Draft Parking Strategy

Nelson City Council | Te Kaunihera o Whakatū

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1. Why does Nelson need a parking strategy?

Parking is one element of a holistic, sustainable transport system for Nelson.

The role of parking in influencing transport choices is significant. The availability and price of parking can impact a person's decision to drive, cycle or use public transport. It can help determine where they travel and when they travel. As more and more people want to live and work in and around Nelson, parking in our region will need to evolve in a way that encourages a shift to alternative, sustainable forms of transport while acknowledging that, for some journeys, driving remains the most practical option. By creating a more sustainable transport system, we aim to reduce congestion in Nelson, meet greenhouse gas emission goals, and create a parking system that allows visitors to spend quality time enjoying retail and hospitality in a people-focussed city.

Over the next 10 years, Nelson will see improvements made to its public and active transport networks. This will make leaving the car at home possible for more and more people and make it easier to park for those who need it.

Moving to a sustainable transport culture doesn't mean literally every commuter will bus, walk or cycle to work, but by gradually increasing the numbers of people who make that choice, cities can gradually shift their focus to people and meet emissions goals, while providing access to parking for those that need it.

This parking strategy identifies what we want to achieve, provides guiding principles about how we make parking decisions, and establishes a hierarchy to guide how we will prioritise road space for various users.

Nelson does not need a new parking strategy because it lacks parking. Data compiled over several years shows that there is sufficient parking supply in the Nelson region to meet current demand, especially for people visiting retail and hospitality businesses. Although, it should be noted that during pre-engagement, we heard that many people experience a lack of parking options when commuting.

Overall, we expect demand to grow in the medium to long term but will seek to manage that increase by investing in ways that make it easier for people to choose alternative transport options while providing access to parking for those that need it.

How did we assess parking supply and demand in the City Centre?

Using data from parking meters and on-the-ground surveys, Council is able to assess parking occupancy rates; that is, the proportion of parking spaces that are occupied at the time of the survey. Where occupancy rates are higher than 85%, Council typically review time restrictions and/or pricing to manage demand (see figure 1 on page 6). For many parts of Nelson, parking occupancy is consistently below 85%. For example, Nelson's City Centre, which has one of the highest demands for parking in Nelson, recorded an average occupancy of 74% at 1pm (the busiest time of the day) during the March 2021 parking survey. This means that we have enough supply to meet current parking demand and will manage any increases in parking demand using parking management tools such as providing better transport choices.

Congestion, climate change, and the removal of parking requirements for new city centre developments have all influenced the strategy. Increased congestion resulting in noising and intimidating environments near major streets, was a key concern in our pre-engagement, climate change concerns are driving greater demand for sustainable transport, and the removal of parking requirements will lead to increased demand for on-street parking.

One thing that united many people was a desire for healthier, safer and more connected City.

A Parking Strategy is just one of many Council strategies that shape the form and function of the City and influence how people move around. Combined, these strategies aim to deliver Council's transport vision for the City; a "Safe and connected region that is liveable, accessible and sustainable". These strategies offer more than just words; they provide an integrated plan for the City's future transport network, resulting in a package of major changes to the City's transport network. This includes increased investment in the City's public transport network due to get underway in 2023, continued expansion of the cycle and shared pathway network and transformational change to the City Centre streets.

The Parking Strategy provides the framework for Council to make consistent and transparent decisions about parking. It establishes the objectives, guiding principles and priorities to balance competing demands for space on our streets. The Parking Strategy also outlines the tools and actions used to deliver outcomes to achieve Council's transport vision.

This overall Strategy is supported by three more detailed parking management plans for the City Centre and City Fringe, Stoke, and Tahunanui.

You can read the localised parking management plans at: **shape.nelson.govt.nz/parking-strategy**

2. How was the Parking Strategy developed?

The Parking Strategy was developed through extensive pre-engagement with the community during 2021, including targeted focus groups with local businesses, retailers and the community in the Central City, Stoke and Tahunanui, to better understand the issues and opportunities for improved parking management.

There was also collaborative engagement through the Te Ara ō Whakatū City Centre Spatial Plan (CCSP) consultation process and workshops with Councillors. This Parking Strategy builds on parking best practice in New Zealand and overseas

This Strategy replaces the Nelson City Council Parking Policy 2012.

3. Why do we manage parking?

For most trips in Nelson, parking is generally free and/or unrestricted.

However, in locations of high demand, such as shopping areas and education facilities, tools such as restrictions or pricing are used to encourage turnover. Parking spaces may also be designated to improve access for certain user groups or vehicles, such as mobility parking spaces, bus stops and taxi ranks. On some streets parking may be excluded or limited to certain times of the day to improve safety or the efficiency of the transport network. Each street is different, and the level of movement, place or parking is determined by its function in the transport network, known as the One Network Framework (refer to Section 7.1.1).

Councils typically apply time restrictions and/or pricing to manage demand and support turnover using the principles shown in the flow chart in Figure 1. Time restrictions can be effective until they become too short and no longer align with the needs of nearby activities (e.g. a P30 park close to a hairdresser). At this point, paid parking may be introduced. When parking is priced appropriately, spaces turn over regularly, reducing the number of people driving around looking for a place to park.

Implementing paid parking is also effective at promoting sustainable travel behaviour and valuing public space. By contrast, abundant cheap or free parking encourages people to drive, leading to congestion that erodes the amenity and other qualities that draw people to live in or visit a place. However, there may currently be few safe or feasible alternatives to driving for some journeys. Changing how parking is managed should ideally align with walking, cycling, and public transport improvements to provide choice and deliver an affordable and equitable transport network.

