

### **3.3 PERFORMANCE BASED PARKING MANAGEMENT PRACTICES – POLICY AND GUIDELINES**

<b>Date Adopted</b>	<b>Next Review</b>	<b>Officer Responsible</b>
1 September 2016	30 June 2022	Manager, Community & Regulatory Services

#### **Policy Purpose:**

To ensure that the right amount of parking is available, in the right location and at the right price.

#### **Policy:**

##### **1. INTRODUCTION**

##### **1.1 Introduction of the Policy**

This policy and guideline has been prepared by Council to guide parking management in Rotorua using a performance based parking management approach. This policy applies to the management of on and off-street public parking in Rotorua

This section outlines the aim and objectives of this policy, and provides context and underlying principles adopted by Rotorua District Council in the management of public parking.

##### **1.2 Aims of this Policy**

The aims of this policy are to:

- a) To efficiently utilise the City’s parking supply
- b) To improve parking user quality, convenience, service and information
- c) To ensure that the limited supply of public parking is allocated in an equitable way

##### **1.3 Policy Context and Relevant Documents**

The following documents are relevant to this policy and guideline:

- Rotorua Transport Demand Management Strategy, 2007
- Rotorua Traffic By-law, 2008
- Rotorua Parking Restrictions and Regulations
- Rotorua Urban Design Framework
- Travel Demand Management: Parking Policy Proposal for Rotorua District Council, June 2010
- Council Resolution of 4 November 2015

## 1.4 Context

There is growing awareness of the important role played by parking in the transport system. Successful urban centres depend on having access to a well-managed parking supply. Therefore it is essential that local parking supply is managed in a way that contributes to the Council's strategic visions and goals. In the context of parking, this is to prioritise parking for short stay parking, including visitors, to the city centre, not long stay parking for commuters.

The Parking Policy Proposal for Rotorua District Council (June 2010) and the Rotorua Transport Demand Management Strategy (2007) identified the aim of achieving, on average, a target occupancy of 70-90% of the car parking supply. Achieving this target would mean that approximately 1 in 7 parking spaces are vacant and available, which is seen as efficient use of the parking supply whilst not comprising over use. This enables motorists to readily find a vacant parking space when needed, thereby limiting the time and resources used circulating and looking for a parking space.

Current demand for parking in Rotorua is higher than the desired occupancy rate of 85% in some areas of the city centre. A 2006 parking survey found occupancy to be as high as 95% near Tutanekai Street, a key retail area in the city centre. This is 5% over the target occupancy range. The survey also identified that a major contributor to high occupancy in these areas was high demand for all day parking by commuters.

Parking in the city centre is managed using time-limits of up to two hours and pricing using a mix of single space meters and pay and display machines. There are limited payment options which can make it difficult for parking users and for the monitoring and enforcement of parking regulations. Council also provides off-street parking in a parking building at the top of Pukuatua Street and an additional uncovered car park on Haupapa Street.

Moving away from a 'predict and provide' approach to parking (in which the demand for parking is predicted and provided for mainly through off-street parking requirements) to a parking management approach can have significant benefits for urban centres including:

- Improved public perceptions of parking
- More consumer choice
- Reducing unnecessary vehicle movements in the city centre

## 1.5 Principles Underlying the Policy

This section outlines the underlying principles that guide the management of on-street parking. These principles support a performance based approach to on-street parking management.

Note that some of these underlying principles also have implications for, or in some cases have more relevance to, private parking areas. For example, principle 3 (sharing) is wholly applicable to non public off-street parking areas.

### Principle 1 - Choice

Parking management measures should be designed to positively influence people's travel choices, while also providing consumers with more choice around where to park and how long to park for. This should be done without arbitrarily imposing restrictions (such as time-limits) that reduce people's choice and/or convenience. Furthermore, policies must ensure that choices that reduce the demand for parking are rewarded. By way of an example of how people can be 'rewarded' see principle 2 below.

## **Principle 2 – Pricing**

Users should pay directly for the parking they use. This reduces the costs for those people who choose to use less parking, through substitution (i.e. changing transport mode) or conservation (reducing travel). The parking management should aim to create accurate price signals for consumers which will enable more informed transport decisions about transport modes and trip management.

## **Principle 3 – Sharing**

Parking facilities should serve multiple users and destinations. This will allow for parking resources to accommodate variations in peak demand associated with different land uses. Price signals should encourage all organisations, particularly the private sector, to consider opportunities to share parking more efficiently.

## **Principle 4 - User Convenience**

Consumers should be able to find a park where and when they need it. Consumers need to be informed of the location, prices, availability, regulations and penalties associated with the use of parking facilities. Parking information needs to be provided in a clear and legible way.

