

NELSON CITY COUNCIL

**Nelson Resource Management Plan**

Proposed Plan Change 21  
Parking and Related Changes

**Section 32 Report**

25 September 2010





## **1.0 Introduction**

### **1.1 Purpose of Report**

Section 32 of the Resource Management Act (RMA) requires Council to consider alternatives and assess the benefits and costs of adopting any objective, policy, rule or method in a plan or policy statement prepared under the RMA. Before publicly notifying a proposed plan change, the Council is required to prepare a Section 32 report summarising these considerations.

The purpose of this report is to fulfil these Section 32 requirements for Proposed Plan Change 21 to the Nelson Resource Management Plan (the NRMP).

### **1.2 Steps followed in undertaking the Section 32 evaluations**

The seven broad steps which this section 32 evaluation follows are:

1. identifying the resource management issue
2. evaluating the extent to which any objective is the most appropriate way to achieve the purpose of the RMA
3. identifying alternative policies and methods of achieving the objective
4. assessing the effectiveness of alternative policies and methods
5. assessing the benefits and costs of the proposed and alternative policies, rules, or other methods
6. examining the risk of acting or not acting if there is uncertain or insufficient information about the subject matter of the policies, rules, or other methods
7. deciding which method or methods are the most appropriate given their likely effectiveness and their likely cost, relative to the benefit that would likely deliver.

### **1.3 Description of Proposed Changes**

The Plan Change consists of seven parts, as follows.

#### **1.3.1 Plan Change 21.1 – New Policy ‘On-site parking –reductions in mandated levels**

This change proposes a new policy DO10.1.6A to go into Chapter 5 (District wide objectives and policies) of the Plan. The new policy applies district-wide across all zones. It is intended to give more guidance on when it may be appropriate, and under what circumstances, to allow (by resource consent) a reduction by resource consent to be allowed in the level of parking required by the permitted rules in the NRMP. The policy also indicates what the environmental bottom lines are (when a reduction below a certain level is not appropriate, particularly regarding potential impacts on road safety and efficiency).

#### **1.3.2 Plan Change 21.2 – Amendments to Inner City Zone – Objective IC1 (Form & Access) and Policy IC1.6 (Parking)**

These amendments reflect the proposed policy direction in Plan Change 21.1, as it applies to the Inner City Zone. The change also helps give effect to the Heart

of Nelson Strategy (HONS). The amendments set the policy framework and new methods for:

- i) regulating the location, design and appearance of private carparking areas, and the maximum size of such parks, dependant on their location within the City Centre.
- ii) setting maximums on the amount of parking that can be provided voluntarily with an activity in the City Centre (parking is not mandatory within the City Centre).
- iii) a non-notified consent process for up to 10% reduction in parking where a site has a Travel Management Plan.

### **1.3.3 Plan Change 21.3 – New rule ICr.31A – private car parking – City Centre Area**

A new rule (ICr.31A) is proposed to manage the amenity effects of new or expanded private car parks within the City Centre Area.

### **1.3.4 Plan Change 21.4 – Parking maximums – City Centre Area**

This plan change amends rule ICr.31 to establish maximum levels for parking where it is provided in association with a business or activity with the City Centre. Providing parking is not mandatory for activities within the City Centre, but where it is voluntarily provided, this Change proposes an upper level is placed on it. That level is set by the ratios in Table 10.3.1 in Appendix 10 of the Plan. This approach was proposed in the Heart of Nelson Strategy (item C39). As with Plan Change 21.3, the principal purpose is to support the amenity (pleasantness) objectives of the City Centre in the NRMP and HONS.

### **1.3.5 Plan Change 21.5 – Parking i) in area bounded by Collingwood St, Riverside, Malthouse Lane, Harley St and Hardy St, and ii) reduction in other City Fringe areas by resource consent**

This change amends rule ICr.76.1 (parking & loading in City Fringe Area) to:

- i) exclude the Collingwood/Riverside/Malthouse/Harley/Hardy block from the mandatory parking provisions otherwise applying in the City Fringe Area, and state that the City Centre parking provisions apply to it. This change is consistent with Heart of Nelson Strategy, item C38.
- ii) provide applicants to apply, as a non-notified restricted discretionary activity, for up to a 10% reduction in the required parking if the application is accompanied by a Travel Management Plan that sets out, among other things, how use of public transport, cycling, walking, car-pooling etc will be encouraged for the site. This gives effect to the new method under Plan Change 21.1. This Plan Change makes similar changes to the parking & loading rule in the Suburban Commercial Zone (SCr.31), Industrial Zone (INr.35), Open Space & Recreation Zone (OSr.34) and Rural Zone (RUr.35).

### **1.3.6 Plan Change 21.6 – Design and External Appearance of buildings in area bounded by Collingwood St, Riverside, Malthouse Lane, Harley St and Hardy St**

New rule ICr.76A, regulates the design and appearance of new or altered buildings in the Collingwood/Riverside/Malthouse/Harley/Hardy block. Without the need to provide parking, or parking to the current mandated levels, property owners will be able to develop their sites more intensively. The quid pro quo is that Council is seeking better quality development that contributes more to the streetscape.

### **1.3.7 Plan Change 21.7 – Amendment to Appendix 10 Standards & Terms for parking and loading**

This change reduces the parking requirements in Table 10.3.1 for a number of activities where Council-commissioned studies have shown the required parking levels were too high. It also replaces the current controlled activity rule for parking for Short Term Living Accommodation with a new permitted standard. New definitions have been added to sections A10-2 and A10-3. New provisions have been added to Table 10.3.1 to encourage provision of bicycle parking (by providing the ability to swap car parking spaces for bicycle spaces).

Some consequential amendments have also been made to AP10.15 (assessment criteria for resource consents) and AP10.16 (reasons for the rules).

[Changes to other parts of Appendix 10 are being made by Plan Change 14 (Residential Subdivision, Land Development and Comprehensive Housing). The PC14 changes do not impact on the changes being proposed as part of this plan change, PC21, nor vice versa.

### **1.3.8 Plan Change 21.8 – Amendment to Appendix 20 Signs and Outdoor Advertising**

This change clarifies the status of signs and panels erected by the Council on the road reserve or public land to assist with 'wayfinding' or to provide information to the public. Appendix 20 excludes a number of things from the definition of a sign, for example road marking and traffic control and enforcement signs, signs for public notification under the Resource Management Act, and signs for public health or safety. Some wayfinding and directional signs may fall within the road and traffic control exemption, but others may not. This change treats such signs in a similar way to road signs.

## **1.4 SUPPORTING DOCUMENTS**

The following supporting documents are relevant, and are attached as appendices:

- Appendix 1 Nelson District Plan Carparking Review Report, Traffic Design Group, May 2005 (RAD 682310)
- Appendix 2 District Plan Car Parking Ratios, Transport Planning Solutions Ltd, June 2009 (RAD 800228)
- Appendix 3 Nelson CBD and Fringe Public Parking Analysis, Transport Planning Solutions Ltd, June 2009 (RAD 800228)
- Appendix 4 Nelson Central City Parking Plan Change Study, Transport Planning Solutions Ltd, June 2009 (RAD 800227).

## **2.0 Resource management issues**

An issue is an existing or potential problem that must be resolved to promote the purpose of the RMA. The RMA does not require the identification or analysis of issues within Section 32 evaluations. Notwithstanding this, issues are being included in this report because it will be helpful to users to understand the basis and origin of the issue. The issues provide a context for the evaluations of the objectives and policies that follow.

The proposed Plan Change does not add to or alter any issues within the Plan. Instead it relies on existing operative issues. The issues which relate to this proposed Plan Change are outlined in Chapter 4 – resource management issues of the Plan and include:

### **Efficient use of natural and physical resources**

*RI11.1.i Balancing the potential adverse effects of highly efficient and intensive land use on amenity and other matters against inefficient use of physical resources*

*RI11.1.ii How to manage and whether to influence form of future development to avoid or minimise burdening the community with inefficiently used services.*

### **Population characteristics issue**

*RI3.1i Sustainable management of natural and physical resources, including financial sustainability, in the face of change in the number and characteristics of the District's population.*

### **Amenity Values**

*RI14.1.i Loss of the environmental pleasantness and coherency (in appearance or function) of an area or streetscape such as the coastal environment, City Centre or a residential neighbourhood, through aspects of development such as signage, design and appearance, and traffic, which are insensitive or inappropriate to its existing amenity.*

*RI14.1.ii Compromise of the use and enjoyment of individual properties as a consequence of the adverse effects of on site and neighbouring development.*

### **Adverse environmental effects of activities**

*RI15.1.iii Loss of opportunities to use or enjoy resources and values as a result of adjacent land use or activities.*

*RI15.1.iv Risk to public health, safety, and amenity values associated with traffic... movement, noise, and other contaminant discharges.*

## **3.0 Appropriateness in achieving the purpose of the RMA**

### **3.1 Appropriateness of objectives in achieving the purpose of the RMA**

Section 32 requires an evaluation of the extent to which the objectives are the most appropriate way to achieve the purpose of the RMA.

No new objectives are being proposed. The Plan Change relies on the existing operative objectives within Chapter 5 – District Wide Objectives and Policies of the Plan and the specific objectives within the Inner City Zone (Chapters 8).

In this Plan Change only one minor amendment is proposed to an objective. Objective IC1 (form and access) in the Inner City Zone is proposed to be amended, as follows:

#### **IC1 form and access**

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*A compact and convenient pedestrian oriented environment within the City Centre, which is supported and complemented by a more vehicle oriented City Fringe.*

The purpose of the Act (section 5) is “to promote sustainable management of natural and physical resources”. Part of doing that involves enabling “people and communities to provide for their social, economic, and cultural wellbeing and for their health and safety... while [among other things] avoiding, remedying, or mitigating any adverse effects of activities on the environment”.

When the NRMP was originally developed, it took a reasonably strict view regarding the potential adverse effects arising from vehicles visiting businesses and other activities. In the City Fringe Area, the objective sought sites to be ‘self-contained’ with respect to vehicle parking.

The proposed change to the objective as it relates to the City Fringe shifts this focus slightly. Firstly, the City Fringe is proposed to be “more vehicle oriented” than the City Centre, rather than “predominantly vehicle oriented” as is the case currently. This change is considered more appropriate in order to provide for people’s “health and safety”. Secondly, the objective for sites in the City Fringe moves away from necessarily being “self contained”. The proposed change is considered a more appropriate way of achieving the purpose of the Act, in that addressing the adverse effects of people coming to a site does not necessarily require the site be ‘self-contained’ in respect of possible parking demand. There are other ways of addressing the potential effects of visitors to a site – for example, some people arriving by public transport, or walking, cycling or car pooling. Another option could be a site sharing a parking resource with another site, where the time of the demand is complementary. The adverse effects need to be dealt with, but not always by providing for the highest foreseeable level of parking on the site. That approach in itself can be inconsistent with the Act’s purpose – by wasting land for parking that is never or infrequently used. Similarly, making new developments uneconomic because of the amount of land required for parking, is not enabling “people and communities to provide for their social, economic, and cultural wellbeing”.

## **3.2 Whether the policies, rules, or other methods are the most appropriate for achieving the objectives in terms of their efficiency and effectiveness, benefits and costs, and in regards to the risk of acting or not acting**

### **3.2.1 Introduction**

The evaluation of appropriateness assesses the alternative policy options under the headings of benefits, costs, effectiveness, efficiency, the risk of acting and the risk of not acting. A range of criteria/matters have been used to assist in undertaking the evaluations:

- (a) benefits - social, economic, environmental - as both monetary and non monetary cost/benefits;
- (b) costs - social, economic, environmental - as both monetary and non monetary cost/benefits;
- (c) efficiency - the ratio of inputs to outputs. Efficiency is high where a small effort/cost is likely to produce a proportionately larger return. This includes the ease of administration/administrative costs e.g. if the cost of processing a grant or collecting a fee exceeds the value of the grant or fee, that is not very efficient;
- (d) effectiveness - how well it achieves the objective or implements the policy relative to other alternatives. The likelihood of uptake of a method; and
- (e) the risk of acting or not acting - the risk of taking action and not taking action in say the next 10 years because of imperfect information e.g. the cause/effect relationships are not fully understood.

In the case of the proposed Plan Change new policies and rules are being proposed as well as amendments to policies, and rules, including Appendix 10.

The report concludes with a summary of the analysis undertaken and outlines which options best meet the requirements of Section 32 of the RMA.

### **3.2.2 Format of the evaluation**

The tables below provide an evaluation of the costs and benefits of each part of the proposed Plan Change and whether each is the most appropriate method for achieving the Plan's objectives, having regard to their efficiency and effectiveness. The terms efficiency and effectiveness have not been defined in the legislation and, therefore, the criteria set out in the introduction have been used to help focus the analysis.

Costs and benefits have largely been assessed subjectively and / or comparatively because of the great difficulty in assessing/quantifying intangible costs e.g. cultural costs. In some cases quantitative assessments of costs have been given.

The concept of risk has two dimensions, the probability of something adverse occurring and the consequence of it occurring. For example, if there is low risk associated with acting but high risk associated with not acting, then taking action is clearly the sensible thing to do. Risk is usually expressed as 'probability multiplied by consequence' and associated with a cost – usually a severe economic, social or environmental cost. Assessing the risk of acting or not acting means assessing the probability of a cost occurring and the size of that potential cost.

### 3.2.3 Plan Change 21.1 – New Policy in Chapter 5 (District-wide objectives and policies) - ‘On-site parking – reductions in mandated levels’

The broad alternative options are:

1. Option 1 – Status Quo - do not proceed with the Plan Change – existing policy framework (and methods) would continue to apply.
2. Option 2 – Amend the Plan to clarify the circumstances when a reduction in the level of parking mandated by the rules might be appropriate.

These alternative options are assessed in Table 1.

**Table 1 Plan Change 21.1 – New Policy ‘On-site parking –reductions in mandated levels’**

	<b>Option 1 - Status Quo - do not proceed with the Plan Change</b>	<b>Option 2 – New Policy ‘On-site parking – reductions’</b>
<b>Benefits</b>	<p><u>Economic</u> Small financial saving from not having this Plan Change, and subsequent share of reporting, hearing etc costs.</p>	<p><u>Economic</u> The policy would help ensure the parking provided better matched the expected demand and need, making more efficient use of the land resource, avoiding unnecessary overheads, and doing so with a more time and cost effective process.</p> <p><u>Environmental</u> A more nuanced approach, better matching need, makes better use of a finite natural resource (land) and has benefits in reducing sprawl and the amount of land that has to be given over to paving. Getting the parking level right can avoid some or all of the problems discussed under Option 1, environmental costs.</p>
<b>Costs</b>	<p><u>Economic</u> Higher consenting cost to get consideration of other parking options or reductions under status quo. Requiring higher parking levels than necessary is economically inefficient – more land is required for a development than necessary, or the opportunity for other uses of that land is foregone. Very high levels of parking may make a proposed development uneconomic, and affect whether or not it proceeds. A very high supply of easily available parking can tip the balance in favour of people bringing their car, as opposed to sharing a ride, or walking, cycling or getting the bus. This can add to congestion on the roads, with the economic cost of that, and of resultant roading upgrades or new roads.</p> <p><u>Environmental</u> Large areas of paved carpark have environmental downsides, in terms of the amenity and appearance of the city, making the City Centre and Fringe more spread out than it needs to be and harder for shoppers and others to get around,</p>	<p><u>Economic</u> Small financial cost of undertaking this part of the Plan Change, and subsequent share of reporting, hearing etc costs. If parking is reduced too much, then people may take their patronage to locations with more plentiful parking.</p>

	<b>Option 1 - Status Quo - do not proceed with the Plan Change</b>	<b>Option 2 – New Policy ‘On-site parking – reductions’</b>
	<p>and diluting the vibrancy of the inner city. Parking requirements on smaller sites can overly influence the architecture of developments. Sometimes buildings are put on stilts in order to accommodate the mandated parking underneath, which can negatively affect the streetscape, how the building addresses the street, informal surveillance for safety, and can create spaces that attract crime graffiti and rubbish.</p> <p>Under the status quo, no recognition or allowance is given where provision is made for other travel modes. A site where cycle parks and showers are provided, and perhaps a quarter of the staff cycle to work, has to provide the same number of carparks as a site where no one cycles.</p>	
<b>Benefit and Costs Summary</b>	The status quo option has potentially significant economic and environmental costs	There are positive economic and environmental benefits from pursuing this plan change, and the benefits outweigh the costs.
<b>Effectiveness and Efficiency</b>	<p>The status quo option is an inefficient and ineffective way to meet the objectives of the Plan.</p> <p><u>Efficiency</u> Requiring full discretionary consent in all cases where reduced parking is sought is expensive and time consuming, and under the Status Quo there is little guidance or certainty for the applicant – or the consent officer – of what factors might be relevant in considering a case for a reduction.</p> <p><u>Effectiveness</u> It is effective in regulating parking and its effects, but with a high degree of rigidity.</p>	<p>The Plan Change option is an efficient and effective way to address the operative issues and achieve the objectives.</p> <p><u>Efficiency</u> The proposed policy package provides a more efficient and flexible approach to match parking provided to need/demand. It is an efficient way of achieving the Plan’s objectives.</p> <p><u>Effectiveness</u> The policy along with the methods that implement it are effective in achieving the objectives of the Plan.</p>
<b>Risk of Acting or Not Acting if there is uncertainty or insufficient information</b>	Not applicable (No uncertainty or insufficiency of information)	Not applicable
<b>Conclusion</b>		<b>This option is the most appropriate for achieving the objective of the Plan.</b>

### 3.2.4 Plan Change 21.2 – Amendments to Inner City Zone – Objective IC1 (Form & Access) and Policy IC1.6 (Parking)

#### Plan Change 21.3 – New rule ICr.31A – private car parking – City Centre Area

#### Plan Change 21.4 – Parking maximums – City Centre Area

The broad alternative options are:

1. Option 1 – Status Quo - do not proceed with the Plan Change.
2. Option 2 – Amend Policy IC1.6 and the explanation, add new methods including rule ICr.31A and parking maximums in ICr.31.