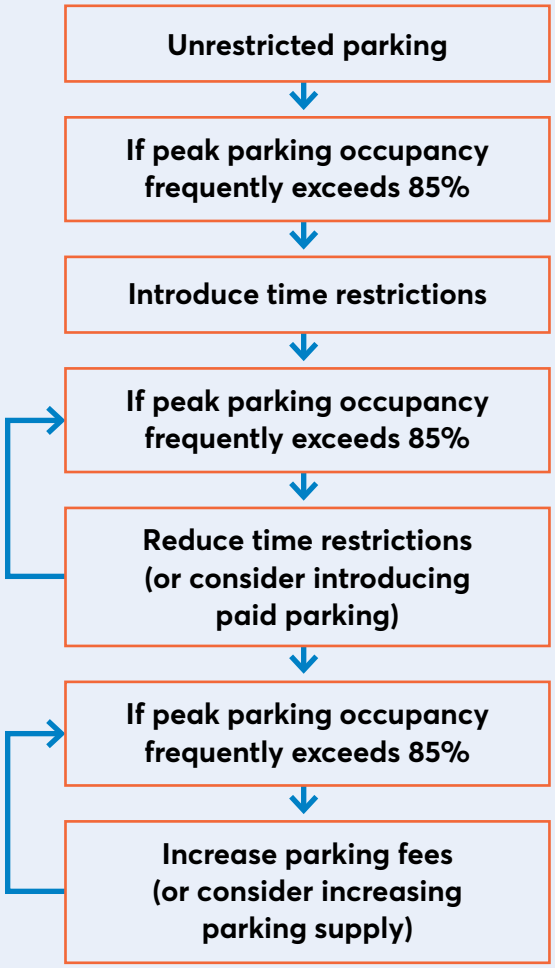
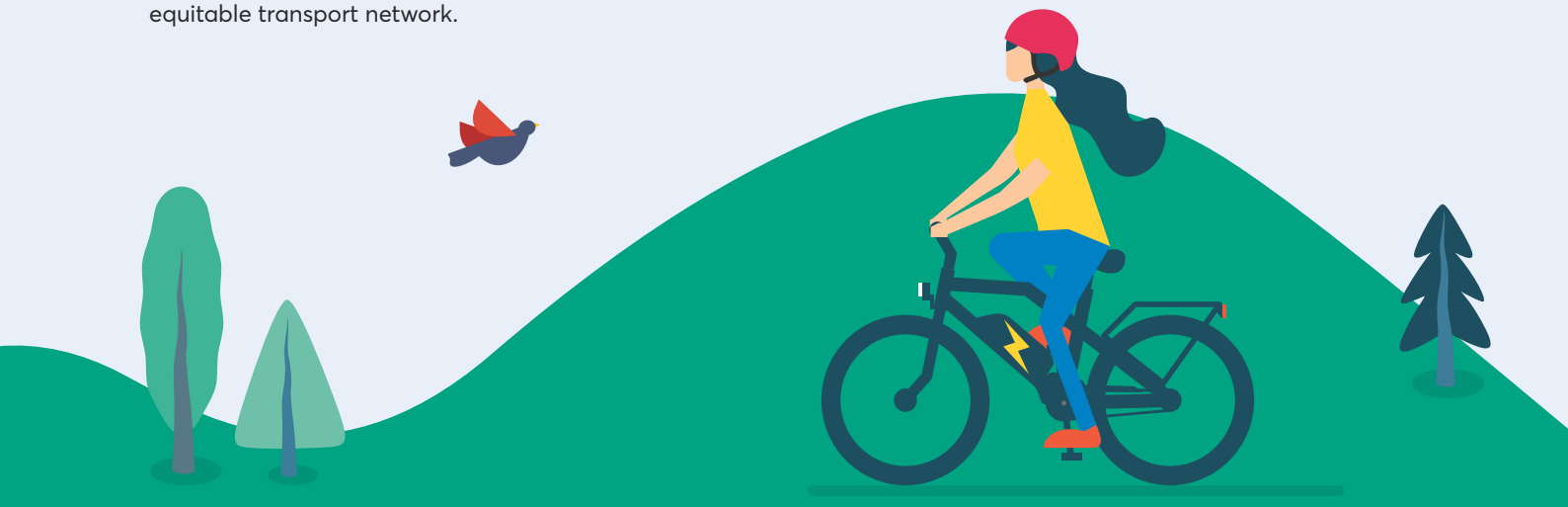


Figure 1: Triggers for changing parking restrictions and pricing



4. How will we make decisions about parking?

Balancing the competing demands for our City's public space can be challenging.

A series of objectives and guiding principles have been developed to influence our decisions about prioritising and allocating parking and street space. These are based on best practice and developed in response to feedback from the community and Council. The 'objectives' outline what Council is seeking to achieve, while the guiding 'principles' set out how Council will prioritise and implement changes to parking. There are often unavoidable conflicts between objectives, and at times trade-offs may need to be made.

4.1 Objectives

The identified objectives for managing parking in Nelson are:

- **Supports mode shift** – by using parking tools and reallocating street space to support a shift to more sustainable transport modes (walking, cycling and public transport).
- **Supports a people-focused City** – by allocating street space to deliver place-making and urban design improvements to deliver a more attractive, diverse and vibrant City.
- **Supports inclusive access** – by prioritising parking and street space to enable people of all ages and abilities to move around safely.
- **Supports economic development** – by using parking tools in busy commercial areas to encourage turnover and deliver economic benefits for businesses and the community.
- **Supports a safe and efficient transport network** – by ensuring that parking does not compromise the safe and efficient operation of the City's transport network.
- **Is valued and managed efficiently** – by recognising that parking is a shared resource, and the City's parking supply will be managed in response to demand and deliver the highest value to the community.

4.2 Guiding principles

The guiding principles outlined below explain how Council will apply the objectives to make decisions about parking and reallocating space on our streets.

- **Street space is prioritised to deliver safety and mode shift outcomes** – Allocation of space on our streets will be prioritised to deliver a safe and sustainable transport network for all road users.
- **Parking is valued and managed equitably** – In areas of high demand, the most convenient spaces will be prioritised for those with the greatest need to facilitate turnover and equitable access.
- **Parking is used efficiently** – In vibrant cities, there is always pressure on parking. Strong parking demand is a sign of success, and creating more parking may erode the qualities that attract people to a place. Parking should be efficiently managed using the available tools to ensure spaces are always available.
- **Road users who benefit from parking contribute to the cost of parking provision** – Users pay for parking to reflect the convenience, demand, opportunity, and environmental costs of parking provision in areas of high parking demand.
- **Accessible parking information** – Information about the location of available parking using signage and technology reduces congestion and allows people to make informed decisions about parking options and mode choice.
- **Staged implementation of parking management** – Changes to parking to be staged to align with improvements to walking, cycling and public transport networks. Thus providing communities with feasible travel choices.
- **Changes to parking are guided by policy and triggered by data** – Monitoring of parking demand and triggers identified in this Strategy will provide the rationale for making changes to parking supply or how parking is managed.

5. Why do we need to change how parking is managed?

Transformational changes are happening in transport.

Rapidly evolving technology is making new forms of mobility, such as electric vehicles and scooters, or opportunities to rent or share transport (e.g. public car-sharing and e-scooter schemes) more viable. There is a growing emphasis on supporting a more equitable and sustainable transport network. Priorities for central Government transport funding have also shifted in recent years, with an increasing focus on safety and reducing carbon emissions.