## **Principle 5 – Quality Design**

An emphasis on the quality of parking facilities is as important as the quantity of parking provided. Parking facilities should be designed so as to support, urban design principles, passive surveillance, pedestrian accessibility, convenience, security, and user information.

## **Principle 6 – Peak Demand Management**

Special measures will be implemented for large and infrequent events to deal with peak demands to reduce the negative impacts of driver frustration, illegal parking and traffic congestion. Special events should be managed using travel demand management measures such as free public transport and/or providing suitable areas to accommodate over-flow parking.

## **Principle 7 – Simplicity**

The aim of parking enforcement is not to raise revenue, but to encourage compliance. Parking regulation is often difficult to understand or confusing which leads to poor public perceptions of parking. It is important to regulate parking in a way that is simple and legible and therefore contributes to user convenience.

## **Principle 8 - Prioritisation**

The most desirable parking spaces should be managed to support high-priority users. This principle effectively seeks to establish a hierarchy of parking users based on their specific needs which will reflect personal circumstances or vehicle geometry.

The hierarchy of parking users will be informed by the precincts identified in the Rotorua Urban Design Framework 2010 including:

- Tutanekai Precinct
- Lakefront Precinct
- Haupapa Precinct
- Southern Edge Precinct

A hierarchy of users will include provision for:

- Visitors and shoppers
- Mobility space users
- Campervans
- Taxis
- Buses
- Commuters

The priority given to users will depend on the strategic goals for each area.

#### **Principle 9 – Effective Utilisation**

Parking should be managed so that spaces are frequently occupied according to desired occupancy rates and to encourage frequent turnover and a good availability of parking.

#### **Principle 10 - Comprehensive Analysis**

All costs and benefits should be considered when managing parking resources, with the most cost effective strategy implemented first. Expansions in parking supply are not usually the most cost effective approach when compared to demand management measures.

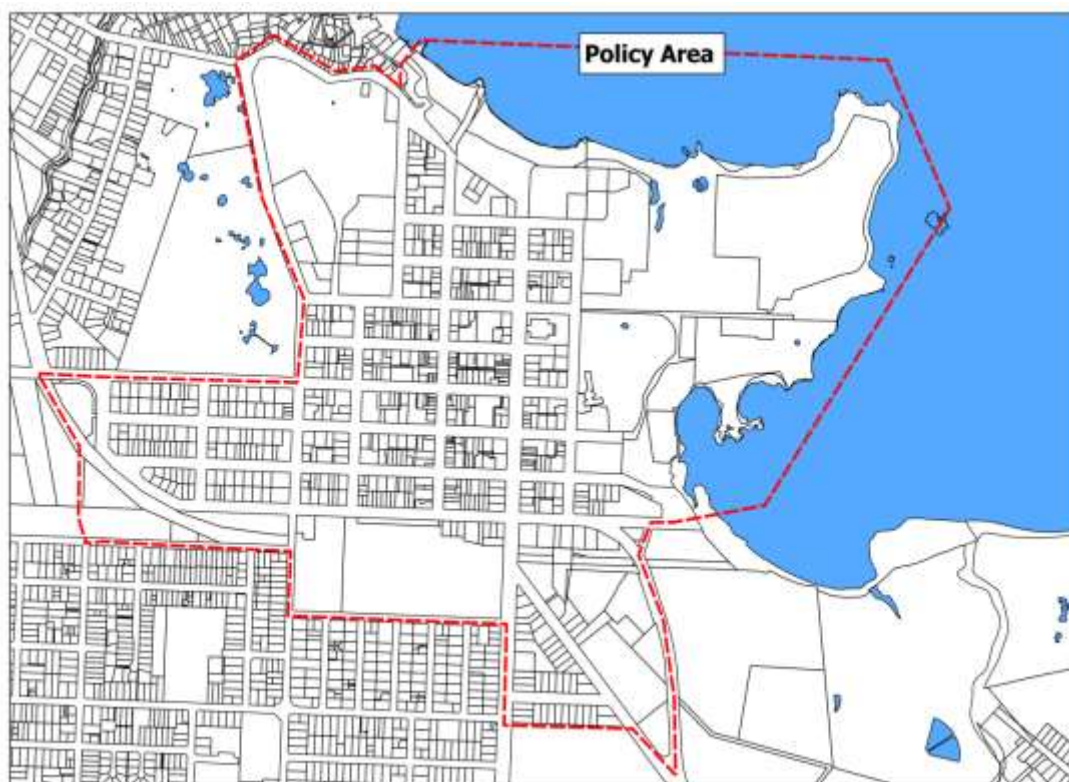
## 2. PERFORMANCE BASED PARKING MANAGEMENT GUIDELINES

This section provides an overview of the guidelines that support the policy outlined in section 1.

