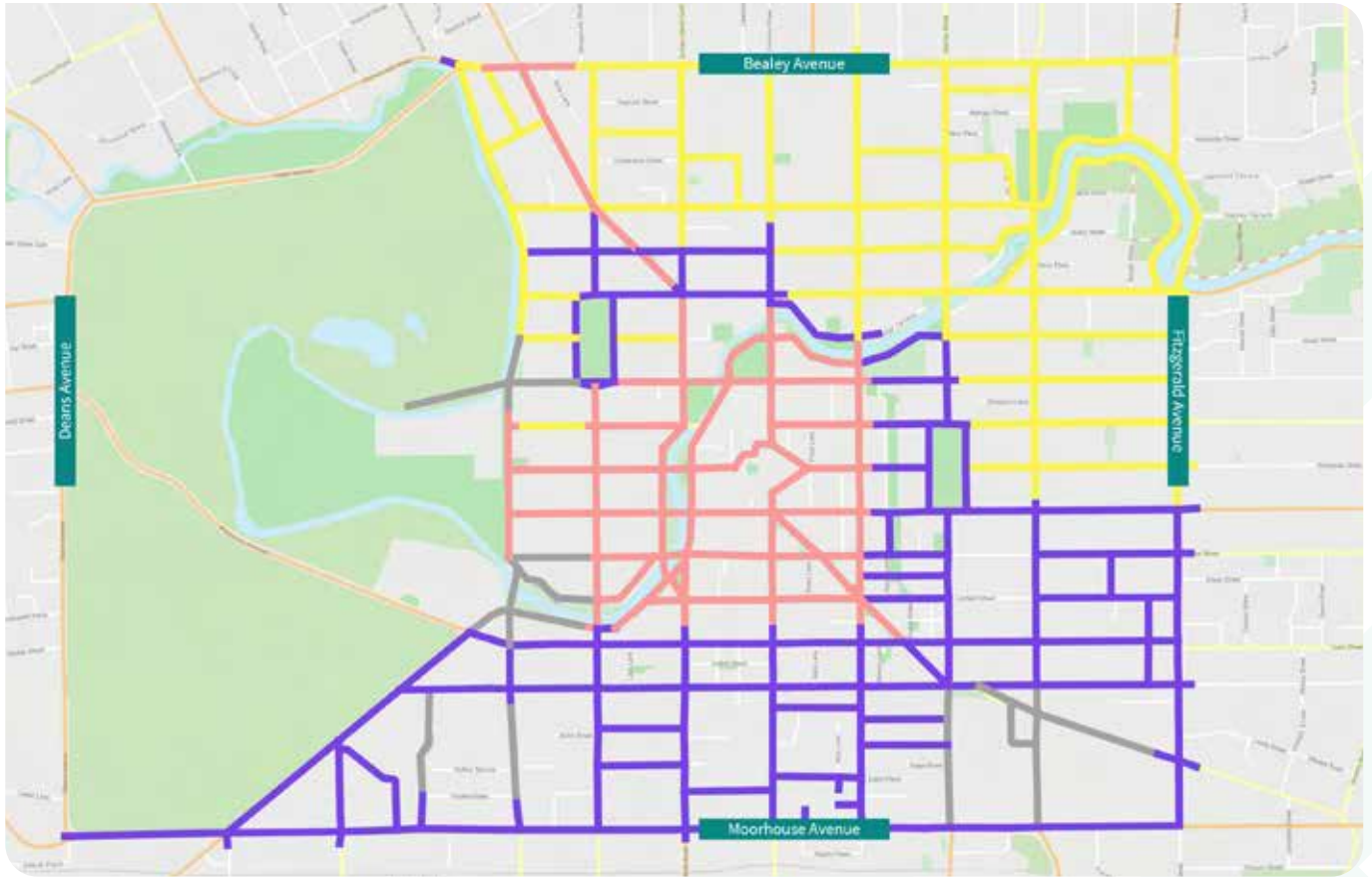
The priority table in Policy 1 does not consider safe access and parking for essential service and lifeline utility providers as a separate priority, given the very specific access and parking needs involved. However, it should not prevent this use being prioritised as needed. An ongoing conversation is needed with utility and lifeline service providers to understand the safe access issues and the best options for addressing them.