Council is investing in an improved sustainable transport system that supports mode shift and delivers a low carbon transport network for the future. Investment in the City's walking and cycling networks continues, and substantial improvements to public transport are planned to commence in 2023. Significant projects are progressing across the region, including the Nelson Future Access project and the Richmond Programme Business Case. Both projects seek to create safer, more accessible, and resilient networks and include walking, cycling, and public transport improvements. However, successful outcomes for these projects rely on changes to parking management and increased uptake of sustainable transport.

These changes, combined with the projects and key drivers outlined below, will influence travel demand and change parking supply and availability in the future.

- **City Centre Spatial Plan (CCSP)** – Council recently approved Te Ara ō Whakatū - City Centre Spatial Plan. A key aspiration of the CCSP is for a more people-focused City Centre with enhanced amenity and place value. To achieve this, some on-street parking will need to be removed and reallocated for urban design and streetscape improvements. The CCSP also seeks to enable and encourage more residential development in the inner-city that has potential to increase residential parking demand in the City Centre.
- **Carbon Reduction** – In 2019, Council declared a State of Climate Emergency and, in 2021 adopted a Climate Action Plan with a target of achieving net-zero greenhouse gas emissions by 2050. Transport is one of the greatest contributors to New Zealand's carbon emissions but is also an area where we can make some of the most significant reductions. Effective parking management is a lever Council can use to encourage transport options with a lesser carbon footprint.
- **Changes to parking requirements** – Minimum parking requirements have been removed from new developments, as required by the National Policy Statement on Urban Development (NPS-UD). While this change will allow for more flexible and cheaper housing options, it may increase demand for on-street parking. Councils need to implement appropriate policies to mitigate these changes to reduce pressure for on-street parking supply.
- **Parking pressure on the City fringe** – Limited feasible transport choices and few affordable all-day parking options for commuters lead to pressure on the free unrestricted parking on the City fringe, making it difficult for residents and visitors to park.
- **Provision of infrastructure to support sustainable transport modes** – Improved public transport, walking and cycling infrastructure will provide people with more feasible transport choices and reduce parking demand. However, additional space on some streets will be needed to provide safer and more efficient journeys for these modes, often requiring the removal of parking.
- **Population Growth** – Nelson and Tasman's population continues to grow. Without the provision of safe and feasible walking, cycling, and public transport options, there will be an increased demand for parking.
- **Ageing Population** – Nelson has an ageing population, placing increasing demands on mobility parking and the need for public transport improvements.

6. But making changes won't be easy...

Our cities have been designed and built with cars as the primary means of getting around.

This historical legacy means it is often challenging to get around any other way. While changes are happening, progress can be slow as it is difficult to move away from long-held social expectations. Some of the key challenges that will need to be considered when making changes to parking are described below.

- **Changing the way parking is managed is divisive and personal** – People have different opinions about how the space on our streets should be allocated and managed. Most people do not like paying for parking, nor understand why parking is priced in some areas and free elsewhere, and it can be difficult to see the wider benefits of change when it may cause personal inconvenience in some cases.
- **Competition with Richmond** – Nelson's proximity to Richmond means there is strong demand for journeys between the two centres. Tasman District Council is planning to introduce paid parking in Richmond, but some businesses believe that changing parking pricing or availability will encourage people to travel to Richmond instead. However, as Nelson is the cultural and commercial hub of the Top of the South and home to many unique retail and leisure options, the City continues to experience healthy and sustained demand for parking.
- **Limited alternative transport options** – It is currently hard for many in Nelson to meet daily travel needs by walking, cycling, or public transport. Substantial investment in cycle infrastructure and public transport is in progress, but change here is likely to occur over the medium term and can require a cultural shift in attitudes to sustainable transport.
- **Driving is often perceived as cheaper than the bus** - For many journeys, parking in Nelson is free. In the Central City, parking is free for the first hour and $2 per hour thereafter. In Stoke and Tahunanui and other commercial centres, parking is free (although time restrictions may apply). By contrast, a three zone fare to nelson with a Bee Card is currently $2.80. However, Council will soon be introducing cheap flat fares across the public transport network.
- **Car dependent communities** – Legacy transport and land use planning in New Zealand have led to urban sprawl, with many people relying on private vehicles as their only feasible way of getting around. Even with improved alternative transport options, it will take a significant shift in cultural norms to change travel behaviour and mode share.

Do we need a parking building in the City Centre?

During pre-engagement, we heard many people suggest Nelson needed a parking building. The parking data highlighted that while there is sufficient parking in the Central City for shoppers and visitors, there were limited options for convenient and affordable all-day parking. However, providing a parking building to improve commuter parking opportunities does not align with Council's goals to reduce carbon emissions, and would increase Nelson's growing congestion problem. Parking buildings are expensive to construct and do not always provide a good return on investment.

There may be an opportunity to create a mixed residential and commercial development in the City Centre or City Fringe that incorporates some public parking. This may provide a more efficient use of space than surface car parking and contribute to Council's aspirations to support more residential development in the Central City.

7. Our parking road map

Our parking road map outlines how we will prioritise parking and manage space on our streets.

It is based on best practice, with the aim of contributing to Council's transport vision and achieving the objectives listed in Section 4.1.

7.1 How will we prioritise space on our streets?

Each street is different, and how the space within a corridor is used varies. In general, streets can provide three main functions:

- **Movement** – Space allocated for the safe movement of people and vehicles (e.g. footpaths, cycle lanes, traffic lanes, driveways, no stopping areas)
- **Place** – Space allocated for urban design, amenity and commerce (e.g. landscaping, outdoor dining, markets and events)
- **Parking** – Space allocated for storage of vehicles (e.g. on-street parking, bus stops, mobility parking, cycle parking)

Many streets support all three functions, while some only provide for one or two. Motorways only support movement, while a shared space may only provide place and movement. The function of a street can also change depending on time or day. Streets with peak hour clearways only permit on-street parking during off-peak periods, while some streets are transformed into a marketplace on the weekend. Waka's Kotahi's One Network Framework (ONF) and Network Operating Framework (NOF) are used to balance priorities based on the desired function of the street.

7.1.1 Balancing movement and place

The ONF national classification system categorises streets based on the desired level of movement and place, recognising that streets are places for people as well as functioning as transport corridors. The ONF road classifications for urban areas are shown in Figure 2.

