

NAPIER PARKING STRATEGY

FOR NAPIER CBD & TARADALE



**Prepared for Napier City Council
by Birman Consulting Limited
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EXECUTIVE SUMMARY

- The current system of “Parking Exemption Areas” and associated rating system for the Napier CBD and Taradale works well and should not be fundamentally changed.
- The one issue identified with the existing layout of parking in the CBD is the ambiguous function of the un-metered on-street P120 carparks that provide the transition between metered and free all-day on-street parking areas. As pressure increases on the existing parking resource there is a need to clarify the function of these spaces so that they can be more efficiently used. It is recommended to trial, and if successful gradually extend, the conversion of these P120 on-street carparks to paid all-day parking (with no all-day discount). The initial fee to be \$1/hr, to be reduced if uptake is poor.
- Since 2016 there has been a supply/demand imbalance for parking in the Napier CBD. More carparks are needed to rectify this. An estimated 45 carparks are required to re-balance existing demand and at least another 140 carparks will be needed when the forecast closure of the privately-owned Munroe Street ‘gravel pit’ carpark occurs.
- There is no clear evidence that the current parking shortage is impacting more on the supply of commuter parking as opposed to inner-city retail parking (or vice-versa). Both are in equally short supply. However, once the ‘gravel pit’ carpark closes, the greater need will be for commuter parking.
- The recommended priorities for providing this additional parking are to (in priority order) :
 1. Focus on achieving more efficient use of parking space already owned by NCC;
 2. Facilitate more efficient use of the privately-owned Ocean Boulevard carpark;
 3. Construct ground-level carparks on available locations around the CBD. These may be either small or large carparks. The most versatile location is within 100m of major shopping streets, as such parking areas are multi-use, but almost anywhere in the CBD parking exemption area will serve the needs of commuters.
 4. Add another layer to the Tiffin carparking building. This is land already owned by NCC, close to the retail centre, and already committed to use for a parking building. There are, however, high construction costs and there is typically user-resistance to parking in such buildings. Commuters are more amenable, but commuter parking is not a priority this close to the centre of the CBD.
 5. Build a new carparking building. This is the last priority due to the cost of construction, limited versatility, potential aesthetic impacts and user-reluctance toward the use of carparking buildings.

- A demand management strategy should be developed in conjunction with the provision of new car parks in the city. The pricing of car parking is a part of this strategy. Other initiatives include improving safety and convenience for commuter cycling (including facilities for e-bike charging) and improvements to public transport.
- It is recommended that Council continue to provide a service of offering leased car parks in the CBD – the demand for which will increase with the closure of the Munroe Street ‘gravel pit’ car park. Leased car parks remain an important part of the overall mix. These should be located outside the central downtown area and preferably on the outer edge of the metered parking zones. The intention is to use the certainty provided by leased car parking as an incentive to draw commuter parking away from the central retail area and to more generally cater to the needs of commuters in the wider CBD.
- Options should be explored for the provision of leased parking on Saturdays (in a limited area and with lease charges adjusted accordingly). Existing leases currently only apply Monday to Friday. The increase in the popularity of Saturday shopping means that there may now be a demand for this service among some retailers.
- Further analysis is required for assessing the potential impacts of future growth in inner city apartment living; the demands that this may put on leased car parking in particular; and whether it should or should not be the role of Council to cater to that specific category of demand. The concern is for the potential for prime inner city car parking to be used up for essentially the ‘storage’ of cars. This would be an inefficient use of CBD parking space.
- The growth in Sunday shopping now means that parking may need to be managed on Sundays as well as Saturdays. Further detailed investigation is required to assess the feasibility of this. It is recommended also that future annual parking surveys now include Sundays.
- In Taradale there is currently an adequate supply of parking but it is recommended that the provision of paid all-day parking is trialled in a section of the Symons Lane car park as a way to relieve pressure on the more-popular Lee Road car park.
- The introduction of paid parking to Taradale in 2010 remains a point of contention for some residents and shop-owners. It is recommended, however, that the system continue. A suggestion is to trial a programme of introduction to use of the parking App (with the incentive of parking credits or discounts) for older drivers.

1. INTRODUCTION

The following report presents an overview and analysis of parking arrangements in the Napier and Taradale central business districts and recommends a set of guiding principles and strategy for the future management of parking, including responses to current parking issues in the city.

2. BROADER PRINCIPLES OF CBD PARKING

Parking has a major influence on the function, look and feel of an inner city. Cities need parking so that goods can be delivered and so that workers, customers, clients and inner-city residents can readily access the CBD. However, an excess of parking, or poorly configured parking, can undermine the very qualities that make the central business district an attractive, interesting place to visit and work.

In planning for inner city parking there is, and will always be, this tension between meeting the demand for parking convenience (the desire for lots of parks right next to the shops, businesses and places of work that people want to get to) and the need to create a compact, intimate CBD that cultivates business, social and cultural interaction. Convenience is good, but an over-catering to convenience in respect of parking, can lead to the creation of a soul-less, car-dominated, impersonal downtown area.

As Jane Jacobs (1962) put it:

The main purpose of downtown streets is transaction, and this function can be swamped by the torrent of machine circulation. The more downtown is broken up and interspersed with parking lots and garages, the duller and deader it becomes in appearance, and there is nothing more repellant than a dead downtown ... In a panicky effort to combat the suburbs on their own terms, something downtown cannot do, we are sacrificing the fundamental strengths of downtown – its variety and choice, its bustle, its interest, its compactness, its compelling message that this is not a way-station, but the very intricate center of things. The only reason people come downtown or set up business downtown at all is because downtown packs so much into such a compact area.

Donald Shoup (2006) adds:

Because downtown packs so much into a small area, people are willing to visit it even if they have to pay for parking and then walk to get there. A successful downtown must be accessible, which means traffic and parking, but too much parking enfeebles a downtown.

... Parking is important where the place isn't important ... The more parking, the less place. The more place, the less parking¹.

With parking it is not, therefore, a simple formula of 'more is better'. Rather, a balance has to be found between competing pressures, and above all the qualities that give the CBD its fundamental strength and point of difference (what Jane Jacobs calls the CBD's "*variety and choice, its bustle, its interest, its compactness, its compelling message that it is not a way-station but the very intricate center of things*") are what must be supported and sustained. The danger is in thinking that these qualities exist independently of parking, and that the role of parking is merely to tap into that resource. To do so is to ignore the circular connection between the way that parking is provided; the quality of the CBD experience and environment; and the reasons people travel to the CBD to begin with.

Such is the importance and value of the quality of the CBD experience that (as Donald Shoup points out) people are prepared to pay to park, even at a reasonable distance from where they are going, and walk. In this sense the CBD experience can be likened to a show that people pay to enter. The *Vision Principles* for Napier draw the same analogy in envisaging the city as a "*stage/place [where people] come together to do stuff*"; where *memorable experiences* are to be had; and where the design and layout of the city *enable[s] people to live healthy active lives*. This is an inner city that is pedestrian-focused, where people are motivated to leave their cars and engage with the city more intimately, on foot or by cycle. In this vision the motorcar is a part of the logistics of getting people to the CBD, but once in the city, must make way for pedestrian-level connections and transactions.

The other key message is that this inherent conflict between the demands for convenience and the requirements of a pedestrian-centric inner city is such that there will *always* be a tension between the two, and never a point of absolute comfort. As the city changes and grows, and as other circumstances and expectations evolve, the point of balance changes with it. The process of planning for parking in the CBD is therefore one of continual reappraisal and of finding new points of balance between conflicting demands. Only the broader principles remain (relatively) constant.

Those principles will include, as first priority, the need to support and cultivate a compact, lively and pedestrian-focused CBD. In practical terms it also means defining what spatial concept(s) should apply to the arrangement of parking in and around the CBD and defining what exactly constitutes an 'optimal' quantity of parking stock. Furthermore, determining what types of parking should take priority in different parts of the central city; how to achieve

¹ In the latter part of this quote Shoup is in turn quoting Fred Kent and Jane Holtz Kay (detailed references not provided).

an efficient (not wasteful) use of the spaces available; how that efficiency can be extended to better use of information and payment technology; how pressures on parking can be reduced by promoting and facilitating other methods of transport; how parking conflicts are resolved on the CBD/suburban fringe; and how to deal with issues of social equity in the provision of parking, among people on low incomes. A set of objectives and recommended principles for addressing these issues is set out in the following sections of this report.

3. OBJECTIVES

The discussion above illustrates that the provision and management of parking in Napier, as in other cities, is intimately connected to the function and feel of the town. Although parking is inherently linked to the use of cars, what it actually does is provide the means for people to *leave* their car and engage with the city on foot, and what draws people to the city in the first place is the compact, lively, pedestrian-focus of the CBD.

The objectives of parking are therefore to achieve a balance between these respective roles. That is: the need to support vehicular access to the city (which makes gatherings of people possible) yet manage the supply, placement and design of carparks so that the negative consequences of cars and parking spaces are mitigated to the best possible extent, while ensuring an efficient use of the parking resource.

The balancing of objectives will always involve an element of tension and a need to constantly trial and adapt as conditions change and the city grows.

4. PARKING GOALS FOR NAPIER CITY

In the achievement the objectives described above, the following are recommended as specific goals and priorities for the on-going management of parking in Napier City:

1. **A lively city centre is the first priority**

Parking arrangements must support the goal of cultivating a compact, lively, pedestrian-focused retail and cultural centre to the CBD.

Explanation: The life and energy of the CBD is what makes the CBD relevant, appealing and ultimately economically sustainable. It is more than just a place where shops and places of work happen to be. All parking decisions and policy must serve the goal of cultivating this environment, even where this may require a compromise of parking convenience.

2. **Apply a spatial structure to parking controls**

The spatial arrangement of parking around the CBD should generally follow a radial pattern of:

- **Predominantly 10-min parking centred on Emerson Street; moving outward to**
- **120 minute limited-time parking (suitable for shopping and business errands); to**
- **All-day paid but non-discounted parking; to**
- **All-day discounted and leased parking; to**
- **All-day un-metered parking**

Explanation: This principle recognises that there must be a coherent overall pattern to the arrangement of parking centred on the CBD, with a focus on short-stay parking in the retail area, transitioning outward to longer-stay commuter parking, and ultimately to free un-metered parking on the CBD periphery. This pattern prioritises availability / turnover of short-stay car-parks in the central city; allows for commuter parking outside the central area; and provides parking opportunity for low-income workers in areas of lowest parking-demand.

3. **Set trigger levels for when more parking space is needed**

Maintain a sufficient stock of parking in the CBD to achieve the following targets:

- **70% weekly-average occupancy rate for CBD as a whole**
- **50% - 85% hourly-average occupancy rate for CBD as a whole**
- **100% uptake of leased parking.**

Explanation: The purpose here is to define trigger-points for determining when the parking supply in the CBD needs to be increased (or decreased). In effect, these

guidance values also serve to contain the over-spill of commuter parking into residential streets. Significant overspill will only happen when CBD parking supply is exhausted.

4. Give priority to short-stay (shopper) parking in the inner CBD

Within the CBD 100% Parking Exemption Area, prioritise the supply of casual short-stay customer parking for high-value users (service vehicles, deliveries, customers, quick errands, and people with special needs). Only provide all-day commuter parking in this area where short-stay customer parking is under-utilised (with limited exceptions). Develop and continually adjust pricing and enforcement strategies to maintain this balance.

Explanation: This principle recognises the 100% Parking Exemption Area (the extent of which is defined in the District Plan) as the main retail area where shopper-parking should be the first priority. Maintaining the balance between short-stay and commuter parking can be achieved by adjustments in pricing and enforcement strategies.

5. Provide leased parking but maximise efficiency of use

Recognise a need and demand for leased parking but acknowledge the risk of inefficient use of leased parking if parks stand under-utilised. Preferentially locate leased carparks on the outer edges of the metered parking area and set the prices of leased parking versus casual all-day discounted parking to favour casual parking as the cheaper option where parking is in close proximity to a retail area. Where possible, at times when leased carparks are not required by lessees, make provision for these carparks to be used for general parking.

