

Executive summary – Palmerston North draft Parking Framework

As our city continues to grow, we need to think about how we manage parking in different areas. This is why we're proposing the adoption of a new parking framework and seeking community input to shape its development.

Currently, the way we make parking decisions around the city is largely based on requests and planning for individual areas, with little consideration of the whole picture. A parking framework will ensure a more structured, cohesive and strategic approach to parking management across the whole city. This means as we grow, we can enable easy and equal access to businesses, residential areas, and public spaces across the city.

This framework is a first step to ensuring that consistent decisions on parking can be implemented, by defining our objectives. It will identify the areas where parking is really busy – such as the city centre and around Palmerston North Hospital – so that we can create tailored parking management plans for each.

The framework is a guide to help us plan our city spaces well

The aim of the framework is to support city growth and economic development while also improving traffic flow, reducing congestion and meeting our sustainability goals. It provides a blueprint for consistency in parking decisions in a way that aligns with our wider transport goals but also provides room for considering each space and place individually.

Parking is often of high public interest and depending on each person's needs, and therefore point of view, there are often unavoidable conflicts around parking provision and management. While at times, trade-offs may need to be made, the objectives and principles in this framework can be used to provide guidance and transparent reasoning behind decision-making.

There are a range of tools we can use to manage parking, such as time restrictions, parking metres and different types of smart technology. As we create individual parking plans for each high demand area of our city, we'll explore the pros and cons of using these tools within those spaces and ask the public what they think too. For more on these different tools see pages 15 and 19.

The framework considers how parking decisions can be used to support to active and public transport. It will also help to ensure accessibility for everyone in high demand areas, including for people with mobility issues.

Our community's views and knowledge will help shape this framework

We've identified four main areas that consistently have high demand for parking around the city. These areas are the City Centre, the area around Palmerston North Regional Hospital, City Centre East and City Centre West. You can find the map outlining these areas on pages 17 and 18.

We'll be consulting with our community to get feedback on whether they agree with the areas outlined and what the main issues are when parking in these areas. We'll also be asking if there are other areas of high demand that we should create parking management plans for. If the framework is adopted the next step will be creating tailored parking management plans for each of these areas based on their unique needs.

During consultation we'll also ask if people agree with the objectives and principles of the framework, which include ensuring equal access for all, boosting our city

economy by providing easy access to businesses, and designing parking in a way that supports a safe transportation system. Read more about these on pages 6 and 7.

Moving forward with planning Palmy's parking

Once we have a framework in place, we'll start work on some specific parking management plans. These will include an overview of the amount and types of parking in an area, both public and private, along with data on parking demand and patterns of use. Based on this information, we'll identify short, medium and long-term recommendations for improving how parking is managed in each area. Alongside these plans, we'll investigate the practicality of using demand-responsive pricing in the CBD and how we can improve technology to manage parking and the user experience.

Other areas we'll look into are whether we should develop: a car share policy, an electric vehicle policy, management plans for major events/sports fields/outdoor venues, if we should reallocate some street space and how we carry out kerbside management. We'll explore benchmarking parking prices against public transport fares and the cost of providing parking spaces. We'll also review Council's publicly leased carpark system and look to replace residential permits with paid parking permits. All of this work will be informed by best practise and community feedback.

What is a Parking framework, and why do we need one?

The purpose of this parking framework is to identify what we want to achieve when managing public parking, provide guiding principles on how we make parking decisions and establish a hierarchy to prioritise road space for different users.

Parking has a significant influence on transport choice. The availability and price of parking can impact our decision to drive, cycle or use public transport. It can help determine where and when we travel.

Parking management will have a direct impact on our urban transport network. It is less likely to have an impact on inter-regional freight movements and our plans with NZTA Waka Kotahi for a regional freight ring road.

As Palmerston North grows, parking in our city will need to evolve in a way that encourages a shift to alternative more sustainable forms of transport, while acknowledging that driving will remain a practical option for many of our journeys. By creating a more sustainable transport system, we aim to reduce congestion, meet greenhouse gas emission goals, and manage the city's parking to meet the competing demands of residents and visitors into the future.

Palmerston North's current approach to parking management is not well integrated with the rest of the transport system. This has resulted in decisions around parking being made in isolation from the wider network, leading to a prioritisation of car travel over other modes of travel compounding issues of congestion and parking demand.

By developing a framework to better manage our parking, we can maximise the Council's existing parking supply. This avoids over-supplying car parking in the city and allows more land to be used for productive activity. Through better integration of parking management with the wider transport network we can support other modes to grow, providing our community with a genuine choice to use other modes of travel.

Current improvements being made to the bus network and ongoing projects to make biking safer in the city aim to make leaving the car at home possible for more and more people. This would reduce congestion on the city's roads and make it easier to park for those who need it.

Moving to a sustainable transport culture won't mean everybody will bus, walk or cycle to work, but by gradually increasing the number of people who make that choice Palmerston North can have a safer, more sustainable, and efficient transport system.

Why do we need to manage parking?

Each street is different, and the level of parking is determined by its function in the transport network.

We have a range of tools, such as restrictions and pricing to encourage parking turnover in locations of high demand, such as the city centre, hospital and around schools. Some parking spaces may also be designated to improve access for certain user groups or vehicles, like mobility parking spaces, bus stops or loading zones. 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.

Cities typically apply time restrictions and/or pricing to manage demand and support turnover. 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.

By contrast, abundant cheap or free parking encourages people to drive, leading to congestion that erodes the other qualities that draw people to live in or visit a place like the city centre. At the moment driving is the main form of transport in the city. Safe or feasible alternatives increasing. How we manage parking should ideally align with improvements to walking, cycling, and public transport networks to provide choices and deliver an affordable and equitable transport system.