### 2.1 **Applicability**

This policy and accompanying guidelines are to be applied to public on and off-street parking in Rotorua with a focus on parking on the city centre, which, for the purposes of this document, is shown in Figure 1 below.

**Figure 1: The Policy Area**



There are approximately 2,700 on-street parking spaces in this area. This policy applies to all parking spaces currently available in the city centre area. This includes all-day parking, metered parking, disabled parking and motorcycle parking.

### 2.2 **Priority of users**

Priority for parking is given to visitors to the city centre and customers of local businesses. The use of on-street parking spaces for commuter parking is seen as a low priority. Instead off-street parking is seen as being more appropriate for use by long-stay visitors and commuters.

## 3. POLICY GUIDELINES

### 3.1 **Occupancy**

Council will manage demand such that utilisation normally sits within 70-90% of available parking supply during the working week. Council aims to have 1 in every 7 parking spaces available for parking, with an average occupancy rate of around 85%. This occupancy rate is in line with international best practice.

The target parking occupancy rate is not set at 100% because some spaces should always be available. This increases the chances of drivers finding a space where and when they want it and reduces the need for searching for parking spaces which can have negative impacts on the quality of the city centre.

Where average parking demand falls outside the 70-90% occupancy range, then Council will consider the following possible actions:

- Demand falls below 70% - Council will consider relaxing time restrictions and/or reducing prices, if they apply, to increase demand. Where prices apply, they should be allowed to vary, depending on demand.
- Parking demand exceeds 90% - Where prices do not already exist, when demand exceeds 90% Council will implement prices for parking. Even in situations where P120 limits apply (and are enforced), then Council will consider implementing pricing (by way of pay and display). This will be targeted to areas of high demand rather than across a wider arbitrary area.
- Parking demand exceeds 90% - Where prices do already exist, when demand exceeds 90% Council will consider raising the price.
- Where demand is within or exceeds the target occupancy range, Council will install payment technology enabling customers to have a range of convenient payment options.

Council shall provide a minimum of one disabled park on every street, bounded by intersections where feasible.

### **3.2 Pricing**

Pricing will be the primary tool for managing the demand for public parking in the city centre. This will be done using demand responsive pricing. On-street parking may be priced where justified by demand (as per section 3.1).

When and where demand for parking is high (over 90% occupancy) prices may be raised. Inversely, when and where demand for parking is low (under 70% occupancy) prices may be reduced.

The pricing used will be at the lowest rate in order to manage demand. This means that in some areas where parking demand is particularly low parking may not be priced at all.

Pricing may vary depending on the time of day and corresponding demand patterns. For example if peak demand is between 10am and 4pm then the highest prices will apply and if demand is lowest between 10pm and 6am then no charge may apply. Prices will also vary across weekdays and weekends.

Refer also to section 3.4 below regarding Council's commitment to the monitoring of parking demand when prices are adjusted.

Parking prices shall be set as any multiple of \$0.50 and 0.5 hours starting with no charge and with no upper limit.

Price adjustments shall be delegated to the Director, Transport Solutions.

### **3.3 Time-Limits**

Time-limits will no longer be the primary means of managing parking in the city centre. Instead the Council will use demand responsive pricing to manage parking turnover and achieve the desired level

of parking availability. Removing time-limits or relaxing them will allow people to park for longer if they want to.

Where prices cannot be justified, time limits of no less than P120 can be introduced to areas that have no parking restrictions. Parking with time-limits of under P120 have several negative impacts, including discouraging high-value customers and increased vehicle shifting. For this reason time-limits of less than P120 will not be used. Note that this limit does not apply to loading zones.

### **Special Time Limited Zone**

Council by resolution following feedback from the Inner City retailers initially then from the general public, amended the policy over the core part of the CBD, and introduced free 1 hour parking and paid 3 hour parking. See attached Plan Appendix 1

## **3.4 Monitoring and Evaluation**

Council will regularly monitor parking supply and demand patterns in order to make informed parking management decisions and assess their effectiveness. This will also ensure that Council are aware of the total parking supply in the city centre and how it is changing.

For the purposes of managing the demand for parking in the city centre, the following performance measures will be used:

- Parking space occupancy rates
- Length of stay
- Number of infringements
- User satisfaction

Occupancy should be in line with the desired occupancy set out in 0.

The data may be collected through:

- Parking payment technology
- Resident Satisfaction Surveys
- General feedback to customer service staff
- Enforcement and monitoring data and information

Data will be reviewed annually and parking pricing will be adjusted in order to achieve or maintain the desired occupancy rate.

### **On-street parking data collection**

Linking durations to revenue for specific meters will provide greater information on overpayment, payment avoidance and parking overstay.

On-street parking occupancy data will be disaggregated in relation to the applicable restrictions in each block. The purpose of disaggregating occupancy data is to identify different demand patterns in restricted areas. This will improve the understanding of the impacts of certain restrictions such as time-limits and pricing.

