



**WHANGANUI
DISTRICT COUNCIL**
Te Kaunihera a Rohe o Whanganui

**Statement of Proposal
for
Parking Management Plan 2017
and
Proposed Parking Bylaw 2017**

1. SUMMARY OF INFORMATION

Whanganui District Council (“the Council”) is seeking feedback on:

- Parking Management Plan 2017 (“the management plan”) with possible changes to:
 - parking time limits within Victoria Avenue;
 - parking tariffs within the town centre;
 - other minor changes to the parking rules including St Hill Street, airport parking, disabled parking outside of the main town centre and parking exemptions.
- Proposed Parking Bylaw 2017 (“the proposed bylaw”) which:
 - enforces the parking rules within the parking management plan; and
 - provides rules to avoid the stopping, standing or parking of vehicle in a locations or for a purposes that are likely to adversely impact on the safe or efficient use of the road.

Council has considered that the proposed bylaw is the is the most appropriate form of the bylaw to address the parking, stopping and standing within Council controlled road and does not give rise to implications under the New Zealand Bill of Rights Act 1990.

2. BACKGROUND AND REASONS FOR PROPOSAL

Council is reviewing its approach to parking in response to the change in the strategic direction set by Making Whanganui Visible – Regeneration Strategy for Whanganui Town Centre (“town centre regeneration plan”). The town centre regeneration plan seeks to encourage more pedestrian activity and longer stays for visitors which promotes additional economic activity.

To encourage longer stays within the town centre Council is proposing to amend the parking management plan to extend the maximum parking times within Victoria Avenue from 60 minutes to 90 minutes.

In addition, the minor changes to parking are proposed on the western side of St Hill Street between Guyton Street and Ingestre Street with increases in time limits to accommodate the change in activities and the identification of suburban disabled parking and airport parking to bring it under parking management plan.

Parking exemptions are proposed to be retained for mobility card holder, super gold card holders, trade persons and special permits as these exemptions allow better access to business and services for less able bodies persons, extend the usage of the town centre, reduce transaction costs and provide a wider benefit to Whanganui District.

In order for Council to enforce the parking rules, Council requires a bylaw. The existing Traffic Bylaw 2011 will lapse on 18 April 2018 along with the existing Council parking rules enforced by this bylaw.

The proposed Parking Bylaw 2017 will replace the existing parking provisions within the Traffic Bylaw 2011 and provides for enforcement of the parking rules and rules to avoid the stopping,

standing or parking of vehicles in a location or for purposes that are likely to adversely impact on the safe or efficient use of the road.

3. Options for Consideration

Parking Time limits

The town centre regeneration plan seeks to encourage economic development within the town centre by encouraging more pedestrian activity and longer stays for visitors.

Victoria Avenue is the main high-street for Whanganui and contains a number of the services including banks, pharmacies, post shop, smaller retail and cafes and restaurants. The parking within Victoria Avenue while busy at peak times (69% occupancy) has the capacity to allow for increased stay while still allowing for customers to access the businesses within the town centre.

A. Victoria Avenue – Time limits

Option A1 – Retain the existing P60 parking within Victoria Avenue (status quo)

Under this option the existing P60 parking would be retained. This option prioritises shorter stays for visitors and a higher vehicle turnover over increased pedestrian activity. This option does not give effect to the town centre regeneration plan.

Option A2 – Extend the existing P60 parking within Victoria Avenue to P90 (Preferred option)

This option would extend the existing P60 parking within Victoria Avenue to P90 (see map below).

Increasing parking time limits to 90 minutes is consistent with the town centre regeneration strategy which seeks to increase visitors' length of stay within the town centre. An increase in time limits allows for visitors to park at one location and walk to multiple destinations which will increase activity on the footpath, encouraging additional economic activity, and reducing the frequency of vehicles driving between blocks within Victoria Avenue.

Option A3 – Extend the existing P60 parking within Victoria Avenue to P120

This option would extend the existing P60 parking within Victoria Avenue to P120 and is consistent with the town centre regeneration strategy.

The increase in the parking time limits from P60 to P120 will change the nature of the parking within Victoria Avenue as there will no longer be a distinction between parking within the town centre and on the fringe of the town centre where the parking time limit is currently P120. This may see workers and other longer term parking directly outside the main retail area when they would have otherwise parked within side streets or on Victoria Avenue north of Ingestre Street.