Explanation: Leased parking is required by some users, and it is appropriate that this type of parking is provided. By locating leased parking outside the downtown area it can serve to draw commuter vehicles away from the sensitive retail areas of the CBD. Conversely, if leased carparks are located too close to the downtown retail areas then this will have an opposite and adverse effect, resulting in the displacement of high-value short-stay retail parking opportunities and inefficient use of the parking resource.

6. Recognise the needs of low income CBD workers

Cater to the needs of low income, short-shift workers by providing free parking opportunities on the periphery of the CBD.

Explanation: Pricing is a useful and important mechanism for controlling and directing parking in the CBD. However, for people on low wages, or on short shift work, the cost of parking can amount to a significant weekly expense. It should remain possible to find free parking on the outer periphery of the CBD.

7. Incrementally improve real-time parking information

Manage the placement of car parks and the provision of user-information on carpark availability within the CBD to minimise congestion, through-traffic within the main retail areas, and unnecessary traffic circulation as drivers search for available parking spaces.

Explanation: Parking efficiency is improved, and congestion reduced, by the provision of information on the availability of car parks, and by locating car parks in areas where the movement of traffic to and from car parks does not conflict with the functioning of the main retail areas. With improving technology it is likely to be possible, in the future, to provide real-time information to drivers on where car parks can be found.

8. Create safe, pleasant pedestrian linkages to major parking areas

Plan for safe and pleasant pedestrian, cycling and public transport connectivity in the configuration and design of CBD parking to encourage and enable alternatives to private motor vehicle use and to encourage the use of car parks on the CBD periphery as alternatives to inner city parking.

Explanation: The pressure on the parking resource can be managed not only through the supply of car parks but also by managing demand. This includes promoting and facilitating alternatives to car transport and by making it easier and more attractive for carpark-users to park further away from the city centre and walk or cycle. Essential requirements include safe and easy walking connectivity.

9. Invest in data-gathering

Recognise the value of good quality information-gathering for on-going decision-making and management of parking in the Napier CBD. Invest accordingly, as new technology allows, and ensure that processes are established for on-going stakeholder feedback.

Explanation: The parking landscape is continually changing. To be able to respond quickly and effectively to these changes, information is required. This includes information and feedback from retailers and other stakeholders.

10. Plan for adoption of improved parking payment systems

Strive to offer convenience to the public in the methods of payment available for parking, including improving and promoting the use of digital payment options and technology to allow users to accurately pay only for time used.

Explanation: Parking payment technology is continually improving and shifting increasingly toward cashless systems. This trend should be anticipated and catered for.

11. Resist demand for free on-street residents-only parking

Recognise that on-street parking space is a public (not private) asset. As a general principle there will be no provision for dedicated free-of-charge residents-only parking in the city.

Explanation: In future there may be pressure from the owners of residential properties on the periphery of the CBD to restrict parking on residential streets and effectively reserve areas of on-street parking for local residential use. This is public land. In general, it should not be set aside, without charge, for exclusive private use.

5. OVERVIEW OF EXISTING PARKING ARRANGEMENTS

5.1 NAPIER PARKING EXEMPTION AREAS & RATING SYSTEM

The Napier Central Business District (CBD) and Taradale commercial area are “*Parking Exemption Areas*” in the Napier City Plan. Under this status all land use activities in these areas are exempt from the otherwise usual requirements of the District Plan for the provision of off-street staff or customer car parks.

This arrangement is specific to the CBD and Taradale. In all other parts of the city all newly-establishing businesses and land uses must provide a specified number of off-street car parks (depending on the type and size of the activity)². These rules, where they apply elsewhere in the city, serve to prevent nuisance over-spill of car-parking onto surrounding streets.

The areas of exemption are as shown in the maps below. In each of the retail areas a 100% exemption applies (i.e. shops and businesses in these areas are not required to provide any off-street parking). In the Fringe Retail and commercial area to the south of the CBD there is a 50% exemption (i.e. businesses need only provide half the number of off-street car parks that would otherwise be required for the same activity elsewhere in the city under the parking requirements of the District Plan).

In exchange for these exemptions the Council charges a targeted rate on properties in the parking exemption areas and provides public parking on behalf of all of the shops and businesses in this area combined. The targeted rate, along with income from parking fees, funds the purchase of land for off-street car-parking and the formation, maintenance and management of parking areas.

This system, where Councils take charge of the provision of off-street parking in the CBD, is widely used in larger urban centres across New Zealand and is also common elsewhere in the developed world. It is effectively a version of the “in-lieu fees” parking system whereby a fee, or in this case an annual targeted rate, is paid by the property owner in lieu of providing their own off-street parking.

² The remaining example is the Greenmeadows shopping precinct, which also has a small parking exemption area.

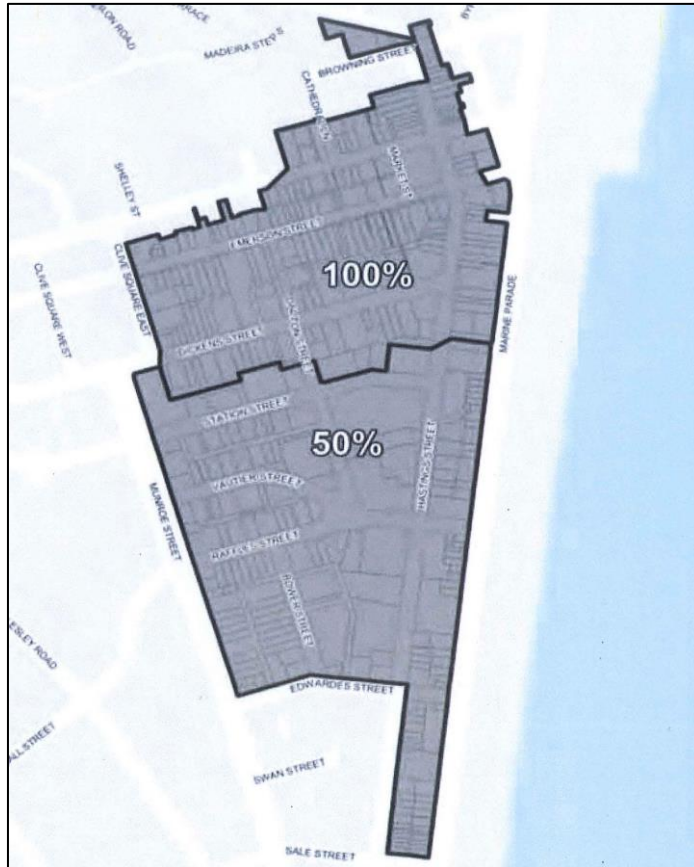


Figure 1 : Napier CBD Parking Exemption Area (Source: NCC District Plan, Appendix 24)

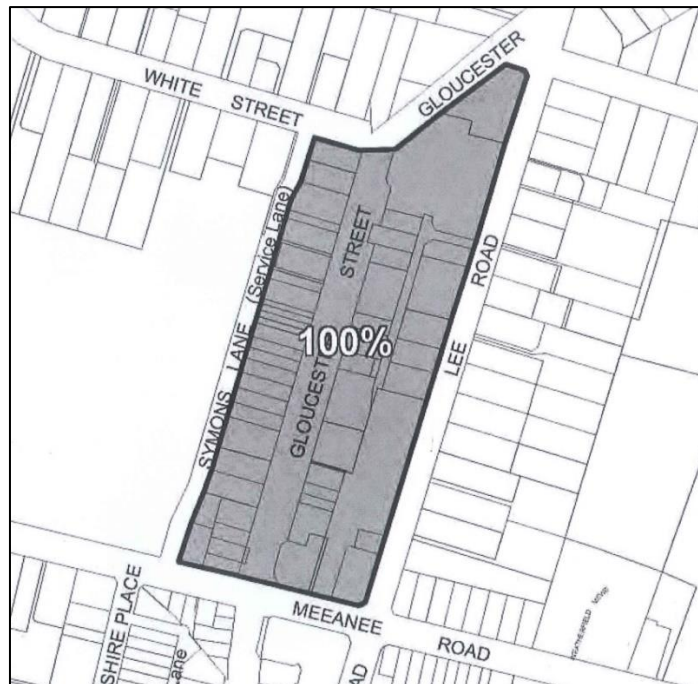


Figure 2 : Taradale Parking Exemption Area (Source: NCC District Plan, Appendix 24)

The advantage of the in-lieu fees / rating system is that it allows parking to be managed more efficiently and more creatively. Rather than have multiple private customer and/or staff car parks scattered haphazardly throughout the CBD, with built-in redundant capacity, the system allows for a more accurate matching of the supply of parking with overall shared demand. Equally important is the ability of the Council to control the placement, appearance and standard of maintenance of off-street car parking so that the parking areas themselves do not unduly compromise the essential qualities of the CBD that make the inner city an attractive place to work and recreate. This includes the importance of maintaining a continuous retail frontage in the main shopping areas to ensure the uninterrupted connectedness of the CBD and an ability to more efficiently manage traffic circulation to minimise unnecessary through-traffic in sensitive retail or downtown entertainment areas.

The in-lieu system is promoted internationally among parking specialists and frequently held up as the best model for the management of inner city parking. Napier is fortunate to have this system already well established in the CBD and Taradale. It has been operating in the CBD since in the mid-1980's, with the accompanying rating system introduced in about 1992. It is newer in Taradale, having been introduced in conjunction with a \$3.1M upgrade of the Taradale retail area in 2010, mostly as a way of funding the upgrade work.

The annual rate for the CBD Parking Exemption Areas is currently set at 0.1483 cents per \$1 of land value. Areas with a 100% parking exemption pay this annual amount, factored against the rateable value of the land. In areas with a 50% exemption, the same rate applies but multiplied by half of the rateable land value.

Altogether, the parking exemption rate provides about half of the total annual revenue for the Council's administration of the in-lieu parking system (including land acquisitions). The other half is met by annual parking fees and fines. Annual surpluses are kept aside for future parking acquisitions.

The value to businesses in the CBD from this arrangement comes through savings on having to otherwise provide their own off-street parking. A typical single ground-level open-air parking area costs about \$24,000 in land acquisition and formation expenses³, in addition to long term maintenance costs. Even the cost of the additional annual targeted rate, for properties in the Parking Exemption Area, equates to only about three-quarters of what it would otherwise cost in rates to maintain an equivalent area of off-street parking (i.e. the targeted parking rate is less than the ordinary cost of rates on the value of each 20m² of property required to provide car-parks on site), making it cost-effective for landowners.

³ Based on past NCC experience with actual costs. Surfacing costs alone are typically around \$2,500 per parking space.

In addition the system ensures consistently tidy, well-placed and well-maintained carparks throughout the CBD, which in turn improves the liveability, general appeal and ultimately commercial function and sustainability of the central business area.

5.2 OCCUPANCY TARGETS

Napier City Council endeavours to ensure that there is a sufficient balance maintained between the supply and demand for carparks in the CBD and Taradale whereby the rate of occupancy falls inside a target range of between 50% and 85% (or, put another way: on average there should be between 15% and 50% of parking spaces available, with turn-over, at any given time). This target range is consistent with other cities around New Zealand and overseas, although target ranges of up to 90% do exist⁴.

Rates of occupancy are measured through annual parking surveys. These have been conducted every year in Napier in late December since 2007. The surveys count the availability of vacant parking spaces, street-by-street and carpark-by-carpark, at hourly intervals from 9am till 4pm over a five day period (Monday to Friday) plus Saturdays from 9am till 1pm. The hourly and daily counts provide a total of 45 samples per site. From these surveys it is possible to determine hourly, daily and weekly average occupancy rates for individual streets or groups of streets and all of the major off-street carparks.

An occupancy rate of less than 50% is assumed to indicate 'under-utilisation' (i.e. an inefficiently large supply of parking for the number of cars needing places to park) whereas more than 85% is deemed to be 'over-utilisation'. When there is over-utilisation, drivers are likely to have difficulty in finding a convenient carpark and therefore cruise the streets to locate one. This becomes not only an annoyance for the driver but also inefficient in the use of their time and fuel, while also impacting on inner-city congestion.

The Napier City Council Long Term Council Community Plan (LTCCP) requires the NCC Parking Division to achieve occupancy levels within this range and to make parking investment decisions accordingly.