These alternative options are assessed in Table 2.

**Table 2 Plan Change 21.1, 21.2 and 21.3**

	<b>Option 1 - Status Quo - do not proceed with the Plan Change</b>	<b>Option 2 – Amend the Policy and new methods as proposed</b>
<b>Benefits</b>	<p><u>Economic</u> Small financial saving from not having this Plan Change, and subsequent share of reporting, hearing etc costs.</p>	<p><u>Economic</u> There are economic benefits from more closely tailoring the parking that activities have to provide, to actual need. There is less wastage, land can be used more productively and it can influence whether a development is economic or not.</p> <p><u>Environmental</u> As discussed above, there can be positive environmental outcomes particularly in terms of compactness, and visual and walking amenity, when the amount of carparking required is better matched to demand. The same applies in the case of private (generally for rent) carparking in the CBD. Ensuring these are located in the right place (not fronting the main shopping streets) and that attention is paid to the layout and appearance, can result in significant gains.</p>
<b>Costs</b>	<p><u>Economic</u> Potentially a negative impact of the economic vitality of the CBD.</p> <p><u>Environmental</u> Potential impact on appearance and general amenity of the inner city, particularly the City Centre. The NRMP currently lacks controls on the establishment of inner city private car parking areas, even though the impacts of these on the CBD can be significant. Large areas of paved carpark have environmental downsides, in terms of the amenity and appearance of the city, making the City Centre and Fringe more spread out than it needs to be and harder for shoppers and others to get around, and diluting the vibrancy of the inner city. Meeting parking requirements on smaller sites can overly influence the architecture of developments. Sometimes buildings are put on stilts in order to accommodate the parking underneath. This can negatively affect the streetscape, how the</p>	<p><u>Economic</u> Small financial cost of undertaking this part of the Plan Change, and the subsequent share of reporting, hearing etc costs.</p> <p>Higher costs for people establishing a private car parking area in the City Centre in cases when resource consent is required, and potentially for upgrade work on the areas to improve appearance. (This does not apply to existing parking areas, except in some cases if they expand.)</p> <p>The proposed parking maximum rule in the City Centre is unlikely to have a significant economic impact. A study by Council staff indicates that no activity in the City Centre that currently has its own parking would be close to the proposed maximums. It would be very rare for this rule to be triggered and for a resource consent to be required.</p>

	<b>Option 1 - Status Quo - do not proceed with the Plan Change</b>	<b>Option 2 – Amend the Policy and new methods as proposed</b>
	<p>building addresses the street, informal surveillance for safety, and can create spaces that attract crime, graffiti and rubbish.</p> <p>Under the status quo, no recognition or allowance is made where provision is made for other travel modes. A site where cycle parks and showers are provided, and perhaps a quarter of the staff cycle to work, has to provide the same number of carparks as a site where no one cycles, unless a resource consent is obtained.</p>	
<b>Benefit and Costs Summary</b>	The status quo option has potentially significant economic and environmental costs	There are positive economic and environmental benefits from pursuing this plan change, and the benefits outweigh the costs.
<b>Effectiveness and Efficiency</b>	<p>The status quo option is an inefficient and ineffective way to meet the objectives of the Plan.</p> <p><u>Efficiency</u> The current policy framework can result in businesses having to provide more parking than is needed, which is inefficient.</p> <p><u>Effectiveness</u> The status quo is not very effective, for similar reasons.</p>	<p>The Plan Change option is an efficient and effective way to address the operative issues and achieve the objectives.</p> <p><u>Efficiency</u> The more flexible policy approach in the City Fringe would more effectively meet a range of objectives in the Plan. The proposed new rules regarding private parking areas and parking maximums will more effectively deliver on the Plan's outcomes, albeit at a modest economic cost.</p> <p><u>Effectiveness</u> The proposed policy and rule changes would be more effective in implementing the Plan's parking objectives as well as amenity objectives.</p>
<b>Risk of Acting or Not Acting if there is uncertainty or insufficient information</b>	Not applicable (No uncertainty or insufficiency of information)	Not applicable
<b>Conclusion</b>		<b>This option is the most appropriate for achieving the objectives of the Plan.</b>

### 3.2.5 Plan Change 21.6 – Design and External Appearance of buildings in the area bounded by Collingwood St, Riverside, Malthouse Lane, Harley St and Hardy St

The broad alternative options are:

1. Option 1 – Status Quo - do not proceed with the Plan Change.
2. Option 2 – Use guidance and education regarding design and appearance
3. Option 3 – Use a controlled rule to improve design and appearance in this block

These alternative options are assessed in Table 3.

**Table 3 Plan Change 21.6 – Design and External Appearance of buildings in the area bounded by Collingwood St, Riverside, Malthouse Lane, Harley St and Hardy St**

	<b>Option 1 - Status Quo - do not proceed with the Plan Change</b>	<b>Option 2 – Education and Voluntary Design Guidance</b>	<b>Option 3 – Regulate to improve design</b>
<b>Benefits</b>	<p><u>Economic</u> Small financial saving from not having this Plan Change, and subsequent share of reporting, hearing etc costs.</p>	<p><u>Economic</u> Small financial saving from not having this Plan Change, and the subsequent share of reporting, hearing etc costs.</p> <p><u>Environmental</u> It is doubtful that environmental benefits would arise if it were up to building owners and developers whether to follow voluntary design advice. Experience around NZ is that voluntary design guidance is not very effective in delivering good architectural outcomes.</p>	<p><u>Environmental</u> There are significant environmental benefits in paying attention to the design and appearance of this block of land (e.g. streetscape, connectivity, safety). The benefits are not just in the short term. Over time, as the CBD expands outside the ring road, the way this area has been developed will become more critical, as the pattern set can persist for a long time. Improving the design and layout now can potentially yield benefits in the long term.</p> <p><u>Economic</u> As discussed below, developers may face higher development costs. But in some instances it may add to the value of the finished product.</p>
<b>Costs</b>	<p><u>Environmental</u> With different zoning applying either side of Collingwood St, a lopsided streetscape is developing. With parking mandatory on the eastern side of Collingwood St, building are often set back from the street to accommodate parking. As discussed in Table 1, the need to fit in parking can also influence the architecture, with impacts on streetscape, amenity and even safety.</p>	<p><u>Economic</u> Low compliance costs for developers/building owners. Cost of design guidance document (approx \$5000).</p>	<p><u>Economic</u> Small financial cost of undertaking this part of the Plan Change, and subsequent share of reporting, hearing etc costs. There are economic costs for developers in going through the consent process, but a controlled activity (non-notified) status has been chosen to keep costs and the regulatory hurdle at a reasonable level. There are potential costs for developers in designing to a higher standard and/or using a different layout out for the site.</p>

	<b>Option 1 - Status Quo - do not proceed with the Plan Change</b>	<b>Option 2 – Education and Voluntary Design Guidance</b>	<b>Option 3 – Regulate to improve design</b>
<b>Effectiveness and Efficiency</b>	The status quo option is reasonably efficient and effective in meeting the current objective and policies for the Plan, but not for the different objective and policy framework signalled in this Plan Change, and the direction proposed in the Heart of Nelson Strategy.	The voluntary option is probably reasonably efficient and effective in meeting the <u>current</u> objective and policies for the Plan, but not for the different objective and policy framework signalled in this Plan Change, and direction proposed in the Heart of Nelson Strategy.	The Plan Change option is an efficient and effective way to address the operative issues and achieve the objectives. <u>Efficiency</u> The consent threshold and process has been kept as low and as simple as possible to achieve the desired objective. <u>Effectiveness</u> Because an application for a controlled activity cannot be declined by Council there is the potential for it to be ineffective – or at least less effective than a discretionary consent process, where Council can say ‘no’. That is a risk, but at this stage it is considered a small risk and the fairest approach towards developers. When the City Centre design rules are reviewed in the future, the consent category should be reviewed.
<b>Risk of Acting or Not Acting if there is uncertainty or insufficient information</b>	Not applicable	Not applicable	Not applicable
<b>Conclusion</b>			<b>This option is the most appropriate for achieving the objectives of the Plan.</b>

### 3.2.6 Plan Change 21.7 – Amendments to Appendix 10 ‘Standards and Terms for parking and loading’

The broad alternative options are:

1. Option 1 – Status Quo - do not proceed with the Plan Change – existing parking levels remain.
2. Option 2 – Adjust parking ratios in Appendix 10 (and make consequential amendments).

These alternative options are assessed in Table 4.

**Table 4 Plan Change 21.7 – Amendments to Appendix 10 ‘Standards and Terms for parking and loading’**

	<b>Option 1 - Status Quo - do not proceed with the Plan Change</b>	<b>Option 2 – Adjust parking ratios in Appendix 10 and make related changes</b>
<b>Benefits</b>	<p><u>Economic</u> Small financial saving from not having this Plan Change, and subsequent share of reporting, hearing etc costs.</p>	<p><u>Economic</u> Parking requirements better matched to estimates of likely demand. This is more economically efficient, and there is less need to go through the consent process to get levels adjusted.</p> <p><u>Environmental</u> Better matching of need makes better use of a finite natural resource (land) and has benefits in reducing sprawl and in the amount of land that has to be given over to paving. Getting the parking level right can avoid some or all of the problems discussed in Table 1.</p>
<b>Costs</b>	<p><u>Economic</u> Higher consenting cost for certain activities to get parking levels for developments that more closely reflect industry best practice estimates of demand. Where people do not get the levels adjusted by resource consent then there is an economic cost – more land is required for a development than necessary, or the opportunity for other uses of that land is foregone. High levels of parking may make a proposed development uneconomic, and affect whether or not it proceeds.</p> <p><u>Environmental</u> Requirements to provide unnecessarily high levels of parking contribute to urban sprawl, lower density and increase infrastructure and servicing costs, as well as affecting amenity and appearance, and other effects discussed in Table 1. The current rules provide no allowance for cycle parking which can reduce the need for some carparking.</p>	<p><u>Economic</u> Small financial cost of undertaking this part of the Plan Change, and subsequent share of reporting, hearing etc costs.</p>

	<b>Option 1 - Status Quo - do not proceed with the Plan Change</b>	<b>Option 2 – Adjust parking ratios in Appendix 10 and make related changes</b>
<b>Benefit and Costs Summary</b>	The status quo option has potentially significant economic and environmental costs.	There are significant economic and environmental benefits from pursuing this plan change, and the benefits far outweigh the costs.
<b>Effectiveness and Efficiency</b>	<p>The status quo option is an inefficient and ineffective way to meet the objectives of the Plan.</p> <p><u>Efficiency</u> Some of the parking ratios in Appendix 10 lead to developments providing excessive parking, which is not consistent with the RMA nor the objectives of the Plan.</p> <p><u>Effectiveness</u> It is not effective in regulating parking for similar reasons.</p>	<p>The Plan Change option is an efficient and effective way to address the operative issues and achieve the objectives.</p> <p><u>Efficiency</u> Makes more efficient use of the land resource, and reduces the need for some activities to go through the resource consent process. Removing the need for Short Term Living Accommodation (travellers' accommodation) to always go through a controlled activity consent process is much more efficient.</p> <p><u>Effectiveness</u> Adjusting the parking ratios in Table 10.3.1 and the related changes to Appendix 10 is a much more effective way of delivering on the objectives of the Plan. Removing the controlled activity status for Short Term Living Accommodation and giving it a defined permitted parking ratio is much more certain and effective.</p>
<b>Risk of Acting or Not Acting if there is uncertainty or insufficient information</b>	Not applicable (No uncertainty or insufficiency of information)	Not applicable
<b>Conclusion</b>		<b>This option is the most appropriate for achieving the objectives of the Plan.</b>

### 3.2.7 Plan Change 21.8 – Amendments to Appendix 20 ‘Signs & Outdoor Advertising’

The broad alternative options are:

1. Option 1 – Status Quo - do not proceed with the Plan Change.
2. Option 2 – Amend Appendix 20 to treat ‘wayfinding’ signs the same way as traffic direction signs.

These alternative options are assessed in Table 5.

**Table 5 Plan Change 21.8 – Amendments to Appendix 20 ‘Signs & Outdoor Advertising’**

	<b>Option 1 - Status Quo - do not proceed with the Plan Change</b>	<b>Option 2 – Amend Appendix 20 to treat ‘wayfinding’ signs the same way as traffic direction signs</b>
<b>Benefits</b>	<p><u>Economic</u> Small financial saving from not having this Plan Change, and subsequent share of reporting, hearing etc costs.</p>	<p><u>Economic</u> Facilitating the provision of good signage and interpretative material around the central city can give visitors more to do, and can extend their stay, with economic benefits for the city.</p> <p><u>Environmental</u> Good signage helps people get a greater appreciation of the local environment. Also, good signage with good trip-time information can encourage visitor to walk instead of using a vehicle, with benefits in terms of reduced congestion, use of fossil fuels, and for people’s health and fitness.</p>
<b>Costs</b>	<p><u>Economic</u> Cost of obtaining resource consent for ‘wayfinding’ signage. Indirect cost to the vitality of the Central City – lack of signage and interpretative material can have indirect economic costs, if visitors miss opportunities to do more and stay longer in the Central City.</p> <p><u>Environmental</u> Without good signage people are not getting the most out of appreciating the local environment. Also, good signage with good trip time information can encourage visitor to walk to locations instead of using a vehicle, with benefits in terms of reduced congestion, use of fossil fuels, and with health and fitness benefits.</p>	<p><u>Economic</u> Small financial cost of undertaking this part of the Plan Change, and subsequent share of reporting, hearing etc costs.</p>
<b>Benefit and Costs Summary</b>	The status quo option has small economic and environmental costs.	There are small but worthwhile economic and environmental benefits from pursuing this plan change.

	<b>Option 1 - Status Quo - do not proceed with the Plan Change</b>	<b>Option 2 – Amend Appendix 20 to treat ‘wayfinding’ signs the same way as traffic direction signs</b>
<b>Effectiveness and Efficiency</b>	<p>The status quo option is an inefficient and ineffective way to meet the objectives of the Plan.</p> <p><u>Efficiency</u> It is inefficient to have to obtain resource consent for wayfinding signage. This is not consistent with the objectives of the Plan.</p> <p><u>Effectiveness</u> The Status Quo is not an effective way of providing for the information needs of visitors and other users.</p>	<p>The Plan Change option is an efficient and effective way to address the operative issues and achieve the objectives.</p> <p><u>Efficiency</u> Wayfinding signage has minimal environmental impact, but has significant environmental, social and economic benefits. Allowing such signage is a more efficient way of realising those benefits.</p> <p><u>Effectiveness</u> It is also a more effective way of doing so.</p>
<b>Risk of Acting or Not Acting if there is uncertainty or insufficient information</b>	Not applicable	Not applicable
<b>Conclusion</b>		<b>This option is the most appropriate for achieving the objectives of the Plan.</b>

## **Appendix 1**

### ***Nelson District Plan Carparking Review Report***

Traffic Design Group,  
May 2005  
(RAD [682310](#))

NELSON CBD PARKING  
STUDY AND TRAFFIC  
MODEL

NELSON

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**DISTRICT PLAN  
CARPARKING REVIEW  
REPORT**

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**TRAFFIC DESIGN GROUP**

May 2005

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# NELSON CBD PARKING

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**May 2005**

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# NELSON CBD PARKING NELSON

## 1. INTRODUCTION

A key feature in managing the parking resources of a city is to ensure that a sufficient parking supply is provided to reasonably meet the parking demand generated by new developments.

Nelson City administers the provision of off-street parking arising from new developments through its rules in the Nelson Resource Management Plan (NRMP). Table 10.3.1 of the NRMP sets the minimum parking provisions for new activities outside the inner city zone, in order for these activities to be 'permitted'. The following section of this report discusses the development of the NRMP and in particular the current parking rules.

The present study comprises a review of these carparking requirements, and is commissioned by the Nelson City Council as part of the CBD Parking Study and Traffic Model Contract. The purpose of this review is to clarify the suitability of the parking requirements of Table 10.3.1 in Appendix 10 of the NRMP.

As a requirement of this review, Traffic Design Group undertook parking surveys at a range of selected businesses and commercial operations in Nelson during the first full week of December which corresponds to the 95<sup>th</sup> percentile week in relation to on-street demands, and during which time parking demands for other activities is expected to be higher than average. The details of these surveys are presented and discussed within this report.

The results of these surveys are then outlined, and comparisons are made with the parking requirements of the NRMP and of other resource management plans.

From this basis, a revised Table 10.3.1 is developed for consideration by Council as a variation to the NRMP.

## 2. BACKGROUND

In 1991 the Resource Management Act was passed into law. The purpose of the Resource Management Act is to promote the sustainable management of natural and physical resources. To achieve this purpose, the Act requires regional and district councils to carry out various resource management functions, including planning. The Nelson City Council addresses this responsibility through the NRMP.

The Nelson Resource Management Plan superseding the previous 1982 Transitional Plan.

