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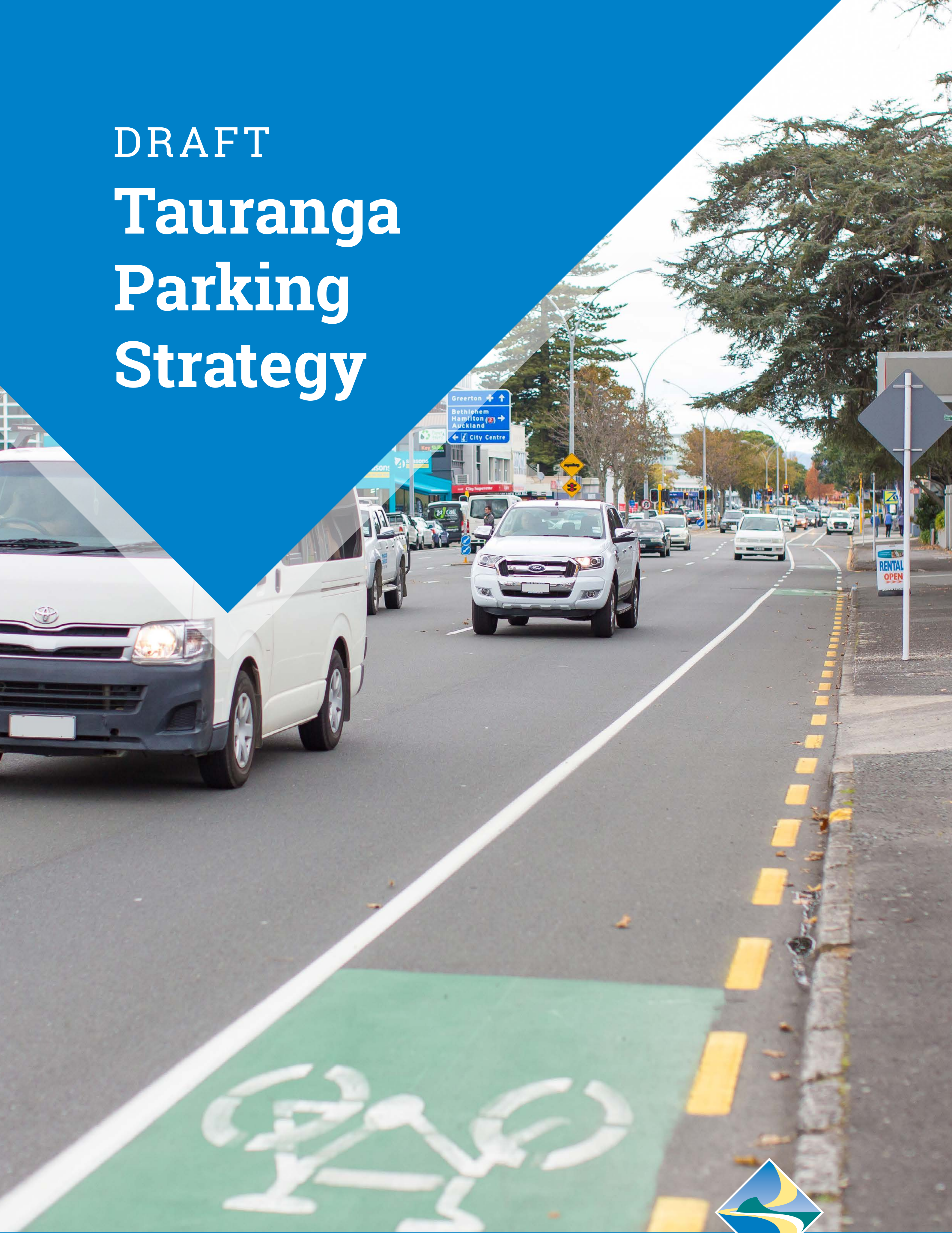
Tauranga Parking Strategy



Tauranga City

Contents

1. Purpose of this document

The purpose of this document is to guide Tauranga City Council's approach to the management of Council-owned and controlled parking spaces. It does this by identifying:

- the role of parking in the wider transport network
- current issues
- outcomes that successful parking management can help to achieve
- the approaches to be applied to managing parking and the circumstances under which parking management will be required
- guidance on how, when and where changes to parking management would be considered.

As the issues and opportunities that parking presents are many and vary across different parts of the city, a variety of tailored parking management approaches are likely to be required. The principles and implementation guidance provided in this document support the delivery of that approach, including the development of place/area-based management (e.g. Parking Management Plans - PMP - or Bylaw changes), while also ensuring consistency in terms of the outcomes sought.

Therefore, this document provides direction on:

- parking in centres[1]
- parking on residential streets
- kerbside space allocation, cycle parking and berm parking
- the prioritisation of parking space by vehicle type/reason for parking
- park and ride facilities
- parking enforcement and monitoring.

This draft strategy does not provide specific direction on the management and supply of privately owned parking. However, it does provide direction to guide parking management in the City Plan.

As Tauranga grows and intensifies, it becomes more important to move higher numbers of people around using transport options that have less demand on space. This means we need to manage parking supply in ways that allow as many people as possible to access the areas and activities they need to, whether they are in a car or not.

[1] *A centre not only refers to commercial centres, but can also be an activity centre such as a sports or events area, a beach, a Marae or a reserve: basically a place many people want to visit, generally at the same time and thereby creating parking challenges.*

2. The development of the Draft Parking Strategy

A staged approach has been used to develop this draft strategy, which is described in Table 1 (below). In summary, the staged approach included a process of scoping, followed by investigation and information gathering (including local surveys and consideration of best practice approaches) and option development.

Table 1: Development of the Parking Strategy

Stage	What this involved	Output
Project initiation	This stage involved scoping the project to identify key issues and opportunities associated with parking and how it's management can contribute to broader outcomes desired for the city. Issues and topics were suggested by key stakeholders, councillors and staff. The initial preliminary findings were tested and developed further through a workshop with councillors; key stakeholders were invited to these workshops.	Initial development of the key issues and opportunities to be investigated and considered by the project.
Information gathering	This stage focussed on undertaking investigations and gathering information to better understand the parking issues and opportunities and potential options to manage these. This work included an investigation of best practice approaches and a review of academic research of parking management approaches elsewhere. Importantly, this stage also included gathering information on local parking habits (e.g. through local parking surveys) and user values and perspectives (e.g. through resident and user perception surveys for the city centre and Mount Maunganui).	• Ten technical notes on parking management, financial viability, supporting mode shift, residential streets, kerbside space, types of parking, park and rides, monitoring and enforcement and electric vehicles. • Parking counts and survey report (WSP) for the city centre and Mount Maunganui. • Community Insight Report (PlaceScore) which provides visitors' views on what they value in the city centre and Mount Maunganui based on surveys. • Parking User Report (KeyResearch) which measured perceptions, attitudes and behaviours towards parking facilities in the city centre and Mount Maunganui.
Option development	This stage focussed on identifying the options that could be applied to manage parking. The options were tested and informed further through engagement with councillors in a workshop. Key stakeholders were invited to attend this workshop.	Discussion document that tested different approaches for Parking Management in Tauranga's centres.
Development of the draft strategy	This stage focussed on drafting the parking strategy, taking into account all of the information gathered and feedback received through the earlier stages of the project. Consultation has been undertaken in September and October 2021, submissions were reviewed and amendments were made to the draft strategy.	Draft Parking Strategy.