Special purpose areas

The district plan also includes a small number of special purpose areas (for example, the hospital is in a special purpose area). Policy 1 presents a general framework and therefore does not apply to these special purpose areas. The map below identifies streets which should be considered special purpose. The special nature of these streets should be taken into account when prioritising road space, alongside any relevant considerations under Policy 2.



Map of Central City Parking Policy boundaries and street classification



Key

- Commercial Central City Mixed Use
- Commercial Central City Business

- Residential Central City
- Central City Special Purpose

Policy 2: Considerations to guide a departure from prioritisation under Policy 1

The general framework provided in Policy 1 is not intended to give priority to any single use, and should be considered alongside Policy 2. For example, while mobility parking is a high priority, this does not mean all parks in the central city should be mobility parks, with no other type of parking permitted. A balance must be struck. This balance is particularly complex in the city centre, where there is competing demand for many different uses of the same on-street space.

The following considerations should also be taken into account when departing from the prioritisation framework in Policy 1.



Relevant policies

Any of our relevant policies issued either before or after the introduction of this Central City Parking Policy.



Existing number, mix and usage of car parks

The existing number, mix, and usage of car parks, both for the proposed use in question and other competing uses in the area (including the current use of that space).



Need for proximity parking

Whether the proposed use requires a park immediately adjacent to a business, or whether a short walk may be acceptable. This may include taking the ease and safety of pedestrian access into consideration.



Goals of parking policy

How the proposed use will contribute to the goals of this policy and our other priorities, including our emissions reduction targets and promoting sustainable transport mode choices.



Value of space

Whether the proposed use will maximise social and economic exchange. In metered situations, the value of the space may be measurable from meter revenue. In unmetered situations, the value of space may be measured by turnover and the types of users the space supports (such as loading and delivery of goods to support economic activity, supporting access for mobility impaired etc).



Place function

How the proposed use will support the place function of our streets and contribute to the vibrancy of our city.



Opportunity for variable restrictions

Whether demand for the proposed use varies according to the time of day and/or day of week. Parking spaces should be prioritised (and priced, if applicable) by time of day and day of week, where appropriate, if this will promote the goals outlined in this policy. Variable restrictions (and pricing) should be clear, and permissible use should be well understood.