Comparison of options

	Option A1 Retention of the existing time limits within Victoria Avenue at P60 (status quo)	Option A2 Extension of time limits within Victoria Avenue to P90 (Preferred)	Option A3 Extension of time limits within Victoria Avenue to P120
Benefits	<ul style="list-style-type: none"> • More parking availability when compared to the P90 or P120 due to higher turnover of parking. 	<ul style="list-style-type: none"> • Consistent with the Town Centre Regeneration Strategy • Supports longer stays by visitors to the town centre. • Encourages additional pedestrian activity to boost economic activity. • Increased pedestrian safety with fewer cars traveling between the blocks within Victoria Avenue. • Longer park time allows for less able bodied persons to access services better. 	<ul style="list-style-type: none"> • Consistent with the Town Centre Regeneration Strategy. • Supports longer stays by visitors to the town centre. • Encourages additional pedestrian activity to boost economic activity. • Increased pedestrian safety with fewer cars traveling between the blocks within Victoria Avenue. • Additional time allows for less able

	Option A1 Retention of the existing time limits within Victoria Avenue at P60 (status quo)	Option A2 Extension of time limits within Victoria Avenue to P90 (Preferred)	Option A3 Extension of time limits within Victoria Avenue to P120
			bodies persons to access services better.
Costs	<ul style="list-style-type: none"> • Inconsistent with the Town Centre Regeneration Strategy. • Does not support economic development by encouraging increased pedestrian activity. 	<ul style="list-style-type: none"> • Less availability of car parking compared to retention of the P60. 	<ul style="list-style-type: none"> • Less availability of car parking compared to P60 and P90 options, particularly at peak times, due to lower turnover of parking. • There is likely to be an increased usage by workers or long term users which may impact the turnover and availability for visitors to the town centre.

B. Parking Tariffs

Parking tariffs are a method of managing parking demand by putting a cost on the time spent in a parking space. This cost encourages higher turnover of vehicles, shortening the likely stay of visitors, and requiring those who wish to stay longer to either park further away or pay more. Parking tariffs also provide a source of income to the Council that would otherwise need to be met by rates or a reduction in levels of service.

Council currently receives approximately \$340,000 per annum for on-street parking tariffs and fines within Whanganui town centre. The loss of revenue would need to either be recouped from savings elsewhere or funded through rates.

Whether or not Council chooses to have parking tariffs, sensor parking is proposed to be installed to monitor parking usage. Sensor parking works by registering when a car first enters a car park and when it leaves. The information from the sensors can be used to monitor whether or not the parking time limits and tariffs are effective at achieving the Council's policy objectives and is consistent with the town regeneration strategy.

Option B1 – Remove the parking tariffs from on street parking within Whanganui town centre on Victoria Avenue, Guyton Street and St Hill Street

Under this option the parking tariffs for on street parking within Whanganui town centre on Victoria Avenue, Guyton Street and St Hill Street would be removed with parking sensors being installed. This option in conjunction Option A2 or A3 is expected to be most effective at encouraging visitors to spend longer within the town centre with an associated increase in pedestrian and economic activity. This option is consistent with the town centre regeneration strategy.

Option B2 – Retain the parking tariffs from on street parking within Whanganui town centre on Victoria Avenue, Guyton Street and St Hill Street (Preferred option)

Under this option the existing parking tariffs would be retained with parking sensors being installed. The retention of parking tariffs is likely to partly counteract options A2 or A3 with increases in parking times within Victoria Avenue by retaining a cost to the individual to access the town centre.

Comparison of options

	<p>Option B1</p> <p>Removal of parking tariffs for on street parking within Whanganui town centre on Victoria Avenue, Guyton Street and St Hill Street</p>	<p>Option B2</p> <p>Retention of the parking tariffs from on street parking within Whanganui town centre on Victoria Avenue, Guyton Street and St Hill Street (status quo and preferred)</p>
<p>Benefits</p>	<ul style="list-style-type: none"> • The installation of parking sensors is consistent with the Town Centre Regeneration Strategy. • The removal of tariffs reinforces the benefits of an extension to the parking time limits by reducing the perceived cost of accessing the town centre for an individual. • Supports longer stays by visitors to the town centre as users no longer have a cost associated with the time spent parked within the town centre. • Encourages additional pedestrian activity to boost economic activity. • Increased pedestrian safety with fewer cars travelling between the blocks within Victoria Avenue. 	<ul style="list-style-type: none"> • The installation of parking sensors is consistent with the Town Centre Regeneration Strategy. • The cost of parking requires users to have an intent to utilise business and services. • Cost of parking encourages a greater turnover of vehicles increasing parking availability. • Retention of \$340,000 in annual parking revenue.