Too much parking can create negative outcomes

Car parking enables easy access to homes, shops, employment, and services. But having too much parking can have negative outcomes. The conventional approach to planning for car parking has been to 'predict and provide'.

This approach looks to meet the demand for free or subsidised parking with increased parking supply and has led to many urban areas providing too much parking. This approach incentivises car ownership and driving while also hindering policies that aim for increased public transport or active mode use.

Indicators of excessive public parking:

- Excessive demand for car-based travel and lifestyle.
- A street network design focused on easy use by car drivers at the expense of easy use for pedestrians, cyclists and public transport users. This is because car access and parking crowds out the provision of infrastructure for other modes.
- High pedestrian and cyclist crashes, serious injury and death rates.
- A lack of a 'sense of place' - streets that provide lots of parking tend to detract from the characteristics of the place and make all streets look and feel the same.
- It is hard to enhance public areas to make them pedestrian-friendly and inviting if parking dominates and acts as a barrier around the space. This issue is exacerbated by public resistance to any loss of parking.
- The lack of cohesive layout from decades of urban sprawl has led to dispersed commercial and residential development along with a spread of community

facilities and social services throughout the city. This can make access by alternative modes of travel like buses or cycling impracticable or unfavourable.

- Car free and low income households are subsidising the car travel of wealthier households with cars.
- Public transport and walking and cycling infrastructure that is provided is not well used.
- Ratepayers subsidise the provision of car parking in high demand areas, rather than users paying the full cost of occupying the space themselves. This artificially keeps the true value of the space low encouraging spaces to be monopolised for longer, rather than letting the market set the amount of supply in response to demand.¹

How do we use this document?

This document is designed to be a toolkit that guides decision-making around parking. The document outlines the strategic goals sought through the management of the city's parking and proposes a way forward using the tools outlined in this document. This document is a high-level document and does not propose any 'on-the-ground changes', and should instead be considered as a guide for making those decisions in a fair, consistent and transparent way.

¹ Donald Shoup provides good general analysis on the negative outcomes conventional parking management can have in: Shoup, D. C. 2005. *The high cost of free parking*, Chicago, Planners Press, American Planning Association

We consider competing demands when making decisions about parking

Balancing the competing demands for our city's public space can be challenging. To help make decisions about prioritising and allocating street space and parking, we have developed a series of objectives and guiding principles. These are based on best-practice and feedback from early engagement with community groups.

The objectives outline what we're seeking to achieve, while the guiding principles set out how we will deliver and implement any parking changes. We recognise that there are often unavoidable conflicts around parking provision and management. While at times, trade-offs may need to be made, these objectives and principles will be used to provide guidance and transparent reasoning behind decision-making.

Objectives

The objectives for how we'll manage parking are:

- 1. Promote sustainable transportation:** By handling parking differently, we aim to make it easier for more people to walk, bike, or use public transportation.
- 2. Create a city for everyone:** We'll organise our streets to improve urban design, making it easy for pedestrians and cyclists to move around and foster a lively and diverse city.
- 3. Provide equal access for everyone:** When planning parking and street space, we'll focus on ensuring safe movement for people of all ages and abilities.
- 4. Boost local economy:** The way we manage parking in commercial areas will encourage turnover in a manner that benefits both nearby businesses and the community.
- 5. Unify parking for a safe and smooth transportation system:** Make sure our parking rules align with the overall efficiency of the city's transportation system, giving priority to safety and cohesion.
- 6. Effectively handle parking as a shared resource:** Manage parking supply to meet demand and maximise community value.

Principles

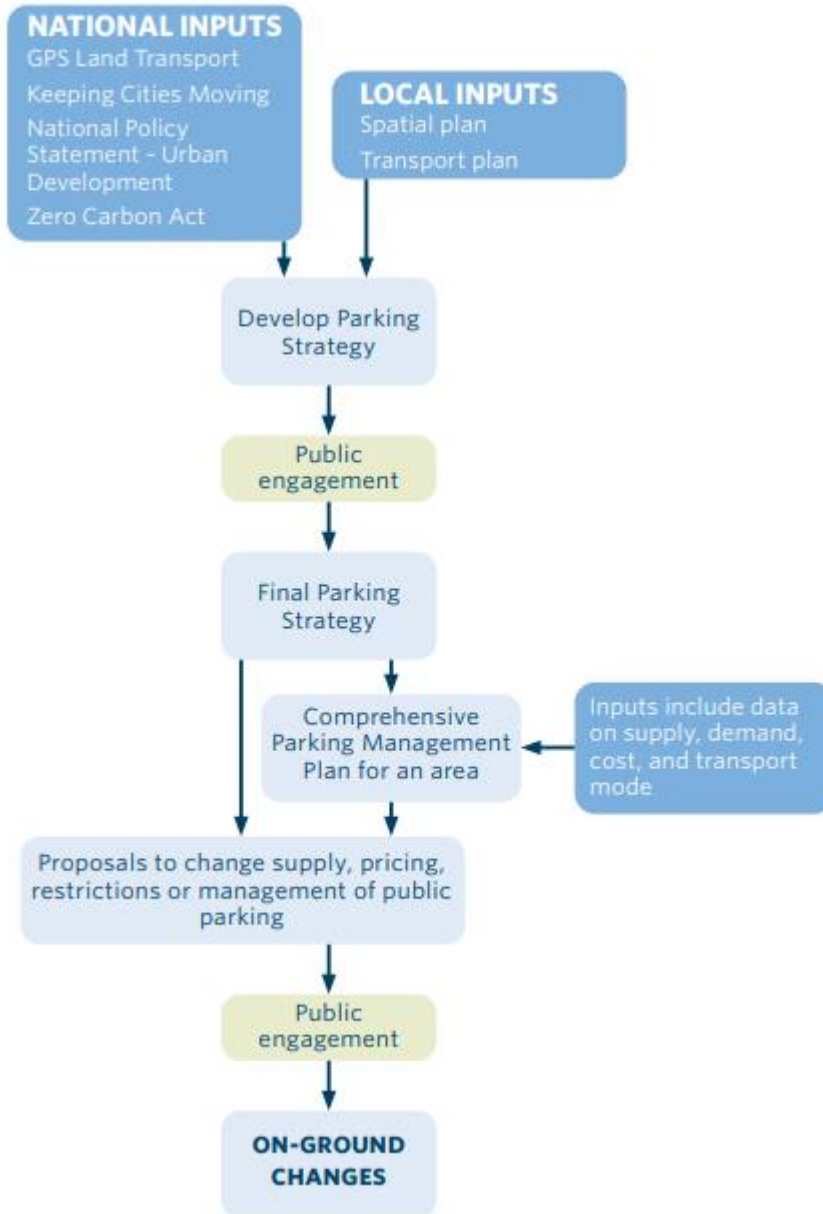
The principles below explain how the Council will apply the objectives to make decisions.