⁴ The target range has not always been 50% - 85%. At the time of the 2009 parking survey report the range was 50% - 80%. At some point, therefore, the upper end of the range has been increased by another 5%.

5.3 CURRENT CONFIGURATION OF CARPARKING IN THE CBD

The current pattern of parking in the CBD centres on Emerson Street and the portion of Hastings Street in close proximity to the Emerson Street intersection. With increasing distance outward from this central shopping street the parking restrictions within the CBD transition through roughly the following sequence:

1. Unmetered parking with maximum 10 minute stay; to
2. \$1 or \$2/hour metered parking with 2 hour maximum stay; to
3. \$1/hour metered parking with no maximum stay; to
4. \$1/hour metered parking with \$5 all-day parking discount; to
5. Leased parking (typically \$25/week but available free of charge to the public on Saturdays & Sundays); to
6. Un-metered 2 hour maximum stay on-street parking; to
7. 'Free' parking (either on-street or off-street, including until recently on the former un-occupied ex-railway land on Munroe Street)

This pattern of parking is intended to promote a relatively rapid turn-over of parking in and around the downtown area to keep parking spaces available for visitors on short shopping or business errands, then, moving further away from the downtown area but remaining within the commercial area of the CBD, a progressive transition to longer term (including all-day commuter) parking opportunities. Finally, at the very outer edge of the CBD, the all-day parking is free of charge. There are variations within this pattern, including leased parking and special-purpose exceptions, but this is the broad layout and concept.

The configuration of parking is also designed so that major carparks are to the rear of, or generally away from, the retail frontage and connected to the retail area by pedestrian linkages. This is to maintain the continuity, compactness and pedestrian focus of the retail frontage and prevent this area from being broken up by car-parks.

5.4 CURRENT CONFIGURATION OF CARPARKING IN TARADALE

Parking arrangements in Taradale follow a similar concept to that of the Napier CBD. The main shopping street has a continuous retail frontage with metered (pay & display) parking along the street and off-street pay & display parking areas to the rear. Alleyways connect the rear off-street parking areas to the main shopping strip on Gloucester Street.

Parking fees were only introduced to Taradale in 2010. This was primarily as a means of paying for the substantial landscaping upgrade that occurred at that time along the main street. The fee for on-street parking on Gloucester Street, with about 100 carparks available in total⁵, is now \$1/hr, with a maximum 2 hour time limit. This is the same as the current standard rate for parking in the Napier CBD.

Symons Lane, immediately to the rear of and parallel with Gloucester, provides another 42 carparks and has a charge of \$0.60/hr (2 hour max). The Lee Road carpark, with 86 spaces, on the opposite side of Gloucester, is also \$0.60/hr but with 3 hour maximum stay. The Symons Lane carpark has 60 carparks, is also \$0.60/hr, and allows a 4 hour maximum stay.

There is no Council-provided all-day parking in the Taradale central business area. Workers generally use either their own on-site parking or park on neighbouring streets – mostly on White Street and Peddie Street and Puketapu Road.

⁵ 88 parks on the main shopping section and another 12 on the northern extension of Gloucester, between White Street and Lee Road.

5.5 CURRENTLY UTILISED METERING & PAYMENT TECHNOLOGIES

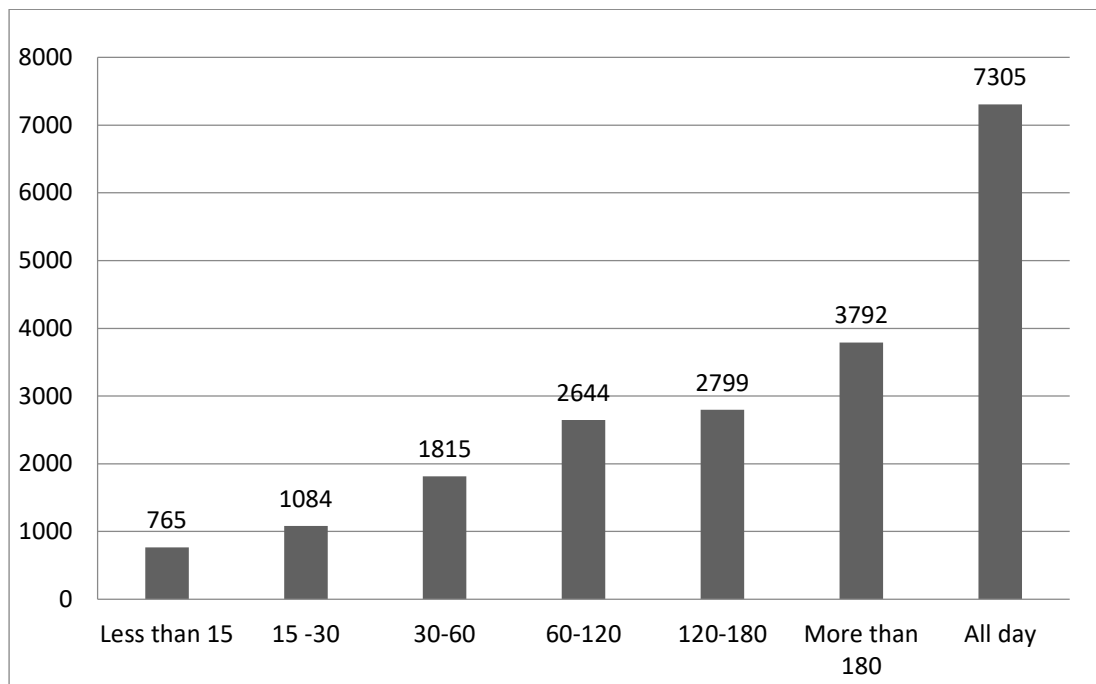
Current metering technology used in the city comprises a mix of:

1. Older-style 'lolly-pop' coin-operated on-street parking meters;
2. Newer parking meter kiosks (pay & display); and
3. App-based payment systems

The App that is currently used in Napier is "ParkMate". This is owned and operated by Wilson Parking. Wilson's claim a 30c service charge on all transactions

There has been a reasonable up-take and use of the App since it was introduced, particularly among regular commuters in the discounted all-day pay & display carparks, as it overcomes the need for these users to find \$5 worth of coins each day. It is less widely used for short meter-stops. Figure 3, below, shows usage for different lengths of stay.

Figure 3 : Parkmate App Use : Number of Users vs Length of Stay



The lower use for short-stay parking will be partly attributable to the 30c service charge. A number of people interviewed for this study, including some using discounted all-day parking, identified this as a deterrent to their use of the App. Others were indifferent to the charge and considered it to be worth paying for the convenience of not having to find sufficient change.

It is assumed that resistance to the service fee will dissipate over time as more people get used to using it and also realise that, despite the fee, it is possible to actually save on parking

through the use of the App insofar as the App only charges for actual minutes used. The coin system, in contrast, requires payment to be made in advance for blocks of time that may or may not be fully used. Therefore, when a driver leaves a carpark with coin-paid credit still on the meter, that credit is effectively 'lost'. With an App system the payment for parking ceases at the minute that the park is vacated and the timer turned off.

5.6 EXISTING NUMBER OF COUNCIL CARPARKS

The table below is a summary of the number of existing Council-run carparks in Napier, as at December 2017. The data for the CBD is further divided into on-street and off-street parking. This shows that there are about 2,284 Council carparks in the CBD and 388 carparks in Taradale at the present time.

Table 1 : Existing Council-run carparking supply in Napier

	Marked	Unmarked	Mobility	Total	Motorcycle
CBD Parking Spaces					
Napier CBD Onstreet	1505	50	27	1582	17
Napier CBD Offstreet	687	5	10	702	0
Total CBD	2192	55	37	2284	17
Other Parking Spaces					
Taradale	349	31	8	388	2
Greenmeadows	73	47	0	120	0
Ahuriri	423	361	1	785	0
Total Other Parking Spaces	845	439	9	1293	2
Total	3037	494	46	3577	19

5.7 TOTAL CBD CARPARK SUPPLY : COMPARING PAST & PRESENT

Overall, the total number of Council-run carparks has not changed greatly in the last 10 to 20 years. A comparison between the results of the 2009 and 2017 parking surveys (including an adjustment for differences in surveyed area) shows that in 2009 there were approximately 2,229 Council-run carparks in the CBD. That equates to about 55 fewer carparks compared with now.

A similar result is obtained by counting off the various gains and losses in the number of Council carparks that are known to have happened since the mid 90's. Past 'losses' here include:

1. The semi-pedestrianisation of Emerson Street / Market Street in the mid 1990's. This resulted in a nett loss of about 90 carparks from the middle of the CBD. There are now 30 x 10-minute 'loading zone' parks on Emerson Street where in the past this street,

along with Market Street, had conventional parking along its full length with approximately 120 metered carparks.

2. The 2002 construction of Te Pania Hotel on Byron Street, which resulted in the loss of another 72 council carparks. The carparks still exist but are now used exclusively by the hotel and are not available for the general public.
3. The relocation of the intercity bus depot to Clive Square West in 2014. This caused the removal of another 36 carparks (all formerly leased).
4. Closure of the southern Marine Parade carpark, near the sunken gardens, in 2016. This resulted in the loss of 235 parking spaces (half leased, half all-day pay & display), although the 'actual' loss and knock-on effect on the wider CBD parking resource at the time would have been substantially less due to the low level of use of this carpark. The southern Marine Parade carpark was never a popular parking area, despite a relatively low pay & display hourly fee of \$0.60/hr and correspondingly low lease charges, because of the exposure of cars to salt-spray, and probably because of the comparatively longer walking distance to major businesses compared with, for example, the Council carparks on and around Vautier Street.

From about 2009 onwards, up until the time of its closure in late 2016, this carpark was typically no more than 20% to 50% full⁶. Accordingly, although it had a potential capacity of 235 cars, its closure probably only displaced in the order of 50 to 120 cars (an average of around 75 cars) at the time.

'Gains' over the same period have included

1. Construction of the Tiffin carparking building in the 1990's, which now provides 121 car parks a block away from, and to the north of, Emerson Street. The construction of this parking building will have effectively mitigated for the loss of parking spaces from Emerson Street around that time and is assumed to have been built for that purpose.
2. Various Napier City Council land acquisitions and carpark developments in the vicinity of Vautier and Raffles Streets, including on the site of the former Hawke's Bay Regional Council (HBRC) offices and other previous building sites on the north side of Vautier Street. The relocation of the Regional Council building to its current site on the corner of Vautier and Dickens displaced about 85 pre-existing carparks but the development of replacement parking on the old HBRC site (exchanged with NCC) and on the other

⁶ based on a review of historic aerial images starting from 2003).

adjacent sites on Vautier Street yielded approximately 150 new ones – meaning an overall nett gain of about 55 carparks in this area.

3. A new all-day parking area with 67 parking spaces on Edwardes Street, near to the intersection with Munroe, created in 2017.
4. A change in configuration of some of the existing carparks on Munroe Street, from parallel to diagonal, increased the number of free all-day carparks along this street by about another 30 spaces.
5. 92 new off-street carparks provided along the northern side of Marine Parade between 2014 and 2017. This includes the 22 new currently un-metered 120-minute parking spaces at the re-located Skate Zone; another 10 carparks next to the children’s play area (in addition to a prior 14); and 60 more carparks on the site of the earlier (but now closed) 235-space Marine Parade carpark between the sunken gardens and Skate Zone.

This accounting for past gains and losses, like the comparison between the 2009 and 2017 survey results, also concludes that there are currently about 55 fewer carparks than would have existed 10 to 20 years ago in the CBD.

5.8 CONTRIBUTION FROM PRIVATE CARPARKS

In addition to Council carparks there are also private carparks (refer Table 2, below). As at December 2017 these accounted for about another 783 parking spaces in the CBD. The so-called 'gravel pit' carpark⁷ on Munro Street has been by far the largest of these with room for up to 400 cars (all spaces are un-marked and free-of-charge). Next in size is the Ocean Boulevard carparking building, which has a mix of pay & display and leased carparks, totalling 116 parking spaces. The remaining private carparks are all leased.