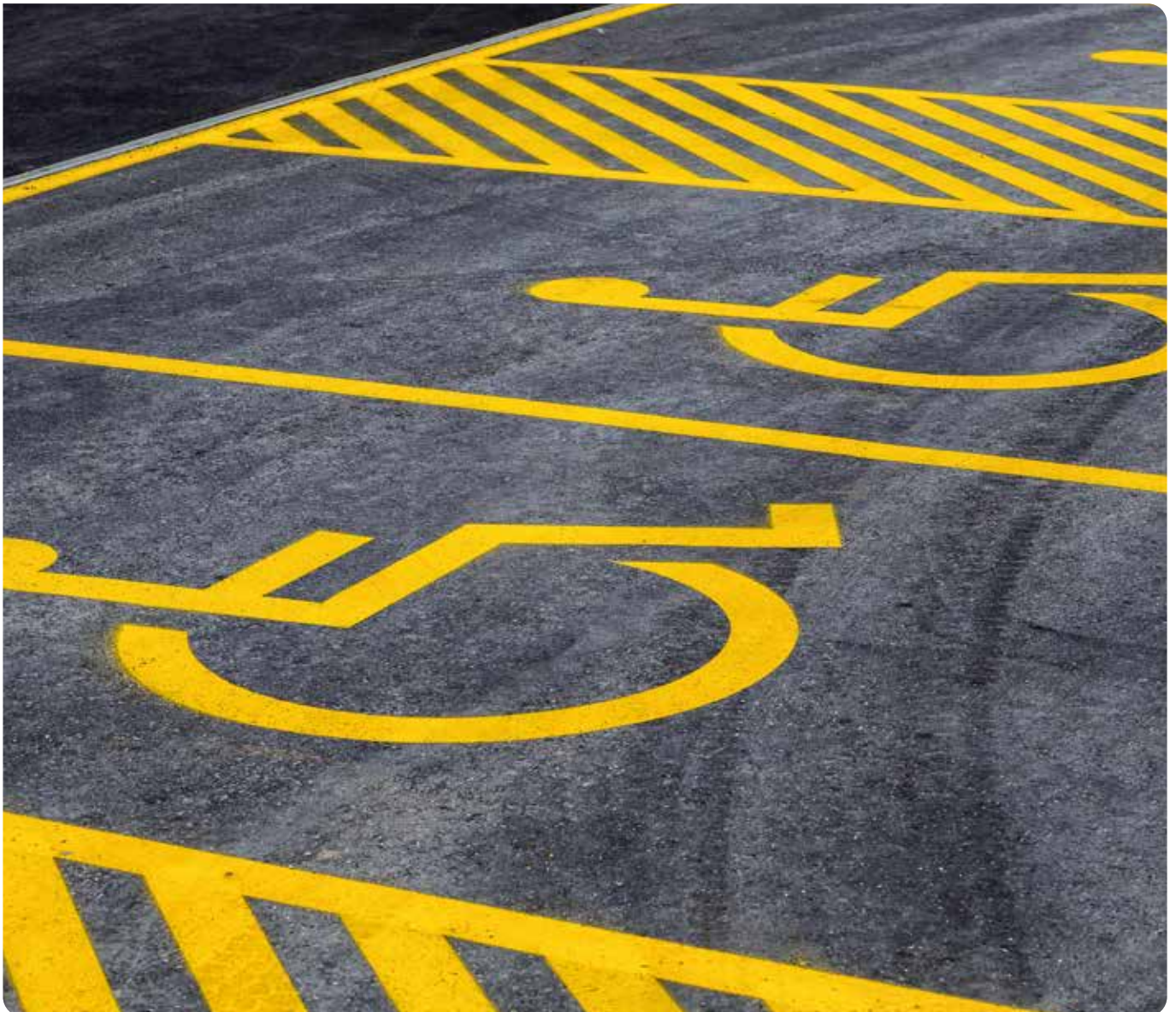
Sharing of space

Whether proposed use needs to be exclusive, or could be shared. In general, the more space can be shared (whether for movement, amenity or parking), the more efficient and effective our use of space will be.

Policy 3: Improving access for those with restricted mobility

We will improve parking provision for people with restricted mobility by:

- Providing restricted mobility concessions to enable longer parking in time-restricted on-street parking.
- Increasing the number of on-street mobility car parks, where there is demand.
- Reviewing parking arrangements where this is needed to ensure that parks are located where there is particular demand.
- Designing car parks, where possible, to cater for a range of mobility needs (for example, wheelchair use).
- Increasing the amount of public information on what mobility parking is available.
- Enforcing mobility parks to the extent that is possible, in order to deter illegal parking.



Policy 4: Apply parking management criteria in areas of high demand

In areas of high parking demand, on-street parking will be managed on a case-by-case basis, in accordance with the criteria in the table below. High parking demand in the central city occurs where peak occupancy of on-street parking regularly exceeds 85 per cent, and therefore means that potential users of parking spaces have difficulty finding a space when and where they need one.

Before considering the application of Policy 4, we should have sought and/or received information demonstrating that high demand is regularly occurring and is causing issues that need to be addressed in that area. We should also confirm that any current restrictions are enforced and that high demand is not as a result of non-compliance with existing restrictions. There may be parts of the city where demand for parking is high at peak times, but the amount of existing off-street parking or availability of alternative transport modes means this is not generally an issue.