Priorities for each mode are also identified across the transport network using the Network Operating Framework (NOF). Priority routes for walking, cycling, public transport, general traffic and freight are mapped to determine potential conflicts (e.g. freight and cycling sharing the same corridor). The outputs from the ONF and the NOF are overlaid to ensure the function of a road works well with the mix of different transport modes that use it. For instance, a street like Hardy Street is a place where people shop and dine, so it is ideally a place where walking and cycling take priority. A main arterial road like Waimea Road, which serves a diverse range of major destinations such as schools and Nelson Hospital, would be designed to balance the needs of all drivers, public transport users, pedestrians, and cyclists.

The growing and changing demands for space on the transport network is making it difficult to balance the needs of all users. Underlying expectations for convenient and often free parking can result in tension when trying to remove parking to provide space for other uses such as bus or cycle lanes, clearways or to provide more space for pedestrians.

Council will use the ONF and NOF classifications to prioritise and reallocate space on our streets to deliver the desired outcomes of each corridor. However, measures to mitigate parking losses may be needed, such as changing parallel parking to angle parking, providing a new shared parking resource, or introducing flexible parking arrangements such as clearways in peak times only. These solutions will need careful design to prevent creating a safety problem (e.g., angle parking poses a safety risk to cyclists) or potentially are very expensive.

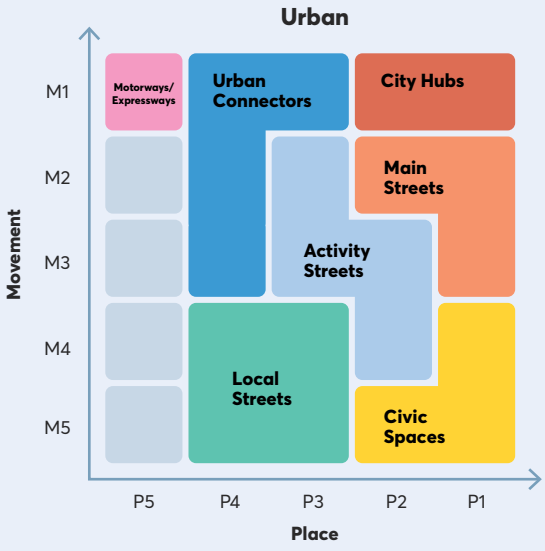


Figure 2: One Network Framework classifications for urban areas (Source: Waka Kotahi)

7.1.2 Balancing parking demands

Where street space is not required to provide for movement or place, parking can be provided where it is safe to do so.

The hierarchies presented below outline parking priorities based on the adjacent land use. Table 1 establishes the hierarchy for prioritising parking in commercial areas (such as the City Centre and Stoke), while the hierarchy for residential areas is shown in Table 2.

Table 1: Parking Hierarchy - Commercial

Priority	Parking Designation	Characteristics
High	Bus facilities	On-street and off-street bays to provide bus stops, super stops and interchange facilities to provide access to bus services.
	Mobility parking	On-street parking bays suitable for people with disabilities.
	Loading zones and taxi ranks	In areas of high demand or where private off-street loading bays are not available.
	Rapid Transactions (P10)	Typically, 10-minute parking to drop off or pick up people or goods at key locations, e.g. dairy, post office.
	Customer parking	Medium-term parking for customers to access business and retail activities.
	EV charging bays, motorcycle, bicycle and scooter parking	On-street parking bays in convenient locations to support the transition to low carbon vehicles
Medium	Car share spaces	Where scheme membership and demand justify the allocation of parking spaces.
Low	Resident and commuter parking	Long term parking areas for residents and commuters will have the lowest priority in commercial areas.

Table 2: Parking Hierarchy - Residential Areas

Priority	Parking Designation	Characteristics
High	Bus stops	On-street bays to provide access to bus services.
	Mobility parking	On-street parking bays suitable for people with disabilities.
	Rapid Transactions (P10)	Typically, 10-minute parking to drop off or pick up people or goods at key locations, e.g. dairy, post office.
Medium	Car share spaces	Where scheme membership and demand justify the allocation of parking spaces.
	Resident parking	Generally not managed, however, permit schemes may be considered for eligible properties in areas that qualify and experience high parking demand, such as the City Fringe.
Low	Commuter parking	Commuters should have the lowest priority as all-day parking demands can undermine residential access.

In most other locations (such as industrial areas), there are limited competing demands between different types of users for parking. In these areas, other tools such as the flowchart in Figure 1 or the ONF or the NOF can be used to determine parking priorities and appropriate tools if demand exceeds acceptable thresholds.

7.2 Measuring progress and triggers for change

Information about parking demand is critical when making decisions about parking.

Understanding where, when, and how long vehicles are parked in certain places will help the Council decide if changes are needed. Frequent monitoring of parking demand, especially in busy areas, will enable Council to determine whether the current parking tools are adequate or require further intervention.

Parking data is also useful to measure the effectiveness of parking interventions and enforcement. Long term data trends can highlight seasonal changes or demonstrate the influence of changes on the transport network or land use. Implementing a monitoring scheme to measure key parking indicators (refer to examples in Table 5) will provide consistent information and capture long term data trends.

Note: in residential areas with high parking demand generated from the residents themselves, time restrictions should not be used or only used sparingly. Time restrictions provide no benefit in these situations and only lead to residents having to frequently move their vehicles.

Table 5: Examples of key parking indicators

Data	Description
Occupancy rates	The percentage of all parking spaces in use, by time of day and type of restriction.
Paid parking use	The number of people that pay for parking, by time of day and length of stay.
Duration of stay	The distribution of how long people stay parked for.
Offending	The number of vehicles that are ticketed for not paying, or for overstaying time restrictions.
Repeat offenders	The number of vehicles that are repeatedly ticketed for not paying or for overstaying time restrictions.
Revenue	Data on the net and gross revenue generated from parking related activities.
Payment methods	Classification of how people choose to pay for parking.

7.2.1 How will we do it? The parking 'toolbox'

There are a number of ways parking can be managed. Each of the following options is described in more detail below.

- Reserved Parking
- Time Restrictions and Paid Parking
- Permits
- Park and Ride
- Managing Parking in Parks and Reserves
- Technology/Enforcement

7.2.2 Reserved Parking

Reserved parking spaces designate spaces for a specific user group or vehicle (e.g. mobility parking, bus stop, loading zone). Appendix A outlines the different types of reserved parking used in Nelson and provides guidelines for the implementation of reserved parking spaces. Design standards also apply to some types of reserved parking and should be used in addition to the guidelines provided.