Table 2 : Private Carparks in the Napier CBD

Private Carparks	Number of parks
Munro Street 'gravel pit' (ex railway land)	400
Ocean Boulevard	116
Madeira Properties (Shakespeare Rd)	106
McLean Towers (Shakespeare Rd)	50
McLean Towers (Herschell St)	16
Former AMP building (Herschell St)	18
Cathedral	46
Bayleys (Tennyson St)	31
Total	783

These private carparks altogether presently account for about a quarter (25%) of the total available supply of carparks in the CBD.

The 'gravel pit' carpark warrants special mention not only for its size but also because it is likely that this carpark will shortly close. The site has now been handed on to a Treaty claimant group and the expectation is that the new owners will on-sell the land for development. The implications are discussed later in this report.

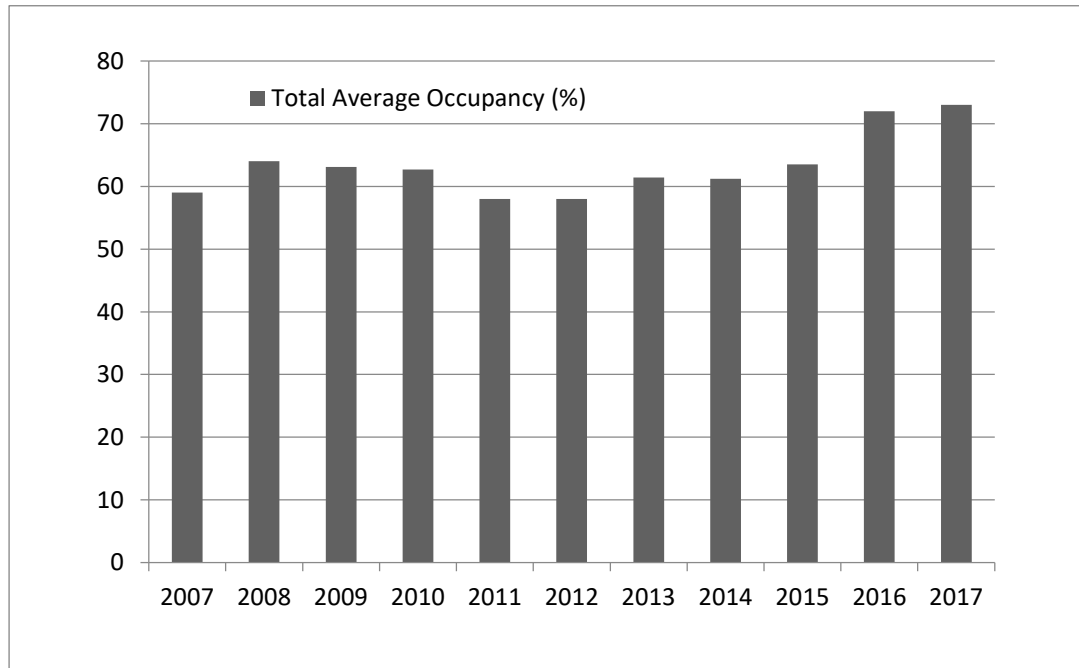
Also of interest is the Ocean Boulevard carparking building. This continues to be run as a private carpark but is very much under-utilised, mainly because of the way the carpark is currently operated. There is the potential for the use of this carpark to be increased if the system of operation was changed.

⁷ The name derives from the look and condition of the carpark, which has a pot-holed gravel surface.

5.9 CARPARK OCCUPANCY IN THE CBD

The graph below shows the results of the last 10 years of parking surveys, expressed as weekly average occupancy rates:

Figure 4 : CBD Weekly-Average Occupancy Rates, 2007 – 2017 (%age Occupancy)



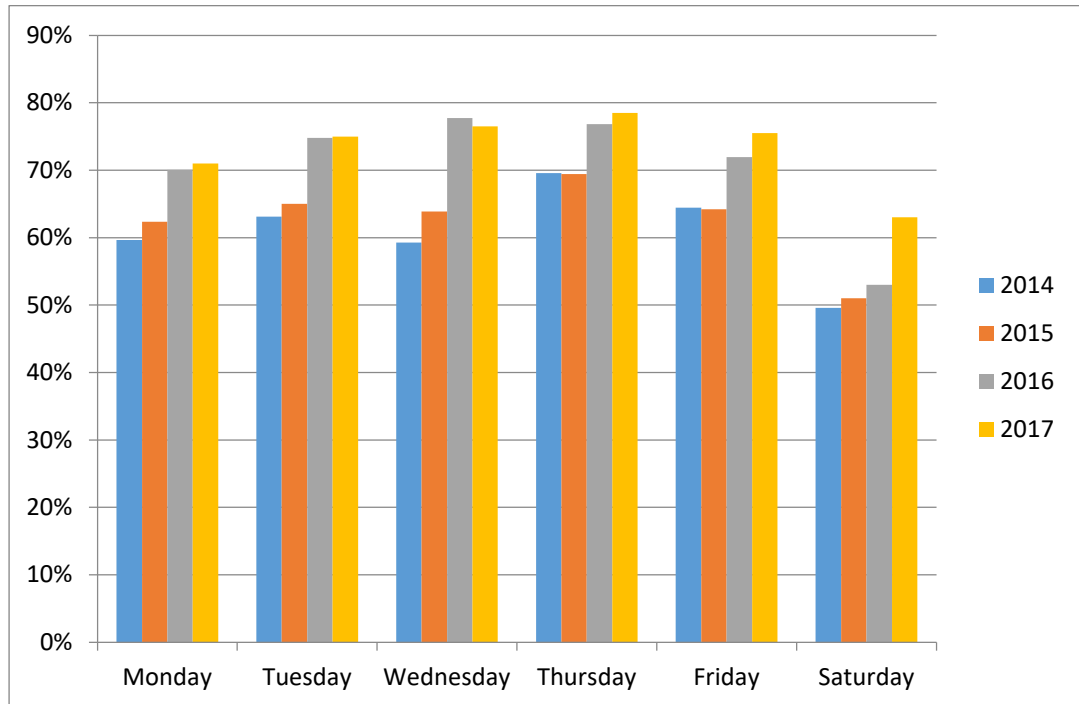
One of the points of interest in this graph is that it illustrates that occupancy rates can both rise and fall (rather than just continually rise). In the period from 2008 to 2011, in the wake of the global financial crisis, the demand on parking actually declined. Thereafter, in the five year period from 2011 to 2015 the one-week average occupancy rate rose gradually from 58% to 63.5% (a 5% increase, or a rate of about 1% per year).

In the last two years (2016, 2017), however, the rate of carpark occupancy has jumped significantly – to 72% in 2016 and now 73% in the latest survey in 2017. This represents about a 15% increase (an increase of nearly 10 percentage points) in occupancy rates in just the last 2 years.

The reasons for this recent surge in occupancy are not entirely known but are possibly due to on-going economic growth (the converse of what happened between 2008 and 2011) along with increasing tourist numbers and a general trend toward greater use of the CBD as a place for entertainment and general socialising (in café's etc).

Figure 5, below, shows the same CBD-wide results (2014 -2017 only) broken down into daily averages. Note again the sharp increase in 2016 & 2017. Also of interest is the significant increase in Saturday occupancy rates in 2017.

Figure 5 : CBD Carpark Occupancy Rates 2014 – 2017, by Day of Week (Daily-Average)



The other feature of the 2016 and 2017 survey results is that the CBD-wide average hourly occupation rate is now found to be exceeding 85% at certain peak times. This did not happen prior to 2016 and is now relevant in the context of NCC carpark occupancy targets. The tables below show results from the 2017 survey for on-street and off-street parking. Times when the CBD-wide occupancy rate exceeded 85% are highlighted in pink. Times when occupancy was below 50% are highlighted in green.

Table 3 : CBD On-street hourly average parking occupancy rates, Dec 2017

Napier CBD Onstreet (2017 Survey)	Monday	Tuesday	Wednesday	Thursday	Friday	Saturday
9:00 AM	66%	70%	67%	69%	63%	45%
10:00 AM	74%	81%	80%	85%	82%	66%
11:00 AM	82%	84%	86%	89%	85%	78%
12:00 PM	82%	86%	84%	86%	85%	79%
1:00 PM	75%	81%	81%	86%	84%	76%
2:00 PM	70%	76%	75%	83%	80%	
3:00 PM	64%	67%	68%	75%	73%	
4:00 PM	58%	64%	67%	66%	67%	

Table 4 : CBD Off-street hourly average parking occupancy rates, Dec 2017

Napier CBD Offstreet (2017 Survey)	Monday	Tuesday	Wednesday	Thursday	Friday	Saturday
9:00 AM	57%	64%	61%	58%	55%	28%
10:00 AM	75%	80%	83%	78%	75%	53%
11:00 AM	82%	83%	88%	88%	84%	69%
12:00 PM	82%	82%	87%	90%	82%	67%
1:00 PM	77%	79%	85%	85%	83%	67%
2:00 PM	73%	76%	82%	82%	80%	
3:00 PM	63%	66%	67%	74%	73%	
4:00 PM	56%	64%	67%	63%	63%	

5.10 CARPARK OCCUPANCY RATES IN TARADALE

Parking survey results from 2015 – 2017 show that Taradale has lower rates of carpark occupancy compared with the Napier CBD. The all-week average occupancy rate has fluctuated from 61% in 2014, to 49% in 2015, then up again to 58% in both 2016 and 2017.

This shows that Taradale, like the Napier CBD, has seen an increase in occupancy rates in the last two years, although these levels remain well below the current CBD average of 72% / 73% in 2016/17, and at this stage only represent a return to slightly below 2014 levels.

Weekly average occupancy rates for the period 2014 to 2017 are as shown in the graph below.

Figure 6 : Taradale Weekly-Average Occupancy Rates, 2007 – 2017 (%age Occupancy)

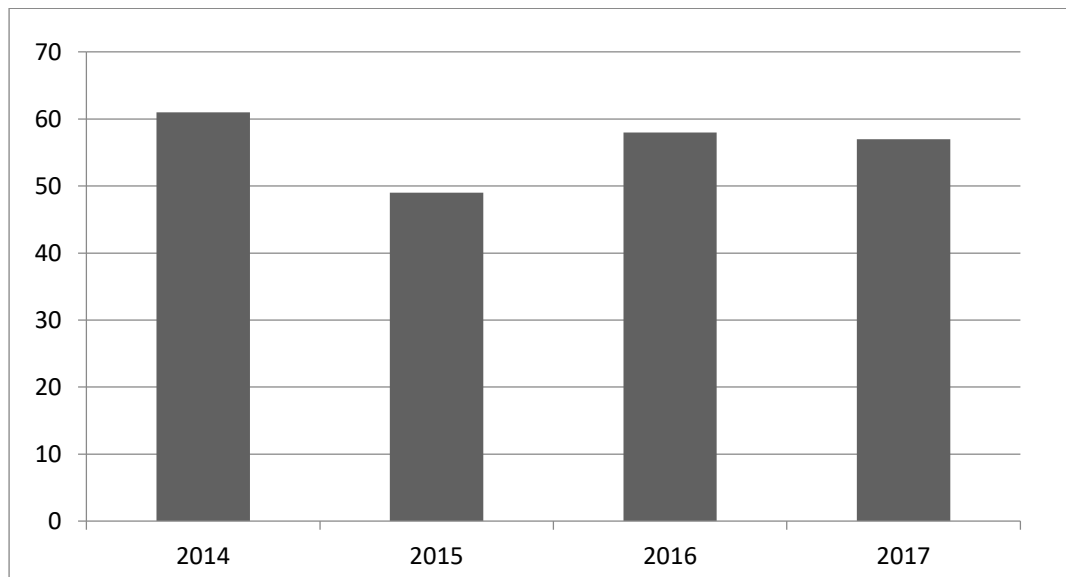
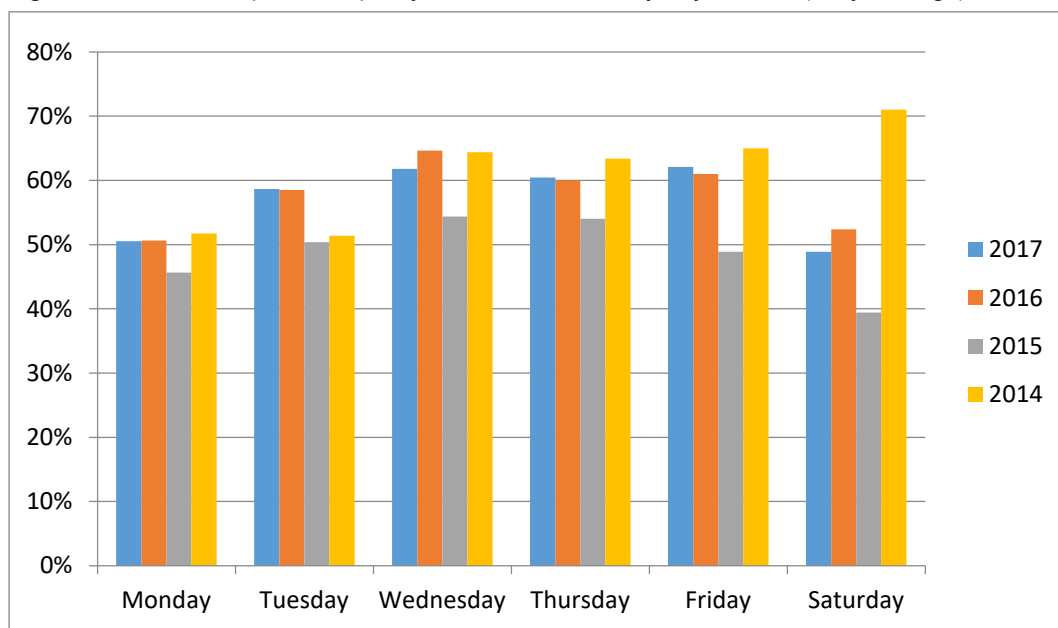


Figure 7, below, provides results for the same period but broken into daily averages. Note again, as with the Napier CBD, the significant increase in Saturday morning parking demand, as compared with previous years.