3. National Policy Direction

There is considerable existing national level policy direction and guidance relevant to parking management. The following provides an overview of relevant policy direction and guidance.

- Zero Carbon Act
- Land Transport Act
- Resource Management Act
- Government Policy Statement on Land Transport (GPS)
- Keeping Cities Moving
- National Policy Statement on Urban Development (NPS-UD)
- National Parking Management Guidance
- Vision Zero.

The list above provides a snapshot of the travel and transport system related documents that guide council decision-making. There are other documents on different issues and topics of equal importance.

4. The role of parking in Tauranga

Economically and socially vibrant centres rely on people living in them at reasonable densities, or are able to access these centres easily to work, for business, to shop, to learn, or for leisure activities. Parking is one means to enable this, particularly if it is convenient, affordable and allows turnover of spaces and thus availability of spaces for visitors. However, it should not take up excessive space that limits the uses, lowers the amenity and/or environmental value of the centre, or prohibits access and enjoyment by other ways of moving around; otherwise it will reduce the number of people in that centre and the activities available.

There is considerable policy direction and guidance for parking management at a sub-regional and Tauranga city level. At a sub-regional level, the Urban Form and Transport Initiative (UFTI) and the Western Bay of Plenty Transport System Plan (TSP) are relevant. At the city level, key relevant direction and guidance is provided in the following documents:

- Tauranga City Plan
- Tauranga's Street Design Guide and Street Design Tool
- Tauranga Walking and Cycling Economic Case (part of UFTI)
- Long-term Plan 2021-2031
- Community Outcomes 2020
- City Centre Strategy 2012
- Traffic and Parking Bylaw 2012
- Freedom Camping Bylaw 2019
- Te Papa Spatial Plan (intensification areas)
- Bay of Plenty Mode Shift Plan
- Housing Choice Plan Change 26 (intensification).

4.1 Urban Form and Transport Initiative: Connected Centres programme

The population of the Tauranga and Western Bay of Plenty sub-region has doubled in the past 30 years to approximately 208,000 residents. The population of the sub-region is projected to continue to grow to approximately 269,000 residents by 2050.

Accompanying the significant projected population growth is a significant projected increase in the demand for movement of people and goods. To support this demand, the Urban Form and Transport Initiative (UFTI) identified the Connected Centres programme. The Connected Centres programme will see more homes built at higher densities in existing and new growth areas, increased and improved bus services, a higher level of amenity and improved walking and cycling connections developed. These concepts are based on strong local centres and connected neighbourhoods and will require a significant change in the way we live, work, learn, play and move in the future.

With a growing population there is increased pressure for additional housing. We are are also faced with fewer areas considered viable for development which means we need to make efficient use of land. A growing population also places significant pressure on our road networks and increases demand for parking on residential streets as well as in our centres.

Centres are places where many people choose to be at the same time. This includes commercial business areas and public recreational facilities such as parks, reserves, swimming pools and beaches.

Both UFTI and the Western Bay of Plenty Transport System Plan (TSP) identify that parking management is key to supporting the delivery of the Connected Centres programme and realising its benefits. There is a focus on parking availability, and how pricing and time limits can be used to manage it. UFTI also identifies that a change in parking pricing over time will be essential to increase turnover and encourage the shift to active and public transport modes.

UFTI is implemented through a number of initiatives. Two key initiatives are the Te Papa Spatial Plan and City Plan Change 26 (Housing Choice) which provide a spatial and regulatory framework for the growth and development of parts of Tauranga.

The Te Papa Spatial Plan acknowledges that an efficient parking strategy is essential to the delivery of the anticipated intensification and mode shift in the Te Papa area. In addition, since the introduction of the National Policy Statement on Urban Development in 2020, on-site parking for new development has become optional rather than a requirement under the City Plan. This change, in combination with the intensification enabled by Plan Change 26, is expected to place more demands in the public realm (e.g. streets and kerbside berms) for parking. In anticipation of this, managing parking in intensification areas such as Te Papa will be more important.

4.2 Tauranga's Street Design Guide

The Street Design Guide is part of Tauranga's Infrastructure Development Code, which provides detailed guidance and direction for new or redeveloped street design to achieve the outcomes from UFTI: providing space for urban growth, more efficient use of land, higher-density housing developments and mode shift from private vehicles to public transport, walking and cycling.

In the past, streets were generally designed with a primary focus on a 'link' function, leading to streets that prioritise 'movement' and minimise opportunities for 'place'. A typical example of this is a residential street with wide carriageways to allow for vehicle movement and parking. Together with the former on-site minimum parking requirements, there has generally been sufficient capacity for vehicle parking in residential areas.

The Street Design Guide puts people at the heart of the design through 10 design principles. These are illustrated below in figure 1. These form the basis for new streets, for example in new developments, but also when existing streets are redesigned. The Street Design Toolkit does note there is a role for on-street parking, however this is generally intended for visitors, shoppers, etc., not for residents or workers. The toolkit also indicates that good street design will discourage parking on the berm. As city streets are redeveloped or new streets built this should lead to a changing use of street space in the city. There will be fewer on-street parking spaces, with a greater focus on the use of these spaces for visitors. These changes will occur over time as the city is redeveloped.

Figure 1: Design principles (Street Design Guide)

4.3 Parking and the transport network

Parking plays an important role in the success of the transport network, particularly for people who need or choose to travel by car, and will continue to do so.

However, cars put high demands on space compared to other modes of transport, both on the road and when parked. In centres, vehicle movement and, at times, congestion can be caused by drivers searching for a parking space. These matters can impact the development of vibrant centres.

As cities grow and intensify, the competing demands for the use of public space increases. Tauranga's Street Design Guide[2] and tool have been introduced to support the process to inform future changes. The options for the allocation of available public space, need to be carefully considered. Allocating or providing more road space for cars and parking can become very costly. It can also exclude alternative, potentially more productive uses of that public space. In addition, on-street parking can impact the ability for parts of the transport network to function and perform as intended (e.g. the allocation of parking on arterial routes can impact traffic flow or the allocation of that space for other modes of transport).