Criteria	Commercial Central City Business	Commercial Central City mixed use	Residential Central City
Occupancy of unrestricted on-street parking regularly exceeds 85 per cent at peak times*	Introduce default P120 on-street-by-street basis – potentially only at certain times of the week and certain sections of the street	Introduce default P120 on-street-by-street basis – potentially only at certain times of the week and certain sections of the street	Introduce default P120 on a street-by-street basis applied to 25-50% of the street. Consider paid residential exemptions (see Policy 5)
Occupancy of time restricted spaces regularly exceeds 85 per cent at peak times*	Introduce a stricter time limit and/or paid parking	Introduce a stricter time limit and/or paid parking. Consider paid residential exemptions (see Policy 5)	Extend time limits to a greater proportion of the street and/or introduce a stricter time limit and/or paid parking. Consider/retain paid residential exemptions (see Policy 5)
Occupancy of paid parking in on-street spaces regularly exceeds 85 per cent at peak times*	Increase parking charges or consider alternative solutions (eg facilitate shared parking)	Increase parking charges or consider alternative solutions (eg facilitate shared parking). Consider/retain paid residential exemptions (see Policy 5)	Increase parking charges or consider alternative solutions (eg facilitate shared parking). Consider/retain paid residential exemptions (see Policy 5)

* Peak times is defined as occurring at the peak occupancy period

Note:

- if restrictions are in place (as set out above), these restrictions can be varied by day of week or time of the day, to enable better utilisation of parking spaces when demand is low.
- it is not envisaged that residential exemptions would be provided in the Commercial Central City Business Zone.
- Policy 4 does not apply to the small number of special purpose zones in the central city, as the use of space in these zones needs to be managed on a case-by-case basis having regard to all relevant considerations.

Policy 5: Consider residential exemption parking areas, where the criteria are met under Policy 4

The Traffic and Parking Bylaw 2017 allows us to reserve residential exemption parking areas for the use of people who live in the vicinity. When the occupancy criteria are met under Policy 4, we would be able to consider the introduction of residential exemption parking areas, alongside time-limits and/or paid restrictions for other vehicles. This would prioritise resident and short-stay parking, while deterring commuter parking.

Each area would need to be considered on a case-by-case basis, taking account of what other parking options are available for residents (for example, driveways, nearby parking, and on-site parking).

If introduced, exemption permits would be allocated to residents in the defined area. A resident is defined as a person who lives on a street where the parking exemption areas are located. Residents with mobility parking permits will be given priority.

An exemption permit would not guarantee a parking space. However, the total number of exemption permits available would be capped as a percentage of overall spaces within an area. This, in combination with restrictions on public parking under Policy 4, will help to ensure there is likely to be a park available for a resident with an exemption permit when they need it. The fee for exemption permits will be set to recover reasonable costs.

Some new developments are offering the choice of including or excluding an off-street park when purchasing or renting a dwelling. The sale or rental price will reduce if an off-street park is excluded from the agreement. Residential exemption permits should not be provided for dwellings with no off-street parking, as residential exemption parking should not be seen as an alternative to residential off-street parking.

In allocating more street space to residents for parking, less street space will be available for the public, in particular for commuters. Alternative arrangements for other parking requirements are available in parking buildings, but we will also need to continue improving active and public transport options.



Policy 6: Generally retain existing resident-only parking areas but do not permit new resident-only areas

Resident-only parking refers to a space that only residents can park in. This is different from residential exemption parking (Policy 5). There are few of these in operation. While we will generally retain existing resident-only parking areas for which parking permits are currently issued, no new resident-only parks will be introduced.

However:

- In areas of no or low demand, we will undertake a review to determine whether resident-only parks should be retained, reduced, or removed.
- We will retain the discretion to remove resident-only parks in places where a new residential exemption parking area is proposed. The effect on existing permit holders will be taken into account in making a decision. If a decision is made to remove the resident-only parks, existing permit holders could apply for a residential exemption permit.



