

DRAFT CENTRAL CITY PARKING MANAGEMENT PLAN

1.0 INTRODUCTION

The Nelson Central City Parking Management Plan (PMP) aims to give effect to the objectives of the Nelson Parking Strategy, providing location-specific recommendations to improve how parking is managed in the Central City and surrounding fringe areas. The PMP considers:

- the current parking patterns including supply and demand;
- reviews the current interventions used and the effectiveness of these;
- considers future transport and land use changes; and
- seeks to address some of the key issues and concerns raised through public consultation.

The PMP provides a list of recommendations for changing parking in the Central City and fringe area over the short, medium and long term.

Key drivers for developing the Central City PMP include the need to reduce carbon emissions and support mode shift, manage parking pressure in residential fringe areas and respond to changes to parking requirements for new developments. The need for a PMP for the Central City has also been influenced by Te Ara ō Whakatū - City Centre Spatial Plan. It aims to create a more people-focused City Centre with enhanced amenity and place value. To achieve this, some on-street parking will need to be removed and reallocated for urban design and streetscape improvements. Te Ara ō Whakatū also encourages more residential development in the inner-city that will create residential parking demand in the Central City. There have been strong synergies between the development of the two projects, including collaboration during engagement and workshops, and coordination of data and information.

1.1 SCOPE

The scope of the Nelson Central City PMP covers public on-street and off-street parking within the Central City and surrounding fringe areas as shown in Figure 1 below. The scope of data that has been collected to inform recommendations is also shown.

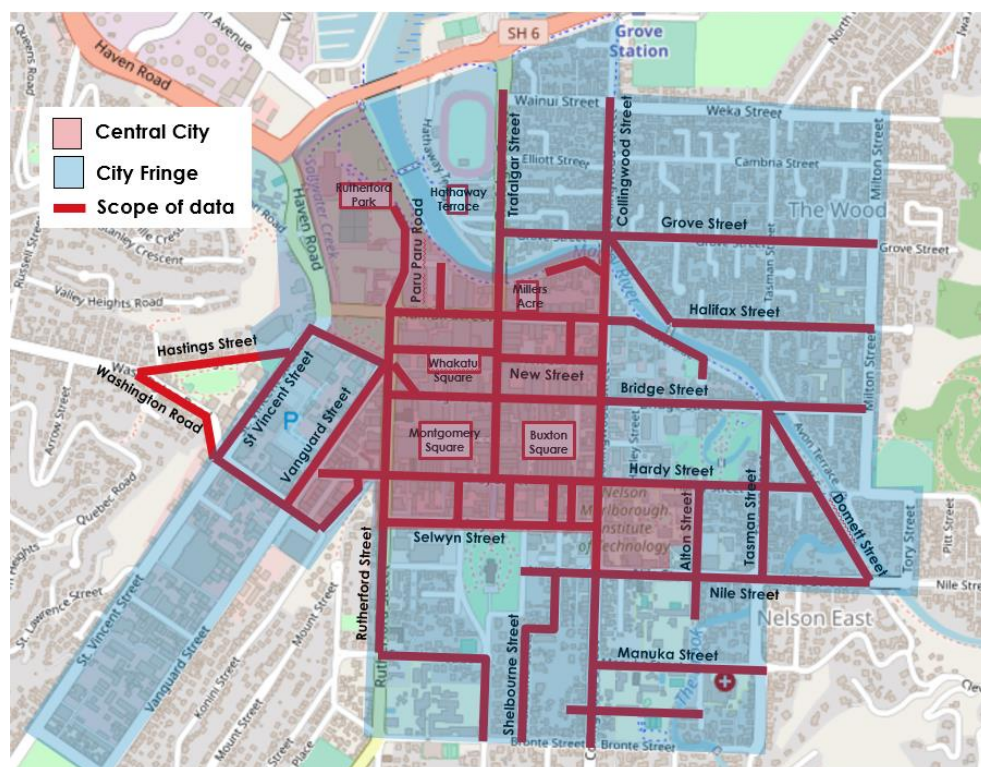


Figure 1: Scope of Central City and fringe area PMP study area



1.1.1 Engagement

NCC sought community feedback on parking in the Central City through four focus group sessions with key stakeholders, businesses and residents during May and July 2021. The Parking Strategy project team also attended approximately 15 CCSP pre-engagement workshops over the same period, listening to the feedback on the potential impacts on parking as a result of the proposed CCSP actions. Ninety-five online submissions were also received via a survey hosted on the Shape Nelson online platform.