As Tauranga grows and intensifies, it becomes more important to move higher numbers of people

[2] *The Street Design Guide was endorsed by the City Transformation Committee in December 2018*

around using transport options that create less demand on space. This means we need to manage parking supply in ways that allow as many people as possible to access the areas and activities they need to, whether travelling by car or not.

The right balance between provision for cars and provision for other modes and other land uses will shift as the city grows. An effective parking strategy will be responsive to short-term needs and local context, whilst enabling progress towards longer-term objectives to ensure that an economically and socially vibrant city is accessible for everyone and is financially and environmentally sustainable.

4.4 Council's role in parking

The Land Transport Act 1998 gives the council power to impose parking controls as a road controlling authority. We are responsible for managing road space for various purposes, including parking. We also have an enforcement role.

As a local authority, we also take into account the current and future interests of the community when making decisions. One of our core roles is the provision of public goods.

Parking restrictions are implemented through changes to the Traffic and Parking Bylaw, which requires resolution from Council. Those parking controls set by Tauranga's Traffic and Parking Bylaw 2012 are enforced through infringement fees. The infringement fees are set through the Land Transport (Offences and Penalties) Regulations 1999 administered by the Ministry of Transport.

The Bay of Plenty Regional Council is responsible for operating bus services in the region, and Waka Kotahi NZ Transport Agency is the road controlling authority for state highways. On-site parking spaces are generally delivered and maintained by private parties.

5. Outcomes from parking management

Parking management has a key role in supporting the strategic direction for urban form and transport for Tauranga as described in the national, sub-regional and local level strategies and plans. The following outcomes identify and describe how parking management can contribute to achieving the strategic outcomes identified in those documents.

Outcome 1: Improving vibrant centres and access to centres

Parking management can enable people to visit commercial, recreational and civic centres by helping to make sure visitors can find a place to park. It can also encourage people to consider walking, cycling or the use of a bus to visit centres and, in doing so, support vibrancy and access to centres. Parking management approaches that aim for 85% occupancy of the existing spaces can generally enable sufficient availability for people to use and increases activity levels in a centre. In commercial centres increasing turnover can be an additional goal.

Outcome 2: Enable a multi-modal transport system

Parking management can incentivise the use of public transport, walking and cycling, and micro-mobility. In doing so, parking management can contribute to mode shift and the achievement of its outcomes.

Pricing parking is one management approach that can incentivise the uptake of other transport options. However, parking levers like pricing or time limits should be integrated and accompanied by other improvements to infrastructure or the frequency and convenience of a public transport service. This would ensure greater achievement of desired outcomes at a broader urban development and transport system level. As an example, pricing all-day car parking in and around centres above the cost of a return public transport journey can be an effective tool for incentivising public transport use by commuters and as such, supporting a more multi-modal transport system, and when combined with service improvements the benefits achieved can be greater.

Outcome 3: Enable a more attractive and compact urban form

The amount of space allocated to parking in new developments has a large impact on the potential housing densities, both on-street and off-street. Through the NPS on Urban Development new developments are not required to provide on-site parking. This can lead to higher densities, more houses, and a more compact urban form. However, developers may choose to continue providing on-site parking to respond to the market needs.

Freeing up street space from parking allows for higher density development and more public spaces, and supports active transport modes such as walking and cycling.

Outcome 4: Supporting access for all

A parking hierarchy helps to prioritise parking spaces to those with the greatest need. Allocating parking spaces to people with mobility impairments will be prioritised to ensure access. Parking management helps to move away from ‘ratepayer-paid’ to ‘user pays’. The operation of Tauranga’s parking management (until 2019) was typically paid for by parking fees and enforcement. The construction and maintenance of spaces outside centres are generally ratepayer-paid. Statistics tell us that people with lower disposable incomes generally drive less, or don’t drive at all, yet pay for city-wide parking spaces through their rates. A ‘user pays’ system will also help to support more affordable multi-modal transport options, for which the quality can be improved the more users there are. As such, a parking hierarchy and a ‘user pays’ approach helps to support access for different groups.

Outcome 5: Ensuring value for money and best use of resources

We want to make sure that council parking revenue covers the cost of providing parking, as well as encouraging private providers to operate in areas with a lack of supply. The UFTI Final Report also aims to 'ensure value for money from the agreed strategic plan'. Value for money is a key objective in all business cases undertaken by council, and any future council investments in parking assets would need to provide value for money and efficient use of land.

6. Parking: Key Challenges

There are a number of key parking challenges facing Tauranga. These are discussed below.

6.1 Integration and alignment

The parking strategy will be implemented in the context of a changing and, in part, still developing wider policy context. This includes, for example:

- the Urban Form and Transport Initiative
- the National Policy Statement on Urban Development including the focus on more urban intensification
- the Government Policy Statement on Transport and particularly the focus on mode shift
- the Climate Change Response (Zero Carbon) Amendment Act and the focus on needing to reduce emissions particularly through mode-shift.

The integration and alignment of the relevant policy direction and implementation tools, alongside the community's acceptance of the need and benefits for change, is a key challenge in the delivery of the parking strategy.

6.2 Tauranga is growing, and demand for parking is increasing

The population of Tauranga (and the Western Bay of Plenty sub-region) has doubled in the past 30 years to approximately 208,000 residents. The population of the sub-region is projected to continue to grow to approximately 269,000 residents by 2050. Tauranga's housing supply is already stretching, and more homes are required, whilst there is limited suitable land available for growth.

If high car ownership rates continue with an increasing population, this will place significant pressure on our road network and increase demand for parking both on residential streets as well as in centres. To accommodate this population growth, UFTI recommends we need a more efficient transport system that makes better use of the limited space. Space-efficient forms of transport include public transport, walking and cycling.

Evidence tells us that parking spaces, similar to road space, fill up if we provide more of them. This is called 'induced demand'. If new parking spaces are being developed, drivers that currently park on-site may choose to park in those new spaces, and use their space for other purposes. Others who currently park a bit further away may choose to park closer by, and as such the parking spaces are quickly filled up. Continuing to provide more parking spaces tends to lead to more demand for parking, more people driving, and more pressure on our roads. This is particularly the case for parking spaces that are free to use.

6.3 Availability of parking spaces

Local and international evidence tells us that the main reasons to visit a place are the attractiveness, the convenience to get there, and for centres, the shops that people want to visit. In a vibrant centre it is essential that people can access the space. A full car park and driving around several blocks to find a parking space can be frustrating, and influences the convenience of getting there. An inability to park is often wrongly perceived as 'not enough parking', but it means that the balance between parking supply and demand isn't managed well (pricing, time limits). Studies from here in Tauranga, nationally and internationally confirm that the destination is more important to people than the price of parking. This aligns with UFTI's recommendations: 'While we pay more for parking than we used to, it is there when we need it'. Parking management approaches, i.e. pricing and time limits, that aim for 85% occupancy of the existing spaces can generally enable sufficient availability for people to use and increase activity levels in a centre. Chapter 7.1 describes this approach in more detail.