Figure 7 : Taradale Carpark Occupancy Rates 2014 – 2017, by Day of Week (Daily-Average)



The next figure (Table 5) shows hourly average results for the whole of the Taradale commercial area over the same period for the latest survey in December 2017. The hours when parking was less than 50% occupied are highlighted in green. There were no times when occupancy exceeded 85% (the nearest being a recording of 76%).

Table 5 : Taradale On-street hourly average parking occupancy rates, Dec 2017

Taradale Total (2017 Survey)	Monday	Tuesday	Wednesday	Thursday	Friday	Saturday
9:00 AM	46%	48%	47%	46%	43%	29%
10:00 AM	55%	59%	68%	63%	63%	50%
11:00 AM	58%	67%	67%	66%	76%	58%
12:00 PM	49%	67%	69%	61%	74%	59%
1:00 PM	49%	56%	67%	61%	68%	48%
2:00 PM	55%	60%	61%	71%	62%	
3:00 PM	50%	57%	57%	62%	58%	
4:00 PM	41%	56%	59%	53%	54%	

6. ASSESSMENT OF EXISTING ARRANGEMENTS

6.1 PARKING ARRANGEMENTS IN THE CBD

Overall, the existing ‘in lieu fee / rate’ parking exemption system and layout of parking in the Napier CBD makes sense and works well. The exemption system is economical for property-owners and ensures an efficient, well-placed, uniformly-maintained network of carpark in the inner city, and the existing configuration of carpark forms a logical pattern with high-value high-turnover parking in the centre, graduating outward to longer-stay (including leased) parking beyond.

Free-of-Charge P120 On-street Carparks

The one issue that has been identified with the existing pattern of parking in the CBD is the functional status of the free-of-charge on-street P120 carpark that occupy the transition between the metered (\$1/hr) on-street carpark and the unlimited ‘free’ on-street parking areas. These P120 carpark are theoretically available for short-duration shopping and business errands of up to two hours but in practice are found to be used mostly as defacto all-day carpark by commuters working in nearby offices who simply check and if necessary move their car every two hours to avoid a ticket. In some streets this accounts for the vast majority of use of these parking spaces⁸.

This means that there is really only a pretence of 2-hour parking for the majority of these users. It means in turn that either the current use of these carpark is inappropriate and should be returned to catering to short-duration parking or it simply means that the current designation of these carpark is wrong, or now out-of-date, and that the management of these carpark should instead adapt to the present reality.

Either way, something has to change. The carpark are presently not serving short-stay (max 2-hour) users because the spaces are mostly taken up by all-day commuters. But nor are they efficiently serving the all-day commuters because what these users are doing is currently illegal and time and effort that is therefore required to constantly check their cars through the day to avoid enforcement. Time and effort is likewise expended on enforcement which mostly just keeps users vigilant and at best only discourages a modest percentage of commuters from using the P120 carpark in this way.

Our recommendation is to remove the existing ambiguity around the use of these carpark by formally changing status to all-day parking, but on a paid-parking basis. The suggested rate is the standard \$1 per hour, but with no all-day discount. If uptake is poor (i.e. the

⁸ Based on the observations of the parking wardens.

carparks stand vacant) then consideration may be given to reducing the hourly fee but continue to have no all-day discount.

A scatter of strategically-located P10 (and/or un-metered P60) carparks may also be required in addition to the paid all-day parking. Carparks with a P60 time limit would provide sufficient time for people on genuine short-stay local errands but be too short for office workers to find it worthwhile to maintain a watch on their cars. The P10 carparks may be needed where there are, for example, medical facilities where drop-offs need to be catered for.

The rationale for catering to all-day (but paid) parking in this way is that the complete removal of commuter parking would potentially just empty the streets, meaning an even less efficient use of parking space than currently exists, and a knock-on of the displaced parking pressure onto other areas. The strategy outlined above accepts that to a certain extent the use of these carparks by commuters is legitimate, providing that use does not then unduly impact on the ability of short-stay users to find a park. It has been proven that time-limits alone are ineffective at moderating this behaviour. Pricing is more likely to succeed. This will allow those commuters who put sufficient value on these carparks to use them all day. Those who simply use them because they are currently free will move on and further away from the centre of the CBD to the outer free-parking areas.

The solution proposed here will also provide a greater equity between all-day commuters who park on the street (currently for free) and those who use the pay & display all-day parking facilities. It is logical that pricing should favour the use of these dedicated commuter parking areas as first preference. The existing arrangement with the P120 carparks is the reverse of that.

6.2 PARKING IN TARADALE

Overall, the configuration of parking in Taradale also makes sense. Parking is provided along Gloucester Street with off-street parking areas behind the shops on either side. Pedestrian walkways provide a connection between the parking areas and Gloucester Street.

All-day Commuter Parking

The one absence in the mix of parking opportunity is dedicated all-day commuter parking. The existing off-street carparks in Taradale are limited to 3 and 4 hours (Lee Road and Symons Lane carparks respectively). Workers therefore mostly either park in private carparks at the back of the shops or for free on neighbouring streets (particularly Puketapu Road, White Street and Peddie Street).

Data on the occupancy rates for these neighbouring streets is limited⁹, but from historic aerial images, and from the data that does exist, there would appear to be sufficient on-street parking spaces within a walking distance of about 200 – 400 metres of the town centre to adequately cater for existing demand. This suggests that there is not currently any need to create ‘new’ carparking specifically for commuters. The general occupancy data for Taradale also supports this conclusion.

There is, however, a localised issue with some office workers using the Lee Road carpark as effectively an all-day parking area – especially on rainy days. Lee Road is a popular public carpark for shoppers that at peak times can get up to 100% occupancy. The use of some of these carparks for all-day parking therefore can mean that shoppers and other higher-priority users are unable to find a park. This all-day use of the carpark is made easy by the long (3 hour) time limit and low (\$0.60) fee. Workers in nearby offices need only change the ticket on their car, and check that their car hasn’t been marked, once or twice a day.

The problem here is not a lack of availability of parking in Taradale. At most of the times that the Lee Road carpark is full or near-full, the Symons Lane carpark on the opposite side of Gloucester Street (with 59 spaces) is usually only about 20 – 35% occupied. A proposed solution is therefore to allow paid all-day parking in a portion of the Symons Lane carpark. If this option was available it could help to relieve pressure on Lee Road. It is recommended that this is trialled initially on a non-discounted basis. If uptake is poor then an all-day discount could be offered.

⁹ There is presently no survey data for Peddie Street and the data for Puketapu Road covers only 5 of the carparks on that street, next to the town centre.

7. PARKING SUPPLY ANALYSIS & STRATEGY

7.1 METHOD FOR ASSESSING ADEQUACY OF PARKING SUPPLY

The 50% - 85% target occupancy range, described in Section 5.2 of this report, provides an important policy guidance for determining whether the Napier CBD and Taradale have 'enough' carparks or if more are likely to be needed. As a general rule, if occupancy rates fall below 50% then this indicates that parking is 'under-utilised' and in surplus. If above 85% then it is deemed to be 'over-utilised' and in shortage. This target range is consistent with international precedent.

In terms of the implementation of this policy there is, however, a need to provide some further clarity, in the Napier context, around how the target range should be interpreted and applied. This concerns particularly a determination of what averaging method should be used when comparing 'actual' occupancy data with the target range. Specifically, whether the 50% - 85% target range should be assumed to apply to all individual carparks, groups of carparks, or across the entire CBD, and whether by hourly, daily or weekly averaging. Depending on the system of averaging that is used there can be markedly different results. There is, therefore, a need for a determination to be made on what is the most appropriate averaging method.

For the purpose of this strategy paper we propose that a **CBD-wide hourly average** occupancy should be used. By averaging across the whole of the CBD it means that localised differences are cancelled out, and by using hourly (as opposed to daily or weekly) averages as the 'trigger' there is greater sensitivity to stress on the level of service of parking, city-wide, at peak times. Daily or weekly averaging would significantly reduce the average due to the much lower parking occupancy rates in mornings and evenings, meaning that occupancy rates would most likely have to approach 95 – 100% at peak times before a daily or weekly average in excess of 85% would occur. Realistically, intervention would be needed before that point is reached.

Also in need of clarification is what a departure from the target range should actually mean or imply. An exceedance of the 85% upper range, for example, is likely to be interpreted as meaning that more carparks need to be created. We suggest, however, that a more accurate definition is simply that a **supply/demand imbalance** exists and that some form of remedial action is therefore needed to correct that imbalance. This interpretation does not automatically assume the need for more carparks (i.e., create more supply) since, in practice, the preferred solution may be to manage demand, or more likely a combination of demand and supply.

Lastly, in situations where there is found to be an over-utilisation of carparks and therefore the likelihood of a need for more carparks, a guidance value is required for determining

what number of carparks that would involve. That is to say: if the 85% upper target range is exceeded, indicating that a supply imbalance exists, then what standard should be used to then estimate how many 'new' carparks may be needed?

This requires a single value rather than a 'range', and for that purpose we propose a *weekly* average target of **70%** occupancy. That is, to estimate the number of additional carparks needed, the number should be the difference between the measured weekly average occupancy and a 70% occupancy of all carparks across the entire CBD.

The rationale is that weekly (as opposed to hourly) averages provide a single and relatively stable value that captures the overall scale of occupancy over the survey period. Weekly average values are also more readily comparable, year-by-year.

This value (70%) is chosen as slightly above mid-way between 50% and 85%, meaning that it tends more toward an under- than over-supply of carparks and therefore the maintenance of a reasonable supply/demand 'tension'. Recent survey results, from 2016 and 2017, also suggest a correlation between the point at which during peak hours the CBD-wide *hourly* average occupancy rate begins to exceed 85% and the *weekly* average exceeds 70%.

7.2 SUPPLY / DEMAND ASSESSMENT FOR CBD & TARADALE

If the assessment method above is applied and compared with recent parking survey data then the results show that parking occupancy in the Napier CBD is now exceeding the 50% - 85% target range at peak times. This signals that there is now a supply/demand imbalance in the CBD.

Such exceedances were first observed in 2016 when there were two hours (out of a total of 45 sampled hours) during the week of the survey when the combined on-street and off-street parking occupancy rate across the whole of the CBD exceeded 85%. In 2017 this increased to four out of 45 sampled hours.

In Taradale there were no times when the town-wide occupancy rate exceeded the target range and it is therefore concluded that there is no supply/demand imbalance in that area at the present time.

