

QLDC Council  
25 May 2017

### Report for Agenda Item: 3

**Department: Property & Infrastructure**

#### **Parking restrictions – Frankton and Glenda Drive**

##### **Purpose**

The purpose of this report is to inform the Council of current issues with parking on:

- State Highway 6 between the Shotover Bridge and the Kawarau Falls Bridge and its effect on parking in Frankton's residential streets
- Glenda Drive to enable the stage 1 opening of the Hawthorne Drive extension

and recommend changes to be implemented to resolve these issues.

##### **Recommendation**

That Council:

1. **Note** the contents of this report;
2. **Approve** parking restrictions on Frankton streets west of Kawarau Road identified on the map in Attachment B to a 48-hour zone parking area at all times and a prohibition on parking on the road verges.
3. **Approve** parking restrictions on the full length of Hawthorne Drive and Glenda Drive to be 'No Parking' at all times.
4. **Approve** an annual cost of \$180,000, commencing 2017/18, and a one-off cost of \$7,000 in the 2016/17 financial year for an additional enforcement resource to enforce parking restrictions across Frankton.

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10/05/2017

## **Background**

### **Kawarau Road (State Highway 6) removal of on-road parking**

1. Due to complaints about the visual impact of vehicles parked along State Highway 6 between Shotover Bridge and the Kawarau Bridge and the dangerous manner in which some vehicles are parking, the New Zealand Transport Agency (NZTA) will be banning parking along this stretch of road from June 2017. (See Attachment D.)
2. As the majority of the on-road parking on Kawarau Road has been identified as overflow from the airport, the airport is building and operating a park and ride for customers with airline tickets.
3. Local streets in Frankton have also been used as overflow parking from the airport, prompting Council to implement a 48 hour parking restriction on McBride Street, Ross Street, Douglas Street and Robertson Street at its November 2015 meeting. Some local streets beyond McBride Street in Frankton (west of Kawarau Road) are now also being used for parking by airport users, especially around Remarkables Primary School which has reported more long term parked vehicles making it harder for parents to find parking around the school.

### **Glenda Drive removal of on-road parking**

4. Glenda Drive is an industrial area and on any given working day the vast majority of the on-street parking is full. A parking survey has indicated that the majority of vehicles are parking for 8 hours or more.
5. With all the on-street parking constantly full or close to full this narrows the road significantly creating obstacles and slowing traffic flow. Removal of on street parking will enable Glenda Drive to be utilised as a through route for the pre-winter opening of Hawthorne Drive.

## **Comment**

### **Kawarau Road removal of on-road parking**

6. Although the 'No Parking' restriction on Kawarau Road will be made law through the NZTA Traffic Control Bylaw, it is anticipated that the enforcement of the law will be transferred by delegation to Council. This will need an increase in the enforcement resource within Council's regulatory team.
7. Given there is already some overflow parking from the airport on some Frankton streets, and the time cost associated with the airport's park and ride, it is reasonable to expect some of the displaced vehicles from Kawarau Road will also park on Frankton streets and walk to the airport rather than use the park and ride.
8. A business case has been developed to address the problem of overflow parking on Frankton streets and a summary is shown in Attachment A. It is proposed to extend the 48 hour parking on McBride Street to all Frankton streets west of Kawarau rd. This will be implemented through a 48 hour zone parking restriction

as shown in Attachment B and include a prohibition on parking on the roadside verges.

### **Glenda Drive removal of on-road parking**

9. In order to achieve an efficient flow of traffic through Glenda Drive it is recommended that on-road parking (of approximately 150 vehicles) be removed.
10. To reduce the impact on users of the current parking, a park and ride service will be provided for 150 users in conjunction with a free shuttle service.

### **Parking restrictions for the Hawthorne Drive extension**

11. Hawthorne Drive had been designed in such a way that no provision has been provided for on-road parking. To enable enforcement we recommend a 'No Parking' restriction.

### **Enforcement of all Frankton parking restrictions**

12. Given the proposed extra parking restrictions, it is recommended that a dedicated parking enforcement officer be provided for the Frankton area to ensure both the new restrictions and existing restrictions are actively enforced. A breakdown of the costs is in Attachment C.