There are opportunities to use reserved parking spaces more efficiently by allowing shared use of the space (using appropriate signage) based on times of the day or week. For example, loading zones are useful for businesses during the day but can be designated as taxi ranks in the evening.

7.2.3 Time Restrictions and Paid Parking

Time restrictions and paid parking are commonly used to manage parking in busy areas such as town centres, local shopping areas and schools. Paid parking and time restrictions can also encourage people to use other modes of transport, reduce congestion and decrease the number of drivers circling for free parking.

Peak parking occupancy triggers are commonly used to guide decisions to change time restrictions and paid parking (refer to flowchart in Figure 1). An 85% occupancy is a commonly used threshold, where around one in seven spaces is available. Higher occupancy levels mean drivers will be circling in City streets looking for parking and contributing to

congestion. Lower occupancy levels suggest that there may be too much parking available, or pricing and/or restrictions are not appropriate.

7.2.3.1 Time Restricted Parking

The way people spend time in their city centres is changing, as people look to spend more time enjoying a variety of retail, hospitality and leisure activities, rather than simply making a single stop at a retail businesses. Time restrictions that support quick turnover lack the flexibility modern businesses and customers require. This can reduce the time and money people spend in an area. Time restrictions could be removed from paid parking areas and replaced with graduated pricing to manage turnover in order to provide more flexibility (refer to Section 7.2.3).

A variety of time restrictions are currently used (e.g., P5, P10, P60, P120, P240), and these tend to align with the need for turnover combined with the parking demand generated by the surrounding land use. Table 3 outlines the types of time restrictions and when they are typically used.

Most time restrictions only apply during the day on weekdays. However, restrictions apply on Saturday and/or Sunday in some locations, including the Central City and Stoke. By contrast, some restrictions, such as P10 parking spaces are applicable at all times. The hours that time restrictions apply may also need to be reviewed if warranted by changes in demand.

While restrictions are used to support turnover, they can lack flexibility and may not align with customer or business needs.

Table 3: Time restrictions

Time restriction	Application
Rapid Transactions (P10)	• Designated parking spaces to provide convenient access for short trips and to drop off or pick up people or goods. • Generally located adjacent to businesses with high demand for rapid transactions, such as a dairy, banks, takeaway shops • Also frequently used outside community facilities (e.g. pools, libraries) to allow for dropping off or picking up people or goods. • Where possible, P10 parking spaces should not be used adjacent to cycle lanes as the high number of vehicles manoeuvring across the cycle facility increases the risk of conflict.
Short term (P30, P60)	• On key streets in busy commercial areas where high turnover is needed but paid parking is not currently in place. • In neighbourhood activity centres and at community facilities where turnover is needed
Medium term (P120, P180, P240)	• Fringe areas of commercial zones. • Off-street carparks.
Long term (≥P240)	• Areas impacted by long term or overnight parking, e.g. streets surrounding an airport or beach

To provide consistency and generally allow more time for our ageing population, P2 and P5 parking restrictions will be phased out and changed to P10.

7.2.3.2 Paid Parking

Paid parking is used when time restrictions are no longer effective in managing demand or where reducing time restrictions further no longer aligns with the customer and business needs. Paid parking is currently only used within the Central City, where it's combined with time restrictions. In 2022, the cost of parking in the Central City is $2/hour, with the first hour provided free of charge.

Paid parking also encourages people to use other modes of transport and ensures spaces are valued and used efficiently. Charging for parking also contributes to the costs incurred to provide parking.

While there are obvious costs such as land purchase, resurfacing, maintenance and paying for enforcement, there are significant opportunity costs where the space could be used to provide other benefits to the community, including outdoor dining, bus lanes or land redevelopment.

Many cities are removing time restrictions (with the exception of short restrictions, e.g. P10) from their commercial centres and using graduated or escalating pricing to manage turnover. This allows people to stay as long as they like and only pay for what they need. The tiered pricing structure discourages long term and commuter parking.

An example of how graduated pricing has already been applied in Auckland is provided in Table 4 below, a suggested future pricing framework for Nelson is included in the City Centre Parking Management Plan

Table 4: Auckland's graduated parking pricing structure (as at January 2022)

Time and day	Zone 1 - Central City	Zone 2 – Outer zone
Mon – Fri (8am to 6pm)	• $5/hour for first 2 hours • $10/hour thereafter	• $3.50/hour for first 2 hours • $7/hour thereafter
Mon – Fri (6pm to 10pm)	• $2.50/hour for first 2 hours • $5/hour thereafter	
Sat, Sun and public holidays 8am to 10pm	• $2.50/hour for first 2 hours • $5/hour thereafter	
Sat (8am to 6pm)		• $1.50/hour for first 2 hours • $3/hour thereafter

**Auckland parking prices - not indicative of potential graduated parking prices in Nelson.*

The Auckland example shows the highest fees are used in areas and times of highest demand, such as around busy shopping precincts and during the working day. Evening prices are reduced to encourage people to visit the city and spend time at hospitality businesses. Implementing tiered pricing zones based on the proximity to key destinations reduces demand in the most convenient spaces and encourages people to use cheaper off-street car parks or free parking on the city fringe.

However, competing demands for free and unrestricted parking on the City fringe in Nelson are growing and causing issues for residents and their visitors. Implementing time restrictions and expanding paid parking in the City fringe area, combined with parking permits for eligible residents and planned improvements to walking, cycling, and public transport infrastructure, are needed to more effectively balance travel and parking demands. Continued monitoring of occupancy and duration of stay will also determine whether parking tools should be implemented within other activity centres and around key destinations (such as Nelson Hospital and NMIT) in the future.

Further details on how these will be developed are included in the Parking Management Plans.