7.3 POTENTIAL FOR SELF-CORRECTION

In making this observation and finding that there is now a supply/demand imbalance in the CBD we are however conscious that the current exceedance has occurred only recently; that it has taken the form of a very sharp and unprecedented rise in occupancy rates; and that there have been instances where occupancy rates have both risen and fallen in the past. This suggests a need for caution and raises the question of whether the increase that has occurred in the last two years is just passing and will soon self-correct.

Following receipt of results of the 2016 parking survey that was the initial interpretation – i.e. that the increase between 2015 and 2016 was possibly just attributable to the relatively late timing of the survey that year and the loss of a number of carparks on the Marine Parade prior to the 2016 survey. However, with a repeat of the same if not slightly higher result in the 2017 survey, by which time most of the previously-missing carparks had been replaced, the indications are that this is now more likely to be a genuine and enduring trend. This conclusion is further supported by on-going observation in 2018 that the existing parking supply in the CBD remains ‘tight’.

There is, furthermore, reason to expect that the supply of carparks in the city will get even tighter in the future with the pending closure of the ‘gravel pit’ carpark in Napier. The ‘gravel pit’ is the large, free, unofficial carpark on former railway land on the corner of Munroe and Raffles Streets, now held by the Office of Treaty Settlements. On most working days the site holds on average about 250 commuter cars but can reportedly take as many as 400 cars at peak times.

With the recent settling of treaty claims this land is now in the process of being handed over to the successful claimants and thereafter will almost certainly be developed for some other purpose. The new owners will see no value in maintaining the site as either a free carpark, as it is now, or even for pay & display. If so, this will displace the 250 cars that, on average, currently use the carpark, as well as the loss of all of the existing ‘spare’ carparks on this site. The owners of the cars that currently use the site will go looking for other all-day commuter parking opportunities elsewhere around the city.

To put this 250 cars into perspective: the existing supply of Council-run leased and pay & display off-street parking in the whole of the CBD, suitable for all-day parking, currently totals about 623 spaces¹⁰, and in the 2017 parking survey the weekly average occupation rate for off-street parking was 73%. This means that at the time of the survey there were

¹⁰ Excludes private leased parking, the existing ‘gravel pit’, and on- and off-street carparking time-limited to 120 minutes.

about 170 'spare' council-run off-street commuter carparks, as an all-day rotating average, across the inner city as a whole.

The 250 cars displaced from the gravel-pit will equate to 1.5 x that number of 'spare' off-street CBD carparks on a typical working day. At peak times, when the rate of carpark occupancy across the city can reach up to 80 – 90%, it would equal more 4 x the available number. The implication is that if all of these displaced cars were to move to Council-run carparks there will not be enough official carparks to go around.

In reality, of course, not all of the owners of these cars will actually seek to move to Council carparks, which they would then have to pay for. Many will just move to private residential streets and/or other un-metered parking spaces and simply walk further, instead of paying for parking. However, there will clearly be a percentage who do switch to paying for a park. This will further impact on CBD-wide parking occupancy rates.

7.4 HOW MANY MORE CARPARKS ARE NEEDED IN THE CBD?

The combination of an already over-utilised parking supply in the CBD along with the imminent closure of the Munroe Street gravel pit carpark means that action will be needed to maintain an appropriate balance of demand and supply. Some improvements will be possible through demand management but the scale of the imbalance, especially once the 'gravel pit' closes, will be such that more carparks will definitely be required.

Our best (minimum) estimate for the number of 'new' carparks that would be required to achieve this re-balancing is **185** carparks.

This is based on the difference between the existing weekly average occupancy rate and the proposed 70% 'target' weekly average occupancy with further allowance for the loss of existing 'spare' capacity at the Munroe Street gravel pit carpark, when that closes, plus displacement of the cars that actually use this carpark (but allowing for the fact that a percentage of users of the gravel pit will simply move on to other free parking on the outer periphery of the CBD and therefore not impact on regulated inner city parking).

A simple calculation of the difference between existing 'spare capacity' and the target weekly occupancy rate of 70% gives a total target of 45 carparks. However, once the spare capacity in the gravel pit carpark is removed from this equation (on the assumption that the gravel pit will close and that this part of the existing total spare capacity will be lost) the total loss of spare capacity increases to 85.

Added to this will be the need for at least another 100 carparks comprising an estimated 40% of the 250 cars that will be physically displaced from the gravel pit, bringing the overall total to 185.

The figure of 40% derives from the results of a 2017 survey of users of the gravel pit carpark in which drivers were asked where in the city they worked. Of these respondents 60% said that they worked within 300m of the site whereas 40% have to walk more than 300 metres to get to their place of work. It is assumed that with the closure of the gravel pit the group of 40% would begin to find the extra walking distance to other alternative 'free' parking areas on the outskirts of the CBD too far and consequently be prepared to switch to paid parking, whereas this would still be achievable for the balance of 60%.

These figures are acknowledged as estimates only but may be looked upon as providing a reasonable sense of the overall scale of additional carparks likely to be required when the gravel pit carpark closes.

Note also that the figures above are more likely to be an under- than over-estimate of total additional parking demand, given the modest assumptions around the percentage of existing users of the gravel pit carpark who will switch to paid parking once the gravel pit closes and the fact that these numbers do not specifically allow for any further natural growth in carpark occupancy as might occur into the future. This assumption follows the principle that parking should be provided sparingly in order to ensure efficiency of use and to drive demand management. It also suggests, however, that future contingency planning should continue to allow for potential on-going growth in parking demand.

7.5 WHERE ARE CARPARKS MOST NEEDED?

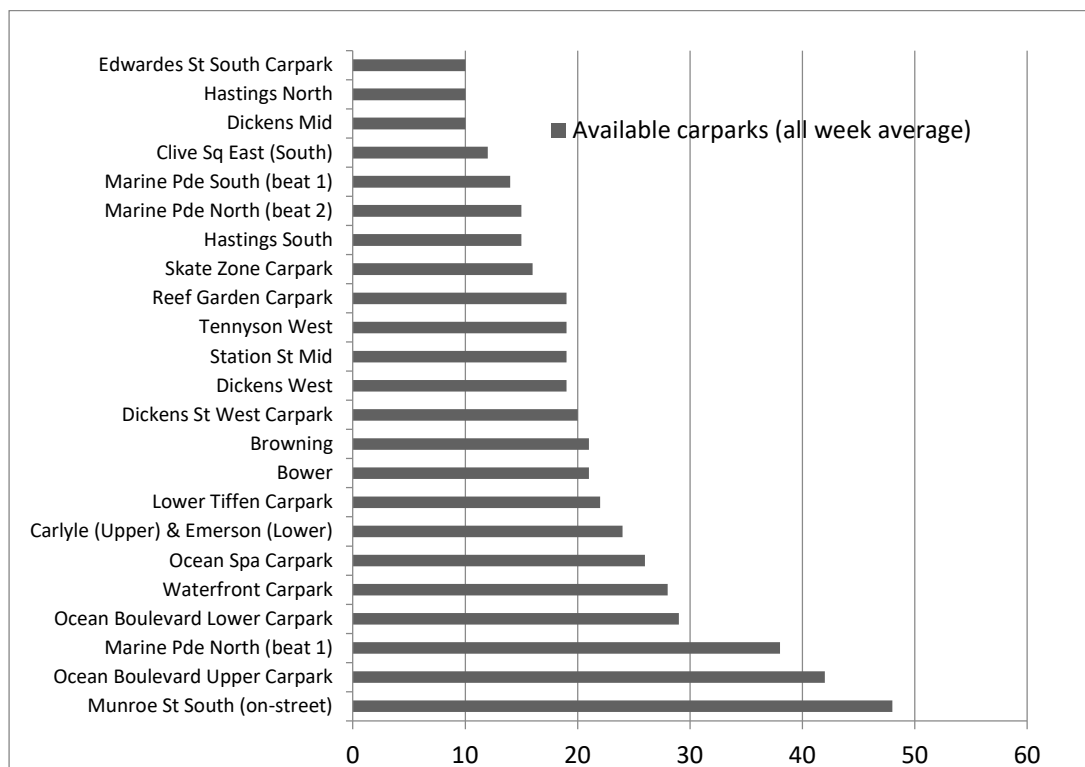
An analysis of 2015 – 2017 parking survey results has been undertaken to establish whether there is a particular 'type' of parking (e.g. commuter versus retail-related parking) or particular part of the CBD that is most in need of additional parking supply.

The results of this analysis show that while there are certainly differences in the level of utilisation of *individual* carparks across the CBD there is no obvious *overall* pattern to suggest that commuter carparks are in shorter supply than inner city shopper parking, or vice versa, or that particular areas of the city have a greater shortage.

The main method used for this assessment was to count levels of 'spare capacity' in each of the individual surveyed carparks and sections of on-street parking and see if certain types of parking or certain areas of the CBD have consistently higher or lower numbers of available spaces. "Spare capacity", for the purpose of this assessment, was assumed to be the difference between 100% occupancy and 'actual' weekly average occupancy).

The results for all carparks with 10 or more 'spare' parking spaces are presented in Figure 8, below.

Figure 8 : Existing 'spare capacity' (100% occupancy minus actual weekly average occupancy)



Note that the Munroe Street 'gravel pit' has been excluded from this graph due to the expected future closure of this carpark. However, if included, it would account for 160 'spare' carparks (based on a capacity of 400 cars versus weekly average occupancy of around 250). That is about three-and-a-half times the level of spare capacity of the next highest parking area on the list.

The graph shows that, aside from the 'gravel pit', the biggest supply of existing spare capacity in the surveyed area is on Munroe Street South. This is a commuter parking area near to the 'gravel pit' but, for most commuters, would mean a longer walk compared with the gravel pit carpark. That is likely to be affecting current usage. The use of this section of street for carparking can be expected to increase, and probably reach capacity, once the gravel pit carpark closes.

The carparks with the second and fourth largest amount of spare capacity are respectively the upper and lower decks of the privately-run Ocean Boulevard carparking building. This carpark is very much in the retailing area of the city although the current 'actual' use is probably at least 50% leased space. Between the two levels there are currently about 71

'spare'/available spaces, on average, during the week. This means that the carpark is generally only about 40% full.

The existing low level of use of this carparking building is considered to be largely a function of the way that it is run rather than where it is located. Immediately next door is the popular Dickens East carpark (the most-used and most expensive NCC carpark in the CBD) which has about a 91% occupancy rate, equating to an all-day average of only 5 spare carparks. This illustrates how much more heavily utilised the Ocean Boulevard carparking building could be if different operating systems were in place – although the popularity of open-air parking versus the use of carparking buildings may also be a factor.

Thereafter, the carparks and streets with the largest volumes of existing spare capacity are a mixture of carparks primarily used for either commuter parking, retail parking or activities along the Marine Parade waterfront, in no particular order.

Altogether, the total weekly average for the number of un-occupied on-street and off-street carparks in any given hour across the CBD is calculated to be about 630 spaces. These are fairly evenly divided between carparks that are assessed as being primarily available for short errands in the inner city versus carparks that are available for all-day commuting.

The implications of this analysis, in terms of where investment is made for the provision of more carparking in the CBD, are that presently the supply of *either* additional all-day commuter parking *or* additional retail-related parking would have more or less equal benefit.

We do, however, make the following additional observations:

1. The above analysis is based only on existing conditions, which includes the fact that the Munroe Street 'gravel pit' carpark is still operating. When the gravel pit closes that will remove a large chunk of the existing all-day commuter parking resource. About 250 cars will be displaced and 400 potential all-day carparking spaces will be lost. This will heavily skew the demand for 'new' carparking in favour of the provision of more all-day commuter parking spaces. This should be anticipated.
2. The provision of commuter carparks can also, indirectly, relieve pressure on retail parking to the extent that there is inevitably a degree of over-lap between the two. This includes in the 'mixed' carparks, where there are areas set aside for all-day parking and other areas for shorter stays, but also the 'unofficial' cross-over where for example on-street P120 carparks are known to be utilised by all-day commuters. Providing alternative all-day parking opportunities would help to push back the tide of encroachment into these areas that are currently intended for shorter stays and higher turn-over.