6.4 Encouraging mode shift

Convenience and speed are key drivers for people to choose a mode of transport, but price often follows close behind. When parking is provided to users free of charge, but there is a cost for users to ride the bus, for example, this provides a financial nudge for people to continue using their vehicles. This is particularly the case in centres where parking demand is typically higher but also where the number of bus services are higher too. Together with managing supply and demand better, and therefore improving the availability of parking, parking management measures such as pricing will also help to encourage mode shift. Therefore, pricing parking can raise awareness and improve people's perceptions of the costs of driving relative to taking other modes of transport.

6.5 The costs of a parking space for ratepayers

Land values have increased significantly over the past few decades, and with the continuing growth of the City, pressure on land will get higher. Each parking space takes up land and, except for the city centre, these can currently be used by drivers free of charge. The construction cost of providing one parking space, including land costs, is estimated to be between $14,000 and $75,000, depending on the location. These costs are paid for by ratepayers, and although there are some parking revenues through fees and parking enforcement, most parking spaces in Tauranga are subsided by ratepayers. This includes a subsidy from those who cannot or do not drive a car and including those who are paying for a bus service, for example.

7. Parking management approaches

When looking at parking management it is important to recognise that parking is required for a number of purposes, and each of these may need a different approach to management. Therefore, each local management approach needs to consider the context and circumstances for which parking is required, for example, a need for short-stay parking vs. a need for long-stay parking. It is also important to recognise that considerable public and private parking already exists which influences travel decisions, the form and performance of the transport network, and the form and vibrancy of places.

Given this, an approach which is broadly described as **integrated**, **incremental** and **responsive** is intended.

- In terms of **integrated** and **incremental**, this means that changes to parking management should be linked to desired changes to the general transport system (such as improvements to public transport services or to vehicle priorities on key arterial roads or streets), or to the appeal of key centres as locations for higher density development or increased activity and vibrancy.
- In terms of responsive, this means that management approaches will be considered where parking issues are more pressing (e.g. within centres) or where opportunities are presented (e.g. due to development or network improvement opportunities). A **responsive** approach to parking management also involves ongoing monitoring and review of the parking management approaches that are in place. This is to ensure they are achieving the outcomes intended, and if not can be reviewed to ensure their effectiveness.

7.1 Parking occupancy in (and around) Tauranga's centres

We expect that, over time, all of Tauranga's key centres will require parking management that is developed incrementally and is responsive to change. A centre not only refers to commercial centres but can also be an activity centre (such as a sports or events area), a beach or a reserve, meaning a place many people want to visit, generally at the same time and thereby creating parking challenges.

In predominantly commercial areas some businesses will prefer a high turnover of spaces if they have multiple customers that only frequent their premises for a short time, such as a post office or coffee takeaway. Other businesses may prefer their visitors to stay longer, such as a cinema or a restaurant. However, other types of activity 'centres' such as reserves, beaches and recreational areas may need to focus on allowing for longer parking times.

Parking demand in centres can also vary at different times of the day, different days of the week, or in different seasons, and with some areas catering for different activities.

Typical measures to balance interests in high parking demand areas will include the introduction of a time limit or a form of paid parking. These can vary by street, block or off-street parking area. For example, the heart of a predominantly commercial centre could be more popular than surrounding streets or nearby reserves, and therefore these prime spaces may require higher prices or shorter time limits to achieve optimal occupancy.

Usually, where parking management is aiming for a high turnover (such as commercial centres) and where pricing is also justified, mixing of time limits and pricing on the same parking bay should be avoided. Incremental pricing (also referred to as 'exponential pricing'), where the first hour(s) have a low price, but visitors pay incrementally more for additional hours, should encourage turnover of spaces and allows people to have flexibility over how long they stay. This approach has also been shown in other cities to dramatically reduce the number of infringement tickets for overstaying and avoids visitors having to move their cars to a new spot or leave the centre altogether.

Our focus in centres is to provide flexibility and optimise the use of parking spaces. Long-stay parking and reserved (leased) spaces are likely to have a place in Tauranga's centres for the foreseeable future, but management approaches such as pricing and time controls are likely required at levels that promote optimal use and high turnover in order to achieve the objectives of the parking strategy. Generally, commuters who need to travel by car would likely pay per hour at incrementally higher rates, and there would be exceptions for mobility parking users. Please see the approach to mobility parking below for more information.

In centres with pricing or time limits, there is a risk that users may try to avoid paying for parking or overstaying a time limit by parking behind the kerb, on the grass, or in a public reserve. This reduces the effectiveness of parking management, and as such should be prevented, in particular, near centres. The approach to berm parking is further discussed in the section below.

An 85% parking occupancy level of the existing spaces for centres is intended. This is a 'graduated' parking management approach, and is explained in Table 2 on the following page. The term 'graduated' approach is also used to acknowledge that, where possible, changes to parking management will tend to be implemented incrementally. This could mean that over time ongoing changes in the parking management approach to an area will be required to achieve an 85% occupancy of the existing spaces.

Table 2: Why 85% occupancy is important

Parking is well utilised	Easy to find a park	Implementation can be closely monitored	Delays increases in parking supply	Parking eventually pays for itself
85% occupancy ensures the existing parking resource is well utilised. Using 85% occupancy as a benchmark for optimal utilisation, prices should increase when occupancy is above this level, or be lowered if parking spaces are under-occupied.	85% occupancy means than along any street or in any parking area around one park will be available for every six - seven spaces provided. This gives visitors assurance that they can find a car park quickly and avoid delays to other traffic.	If restrictions are implemented gradually and 85% is the target occupancy rate, this significantly reduces the chance of people and businesses avoiding the centre due to the increased parking restrictions.	Increasing off-street parking supply is expensive; for example, a new parking building would take over 50 years to pay off using current pricing. Parking spaces that are free to use, typically outside centres, are paid for by all ratepayers rather than the users.	Over time the costs of parking will increase and reach a rate whereby the predicted revenue from the provision of new off-street parking exceeds the land, capital and operational costs of providing parking.

A parking management plan is intended to be the key tool to deliver the 85% graduated approach to parking occupancy in centres. This is discussed in section 8.

7.2 Parking on local streets

Generally, all members of the public will have equal opportunity to utilise public on-street parking in residential areas, including contractors, visitors of residents and visitors to nearby amenities (e.g. a centre or a reserve).