The Council is required to review this Plan, commencing no later than ten years after the operative date of the Plan. In the course of applying the current NRMP parking rules to a range

of different activities, Council have identified a need for a review of the current requirements of Table 10.3.1 in Appendix 10 of the Plan, which for some applications are considered to be inappropriate. These requirements consist of a table containing required parking ratios for different activities to be considered as permitted activities. The standards are the same for all zones with the exception of the Inner City Zone, where provision of parking is the responsibility of Council. For each activity, a requirement is expressed as a ratio of parking spaces to gross floor area.

### 3. SITE LOCATIONS

Table 1 provides a summary of the types of business surveyed and indicates the general location of these businesses and their corresponding land use types, respectively. As required by the contract brief, all of these businesses are located outside the Nelson City CBD.

LAND USE TYPE	LOCALITY
1. Restaurant <sup>1</sup>	Tahunanui
2. Café <sup>1</sup>	Wakefield Quay/Port
3. Tavern	Nelson City fringe
4. Backpackers	Tahunanui
5. Motel	Tahunanui
Motel	Tahunanui
Motel	Tahunanui
6. Bulk Retail Operation	Nelson City Fringe
7. Supermarket	Nelson City Fringe
8. Professional Service Office	Nelson City Fringe
9. Local Suburban Retail Shop(s)	Nelson City Fringe

**Table 1 : List of Survey Locations**

<sup>1</sup> In identifying a number of restaurants and cafés both in suburban locations and within the CBD, it is found that the majority of such premises, particularly outside the CBD, are licensed, and operate in a multi-functional manner as café/bars, restaurants/bars so that clear definitions between cafes and restaurants are not possible.

As can be seen from the details in Table 1, a wide range of land uses have been surveyed and a more detailed description of each site is provided as follows.

#### 3.1 Restaurant, Café & Bar

The restaurant surveyed is also operated as both a café and bar. During the evening hours, it is considered that this facility primarily operates as a restaurant, and could be considered as a restaurant for the purposes of this review, accordingly.

The restaurant has a gross floor area of 273m<sup>2</sup>. Parking is provided at three locations, a public carpark to the front (within the road reserve), a staff carpark to the side and rear, and on-street parking adjacent to the restaurant.

This site was chosen because it does provide adjoining parking that can be readily identified as being associated with the restaurant.

### **3.2 Restaurant, Café & Bar**

Again, the business surveyed is licenced, with its own bar, and operates as both a restaurant and café. However, during the lunchtime and early evening hours surveyed, this facility could be considered to operate principally as a café/bar, noting that this is in common with a high proportion of cafés located outside of the CBD that operate in a multi-functional manner.

This 'café' has a gross floor area of 222m<sup>2</sup> and provides seating for up to 139 people, including 36 outdoor seats. It typically operates with five to six staff during lunchtimes and eight to ten during peak evening periods.

This site was chosen as having a readily identified off-street parking area, albeit shared by one or two neighbouring users.

### **3.3 Tavern**

This facility comprises of a 330m<sup>2</sup> GFA tavern. Typically, this business only requires one staff member during the day, with two staff from 9:00pm during the peak days of Thursday, Friday and Saturday. Parking for staff and patrons (19 spaces) is provided immediately adjoining the licensed premises. Patrons are also able to use roadside parking spaces located nearby.

This site was identified for survey because it has its own immediately adjoining off-street parking area, which has relatively large capacity and accordingly can be expected to be largely self-sufficient in terms of parking provision.

### **3.4 Backpackers**

This backpackers hostel has beds for some 50 people. The facility has a gross floor area of 420m<sup>2</sup> and features Internet, BBQ, laundry and lounge facilities. Parking spaces are provided for patrons at the rear of the building, while staff usually park on the adjacent street.

This is one of the few backpackers facilities that is located outside the CBD, in the popular tourist area near the Tahunanui beach, and which has some limited off-street parking provided.

### **3.5 Motels**

Three closely adjoining motels in the Tahunanui area were surveyed, allowing three premises to be readily surveyed at the same time, with a view to improving the representation of the surveyed demands.

The first motel has 12 units, comprising two bedroom, one bedroom and studio units. The facilities have a combined gross floor area of 720m<sup>2</sup>. 13 parking spaces are provided for staff and patrons at the rear of the building.

The second motel has eight units, comprising four studio and four one bedroom units. The facilities have a combined gross floor area of 600m<sup>2</sup> and include a spa, guest laundry and barbeque. Eleven parking spaces are provided for staff and patrons at the rear of the building.

The third motel has ten units, comprising of three family units, six single units and a studio unit. The facilities have a combined gross floor area of 870m<sup>2</sup>. 12 parking spaces are provided for staff and patrons at the rear of the building.

It is to be noted that the motels surveyed target the corporate market and weekday occupancies are typically higher than weekend occupancies.

### **3.6 Bulk Retail Store**

This bulk retail store, involving merchandising of indoor and outdoor furnishings and equipment, is located on the City Fringe, with a gross floor area of 2,100m<sup>2</sup>. A customer park is located at the front of the store, while staff parking and service vehicle access is provided alongside the store.

This allows the customer, staff, and service vehicle demands to be accurately surveyed.

### **3.7 Supermarket**

This mid-size supermarket is located on the fringe of the central city, with a gross floor area of 1,670m<sup>2</sup>. Customer, staff and servicing parking is provided adjacent to the supermarket building.

The customer carpark is essentially stand-alone, and the parking demands are therefore readily able to be related to the supermarket activity. It is acknowledged that being on the City Fringe, some patrons will find it convenient to walk to the store.

### **3.8 Professional Office**

This professional offices are located on the fringe of the CBD. They share a private (10 space) off-street carpark with other commercial users, with no 'customer' parks available. Accordingly, in addition to measuring staff demands, customers were separately surveyed as to where and how long they parked.

### **3.9 Suburban Shops**

A retail block of typical suburban type shops located on the city centre fringe, was surveyed. The block includes an appliance store, a video store, two takeaway food outlets, a bakery and a paint and decorating store.

Measurement of parking demands is facilitated by an off-street customer carpark provided in front of the retail block. Staff and service vehicle parking is separately provided via a service lane to the rear of the site.

## 4. PARKING AND LOADING SPACE PROVISION

The following is a table summarising the specific number of on-site spaces provided for parking and loading, insofar as it is possible to identify these for the sites surveyed (ie in some parking areas they are not specifically marked).

ACTIVITY TYPE		NO OF OFF-STREET PARKING SPACES PROVIDED			NO OF LOADING SPACES PROVIDED
		Staff	Customer	Total	
1	Restaurant	4	11	15	1
2	Café	8*	36*	44*	1*
3	Tavern	4**	15**	19	0
4	Backpackers	1	9	10	0
5a	Motel 1	1	12	13	0
5b	Motel 2	1	10	11	0
5c	Motel 3	1	11	12	0
6	Bulk retail operation	25	31	56	1
7	Supermarket	6	70	76	1
8	Professional service office	10	0	10	0
9	Local suburban retail shops	13	44	57	1

**Table 2 : Schedule of on-site Parking and Loading Spaces**

\* shared with other activities

\*\* no parks are designated staff or customer and therefore number is based on staff numbers and demand

## 5. COMPARISON OF SURVEY RESULTS WITH NRMP

The following is a table summarising the number of spaces provided for parking, and the peak parking demand on both weekdays and Saturday during the survey period. The table also shows the parking demand as a ratio between spaces required and the gross floor area (GFA) of the buildings.

ACTIVITY TYPE		PEAK PARKING DEMAND		PEAK PARKING DEMAND RATIOS		
		GFA	Weekday	Saturday	Weekday	Saturday
1	Restaurant	273	13	13	1 space/21m <sup>2</sup>	1 space/21m <sup>2</sup>
2	Café	222	8	5	1 space/28m <sup>2</sup>	1 space/44m <sup>2</sup>
3	Tavern	330	12	7	1 space/28m <sup>2</sup>	1 space/47m <sup>2</sup>
4	Backpackers (25 beds)	420	6	4	1 space/70m <sup>2</sup>	1 space/105m <sup>2</sup>
5	Motels (30 units) 25 occupied units, weekday 15 occupied units at weekend	2,190	24	11	0.8 space/unit 1.1 spaces/ occ unit	.4 space/unit 0.7 spaces/ occ unit
6	Bulk retail operation	2,400m <sup>2</sup>	15 public + 14 staff/ servicing	22 public +20 staff/ servicing	1 space/160m <sup>2</sup> + 1 staff space/170m <sup>2</sup>	1 space/110m <sup>2</sup> + 1 staff space/120m <sup>2</sup>
7	Supermarket	1,670m <sup>2</sup>	57 + 5 staff	65 + 4 staff	1 space/29m <sup>2</sup> + 1 staff space/330m <sup>2</sup>	1 space/26m <sup>2</sup> + 1 staff space/420m <sup>2</sup>
8	Professional service office	720	21	Not relevant	1 space/34m <sup>2</sup>	Not relevant
9	Local suburban retail shops	1,690m <sup>2</sup>	27 public +11 staff/ servicing	26 public +8 staff/ servicing	1 space/63m <sup>2</sup> + 1 staff space/154m <sup>2</sup>	1 space/65m <sup>2</sup> + 1 staff space/210m <sup>2</sup>

**Table 3 : Parking Demand**

As could be expected, the parking demands for the various activity types varies considerably between the weekdays and Saturday. Accommodation related activities typically have a significantly higher weekday parking demand when their occupancy rates are highest, while the retail and food-related activities typically generate slightly higher parking demand on Saturdays as compared with weekdays. These patterns are generally consistent with patterns measured elsewhere in New Zealand.

As expected, staff parking and servicing demands are significantly less than customer parking demands, recognising also that it is difficult to differentiate between staff and customers where for the most part, specific staff car parks are not allocated, and some staff members may park elsewhere.

The findings for each of the various activities can be briefly summarised, as follows:

The following table compares these parking ratios with the NRMP requirements.

ACTIVITY TYPE	PEAK PARKING DEMAND	NRMP	
		PARKING REQUIREMENTS	ACTIVITY GROUPING
1. Restaurant	1 space/21m <sup>2</sup>	1 space/10m <sup>2</sup> GFA	Restaurants and Taverns
2. Café	1 space/28m <sup>2</sup>	1 space/10m <sup>2</sup> GFA	Restaurants and Taverns
3. Tavern	1 space/28m <sup>2</sup>	1 space/ 10m <sup>2</sup> GFA	Restaurants and Taverns
4. Backpackers	1 space/70m <sup>2</sup> 1 space/4 beds	Controlled Activity <i>1 space per 8 beds ( within CBD walking range) or 1 space per 6 beds elsewhere<sup>1</sup></i>	Short Term Living Accommodation
5. Motel	1 space/55m <sup>2</sup> 0.8 space/unit 1.1 space/occ unit	Controlled Activity <i>1 space per motel unit and 1 or 2 spaces per motel managers apartment depending on size of manager's residence<sup>1</sup></i>	Short Term Living Accommodation
6. Bulk Retail	1 space/95m <sup>2</sup> + 1 staff space/105m <sup>2</sup>	Site ≥ 1,000m <sup>2</sup> GFA 1 space/25m <sup>2</sup> GFA + 1 space/40m <sup>2</sup> GFA for outdoor display area + 1 staff space/100m <sup>2</sup> GFA	Retail Activities and Retail Services
7. Supermarket	1 space/26m <sup>2</sup> GFA (outdoor display N/A) 7 parks provided for management staff ( 1space/250m <sup>2</sup> )	1 space/25m <sup>2</sup> GFA + 1 space/40m <sup>2</sup> GFA for outdoor display area + 1 staff space/100m <sup>2</sup> GFA	Retail Activities and Retail Services Site ≥ 1,000m <sup>2</sup> GFA
8. Professional Service Office	1 space/34m <sup>2</sup>	1 space/30m <sup>2</sup> GFA	Offices
9. Local suburban retail shops	1 space/63m <sup>2</sup> (outdoor display N/A) + 1 staff space/154m <sup>2</sup>	1 space/25m <sup>2</sup> GFA + 1 space/40m <sup>2</sup> GFA for outdoor display area + 1 staff space/100m <sup>2</sup> GFA	Retail Activities and Retail Services Site ≥ 1,000m <sup>2</sup> GFA

**Table 4 : Parking Demand Rates**

<sup>1</sup> Not identified in NRMP but is the standard applied by Council in assessing these controlled activities

The most significant finding from these survey results is that the NRMP requirements generally provide for a higher parking demand than is typically required by many of the activity types surveyed as part of this review.

## 5.1 Offices

The activity type with the closest correlation between the surveyed demands and the NRMP requirements was "Offices" ie for professional services. Considering likely week to week

fluctuations, it is considered that these survey results indicate that the current NRMP requirement for “offices” is set at an appropriate level.

## 5.2 Short Term Living Accommodation

The Motel and Backpackers activities are considered to be “Short Term Living Accommodation” by the NRMP, for which parking is a Controlled Activity, and a parking requirement is not specified. The surveys undertaken for this review indicate that this type of activity requires parking of one space for each 55 to 75m<sup>2</sup> of the building GFA. Several other district plans provide a parking requirement in terms of number of units, as discussed in the next section of this report. Using this type of ratio, motels require between one space per 0.7 units, and one space/1.2 units. The existing ratio seems appropriate at 1.0 space per unit, and allowing up to two extra spaces for a manager’s residence. For Motel complexes of greater than 30<sup>1</sup> rooms a loading zone shall also be provided to cater for four coaches.

As could be expected, the backpackers’ lodge has a relatively low reliance on parking provision, with a measured parking demand of one space/eight beds at the time of survey. This aligns well with existing approach within walking distance of CBD, with a higher parking ratio for backpackers well outside the CBD. However, there is a need to define backpackers or low cost accommodation.

## 5.3 Restaurant / Café / Tavern

The parking demands for the tavern, café and restaurant were in the range of one space/28m<sup>2</sup> GFA to one space/38m<sup>2</sup>, although none were fully occupied at the time of survey. The surveys to date indicate a significantly lower demand than the one space/10m<sup>2</sup> allowed for in the NRMP requirements. In this regard it is noted that the Tasman Resource Management Plan has a requirement of one space/30m<sup>2</sup> GFA, which more closely matches this review’s findings. It is likely that the parking demands for these activities fluctuate markedly through the year and that the peaks will likely occur closer to Christmas, and through January. It is recommended that further surveys of these activities, with an expanded sample, be undertaken on Fridays and Saturdays, particularly during the summer months. From the data to date however, it would appear that a parking provision of the order of 1 space per 25m<sup>2</sup> GFA would readily meet ordinary typical demands, with the Activity Type Definition expanded to ‘Cafés, Restaurants, and Taverns.’ Alternatively, the parking demands could be related to number of seats, for which a better correlation with parking demands is usually found.

As a practical issue however, it may be more difficult to enforce parking conditions in relation to numbers of seats, since more seats/tables could potentially be added without necessarily coming to the attention of Council, whereas gross floor area (GFA) doesn’t change.

In addition, the café/restaurant/bar ground floor area needs clear definition. It shall include all outdoor areas, garden bars and smoking areas, whether covered or uncovered. It should also include all kitchen and toilet areas but exclude storage rooms.

<sup>1</sup> Refer QLDC District Plan

## 5.4 Retail Activities / Services

The greatest discrepancy between surveyed results and NRMP requirements was found in the retail activities. Clearly, there are a wide range of types of retail activity, some of which generate very low parking demands per m<sup>2</sup> GFA relative to other much more intensive retail activities such as a supermarket, or popular stores such as The Warehouse. For this survey, only retail activities located outside Nelson's central core area were sampled, as follows:

- a large furniture and appliance store, as an example of a low intensity 'Bulk Retail operation',
- a mid-size 'Supermarket' and
- a local shopping strip with its own carpark as representative of a 'Local Suburban Retail Shop'.

All three operations surveyed have sites in excess of 1,000m<sup>2</sup> GFA, thereby requiring at least one space per 25m<sup>2</sup> GFA plus 1 space/100m<sup>2</sup> GFA for staff (ie 5 spaces/100m<sup>2</sup> GFA) in accordance with the NRMP. In practice, it has been difficult to precisely measure staff parking demands, and where ample specific provision was made, the demand (at 1 space/105m<sup>2</sup> GFA) is close to the provision in the NRMP. Customer patterns for the supermarket (at 1 per 26m<sup>2</sup>) ie approx 4 spaces per 100m<sup>2</sup> GFA are entirely consistent with the NRMP provisions.

The strip shopping and bulk retail parking demands were both below expectations, ranging between 1/60m<sup>2</sup> GFA (= 1.67/100m<sup>2</sup>) and 1/95m<sup>2</sup> GFA (1.05/100m<sup>2</sup>). As can be seen, there is a wide range of parking demands associated with the different sub-groups of the one grouping identified by the NRMP for "Retail Activities and Retail Services". Apart from the supermarket, they are substantially less than the NRMP standard. Although more surveys are likely to be required before definitive values can be set with confidence, it is evident that Bulk Retailing activities and strip shopping tend to generate significantly lower parking demands than, for instance, a supermarket.

The surveys therefore confirm that there is a case for dispensation to be granted in respect of bulk retail activity and indeed of strip shopping, particularly where there is a range of shops where the parking peaks tend to occur at different times of the day. It would appear that the parking requirements for small retail and supermarkets are appropriate.

### Staff and Servicing

It is noted that the peak staff and servicing parking demands for retail operations fluctuate according to activity. However, due to limitations in being able to verify whether a vehicle was a staff member or member of the public, these results should be treated cautiously. It is also not uncommon for retailers to instruct staff to park off-site, reducing the apparent demand. With this in mind, and acknowledging the staff demand of one space/105m<sup>2</sup> GFA found for the Bulk Retail Operation surveyed, it is recommended that the current requirement of one staff space/100m<sup>2</sup> GFA is retained, and continue to be built into the overall parking requirement for each activity.