7.2.4 Permits

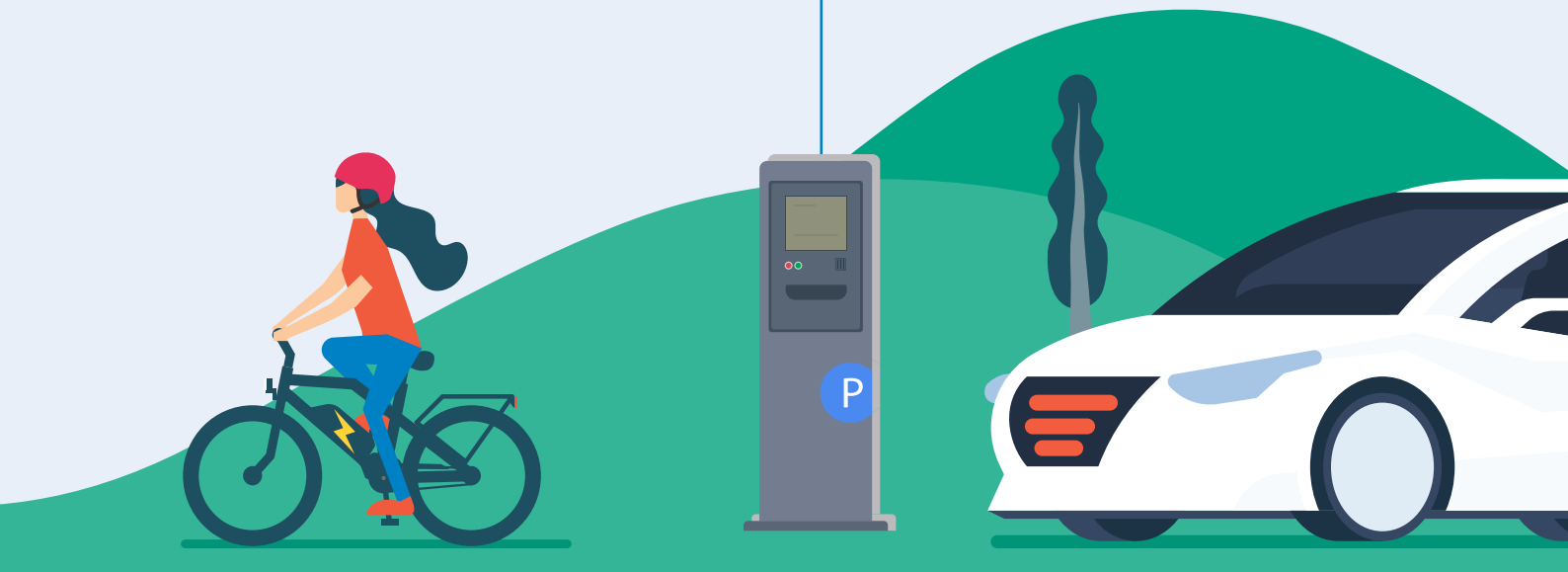
Council provides parking permits to specific users or vehicles where other parking arrangements are unsuitable. Most permits incur a fee and generally provide exemptions to time restrictions and/or payment. A summary of the permits used in Nelson and their purpose is outlined below.

- **Mobility Parking Permits (short term)** – allows mobility parking permit holders to park in mobility car parking spaces and provides concessions on parking fees and extended duration of stay in time restricted parking spaces. This is a national scheme with permits managed and issued by CCS Disability.
- **Mobility Parking Permits (long term)** – allows mobility parking permit holders who work in commercial areas to park in Council's off-street car parks and exceed the maximum duration of stay. A maximum parking fee still applies where parking meters are used.
- **Residential Parking Permits** – provides qualifying residents with an exemption to time-restricted parking on their street. As of the date of the adoption of this Parking Strategy, any unconsented developments will not be eligible for a Residential Parking Permit to prevent new developments relying on on-street parking for its residents.
- **Critical service permits** – for organisations that need parking in critical and emergency situations. The permit allows exemptions to time restrictions and/or fees to provide parking for critical service vehicles such as unmarked emergency vehicles and essential workers undertaking emergency infrastructure repairs.
- **Trade permits** – allows temporary exemptions to time restrictions and/or fees to provide convenient access for tradespeople undertaking construction and maintenance work.
- **Carpool permits** – allows qualifying permit holders to park in dedicated carpool parking spaces.
- **Car share permits** – allows qualifying vehicles to park in dedicated car share spaces and/or provide an exemption from time restrictions and/or parking fees.
- **Authorised Vehicle Permits** – provides exemptions to time restrictions and/or fees for other circumstances not covered by other permits. Examples of potential applications for Authorised Vehicle Permits include events, filming, environmental inspections.

7.2.5 Park and Ride

Park and ride facilities can encourage more people to use public transport, contributing to reduced congestion and parking demand in busy commercial areas. However, demand for these facilities can quickly exceed supply, spilling into neighbouring streets, especially if parking is free. Providing surface parking lots or multi-storey car parks is expensive and can take up space that is better suited to other development opportunities, such as housing or transport-oriented development.

Nelson is a relatively small and compact area, and park and ride facilities are unlikely to be a suitable option, with the exception of Atawhai. The greatest opportunities for park and ride facilities in the short term are within the Tasman District. Successful park and ride facilities rely on quality public transport services, and Council will continue to work closely with Tasman District Council to improve public transport for residents across the region.



7.2.6 Managing Parking in Parks and Reserves

Many of Council's parks and reserves provide parking for the convenience of visitors. However, a number of these parks and reserves are located close to the Central City and other activity centres, meaning parking is often used by commuters. Parking in reserves is managed under the Reserves Act 1977 and operates under different rules and bylaws. Time restrictions can be applied to these car parks, though paid parking in reserves is not permitted under the current bylaw.

Changes to the NPS-UD (refer to Section 5.0) may provide the opportunity for parking in reserves to be 'unbundled' from the reserve, although this process may be complex. Further investigation is needed to determine whether this is feasible and warranted.

7.2.7 Enforcement and Revenue

Enforcement is a critical element of managing parking. Officers enforce compliance with restrictions and illegal parking, as well as checking for valid permits, warrant of fitness and vehicle registration. Communities can have a complex relationship with parking enforcement. Too much enforcement can appear unfair and deter people from visiting an area, whereas too little means people disregard restrictions, and it becomes harder for people to find a parking space.

Actions within this Strategy and the associated Parking Management Plans, such as expanding the areas of paid and time restricted parking in the City, are likely to require additional enforcement resources or investment in enforcement technology.

7.2.7.1 Penalties

Penalties for infringements in New Zealand are set out in the Land Transport (Offences and Penalties) Regulations, which were last updated in 1999. The fees for some infringements are very low, meaning they may not act as a deterrent. For example, the infringement for overstaying a time restricted or paid parking area by up to 30 minutes is just $12. Penalties for other offences include $60 for illegal parking (e.g. parking across a driveway or on yellow 'no stopping' lines) and $150 for parking in a mobility parking space without a permit. By contrast, parking fines in New South Wales range from $116 for most offences relating to parking meters and overstaying time limits, to $697 for parking in a mobility space without a valid permit.

7.2.7.2 Revenue

Council receives income from parking infringements for overstaying time or paid parking restrictions, illegal parking and for expired WOF or registration permits. Council also incurs costs to deliver parking services such as wages for enforcement staff, parking meter repairs, infringement equipment, court costs and legal fees. In 2020 the net parking revenue was approximately $50,000 per month.