As Tauranga continues to grow, and more homes are built, typically at higher densities and with more road space allocated to public or active transport, it is likely there will also be more pressure for on-street car parking. Until 2020, all new developments in Tauranga had to provide a minimum number of on-site parking spaces, either in the form of a garage or a paved area. Residents who preferred to use their garage for other uses, or those with more vehicles than the number of on-site spaces, can currently park their vehicles on the street if space and parking restrictions allow, or informally on berms (also see 6.5). Residents near centres, along arterial roads without on-street parking, or those who live in narrower streets do not always have this option. As housing density increases and streets are redesigned, this will also increase pressure for on-street parking.

The need for more homes continues to grow whilst there is less suitable land available. The UFTI recommended programme notes that higher housing densities are required, combined with a shift towards more sustainable modes of transport for which road space is also required, which may also lead to less space for on-street parking.

As a result of the National Policy Statement on Urban Development, new developments also within existing urban areas are no longer required to provide on-site car parking spaces. This has the potential to increase the demand for parking on the streets in residential areas and will need to be managed carefully. The national policy statement also strongly encourages councils to 'manage effects associated with the supply and demand of car parking through comprehensive parking management plans'.

The recently finalised Street Design Guide and the Street Design Tool also note that on-street parking is generally intended for visitors, shoppers, etc. rather than residents or long-stay parking. This is also reflected in the hierarchies in paragraphs 7.5 and 7.6.

Developers and future residents should consider any need for on-site parking carefully, noting that unrestricted on-street parking, as publicly owned land, may not be as plentiful in the future.

In existing local streets, where the road layout needs to be changed, or where residential areas are in the vicinity of commercial centres or other large employment areas, higher parking occupancy levels are likely to occur during working days due to commuter demand, whereas sport centres, event centres, reserves or beaches generally see higher use during the evenings or weekends.

When parking occupancy becomes, or is expected to become an issue in the near future, council will consider making changes to parking management on streets in residential areas. An 85% occupancy rate will be used as a guide to investigate changes to parking management in residential areas. In line with the introduction in chapter 6, any change would be incremental and managed carefully. In both future growth areas and streets that are designed, the hierarchies in paragraph 7.5 and 7.6 as well as the Street Design Guide will guide the use of road space.

A parking management plan is intended to be the key tool to deliver the 85% graduated approach to parking occupancy in residential areas. This is discussed in section 8.

7.3 Parking near schools

Similar to malls and private businesses, council has limited control over how schools manage their on-site parking supply, such as through City Plan or Notice of Requirement processes. However, council can influence how the road space, including on-street parking nearby schools, is managed. As with any 'centre' where many people visit at the same time, parking management will aim towards the optimal 85% occupancy.

Safe drop-off and pick-up locations are relevant, and fully align with the 'approach to prioritising different types of parking' in chapter 7.7. A school represents a 'centre' and thus prioritises safety with space for walking and cycling. Drop-off zones and bus stops would be prioritised over long-stay parking, however pick-up zones are hard to manage and enforce which can create safety issues. These are therefore not recommended near schools. Instead, short-term parking spaces in the vicinity, but away from the school gate can be used. Berm parking should not be permitted directly near schools.

When parking surveys indicate the need for a parking management plan near a school, we work together with the Travel Safe team and schools.

7.4 Cycle parking[3]

Cycle parking, together with safe and attractive cycle infrastructure, is an essential element to enable trips by bike, e-bike, scooter or other mobility devices. Cycle parking is much more space-efficient and affordable than car parking and should be considered as essential as car parking. Ten or more cycles can fit in the same space as one car. Future revisions of the City Plan will provide further details for private property on-site cycle parking requirements. Tauranga's Street Design Guide and Waka Kotahi NZ Transport Agency's Cycle Parking Guidance[4] provides design considerations for cycle parking in public areas. The Kerbside Space Allocation Hierarchy (below) highlights the need for cycle parking primarily in centres and should be considered before allocating space to vehicle parking.

7.5 Motorcycle parking

Motorcycle parking is more space-efficient and affordable than car parking (i.e. more motorcycles can fit in the same space as a single car). There is limited national direction on how to prioritise motorcycle parking. However, due to its space-efficiency there is justification to provide it with a level of priority. Tauranga's Parking Bylaws allow for road space to be allocated for motorcycle parking. Where there is an increased demand shown through surveys, the introduction or extension of motorcycle parking can be considered through a PMP.

It is recognised that motorcycle parking is currently provided in Tauranga free of charge, but that time-limited or priced motorcycle parking can be considered if demand increases to the point that further parking spaces need to be converted into motorcycle parking.

The Parking Hierarchy (Table 4 below) highlights that motorcycle parking is considered a lower priority than car-share vehicle parking and drop-off, but a higher priority than general car parking, and should be considered before allocating space to vehicle parking.

7.6 Parking on kerbsides and berms

The road or street is a public space and has different functions throughout the city depending on the priorities for that space. Tauranga's Street Design Guide provides classifications around street functionality and the relevance of both link (movement) and place.

The edge of road is also known as the 'kerbside' or the 'road margin'. Currently, most streets have a berm that can (informally) be used for vehicle parking, as also outlined in the Land Transport (Road User) Rule 2004[5]. These rules also set out that councils have the ability to introduce bylaws, signs or markings to make exceptions to this rule.

Movement of people is the main objective for streets categorised as 'links' (this includes arterial roads), and therefore kerbside for moving people generally has a higher priority than parking or outcomes for public areas. On streets primarily categorised as a 'place', there can be multiple functions; for example, if a commercial centre sits on that road, the primary objective may be for businesses to operate and for people to shop, work or play, and the development of an attractive, accessible centre may be the highest priority.

In line with the Street Design Guide, table 3 below (Kerbside Space Allocation Hierarchy) provides an overview of typical priorities for different types of streets in different types of areas in relation to parking. As shown in Table 3, safety, property access and moving people is typically a higher priority than vehicle parking. This does not mean that no parking would be available, but the hierarchy will be used as a guide to identify priorities where a street is planned to be upgraded or redesigned (using the Street Design Tool), or when a parking management plan is undertaken for a particular area.

Parking behind the kerb, also known as berm parking, can currently be restricted through a change of the Traffic and Parking Bylaw 2012[6] in tandem with erecting a sign. Berm space is typically used for utilities, such as power cables, gas pipes, fibre networks and water pipes. In case of emergencies, utility providers will need to access utility cables at all times. Berm space, either planted or grassed, also adds to the amenity of a street which is an important aspect of Tauranga's adopted Street Design Guide. Especially in and around centres and schools, berm parking can reduce the effectiveness of parking management and is already subject to controls. A review of the approach to berm parking under the Traffic and Parking Bylaw could consider whether the current approach is still the most effective or whether it is appropriate to be updated.