## 6. COMPARISON OF NRMP PROVISIONS WITH OTHER RESOURCE MANAGEMENT PLANS AND PUBLISHED DATA

A review of the permitted parking provisions for a range of RMP's throughout central New Zealand has been undertaken with a view to establishing to what extent the current NRMP provisions are consistent with those of other territorial local authorities, and of data published by ITE<sup>2</sup> and Transfund<sup>3</sup>. For convenience, the available information has been summarised in Tables 5, 6 and 7. Various different ways of expressing parking ratio are used across the country. For consistency, parks per 100m<sup>2</sup> has been used which is the most commonly used ratio.

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<sup>2</sup> Institute of Transportation Engineers : Parking Generation, 3<sup>rd</sup> Edition (2004)

<sup>3</sup> Transfund Research Report No 209 : Trips & Parking Related to Land Use (2001)

LOCAL AUTHORITY DISTRICT PLAN	CAFÉ/RESTAURANT	BAR/TAVERN
Nelson	10 space/100m <sup>2</sup> GFA	10 space/100 m <sup>2</sup> GFA
Marlborough	10 space/100 m <sup>2</sup> GFA + 6.6 space 100 m <sup>2</sup> GFA of outdoor eating area	10 space/100 m <sup>2</sup> GFA + 6.6 space/100 m <sup>2</sup> GFA of outdoor eating area
Tasman	3.3/ 100m <sup>2</sup> GFA	3.3/ 100m <sup>2</sup> GFA
Wellington	No minimum	No minimum
Porirua	Zone dependent	Zone dependent
Kapiti	1 space/5 persons + 1 space/2 staff*	25 space/100m <sup>2</sup> GFA served by the bar + 1 space/2 staff
Lower Hutt	The greater of: 0.2 spaces/ occupant or 0.2 spaces/seat or 5 spaces/100 m <sup>2</sup> GFA	The greater of: 0.2 spaces/ occupant or 0.2 spaces/ seat or 5 spaces/100 m <sup>2</sup> GFA
Upper Hutt	1 space/4 patrons + 30 spaces/100 persons bar space capacity	1 space/12m <sup>2</sup> NFA, accessible to the public
Palmerston North (Outer Zones)	10 spaces/100m <sup>2</sup> GFA	20 spaces/100m <sup>2</sup> GFA
Palmerston North (Inner Zone)	2.1 spaces/100m <sup>2</sup> GFA	2.1 spaces/100m <sup>2</sup> GFA
Wanganui	1 space/4 seats + 2 space/100m <sup>2</sup> GFA	2 spaces/100m <sup>2</sup> GFA
Napier	10 space/100m <sup>2</sup> GFA	10 space/100m <sup>2</sup> GFA
Hastings	1 space/4 seats + 1 space/2 staff	1 space/6 m <sup>2</sup> GPFA
Queenstown Lakes	4 spaces/100m <sup>2</sup> PFA + 1 per 100m <sup>2</sup> PFA for staff	8 spaces/100m <sup>2</sup> PFA + 1/100m <sup>2</sup> PFA for staff
ITE	19 spaces/100m <sup>2</sup> GFA 1/1.5 seats	Not listed
Transfund Avg	6.5/100m <sup>2</sup> GFA 1/3 seats	8/100m <sup>2</sup> GFA (= 1 space/12m <sup>2</sup> GFA)
Transfund 85%ile	13.5/100m <sup>2</sup> GFA 1/2 seats	10.4/100m <sup>2</sup> GFA (= 1 space/9.6m <sup>2</sup> GFA)
<b>Nelson Proposed Change</b>	4 spaces per 100m <sup>2</sup> GFA (inclusive of outdoor seating areas and all public areas)	4 spaces/100m <sup>2</sup> GFA (inclusive of outdoor seating areas and all public areas)

**Table 5 : Comparative Standards of a Range of District Plans**

\*Number of carparks can be reduced if located in a commercial centre where other carparks are available

LOCAL AUTHORITY DISTRICT PLAN	BACKPACKERS	MOTEL	OFFICE
Nelson	1 space per 8 beds ( within CBD walking range) or 1 space per 6 beds elsewhere	Controlled Activity 1 space per motel unit and 2 spaces per motel manager's apartment.	3.3 spaces /100m <sup>2</sup> GFA
Marlborough	1 space/2 employees + 1 space/unit	1 space/2 employees + 1 space/unit	2.8 spaces /100 m <sup>2</sup> GFA
Tasman	No standard	1 space per motel unit and 1 space per 2 staff.	2.8 spaces /100 m <sup>2</sup> GFA
Wellington	No minimum	No minimum	No minimum
Porirua	Zone dependent	Zone dependent	Zone dependent
Kapiti	1 space per bedroom + 1 space/2 staff	1 space/unit + 1 space 2 staff	3 spaces/100 m <sup>2</sup> GFA
Lower Hutt	1 space/staff member + 0.1 spaces/res <18 + 0.8 spaces/res >18	The greater of: 1 space/unit or 0.2 spaces/occupant	2 spaces/100 m <sup>2</sup> GFA
Upper Hutt	1 space/unit or room	1 space/unit or room	less than 2,000 m <sup>2</sup> NFA, 1 space/40 m <sup>2</sup> NFA or greater than 2,000 m <sup>2</sup> , 1 space/35 m <sup>2</sup> NFA
Palmerston North (Outer Zones)	1.2 space/room or unit	1.2 space/room or unit	3.5 spaces/100 m <sup>2</sup> GFA
Palmerston North (Inner Zone)	1 space/room or unit	1 space/room or unit	2.5 spaces/100 m <sup>2</sup> GFA
Wanganui	1 space/room or unit	1 space/room or unit	3 spaces/100 m <sup>2</sup> GFA
Napier	0.5 spaces/ accommodation room	1 space/unit or accommodation room + 1 manager's space	1.5 spaces/100 m <sup>2</sup> GFA
Hastings	1 space/3 patrons + 1 space/2 staff	1 space/bedroom or unit + 1 space/staff	2 spaces/100 m <sup>2</sup> GFA
Queenstown Lakes	1 per 3 guest rooms up to 60 guest rooms +1/20 beds for staff	1/unit up to 15 units; thereafter 1 per 2 units plus 1 coach park per 30 units + 1 per 10 units for staff	2 per 100m <sup>2</sup> GFA
ITE	(No separate provision)	1.1/unit	2.6 spaces/100m <sup>2</sup> GFA
Transfund Avg	(No separate provision)	0.8/100m <sup>2</sup> GFA 0.8/unit	2.5 spaces /100m <sup>2</sup> GFA (= 1/40m <sup>2</sup> )
Transfund 85%ile	(No separate provision)	1.3/100m <sup>2</sup> GFA 1.0/unit	2.8/100m <sup>2</sup> GFA
<b>Nelson Proposed Change</b>	1 per 8 beds (within 500m of CBD) or 1 space per 6 beds elsewhere	1 space per motel unit + 2 spaces for manager's apartment + 1 coach space per 30 units	3.0 spaces per 100m <sup>2</sup> GFA

Table 6 : Comparative Standards of a Range of District Plans

LOCAL AUTHORITY DISTRICT PLAN	SUPERMARKET	BULK RETAIL	RETAIL (GENERAL)
Nelson	4 spaces/100m <sup>2</sup> GFA + 1 space/40m <sup>2</sup> GFA for outdoor area + 1 space/100m <sup>2</sup> GFA	Same as retail (general)	If <1,000m <sup>2</sup> GFA then, 1 space/30m <sup>2</sup> GFA + 1 space/40m <sup>2</sup> GFA for outdoor area + 1 staff space/100m <sup>2</sup> GFA, otherwise as for supermarket
Marlborough	less than 1,000 m <sup>2</sup> GFA, 1 space/25 m <sup>2</sup> GFA or greater than 1,000 m <sup>2</sup> GFA, 1 space/25 m <sup>2</sup> GFA for first 1,000 m <sup>2</sup> + 1 space/30 m <sup>2</sup> GFA for remaining area	less than 1,000 m <sup>2</sup> GFA, 1 space/25 m <sup>2</sup> GFA or greater than 1,000 m <sup>2</sup> GFA, 1 space/25 m <sup>2</sup> GFA for first 1,000 m <sup>2</sup> + 1 space/30 m <sup>2</sup> GFA for remaining area	1,000 m <sup>2</sup> GFA, 1 space/25 m <sup>2</sup> GFA
Tasman	2.8 spaces/100m <sup>2</sup>	2.8 spaces/100m <sup>2</sup>	2.8 spaces/100m <sup>2</sup>
Wellington	No minimum	No minimum	No minimum
Porirua	Zone dependent	Zone dependent	Zone dependent
Kapiti	5 spaces/100 m <sup>2</sup> GFA	3 spaces/100 m <sup>2</sup> GFA	3 spaces/100 m <sup>2</sup> GFA
Lower Hutt	5 spaces/100 m <sup>2</sup> GFA	5 spaces/100 m <sup>2</sup> GFA	5 spaces/100 m <sup>2</sup> GFA
Upper Hutt	less than 1,000 m <sup>2</sup> NFA, 1 space/50 m <sup>2</sup> NFA or greater than 1,000 m <sup>2</sup> NFA, 1 space/15 m <sup>2</sup> NFA	less than 1,000 m <sup>2</sup> NFA, 1 space/50 m <sup>2</sup> NFA or greater than 1,000 m <sup>2</sup> NFA, 1 space/15 m <sup>2</sup> NFA	less than 1,000 m <sup>2</sup> NFA, 1 space/50 m <sup>2</sup> NFA or greater than 1,000 m <sup>2</sup> NFA, 1 space/15 m <sup>2</sup> NFA
Palmerston North (Outer Zones)	5 spaces/100 m <sup>2</sup> GFA	5 spaces/100 m <sup>2</sup> GFA	5 spaces/100 m <sup>2</sup> GFA
Palmerston North (Inner Zone)	1.4 spaces/100 m <sup>2</sup> GFA for first 500m <sup>2</sup> + 5 spaces/100 m <sup>2</sup> GFA for additional areas	1.4 spaces/100 m <sup>2</sup> GFA for first 500 m <sup>2</sup> GFA, 5 spaces/100 m <sup>2</sup> GFA for additional areas	1.4 spaces/100 m <sup>2</sup> GFA for first 500 m <sup>2</sup> GFA, 5 spaces/100 m <sup>2</sup> GFA for additional areas
Wanganui	5.5 spaces/100 m <sup>2</sup> GFA	2 spaces/100 m <sup>2</sup> GFA	2 spaces/100 m <sup>2</sup> GFA
Napier	1 space/18 m <sup>2</sup> GFA	less than 10,000 m <sup>2</sup> GFA, 1 space/20 m <sup>2</sup> GFA or 10,000-20,000 m <sup>2</sup> GFA, 1 space/21 m <sup>2</sup> GFA, or greater than 20,000 m <sup>2</sup> GFA, 1 space 22 m <sup>2</sup> GFA	less than 10,000 m <sup>2</sup> GFA, 1 space/20 m <sup>2</sup> GFA or 10,000-20,000 m <sup>2</sup> GFA, 1 space/21 m <sup>2</sup> GFA, or greater than 20,000 m <sup>2</sup> GFA, 1 space 22 m <sup>2</sup> GFA
Hastings	3 spaces /100 m <sup>2</sup> GFA <sup>1</sup>	3 spaces /100 m <sup>2</sup> GFA <sup>1</sup>	3 spaces /100 m <sup>2</sup> GFA <sup>1</sup>
Queenstown Lakes	4 per 100m <sup>2</sup> GFA	4 per 100m <sup>2</sup> GFA	4 per 100m <sup>2</sup> GFA
ITE	4.4/100m <sup>2</sup> (Avg) 6.2/100m <sup>2</sup> (85%ile)	Furniture 1.1/100m <sup>2</sup> GFA Lumber/Bldg metl 1.6/100m <sup>2</sup> Hardware/paint 2.7/100m <sup>2</sup> Discount store 3.8/100m <sup>2</sup>	(3,000-10,000 m <sup>2</sup> ) = 4.4/100m <sup>2</sup> GFA
Transfund Avg	6.2/100m <sup>2</sup> 85%ile	2.0/100m <sup>2</sup> GFA	4.1/100m <sup>2</sup> GFA
Transfund 85%ile	7.5/100m <sup>2</sup> GFA	3.0/100m <sup>2</sup> GFA	5.4/100m <sup>2</sup> GFA
<b>Nelson Proposed Change</b>	5.5 spaces/100m <sup>2</sup> GFA incl staff	0 - 10,000 m <sup>2</sup> GFA: 2.5/100m <sup>2</sup> GFA for 'slow trade' 4.0/100m <sup>2</sup> for 'fast trade' 10-30,000: 3.5/100m <sup>2</sup> GFA >30,000: 3/100m <sup>2</sup> GFA	0-10,000 GFA: 5/100m <sup>2</sup> GFA 10-30,000 GFA : 4.75/100m <sup>2</sup> GFA 4.5/100m <sup>2</sup> GFA

**Table 7 : Comparative Standards of a Range of District Plans**

<sup>1</sup>. Traffic Design Group have recently recommended more specific retail provision on behalf of Hastings District Council in support of a recent Plan Change for a Large Format Retail and Commercial Zone in accordance with Table 8 as described in Section 7 of this report.

Examining Table 5 shows that there is limited consistency between local authorities, as follows:

### **Café/Restaurant**

Most typically in the range (1 space/4 seats + 1 space/2 staff) to 1 space/5 seats,

or

5 spaces/100 m<sup>2</sup> GFA - 10 spaces 100 m<sup>2</sup> GFA, (total range 2.1 - 10 spaces/100m<sup>2</sup>).

In our view, while it may be easier to administer on the basis of m<sup>2</sup> GFA, a more accurate reflection of parking demands is related to seat numbers and staff numbers.

If the parking ratio is to remain in terms of spaces per 100m<sup>2</sup> GFA, there would appear to be some room to reduce it, provided that all of the public area including outdoor dining etc is captured, as previously described.

### **Bar/Tavern**

There is a wide range of standards in use, from 2/100m<sup>2</sup> GFA (in Wanganui) to 25/100m<sup>2</sup> GFA (+ 1 per 2 staff) in Kapiti.

Although 1 space per 10m<sup>2</sup> GFA as per the existing NRMP would appear to be in the middle of the range, there would appear to be some room to reduce this parking ratio.

### **Backpackers**

There do not appear to be specific standards for backpackers in other District Plans, and in our view the requirements for other types of accommodation require too much parking for this specific activity. In our view, a requirement of one space per 6 beds is likely to be most appropriate outside the walking radius of the city centre, with 1 per 8 beds appropriate for the CBD area. Further survey data would provide greater confidence.

### **Motel**

The most typical requirement is 1 space per unit + 1 space/2 staff. While this is a tidy formula, a lot of staff are part-time and their parking demands do not coincide with the peak overnight parking demands of a motel. Retention of the existing standard of 1 park unit plus two for manager's residence is appropriate.

Although not specifically referred to in most other District Plans, it would be appropriate to specifically provide for coaches where there are more than 30 units, as previously described. It

may be noted that the Christchurch District Plan provides “that for every coach park provided, the number of carparking spaces may be reduced by 3”.

### **Office**

There is a very considerable divergence for offices from 1 space per 66m<sup>2</sup> to 1 space per 28.5m<sup>2</sup> (3.5 spaces/100m<sup>2</sup> GFA).

In this instance, Nelson (at 1/30m<sup>2</sup>) has one of the more onerous requirements. While it is backed up by the survey data, it would appear to encourage office workers to drive to work rather than take alternative transport. It may therefore be more appropriate under current legislation that the required provision be lessened, or that there be a maximum number of parks for staff, with the balance available to clients.

### **Retail, General**

There is a considerable variance between District Plans, from 2 spaces/100m<sup>2</sup> GFA (Wanganui) to 6.7 spaces/100m<sup>2</sup> GFA (Upper Hutt). Most typically, the required parking provision for general retailing is around 5 spaces/100m<sup>2</sup> GFA, ie as for Nelson.

### **Supermarket**

While Nelson is consistent with several other District Plans, there is a range from 3 spaces/100m<sup>2</sup> GFA to 6.7 spaces/100 m<sup>2</sup> GFA. The surveyed results indicate customer parking demands of 4 spaces per 100m<sup>2</sup> GFA for an estimated total with staff of 5 spaces/100m<sup>2</sup> GFA for Nelson. The existing NRMP requirement is therefore endorsed.

### **Large Format (Bulk) Retail**

There is wide variance between District Plans, 2 spaces/100m<sup>2</sup> GFA to 6.7 spaces/100m<sup>2</sup> GFA many of which do not currently have a separate category for bulk retail or large format type stores. The relatively new trend toward larger stores for bulky goods is not particularly well understood or provided for within existing District Plans.

It would seem that there is scope to consider a reduction for these facilities, particularly with different peaks occurring at different times for multi-store complexes.

### **Retail (Outdoor Display)**

Although not measured as part of the Nelson surveys, it is considered that a parking provision of not more than 1.5 spaces/100m<sup>2</sup> GFA (including staff) be required for outdoor display areas, such as for garden centres, as compared with the current requirement for 3.5 spaces/100m<sup>2</sup> GFA inclusive of staff. (Reference Transfund Research Report 209).

The Nelson surveyed data for the one bulk retail store surveyed is generally consistent with the ITE and Transfund data (reported in Table 7). The ITE data indicates that there tend to be different parking demands associated with different types of bulk retail activity and this is consistent with NZ data reported by Transfund.