Public space is prioritised to deliver the highest value to residents and visitors.	Allocation of space on our streets will be prioritised to deliver a safe and sustainable transport network for all road users.
Ensure parking supply is appropriate to the adjacent use	Ensuring parking supply is appropriate to the adjacent use is crucial to avoid mismatched parking availability that could lead to

	congestion, inefficient land utilisation, and inconvenience for residents or businesses in the specific area.
Prioritise users with the greatest need for parking	There are many different types of users of parking each with different needs. Parking should be prioritised to ensure: <ul style="list-style-type: none"> • Businesses can operate effectively. • People who have limited mobility options are not disadvantaged and can access services. • Parking resources are used in the most efficient way possible.
Those who benefit from parking contribute to the cost of parking	Users pay for parking to reflect the convenience, demand, opportunity, and environmental costs of parking provisions in areas of high demand.
Parking management is integrated with the wider transport system	Parking decisions should not undermine the city's wider transport aspirations and should support a balanced transport network that provides for all modes.
Ensure parking supports a quality urban environment	Ensuring that our parking is designed in ways and places that support a quality urban form is essential. The prevention of excessive parking that may hinder good quality urban development will allow for optimal land use and a more visually appealing and well-functioning city.
Make transparent and evidence-based decisions	Competing demands for parking means that changes are often difficult discussions, with opposing views on the best use of public space. By making evidence-based decisions in a transparent manner, we can maximise the use of our public spaces in ways that prioritise the best outcomes for our whole community.
Provide a high-quality user experience	Well managed parking means that users can easily find a car park and easily understand any restrictions.

Where does it all fit in?

The parking framework is designed to better integrate parking management into the wider transport network and ensure that the decisions that are made in regard to parking also support the city's goals for the wider transport network. To achieve this



How will we prioritise space on our streets?

Streets serve various functions, mainly supporting movement, place, and parking. Movement involves safe transit for people and goods, place focuses on the use and environment of the area, and parking addresses vehicle storage. Some streets encompass all three functions, while others cater to one or two. The function of a street can change over time or day, such as peak hour clearways allowing parking only during off-peak hours. NZTA Waka Kotahi's One Network Framework (ONF) and Network Operating Framework (NOF) categorize streets based on movement and place levels, recognising streets as both transport corridors and places for people. The One Network Framework has classifications that prioritise transport modes to align with the right road. Balancing competing demands on the transport network, like using the space for free parking versus having it available for other uses, is challenging. The two frameworks guide the way space is allocated, but solutions to mitigate parking losses like angle parking or flexible arrangements, need careful design to avoid safety risks or excessive costs.



In places where street space isn't required to provide for movement or place functions, parking can be provided as long as it is safe to do so. The type of parking provided should be based on the surrounding land use and support the objectives of this framework.

How do we know if parking is being used efficiently?

Parking efficiency is best measured through utilisation, if it's too high and people won't be able to find a park, if it's too low means that parking could be oversupplied and not the best use of that space. The goal is to achieve around 85% utilisation in high-demand areas. This means that over an hour the parking space will be in use for around 50 minutes. The reason we don't want 100% utilisation is so that around 1

in every 7 spaces is available, meaning new visitors can find a carpark without too much difficulty.

Parking Management in Commercial Areas

The challenge in city centres comes from the competing needs of customers, visitors, and local workers.

Short-stay parking is valuable for private car users, particularly when alternative transport options are limited, such as visitors to the city that can't access public transport. It ensures accessibility for daily visitors and maximizes transactions.

Long-stay parking, typically for employees, can hinder short-stay access during peak hours. Prioritising short-stays over long-stay usage is recommended. to boost the areas vitality and economic activity. Changing work patterns with an increased number of people working from home have reduced some of the demand for long-stay parking but there remains a demand. As much as possible long-stay parking should be provided via off-street parking. However, the main focus should be encouraging city workers to use alternative modes like walking, cycling or public transport, especially if vehicles are parked for over 6 hours each day.

The proposed approach to managing parking includes prioritising public transport, active modes, and short-stay parking. By aiming to achieve 85% occupancy we can support parking turnover and optimise parking resources. Because one solution won't fit all areas, we'll need to use different methods in different areas.

Proposed Approach:

1. Prioritise public transport, active modes, loading, and short-stay parking.
2. Ensure on-street parking prioritises visitors and customers.
3. Target 85% occupancy.
4. Develop and follow a kerbside management framework to take into account the whole area between the road and premises.
5. Follow the parking hierarchy.
6. Adopt a flexible response to varying parking demand levels through Demand Responsive Parking.
7. Develop a Parking Management Plan for the City Centre (and suburban centres if needed).

