

**Full Council**

16 November 2023

**Report for Agenda Item | Rīpoata moto e Rāraki take [2]**

**Department: Property & Infrastructure**

**Title | Taitara: Draft Parking Strategy for consultation**

**Purpose of the Report | Te Take mō te Pūroko**

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The purpose of this report is to provide the draft Parking Strategy to Council and seek approval to present it to the community for comment.

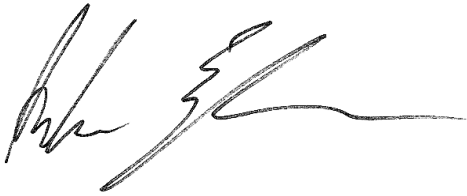
**Recommendation | Kā T ūtohuka**

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That the Council:

1. **Note** the contents of this report, and
2. **Approve** the draft Parking Strategy (Attachment A) for consultation.

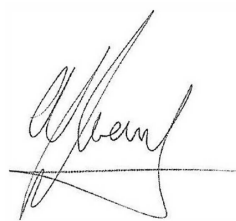
**Prepared by:**



**Name:** Andrew Edgar  
**Title:** Senior Transport Engineer

**20 October 2023**

**Reviewed and Authorised by:**



**Name:** Tony Avery  
**Title:** General Manager of Property & Infrastructure  
**31 October 2023**

## Context | Horopaki

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1. There are three directions that have led to the need for a districtwide Parking Strategy and local Comprehensive Parking Management Plans.

### **National Policy Statement on Urban Development 2020 (NPS-UD)**

2. The NPS-UD requires councils to remove provisions that prescribe minimum parking requirements from district plans. These were formally removed from the QLDC Operative and Proposed District Plans by Council on 23 December 2021. To manage parking, the NPS-UD recommends that councils develop Comprehensive Parking Management Plans. Central government guidance, developed by Waka Kotahi and released in December 2021, recommends that councils develop a Parking Strategy before developing area specific parking management plans.
3. A districtwide Parking Strategy will set QLDC's strategic objectives for parking management, that will inform the development of area specific Comprehensive Parking Management Plans.
4. The Parking Strategy and Comprehensive Parking Management Plans will also assist with decision-making on resource consents when parking effects are able to be considered and will assist with the evidence base for future changes to the District Plan to address parking issues. They will also set clear direction regarding QLDC's strategic approach to parking, which can be considered by developers when planning developments.
5. The NPS-UD requires a council to make changes to the District Plan to enable greater residential intensification within existing urban environments. QLDC notified its Urban Intensification Variation on the 24 August 2023 for a six-week submission period. A summary of decisions requested will be prepared and publicly notified for further submissions. Residential intensification may increase the pressure on existing public parking, as the removal of parking minimums from the District Plan means that there will be considerably less certainty that on-site parking will be provided in conjunction with development.

### **Districtwide strategic need**

6. Strategic transport planning in the district has identified parking as an issue that requires specific strategic direction. Various stand-alone and incorporated parking strategies have been drafted for Frankton and Queenstown, with the latest being the Queenstown Parking Strategy 2019. However, it has been acknowledged during the development of these strategies that a districtwide Parking Strategy is needed to address emerging parking issues across the district.
7. Other strategic documents such as the district's Spatial Plan and Climate and Biodiversity Action plan also recognise that parking management needs to be addressed.
8. The development of the Mode Shift Plan, the future development of the Public Transport Business Case and the Travel Demand Management plan will have an influence on, and will also be influenced by, the Parking Strategy.