The following key themes were raised through engagement on parking in the Central City:

- Lack of free long term / commuter parking options near the Central City
- Generally no issues with finding short term parking in the Central City
- Concerns about loss of parking in the Central City as a result of CCSP changes and planned residential development
- Support to retain 1 hour free parking
- Convenience of new pay by plate parking meters and app payments
- Strong commuter and student parking demands on fringe of City impacting on residential areas
- Need to provide more convenient parking for ageing population
- Support for parking building in the Central City or fringe
- Support for safe, affordable and feasible transport alternatives

Responses to key questions from the Shape Nelson survey are summarised below. In response to “What works well with parking in Nelson?”, many people stated that there was plenty of parking in the Central City and that it was easy to find parking in the City’s parking squares. Many people liked the one hour free parking, and there was also support for the new pay by plate parking meters and phone app. Key themes of responses to this question are shown in Figure 2.



Figure 2: Key themes of responses to “What works well with parking in Nelson City?” – Shape Nelson online parking pre-engagement survey

In response to “What is challenging about parking in Nelson?”, the highest number of responses related to the lack of long-term parking for staff and commuters, followed by not enough parking in the Central City. Many respondents also stated that there was too much parking in the Central City and there should be a stronger focus on encouraging access by other modes to create a more people-focused city. Key themes of responses to this question are provided in Figure 3 below. The issues with Some of the themes captured by ‘other’ responses included issues with enforcement and concerns about personal safety.



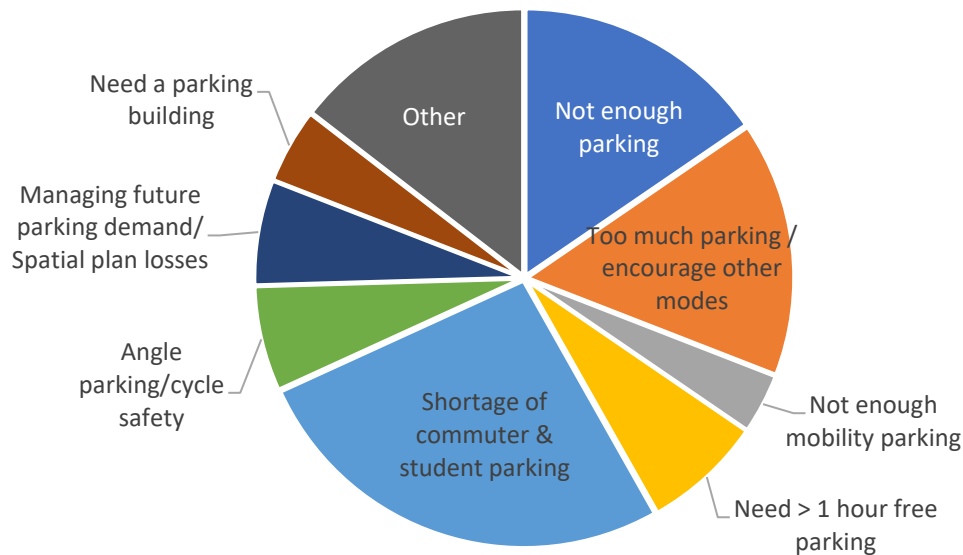


Figure 3: Key themes of responses to “What are the challenges with parking in Nelson City?” – Shape Nelson online parking pre-engagement survey

2.0 CURRENT PARKING PATTERNS

2.1 SUPPLY

Within the Central City there are an estimated 1,472 public parking spaces, with 874 of these provided in the four parking squares (Buxton, Montgomery, Wakatu and Millers Acre). There are approximately 2,390 parking spaces on the City fringe within the scope of the study area (refer to Figure 1). These spaces are predominantly on-street spaces, although spaces at Rutherford Reserve and Hathaway Terrace (Trafalgar Park) are available to the public (except during events). There are also an estimated 2,800 private parking spaces within the study area, although managing these is outside the scope of this strategy.