### **Options**

This report identifies and assesses the following reasonably practicable options for assessing the matter as required by section 77 of the Local Government Act 2002.

#### **Overflow parking on Frankton streets**

13. Option 1 - Do nothing

*Advantages:*

14. No extra enforcement is needed.

*Disadvantages:*

15. The parking is likely to be concentrated closest to the airport so residents in some streets may experience parking over capacity to service their needs.
16. Displacement parking may spread to verges if on road capacity is filled.

17. Option 2 - 48 hour (2 day) restricted parking over Frankton roads west of Kawareau Rd.

*Advantages:*

18. 48 hour restrictions can be implemented quickly once approved.

19. Consistent with existing parking restrictions on McBride St, Ross St, Douglas St and Robertson St which are already limited to 48 hours.
20. The displacement of parking to verges will be avoided.

*Disadvantages:*

21. Drivers requiring parking for less than 48 hours may still park in the residential streets.
22. Daily parking enforcement will be needed to ensure vehicles are not parked for more than 48 hours.
23. May disadvantage residents with more vehicles than parking available on their property, especially over weekends and public holidays.
24. Option 3 48 hour (2 day) restricted parking and residential permits over all of Frankton.

*Advantages:*

25. 48 hour restrictions can be implemented quickly once approved.
26. Restrictions less likely to disadvantage any residents.
27. Monitoring requirements will be minimal as the majority of the potential parking issues from banning parking on Kwarau Road will be removed.

*Disadvantages:*

28. Drivers requiring parking for less than 48 hours may still park in the residential streets.
29. Daily parking enforcement across all of Frankton will be needed to ensure vehicles are not parked for more than 48 hours.
30. Enforcement will need to be intensive to check each vehicle for a residential permit.
31. Residents who forget to use or lose permits will still face enforcement.
32. Establishing and maintaining a residential permit can be problematic with decisions around the number of permits per household, costs of permits and tracking permits given the district's transient population.
33. This report recommends **Option 2** for addressing the matter because it will address the immediate issue of vehicles currently parking on Kwarau Road moving to residential streets in Frankton west of Kwarau Road.

**Glenda Drive removal of on-road parking**

34. Option 1 Do nothing – not approve the proposed removal of on-road parking on Glenda Drive.

*Advantages:*

- 35. No financial outlay
- 36. No disruption to existing parking arrangements

*Disadvantages:*

- 37. No improvement to the road user in terms of traffic flow and visibility
- 38. Impedes traffic flow through Glenda Drive during the period that Glenda Drive is utilised as the through route to Hawthorne Drive.
- 39. Option 2 - Removal of on-road parking from Glenda Drive coupled with the provision of a flush median, cycle lanes and pedestrian crossings.

*Advantages:*

- 40. Provides a through route for the pre-winter opening of Hawthorne Drive that offers a consistent line of sight to the road users including cyclists and pedestrians.
- 41. Improved flow of traffic through the Glenda Drive – Hawthorne Drive route.

*Disadvantages:*

- 42. Financial outlay required.
- 43. Disruption to status quo in terms of parking.
- 44. This report recommends **Option 2** for addressing the matter because it will allow Glenda Drive to be safely and efficiently used as a through route for the pre-winter opening of Hawthorne Drive.

**Hawthorne Drive restrictions**

- 45. Option 1 Do nothing – not approve the proposed “no parking” restrictions on Hawthorne Drive.

*Advantages:*

- 46. No financial outlay
- 47. No enforcement required.

*Disadvantages*

- 48. Parking may occur on Hawthorne Drive affecting traffic.
- 49. Option 2 approve the proposed no parking changes to Hawthorne Drive.

*Advantages:*

- 50. Enables enforcement.