Business perceptions of paid parking can be improved by reinvesting parking revenue into services and facilities that benefit a commercial centre, such as urban design and amenity, public transport improvements, economic development initiatives or events.

7.2.8 Technology

The development of parking technology has made parking easier to use and manage. Potential areas where technology can improve how parking is managed are outlined below.

7.2.8.1 Payment technology

Pay by plate parking meters are used in the City Centre, linking vehicle registration to payment. Customers using the related parking app can choose to only pay for the time they use, and increase their parking time remotely. The introduction of the system in 2020 stopped people from moving their vehicles to take advantage of the one hour of free parking as vehicles are only entitled to one hour free each day.

Existing methods of payment for parking include cash, EFTPOS and the PayMyPark mobile app. Fees apply for payment by credit card and the PayMyPark mobile app, meaning most people still pay for parking with cash (approximately 70% of transactions). High levels of cash payments pose costs to Council in terms of staff time to empty machines, as well as increased risks of vandalism, theft and staff security. Opportunities to remove or reduce app or credit card fees should be investigated, along with linking parking payments to a public transport Smartcard to provide an integrated transport payment system.

7.2.8.2 Digital parking communication systems

Digital parking systems can communicate information on parking space availability, using real-time data on electronic directional signage, mobile apps, and websites. The number of available spaces in an area can be determined by sensors, regulating access via an automated barrier arm or geofencing parking payments to specific areas.

Real-time information on parking can reduce congestion by decreasing the number of drivers circling the area searching for available parking. While digital parking systems contribute to a positive user experience, installing elements such as sensors or barrier arms can be costly.

7.2.8.3 Electronic permits

Electronic permits are linked to a vehicle's registration number, eliminating the ability for permits to be shared. They also provide customers with more convenience as they can be applied for, issued, changed and cancelled online. Electronic permits can also be integrated with Nelson's pay by plate meters, improving enforcement efficiency.

7.2.8.4 Enforcement technology

The efficiency of parking enforcement can be substantially improved using technology such as licence plate recognition (LPR) camera enforcement. LPR enforcement in paid parking areas uses data from pay by plate meters, which are already in place in the central city. LPR enforcement can cover a greater area than wardens on foot and allow council to be more responsive to requests for enforcement.

7.3 Putting it all together - developing parking management plans

Parking Management Plans (PMPs) outline how parking in busy areas will be managed. PMPs generally include an overview of the amount and types of parking in an area and data on parking demands and trends. They also outline the current transport networks and land use, as well as anticipated future changes that are expected to influence fluctuations in parking demand or supply. Based on this information, PMPs identify short, medium and long-term recommendations for improving how parking is managed.

Development of the draft PMPs for the Central City, Tahunanui and Stoke has been undertaken in conjunction with the development of this Parking Strategy. PMPs for other activity centres or key destinations such as Nelson Hospital or popular community facilities will be developed if there is evidence to demonstrate a parking issue in the area and where there is demand for intervention from the local community. All PMPs will be developed in consultation with the local retailers, businesses residents and the wider community

PMPs are used to manage parking over a wide area. They are not intended to address discrete problems (e.g. parking issues around schools); in these circumstances, other tools as outlined in this Strategy can be used in affected areas.

8.0 Making it happen – implementation of key actions

Actions to improve how parking is managed in Nelson are summarised in Table 6. Site-specific actions for key areas such as the Central City, Tahunanui and Stoke are provided in the relevant Parking Management Plans for each area.

Table 6: Parking Strategy Action Plan

Focus Area	Action	Timeframe
Parking management – general approach	Use the objectives, guiding principles, ONF and NOF to guide decisions when allocating street space for movement, place and parking.	Ongoing
	Use the parking hierarchies for commercial and residential areas (refer to Table 1 and Table 2) to prioritise parking in these areas	Ongoing
Reserved parking	Use the guidelines (and any relevant design standards) provided in Appendix A to guide the implementation of reserved parking restrictions.	Ongoing
	Implement flexible restrictions to allow for shared use of parking spaces based on time of day or week	Ongoing
Time restrictions and pricing	Apply the principles and triggers shown in the flowchart Figure 1 to guide decisions to implement or change time restrictions and pricing.	Ongoing
	Implement parking time restrictions in accordance with the guidance in Table 3.	Ongoing
	Replace all P2, P5 and P15 parking restrictions with P10.	Ongoing
	Remove time restrictions from paid parking areas (with the exception of P10 parking spaces) and implement graduated pricing to manage turnover.	Short term
	Implement tiered pricing zones to manage demand based on the proximity and convenience of parking at key destinations	Medium term
	Review the hours that time restrictions apply to provide more flexibility outside of peak parking times.	Ongoing
Permits	Update parking permit policies to reflect the objectives and direction of this Strategy, including reviewing eligibility criteria, permit provisions and exemptions, pricing and application and renewals processes (including use of digital permits).	Short term
	Overhaul the residential parking scheme, including how it is administered and applied, permit provisions and exemptions, pricing, and eligibility criteria.	Short term
	As at the date of the adoption of this Parking Strategy, any unconsented developments will not be eligible for a Residential Parking Permit.	Immediate
	Review the effectiveness and compliance of the carpool permit scheme.	Short term
	Develop operational guidelines for car sharing in Nelson.	Short term

Park and ride facilities	Explore opportunities to develop park and ride facilities in the north of Nelson, e.g. Atawhai	Long term
Parking in reserves	Investigate mechanisms to implement parking restrictions and pricing in Council's parks and reserves.	Medium term
Enforcement	Continue to deliver parking enforcement services to discourage illegal parking behaviour	Ongoing
	Advocate for national increases of parking penalties to ensure infringements deter illegal parking.	Ongoing
	Investigate opportunities to use technology to improve the efficiency of enforcement, such as Licence Plate Recognition camera enforcement.	Medium term
Revenue and payments	Cordon parking meter revenue and reinvest it back into the activity centre area it was generated from, in consultation with local businesses.	Ongoing
	Review fees for non-cash parking payments (e.g. apps and credit cards).	Short term
	Investigate opportunities to link parking payments to a public transport Smartcard to provide a single integrated transport payment system.	Long term
Technology	Investigate opportunities for issuing electronic permits.	Short term
	Investigate opportunities to implement digital parking communication systems.	Long term
Monitoring	Develop a parking monitoring framework.	Short term
	Undertake frequent monitoring (e.g. every three to six months) of key parking indicators as outlined in Table 5.	Ongoing
Parking Management Plans	Implement recommendations from the City Centre, Stoke, and Tahunanui Parking Management Plans	Ongoing
	Develop and implement Parking Management Plans for other activity centres or key destinations if there is sufficient evidence to demonstrate a parking problem and there are demands for intervention to manage parking from the community.	As needed

9.0 Next steps

The Parking Strategy aims to provide Council and the community with clear direction on how to manage parking in the City better and sets out an indicative action plan to implement change.