### **Intensification of housing stock, and use of housing**

9. As the district's population has grown the district has seen more intensive use of the housing stock. Recent increases in house sharing or flatting arrangements means more than one household is now living in properties that were originally designed for a single household. Single-family households typically owned 1 to 2 vehicles, which traditionally could be parked on the property. However, with more than one household per property, and therefore more than two vehicles per house, parking now occurs on-street. Further exacerbating this issue are garage conversions to habitable rooms that can house additional person/s. This removes on-site parking while simultaneously creating greater demand for on-street parking.
10. The additional demand for on-street parking has created safety issues where once quiet, two-way streets with occasional on-street parking, are now full of parked vehicles that significantly narrows roads that can block access to emergency vehicles and other large vehicles. In some cases, vehicles travelling in opposite directions have nowhere to pull over to pass each other.
11. This issue was first observed on existing district roads, but as developments have been constructed with narrow roads to reduce speeds, these issues are also appearing in these new developments. This includes commercial developments. A districtwide strategy will help address these issues in new developments by giving direction to the District Plan and the Land Development and Subdivision Code of Practice. Comprehensive Parking Management Plans will help give direction to address these issues locally.
12. As discussed above, the NPS-UD also requires QLDC to make changes to the District Plan to enable greater residential intensification within existing urban environments. As discussed above, Council's Urban Intensification Variation was notified on 24 August 2023 for submissions.

### **Scope**

13. The focus of the Parking Strategy is to establish 'why' we manage parking, and how parking influences the form and function of our urban centres. It establishes the objectives that guide the broader outcomes we want to achieve, and the principles that outline how we can manage parking to influence these outcomes. The Strategy also provides the strategic context for managing parking and the key reasons we need to make changes.
14. The Strategy forms part of a broader project for managing parking in our district. This project predominantly focuses on managing public parking that the Council owns and operates but will also cover elements of private parking which can be influenced at the development stage. The Strategy will be supported by Parking Guidelines, which will be used to guide the development of Parking Management Plans for our communities.
15. QLDC's Parking Guidelines will provide the 'toolbox' for how parking will be managed across the Queenstown Lakes District. These guidelines will identify how we prioritise parking allocation and provide details on key parking management strategies to help manage supply and demand. Strategies will include restrictions, pricing, permits, enforcement, technology and monitoring.

16. Parking Management Plans (PMPs) will be used to outline what the QLDC does to manage parking in specific locations, because each of the district's communities is unique. Tailored PMPs will be developed to address existing problems within defined areas that will contribute to wider transport outcomes and create pleasant and high-quality urban environments. The PMPs will be based on the tools and hierarchies within the Parking Guidelines that align with and deliver the objectives and principles of the QLDC Parking Strategy. Recommendations within the PMPs will be further informed by parking data and conversations with each specific community.

### **Proposed Consultation**

17. An extended consultation period on the Parking Strategy is proposed from Monday 20 November 2023 to Sunday 28 January 2024 to enable residents and visitors to provide feedback during and after our busy Christmas and New Year period.

18. The following engagement activities are proposed:

- 28 November 2023: Staff attendance at Summerdaze public event - Wānaka lakefront (3.00pm – 5.00pm)
- 4-6 December 2023: Project team to lead discussions with community groups in Queenstown, Wānaka and Frankton on the Parking Strategy and to understand the specific parking issues and opportunities for each town.
- 5 December 2023: Staff attendance at Summerdaze public event - Frankton lakefront (3.00pm – 5.00pm)

19. In addition, staff attending planned engagement opportunities for the Travel Demand Management and Wānaka Network Optimisation business case projects during this period will be able to promote and discuss the Parking Strategy at these forums.

20. Community feedback will be sought through Council's usual channels including Council's website, social media, Scuttlebutt, posters at Council's community facilities, public notices in Wānaka Sun and Mountain Scene and stakeholder emails. Stickers on parking meters and flyers under windscreen wipers linking to our Let's Talk webpage are also proposed to engage with both residents and visitors. The community will have opportunities to talk to the project team, provide written submissions and complete a survey on the Parking Strategy.

21. Feedback received will be collated and reviewed, and a report compiled on how key feedback themes have been addressed. This report will also include data and insights from the engagement activities and will be presented to the Infrastructure Committee in February 2024, along with the Final Parking Strategy for endorsement.

### **Analysis and Advice | Tatāritaka me kā Tohutohu**

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22. Option 1 Do nothing.

#### *Advantages:*

- No districtwide consultation on a Parking Strategy is required, although localised consultation on Parking Management Plans will still be required in the future.