*Disadvantages:*

51. Financial outlay required.

52. This report recommends **Option 2** for addressing the matter because it will enable enforcement on Hawthorne Drive.

**Additional enforcement resource for Frankton**

53. Option 1 Do nothing

*Advantages:*

54. No financial outlay.

*Disadvantages:*

55. New parking restrictions are abused because of no enforcement.

56. Community complaints will increase due to the abuse of parking restrictions.

57. Option 2 Reallocate enforcement resources to Frankton

*Advantages:*

58. No financial outlay.

59. Ensures the new parking restrictions are enforced.

*Disadvantages:*

60. Community complaints will increase where the enforcement is reduced.

61. Option 3 Dedicate a parking enforcement officer to Frankton

*Advantages:*

62. Ensures the new parking restrictions are enforced.

63. Ensures existing parking restrictions are fully enforced to ensure the greatest benefit from the restrictions.

64. Reduces community complaints about vehicles illegally parking.

65. Reduces the time wasted by enforcement officers travelling to and from Frankton to respond to parking issues.

*Disadvantages:*

66. Financial outlay required.

67. This report recommends **Option 3** for addressing the matter because it will ensure sufficient enforcement for all parking restrictions in Frankton without reducing enforcement elsewhere.

### ***Significance and Engagement***

68. This matter is of low significance, as determined by reference to the Council's Significance and Engagement Policy because each decision only effects a small element of the community: airport users looking for free parking, the Frankton neighbourhood west of Kwararau Road, and Glenda Drive users (both parking and driving through).
69. The Frankton community provided a list of concerns regarding roading generally around their network, and the effect of airport parking on local streets was raised as a concern.

### ***Risk***

70. There is no specific risk within Council's risk register that this matter addresses.

### **Financial Implications**

71. Enforcement Kwararau Road (SH6), Glenda Drive and roads west of Kwararau Road, Frankton – refer to Attachment C.
72. All other costs will be covered by existing budgets (roading maintenance, EAR, Frankton Flats, Strategy implementation).

### **Council Policies, Strategies and Bylaws**

73. Traffic and Parking Bylaw 2012
74. The recommended option is consistent with the principles set out in the named policy/policies.
75. This matter is not included in the 10-Year Plan/Annual Plan because the parking issue on Kwararau Road has developed rapidly, and the option to use Glenda Drive to enable a staged opening of Hawthorne Drive was only decided in the last 6 months.

### **Local Government Act 2002 Purpose Provisions**

76. The recommended option:
- Will help meet the current and future needs of communities for good-quality local infrastructure, local public services, and performance of regulatory functions in a way that is most cost-effective for households and businesses by ensuring the best use of local roads;
  - Is consistent with the Council's plans and policies; and
  - Would not alter significantly 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.
77. The recommended option to create a dedicated Frankton parking enforcement resource cannot be implemented through current funding under the 10-year plan and Annual Plan because the need to enforce the new parking restrictions was not envisioned during the creation of these plans.

## **Consultation: Community Views and Preferences**

78. The persons who are affected by or interested in this matter are: Frankton Community Association, Frankton residents particularly in Frankton streets west of Kwarau Road, Remarkables Primary School, airport users, Glenda Drive owners and occupiers, the NZTA as the state highway manager, state highway users and users of the new Hawthorne Drive extension.
79. The Council has canvassed the Frankton Community Association to understand their concerns regarding traffic and parking in the area. Past discussions with Remarkables Primary School has highlighted the issue of more long term parking occurring around the school.
80. Glenda Drive owners and occupiers have been informed of the changes proposed. No other users have been informed, although a number of news articles have indicated that parking changes will occur on Kwarau Road.

## **Legal Considerations and Statutory Responsibilities**

81. Council's Traffic and Parking Bylaw requires parking restrictions to be passed by resolution by Council. Parking restrictions must also have the relevant signage and line markings to be enforceable.
82. Delegation of authority from NZTA to QLDC (to manage and enforce parking on the State Highway) is pursuant to Section 62(1) of the Government Rounding Powers Act 1989.
83. Land Transport Act 1998

## **Attachments**

- A Executive summary of Frankton parking Better Business Case
- B 48 hour Zone Parking Area Map
- C Enforcement Cost
- D Kwarau Road (State Highway 6) Line marking layout





Parking issues on Frankton's local roads

### Need to invest

The NZTA is proposing to ban parking beside Kawarau Rd (State Highway 6) from May 2017 (depending on agreements required with the QLDC regulatory team). It is expected that this will take months to be fully achieved as existing vehicles will need their drivers to return before they can be moved on, and any vehicles that were planning to park need to be well informed of the changes.