	<p>Option B1</p> <p>Removal of parking tariffs for on street parking within Whanganui town centre on Victoria Avenue, Guyton Street and St Hill Street</p>	<p>Option B2</p> <p>Retention of the parking tariffs from on street parking within Whanganui town centre on Victoria Avenue, Guyton Street and St Hill Street (status quo and preferred)</p>
Costs	<ul style="list-style-type: none"> • Reduction of \$340,000 in annual revenue from parking tariffs. This would need to be funded from rates. • Reduction in parking availability in Victoria Avenue, Guyton Street and Ridgway Street as vehicles are likely to park closer to the town centre to avoid parking tariffs in adjacent streets when they are parking for less than the allowable time in Victoria Avenue. • \$322,000 capital cost for installation of parking sensors and removal of existing meters. 	<ul style="list-style-type: none"> • The retention of tariffs reduces the benefits of an extension to the parking time limits by retaining a cost to the individual to access the town centre. • Does not support increased economic development by increased pedestrian activity. • \$860,000 capital cost for installation of parking sensors and upgraded meters.

Minor changes to parking

C. **St Hill Street – Between Guyton Street and Ingestre Street**

Through the review of the parking management plan and pre-consultation feedback, the parking time limits within St Hill Street, between Guyton Street and Ingestre Street, have been found to be inadequate due to relocation of the Ministry of Social Development office.

Option C1 – Increase parking time limits on the western side of St Hill Street between Guyton Street and Ingestre Street (Preferred option)

Under this option, moving from Guyton Street north, the mobility carpark would be retained with the three following parks becoming P30. The remaining parking spaces on the western side of St Hill Street would become P120. This option recognises the

change in use in the surrounding activities with the addition of the new Ministry of Social Development office, with the need for longer term parking, while still maintaining shorter term parking for the retail on the corner of Guyton and St Hill Street.



Figure 2 - Increased parking time limits within St Hill Street between Guyton and Ingestre Streets

Option C2 – Retain the existing parking time limits on the western side of St Hill Street between Guyton Street and Ingestre Street

This option would retain the existing mixture of P15 and P120 on the western side of St Hill Street. The existing parking controls provided P15 parking for the old gas department building which is no longer required and does not meet the need for longer term parking for the Ministry of Social Development office with spill over impact on the adjacent businesses.

Comparison of options

	Option C1 Increase parking time limits on the western side of St Hill Street between Guyton Street and Ingestre Street (Preferred)	Option C2 Retention of the existing parking time limits on the western side of St Hill Street between Guyton Street and Ingestre Street (status quo)
Benefits	<ul style="list-style-type: none"> Recognises the change in the use of the St Hill Street with the relocation of the Ministry of Social Development office. Combination of the P30 and P120 car parking spaces allow for increased accessibility to retail and Age Concern while recognising the longer times needed for accessing Ministry of Social Development services. 	<ul style="list-style-type: none"> Retains the existing availability of short stay parking (P15) for visitors to Age Concern.
Costs	<ul style="list-style-type: none"> Reduction in the availability of short stay parking (P15) for visitors to Age Concern. 	<ul style="list-style-type: none"> Does not recognise the change in surrounding services with the need for longer parking times.

D. Identification of suburban mobility parking

As part of the review of the parking management plan it has been identified that the mobility parking spaces outside of the town centre are not included within the current parking rules and therefore cannot be enforced. Parking officers have identified this as an issue as these parking places are important for disability users to access to services and businesses within the suburban areas and there have been complaints regarding the use of these spaces by able bodied persons.

Option D1 – Formalise the suburban parking controls for mobility parking at Churton Street and Puriri Street (Recommended option)

This option would formalise existing suburban parking practices for mobility parking at Churton Street and Puriri Street. This option recognises the need to provide for mobility parking spaces and retain access to facilities outside of the town centre.

Option D2 – Retain the existing parking controls at Churton Street and Puriri Street

Under this option the existing parking control would remain in place. This option would limit Council’s ability to enforce the existing marked disability parking spaces if an issue were to arise.