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[3] *This includes parking for all existing and future Personal Mobility Devices, but referred to as cycle parking for simplicity.*

[4] *Waka Kotahi NZ Transport Agency provides further planning and design guidance: https://www.nzta.govt.nz/assets/resources/cycle-parking-planning-and-design/cycle-parking-planning-and-design.pdf*

[5] *https://www.legislation.govt.nz/regulation/public/2004/0427/latest/DLM303098.html*

[6] *Referred to in section 12.1 and 123, as well as the Traffic and Parking Bylaw attachments.*

Table 3: Kerbside Space Allocation Hierarchy

<table>
<tr><th></th><th colspan="5">Main Street Typology[7]</th></tr>
<tr><th></th><th colspan="2">Residential</th><th colspan="2">Commercial / Activity Centre</th><th>Industrial</th></tr>
<tr><th>Priority</th><th>Link</th><th>Place</th><th>Link</th><th>Place</th><th>Both Link and Place</th></tr>
<tr><td>Higher priority</td><td colspan="5">Safety: reduced crash risk</td></tr>
<tr><td></td><td colspan="5">Existing property access, space for utilities, and emergency vehicle access (e.g. ensure existing property access is retained and also accommodates vehicle movements along the street to access properties)</td></tr>
<tr><td></td><td colspan="5">Footpath (e.g. new footpaths or widening to accommodate high demand from pedestrians)</td></tr>
<tr><td></td><td colspan="3">Public transport and biking (e.g. public transport stops, bus lane, cycleway)</td><td>Public realm improvements (e.g. trees, landscaping, dining areas)</td><td>Public transport and biking (e.g. public transport stops, bus lane, cycleway)</td></tr>
<tr><td></td><td>Other vehicle movements (e.g. cars, vans, trucks, motorcycles)</td><td>Public realm improvements (e.g. trees, landscaping, playgrounds)</td><td>Other vehicle movements (e.g. cars, vans, trucks, motorcycles)</td><td>Public transport and biking (e.g. public transport stops, bus lane, cycleway)</td><td>Other vehicle movements (e.g. cars, vans, trucks, motorcycles)</td></tr>
<tr><td></td><td>Public realm improvements (e.g. trees, landscaping)</td><td>Mobility parking and other vehicle parking (see Parking Hierarchy for prioritisation of different parking types)</td><td>Mobility parking</td><td>Mobility parking</td><td>Cycle parking</td></tr>
<tr><td></td><td>Mobility parking and other vehicle parking (see Parking Hierarchy for prioritisation of different parking types)</td><td>Other vehicle movements for other than residents and visitors (e.g. cars, vans, trucks, motorcycles)</td><td>Cycle parking</td><td>Cycle parking</td><td>Vehicle parking (see Parking Hierarchy for prioritisation of different parking types)</td></tr>
<tr><td></td><td></td><td></td><td>Public realm improvements (e.g. trees, landscaping, dining areas)</td><td>Vehicle parking (see Parking Hierarchy for prioritisation of different parking types)</td><td>Public realm improvements (e.g. trees, landscaping, dining areas)</td></tr>
<tr><td>Lower priority</td><td></td><td></td><td>Vehicle parking (see Parking Hierarchy for prioritisation of different parking types)</td><td>Other vehicle movements (e.g. cars, vans, trucks, motorcycles)</td><td></td></tr>
</table>

[7] *Source: Tauranga Street Design Guide matrix*

7.7 Prioritising different types of parking in different areas (i.e. Parking Space Hierarchy)

This section outlines the priority level for a type of parking space, not the number of spaces. The parking hierarchies below only apply when a decision to allocate kerbside space for vehicle parking related activities has already been made.

Parking type is listed in table 4 from higher priority (top) to lower priority (bottom). For example, short-stay parking is considered a higher priority in commercial centres to enable more visitors that can use a space increasing parking turnover and footfall, whereas enabling longer stays can be a goal for civic or recreational centres, and as such will help achieve the strategic outcomes.

This hierarchy does not necessarily mean that the most parking spaces will be provided to users at the top of the hierarchy, but rather that consideration to accommodating those users needs should be given priority before considering how to accommodate the next group of users in the hierarchy. For example, if, in a particular context, the demand for car share parking is accommodated, there would be no need to reserve further parking for car share schemes and decision-makers could then move through the hierarchy to consider parking provision for other users. The same would apply to loading zones, particularly in centres and industrial areas. These are essential for the operation of centres and are often required at a specific location, such as near loading entrances.

Car share parking is considered to have a higher priority in the proposed hierarchy below. Car share can allow commuters to travel by alternative modes of transport, but still have access to a car for business meetings if required. This can free up other parking spaces for other users and is therefore considered to have a higher priority.

Initiatives to encourage the uptake of more sustainable vehicles, aligned to carbon emission reduction may be considered in a parking management plan. This is aligned to the Transport System Plan, which identifies a further action to develop an electric and hydrogen vehicle uptake strategy. The Transport System Plan (TSP) notes this could include parking incentives, charging infrastructure and fleet vehicle policies. Where third parties wish to introduce electric vehicle charging facilities, this will be expected to be on private land and/or off-street. It should also be noted that electricity cords to charge a vehicle should not cross pathways from, for example, a house to an electric vehicle: pathways always need to be clear of any obstructions as electricity cords can cause a hazard to pedestrians.

The parking hierarchy (Table 4) below applies to all types of vehicles; for example, boat-trailers that are parked for a full day are considered as long-stay parking.

Table 4: Parking Hierarchy

	Residential	Commercial / Activity Centre	Industrial
Higher priority	Car share parking	Car share parking	Car share parking
	Small PSV pickup/drop of spaces (inc taxi stands and loading spaces)	Small PSV pickup/drop of spaces (inc loading spaces)	Short-stay motorcycle parking
	Short-stay motorcycle parking	Short-stay motorcycle parking	Short-stay general parking
	Short-stay general parking	Short-stay general parking	Long-stay motorcycle parking
	Long-stay motorcycle parking	Long-stay motorcycle parking	Long-stay general parking
Lower priority	Long-stay general parking	Long-stay general parking	

7.8 Mobility parking

Mobility parking spaces (also known as 'accessible carparks', or disability parking) must be prioritised.

Where mobility parking spaces are often full during the busiest times of the day, this highlights a need that one or more regular parking spaces may need to be retrofitted into mobility car parking spaces. It is for this reason that mobility parking is considered part of the Kerbside Space Allocation before designating how the remainder of parking spaces can be best utilised.

Parking management rules will still apply to mobility parking spaces but will acknowledge that users of these spaces may require more time.

Mobility parking spaces can sometimes need more space than other parking spaces to support accessibility requirements of the user. Design guidance for mobility parking spaces is currently not consistent. To ensure that mobility parking spaces are fit for purpose, at a suitable location, consistent and recognisable, council will work together with partners in promoting and/or developing a standardised design guidance.