*Disadvantages:*

- Parking decisions, whether ad hoc or through Parking Management Plans, will be made without input from the community and consequently direction from Full Council.
- Parking Management Plans could still be produced and approved by the Infrastructure Committee or Wānaka-Upper Clutha Community Board but there will potentially be no consistency of approach without districtwide objectives and priorities

23. Option 2 Draft Parking Strategy is presented to the community for consultation

*Advantages:*

- Ensures that the community can provide input into the draft Parking Strategy which will lead to the development of local Parking Management Plans.
- Provides a step towards a districtwide Parking Strategy to help inform parking decisions whether ad hoc or in local Parking Management Plans.

*Disadvantages:*

- People providing feedback on the Parking Strategy may not provide feedback on local Parking Management Plans believing that they it was not required. This risk will be mitigated through the communications provided during the consultation process. Discussions with stakeholder groups for the first tranche of Parking Management Plans will also begin during this Parking Strategy consultation.

24. Note that the development of the Parking Strategy will lead into the development of Parking Guidelines, which will include the overall technical approaches to parking management. The objectives and principles in the Parking Strategy will direct what approaches will be taken. The guidelines will then be used to ensure consistency in parking management approaches across the district.

25. The first tranche of Parking Management Plans are:

- Queenstown, specifically considering the town centre and surrounds.
- Frankton, specifically considering the western and southern areas where commercial and airport related parking is overlapping with residential parking.
- Wānaka, specifically considering the town centre and surrounds.

26. Subject to the approval of the draft Parking Strategy for consultation, the current timetable for delivery is:

<b>Date</b>	<b>Activity/Milestone</b>
November – end January 2024	Parking strategy consultation  Wānaka, Frankton and Queenstown stakeholder workshops for the respective Parking Management Plans
February – March 2024	Infrastructure Committee and Wānaka-Upper Clutha Community Board workshops on the Parking Guidance and Parking Management Plans
May 2024	Final Parking Strategy to Full Council for endorsement  Draft Parking Guidance and draft Frankton Parking Management Plan and draft Queenstown Parking Management Plan for consultation to the Infrastructure Committee  Draft Wānaka Parking Management Plan for consultation to the Wānaka-Upper Clutha Community Board
June 2024	Consultation on the draft Parking Guidance and 3 draft Parking Management Plans
August 2024	Final Parking Guidance and final Frankton Parking Management Plan and final Queenstown Parking Management Plan to the Infrastructure Committee for endorsement  Final Wānaka Parking Management Plan to the Wānaka-Upper Clutha Community Board for endorsement

27. Other Parking Management Plans will follow as demand requires. These will be developed taking learnings for the development of the first tranche.

28. This report recommends **Option 2** for addressing the matter to ensure the community can provide feedback on the Parking Strategy before it is finalised for Council to consider endorsing it. It is critical that the community has the opportunity to provide feedback so a districtwide Parking Strategy that meets the communities' aspirations can be finalised. The Strategy will then provide direction for the development of the Parking Guidelines and local Parking Management Plans.

### [Consultation Process | Hātepe Matapaki](#)

### **Significance and Engagement | Te Whakamahi I kā Whakaaro Hiraka**

29. This matter is of high significance, as determined by reference to the Council's Significance and Engagement Policy because it will have a high impact on the way parking is managed across the district. This includes, but not limited to: potentially limiting access to parking to specific users; affecting parking fees and transport projects funded by these fees; or supporting the moving of parking to allow for other road users.



30. The persons who are affected by or interested in this matter are all users of the roading corridor, including property frontages, pedestrians, cyclists, public transport users, users of specific parking (such as loading zones and taxi stands) and anyone generally requiring parking.
31. The Council has previously consulted with communities in the district to obtain feedback on proposed parking objectives. This feedback was considered when drafting the objectives contained in the attached parking strategy.
32. The Council will, if approved, consult with the public generally to enable all residents, ratepayers, and users the opportunity to comment of the drafted objectives and associated principles in the draft Parking Strategy.

### **Māori Consultation | Iwi Rūnaka**

33. The Council has not and is not intending to specifically consult with iwi on the Parking Strategy. Iwi will be specifically consulted on each of the Parking Management Plans.

### **Risk and Mitigations | Kā Raru Tūpono me kā Whakamaurutaka**

34. This matter relates to the Community & Wellbeing risk category. It is associated with RISK10021 Ineffective operations and maintenance of property or infrastructure assets within the QLDC Risk Register. This risk has been assessed as having a moderate residual risk rating.
35. The approval of the recommended option will support the Council by allowing for the implementation of additional controls for this risk. This shall be achieved by gaining public feedback on the objectives and principals that will give direction to parking management decisions.