All of the parking within the Central City (bounded by Selwyn Place, and Rutherford, Halifax and Collingwood Streets, known as the 'ring road') is time restricted (with the exception of reserved parking), and pricing applies for most spaces. The cost of parking within the City Centre is \$2 an hour, with the first hour free. Beyond the ring road parking is generally free and unrestricted (with the exception of Millers Acre carpark and the Marina)

Council operates two leased parking areas at Bridge Street (15 spaces) and Tasman/Achilles Ave (24 spaces). Spaces are exclusively reserved 24/7 for users who pay a monthly fee to lease them.

2.2 DEMAND

NCC regularly undertakes parking occupancy and duration of stay surveys to measure the City's public parking demand. Parking occupancy surveys determine the proportion of parking spaces occupied at a given time, while duration of stay provides an estimate of the length of time a vehicle occupies a parking space. The data presented below has been sourced from parking occupancy surveys undertaken in 2020 and 2021 as well as data from the pay by plate parking meters.

2.2.1 Parking occupancy - weekday

The weekday parking occupancy data (refer to Figure 4) highlights the high demand for on-street parking on the City fringe, particularly around the Nelson Marlborough Institute of Technology (NMIT). A number of City fringe streets were recorded at 100% occupancy, including Kerr, Shelbourne, Nile, Selwyn and parts of Collingwood and Grove Streets. Within the Central City, Wakatu Square, New Street and Selwyn Street all experienced peak parking occupancies greater than 80%, as did parts of Trafalgar, Bridge and Collingwood Streets. The average



peak parking demand taken across the study area as a whole was 74% (which occurred at 1pm), noting that average occupancy on the 'City fringe' streets at this time exceeded 80%.

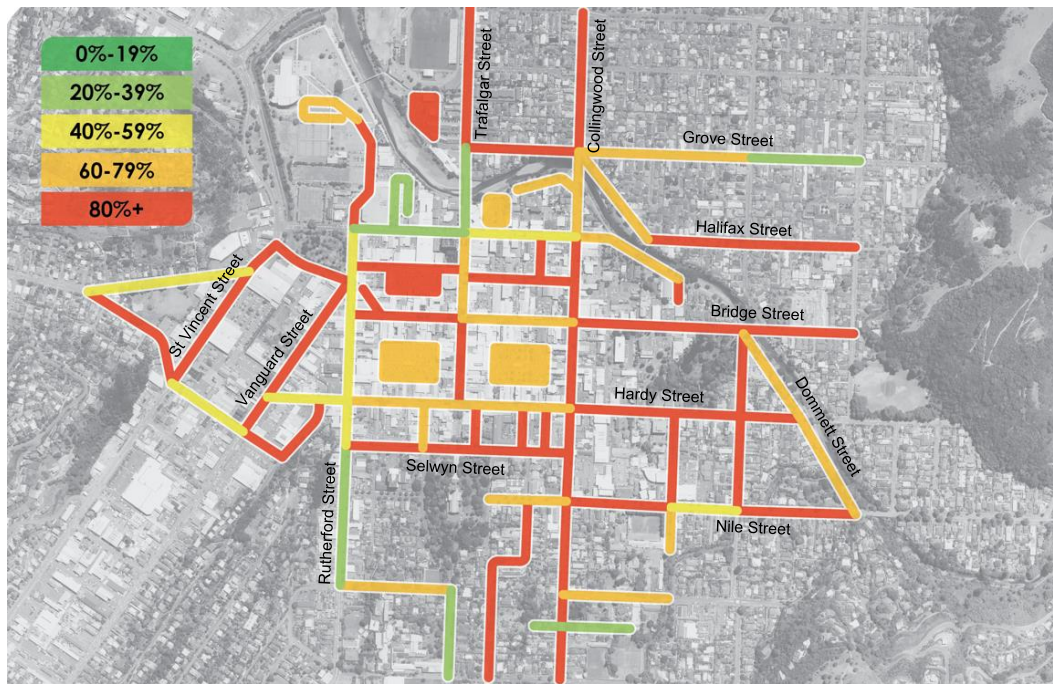


Figure 4: Central City parking occupancy – 1:00pm on a weekday

Parking demand within the Central City is managed through a combination of time restrictions and pricing to encourage turnover of spaces for visitors and shoppers (short to medium term stays) and discourage long-term commuter parking. The only public long stay parking opportunity in the Central City is at Wakatu Square, which is currently priced at \$14 for eight hours.