## Summary

In summary, the parking provisions vary significantly between various District Plans, and cannot be relied upon. It is considered that the Nelson surveys as reported, and further expanded as may be necessary together with recently published data from NZ and overseas is likely to provide a more accurate basis for reviewing the existing parking provisions in the NRMP.

It is further acknowledged that since a District Plan must allow for a worst-case scenario for any defined activity, it is difficult to make rules that fit every situation.

However, unless specific provision is made for different types of retail activity, then it is considered that provision of dispensation for specific types of activities will be an ongoing issue as part of resource consent processes.

Dispensation for parking provision should also be allowed where it can be shown that different types of activity generate their peak demands at different times.

## 7. BULK RETAIL : NZ SURVEYS

The range of surveys undertaken by Traffic Design Group of such stores in New Zealand, and other available data indicates that large format stores can be generally categorised as “slower” trade retailers, which include generally single-category traders like hardware and homeware stores such as Mitre 10, Harvey Norman and Spotlight, and “faster” trade retailers, which more typically include cross-category traders like discount department stores such as The Warehouse and KMart. Parking data relating to such “slower” trade retailers indicate that peak demands typically vary between about one space per 40m<sup>2</sup> GFA and one space per 100m<sup>2</sup> GFA. From these results, it is recommended that “slower” trading retailers provide on-site parking at a rate equivalent to one space per 40m<sup>2</sup> GFA.

“Faster” trading retailers typically sell a greater range of products and attract more customers per unit floor area than “slower” trading retailers. Since the available data indicates that such retailers generate typical peak demands of between about one space per 25m<sup>2</sup> GFA, and one space per 33m<sup>2</sup> GFA, it is recommended that the larger measured rate of one space per 25m<sup>2</sup> GFA be adopted for Nelson.

The current parking requirement that applies to all retail activities is inappropriate in the context of the extensive range and size of both standalone and comprehensive retail developments that are now being established both in Nelson and across NZ. An expanded series of requirements for retail activity outside the central area is recommended, accordingly, as recently proposed for Hastings (see Appendix 1), as follows:

TYPE OF ACTIVITY	SIZE (m <sup>2</sup> )	CARPARK REQUIREMENT
Supermarket	N/A	1 space per 18m <sup>2</sup> GFA
Shops	0 - 10,000	1 space per 20m <sup>2</sup> GFA
	10,000 - 30,000	1 space per 21m <sup>2</sup> GFA
	over 30,000	1 space per 22m <sup>2</sup> GFA
Large Format slow trade retailer fast trade retailer comprehensive bulk retail development	N/A	1 space per 40m <sup>2</sup> GFA
	N/A	1 space per 25m <sup>2</sup> GFA
	0 - 10,000	1 space per 25m <sup>2</sup> GFA
	10,000 - 30,000	1 space per 28m <sup>2</sup> GFA
	over 30,000	1 space per 33m <sup>2</sup> GFA

**Table 8 : Recommended Retail Parking Requirements**

Appropriate retail-type definitions may need to be developed and/or prescribed in more detail, yet sufficiently flexible to accommodate the ever changing retail scene.

## 8. RECOMMENDATIONS

Based on the survey results and other documented data available, the following recommendations are provided in relation to the current NRMP (Appendix 10) requirements for car parking. It is recommended that plan changes be initiated to provide a more accurate parking requirement for future developments.:

- that the current "office" requirement be rounded to 3 spaces/100m<sup>2</sup> GFA
- consideration be given to combining the requirements for cafés, restaurants and taverns, with a possible reduction of the existing parking provision, thereby bringing them more into line with the survey results from this review and with other District Plans. A ratio of 4 spaces per 100m<sup>2</sup> and the café/restaurant/bar gross floor area shall include all outdoor areas, garden bars and smoking areas, whether covered or uncovered. It should also include all kitchen and toilet areas but exclude storage rooms
- the existing parking requirements for both backpackers and motels should be formally included in the Plan rather than by a controlled activity policy. Special requirements for loading for facilities exceeding 30 units should be included
- a further plan change should be initiated that specifies a range of retail parking provisions in accordance with different types and scale of retail activities, as follows:

TYPE OF ACTIVITY	SIZE (m <sup>2</sup> )	CARPARK REQUIREMENT (See Note Below)
Supermarket	N/A	retain existing, 5 spaces per 100m <sup>2</sup> GFA
Shops/shopping centres/shopping malls	0 - 10,000	retain existing 5 spaces per 100m <sup>2</sup> GFA
	10,000 - 30,000	4.75 spaces per 100m <sup>2</sup> GFA
	over 30,000	4.5 spaces per 100m <sup>2</sup> GFA
Large Format slow trade retailer fast trade retailer comprehensive development	N/A	2.5 spaces per 100m <sup>2</sup> GFA
	N/A	4 spaces per 100m <sup>2</sup> GFA
	0 - 10,000	NA
	10,000 - 30,000	3.5 spaces per 100m <sup>2</sup> GFA
	over 30,000	3 spaces per 100m <sup>2</sup> GFA

Note: including staff, but excluding loading parking requirements

- develop a methodology for the assessment of parking provision for comprehensive retail/commercial developments by way of reciprocal parking that takes account of activities that peak at different times of the day or week
- provide a parking dispensation of a minimum of 1 park and a maximum of 10% or 10 spaces (whichever is the lesser) on staff parking and public parking if cycle rack facilities are provided for the public and secure cycle parking facilities and shower facilities are provided for staff.

Traffic Design Group Ltd  
May 2005

## **Appendix 2**

### ***District Plan Car Parking Ratios***

Transport Planning Solutions Ltd,  
June 2009  
(RAD [800228](#))

## 1. Introduction

This report identifies appropriate changes to the parking requirements in the Nelson Resource Management Plan (NRMP). It takes into account and discusses the findings of earlier work and includes bicycle parking and parking for Comprehensive Housing developments.

## 2. District Plan Parking Review, 2005

The Nelson Resource Management Plan (NRMP) or District Plan specifies the minimum parking requirements to be met by proposed developments or changes in use for sites located outside the Nelson CBD core.

The District Plan Carparking Review undertaken by Traffic Design Group for Nelson City Council<sup>1</sup> reviewed the parking requirements for selected land use activities outside the CBD core. The review report includes the following:

1. The results of surveys of actual parking demands at a selection of businesses. The surveys were undertaken during the first full week of December 2004 “which corresponds to the 95<sup>th</sup> percentile week in relation to on-street demands, and during which time parking demands for other activities is expected to be higher than average”. They included both staff and customer/public/visitor parking. Peak parking demands were determined for a weekday and a Saturday.
2. A comparison of the parking requirements in the Nelson Resource Management Plan (NRMP) with parking ratios used by other local authorities for the activity types surveyed.
3. Recommended changes to some existing parking ratios

This report is based on the District Plan parking review but also takes other information into account including the findings of the Victoria Advisory Committee Report<sup>2</sup>.

### 2.1 Surveyed Activities

The activities surveyed along with their locations are set out below.

**Table 1: Activities Surveyed in District Plan Car Parking Review**

Land Use Type			Locality
1	Restaurant	273m <sup>2</sup> Gross Floor Area (GFA)	Tahunanui
2	Cafe	222m <sup>2</sup> GFA, seating for 139	Wakefield

<sup>1</sup> District Plan Carparking Review Report, Traffic Design Group, May 2005

<sup>2</sup> Review of the Parking Provisions in the Victoria Planning Provisions, Advisory Committee Report, August 2007

		people	Quay/Port
3	Tavern	330m2 GFA	Nelson City Fringe
4	Backpackers	420m2 GFA, 50 beds	Tahunanui
5	Motel	720m2 GFA, 12 units	Tahunanui
	Motel	600m2 GFA, 8 units	Tahunanui
	Motel	870m2 GFA, 10 units	Tahunanui
6	Bulk Retail	2,100m2 GFA	Nelson City Fringe
7	Supermarket	1,670m2 GFA	Nelson City Fringe
8	Professional Service Office	720m2 GFA	Nelson City Fringe
9	Local Suburban Retail Shops	1,690m2 GFA	Nelson City Fringe

The report pointed out that *“In identifying a number of restaurants and cafes both in suburban locations and within the CBD, it is found that the majority of such premises, particularly outside the CBD, are licensed, and operate in a multi-functional manner as cafe/bars, restaurant/bars so that clear definitions between cafes and restaurants are not possible.”*

## 2.2 Review Findings

The review report sets out the peak parking demands surveyed for each activity along with the resulting peak parking demand ratios for a weekday and a Saturday. It points out that *“the retail and food-related activities typically generate slightly higher parking demand on Saturdays as compared with weekdays”*.

The report separately identifies staff and public carparking for the three retail activities. Regarding staff parking, it states that *“it is difficult to differentiate between staff and customers where for the most part, specific staff carparks are not allocated, and some staff members may park elsewhere”*.

The report compares the assessed peak parking demands for the activities concerned with the current NRMP parking requirements. To quote from the report ***“The most significant finding from these survey results is that the NRMP requirements generally provide for a higher parking demand than is typically required by many of the activities types surveyed as part of this review”***.

The report also compared the NRMP parking requirements with a range of district plans throughout central New Zealand, the (US) Institute of Transportation Engineers, Parking Generation, 3<sup>rd</sup> Edition (2004) and Transfund Research Report No. 209 Trips & Parking Related to Land Use. The summary of that comparison includes the following:

*“In summary, the parking provisions vary significantly between the various District plans, and cannot be relied on. It is considered that the Nelson surveys as reported, and further expanded as may be necessary together with recently published data from NZ and overseas is likely to provide a more accurate basis for reviewing the existing parking provisions in the NRMP.”*

*It is further acknowledged that since a District Plan must allow for a worst-case scenario for any defined activity, it is difficult to make rules that fit every situation."*

### **2.3 Review Recommendations**

The review recommendations include findings of surveys of bulk retail/large format retail undertaken by Traffic Design Group elsewhere in New Zealand. "Slow trade retailers" are described as generally single-category traders like hardware and homeware stores such as Mitre 10, Harvey Norman and Spotlight. "Fast trade retailers" are described as including cross-category traders like discount department stores such as The Warehouse and Kmart. The retail parking requirements table below was based on requirements proposed by Traffic Design Group for Hastings.

- *that the current office requirement (1 space per 30m<sup>2</sup> GFA) be rounded to 3 spaces/100m<sup>2</sup> GFA*
- *consideration be given to combining the requirements for cafes, restaurants, and taverns, with a possible reduction of the existing parking provision, thereby bringing them more into line with the survey results of this review and with other District Plans. A ratio of 4 spaces per 100m<sup>2</sup> and the cafe/restaurant/bar gross floor area shall include all outdoor areas, garden bars and smoking areas, whether covered or uncovered. It should also include all kitchen and toilet areas but exclude storage rooms.*
- *the existing parking 'rule of thumb' parking 'requirements' for both backpackers and motels should be formally included in the Plan rather than by a controlled activity. Special requirements for loading for facilities exceeding 30 units should be included.*
- *a further plan change should be initiated that specifies a range of retail parking provisions in accordance with different types and scales of retail activities, as follows:*

**Table 2: Car Parking Review Report Recommendations**

<b>Type of Activity</b>	<b>Size (m<sup>2</sup>)</b>	<b>Parking Requirement (excluding loading)</b>
Supermarket	N/A	5 spaces per 100m <sup>2</sup> GFA (no change)
Shops/ shopping centres/ shopping malls	0-10,000 10,000-30,000 >30,000	5 spaces/100m <sup>2</sup> GFA (no change) 4.75 spaces per 100m <sup>2</sup> GFA 4.5 spaces per 100m <sup>2</sup> GFA
Large Format slow trade retailer fast trade retailer comprehensive development	N/A N/A 1-10,000 10,000-30,000 >30,000	2.5 spaces per 100m <sup>2</sup> GFA 4 spaces per 100m <sup>2</sup> GFA N/A 3.5 spaces per 100m <sup>2</sup> GFA 3 spaces per 100m <sup>2</sup> GFA

- *develop a methodology for the assessment of parking provision for comprehensive retail/ commercial developments by way of reciprocal*

*parking that takes account of activities that peak at different times of the day or week*

- *provide a parking dispensation of a minimum of 1 park and a maximum of 10% or 10 spaces (whichever is lesser) on staff parking and public parking if cycle rack facilities are provided for the public and secure cycle parking facilities and shower facilities are provided for staff*

### **3. Discussion**

Some important points that should be kept in mind in setting parking requirements are:

- They are inevitably approximations.
- They are generally based on surveys of activities in locations with a high reliance on access by car and do not explicitly take into account the use of alternatives such as public transport, cycling or walking.
- They may not distinguish between employee and visitor demands.
- As they are aimed at ensuring that a development or activity can meet all its potential parking demands on site, they tend to overestimate the actual parking requirements.
- They do not take into account the cost of providing the parking spaces.

The proposed changes are generally supported, with two important points of difference:

1. Shops generally have a lower parking requirement than supermarkets. In addition the parking survey identified strip shopping and bulk retail parking demands which were both below expectations (between 1/60m<sup>2</sup> GFA and 1/95m<sup>2</sup> GFA). Based on these results plus other sources including the Victoria review of parking provisions, it is considered that a rate of 4 spaces per 100m<sup>2</sup> GFA would be more appropriate than 5 spaces per 100m<sup>2</sup> GFA.
2. Modern bulk or large format retailing is tending to move away from single-category retail towards multiple-categories. The Mitre 10 and Bunnings stores now sell a wide range of goods and often include a garden centre and cafe. This suggests that a single parking ratio is more appropriate for all large format retail. Based on the information currently available, it is considered that on balance that rate should be 3.5 spaces per 100m<sup>2</sup> including outdoor display areas.

### **4. Bicycle Parking**

The District Plan Carparking Review Report included the following recommendation on bicycle parking – *“provide a parking dispensation of a minimum of 1 park and a maximum of 10% or 10 spaces (whichever is the lesser) on staff parking and public parking if cycle rack facilities are provided for the public and secure cycle parking facilities and shower facilities are provided for staff”*.

The Auckland Regional Transport Authority’s Guidance Note for Cycle Parking Facilities 2007 provides some very useful advice on bicycle parking. It relates bicycle parking to the maximum number of employees working on site at any one time. The

Guidance Note refers to an average of 3-5% of employees currently cycling to work in Auckland (based on business travel plan surveys) and suggests that to accommodate the aims of the Auckland Regional Land Transport Strategy, which aims to double the number of cycle trips, a provision of 10% of employees cycling “is considered achievable and not excessive”.

The 2006 Census identified a 5.8% cycle mode split for the journey to work in the Nelson City Urban Area. The walk mode split is 10.2% giving a combined combined walk and cycle mode split of 16%. The draft Nelson Regional Land Transport Strategy 2008 includes a target walk and cycle mode split of 25%, an increase of over a half. While this may suggest a target cycle journey to work modal share of approximately 10%, it is considered that a target of 1 in 8 employees or 12.5% is realistically achievable for the Nelson City Urban Area.

Based on the above, it is considered that the NRMP should include the requirement that new developments outside the expanded City Centre Zone should provide secure, undercover, well lit bicycle parking on-site for employees at a rate of 1 bicycle parking space per 8 employees. Showers and lockers should also be provided in each development for staff use. In conjunction, a dispensation should be provided of a minimum of 1 parking bay and a maximum of 10% or 10 parking bays, whichever is the lesser.

The proposed bicycle parking requirements are included in Section 6.

## **5. Parking in Comprehensive Housing Developments**

Nelson City Council is carrying out a residential intensification project focusing on the Comprehensive Housing development provisions of the NRMP. Comprehensive Housing is defined as “*three or more residential units, designed and planned in an integrated manner.....The land on which the proposed residential units are to be sited must form a separate, contiguous area*”. Apartment buildings are regarded as a special form of comprehensive development and are defined as a single building, over 7.5m high, containing four or more residential units.

From the parking perspective, the needs of residents and visitors should be considered separately.

Generally, visitor parking for medium to high density development is provided at the rate of 1 space per 5 dwelling units for developments of five or more dwellings.

Resident parking is more difficult to determine. Public transport is poor in Nelson. While it is to be substantially improved, people’s car ownership decisions are unlikely to be significantly influenced by the availability of bus services until the improved system has been in place for several years and people have confidence in it. Housing developments near existing town centres or the Nelson CBD are likely to generate more walk and cycle trips, although it is unclear whether this would translate into a reduced parking demand.

However, to improve the affordability and amenity of Comprehensive Housing developments, it is important to avoid unnecessarily conservative parking requirements. The current residential parking activity requirement is 1 space for a 1 bedroom unit, 2 spaces for a 2-4 bedroom unit and 3 spaces for 5 or more bedrooms.

Based on parking requirements in New Zealand and Australia including the Victoria parking provisions review, and taking into account the definition of Comprehensive Development, it is recommended that the following reduced parking standards apply to Comprehensive Developments within the existing areas zoned Higher Density Residential Zone or within a 400 metre walk distance (a 5 minute walk) of a commercial centre or the Nelson CBD:

- 1 parking space for 1 and 2 bedroom dwelling units
- 2 parking spaces for 3 or more bedroom dwelling units
- 1 visitor space for every 5 units for developments with 5 or more units

Note: A studio or study that is a separate room should be counted as a bedroom.

## **6. Proposed District Plan Parking Requirement Changes**

The proposed changes to the Nelson District Plan resulting from the District Plan parking review and the preparation of this report are outlined in Table 3 plus the following relating specifically to bicycle parking.

### ***Bicycle Parking***

Secure, undercover, well lit bicycle parking on-site is to be provided for employees at a rate of 1 bicycle parking space per 8 employees, and showers and lockers are to be provided in each development for staff use.