Comparison of options

	Option D1 Formalise the suburban parking controls for mobility parking at Churton Street and Puriri Street (Recommended)	Option D2 Retain the existing parking controls at Churton Street and Puriri Street (status quo)
Benefits	<ul style="list-style-type: none"> Marked mobility parking spaces are available for use by persons displaying a mobility parking permit. Council is able to enforce the use of mobility parking spaces. 	<ul style="list-style-type: none"> That mobility parking spaces within the suburban area are available to all vehicle users.
Costs	<ul style="list-style-type: none"> Less parking available for able bodied persons within the suburban areas. 	<ul style="list-style-type: none"> Council is unable to enforce the use of mobility parking spaces. Marked mobility parking spaces are not always available for use by mobility persons.

Comparison of options

	Option E1 Formalise the parking controls at the Whanganui Airport (Preferred)	Option E2 Retain the existing parking controls at Whanganui airport (status quo)
Benefits	<ul style="list-style-type: none"> • Parking in close proximity to the terminal is available to pick-up and drop-off passengers at the terminal. • Paid long term parking provides an income for the provision of the secure parking services. • Parking can be enforced. 	<ul style="list-style-type: none"> • Parking in close proximity to the terminal generally available to pick-up and drop-off passengers at the terminal.
Costs	<ul style="list-style-type: none"> • Travelers will be required to park in the long term paid parking unless they are dropped off and picked up. • Additional staff resource to monitor. 	<ul style="list-style-type: none"> • Council would be unable to enforce the parking controls at Whanganui Airport • May result in long term parking close to the terminal that will reduce short stay parking.

F. Parking exemptions

Parking exemptions allow Council to adjust the parking provisions where there is an identified need such as mobility card holders; an identified benefit to the wider community; or significantly reduced transaction costs. Council is proposing to have the following parking exemptions:

Exemption	Benefit	Cost
<p>Mobility card holders</p> <p>May parking in a general parking place or mobility parking place for up to the maximum stated parking time plus up to 30 minutes additional per usage</p>	<ul style="list-style-type: none"> Allows less able bodied persons additional time to access businesses and services 	<ul style="list-style-type: none"> Parking is unavailable for other users
<p>Super Gold Card Holders</p> <p>May park without the payment of the applicable tariff between 8am and 11am Monday to Friday</p>	<ul style="list-style-type: none"> Encourages super gold card holders to utilise the town centre before peak usage time thereby extending business operating times 	<ul style="list-style-type: none"> Parking is unavailable for other users Users unclear that exemption only relates to tariffs and not times Existing system is open to abuse but is recommended for review to better achieve objectives
<p>Trade persons permit</p> <p>May park within parking places subject to the payment of an annual charge and the conditions of the permit</p>	<ul style="list-style-type: none"> Reduces transaction cost for Council Allows trade persons to effectively and efficiently operate in the town centre for short periods of time 	<ul style="list-style-type: none"> Parking is unavailable for other users

Exemption	Benefit	Cost
<p>Special parking permit</p> <p>Used for special events or where there is benefit to the Council or community</p>	<ul style="list-style-type: none"> Allows Council to grant special parking permits for activities or events that provide a benefit to the wider Whanganui District 	<ul style="list-style-type: none"> Parking is unavailable for other users

Bylaw

Council requires a bylaw to enforce the parking rules. While there is an existing Traffic Bylaw 2011 that addresses parking this will lapse on 18 April 2018 along with any Council parking rules enforced by this bylaw.

In addition to controlling parking within designated parking places, the parking, stopping or standing of vehicles in inappropriate locations has the potential to have negative impacts on both the safe and efficient operation of the roading network. The stopping or standing of vehicles, if undertaken in inappropriate places, can obstruct other users and block sightlines for safe driving. In addition, undertaking activities which encourage pedestrians to be actively concentrating on something other than other users of the road should be limited unless absolutely necessary. The existing rules on the following activities are proposed to be retained:

- parking vehicles off a roadway where possible
- not parking vehicles for display or sale
- not carrying out major repairs of vehicles on the road
- not leaving broken down vehicles on the road for a period exceeding seven days

Option G1 – Adopt the Proposed Parking Bylaw 2017 (Preferred option)

Under this option Council would adopt the Proposed Parking Bylaw 2017. The bylaw would cover two main parts. The first would give effect to the parking management plan with controls for parking within designated places. The second part would provide rules to avoid stopping, standing or parking of vehicle in a locations or for a purposes that are likely to adversely impact on the safe or efficient use of the road.