The results of the weekday parking occupancy data aligns with the feedback received during consultation, illustrating there are generally spaces available in the Central City for short stays, and high parking demand on the fringe where spaces are being used for long term commuter parking.

2.2.2 Parking occupancy - Saturday

On Saturdays the parking demand across the study area is markedly different to the weekday parking patterns, with high parking demand within the Central City and low parking occupancy on the fringe (refer to Figure 5). Nelson Market operates within the Montgomery Square car park on Saturday mornings, displacing most of the 270 parking spaces. The market is a key drawcard for the City and attracts visitors from across the region.

The average peak demand recorded across the study area on the Saturday (11am) was higher than 80%, with some streets including parts of Bridge, Hardy, Trafalgar, Halifax and Selwyn Streets effectively fully occupied. By contrast, the reduced number of people working in the City Centre on Saturdays means there is substantially less demand for parking on the fringe.



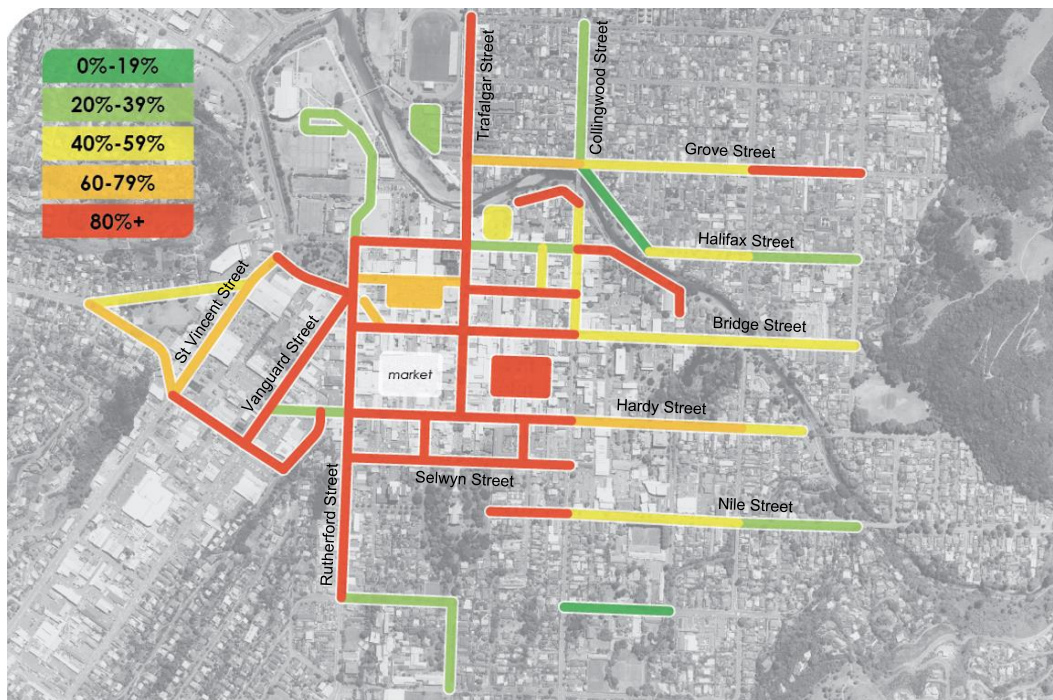


Figure 5: Central City parking occupancy – 11:00am on Saturday

2.2.3 Seasonal variation

NCC undertakes frequent parking occupancy surveys in the Central City, making it possible to observe seasonal trends and demand fluctuations. Parking occupancy data for on and off-street parking was recorded between 2018 and 2021 and is shown in Figure 6 below. The data highlights a number of trends, including high parking demand in Summer (Dec 2019) likely due to tourists / visitors to the region, prior to the COVID-19 pandemic. In June 2020, payment for parking and time restrictions were temporarily removed in an attempt to stimulate business activity in the City post pandemic lockdown. While this was initially perceived as a positive outcome, parking previously available for short term visitors and shoppers was subsequently used for long term parking by commuters, and local businesses sought the reinstatement of parking restrictions and pricing.