In conjunction, a dispensation should be provided for each development of a minimum of 1 parking space and a maximum of 10% or 10 parking spaces, whichever is the lesser.

**Table 3: Recommended Changes to NRMP Parking Requirements**

Activity	Current NRMP Requirement	New NRMP Requirement	
Office	3.3 spaces per 100m <sup>2</sup> GFA	3 spaces per 100m <sup>2</sup> GFA	
Cafe/Restaurant/Bar	10 spaces per 100m <sup>2</sup> GFA	4 spaces per 100m <sup>2</sup> GFA including all outdoor areas, garden bars (covered or uncovered), kitchen and toilet areas	
Backpackers	Controlled activity (no set ratio)	1 space per 6 beds	
Motel	Controlled activity (no set ratio)	1 space per motel unit and 2 spaces per motel manager's apartment. Plus a loading zone for coaches if there are more than 30 rooms.	
Shop/Retail (General)	As for supermarket unless less than 1,000m <sup>2</sup> GFA then – 1 space per 30m <sup>2</sup> GFA + 1 space/ 40m <sup>2</sup> GFA for outdoor area + 1 staff space/100m <sup>2</sup> GFA	4 spaces per 100m <sup>2</sup> GFA	
Supermarket	4 spaces/100m <sup>2</sup> GFA + 1 space/ 40m <sup>2</sup> GFA for outdoor area + 1 space/100m <sup>2</sup> GFA	5 spaces per 100m <sup>2</sup> GFA	
Large Format Retail/ Bulk Retail	Same as Retail (general)	3.5 spaces per 100m <sup>2</sup> GFA	
Shopping centres/ shopping malls	Same as Retail (general)	0-10,000 10,000-30,000 >30,000	5 spaces/100m <sup>2</sup> GFA 4.75 spaces/ 100m <sup>2</sup> GFA 4.5 spaces/ 100m <sup>2</sup> GFA
Comprehensive Housing within Higher Density Residential Zone or within 400 m of a commercial centre or Nelson CBD	1 space for 1 bedroom 2 spaces for 2-4 bedrooms 3 spaces for 5 or more bedrooms	1 parking space for 1 and 2 bedroom units 2 parking spaces for 3 or more bedroom units 1 visitor space for every 5 units for developments with 5 or more units	

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 18 June 2009

## **Appendix 3**

### ***Nelson CBD and Fringe Public Parking Analysis***

Transport Planning Solutions Ltd,

June 2009

(RAD [800221](#))

# The Nelson CBD and Fringe Public Parking Analysis

RAD 800221

## 1. Introduction

This report is based on an analysis of the raw parking data set out in the Nelson Parking Study 2008 Data Collection Report dated February 2009<sup>1</sup>. The data collection was aimed primarily at identifying the parking occupancies but also included a duration survey of five sites plus a more detailed survey of Buxton Square. Reference is also made to the earlier 2005 Parking Survey Report<sup>2</sup>.

The data collection report referred to parking occupancy surveys undertaken on Thursday 4 December and Saturday 6 December 2008. The areas surveyed are shown on Appendix 1 and are referred to as the Central Core, the area within the red line, and the Fringe Area, the area between the red and blue lines. In both cases the defined areas are slightly greater than those used for the 2005 parking survey. The "effective" definition of the Central Core boundary is, however, further discussed in the note under Table 3.

Although the surveys separately identified short stay parking (defined as less than 1 hour) and medium stay parking (greater than 1 and less than 4 hours), this report refers to all parking for under 4 hours as short stay parking. This simplifies the analysis and brings the important distinction between visitor parking and commuter or employee parking into sharper focus.

## 2. 2008 Survey Results

Tables 1 and 2 are based on the information contained in the Data Collection Report supplemented by an analysis of the parking occupancy spreadsheets.

**Table 1: Public Parking Inventory**

Type	Central Core	Fringe Area	Total
P2, P5, P10, Loading	39	30	69
P15, P20, P30	20	32	52
P60	321	223	544
P120	17	144	161
1 hour meter/Pay & Display	180 <sup>A</sup>	0	143
2 hour meter/Pay & Display	189	15	204
3 hour Pay and Display	659	0	659
<b>Short Stay Carparking</b>	<b>1425</b>	<b>444</b>	<b>1832</b>
Disabled	19	2	21
Bicycle	79	15	94

<sup>1</sup> Draft Nelson Parking Study 2008 Data Collection Report, Traffic Design Group, February 2009

<sup>2</sup> Nelson Central Business District Parking Study 2005, Traffic Design Group, March 2005

Motorcycle	50	5	55
Taxi	7	0	7
<b>Total Short Stay</b>	<b>1580</b>	<b>466</b>	<b>2046</b>
<b>Unrestricted (Long Stay)</b>	<b>156<sup>B</sup></b>	<b>1457</b>	<b>1613</b>
<b>Total All Parking</b>	<b>1736</b>	<b>1923</b>	<b>3659</b>

<sup>A</sup> The 180 Central Core short stay spaces include 37 Wakatu Square spaces converted to 1 hour metered

<sup>B</sup> The 156 Central Core unrestricted spaces include 125 Wakatu Square unrestricted pay and display spaces (since increased to 133 unrestricted pay and display spaces)

**Table 2: Parking Space Occupancy**

Location	Type of Parking	Maximum Occupancy	Time Period
Central Core	All Parking (1,732 spaces)	78.9%	12:00-12:30 Thursday
Central Core	Short Stay Carparking (1,388 spaces)	82.6%	12:30-13:00 Thursday
Central Core	"Four Squares" (817 P&D spaces)	>95%	12:00-13:30 Thursday
Central Core	"Four Squares" (817 P&D spaces)	88.9%	11:30-12:30 Saturday
Fringe	Unrestricted (1,457 spaces)	75.7%	11:00-11:30 Thursday
Fringe	Short Stay (466 spaces)	70.3%	14:00-14:30 Thursday

Note: The Parking Occupancy Data is based on 1388 Central Core short stay car parking spaces not 1425 spaces, as all Wakatu Square parking spaces were assessed as unrestricted Central Core spaces. The difference is the 37 spaces converted to 1 hour metered parking.

The peak occupancy of all CBD/Central Core parking spaces was 78.9% at mid-day on the Thursday. Occupancy levels were 75% or greater between 11.30am and 1.30pm. The Saturday survey produced a maximum occupancy of 67% between 11.00 and 11.30am.

For the 1388 short stay car parking spaces (3-hour pay and display, metered and time restricted), the maximum occupancy reached 82.6% between 12.30 and 1.00pm on Thursday. The maximum occupancy on the Saturday was much lower at 65.8% over the period 11.00 to 11.30am.

The public car parking spaces in the four squares (817 spaces) were effectively fully occupied between 12.30 and 1.00pm on the Thursday, and had an occupancy level near or exceeding 95% between 12noon and 1.30pm on that day. They were 89% occupied from 11.30am-12.30pm on the Saturday.

For the CBD Fringe area, the maximum occupancy of the 1,457 unrestricted spaces was 75.7% and occurred over the period 11.00-11.30am on the Thursday. Occupancy was 69% between 9am and 10am and exceeded 70% from 10am to

the end of the survey at 3pm, indicating a predominance of commuter/long stay parkers. Saturday occupancy was much lower with a maximum of only 46.7% between 11.30am and mid-day.

The Fringe short stay parking (466 spaces) had a maximum recorded occupancy of 70.3% from 2pm to 2.30pm on the Thursday. The occupancy was 63.9% at mid-day. The maximum occupancy on the Saturday was 64.6% between 11.00 and 11.30am.

The parking duration survey identified an increase in parking duration at all five sites surveyed relative to the 2004 survey (which in turn had measured an increase relative to the 2000 survey for all five sites). For Montgomery Square Pay and Display parking the mean duration increased from 59 minutes to 74 minutes despite a reduction in the maximum stay from 4 hours to 3 hours. While the duration survey indicates that people are making longer visits, it may also suggest that there has been an increase in vehicles parking over the prescribed time limits.

The survey of Buxton Square identified that 78 spaces or 24% of the total were *“to all intents and purposes utilised by particular patrons, all day. In 68 instances, the vehicles were moved once and there were a further ten instances where vehicles were moved twice”*. The previous survey of Montgomery Square undertaken in December 2004 identified that 22% of the pay and display parking spaces were occupied by all day parkers.

### **3. 2005 Parking Study**

The 2005 Nelson CBD Parking Study made a full inventory of the public and private parking spaces within the defined study area attached as Appendix 2. The survey took place on Thursday 9 December and Saturday 4 December. The report states that planning parking on the basis of a survey undertaken at that time of year *“represents an efficient provision of parking resources, while accepting that some particularly busy periods such as the weeks immediately before Christmas will result in some excess pressures on parking”*.

The survey counted a total of 6,238 parking spaces in the study area. Of these 3,141 were public parking spaces (on-street and off-street) and 3,097 were private parking spaces.

The 3,141 public parking spaces consisted of 1,705 short stay spaces, 205 unrestricted pay and display spaces, and 1,231 unrestricted spaces. It included parking for 80 bicycles (2.5% of total) and 49 motorcycles (1.6% of total).

The 2005 Parking Study made a number of recommendations regarding short stay parking in the CBD including the conversion of Montgomery Square and Buxton Squares to P180 (3 hours max) rather than P240 combined with increased enforcement, plus the conversion of the Wakatu Square carpark from unrestricted to P180. Together these actions were calculated as increasing the supply of short stay parking by 196 spaces, which approximately equalled the deficit in short stay parking calculated for the CDB core for the year 2010. That deficit was projected to increase to 242 spaces by 2015, and 333 spaces by 2025.

The 2005 Parking Study also identified the potential need for an additional 400 parking spaces in the whole CBD (core plus adjacent areas). These spaces appear to be long stay/commuter spaces to meet projected increases in employment of approximately 1% a year. The Executive Summary referred to providing an additional 400 parking spaces "in the next 3 years", i.e. by 2008. However, the Conclusions and Recommendations referred to "a new 400 space parking precinct(s) or building" as a longer term priority, subject to a study to establish the economic feasibility.

#### 4. Parking Supply Assessment

Table 3 compares the car parking inventories identified in earlier surveys undertaken in December 2000 and December 2004 and reported on in the Nelson Central Business District Parking Study 2005. It refers only to car parking, and excludes bicycle, motorcycle, taxi and disabled parking.

Table 3 indicates that the supply of short stay parking in the Central Core has increased by 146 spaces between December 2004 and December 2008. This is less than the 196 spaces recommended by the 2005 Parking Study. Taking into account the extension of the area for the 2008 survey, the amount of short stay parking in the Fringe area appears to be relatively unchanged.

**Table 3: Comparison of 2000, 2004 and 2008 Car Parking Inventories**

Type of Car Parking	Number of Available Spaces								
	Central Core			Fringe			Total		
	2000	2004	2008	2000	2004	2008	2000	2004	2008
P2, P5, P10, Loading	28	39	39	35	22	30	63	61	69
P15, P20, P30	39	15	20	28	36	32	67	51	52
P60	300	290	321	207	226	223	507	516	544
P120	12	14	17	97	127	144	109	141	161
1 hour meter/P&D	67	141	180	0	0	0	67	141	180
2 hour meter/P&D	236	185	189	0	15	15	236	200	204
3 (or 4) Hour P&D	612	595	659	0	0	0	612	595	659
<b>Total Short Stay</b>	<b>1294</b>	<b>1279</b>	<b>1425</b>	<b>367</b>	<b>426</b>	<b>444</b>	<b>1661</b>	<b>1705</b>	<b>1869</b>
Unrestricted P&D	237	205	125	0	0	0	237	205	125
Unrestricted	43	28	31	1254	1203	1457	1297	1231	1488
<b>Total Long Stay</b>	<b>280</b>	<b>233</b>	<b>156</b>	<b>1254</b>	<b>1203</b>	<b>1457</b>	<b>1534</b>	<b>1436</b>	<b>1613</b>
<b>Car parking Total</b>	<b>1574</b>	<b>1512</b>	<b>1581</b>	<b>1621</b>	<b>1629</b>	<b>1901</b>	<b>3195</b>	<b>3141</b>	<b>3482</b>

**Notes:**

1. For the December 2008 survey, the Fringe area was extended south along Shelbourne Street and Collingwood Street to Bronte Street. This latter extension added 25 short stay and 202 unrestricted parking spaces to the Fringe public parking inventory.
2. According to Figure 1 included in the draft 2009 Data Collection report, the Central Core was slightly expanded to include the triangular area west of Rutherford Street bounded by Vanguard Street and Hardy Street plus the area west of Collingwood Street bounded by Bridge Street, Hardy Street and Harley Place. These additional areas were, however, identified as Fringe parking in the parking occupancy data and hence the definition of the Central Core has not changed in this analysis.

The Parking Study 2005 states that “Occupancy levels of 85% are generally regarded as a desirable on-street maximum whereby drivers can readily find a parking space without having to spend time searching. Within large off-street car parks occupancy levels of up to 95% are generally considered to offer a convenient level of service.” As approximately half the Central Core public parking supply is on-street, the report identifies a desirable overall target peak Central Core occupancy for the survey week (regarded as the 90<sup>th</sup> percentile week) of 90%. The equivalent figure for the Fringe area would be 85%.

#### **4.1 Central Core**

From Table 2 it can be seen that for the Central Core as a whole the peak occupancy of the short stay car parking spaces is 82.6%. This is comfortably below the maximum desirable 90% level.

The peak occupancy of the four off-street parking areas/squares, however, exceeds the 95% maximum between 12 noon and 1.30pm on the Thursday. While this suggests action is required, the Buxton Square survey identified that 24% or 78 of the available P180 spaces were taken up by long stay parkers, presumably people working in the area. If this is repeated in Montgomery Square, no less than 143 of the 595 P180 spaces are effectively unavailable for the customers they are designed to serve.

To put this number in perspective it represents over 10% of the total available supply of short stay car parking in the Central Core.

This clearly indicates that priority for short term parking is to make full use of the available supply through effective enforcement.

#### **4.2 Fringe Area**

The peak recorded occupancy of the Fringe short stay parking supply is 70.3%. The peak occupancy of the available 1457 Fringe long stay (unrestricted) car parking spaces is 75.7%. Both peaks occurred on a weekday.

The 2005 Parking Study recorded a peak occupancy level of 73% in the Fringe unrestricted parking spaces. This had increased from a peak of 59% in 2000.

Assuming an estimated 20% of the Fringe unrestricted parking is off-street, the overall target maximum occupancy is 87%. Applying this to the total supply of 1457 spaces produces a "reserve capacity" or "surplus" of 165 spaces.

Taking into account the use of Central Core short-stay spaces for long stay parking identified above, it appears that overall the supply of long stay parking in the Nelson Fringe and Central Core areas is approximately equal to the current demand.

The main Trafalgar Centre car park, Rutherford Park is underutilised during weekdays. The 2008 survey recorded a maximum of 33 parking spaces occupied out of the 174 spaces available. It is important that better use be made of this parking area for long stay/commuter parking.