Commercial Parking		
Priority	Parking type	Characteristics
High	Bus Stops	Areas reserved for scheduled bus services. High priority to encourage public transport uptake.
H	Mobility Parking	On-street parking for mobility permit holders.
H	Loading Zones GSV	Areas reserved for Goods Service Vehicles, normally subject to very short time restrictions to ensure turnover. Highly important in city and town centres to enable servicing of businesses.
H	Very short stays (P15)	Enable customer rideshare e.g. Uber, pick-up drop-off and delivery pick-up.

M	Bicycle and scooter parking	Areas reserved for bicycle and scooter parking are important to encourage uptake. In some locations, off-street bays might be more appropriate.
M	Customer parking	Medium-term parking for customers to access business and retail activities
M	Car share	Areas reserved for approved car share schemes. Can be provided in city and town centres to support businesses travel plans, though care must be taken not to impact overall business access.
L	Small Passenger Service Vehicle (SPSV) parking	SPSV stands provide a dedicated area for approved taxi service providers.
L	Bus layover	Areas reserved for buses to wait while repositioning. To be avoided where possible in the city centre.
L	Long-stay parking businesses and staff	Parking normally used by commuters and local staff. Very low priority compared to all other uses. Should be discouraged with alternative modes encouraged. Demand can be managed through price. Business permit exemptions should not apply.

Parking Management in Residential Streets with high demand

Parking in residential streets is a contentious issue where residents often feel they have preferential rights over other users. Where parking demand is high, and there are complaints from local residents, there may be pressure to act to preserve the space for residents. However, parking on residential streets is the same as parking on any other street and should be managed in a consistent way guided by a policy.

For most homes in Palmerston North outside of the city centre, on-site parking for at least one car already exists. In cases where a development has been approved without on-site parking, we should avoid subsidising parking by providing residents-only parking permits.

Proposed Approach:

1. Residential streets should be treated as a wider community resource, with their space used in the way that most benefits the wider community.
2. Treat general parking demand in residential streets the same as in other high demand areas.
3. Ensure any residential parking schemes are as fair and equitable as possible by not giving residents priority over other users.
4. Let developers and future residents know that developments approved in areas with no minimum parking requirements will not be eligible for residential parking permits.
5. Any parking on residential streets should be provided in accordance with the kerbside management framework and residential parking hierarchy outlined below
6. We will engage local retailers and the business associations around changes to parking on streets adjacent to their premises to ensure the needs of the wider community are considered, not just those of the residents.

What this will mean for the residential parking permit approach is that:

- We will introduce paid parking permits to replace the residential parking permit that are open to anyone, not just residents. This allows those who need to park on residential streets with high demand to also access these parking spaces during daytime business hours.
- We will price permits to reflect the market price of parking in the area.
- We will continue to honour any residential permits that have been issued but will phase these out as they expire, closing the scheme to new and renewal applications.

Residential parking (high demand)		
Priority	Parking type	Characteristics
H	Bus Stops	Areas reserved for scheduled bus services. High priority to encourage public transport uptake.
H	Car share	Areas reserved for approved car share schemes High priority to encourage lower car ownership levels

M	Bicycle and scooter parking	Secure parking focused on destinations (parks and local shops) to encourage using active modes over private vehicles.
M	Bus layover	Can be more cost-effective than providing dedicated off-street facilities, but can impact residential amenity.
L	Short stay	Parking for customers to access home businesses, visitors. Only required if area is subject to high parking demand.
L	Mobility Parking	On-street parking for mobility permit holders. Not normally required in residential areas, as residents will normally have access to off-street parking space. May be considered if there is a demand for mobility parking in an area that is subject to high parking demand.
L	Long-stay - residents garaging	Should be discouraged. Encourages dependency on Council to provide vehicle garaging for private residences. In areas of high demand can be managed through paid permits.
L	Long-stay – commuters	Should be discouraged. Encourages dependency on Council to solve parking issues. In areas of high demand can be managed through paid permits.

How can we manage Parking Demand?

In areas of high parking demand, encouraging vehicle turnover is important to make the most efficient use of the parking space. Turnover can be achieved through two methods:

- Time restrictions
- Pricing (with or without time restrictions)

Time restrictions may be sufficient in areas with lower demand, whereas pricing is more effective in areas of high parking demand and high employment. Both approaches have advantages and disadvantages that need to be considered when implementing.

	Pricing	Time Restrictions
Advantages	<ul style="list-style-type: none"> • Parking users cover more of their own costs, reducing the cost on ratepayers • Parking Revenue can help to support public investment in improving facilities • Prices can be adjusted relatively quickly in response to higher demand 	<ul style="list-style-type: none"> • Relatively cheap and easy to implement • Useful for encouraging very short-term parking
Disadvantages	<ul style="list-style-type: none"> • Requires upfront investment in parking machines or technology • Can be unpopular 	<ul style="list-style-type: none"> • Difficult to respond to increases in parking demand • In areas of high employment, parking can be abused by staff who make use of the free parking • The cost of enforcing time limits is fully funded by ratepayers

In their national parking management guidance, NZTA Waka Kotahi outlines a flowchart to show how parking management can respond to increasing demand, noting that wider transport planning can also assist in reducing demand.

Demand Responsive Parking

A demand-responsive pricing approach adjusts on-street parking prices based on demand in order to manage and ensure availability for those in need. This eliminates the need for time limits, as prices drive turnover and availability. The primary goal is to maintain an 85 per cent rate of use in high-demand areas. This approach uses continuous monitoring of occupancy to make timely price adjustments, either up or

down depending on the level of demand for the parks. The overarching objective is to maintain an average 85% occupancy during peak times, to reduce prolonged searches for parking and to alleviate congestion. Demand Responsive parking prioritises on-street parking for short-term visitors and customers over long-stay commuters. This means people can get the things they need to do done, while also encouraging them to vacate the space for the next person to use. Prices are established based on local patterns of demand and organised into distinct pricing zones for clarity. Occupancy surveys are conducted periodically to gauge parking usage and inform any adjustments to prices. The adjustment formula used takes occupancy levels into account, while also allowing flexibility in response to demand fluctuations.