The airport is currently constructing a park and ride for airport users. This will be free for travellers to park but will require a shuttle to the airport with an associated wait time and travel time cost. As those who have been enjoying free parking along the state highway and walking to the airport may not see a benefit in changing to a bus with associated wait and travel times, the local streets of Old Frankton will look more appealing.

Additionally, the Remarkables Primary School is struggling with the number of parents trying to park around the school at the end of the school day. They have reported vehicles parking long term near the school already, and any further movement of people parking for the airport into the local streets will further affect the school.

Anecdotaly, the increase in parking issues is in line with the use of the airport. Google Street View does not show parking along the state highway in Jan 2010 and only sporadic parking 3 years later in Dec 2012, but parking along the state highway as substantially increased. A proxy for the increase in locals using the airport is the increase in domestic travel. Between 2005-2010 domestic passengers increased by 175,000 to 745,398 annually. From 2010 to end 2012 domestic passengers increased a further 195,000. Numbers stayed relatively steady to 2014, but 2016 alone saw an increase of 200,000 domestic passengers.

A survey of parking in the streets of Old Frankton in February by OPUS showed a 40-60% of the available parking being used. This indicates there is between 40% to 60% available to accommodate vehicles displaced from parking on the state highway (no actual numbers were provided). However, a proportion of parking should always be available for residents since they are local roads. The spread of parking across the local roads will also not be evenly spread, drivers will park as close as they can to their destination, in this case the airport. So some residents will experience 100% long term parking in the vicinity of their house, while others may not see any airport related parking.

Given there is likely to be some displacement of parked vehicles from the state highway onto the adjoining local streets, regardless of the airport's park and ride facility, a solution is required to deter the potential long term parking.

### Strategic Context

Two Council community outcomes could be addressed:

- Effective and efficient infrastructure that meets the needs for growth: By ensuring the use of the Old Frankton local roads are available for local parking needs.
- High quality urban environments, respectful of the character of individual communities: By ensuring local roads are for local residents and not being used for extended periods of time by others.

Although the need for this project is largely driven by the NZTA removing parking from the sides of the state highway, NZTA funding is not available to manage parking on local roads except where safety is the issue being addressed.

### Strategic Case:

#### Investment Objectives and Case for Change

Objective	Maintain parking
Status Quo	Increasing difficulty for residents, businesses, school teachers and parents to find parking due to long term parking by airport users, especially when parking is not available along the state highway.
Relevant Investment Benefits	Maintaining the use of on-road parking by the owners and users of properties in the local area.
Relevant KPIs	15% of on-street parking is always available across the Old Frankton area.
Potential Scope	The Old Frankton local area to the west of State Highway 6 and south of State Highway 6A. Add : 3-5 day current survey shows majority of parks at this duration on SH
Constraints and dependencies	<p>There is a need to balance the parking needs of locals with the restrictions needed to deter long term airport users.</p> <p>The provided information indicates that is currently no parking issues with only 40-60% of the parking available being used. The need to maintain parking levels on the local roads is based on the parking on the state highway being not allowed and those who use to park there being willing to walk further and still get free parking in the local streets. If parking remains allowed along the state highway then parking availability remains adequate on the local roads.</p>
Risks	The current available data does not show the level of parking available on the local roads to know how many more vehicles could be absorbed before the 85% usage threshold is reached. It is also currently unclear how many vehicles will likely be looking for parking in the local roads if the state highway parking is not allowed, how many will be absorbed by any extension to the airport on-site parking, and how much will be absorbed by the proposed airport park and ride. Changes to the public bus service may also change the parking demand in the area.

### Economic Case:

#### Determine Potential Value for Money

Political	Community complaints, minor rectification	Some community complaints	No concerns
Economic	No concerns	No concerns	No concerns
Social	No concerns	No concerns	No concerns
Technical	Failure to achieve parking standards (15% available)	No concerns	No concerns
Legal	No legal challenge possible.	Technical legal challenge regarding infringements	Technical legal challenge regarding management of
Environment	No environmental effects.	No environmental effects.	No environmental effects.
Likelihood of greatest risk	Almost certain	Likely (community complaints)	Unlikely
Level of risk	Very high - measures required	Moderate, requires monitoring	Low, requires periodic monitoring
Net Present Value (NPV, \$m)	0.0	-0.2	-0.6
Preferred Option:		Meets objectives and CSFs.	