### **Public Off-street parking data collection**

Council may consider collecting the following information for each vehicle:

- Entrance time

- Exit time

If this information is stored for each ticket, Council will be able to more accurately estimate:

- Duration of stay for each vehicle
- Car-park utilisation for each hour (car parks occupied as a proportion of total car-parks)
- Expected revenue (this can be determined by the duration of stay by each vehicle and will allow Council to compare expected revenue with what has actually been collected)

### **Private off-street parking data collection**

In order to fully understand the demand for public parking Council needs to assess the total parking supply in the city centre, including private off-street parking.

Collecting this information will help Council to ensure there is enough on and off street parking supplied in the city centre by allowing Council to respond to any significant changes in off-street supply accordingly.

Council will undertake an initial baseline survey of private off-street parking at the outset of the new approach to parking management. These results will then be compared to future surveys. These will be undertaken every two – three years dependant on the rate of development in the city centre.

### **3.5 Payment Technology**

Council will improve opportunities for users to pay for parking using parking payment technology. The use of parking payment technology has the added advantage of providing data on utilisation without the need for manual surveys.

Where applicable Council will install and update parking payment technology that will allow users greater flexibility in paying for parking. In the initial stages it may be necessary to trial some parking technology to determine whether or not permanent upgrades are needed. Permanent upgrades may be limited to areas of the city centre with the highest demand and will be dependent on forecasted revenue and investment costs.

The increased costs associated with technology upgrades will be measured against the expected revenue and increased benefits to the public and the Council. Investigations will be undertaken to ensure that investment can be justified.

The technology implemented will allow for payment by debit or credit card, cash, and mobile phone credit transfers and have the ability to be adapted to future technology including accept smart card payments.

### **3.6 Fees and Charging**

These will vary in different parts of the city centre and will be based on demand and desired occupancy in accordance with sections 0 and 0.

### **3.7 Enforcement**

The successful implementation of a performance based approach to parking management is reliant on effective enforcement of parking regulations and restrictions. Parking enforcement practices will be regularly reviewed and updated to ensure that best practice is applied.\



Effective enforcements will include the following practices:

- Clearly established enforcement procedures
- Enforcement that is consistent, efficient, and fair
- Progressive enforcement policy that starts with education and warnings, before fines are applied, particularly when changes to parking management are made, such as when parking technology is introduced, or prices or time limits are changed
- Educating the parking users and local businesses on the policy, regulations and the benefits of effective enforcement
- Fines that are high enough to motivate users to follow the regulations, but not so high that they are generally perceived as draconian or unfair
- Frequent and visible monitoring of parking
- Appropriate enforcement procedures for special events and activities

### **3.8 Allocation of Parking Revenue**

Pricing of parking is first and foremost about managing demand for parking, rather than gathering revenue. Therefore, as much as practicable, parking revenue will be reinvested directly into the areas of the city from which it is raised.

This will be done by ring-fencing parking revenue. This revenue will be used to fund projects that benefit the community that will include, but is not limited to, streetscape upgrades, and safety improvements in the city centre.

Council will use notices and other media to inform the public that their parking fees are being reinvested into the community where it is being collected.

### **3.9 Parking Information**

Council will develop communication and marketing material to ensure the community are informed about its approach to managing public parking.

Council will ensure that parking user information is available in the form of signage, maps, brochures and website information. This will indicate information on parking availability, prices, fines and penalties, and regulations.

Fees and charging rates will be displayed on meters and on the Council website.

The location of alternative off-street parking facilities will be clearly signposted using directional signage for drivers wishing to park for longer time-periods. New display technology will be installed for this purpose when it can be justified.

Adequate parking user information will help to minimise the need for enforcement by ensuring that all users are well-informed.

### **3.10 Peak Demand Parking Management**

At times a need arises to manage excessive parking demands due to one-off and/or seasonal special events such as concerts, sports events, cultural events and Christmas shopping. Managing parking peaks can help to mitigate the negative consequences associated with excessive demand such as congestion, unsafe/illegal parking and driver frustration.

A peak demand management plan is essentially a combination of strategies that seeks to manage peak demands for parking using existing parking facilities or makeshift areas, rather than increasing parking supply. This could include a combination of the following strategies for managing peaks in demand for parking:

- Signage to identify when parking areas are full, as well as to direct vehicles to alternative parking areas
- Identification of appropriate temporary parking that may be shared, such as opening up parking at a school or commuter park and ride for the period immediately before Christmas when demand for these uses is low.
- Including the cost of public transport passes in the ticket price for special events, such as sports and cultural events
- Retailer funded reimbursement of public transport travel costs



## **4. PLANNING AND DEVELOPMENT SOLUTIONS**