7.9 Park and ride

Provision of park and ride parking is an option at the periphery of cities, where dispersed communities need to access the city without incurring excessive fuel and parking costs and without adding to congestion on the city's arterial roads. Located in the right places, park and ride facilities can expand the coverage of the public transport network. Suitable locations intercept car commuters in their journeys and can be located ahead of congested bottlenecks on the road network.

Park and ride facilities closer to urban centres are generally not considered a viable option to support agreed transport and urban development outcomes as they encourage people to drive into the city, leading to higher levels of congestion, and because they require more high value inner-city land to be used for parking. It is for this reason that park and ride facilities are often developed at the city fringes, or even outside the urban boundaries.

Investments in park and ride and investments in additional car parking and should only be considered when other parking management strategies in centres have been exhausted and where the investment is financially viable. Land at the periphery of Tauranga is expensive and parking provision would be competing with demand for housing, industrial and commercial developments, open space and other infrastructure. Park and ride also relies on frequent bus services from that location and the availability of those services, making the area more appealing for housing and commercial development.

The viability will rely on the relative costs and convenience of the park and ride as compared to driving into the city and parking. Typical criteria for a park and ride facility to be successful are the following:

- a cost and convenience advantage for users where the cost of a two-way bus ticket is lower than the cost of driving and parking in the centre
- traffic congestion on key routes to the centre, and bus priority that provides bus users a travel time advantage
- frequent public transport services that provide a reliable, regular and fast routes to a centre
- close proximity to main roads so the site is convenient to access for car drivers and bus users
- an attractive, convenient and safe environment.

UFTI and the TSP identify the need to explore the use and viability of park and ride. Investigations are included in these programmes to determine how, when and where park and ride facilities can contribute to the realisation of the benefits identified by UFTI and the TSP.

7.10 Assessing the cost of parking

The resource cost (or 'opportunity cost') is the value of an asset if this were used for another use. For a parking space, this would include the capital value of the land, the construction costs of the car parking and the operation and maintenance costs, and an estimate of the value of alternative uses. This information provides insights as to whether the current price of parking is covering the costs of supplying the space and whether parking is the best of use the space.

7.11 Increasing public parking supply in centres

Increasing the number of public parking spaces in a centre (e.g. city centre, reserve, nearby to school) will be assessed against local place-based objectives, the impact of parking management measures (e.g. time restrictions or pricing), the capacity of the local road network to cater for additional traffic, and financial viability (including costs and benefits). Evidence of the need for additional parking spaces is typically indicated by high parking prices (compared with similar centres and cities) along with consistently high occupancy levels.

Providing additional car parking spaces can also be undertaken by the private sector. They can continue to do so, however may only continue if it makes sense commercially. Where appropriate, pricing public parking space in line with the 85% occupancy benchmark will provide a signal to the market on the viability of investment in parking. This may include future considerations of potential divestment of council parking assets to the private sector.

7.12 Events

Tauranga hosts several large events each year. Many of these events occur on our public roads or on reserves and require a Traffic Management Plan (TMP). TMPs need to be approved by Tauranga City Council before the event takes place. Larger events may even require a road to be closed temporarily. Road closures must be advertised to the public in order to meet legal requirements.

Walking, cycling and public transport options are priorities for Tauranga City Council for moving people to and from events. Tauranga City Council will investigate possibilities to encourage the use of public transport, walking and cycling for events in the first instance.

For events, council's Events team will work with the event organiser, the Temporary Traffic Management team, Bay of Plenty Regional Council, and other key stakeholders to develop the TMP for the event. Through this process council looks to:

- ensure that mobility parking is being provided as close as possible to the event
- keep the loss of parking to the essential areas
- provide a safe pedestrian environment where possible
- provide sufficient public transport facilities whenever possible
- communicate any loss of parking to local stakeholders prior to the event
- retain, where possible, existing parking fees or time limits during events
- prioritise safety for those enjoying an event and minimise disruption to the rest of the network.

8. Implementation

The following gives an overview of the council's approaches to parking.

8.1 Parking Management Plan (PMP)

A PMP is a location-specific plan that recommends changes to how parking management is undertaken, for example, in a centre, a neighbourhood, a reserve, or near a large employment site.

The needs of all users can be assessed in a PMP, from deliveries and short-stay parking to taxi spaces, mobility parking spaces and residents. Engagement with local businesses, residents and/or visitors will be undertaken. Clear communication is key to the engagement and consultation that supports the development of a PMP. This can be in the form of local surveys or drop-in sessions to understand the local parking needs and will be informed by the Engagement & Consultation Plan for the PMP.

A PMP may be used to respond to known problems, or to proactively contribute to wider transport and urban outcomes, and can include both short term and long term measures. A PMP can be informed by reliable survey data, the current parking management, and by an understanding of the resource cost of parking. Based on ongoing survey data and monitoring a PMP may need to be revised or updated.

Before it is decided whether a PMP is needed or needs updating, council will undertake parking surveys in a particular area to provide detailed information about the number of parking spaces and occupancy levels. A PMP will be developed based on surveys and consultation, and will provide detailed recommendations on how parking can be best managed in a specific area. Typically this means the introduction of time limits, parking fees, or improved access by alternative modes.

Implementation of any parking management measures through a PMP will often require an update to the Transport and Parking Bylaw, which needs to be adopted by Council resolution before it is a legal requirement. Clear communication of any changes will be required to support this process and any changes.

Once a PMP has been implemented, ongoing enforcement and monitoring will be undertaken. This is further discussed in section 8.4 and 8.6.

8.2 Trigger for preparing or updating a PMP

This could include the following conditions:

- where parking occupancy levels regularly exceed 85% at the busiest times of the day or where this is expected due to, for example, planned intensification with less on-site parking provision (such as around centres in the Te Papa intensification area) or
- where parking occupancy levels are significantly lower than expected or
- where there are safety and/or access issues, for example, emergency services, roading upgrades, kerbside changes, improved bus services, or road design changes that require council to make changes to parking. It is expected that over time a PMP will be developed for all key centres in Tauranga to give effect to the strategic direction in UFTI and the TSP.

In case a minor change to parking is required, such as introducing a parking restriction for access or safety reasons or where local businesses ask for the introduction of a time limit, a PMP is not required. For changes that affect only a few spaces, a full PMP is not necessary. A PMP would be developed when a large number of spaces, or more than 25% of parking spaces within a 200 metres radius are considered to be affected, or where changes may impact on existing parking management nearby. Local consultation with nearby residents and businesses will then be undertaken where required.

8.3 Parking in residential areas

The prioritisation of resident parking by way of permits or a lease is not considered to be a useful or equitable intervention because it restricts the most optimal use of the space at any given time. For example, no one else could be using the space even if someone with a permit is not using it. Other parking management measures (such as time limits or pricing), may be appropriate and would be determined through the PMP, in order to cater for all different groups.