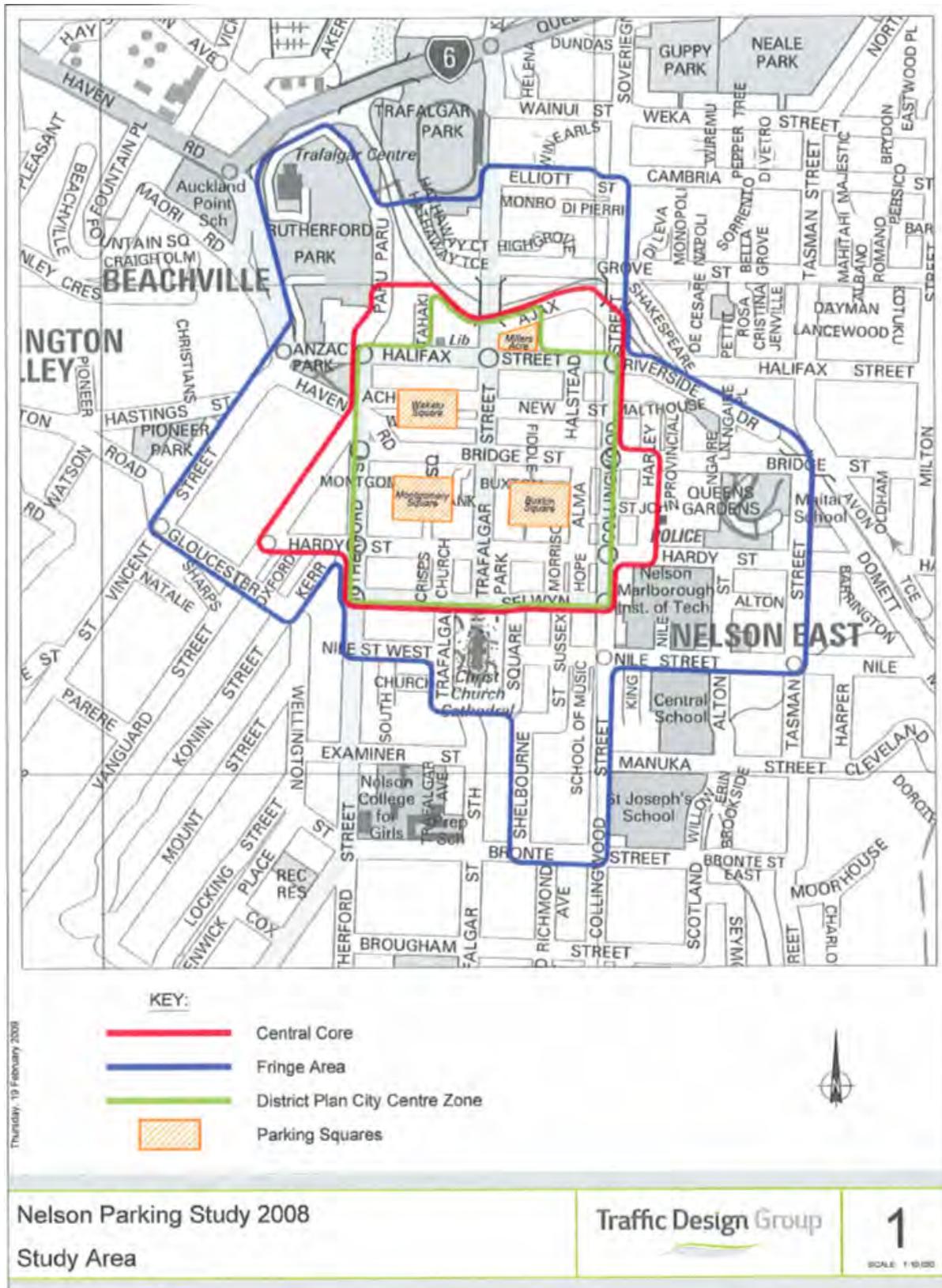
## 5. Conclusions

1. The December 2008 survey results indicate that:
  - 1) The peak occupancy of all Central Core parking spaces was 78.9% at mid-day on the Thursday.
  - 2) For the 1425 Central Core short stay car parking spaces, the maximum occupancy reached 82.6% between 12.30 and 1.00pm on Thursday. The maximum occupancy on the Saturday was much lower at 65.8%.
  - 3) The public car parking spaces in the four squares were effectively fully occupied between 12.30 and 1.00pm on the Thursday, and had an occupancy level near or exceeding 95% between 12noon and 1.30pm on that day. They were 89% occupied from 11.30am-12.30pm on the Saturday.
  - 4) For the CBD Fringe area, the maximum occupancy of the unrestricted spaces was 75.7% and occurred over the period 11.00-11.30am on the Thursday. Occupancy was 69% between 9am and 10am and exceeded 70% from 10am to the end of the survey at 3pm, indicating a predominance of commuter/long stay parkers.
  - 5) The Fringe short stay parking had a maximum recorded occupancy of 70.3% from 2pm to 2.30pm on the Thursday.
2. Overall there is sufficient short stay parking in the Central Core and in the Fringe area.
3. The peak occupancy of the four off-street parking areas/squares exceeds the desirable maximum between 12 noon and 1.30pm on the Thursday. The high proportion of long stay parking in the P180 parking area identified in the Buxton Square survey indicates that the priority for short term parking in those areas is to make full use of the available supply through effective enforcement. This alone could potentially increase the effective supply by over 10%.
4. The recorded peak occupancy level in the Fringe unrestricted/long stay parking spaces has increased from 59% in 2000 to 73% in 2004 and almost 76% in 2008.

5. Although currently the supply of long stay/unrestricted parking in the Fringe area exceeds the surveyed peak demand, effective enforcement of the Central Core short stay parking could relocate a sufficient number of parkers to the Fringe area to bring the supply of unrestricted parking approximately in balance with the resulting increased peak demand.
6. Means of making better use of the car parking available at the main Trafalgar Centre car park, Rutherford Park should be identified and implemented.

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18 June 2009

# Appendix 1: Nelson Parking Study 2008 Survey Area



## Appendix 2: 2005 Nelson Parking Study Survey Area



**STUDY AREA**

**1**

## **Appendix 4**

### ***Nelson Central City Parking Plan Change Study***

Transport Planning Solutions Ltd,  
June 2009  
(RAD [800227](#))

# Nelson Central City Parking Plan Change Study

RAD#800227

## 1. Introduction

This report identifies appropriate changes to the parking management and supply policies relating to the Nelson Central City and, where appropriate, to areas outside the city centre.

## 2. Current Situation

### 2.1 Study Area

The Nelson Inner City Zone consists of the City Centre Area and the City Fringe Area. These areas are defined on Figure 1, Appendix 1. This shows the current boundary of the City Centre Area in dark blue and the City Fringe Area in light blue.

Figure 2 shows the study area for the 2008 Nelson Parking Survey. The current boundary of the City Centre Area is shown in green. The “Central Core” shown in red is intended to represent the CBD area (or proposed expanded City Centre Area) assumed for parking survey purposes. The definition of this area is discussed later in this report. The ‘fringe’ area shown in blue includes most of the commercial City Fringe Area zone in the NRMP as well as residentially zoned streets close to the City Centre.

### 2.2 District Plan Parking Requirements

Nelson City Council does not require new developments (or changes in use) to provide off-street parking within the City Centre Area. The Council does not set a minimum parking requirement for the City Centre Area, nor does it set a maximum on the amount of parking within a new development.

Outside the City Centre Area, the Council requires parking to be provided. The Nelson Resource Management Plan (NRMP) sets out the required minimum standards to be provided in new developments or for changes in use. The standards are based on the land use activity type.

### 2.3 Central City Parking Management

Parking in the City Centre Area is provided by the Nelson City Council in the form of ground level parking in the four public parking areas plus on-street parking. The public parking areas are referred to as Wakatu Square, Montgomery Square, Buxton Square and Millers Acre. Public parking, CBD maintenance, renewals and improvements are funded through parking charges and a parking differential collected from City Centre Area properties, which is effectively a differential rate.

The large majority of streets within the City Centre Area are restricted to short stay parking. Most parking restrictions limit on-street parking to a maximum of 1 hour/P60 or 2 hours/P120. This also applies to Vanguard Street north of Gloucester Street and sections of other streets just outside the zone. Public parking in Montgomery Square and Buxton Square is restricted to a maximum of 3 hours. Public parking in Wakatu Square is a mix of all day parking and 1 hour metered parking.

### **3. Current City Centre Zone Parking Policy**

The policy of providing public parking in the City Centre in well located parking areas combined with a policy of not requiring parking to be provided in developments in the City Centre Area has a number of benefits. These are:

1. The provision of parking shared among City Centre developments rather than the provision of parking on-site for each individual development reduces the total number of spaces required by enabling more efficient use to be made of the available supply. A reduction in the number of parking spaces required lowers the cost of development and assists in reducing the negative impact of parking on pedestrian amenity.
2. It gives the Council greater ability to manage the use made of the available parking supply through time restrictions and pricing to support the economy of the City Centre and to support the achievement of broader strategic objectives such as supporting increased use of public transport, walking and cycling.
3. It reduces the loss of opportunity to use land, resources and money for other beneficial purposes that result from its dedication to the provision of parking.
4. It helps in maintaining an attractive, contained and pedestrian focused central city area.

Outside the City Centre Area and including the inner city fringe area (both in terms of the Parking Study area and the City Fringe defined in the NRMP), parking is required to be provided on-site for new developments or changes in use. While this sharp change has helped retain a compact City Centre, it has also acted as a form of 'growth control' in the fringe. In addition, current NRMP residential parking requirements are seen as discouraging comprehensive housing development in the City Fringe and nearby residential areas.

The difference in the NRMP parking rules for commercial developments on land within the City Centre Area and those in the City Fringe Area, can significantly increase the relative cost of developments. To meet the parking requirements developments in the Fringe area may dedicate much of the ground floor to parking, reducing the amenity of the area and producing a potentially unattractive pedestrian environment.

### **4. Nelson Public Parking Study Update**

In conjunction with this study, an analysis was made of the Nelson City Centre and 'fringe' (as defined in Figure 2) parking supply and demand. This was based on the December 2008 Data Collection Report<sup>1</sup> and the Nelson Parking Study 2005<sup>2</sup>. The Nelson CBD and Fringe Parking Analysis reached the following conclusions:

1. There is currently a sufficient supply of short stay parking in both the Central Core and the 'fringe' area.
2. The peak occupancy of the four off-street parking areas/squares exceeded the desirable maximum between 12 noon and 1.30pm on the survey held on a Thursday in early December 2008. However, the high proportion of long stay/commuter parking in the P180 parking area identified in a survey of parking in Buxton Square indicates that the priority

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<sup>1</sup> Nelson Parking Study 2008: Draft Data Collection Report, Traffic Design Group, February 2009

<sup>2</sup> Nelson Central Business District Parking Study 2005, Traffic Design Group, March 2005

should be to make full use of the available supply through effective enforcement. This alone could potentially increase the effective supply of parking in the CBD by over 10%.

3. The recorded peak occupancy level in the fringe unrestricted/long stay parking spaces has increased from 59% in 2000 to 73% in 2004 and almost 76% in 2008.
4. Assuming that effective enforcement would relocate some Central Core parkers to the fringe area, it appears that the supply of long stay/unrestricted parking in the fringe area would then be approximately in balance with the potential peak demand.
5. Means of making better use of the car parking available at the main Trafalgar Centre car park, Rutherford Park should be identified and implemented.

## **5. Planned Public Transport Improvements and a Parking Cap**

Public transport services in Nelson are poor at present and patronage is low. There is, however, a commitment to improve public transport services.

Planned improvement of bus services are to implemented starting in the 2012/13. Combined with measures to encourage cycling and walking for shorter distance trips these will, over time, provide good quality alternatives to the car, particularly for the trip to work.

Parking policy should support the change to a future less dependent on travel by car. Over the medium term the focus should be on constraining the supply of long stay/commuter parking to encourage use of alternatives to the car.

An appropriate means of achieving this is to cap the existing supply of long stay parking within the Fringe area boundary. This will encourage increases in employment to be matched by increases in the use of buses, walking and cycling. This policy can be reviewed, say, five years after the enhanced public transport initiatives are implemented, and modified, if appropriate, to take into account the success of measures to encourage use of alternatives and the rate of increase in Central Nelson employment.

## **6. Proposed City Centre zoning extensions**

The draft Central City Strategy recommendations included extending the City Centre Area by way of a Plan Change to include the adjacent City Fringe areas shown on Figure 3, Appendix 1. This is to be accompanied by amendments to the NRMP parking policies and requirements. It also sought to encourage quality intensification in peripheral CBD areas, and other areas with sufficient amenities.

The proposed extensions to the City Centre zone include the following:

- To the east to include the land between Collingwood Street and both Harley Street and Malthouse Lane
- To the north to include properties north of Halifax Street and with access to Halifax Street
- To the west to include the triangular area bounded by Vanguard Street, Hardy Street and Rutherford Street plus a rectangular area to the west of Vanguard Street. This area is identified as “quality affordable offices” in the draft Nelson Central City strategy.

- To the south, land along the west side of Rutherford Street to Nile Street West plus the land along the southern edge of Nile Street West

A 400m (5-minute) walk catchment centred on Trafalgar Street mid-way between Bridge and Hardy Streets has been added to Figure 2. Taking into account the shape of the 5-minute walk catchment, it could be argued that the northern part of the shaded land east of Paru Paru Road, the southern half of the rectangular-shaped land west of Vanguard Road, and land south of Nile Street West are more distant from the heart of the city than the other parts of the expanded City Centre zone.

It is recognised that for urban planning purposes these areas should be treated uniformly. However, it is, considered that for parking policy purposes they should be treated in the same way as the other parts of the extended zone with the exception of the extension south of Selwyn Place West. To provide a boundary that appears “logical” and gives the extended area a geographic cohesiveness, it is recommended that the southern boundary should be the southern edge of Selwyn Place West. The proposed extended boundary is shown on Figure 4, Appendix 1.

## **7. Proposed Revisions to the City Centre Area Parking Policy.**

Developments in the City Centre Area are not required to provide any carparking, but neither is a maximum limit set on the parking provision on site (provided the traffic generated can be accommodated on the road network). The lack of a ceiling or maximum on the amount of on-site parking has not been an issue to date as, generally, the supply of parking has been regarded as adequate. This situation could, however, change in the future particularly should the supply of long stay/commuter parking not keep pace with increasing City Centre employment, or public transport (PT) and travel demand management (TDM) measures fail to encourage modal shift.

While the Council may welcome the provision of a parking facility by the private sector at some time in the future, it is essential that such a facility be appropriately located so as not to add to peak City Centre traffic congestion and to support strategic policy direction. To provide more control over the amount (and type) of parking that can be provided on any site within the City Centre zone, it is recommended that the Council introduce maximum parking controls. The maximum parking standards should be set equal to the current minimum standards applying outside the City Centre zone, taking the recommended changes in the District Plan parking requirements described elsewhere in this report.

The introduction of maximum standards should be accompanied by criteria for assessing proposals for exceeding the permitted maximum supply and/or for providing more than 50 parking spaces. All such applications should be required to follow a discretionary resource consent process.

### ***7.1 Criteria for assessing applications for exceeding the maximum permitted parking amount.***

Criteria that should be considered in the exercise of discretion for developments exceeding the maximum permitted parking amount should include the following:

- Delayed implementation of planned public transport improvements serving the development.
- Evidence based on similar developments in comparable circumstances with a similar quality of access by non-car modes justifying a higher parking provision than permitted by the maximum rate. This should clearly distinguish between long stay/employee parking (if any) and visitor parking.

- Evidence that any additional parking above the maximum permitted would not detract from the land use and transport outcomes sought for the area.
- The cumulative impacts from a number of activities providing additional parking.

### ***7.2 Developments seeking more than 50 parking spaces***

In recognition that the scale or location of parking areas and the location of access can have adverse effects on the environment of an area in terms of increased congestion, delays, decreased safety, noise and visual intrusion, all applications for developments with over 50 parking spaces should be accompanied by a Travel Plan which should include the following:

- Existing local and regional land use and transport strategies and plans applying to the Nelson City Centre
- The transport system serving the site including any planned improvements, and the means by which employees and visitors will access the site.
- Proposed means of encouraging more use of public transport, walking and cycling for travel to the site.
- Proposed means of encouraging higher vehicle occupancies for travel to the site particularly for the trip to work.
- The proposed parking on site for employees and visitors/customers and how this contributes to achieving the above.
- The cumulative impacts from a number of activities providing additional parking.

The Travel Plan will provide the basis for any subsequent auditing to establish compliance and as a benchmark if parking on site proves insufficient or is in surplus.

### ***7.3 Special City Centre Parking Rate***

In conjunction with the above Plan Changes, the area covered by the City Centre parking rate should be extended to include the extended City Centre zone areas shown on Figure 4.

Some of the income from the City Centre parking charge should be used to improve public transport, walking and cycling facilities within the area.

### ***7.4 Accessible Parking Spaces***

The parking provisions for people with a disability set out in NZS 4121:2001<sup>3</sup> assume that parking is required by the relevant district plan. To rectify this situation where general parking is permitted and not required, the following requirements should apply to all new developments in the City Centre zone and its extensions:

Car parking for people with a disability is to be provided in accordance with the following tables and at locations specified in NZS 4121:2001:

#### **Number of Accessible Parking Spaces – General Formula**

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<sup>3</sup> Design for Access and Mobility – Buildings and Associated Facilities, NZS 4121:2001, Standards New Zealand  
RAD 800227 v4

Gross Leasable Floor Area (m <sup>2</sup> )	Number of accessible parking spaces
1 - 20x(GLFA per car park)	Not less than 1
[(20x(GFLA per car park) +1) – 50x(GFLA per car park)	Not less than 2
For every additional 50x(GLFA per car park)	Not less than 1

**Example: Office Development @ 3 parking space per 100 m<sup>2</sup> GLFA**

Gross Leasable Floor Area (m <sup>2</sup> )	Number of accessible parking spaces
1 - 666	Not less than 1
667 – 1,665	Not less than 2
For every additional 1,665m <sup>2</sup> or part thereof	Not less than 1

**7.5 Applications for developments in the area affected by the expansion of the City Centre Area zone**

The land affected by the proposed expansion of the City Centre Area zone, amended as discussed above, is currently subject to the minimum parking requirement provisions in the NRMP.

The expansion of the City Centre Area should be accompanied by the extension of the zone’s parking provisions to these areas.

The implications are that new developments in the areas affected by the expansion will no longer be required to provide a minimum amount of parking. Instead applicants will be able to choose the amount of parking on-site up to the predetermined maximum based on their judgements of the effects on the market return of the resulting development.

The removal of minimum parking requirements will assist in improving the amenity of the areas concerned by facilitating developments which provide a more attractive street frontage, and will hopefully encourage the redevelopment of those areas by reducing the development costs.

Subsequent redevelopment of the areas concerned would be expected to result in a reduction in the supply of off-street parking spaces on redevelopment sites. This will take place over several years as redevelopment takes place. Assuming that redevelopment takes place over 15 years and, say, one quarter to one third of parking spaces are replaced on-site, it is estimated that the net loss of parking spaces could be in the range of 15-20 per year. The effect on parking demand would be less as not all existing on-site spaces are occupied and there will be opportunities to encourage shared parking in the replacement spaces. The impact of these relatively small changes on on-street parking on nearby streets should be monitored and appropriate action taken to deal with any spill-over problems.

Measures to deal with these issues also include increasing the supply of short-stay/visitor parking in the Central Core.

The 2005 parking Study pointed out that *“Residential properties in the CBD fringe are generally well supplied with off-street parking and individual properties do not generally have a need for dedicated residents-only parking”*. Should commuter parking become a problem on residential streets, a parking restriction such as P120 applying 8am to 5pm on weekdays could be introduced. This accommodates visitor parking but prohibits people from parking all day over the section or sections

of street concerned. Resident priority parking schemes are another possibility for streets or areas where there are major problems.

Should commuters seek to park on nearby private parking areas such as shopping centre car parks, it will, as at present, be a matter for the company concerned to deal with. One option is for the property owners to reach agreement with the Council whereby the Council enforces the parking restrictions on behalf of the owners. The Council then retains the income from any infringement notices issued.