3. Commuter carparking is more flexible than retail-parking in terms of where it can be located in the CBD because wherever a carpark is located there will always be places of work somewhere in the vicinity and because commuters are prepared to walk much further than shoppers or people on short errands. As illustration: a walking distance of 400 metres (5 minutes walking time), from carpark to a place of work, would take a commuter the equivalent of the entire length of Emerson Street or from Tennyson Street to Vautier Street. This means that any space that is made available for commuter parking almost anywhere in the CBD will find a user, as long as the price is right.
4. By comparison, retail parking is more constrained in terms of where it can be located. The 'ideal' location is within approximately 100m metres walking distance of major shopping streets, with weighting in favour of streets with highest foot traffic. This makes finding suitable sites for inner city retail shopping harder than finding sites suitable for commuter parking, but if such sites can be obtained, they offer the greatest versatility.
5. The other major consideration in selecting a carpark site will be the relationship of the site to existing and preferred traffic circulation patterns. The ideal is that drivers are not encouraged to cruise already-busy pedestrian-focused inner city streets as they search for a park. They should expect to have the best chance of finding a suitable, well-priced carpark on the edge of the shopping area, rather than within it.
6. A further requirement is to ensure that any carparks provided in the CBD have safe and appealing pedestrian access. This means carparks and walking routes that are well-lit and visible and, where possible, with some protection from the weather.

7.6 PRIORITIES FOR PROVIDING ADDITIONAL CARPARKING

There are various possible approaches to the provision of additional parking in the CBD in regard to the way that carparking is physically constructed. Although cost/affordability and the availability of land are obviously major limiting factors, the broader strategy can either prioritise the construction of large-scale carparks or carparking buildings, or the development of dispersed smaller carparks, and/or more intensive utilisation of existing parking space.

The cheapest and easiest solution and recommended first priority is to simply make more efficient use of parking space that already exists. By gains of ones and twos a significant number of 'new' carparks can potentially be created across the CBD as a whole, for example by re-configuring existing carpark layouts, gaining additional spaces where excess

space has previously been left (both on-street and off-street), marking carparks in areas that are currently un-marked, and seeking out opportunities to create on-street diagonal parking etc in areas where this can be accommodated. By this process it would be reasonable to expect that somewhere in the order of another 50 carparks, dispersed all around the CBD, could potentially be provided at minimal cost.

Opportunity for making more efficient use of existing parking resource may also extend to private carparks – most particularly the Ocean Boulevard carparking building on Dickens Street, referred to earlier, which has a total of 116 parking spaces but only about a 40% occupancy at present (meaning that on average there are about 70 un-used carparks in the building at any given time). The low level of use is due to a combination of factors including an awkward existing ticketing system; early nightly closing time and uncompetitive pricing. If the existing owner can be encouraged to modify these systems then there would be an opportunity to effectively gain another 50 – 60 carparks (assuming 85% occupancy) in the inner city. This would be in the interests of both the owner and NCC.

The recommended priority thereafter, for additional parking, is to purchase land and construct ground-level carparks. Any size of land area will suit this purpose providing the space allows for an efficient configuration of car parks and almost any location in the CBD will work. This is on the assumption that there will always be a business somewhere within walking range of virtually any CBD parking site. Of greater importance is that sites are located where they will compliment preferred traffic circulation patterns and that they have adequate lighting and visibility for reasons of personal safety and car security. Usage will then be simply dictated by price.

The immediate need, as stated earlier, is for more commuter parking. At present the demands for commuter versus shopper / short-duration errand parking are fairly equally matched but the anticipated closure of the private 'gravel pit' carpark on Munroe Street will change this.

The 'ideal' location for all forms of carparking would be between about 100m and 150m walking distance of the main shopping streets as this is the most versatile area for CBD parking. Within this area parking is suitable for retail-shopping but can if necessary be converted also to commuter parking, depending on the future balance of demand. However if this is not achievable then virtually any site within the CBD will help to relieve parking pressure more generally across the wider CBD.

There is no major advantage in providing a single large carpark, as compared with multiple smaller carparks to make up the required number of parking spaces. A number of smaller dispersed carparks will be equally effective in catering to demand and may actually provide

a better solution in terms of bringing carparking within easily accessible range of widely dispersed CBD organisations and businesses and having less visual impact.

The final options but suggested lower priorities involve the construction of a new carparking building or extra level to the existing Tiffin carparking building.

The advantage of an extra layer on the Tiffin parking building is that the land in question is already owned by NCC and effectively already 'committed' to a carparking building. It is also a site very close to the retail centre of the CBD. However, the costs of constructing an additional layer to the building would be significant; the extra layer would have limited alternative use in the event that future needs change; experience shows that drivers are reluctant to use parking buildings compared with outdoor parking areas (due to perceived vehicle or personal security issues with carparks that are out of sight from the street and which require stairs or lifts to access); and while commuters are more willing, commuter parking is not a priority this close to the centre of town. Such carparking can be built elsewhere.

An entirely new carparking building, separate from the Tiffin parking building, would encounter the similar problems and risks but not have the advantage of being able to utilise land that is (in the case of the Tiffin building) already committed to this function. The issue is that once a carparking building is built it will have limited alternative use if, for example, demand drops away or fails to eventuate in the first place.

Carparking buildings and/or extra floors on the existing Tiffin building remain a possibility but for the reasons outlined above it is recommended that this option is held in reserve until such time as other solutions have been exhausted.

7.7 DEMAND MANAGEMENT

The other complimentary component of any strategy for parking in the Napier CBD will be demand management. That is, initiatives to encourage people to utilise other modes of transport whereby the need for carparking is reduced, or to change the timing of their trips into the CBD so that the demand for parking space is spread more evenly through the day.

There are two main components to this aspect of the strategy. The first is to simply maintain an appropriate 'tension' in the level of supply of carparking, and the cost of parking, to ensure that there is a genuine incentive for people to consider alternative methods of transport. The existing policy of setting an occupancy target range of 50% - 85% already effectively achieves this, in combination with the pricing of car-parking, especially now that the growing demand for carparks has begun to push at the upper limits.

The second and supporting requirement is to ensure that there are indeed viable transport alternatives and that these alternatives will have the effect of reducing traffic and the demand for parking in the CBD.

Detailed recommendations for specific initiatives to promote alternative (non-private vehicle) methods of transport are beyond the scope of this report but may potentially include the following:

Public Transport

Improving the availability, convenience and affordability of public transport is one way to encourage more people to leave their own private motor vehicle at home. In the Napier situation this is likely to be limited to improvements to public bus transport.

Improvements may include a greater number of bus routes and regularity of services. The costs of providing these additional services (which are already subsidised) would need to be assessed against likely up-take and consequent effect on reduced car usage and demand for parking.

Cycle-commuting

The most important requirement for promoting cycle-commuting is to ensure that cycling into the city is safe. This will require a strategic plan to assess and determine preferred cycle-commuting routes and a programme of investigations and works to identify and fix or mitigate potential cycling hazards.

Within the city itself there may also be opportunity to provide better facilities for cyclists – especially those who choose to cycle-commute on a regular basis. For example, although

there are already bike stands around the CBD, consideration could be given to providing more sheltered / rain-protected secure cover. Regular commuter-cyclists are unlikely to use stands that they feel are unsafe or where their bike will be daily exposed to rain, salt spray and UV damage.

A further idea is to investigate ways to encourage the greater use of e-bikes. These bikes extend the range and therefore potential number of would-be cycle-commuters and are likely to become increasingly affordable and popular in the future. Facilities such as in-town charging stations (possibly free / solar-powered) and/or secure lock-ups, along with the road safety improvements discussed above, could help to make this method of transport more appealing for commuters and other visitors to the CBD.

Shuttle Services

The on-going development of driverless cars may in future open opportunities for driverless shuttle services between the inner city and outer-city parking areas. In this scenario it is envisaged that drivers would park their private cars on the periphery of the CBD and catch one of a number of continuously-available driverless shuttles to their inner-city destination.

In the longer term it is possible that private motorcars are largely replaced by fleets of driverless taxi-vehicles, in which case the need for inner city parking in general would be significantly reduced.

Clearly the technology is not yet available for this kind of service but it is useful to look ahead to what may exist in the future and how this could affect parking demand.

8. OTHER ISSUES

8.1 IS 'PAID' PARKING WORKING FOR TARADALE?

The single biggest change to parking in Taradale over the past 10 years was the introduction of paid parking in conjunction with the upgrade of the main street in 2010. The choice at the time was that either Taradale retain free parking but accept an increase in rates to pay of the upgrade, or, as happened, use parking fees to recover the cost of the \$3.1M spent on this work. The motivation for these improvements at the time, in 2010, was the prospect of a potential decline in retailing in Taradale following the relocation of a couple of major retailers from the area. The downtown upgrade was designed to make the downtown a more attractive and appealing place for shoppers to visit, which it has done.

The system of using parking revenue to pay for downtown improvements is not unique to Taradale. Similar arrangements, through the set-up of what are usually referred to as “parking benefit zones” or “parking benefit districts” have been successfully applied elsewhere around the world for exactly this same purpose – as a source of revenue to fund works that keep the downtown area fresh and interesting.

Nevertheless, seven years on from 2010 and the issue of paid parking in Taradale is still debated by some, and was an issue raised by a number of respondents in the on-foot survey of Gloucester Street retailers – several of whom felt that retailing has suffered as a result of the introduction of parking charges.

The argument against paid parking was mostly presented in the context of the older shopping demographic in Taradale. Interview respondents said that many of the local elderly shoppers have never adapted to paid parking and are deeply upset (and blame the township) if they mistakenly over-stay on a parking space and receive a ticket. As one retailer described it: if an elderly customer gets a ticket, *“it doesn't just ruin their day; it ruins their month. They blame it on Taradale, and they don't come back”*.

The situation is not helped by the also-reported tendency of elderly shoppers to pay as little money as possible for parking, even if it is a matter of just a few cents, and to consequently keep their shopping visits short. This means that they are not as likely to linger in town and means also that they are going to be more prone to getting a ticket (and leaving with a bad impression of Taradale) if they cut it too fine. They are also less fit and able to make trips back and forth to the parking meter to top it up if they find they actually need more time.

Furthermore, because there is generally very little up-take of the Napier parking App among the elderly, they are reliant on walking to and physically inserting coins into the meter in order to extend their time. By not using the App they also miss out on the potential savings from being charged only for the time that they are actually parked. Instead, they rely on

pre-guessing how much time they are likely to need, and try to fit their shopping around that time limit.

This is a genuine issue, but whether the solution is to actually revert back to 'free' parking in Taradale is another question altogether. A reversion back to unpaid parking would in turn produce its own issues, starting with the need to find some other way to pay off the remainder of the cost of the 2010 street upgrade, which is not yet fully paid. It would also remain to be seen how such a move would impact on the availability and turnover of carparks and whether prime downtown carparks would start to be taken up by commuters, as it was in the past. Even now, some of the spaces in the Lee Road carpark, which are supposedly 3-hour limited, are reported to be used effectively on an all-day basis by some local office/retail staff. The use of these already-limited carparks for all-day parking would almost certainly increase if the parking was free.

It would also raise questions over how any future upgrades / refreshing of the Taradale downtown area could be funded if the use of parking revenue was no longer an option. The challenge for retailing, now and in the future, is to remain relevant and to differentiate from the large format retail stores. That will not happen without constant re-thinking and refreshing of the downtown retail experience, which in turn is likely to require periodic expenditure. If the ability to collect and use parking revenue is taken away then there is a genuine possibility that this work simply won't happen and a risk that the Taradale downtown area will fall behind.

Whether a reversion back to free parking would actually translate into improved returns for Taradale retailers is also debatable. The recent (2017) experiment with free downtown parking in Hastings was unsuccessful in this regard. Hastings shoppers were reportedly happy to receive the free parking but in the end it made little difference to the volume of local retail sales, did nothing for the turn-over of carparks in the downtown area, and left a revenue gap for the District Council that had to be met from rates. The same experiment has been tried in other towns and cities in New Zealand and has generally come back with the same result. Each time what it illustrates is that a small charge for parking is not a major impediment for people to come in to the downtown area, but what visitors do expect is that the downtown experience will be worth it. That in turn is a function of the environment created in the downtown area. It is not just a matter of making the downtown a cheap and easy place to buy things.