Parking Management Plans

A parking management plan (PMP) is a location-specific plan that outlines parking management interventions for a centre, a neighbourhood, a particular land use (such as residential) or an area that is influenced by land use (e.g. commercial parking spill over to a residential area). As explained above, a PMP may be used to respond to known problems, or to proactively contribute to wider transport and urban outcomes. PMPs should be informed by reliable survey data, and by an understanding of the resource cost of parking.

Once this framework has been endorsed/approved we will develop specific PMPs for areas that are consistently experiencing high parking demand. At the time of drafting this document the key areas identified by this framework is the City Centre, the Hospital and the areas around and between both locations. It is proposed that these areas be broken down into four different PMP areas. We recognise that in the future these area may change and new areas may require a parking management plan as problems arise.

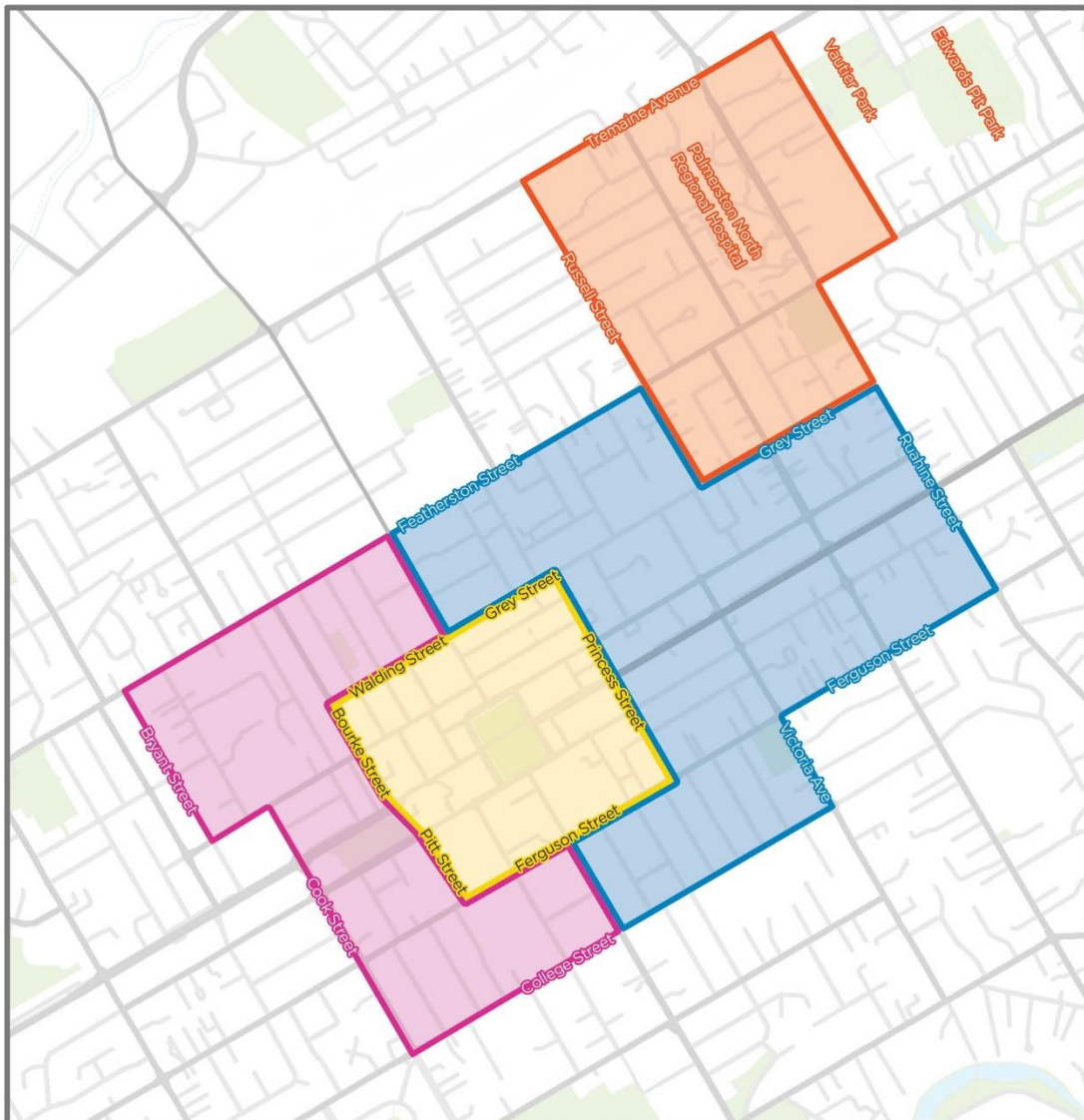
The PMPs will include an overview of the amount and types of parking in an area (public and private) and data on parking demand and trends. PMPs will also outline the current transport network and land use, as well as anticipated future changes expected to influence fluctuations in parking demand or supply.

Based on this information, PMPs identify short, medium and long-term recommendations for improving how parking is managed. While a PMP will provide analysis on both public and private assets it will typically only develop management measures for the public parking supply. All PMPs will be developed in consultation with the local retailers, businesses residents and the wider community.



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

Parking framework

Parking Management Planning - High Demand Areas



Conflicting demands on parking

 City Centre West > Visitors for events > Residents > Workers	 City Centre > Workers > Customers > Delivery drivers > Residents	 City Centre East > Customers > Workers > Residents	 Hospital > Hospital visitors > Workers > Residents
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What are the other tools that we can use?