Policy 7: We will not generally provide additional off-street parking

We operate a small number of off-street car parking facilities in the central city.¹ There is a remaining commitment to replace the capacity of the Manchester Street parking building destroyed in the earthquake. With the Crown, we are also constructing Parakiore (the Metro Sports Facility), the Canterbury Multi-Use Arena, the Performing Arts Precinct, and Te Pae (the new convention centre). Each of these anchor projects has an integrated transport assessment to determine how traffic will be managed, including any parking.

Outside these existing commitments, we will not generally build additional off-street public car parking. In addition to encouraging the uptake of active and public transport, we need to avoid undermining the feasibility of market-driven commercial permanent parking. Privately owned car parking buildings have been constructed in some places in the central city, and commercial providers and potential investors in off-street parking need certainty that we do not generally intend to provide further off-street parking.

If exceptional circumstances exist and we were to consider providing further off-street parking, we would follow the process outlined below.

Firstly, we will manage areas of high parking demand as per Policy 4. Secondly, if all parking management measures under Policy 4 have been implemented and have not been successful in managing parking demand (i.e. paid on-street parking has been introduced, occupancy regularly exceeds 85 per cent, and issues are arising), we must consider all possible options, including the following:

- Ensuring accurate information is conveyed about available parking.
- Improving enforcement of parking restrictions.
- Improving the uptake of active and public transport through greater investment in these sustainable modes.
- Facilitating shared parking.
- Exploring investment options with central government and/or the private sector.

This policy does not apply to the potential future provision of park and ride/bike facilities (see Policy 9).

Policy 8: Deter private businesses from storing vehicles on the road

We will deter private businesses from using on-street parking to store vehicles on the road, as in the Traffic and Parking bylaw 2017 (Clause 13).

¹ Following the 2011 earthquake, the Council had an agreement with the Crown to replace the capacity of the parking buildings lost in the earthquakes to support the immediate recovery of the central city. This involved contributing to building the Crossing and Lichfield car parking buildings, with the Council now operating the Lichfield and Art Gallery buildings with around 900 spaces.

Policy 9: Support parking for sustainable alternatives to petrol and diesel vehicles, to encourage greater use of these modes

We will encourage the provision of parking for sustainable alternatives to single occupancy motor vehicles, to encourage greater use of these alternatives. Alternatives include bicycles, micro-mobility devices (such as scooters and e-scooters), zero exhaust emission vehicles (such as battery electric vehicles), car share, and motorcycles. We also wish to support the use of mobility devices.

In addition to relevant policies in this document (such as Policies 1 and 2), the following considerations will assist with decisions on providing parking for these alternatives:

Implement dedicated policies

If we have dedicated policies, they take priority for decisions on the provision of parking. For example, the Car Share Policy 2016 and the Electric Vehicle Policy 2016 contain guidance on parking for these types of vehicles.

Improve understanding of demand

Information needs to be gathered on where existing parks are located and the demand for parks. If necessary, occupancy surveys can be conducted to assess utilisation.

One particular dimension of demand that needs to be taken into account is design of parking. For example, commuter cycling numbers are increasing and this increase is largely made up of people riding heavier, bulkier bikes, such as cargo bikes. New bike parks need to be usable bike parks. Space-saving hanging racks and racks with narrow spacing dimensions cannot be used by all cyclists.

Alignment with the goals in this policy

Parking provision for all modes of travel should align with and reflect the goals in this policy.

Policy 10: Support and adopt advances in parking management technology

Advances in parking management technology are improving the way we manage parking. Such technologies make parking more customer friendly, reduce operating costs, and enhance data collection and monitoring. We will support and adopt advances in parking management technology where possible.

Appendix One: Parking-related issues in the central city

The following issues were identified through research and analysis, as well as talking to stakeholders.