Option G2 – Allow the Traffic Bylaw 2011 to lapse along with the existing Council parking controls enforced by the existing bylaw

Under this option Council would allow the existing Traffic Bylaw to lapse. This would remove Council parking rules on local roads.

Comparison of options

	<p>Option G1</p> <p>Adopt the Proposed Parking Bylaw 2017 for consultation (Preferred)</p>	<p>Option G2</p> <p>Allow the Traffic Bylaw 2011 to lapse along with the existing Council parking controls enforced by the existing bylaw (Status Quo)</p>
<p>Benefits</p>	<ul style="list-style-type: none"> • Enables Council to effectively undertake its duties as road controlling authority. • Enables Council to enforce the existing or future parking rules which have the potential to impact on the: <ul style="list-style-type: none"> ○ safe operation of Council’s roading network ○ efficient operation of Council’s roading network, including ensuring that sufficient parking is available for visitor to the businesses and services within the town centre. • Enable Council to collect parking tariffs where these were considered to be appropriate to encourage the efficient use of parking resource 	<ul style="list-style-type: none"> • Council will no longer require the operational expense of the parking enforcement activity

	<p>Option G1</p> <p>Adopt the Proposed Parking Bylaw 2017 for consultation (Preferred)</p>	<p>Option G2</p> <p>Allow the Traffic Bylaw 2011 to lapse along with the existing Council parking controls enforced by the existing bylaw (Status Quo)</p>
<p>Costs</p>	<ul style="list-style-type: none"> • Council will be required to fund the operational expense of the parking enforcement activity 	<ul style="list-style-type: none"> • Council is unable effectively undertake its duties as road controlling authority. • Council would be unable to enforce the existing or future parking controls which has the potential to impact on the: <ul style="list-style-type: none"> ○ safe operation of Council’s roading network ○ efficient operation of Council’s roading network, including ensuring that sufficient parking is available for visitor to the businesses and services within the town centre • Council would be unable to collect parking tariffs where these were considered to be appropriate.

4. DETERMINATION OF APPROPRIATENESS

Section 22AB of the Land Transport Act 1998 provides for bylaw making power for road controlling authorities to make bylaws specified purposes including the prohibiting or restricting the stopping, standing, or parking of vehicles on any road.

The Council reviewed the issues related to the proposed bylaw and determined that a bylaw is the most appropriate way to address the problems identified.

5. FORM OF BYLAW

The proposed parking bylaw is considered the most appropriate form of bylaw to address the issues and for the purpose of public consultation.

6. NEW ZEALAND BILL OF RIGHTS ACT 1990

The Act requires the Council to determine whether there are any implications for the proposed bylaw under the New Zealand Bill of Rights Act 1990 i.e. no bylaw may be made that is inconsistent with that Act. In Council's opinion the proposed bylaw does not contain any provision that is in conflict with the New Zealand Bill of Rights Act 1990.

Following the prescribed special consultative procedure set out in section 83 of the Act the Council will consider the final draft of the proposed bylaw and its New Zealand Bill of Rights Act 1990 implications, if any.

7. CONSULTATION AND SUBMISSION

In making, amending, or revoking a bylaw, Council must use the Special Consultative Procedure set out in section 83 of the LGA 2002. Council has prepared and adopted the proposed bylaw for public consultation. Any person can make a submission on the proposed bylaw.

A copy of the Statement of Proposal, including the proposed bylaw and information about making a submission can be obtained from the Council website

www.whanganui.govt.nz

You can make a submission online at www.whanganui.govt.nz/haveyoursay or alternatively submission forms are available from the Whanganui District Council Customer Service counter at the main municipal building located at 101 Guyton Street, the Davis Central City Library and Gonville Library. Please indicate whether you would like to speak to your submission and include contact details. People who wish to be heard by Council will be given the opportunity to do so. The hearing of submissions is scheduled for the **23 November 2017** at the main municipal building located at 101 Guyton Street.

For any queries please contact Justin Walters, Policy Analyst on (06) 349 0001.

The period for making submissions is from **28 September until 3 November 2017**.

8. Attachments

Attachment 1 – Parking Management Plan 2017

Attachment 2 – Proposed Traffic and Speed Limits Bylaw 2017