The introduction of pay by plate parking machines in July 2020 enabled the enforcement of one hour of free parking per vehicle per day. It eliminated the practice of commuters frequently moving their cars in short term parking spaces as visitors were required to enter their number plate, leading to further reductions to parking occupancy. Since September 2020, there has been a steady increase in parking occupancy as business activity in the Central City recovers following the pandemic and associated lockdowns.

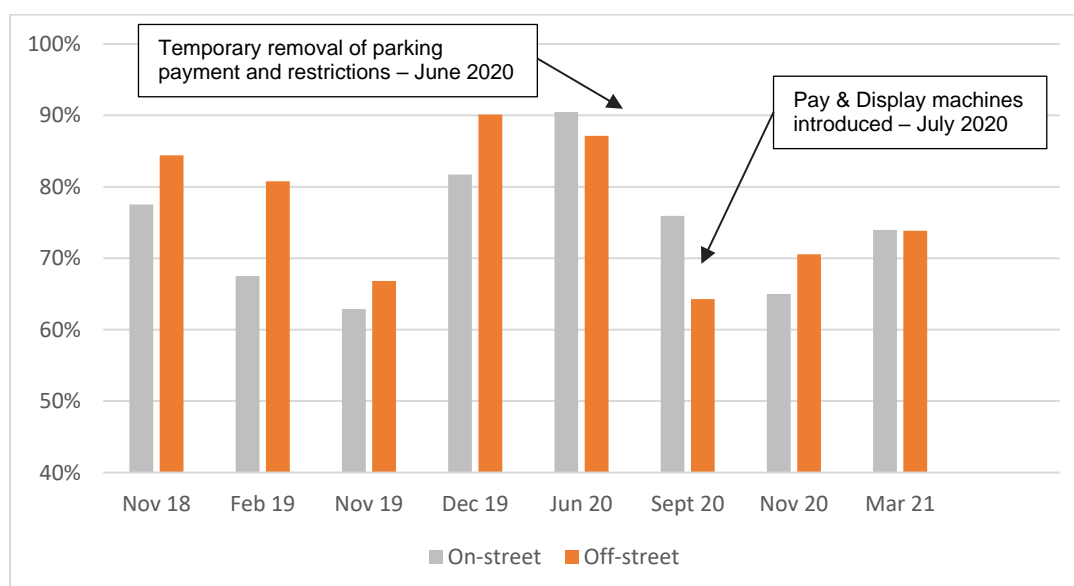


Figure 6: Peak parking occupancy for on and off-street parking in the Central City between 2018 and 2021



2.2.4 Duration of stay

Duration of stay data for the Central City is only available for the four public off-street parking squares on a weekday. The data highlights that 70% of visitors who park in the Central City parking squares stay for less than one hour, while 86% of visitors stay for less than two hours. In general, parking in the four squares is restricted to three hours, however paid all day parking is available in Wakatu Square. While no duration of stay data is available for on-street parking, most on-street parking in the Central City is time restricted to two hours (with the exception of Trafalgar Street which is restricted to one hour).