The availability of free or cheap parking encourages commuting to the central city in private vehicles rather than by more sustainable modes

- In the financial year 2018/19, on-road petrol and diesel use was the highest emitting source within the transportation sector's greenhouse gas emissions and produced 36 per cent of Christchurch's total gross greenhouse gas emissions. On-road petrol and diesel use increased by 2.3 per cent between 2016/17 and 2018/19.
- We have set a target for reducing our greenhouse gas emissions (excluding methane) by 50 per cent by 2030 and reaching net zero by 2045. Mode shift from single occupant vehicles to sustainable modes is an important part of our strategy to reduce our emissions and address other problems associated with high levels of car usage. These include reduced amenity, safety risks and poor health outcomes, and the significant rise in congestion forecast for the future.
- The 2018 census data shows a relatively high proportion of workers in the central city (69 per cent) arriving by car, truck or van. One of the factors driving this high rate of commuting to the central city by private vehicle is the availability of free or cheap parking. However, the true cost of this commute (in particular, the environmental impacts) is not borne by the user. We have more than 40,000 workers at present in the central city, and we are aiming to increase this to 75,000 over the next 30 years. This growth in transport demand needs to be accommodated through active and public transport. Incorporating this growth through private vehicle travel would result in a level of car use that the central city network would not have the capacity to absorb, and would exacerbate the negative impacts of high car usage outlined above.

It is difficult to resolve competing demands for valuable central city on-street space, and trade-offs must be made when prioritising one use over another

- Central city space has significant value leading to competing demands for use whether it be:
 - for movement function such as traffic lanes and footpaths
 - for place function, recognising streets as places to dwell and not just move along
 - as a destination, such as hospitality, recreation, retail and office space, and visiting people and/or places
 - to support business operations, in particular through loading zones
 - for connection between movement and destination, such as bus stops, parking, drop off/pick-ups, and footpaths.
- With limited on-street space available, the use of this space needs to be prioritised. To accommodate the greatest number of uses, priority may need to change by time of day, day of week, and location (in particular, distance from the city core). Advances in technology will support our ability to allocate and share road space more efficiently.

There are concerns that the presence of a large number of temporary surface parking lots in the central city is detracting from the city's recovery

- Demand for land has not returned to pre-earthquake levels, and some land has been left vacant and undeveloped for a long period of time, resulting in temporary carparks (some in a messy and dilapidated state), broken buildings and empty spaces near the heart of Christchurch. A large proportion of vacant land in the central city is now used for temporary parking. There is a concern that these sites reduce the city centre's vibrancy, making it less walkable and contributing to perceptions that it is unsafe.
- There are, however, different views on the role of temporary surface parking lots in the central city's recovery. In particular, there is a view from some stakeholders that temporary surface car parking lots are fundamental to the survival of the city by providing accessible and low cost parking to business patrons. They feel that restrictions on these type of car parks as well as on-street parking make it difficult for central city businesses to compete with suburban malls.
- There is a need to support access to local businesses in a way which does not detract from the attractiveness of the offering of the central city. Temporary parking has no amenity value in itself. It is the adjacent hospitality, recreation, retail and office space that attracts people and drives the value of temporary parking. The primary purpose of operating a temporary parking site is to provide a return on land while it remains undeveloped. It has been suggested that these sites also support short stay, high turnover access to people visiting businesses in the central city, but it is not clear if that is the case. A large number of temporary surface car parks offer low cost all day "early bird" parking suggesting they are marketed at commuters. There are also a number of private temporary car parks which are not advertised for public access and are likely used for commuting.
- There is a need to better understand the problem, and obtain data on the extent to which temporary car parks are used by commuters rather than short-stay visitors to the city, and on what people do once they park.

We do not have the capacity with current tools to enforce all on-street parking restrictions

- On-street parking enforcement ensures there is a turnover of car parks for customers and patrons supporting the areas businesses, visitors and residents. If we do not actively manage the supply of on-street parking by enforcing parking time limits and price restrictions, then usage in breach of those restrictions will increase – for example, commuters parking in P120 parks.
- However, with the current tools, it is too expensive to enforce all parking restrictions and anecdotally we are aware of some non-compliance.

We need to improve the quality of our data to support evidence-based parking decisions

- We have good data for occupancy of the approximately 1,300 metered spaces and approximately 1,700 off-street parking building spaces. We are working to improve our occupancy count for our unmetered on-street spaces and to be able to break parking data down spatially.

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