On balance, therefore, we do not see it as feasible or advisable to remove paid parking from Taradale. The problem with resistance among the elderly toward having to pay for parking is acknowledged but, we suggest, may be better tackled in other ways. That might include, for example, promotional campaigns for elderly shoppers in which they can access subsidised parking at certain times.

That could be through the use of the parking App. If free or cheap parking is on offer, and they are assisted in learning how to load and operate an App, they may be persuaded to use it. Such promotions could possibly not only encourage more elderly shoppers in to Taradale but also give them a sense of value in what they are receiving. There is no recognition of value in getting something for free that is already free, but there is in getting for free (or at least cheaper) something, like parking, that is ordinarily charged for.

8.2 SHOULD NCC PROVIDE LEASED PARKING?

Napier currently has about 320 leased carparks. These are presently fully occupied and there is a waiting list of people wishing to secure a space.

Most if not all New Zealand cities of comparable size to Napier (population 56k) also provide leased parking. For comparison, the following is a list of city councils that have been contacted and the number of leased parking spaces that each council is reported to have:

Table 6 : Leased Parking in Comparable NZ Cities

City	Population	No. of Leased Carparks
Whangarei	50k	100
Tauranga	110k	700
New Plymouth	49k	170
Nelson	59k	40
Dunedin	114k	650
Invercargill	47k	193

For the user, the benefit of a leased carpark is that it provides the certainty of an assured parking space that is within walking distance of their place of work. This means that commuters who have a leased carpark know in advance exactly where to go each day and can travel there directly at any time and not have to resort to cruising for a park or shuffling between P120 carparks over the course of the working day. They only have to park once, and are likely to be prepared to walk a little further (once in the morning and back again in the evening) for the certainty and convenience that a leased carpark provides.

For the Council the advantages are that, with appropriate placement and pricing, and with the user-incentive of a 'guaranteed' parking space, leased carparks can provide a means of

drawing commuter parking away from the inner city to free up retail and business-errand parking space in the downtown area. Leased carparks are also generally cheaper and easier to set up and administer because there is no metering and therefore less maintenance and no enforcement required. They can be established virtually anywhere in the wider business district (because businesses are all throughout the CBD, not just in the downtown area) and, because of their relative simplicity, are adaptable for either later conversion to metered parking or for disposal and re-sale as needs and/or circumstances change.

The main strategic requirement is to simply ensure that the placement of leased parking is arranged so that it is set back from areas that would otherwise be well-utilised for high-turnover casual metered parking (a priority for the central downtown area). As a general rule, if the rate of occupancy is likely to be consistently lower on a given site with leased parking, versus equally-priced metered parking, then leased parking would not be the preferred form of parking in that area. A further guide is that it should not be established within 100m walking distance of any downtown continuous retail shopping strip, and that preferably a set-back distance of at least 200m should be allowed.

The existing arrangement of leased parking in Napier already largely conforms to this pattern. There are at present no council-leased carparks in the block either side of Emerson Street nor either side of the continuous retail sections of Hastings, Dickens, Dalton and Tennyson Streets. In the block beyond there are a few leased carparks but these comprise only a small percentage of the whole and are still more than 100m walking distance away from any continuous retail strip. The bulk of the leased carparks are instead located south of Station Street. In this location they will be having almost no adverse impact on the availability of casual parking in the downtown shopping area. They will instead be providing a pressure-relief for commuter parking that would otherwise be likely to reach into and overlap with the retail parking in this area.

There is also a moderate amount of NCC leased parking to the north of Emerson Street – mainly to the rear of the Municipal Theatre. This is nearer to the downtown area than the leased parking areas to the south, making it not as ideal for leased parking, but is constrained from getting any further away by the physical obstacle of Napier Hill. There is nevertheless, for most of this leased parking, still at least a 100m separation from the nearest continuous retail strip.

It is concluded that overall, as long as this general strategy of maintaining an adequate separation distance between leased parking and downtown retail areas is adhered to, the provision of leased carparking will remain a valid and useful part of the overall mix of parking opportunity in the city. These carparks service a need, take pressure off the critical

downtown area, and provide a relatively simple, adaptable, low-maintenance solution for commuter parking in the CBD.

8.3 SATURDAY USE OF LEASED CARPARKS

As part of the interview phase for this report the holder of one of the Napier City Council leased carparks expressed concern at the fact that, as a retailer who works on Saturday mornings, he is unable to be assured of the use of his leased carpark (one of the parks next to Pit Stop, on Tennyson Street) because the lease only covers Monday to Friday. He will often get to town for work on Saturday mornings, when the leased sites are available for general use, and find his carpark already taken. He then has to either take someone else's weekday leased park (if any remain unoccupied) or pay for a park in the pay & display.

This highlights two issues:

1. Charging for General Public use of Leased Carparks on Saturdays

There is an anomaly in the way that leased carparks are currently available for general public use on Saturdays, free of charge, when pay & display parks literally right beside the leased parks are charged for. Naturally, the leased parks are taken first on Saturday mornings, because they are free. Yet there is no obvious reason for making them free of charge at these times. Saturdays are now major shopping days, with parking generally charged for and in high demand. It therefore makes sense that charging should also be extended to the leased carparks in the vicinity of the main retail area at these times, if outside the period covered by the relevant lease.

For leased carparks that are within a pay & display area the solution is to amend the existing signage to identify the carparks as pay & display rather than 'free' on Saturdays.

For leased parks that are *outside* pay & display areas, and/or not conveniently close to a pay & display ticket dispenser unit (for example, the leased sites to the rear of the Municipal Theatre, which are too far removed from a pay station to make this work easily) this would be more difficult. These carparks may have to be left as they are – meaning that they are available, free of charge, for general public parking on Saturdays. Alternatively, there may be other systems of payment that can be used in place of pay & display for these carparks on Saturdays, including the use of App-based payment systems or the use of some of the current stock of spare pay & display kiosks that are understood to be in storage at NCC. These options should be further investigated.

2. Demand for Saturday Leased Parking

It is apparent that there is a demand for leased carparking to be extended into Saturday morning, for some lease-holders. This will be a minority of leaseholders – primarily those in retail, who work Saturday mornings – but potentially affecting a significant number overall. If so then it would be reasonable to try to cater to this demand in the same way and for the same reasons as leased carparking is currently provided through the Monday to Friday working week. It is recognised that for most retailers Saturdays are now a normal working day and that Saturdays are now also days of high demand for parking in the retail area of the inner city.

What is unknown at this point is how many lessees would want to take up this option if it was offered. Also to be established is how much extra should be paid by lease-holders for extending leases into Saturday mornings. We assume that the additional charge would be directly proportionate to the cost of the weekday lease but based on an 8am till 2pm occupation period for Saturdays (the period on Saturdays when parking is charged for).

A more difficult problem is how this would be administered. Not all lease-holders want Saturday parking (or at least wouldn't want to pay for it) and it would not be feasible to have a mixture of leased carparks, all in the same carparking area, where some are exclusively for use of the lessee on Saturdays and others are available to the general public. It would most likely require a dedicated leased carparking area where all carparks are leased Monday to Friday and through to 2pm on Saturdays.

To establish if this is feasible it would be necessary to firstly poll existing lease-holders to see how many would be interested in extending their leases into Saturday morning. If there is a sufficient number to create a dedicated 6-day leased carparking area then the next challenge would be to determine where that area will be and whether it is then possible to shuffle some of the leased carparks about (sorting the Saturday from non-Saturday users) to create this carpark, with appropriate signage.

As an alternative there may be technological (App-based) solutions. For example, retaining the ability for the general public to use all leased carparks on Saturday mornings but allowing lessees to switch to other carparks (e.g. pay & display carparks) with no separate charge. Or enabling lessees the ability to effectively 'sub-lease' their carparks on a casual basis on Saturday mornings, via an App.

8.4 SUNDAY PARKING

In the Napier inner city there is now an increasing popularity for Sunday shopping. This is resulting in pressure on the retail-shopping parking resource. That is in part because, as a legacy of the days when there was little or no Sunday shopping, the parking on Sundays remains free. The absence of a charge also means that retail workers are tempted to park their own cars on the shopping streets while they go to work.

The level of parking now observed on Sundays indicates that this policy needs to be re-visited. It also suggests that there may now be value in extending the annual parking surveys into Sunday so that data can be gathered and trends followed over time.

If paid parking is introduced on Sundays this may only need to be applied to certain key shopping streets where the main pressure exists.

8.5 PARKING FOR INNER CITY APARTMENT LIVING

It is possible that inner-city apartment living will become more of a feature in the Napier CBD in the future. If so, and if apartments are located in the CBD parking exemption area, then they will be exempt from the need to supply on-site car parks. The issue is whether such activities and concentrations of people living full time in the city could cause an overload of parking resources in the vicinity of such apartments.

For people choosing this style of living, in apartments where car parks are not provided, the choices are to either:

1. Live without a car;
2. Have a car but store it out of the city;
3. Have a car and park it on the street wherever a space can be found; or
4. Lease a carpark

Of these options, the first two would have no material impact. The third option – parking cars on the street – will be subject to normal parking controls in the central CBD but could result in people making long-term use of ‘free’ all-day parking areas around the edges of the CBD, which are currently used by commuters, if apartments are located on the CBD periphery.

A current example is the use of the free all-day parking at bottom of Shakespeare Road by some residents of the McLean Towers apartments. Ownership of an apartment in this complex does not bring with it an automatic right to use the on-site parking. It is understood that some of the residents of the building therefore park on the street. In so doing, these

cars are effectively using space that would otherwise be available for suburban commuters and other visitors to town.

If these same cars are used by their owners through the day then the carparks will be freed up for use by others. But if it is just a convenient place for an apartment resident to park a car, for example only for occasional weekend use, then that becomes a less efficient use of sought-after commuter parking space.

A similar outcome could occur, for example, if an apartment without on-site parking was constructed in the vicinity of the Edwardes Street carpark or Munroe Street.

These potential impacts are acknowledged but, on balance, we suggest that there is not sufficient reason to change the existing parking exemption rules for the CBD or restrict the development of inner city apartment living as a response to this issue. The Council will always have the ability to change parking controls in areas where problems might start to occur. To some extent the risks or fear of break-in attached to leaving cars parked out overnight in the CBD will be a self-limiting factor.

Of greater concern will be if inner-city apartment residents were to take up large numbers of NCC leased carparks around the inner city as a way to conveniently 'store' their cars. This would mean giving up space otherwise available for inner city workers to residents who may only intend to use their car on weekends. In effect the Council would be providing a residential-style parking opportunity in the inner city commercial area. This would be an inefficient and low priority use of limited NCC parking space.

At the present time this is not a significant issue because of the relatively small number of permanent inner city residents. There is also currently no 'secure' over-night NCC leased parking available in the city which means that cars on leased sites must be left outside. However, in the event that secure over-night parking is provided by NCC in the inner city in the future there is the potential for these carparks to become an easy solution for inner city residents to simply store their cars. This would defeat the idea of car-less inner city living and exclude the use of the same carparks by CBD commuters.

This issue requires further consideration in respect of the development of policies for the allocation of secure inner city carparks, should such carparks come available through NCC in the future.

8.6 REAL-TIME PARKING INFORMATION

Future improvements in the efficiency of use of carparking space, including reductions in the amount of time, fuel and congestion expended by drivers in searching for carparks, will be possible through advances in information technology.

The ideal future scenario will be that drivers know, before they even arrive in the city, where the nearest vacant carpark to their destination is at that moment so that they can drive straight to it, and possibly even 'book' and pay for it in advance.

It will be some time before both cars and carparks are likely to have this level of in-built technology but it is a direction that NCC should anticipate, plan for, and incrementally move toward as opportunity and funding allows.

In the interim there is opportunity to at least improve information on parking space availability in the Tiffin carparking building. With these types of facilities it is hard for passing drivers to know if there are vacant spaces and inconvenient to drive inside and check. Parking sensors and electronic on-street sign-boards showing the number of available carparks can improve on this.

It is recommended that this technology be further investigated for use on the Tiffin carparking building.