Parking Permits

Parking permits are issued by the Council and grant specific privileges or exemptions to parking regulations. These permits vary based on the type. The types of permits offered are;

- **Accessible / Mobility Parking Permit** - Mobility parking permits are administered by CCS Disability Action. Motorists displaying a valid mobility parking permit must still pay when parking in a metered space but are entitled to an extra 60 minutes per space. Short-term parks such as P5, P10, P15, P30 and loading zones are excluded.
- **Residential Parking Permits** - Exempt eligible permit holders from time limit restrictions. Some areas of the city are reserved for permit holders only. They do not exempt holders from any paid parking charges.
- **Super Gold Card Parking Permit** - Allow the holder to park free in the central city from 9am until 3pm on weekdays. Only Palmerston North ratepayers or residents are eligible. They are valid for a calendar year (January to December) and cost \$10
- **Meterboards for contractors** - Allow contractors' trade vehicles associated with building renovation or maintenance of business premises to park in metered spaces for longer than the specified time. Skip bins or heavy machinery are also included in this category. The charge for a meterboard is \$9 per day per space, and \$4.50 per half day per space. A meterboard can be purchased for a full year at a cost of \$750 per annum with approval from Rounding Manager. A \$5 administration charge is applicable for all requests of invoicing. Maximum issue period for meterboards is 12 months, unless approved by the Rounding Manager.

Widespread use of parking permits should be limited, with permits being provided on a needs basis to ensure fairness and equity in their distribution. By granting permits based on genuine needs, the council can prioritise access for individuals who require specific parking accommodations, preventing the potential for misuse or preferential treatment. Council permit rules should be reviewed regularly to ensure they align with our objectives.

Car Share and Car Pooling

Car sharing is a modern mobility solution where users access a fleet of vehicles via a mobile app for short-term use, eliminating the need for personal ownership. This convenient and eco-friendly option optimises existing vehicles, reduces congestion, and minimises environmental impact. Car sharing is not used in Palmerston North yet. However, it should be welcomed as it could help to reduce the upward trend of increased number vehicles per household.

Carpooling should be actively encouraged as it reduces the number of vehicles needed to move around the city, with more people traveling in each vehicle. Supporting fewer cars travelling in and around the city means that there is less demand for parking and reduced congestion.

Enforcement and Penalties

Parking enforcement is an essential component of parking management and is required to support the desired outcomes. When changes are implemented, implications for enforcement should also be considered.

Technology

Palmerston North has been at the forefront of some of the most innovative parking technology solutions, being an early adopter of Frog sensors. While the Frog sensors are excellent for enforcement and occupancy data they are not well integrated with the rest of the parking and permit system. Future technology should consider integrating the different components (i.e. permits), achieve efficiencies and support the desired outcomes of parking management.

Lease Parking

Lease parking presents several challenges that hinder the objective of transport mode shift. Firstly, it favours long-stay parking at the expense of short-stay options because lease prices provide substantial discounts for extended durations, discouraging turnover. Secondly, it perpetuates driving behaviour by turning the lease cost into a sunk investment, making it less likely for leaseholders to use public transport or alternative modes on prepaid parking days, due to the loss of money by not using something you've already paid for. This reduces the likelihood of choosing non-car modes throughout the week. Lease parking contributes to a lower overall market price for parking, influencing private parking providers to change their prices to match the council rates and disrupting fair market competition. Lastly, lease parking utilises valuable city centre land and uses council resources, which could otherwise be repurposed for transit-oriented developments or mobility hubs that would support a shift towards more sustainable transportation options. The administrative burden of managing lease parking further underscores its inefficiency, compared to simpler payment methods like parking machines or apps.

Case Study – Boulder, Colorado²

Boulder, Colorado is a city of around 110,000. Boulder, Colorado is a leader in using active parking management as part of an integrated transport plan. In 1996, the city set a goal of achieving “no long-term growth in vehicle travel” over 1994 levels. This required a comprehensive plan to increase public transport and active transport mode share, while decreasing single occupancy vehicle travel.

Boulder treats parking as a resource and a source of revenue for funding transport improvements throughout the city. Parking revenues are used to subsidise the EcoPass Scheme, which allows downtown businesses and other institutions to bulk-buy public transport passes for all their employees. Ringfencing revenue and applying it to public transport in this way has helped mode shift so that only a third of people drive to work in Downtown Boulder alone in a private vehicle, as shown in Figure 1 below.

Boulder has seen positive changes because of the integrated transport management plan. From 1991–2009, there was a 15% decline in single occupant vehicle trips and a slight decline in multi-occupant vehicle trips. Cycling mode share increased by 75% to 10.5% and bus mode share increased by 300% to 9.5%. As of 2009, Boulder retained the same level of vehicle miles travelled per day, despite the population increasing by 10,000 and 12,000 new jobs being created in the city.