## **8. Non-City Centre Parking Requirements**

Proposals for rationalising and improving the parking requirements for developments outside the (extended) City Centre Area are outlined in a separate report entitled District Plan Car Parking Ratios Report and are set out in Appendix 2. These include bicycle parking requirements and residential parking for Comprehensive Housing Developments.

The proposed changes reduce the parking requirements for most retail activities and for cafes, restaurants and bars. They also slightly reduce the office parking requirements.

### ***8.1 Shared Parking – New Developments***

Shared parking is the use of parking spaces for two or more different land uses at different times rather than each having their own parking spaces. Efficient sharing of spaces can significantly reduce the total amount of parking needing to be supplied, although it does not reduce the total amount of traffic generated.

Parking can be shared among a group of employees or residents. It can also be shared among different buildings and facilities in an area. Land uses such as offices, professional services, medical facilities, and banks typically have weekday peaks, whereas restaurants, cinemas, hotels etc. have evening peaks. Shops and churches can have weekend peaks.

Shared parking takes advantage of the fact that most parking spaces are only used part time by a particular motorist or group, and many parking facilities have a significant portion of unused spaces, with utilisation patterns that follow predictable daily, weekly and annual cycles<sup>4</sup>. On a weekday, an office parking area may be 100% occupied by 10am, but only 20% occupied after 6pm. Restaurant parking may be 100% occupied after 6pm, but only 60-70% occupied during the day. A sports stadium parking area may be virtually unused during the day and the same may apply to a church. Residential parking may be only 60% occupied during a weekday increasing to 100% after 6pm and overnight.

A key to identifying the potential efficiencies from sharing parking is, therefore, to assess the percentage occupancy demands of each use during the time period concerned, then add together the demands factored to take into account the variations in use of each over the time period. Depending on the uses concerned the maximum parking demand can be significantly less than the sum of the individual parking requirements for each use as set out in the District Plan.

The TDM Encyclopaedia gives a table of acceptable walking distances to shared parking. These include distance of less than 250 m for residents, professional services and medical facilities; less

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<sup>4</sup> TDM Encyclopaedia, Victoria Transport Policy Institute.  
RAD 800227 v4

than 400 m for general retail, employees, restaurants etc; and less than 500 m for overflow parking and major events.

The NRMP should encourage applications for shared parking while making clear that any reciprocal parking arrangements should be enduring.

### **8.2 Shared Parking - Existing Parking Areas**

There may be circumstances where a private parking area serves a number of businesses in the area, such as a neighbourhood shopping centre. The boundaries of these various parking areas are often unclear to drivers and the signage may be difficult to read. The fragmentation of parking inevitably means that the available parking is not fully utilised.

Consolidating the management of parking in the area can enable maximum use to be made of the available parking capacity. More effective sharing of the available parking will also improve the perception of availability of parking in the area or centre.

For example Subiaco, Western Australia has outsourced the management of some consolidated Council and privately owned parking areas south of Rokeby Road between Hay Street and Roberts Road. This strategy has been successful in providing the public with a well presented large parking area close to the Regal Theatre which is used all hours seven days a week. A fee is payable in this instance and the net income is distributed pro rata between all the owners<sup>5</sup>.

Another option is for Nelson City Council to approach the various owners of off-street parking in an area and negotiate to permit the Council to take over the management of all the parking as a single car park. Councils' rights and obligations will need to be specified and some provision may need to be made for special users. The Council would receive any infringement income that may be generated from the sites. Depending on the circumstances, the Council may agree to reinvest into upgrading all of the sites with signage, lighting and other measures.

### **8.3 Special Provisions for the Inner City Fringe Area**

This section discusses whether separate parking provisions are appropriate for the City Fringe Area (as defined in the NRMP) and the form these might take.

To quote the Auckland Regional Parking Strategy, March 2009 *“Minimum standards are generally set in isolation of broader policy objectives and in effect operate on a predict-and-provide basis. They do not adequately take into account accessibility by alternative modes of travel and other factors that might reduce the demand for travel by car. In particular, there is no direct linkage between parking requirements and investment in passenger transport or service level improvements, or in measures to encourage and facilitate walking and cycling.*

*Consequently, minimum standards encourage an oversupply of parking and the use of cars when good alternatives exist.”*

While there is a commitment to introduce improved bus services, there is uncertainty over the form and timetable of further improvements over time and, importantly, over the extent to which the improved services will offer an attractive alternative to the car for travel to the fringe areas. In light of these uncertainties and the very low current use of public transport, a policy of removing

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<sup>5</sup> Draft Leederville Precinct Parking Management Plan, Town of Vincent, Luxmoore Parking, March 2009  
RAD 800227 v4

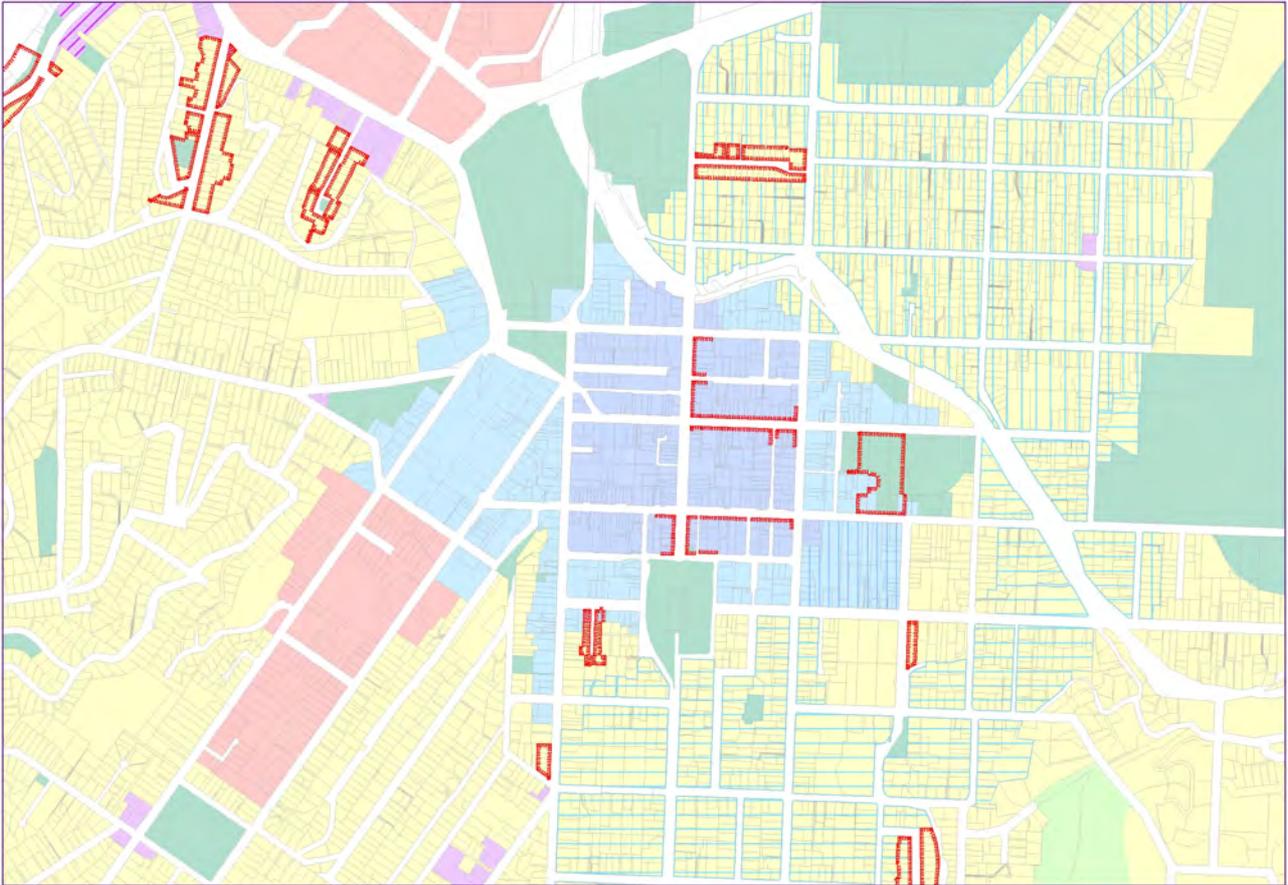
minimums in the fringe area cannot be supported at this time. The situation should, however, be reviewed 5 years after the implementation of the enhanced public transport initiatives.

In the interim the Council should encourage and facilitate shared parking arrangements and the encouragement of the use of alternatives to the single occupant car through parking policies, travel plans and improvements in infrastructure and services.

Ross Rutherford  
Transport Planning Solutions Ltd  
18 June 2009

## APPENDIX 1

**Figure 1: City Centre & City Fringe Areas**



Dark blue = City Centre Area as currently defined in NRMP  
Light blue = City Fringe Area as currently defined in NRMP

Figure 2: Study Area

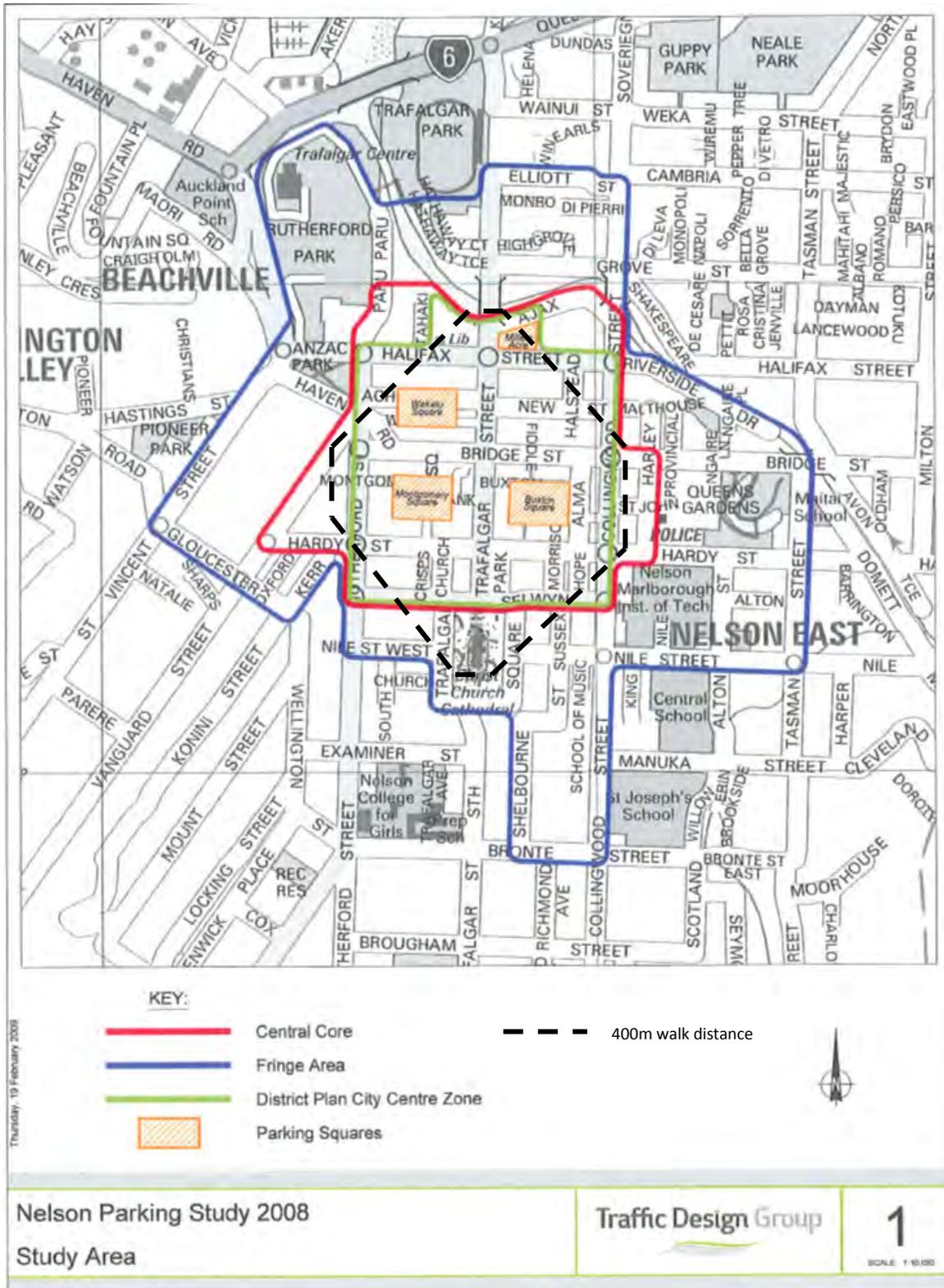
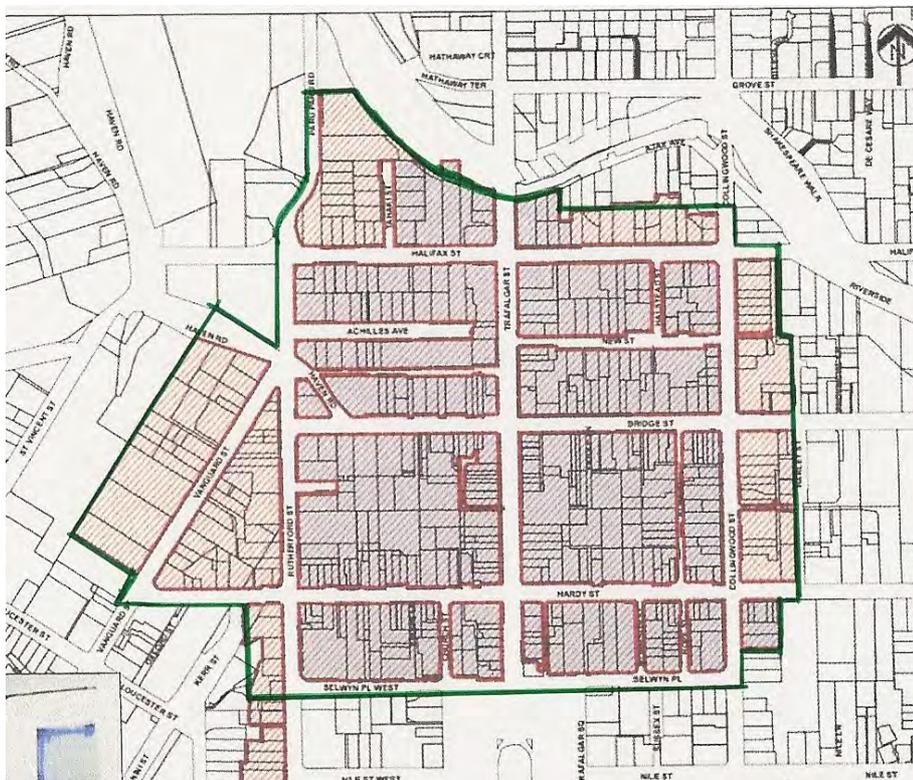


Figure 3: Proposed City Centre Area (extracted from Draft Nelson Central City Strategy)



Figure 4: Proposed Extended City Centre Area Boundary (approximation)



## APPENDIX 2

### Recommended Changes to NRMP Parking Requirements

Activity	Current NRMP Requirement	New NRMP Requirement
Office	3.3 spaces per 100m <sup>2</sup> GFA	3 spaces per 100m <sup>2</sup> GFA
Cafe/Restaurant/Bar	10 spaces per 100m <sup>2</sup> GFA	4 spaces per 100m <sup>2</sup> GFA including all outdoor areas, garden bars (covered or uncovered), kitchen and toilet areas
Backpackers	Controlled activity (no set ratio)	1 space per 6 beds
Hotels & Visitors' Accommodation (motels, holiday flats, serviced apartments)	Controlled activity (no set ratio)	1 space per bedroom (hotels) or unit, plus 4 spaces per 100m <sup>2</sup> restaurant GFA. Plus a loading zone for coaches if there are more than 30 bedrooms/units.
Shop/Retail (General)	As for supermarket unless less than 1,000m <sup>2</sup> GFA then – 1 space per 30m <sup>2</sup> GFA + 1 space/ 40m <sup>2</sup> GFA for outdoor area + 1 staff space/100m <sup>2</sup> GFA	4 spaces per 100m <sup>2</sup> GFA
Supermarket	4 spaces/100m <sup>2</sup> GFA + 1 space/ 40m <sup>2</sup> GFA for outdoor area + 1 space/100m <sup>2</sup> GFA	5 spaces per 100m <sup>2</sup> GFA
Large Format Retail/ Bulk Retail	Same as Retail (general)	3.5 spaces per 100m <sup>2</sup> GFA
Shopping centres/ shopping malls	Same as Retail (general)	0-10,000m <sup>2</sup> 5.0 spaces/100m <sup>2</sup> GFA 10,000-30,000m <sup>2</sup> 4.75 spaces/100m <sup>2</sup> GFA >30,000m <sup>2</sup> 4.5 spaces/100m <sup>2</sup> GFA
Comprehensive Housing within Higher Density Residential Zone or within 400 m of a commercial centre or Nelson CBD	1 space for 1 bedroom 2 spaces for 2-4 bedrooms 3 spaces for 5 or more bedrooms	1 parking space for 1 and 2 bedroom units 2 parking spaces for 3 or more bedroom units 1 visitor space for every 5 units for developments with 5 or more units

#### Bicycle Parking

Secure, undercover, well lit bicycle parking on-site is to be provided for employees at a rate of 1 bicycle parking space per 8 employees, and showers and lockers are provided in each development for staff use. In conjunction, a dispensation should be provided for each development of a minimum of 1 parking space and a maximum of 10% or 10 parking spaces, whichever is the lesser.