### **Financial Implications | Kā Riteka ā-Pūtea**

36. There are no specific financial implications to Council regarding this decision. Consultation will be carried out using existing budgets.

### **Council Effects and Views | Kā Whakaaweawe me kā Tirohaka a te Kaunihera**

37. The following Council policies, strategies and bylaws were considered:

<b>Document</b>	<b>Purpose</b>	<b>Relevance to parking</b>
<b>Local</b>		
<b>Queenstown Vision Beyond 2050</b>	Establishes the vision for Queenstown Lakes - ' <i>A Unique Place. An Inspiring Future   He Wāhi Tūhāhā</i> '.	The vision underpins everything we do, including parking. The vision is supported by eight vision statements, of which four are relevant to how we manage parking: <ul style="list-style-type: none"> <li>• Thriving people   Whakapuāwai Hapori</li> <li>• Zero carbon communities   Parakore hapori</li> <li>• Opportunities for all   He ōhaka taurikura</li> <li>• Pride in sharing our places   Kia noho tahi tātou kātoa</li> </ul>

<b>Document</b>	<b>Purpose</b>	<b>Relevance to parking</b>
<b>Queenstown Lakes Spatial Plan 2021</b>	Provides the long-term strategic direction for managing the future growth and development in the District.	Seeks a new approach that “focuses on moving people, not cars” The Spatial Plan highlights the need for a proactive approach to managing the supply and pricing of parking to help achieve mode shift and reduce car dependence.
<b>Climate and Biodiversity Plan 2022 – 2025</b>	Details how we will respond to climate change and biodiversity loss within the district.	Seeks a transport system that is low-emission and better connected, which includes the development of parking management plans, and providing dedicated parking for cycle, micromobility, carpooling and electric vehicles (EVs).
<b>Better Ways to Go - Mode Shift Plan 2022</b>	Outlines how the agencies responsible for transport in the District (QLDC, ORC and Waka Kotahi) will work together to get more people walking, cycling and using public transport.	The Plan recognises the importance of parking in shaping urban form and influencing travel demand and transport choices. The need for a parking strategy and parking management plans to manage demand and optimise supply to support mode shift outcomes are included as initiatives within the implementation plan.
<b>Queenstown Transport Detailed Business Case 2020</b>	Establishes the case for investment to transform the town’s transport system to address existing transport deficiencies and accommodate forecast population and visitor growth.	Highlights the need to improve parking management in both Queenstown and Frankton, focusing on managing parking demand rather than supply, reducing circulating traffic, and prioritising on-street parking for service vehicles, taxis and mobility parking needs.
<b>Queenstown Town Centre Master Plan 2018</b>	Articulates the vision for the town centre to respond to the complex challenges associated with high levels of growth in the district	Outlines the need to improve how parking is managed, including the removal of free parking, as well as consideration of new parking buildings on the fringe of the town centre.
<b>Wakatipu Active Travel Single Stage Business Case (SSBC) 2019</b>	Establishes the case for significant investment in cycling facilities across the Wakatipu Basin	Highlights the influence of parking management on the uptake of walking and cycling, as well as the need for cycle parking and storage.
<b>Te Kirikiri / Frankton Master Plan 2020</b>	Outlines the 30 year vision for Te Kirikiri/Frankton to guide future land use and infrastructure planning	Recognises that much of the development in Frankton has been car dominated, including large format commercial and retail development surrounded by areas of surface parking, as well as parking activities generated from Queenstown airport including long stay car parking and storage of rental cars and campervans. As a consequence, the community is facing severe traffic congestion and parking overflow from the airport. The Master Plan identifies an opportunity to improve connectivity between local centres to reduce the amount of land dedicated to parking to service these internal trips.
<b>Te Putahi Ladies Mile Master Plan 2022</b>	Sets the direction and outcomes for future development for Te Pūtahi Ladies Mile to provide improved liveability, community amenity, transport, and social infrastructure for existing and	As a key priority development area identified in the QLD Spatial Plan, the focus is on creating a new transit-oriented neighbourhood. The proposed District Plan Provisions discourage private vehicle ownership through limited car parking and requiring public transport related infrastructure to be in place prior to development.