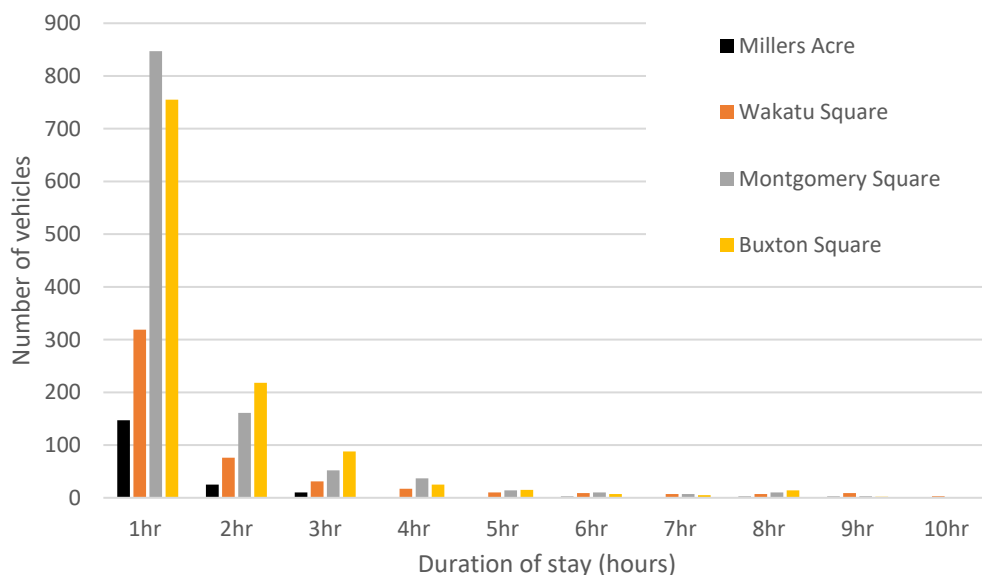


Figure 7: Duration of stay - Central City off-street car parks

The data highlights that pricing and restrictions are encouraging turnover and managing parking demand in the Central City. However, the high numbers of visitors staying for less than one hour may be an unintended consequence of providing one hour of free parking and may be a deterrent for some visitors to spend more time in the City.

3.0 CONTEXT OF PARKING IN THE CENTRAL CITY

Nelson's Central City is the largest commercial centre in the region, providing employment for approximately 5,600 people. A further 3,000 students attend NMIT each day. Relatively cheap or free parking close to the City and limited transport alternatives means that driving is the most common form of transport, accounting for 74% of work and education trips to the Central City¹. However, without access to quality transport choices, congestion and parking demand in the area will continue to increase.

This section summarises some of the local transport challenges, and the key changes to land use and transport in and around the Central City and fringe areas.

3.1 CHALLENGES

The Central City has a number of current and future challenges that will influence how parking is managed as outlined below.

Parking pressure in residential areas – Parking provision in the residential fringe area is generally free and unrestricted, resulting in high demands for all day commuter parking.

Residential intensification – Growth in the Central City and inner-city population brings new parking challenges. While most people who live in the Central City walk to work or education, many still own motor vehicles. Land in inner-city environments is expensive, and with developers no longer required to provide parking there will be increasing demands for long term parking.

¹ 2018 NZ Census Data (Nelson - Trafalgar Statistical Area 2).

Limited alternative transport options – it is difficult for many people in the region to meet their daily travel needs without a car. While many bus routes in the region provide links to the Central City, limited frequency and hours of operation make bus travel less convenient than driving. Access to free or cheap parking in the Central City and fringe areas also make driving an affordable option.

Parking in reserves – There are two reserves close to the Central City that provide parking for visitors (Rutherford Park and Hathaway Terrace). However, this parking is frequently used by commuters for all day parking. As the parking at these sites are managed under the Reserves Act, it is not currently possible to charge for parking.

Competition with Richmond – as Richmond does not currently charge for parking, some local business owners are concerned that changing how parking is managed in Nelson will encourage people to shop in Richmond.

Reallocation of road space – changes to transport and land use in and around the Central City are placing increasing demands on road space, including parking areas. Creating a more people focused City Centre to better accommodate residential intensification, along with associated implementation of dedicated facilities for buses and cycles are all likely to place pressure on road space that is currently used for parking.

3.2 CHANGES TO LAND USE AND GROWTH

NCC are proactively supporting residential intensification in the Central and inner City areas to optimise existing infrastructure and provide convenient access shops, services, jobs and transport links. Residential intensification provides opportunities to build more diverse and affordable housing that appeals to various lifestyles, demographics and family compositions. It also contributes to creating safer streets and enhancing the City's economic activity and vibrancy. However, in 2018 there were less than 100 people living within 500 metres of Nelson's City Centre. The Future Development Strategy (developed by NCC and TDC in 2019) estimates nearly 700 dwellings could be added to the Central City over the next 30 years.