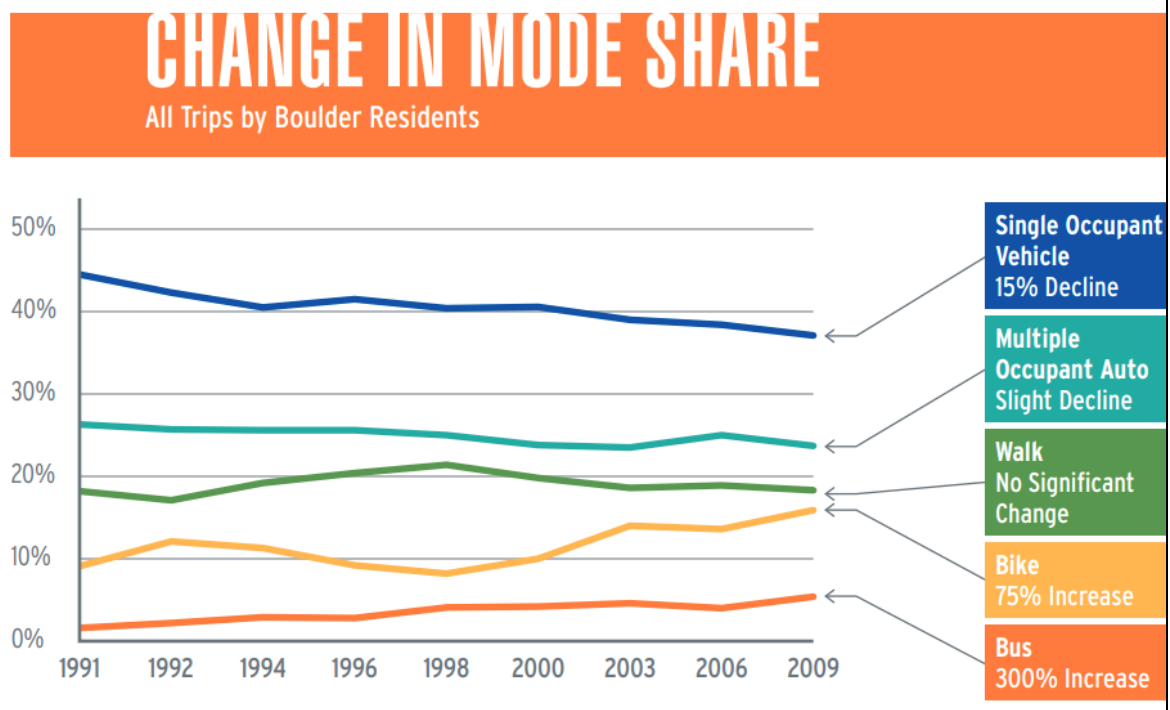


Figure 1: Mode share over time in Boulder, Colorado (City of Boulder Transportation Division, 2012)

² City of Boulder Transportation Division, *Transportation to Sustain a Community*, 2012

Supporting Actions

Benchmark Parking prices against public transport fares and the cost of providing parking.

The cost of use needs to be considered against the cost of providing parking and the cost of public transport. Aligning parking fees with local public transport prices promotes equitable and sustainable urban transport. By encouraging environmentally friendly choices and reducing congestion, this approach creates a fair economic incentive. Connecting the cost of parking to public transport fares contributes to a more efficient and eco-friendly transportation system, fostering social equality and prioritizing community well-being. Aligning parking prices against the cost of providing parking reduces the burden on the ratepayers by taking a user-pay approach that promotes fairness in the use of this public space.

Investigate Demand Responsive Pricing for the CBD

We will undertake an investigation into the practicality of using demand-responsive pricing in the CBD and compare this to other parking fee systems.

Invest in improved technology to support efficiencies in parking management

We will investigate technology improvement to improve how we manage parking and improve the user experience.

Develop a car share policy

Car share schemes are proven to reduce vehicle ownership rates and overall vehicle kilometres travelled. We will develop a car share policy to clarify how and when the Council will support car share schemes.

Develop an electric vehicle policy

Electric vehicles are becoming increasingly common. Electric vehicles offer several benefits in terms of reducing tailpipe carbon emissions. However, the overall benefits of promoting electric vehicles are not well understood and require further research. We will develop an electric vehicle policy to clarify for the provision of electric vehicle parking and associated charging infrastructure.

Develop management plans for major events/sports fields/outdoor venues

We will work with event organisers to put in place parking management for major events/sports fields and outdoor venues. These management plans are intended to deal with infrequent parking demand, whereby parking demand can be high due to specific events, like markets, festivals, sporting events, etc.

Develop a street space reallocation policy and kerbside management hierarchy

We will develop a street space reallocation policy to guide decisions on how space within our corridors is allocated. As part of that work we will develop a kerbside management hierarchy which will lay out how we will prioritise different kerbside uses.

Review Council's publicly leased carpark management

We will review the current public carpark lease to ensure that the management of these assets aligns with the framework. In cases where they don't, we will look at changing how we manage it to align with the framework.

Replacing residential permits with paid parking permits

We will continue to honour all existing residential permits, and we will stop issuing any new permits. In areas of high demand and time limits or parking meters are not appropriate, we will introduce paid parking permits that are open to anyone who is willing to pay to use the parking space during business hours.

Appendix

Reserved parking	Guidelines for implementation
Loading zones	<p>Designated parking spaces to provide access for loading and unloading goods or passengers.</p> <p>Loading zones are generally only provided in busy commercial areas with high parking demand where there is a need for loading/unloading.</p> <p>They are generally intended for use by commercial vehicles and couriers to undertake quick drop offs and pick ups, however they can be used by other vehicles in the process of loading or unloading (with the exception of Goods Vehicles Only loading zones).</p> <p>They are generally only needed during delivery times which tends to be during the day.</p> <p>Loading Zones can be converted to other uses outside peak times, e.g. taxi stand, general pick-up drop-off or general parking.</p> <p>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.</p> <p>Loading zones should not be accommodated in angle parking bays as oversize vehicles may block the carriageway and impact on visibility of adjacent vehicles.</p> <p>Loading zones should not be placed adjacent to pedestrian crossings as high sided vehicles reduce the visibility of pedestrians waiting and/or crossing.</p>
Mobility parking	<p>Designated parking spaces for the exclusive use of vehicles displaying a valid Mobility Parking permit.</p> <p>Mobility parking bays generally operate at all times.</p> <p>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.</p> <p>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.</p> <p>Mobility parking spaces require special design considerations. Some are best provided as angled parking bays and need to be wider than standard parking spaces, to adequately provide for occupants to manoeuvre to/from the vehicle. Some mobility permit holders require rear access. Standard parking spaces will not be wide enough and angle parking will not be appropriate either as occupants would be exiting into the live traffic lane.</p> <p>Step free access between the footpath and street level should be provided.</p>
Bus Stops	<p>Dedicated spaces for public buses on scheduled routes to stop to pick up and drop off passengers.</p>