**The Preferred Option:** Extending the 48 hour parking restrictions on McBride St to cover all roads in Old Frankton. This can be simply implemented using the zone parking guidelines in the Traffic Control Devices (TCD) Manual: Part 13 Parking control.  
Although it is likely there will be some community complaints each year, these need to be monitored to determine what is the best option to address the complaints. Mitigating this risk through resident parking permits is likely to be the wrong solution at the wrong time.

### Commercial Case:

**Prepare for the Potential Deal:** Signs and markings will be purchased and installed via Council's maintenance contract with Downer.  
Provision of enforcement will be handled internally.

### Financial Case:

#### 30 yr Financial Costing (\$k)

	Year One	Total
Capital Expenses	\$45,000	\$0
Operating Expenses	\$71,750	\$478,450
Total Revenue	\$35,625	\$231,475
Capital Funding Required	\$45,000	\$0
Operating Funding Required	\$71,750	\$478,450

#### Affordability and Funding:

Capital expenses will be sourced from existing budgets.  
Enforcement budget will need to be increased, intensive in the first year but decreasing overtime.  
There is likely to be an element of cost recovery through infringement notices, estimated to be 50% of the cost of enforcement at this stage.

### Management Case: 2017

25-May

Beginning 29 May

19-Jun

Approval Sought

Council meeting → Signs purchased and installed → Enforcement begins

Monitor parking in Old Frankton to manage non-compliance, and understand the level of non-compliance by residents that may require further action. Monitor parking generally to determine whether there is any increase in short term parking associated with airport use.

BBC light Frankton parking.xlsx

2/05/2017

1

Attachment B: 48 hour Zone Parking Area Map

48 hour zone parking area extension for Council approval incorporating the existing McBride St and Ross St zone



## Parking Enforcement: Glenda Drive, Kwarau Road, Frankton

### Scope:

- **Enforcement cost to educate and enforce the following areas:**
  - Kwarau Road - BP to Kwarau River Bridge (NZTA to approve delegation to QLDC)
  - Old Frankton – 48 Hour restriction area
  - Park and Ride Car Park (150 QLDC) if necessary
  - Glenda Drive (Hawthorn Drive extension)
  - Proactive enforcement of existing Frankton parking restrictions

### Enforcement Costs (GST not included):

#### 1. *Initial Education (Special signage)*

- 10 Parking warden cut-outs: \$1,346

**One off cost: \$1,346**

#### 2. *Vehicle:*

- Current Corolla based at Gorge Road: \$433 per month
- Fuel: \$240 average per month
- Eroad: \$35 per month + \$150 one-off install
- Vehicle equipment: \$400 one-off

**Yearly cost: \$7,896**

**One-off Costs of \$550**

#### 3. *Support (to deal with waivers, reminders etc) - 0.4 FTE*

- 100% of Pay band is: \$51,700
- Overhead costs of a Full FTE (Regulatory) \$33,990

**Yearly cost for 0.4 FTE: \$34,276**

#### 4. *Parking Officer*

- Rates = \$26-\$30
- 8am - 6pm – (One Hour Lunch) 7 days a week.
- 9 hours x 7 days = 63 Hours a week = 3276 hours per year x \$30 = \$98,280
- Overhead costs of a Full FTE (Regulatory) \$33,990

**Yearly cost: \$132,270**

#### 5. *Ticketing Machine:*

- Hand Held ticketing machine and printer. \$3401 total plus GST (one off purchase)
- Fees for 12 Months: \$2688

**Yearly cost: \$2,688**

**One-off Costs of \$3,401**

#### 6. *Reveal Body Camera (One off Purchase)*

- \$1,495.00 (no fees)

**One-off Costs of \$1,495**

**7. *Uniform / High Vis***

- Annual cost of \$1000

**Yearly cost: \$1,000**

**Total Costs:**

- Per Year: \$178,130
- One off Costs: \$6,792



# Attachment D: Kawarau Road (State Highway 6) Line marking layout