Changes to parking requirements means new developments are no longer required to provide off-street parking. With increasing land use intensification there will be growing pressure for on-street parking to meet this demand. Intensification and growth in other areas of the Tasman Region will also contribute to increasing congestion on key corridors into Nelson and parking demand in the Central City, given Nelson is the region's main centre for employment.

The CCSP also signals significant changes to the form and function of the Central City. The Plan seeks to deliver a people-focused City, identifying eight transformative actions including streets for people, greener streets, great places, and developing a network of laneways. Many of these initiatives aim to prioritise pedestrian activity and will require changes to vehicle access and parking in the Central City. Other major land use changes that are likely to influence the demands on parking in and around the Central City include:

Science and Technology Precinct – A new Science and Technology Precinct is proposed for a site at Port Nelson, north of the City. The Precinct seeks to provide a hub for innovation and creativity, attracting science, research and technology businesses, anchored by the relocation of the Cawthron Institute. Once completed, the site is expected to accommodate approximately '1000 knowledge workers'. The precinct will feature cafes and open space and will include a direct walking and cycling link to the Central City along the Maitai River. The precinct is expected to encourage inner City living, which may increase demand for short and long-stay parking in the northeast of the City.

Library Development - A new library is planned for the Central City, to be located on the corner of Trafalgar Street and Halifax Street. The library will provide a modern space for community learning and activities and is expected to attract a range of users. The development fronts onto the Maitai River and will incorporate important flood protection works and a walking and cycling link. The library is expected to have some parking provision, but further details are currently not available.

3.3 TRANSPORT

Vehicle access into Nelson largely relies on two key two-lane roads; SH6 via Rocks Road (24,000 vehicles per day) and Waimea Road (29,000 vehicles per day). Both corridors experience significant congestion in the morning and evening peak periods as there are limited viable transport alternatives.

The Central City is served by five main bus routes, providing links between the Central City and Atawhai, The Brook, Nelson Hospital and Richmond (two routes: via Bishopdale and Tahunanui). An off-peak bus route also provides a link to Tahunanui via Washington Valley. The main routes generally operate between 7am and 7pm



on weekdays at 30-minute intervals at peak times, and hourly in the off-peak. Weekend services run approximately every two hours. Since the introduction of 'one hour free' parking in the Central City in 2014, there has been very little growth in bus patronage.

NCC and TDC are making significant investments in public transport to improve the level of service of bus routes in the region. This will include increasing the frequency of routes, a new through route combining the service between Atawhai and Nelson hospital, a new airport route, and the introduction of a single low fare for journeys anywhere in Nelson and Richmond. A new bus hub is also proposed for the Central City, making it easier to connect between services.

Railway Reserve provides the spine of Nelson's cycle network, providing an off-road link between Richmond, Stoke and Nelson. NCC have made substantial investment in cycle facilities, however, there are significant gaps in the network. A new shared path on Rocks Road (SH6) is planned to be delivered as part of the Nelson Future Access project to improve the safety and amenity for pedestrians and cyclists travelling between Tahunanui and the Central City. New cycle links to Washington Valley, Nelson South, The Brook and Founders are also proposed within the next 10 years which will make cycling a safer and more feasible transport option for some journeys.

All streets in the Central City provide footpaths on both sides of the road, and signalised, zebra or courtesy crossings are provided at key intersections. However, there is a lack of mid-block crossings throughout the Central City and across the main arterials that form the 'ring road'. Significant investment is proposed as part of the CCSP to create 'streets for people' that will enhance walking and cycling access in the Central City.

4.0 IMPLEMENTATION PLAN

Changing how parking is managed in the Central City is needed to make better use of what we have, and how our City is used. The recommendations provided in the action plan seek to balance providing access with the need to encourage the use of more sustainable modes and create a more liveable City.