Document	Purpose	Relevance to parking
	future residents in the wider area.	
<b>Draft Wānaka Master Plan 2019</b>	A 30 year plan and vision to manage the existing issues and ensure the impacts of forecast growth do not undermine the quality and attractiveness of the town centre.	Included actions to remove parking on key streets to enhance the amenity of public space, and reconfiguring parking areas on the fringe of the town centre
<b>Wānaka Lakefront Development Plan 2016</b>	Provides a staged development plan for Wānaka’s central lakefront area.	Aims to reduce vehicle use in the town centre and create “ <i>fresh open spaces and people-friendly places on the lakefront</i> ”. The Plan includes relocating parking on the lakefront reserve to Ardmore Street.
<b>QLDC District Plan</b>	Guides land use and development across the district. The Proposed District Plan is currently being phased in to replace the Operative District Plan	The District Plan strongly influences urban development, including the density, location, and type of development activity, which impacts on traffic generation and parking demand. The District Plan no longer includes minimum parking requirements, however it can and does establish maximum parking requirements for some areas. It also outlines: <ul style="list-style-type: none"> <li>• requirements for coach parking and accessible parking in new developments, and</li> <li>• design guidelines for the size, access, and layout of parking spaces</li> </ul>
<b>Land Development and Subdivision Code of Practice (CoP) 2020</b>	Sets out the minimum standards of infrastructure within new developments	The CoP includes requirements for parking, passing, and loading, and includes minimum requirements for on-street parking.
<b>National and Regional Strategies</b>		
<b>Emissions Reduction Plan (ERP) 2022</b>	Includes the policies, strategies and actions needed to achieve interim greenhouse gas emissions targets, as established in the Climate Change Response Amendment Act 2019,	Incorporates an action to investigate pricing tools such as parking pricing to discourage private vehicle use and promote mode shift to meet emission reduction objectives.
<b>National Policy Statement on Urban Development (NPS-UD) 2020</b>	Aims to remove barriers to development to enable growth in locations that have good access to existing services, public transport networks and infrastructure.	Required Councils to no longer require developers to provide parking for new residential or commercial developments (with the exception of mobility parking). QLDC adopted this change in December 2021. However, without appropriate policies in place, there is a risk that reduced provision of on-site parking will create pressure on on-street parking supply. The NPS-UD strongly encourages local authorities to manage and mitigate effects associated with the supply and demand of carparking through comprehensive parking management plans.
<b>Otago Southland Regional Land Transport Plans 2021-31</b>	Outlines the regional transport investment priorities and community aspirations for transport over the 10-year period.	The plan references the low mode share of public transport and active modes in both Wakatipu and Ōtepoti Dunedin, which is attributed to lack of integrated land use planning, poor parking management, and car-centric transport infrastructure.

38. This matter is included in the Long Term Plan/Annual Plan in Queenstown Parking Improvements. It was identified while considering Queenstown parking improvements (along with the factors discussed in the Context section) that a districtwide strategy was needed to direct parking management decisions across the district, including in Queenstown. Hence the budget initially targeted for Queenstown has been used for this districtwide project.

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**Local Government Act 2002 Purpose Provisions | Te Whakatureture 2002 o te Kāwanataka ā-Kiaka**

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39. Section 10 of the Local Government Act 2002 states the purpose of local government is (a) to enable democratic local decision-making and action by, and on behalf of, communities; and (b) to promote the social, economic, environmental, and cultural well-being of communities in the present and for the future. By presenting the draft Parking Strategy to the community for comment the feedback will assist the final Parking Strategy to be put to Council for acceptance. As such, the recommendation in this report is appropriate and within the ambit of Section 10 of the Act.

40. The recommended option:

- Can be implemented through current funding under the Long Term Plan and Annual Plan;
- Is consistent with the Council's plans and policies; and
- Would not significantly alter the intended level of service provision for any significant activity undertaken by or on behalf of the Council or transfer the ownership or control of a strategic asset to or from the Council.

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**Attachments | Kā Tāpirihaka**

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A	Draft Parking Strategy
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