As transport priorities shift over time, the focus of this Strategy may also need to evolve. This Strategy will periodically be reviewed to ensure it remains relevant and aligned with the vision for transport in Nelson.

Appendix - a guideline for the implementation of reserved parking spaces

Reserved parking	Guidelines for implementation
Loading zones	Designated parking spaces to provide access for loading and unloading goods or passengers. • Loading zones are generally only provided in busy commercial areas with high parking demand where there is a need for loading/unloading. • They are generally intended for use by commercial vehicles and couriers to undertake quick drop offs and pick up, however they can be used by other vehicles in the process of loading or unloading (with the exception of Goods Vehicles Only loading zones). • Whilst loading zones should preferentially be provided at the rear of commercial/retail properties, this is not always practical, and the provision of on-street loading zones to serve adjacent businesses is sometimes needed. • Generally, no more than one loading zone parking space per block should be provided in commercial areas. Ideally loading zones should be placed at the beginning or end of an area of parking to reduce the need for awkward manoeuvring by larger vehicles. • Loading zones should not be accommodated in angle parking bays as oversize vehicles may block the carriageway and impact on visibility of adjacent vehicles. Similarly, loading zones should not be placed adjacent to pedestrian crossings as high sided vehicles reduce the visibility of pedestrians waiting and/or crossing.
Mobility parking	Designated parking spaces for the exclusive use of vehicles displaying a valid Mobility Parking permit. • Generally provided in the most convenient locations in shopping areas as well as near community facilities or other key destinations such as a library, swimming pool or popular beaches. • Generally one on-street mobility parking space per block should be provided in commercial areas, and approximately two per cent of spaces in off-street car parks. • Mobility parking spaces are best provided as angled parking bays and require additional stall width over and above a standard parking space, to adequately provide for occupants to manoeuvre to/from the vehicle. A kerb ramp to allow access between the footpath and street level should be provided.
Bus Stops	Dedicated spaces for public buses on scheduled routes to stop to pick up and drop off passengers. • Bus stops should be designed at an appropriate length to enable a standard bus to manoeuvre in and out of the space safely, and stop close and parallel to the kerb. • Ideal placement of a bus stop is on the departure side of an intersection. This enhances accessibility for manoeuvring in and out of the bay, improves opportunities for buses to rejoin traffic lanes (improving reliability), reduces delay of vehicles behind stationary buses and eliminates the risk of vehicles turning in front of a stopped bus at an intersection. • Taxi ranks should not be located next to a bus stop or loading zone to avoid taxis spilling over into these spaces. • Where possible, after hours taxi ranks should be shared with other complimentary reserved parking designations in commercial areas (e.g. loading zones or bus stops) to improve efficiency of parking spaces.

Reserved parking	Guidelines for implementation
Motorcycle parking	Parking spaces designated for motorcycles, mopeds and scooters. • Parking for motorcycles can often be provided in spaces that are unsuitable for other vehicles e.g. corner bays in off-street car parks. Providing dedicated motorcycle parking areas reduces the need to motorcycles parking in standard vehicle parking spaces, improving the efficiency of parking resources. • In areas of high demand, pockets of short-term parking for motorcycles should be provided at regular intervals to discourage motorcycles parking in vehicle spaces or parking on the footpath. • Motorcycle parking should be provided at the front of a row of vehicle parking bays (or between driveways) to reduce the risk of vehicles reversing into them and providing increased visibility at intersections or driveways. • Parallel bays of long-term motorcycle parking spaces should be provided in centralised areas (on-street and off-street) to reduce riders circulating/searching for parking or using standard vehicle bays. • Motorcycle parking is not permitted on footpaths.
Carpool parking	Designated long term parking spaces for people participating in Council's carpool scheme. • Vehicles must carry two or more occupants when parking and display at least two valid carpool permits. • Generally provided in convenient locations in off-street car parking areas or commercial fringe areas. • After 10am, remaining carpooling spaces become available to other drivers to improve the efficiency of the parking resource.
Car share parking	Designated parking spaces for vehicles registered to car share operators where membership is available to the general public • Car share parking within commercial areas should be provided in off-street car parks only as on-street parking is prioritised to provide higher turnover and access to local businesses. • In residential areas, on-street car share spaces should be provided on busy and well-lit streets to increase perceptions of personal safety. • Ideally, car share parking spaces should be located on or near key bus routes. A cycle parking loop or rack should also be provided adjacent to the space to encourage multi-modal journeys.

Reserved parking	Guidelines for implementation
Electric vehicle (EV) charging parking	Parking areas designated for electric vehicles to recharge • Public electric vehicle charging spaces provide an opportunity for EV owners to top up their vehicle battery charge to provide sufficient range. They are not intended to fully charge vehicles. • EV charging spaces should have short time restrictions (e.g. 1 hour) to increase the efficiency and turnover of spaces. Fees should apply for parking and charging. • EV charging bays should be located in manner so that charging cords do not create a trip hazard for pedestrians on adjacent footpaths.
Cycle parking	Parking areas designated for bicycles (electric and unpowered) • Cycle parking may be provided on-street or on the footpath • Provision of cycle parking on the footpath should not intrude on footpath minimum width requirements. • Short-term, casual cycle parking should be provided in visible, accessible and well-lit places in close proximity to activity/building entrances. This will reduce the risk of theft or personal security issues and help to encourage use. • On-street cycle parking can often be provided in spaces that are unsuitable for other vehicles. Improvements to activity centre streetscapes often accommodate cycle parking as part of placemaking and bespoke cycle parking infrastructure can form part of the urban design. • Provision of electric cycle charging should be considered when developing new or upgrading existing cycle parking infrastructure. Electric cycle charging stations should be provided away from pedestrian thoroughfares to ensure charging cords do not form a trip hazard. Provision of electric cycle charging should be provided for free to encourage their use. • Providing for longer and wider types of cycles such as cargo bikes and cycle trailers should be accommodated into the design of cycle parking facilities at key destinations