Where restrictions are brought in, exceptions may sometimes be required. For example, if there are time restrictions in a street and a contractor needs to park on-street to undertake work on a property there may be a need to overstay time limits. A parking space permit can then be requested through the council website. Efficient parking management should aim for 85% occupancy, which would mean there should be a space available for visitors as well as contractors.

8.4 Parking enforcement and technology

Parking enforcement is an essential component of parking management. Enforcement encourages compliance with restrictions and the turnover of vehicles to allow access to parking for everyone. Parking management was introduced for a reason: to better manage demand and supply of parking. Without parking enforcement, evidence shows that some users may, over time, ignore time limits and refrain from paying for parking, undermining the parking management approach and the outcomes it aims to achieve. This leads to drivers circling around in the hope of finding a space, and thus adding to congestion and delaying public transport services. Parking enforcement helps to reduce congestion by freeing up parking spaces.

Costs of infringement tickets are set at a national level, and council has no control over these prices. Council will continue to lobby for more influence over these prices to reflect a fair balance between local parking fees and infringement prices.

Frequent monitoring and enforcement will primarily be focussed on centres[8] and areas of employment with other areas initiated based on complaints. Annual and long-term performance targets will be monitored to measure whether objectives are being met, with council being able to make any changes required should those targets not be met.

Parking surveys and parking enforcement techniques are constantly evolving. Where new innovations may improve efficiency of parking enforcement, then new techniques will be considered.

In areas where parking is priced, council will continue to assess new technologies to simplify the paying process, for example, the current smartphone app PayMyPark.

Council has also partnered with CCS Disability Action on a smartphone app called 'Access Aware', which shows the GPS location of the number of mobility parking spaces in the city. This helps drivers requiring a mobility parking space to find these spaces easily. Users can also report misuse of mobility parks which supports council enforcement activities.

New technology will also be used to provide better insight to visitors on availability. The parking buildings in the city centre provide digital information on the number of available spaces. Further signs along key arterial routes (and via online data) will be developed to better inform drivers on

[8] *It is noted that enforcement for the use of privately owned parking spaces, e.g. at malls or large shops, is not undertaken by council but up the owners of the land.*

availability of parking spaces as well as typical journey times via different routes and modes of transport to improve access to Tauranga's centres.

8.5 Revising the Tauranga City Plan

The majority of car parking spaces in Tauranga are located on private land. In the past, the City Plan had a requirement for new developments to provide a minimum number of car parking spaces. In 2020, the government introduced the National Policy Statement (NPS) on Urban Development that removed this requirement. On-site car parking can still be provided, but the decision of whether to provide parking spaces or not is up the landowner or developer. Most streets in Tauranga currently have sufficient on-street parking spaces available, but it is noted that on-street parking cannot be relied upon when demand grows and reaches 85% occupancy. A PMP may recommend making changes to managing on-street parking.

Through the City Plan review, council will investigate potential further regulation for the development and use of private car parking. The City Plan requires that large developments undertake a Transport Assessment, which addresses access safety and effects to the wider transport network. City Plan rules can, for example, influence the need for travel plans and the supply and design of parking spaces. The Building Code also requires a certain amount of parking for people with restricted mobility to be provided. The National Policy Statement on Urban Development does recommend councils consider the requirement of minimum mobility car parking spaces and minimum cycle parking spaces. For apartment blocks or visitor parking at commercial developments a minimum number or percentage for electric vehicle charging points will need to be further assessed. Changes with regard to cycle parking have already been integrated in Plan Change 26, and further details on a required minimum number of mobility parking spaces and electric vehicle charging spaces will be further refined in the next review of the Tauranga City Plan.

8.6 Undertaking frequent parking surveys across the city

Council will undertake frequent car parking surveys in and around Tauranga's centres and other areas with potential parking issues, such as reserves. These surveys will investigate the issues related to parking supply and demand across the area, and inform whether there are triggers to prepare a PMP (see section 8.2). Priority areas for surveys will be those where issues have been identified through by council staff or the public.

Parking surveys typically include re-confirming existing parking management (if in place), which type of visitors it currently favours, the parking occupancy, parking turnover, average duration, etc. Surveys focus on the busiest part of the day, but in order to understand the full picture, surveys are often undertaken at different times of the day, and on different days of the week.

Following up on implementation of a PMP, council will continue to undertake regular monitoring of the occupancy levels, any issues shown through enforcement, or complaints. The monitoring can indicate a trigger to update/revise a PMP, as described in section 8.2.

8.7 Monitoring and reviewing the Parking Strategy

Parking surveys will also be key to monitor the effectiveness of the Parking Strategy in general. Progress will be reviewed on a three-yearly basis, linking into the Long-term Plan process.

Key performance targets of the parking strategy will be the number of PMPs prepared, the occupancy levels in the areas covered by the PMP and enforcement statistics.

A full review of the Parking Strategy is intended to be undertaken every five years following adoption – or when the need arises, for example through new policies, government direction or new guidelines.

9. Background information

A. Discussion Document – Parking Management in Tauranga's Centres
B. Discussion Document – Parking on Residential Streets
C. Discussion Document – Park and Ride
D. Technical Note 1 – Parking Management in Major Centres
E. Technical Note 2 - Financial Viability of Council Supplying new public off-street parking
F. Technical Note 3 – Using parking to support public transport and active transport
G. Technical Note 4 – Parking on residential streets
H. Technical Note 5 – Kerbside Space Allocation
I. Technical Note 6 – Prioritising different types of parking
J. Technical Note 7 – Park and Ride
K. Technical Note 8 – Parking enforcement monitoring and technology
L. Technical Note 9 – Impact of autonomous vehicles on parking
M. Technical Note 10 – Electric vehicle charging infrastructure
N. Key Research Survey Report
O. PlaceScore Report – Care Factor
P. Parking Surveys in City Centre and Mount Maunganui
Q. The High Cost of Free Parking (D. Shoup)
R. National Parking Management Guidance (Waka Kotahi NZ Transport Agency)
S. Tauranga's Community Outcomes 2020
T. Te Papa Spatial Plan 2020-2050
U. Urban Form + Transport Initiative (UFTI, final report)
V. Tauranga's Street Design Guide
W. Western Bay of Plenty Mode Shift Plan
X. Western Bay of Plenty Transport System Plan (TSP)


USING THIS MACHINE
1 Enter your number plate. Press OK.
2 Start inserting coins or select the text or card option.
3 Select how much parking you want. Make sure you note your expiry time.
4 Press OK. You've paid – all done. This machine won't issue a paper ticket.
If you want a receipt emailed to you, note the 4 digit number and visit my-receipt.com
This is a pay-by-plate parking area.
You don't need to display a parking ticket on your dashboard.
You must enter your vehicle licence plate number when you pay for your parking.
This machine will not issue a ticket.
11:57
Enter your plate number
KFZ
Press OK when finished
OK
vodafone