	<p>Bus stops are only necessary during the times a bus service is in operation and can be used for other purposes outside these times. For example if the bus service stops running in the evenings the space can be used for taxi stands or pick-up drop-off. Care is needed when deciding when the change of use occurs, bus stops restrictions can begin 1 hr or 30mins before operations start, this allows time for any illegally parked cars to be towed.</p> <p>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. This typically requires No Stopping At All Times markings both for the lead in and lead out areas.</p> <p>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.</p> <p>It is also preferable to locate bus stops on the departure side of a pedestrian crossing. This addresses visibility issues and improves performance and safety as departing buses are not held up by disembarking passengers crossing in front of the bus.</p>
<p>Small Passenger Service Vehicle (SPSV) parking</p>	<p>Dedicated spaces for approved passenger service vehicles such as taxis and rideshare vehicles.</p> <p>Where possible, after hours SPSV parking 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.</p> <p>SPSV parking should not be located next to a bus stop or loading zone to avoid taxis spilling over into these spaces.</p>
<p>Motorcycle parking</p>	<p>Parking spaces designated for motorcycles, mopeds and scooters.</p> <p>Motorcycle parking operates best when it is at all times.</p> <p>Parking for motorcycles can often be provided in spaces that are unsuitable for other vehicles e.g. corner bays in off-street car parks.</p> <p>Providing dedicated motorcycle parking areas reduces the need to motorcycles parking in standard vehicle parking spaces, improving the efficiency of parking resources.</p> <p>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.</p> <p>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.</p> <p>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.</p> <p>Motorcycle parking is not permitted on footpaths.</p>

Car share parking	<p>Designated parking spaces for vehicles registered to car share operators where membership is available to the general public</p> <p>Car share spaces normally operate at all times. This provides consistency for users and makes the scheme more attractive. 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 can also be provided adjacent to the space to encourage multi-modal journeys.</p>
School pick-up drop-off	<p>Spaces reserved for school pick-up drop-off only.</p> <p>Should generally be discouraged in areas close to the school gates because it attracts lots of vehicle movements and congestion around the school gates. This creates safety issues for school children who are moving through the area and discourages walking and cycling. Pick-up drop-off will normally present capacity issues as there is rarely enough space to accommodate all the parents who want to get as close as possible to the gates. Providing a dedicated zone that has insufficient capacity to accommodate the demand just creates congestion and safety issues as people jockey for a spot. Best-practice is to ban parking around the school at pick-up drop-off times and enforce aggressively. Parents who need to drive children to school should be encouraged to park away from the school and walk their children to the gate/school - this disperses the demand over a wider area and reduces congestion and safety issues in the immediate vicinity of the school gate. This also encourages the Council to provide good crossing facilities which improves walking and cycling experience.</p>
Electric vehicle (EV) charging parking	<p>Parking areas designated for electric vehicles to recharge</p> <p>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. Ideally Council should develop an overall electric vehicle policy before charging infrastructure is installed on public assets.</p>
Cycle parking	<p>Parking areas designated for bicycles (electric and unpowered)</p> <p>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.</p>

	<p>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.</p> <p>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.</p> <p>Provision of electric cycle charging should be provided for free to encourage their use.</p> <p>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</p>
Emergency Vehicle bays	<p>Parking areas designated for emergency vehicles</p> <ul style="list-style-type: none"> • May be provided at both on and off-street parking. • Restricted to first responder vehicles only. • No time limit • Located at locations where emergency vehicles congregate and do not have sufficient parking

Time restriction	Guidelines for implementation
Very short term (P15)	<p>Designated parking spaces to provide convenient access for short trips and to drop off or pick up people or goods.</p> <p>Generally located adjacent to businesses with high demand for rapid transactions, such as a dairy, banks, takeaway shops</p> <p>Also frequently used outside community facilities (e.g. pools, libraries) to allow for dropping off or picking up people or goods</p>
Short term (P60, P120)	<p>On key streets in busy commercial areas where high turnover is needed but paid parking is not currently in place.</p> <p>In neighbourhood activity centres and at community facilities where turnover is needed</p>
Medium term (P180)	<p>Limited application</p> <p>Targeted to businesses and facilities, where P120 does not provide sufficient time for customers and visitors</p>
Medium term (P240)	<p>Off-street carparks at recreational facilities only.</p>
Long term (\geq P240)	<p>Areas impacted by long term or overnight parking, e.g. streets surrounding an airport or beach</p>

Strategic Context

The following is a list of policies, strategies and plans that this parking framework aligns with.

National

- Government Policy Statement on Land Transport
- Emission Reduction Plan
- Climate Change Response (Zero Carbon) Amendment Act 2019
- National Policy Statement on Urban Development
- Keep Cities Moving
- Road to Zero

Local

- Long Term Plan
- Palmerston North Integrated Transport Initiative
- The District Plan
- Palmerston North Traffic and Parking Bylaw 2018
- Asset Management Plan
- City Shaping Plan
- City Growth Plan
- Active Communities Plan
- Climate Change Plan
- Environmental Sustainability Plan
- Waters Plan
- Governance and Active Citizen Plan
- Urban Cycle Network Masterplan
- City Centre Framework 2013
- Strategic Development Sites for Palmerston North 2013
- City Centre Streetscape Plan
- Street Design Manual
- Proposed Parking Management Plan 2016-2018