The data highlights there is already strong demand for long term parking on the fringe. This is because parking is free and unrestricted, and for some people there are few feasible transport alternatives. Residential intensification in the Central City and fringe areas, combined with removal of minimum parking requirement will continue to increase pressure for on-street parking. However, continually increasing parking supply to meeting growing demand erodes the liveability and vibrancy of the Central City and fringe areas and encourages more people to drive.

Based on the objectives within the Parking Strategy and the current level of parking activity in the Central City and fringe areas, it is recommended that there is no net gain in parking. Instead, changes to optimise how we manage existing parking resources will be introduced, noting data shows there is sufficient supply within Central City to manage short and medium-term parking demands in the commercial area.

Potential parking losses in the Central City are anticipated as a result of proposed changes in Te Ara ō Whakatū - City Centre Spatial Plan. While optimising the remaining supply is preferred, mitigating some parking losses to alleviate objections from local businesses or the community. Introducing angled parking may be considered in some locations, although this is not recommended where there are high numbers of cyclists due to safety risks. Alternatively, potential redevelopment of Council's parking squares may provide the opportunity to consolidate parking and provide multi-storey, mixed-use development for residential, commercial, and internal parking.

Short, medium and long term recommendations are outlined in **Error! Reference source not found.** below. These have been developed based on the review of the parking data and community feedback received. Triggers for some recommendations have been identified to align with other major improvements or changes such as the implementation of major changes to bus services, scheduled for 2023. Other changes may also be needed to manage demand and encourage turnover. The triggers for introducing and/or changing parking restrictions or paid parking will follow the general principles provided in Figure 8. Any changes will be informed by data and undertaken in consultation with the community (refer to the Nelson Parking Strategy for more information).



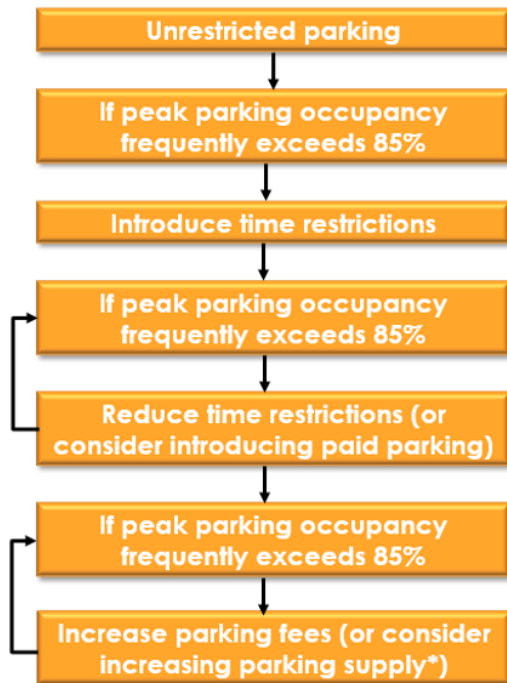


Figure 8: Triggers for changing parking restrictions and pricing

Table 1: Short, medium and long term recommendations for changes to parking in the Central City and fringe areas

No.	Immediate recommendations	Benefit	Trigger
1	New developments ineligible for Residential Parking Permits	Reduce reliance and future demand for on-street parking	Adoption of Parking Strategy
2	Establish position of no net gain of public parking in Central City	Reduces further erosion of place value of Central City	Adoption of Parking Strategy
	Short term recommendations (1-2 years)	Benefit	Trigger
3	Remove time restrictions in the Central City (except P10) and manage parking demand using graduated pricing (refer to Appendix A)	Provides flexibility for visitors to pay for as long as they need while deterring long term/commuter parking	n/a
4	Review parking fees in the Central City, ensuring off-street parking in the Central City is cheaper than on-street parking.	Encourages use of off-street parking resources which reduces vehicles circulating in Central City and reduces demand for most convenient spaces.	Removal of time restrictions and implementation of graduated pricing
5	Increase the use of more flexible parking restrictions to allow for multiple or shared use based on time of day/week (e.g. P10 during business hours only, AM peak loading zones, shared bus stops and taxi zones based on time of day)	Encourages more efficient use of parking resources	n/a
6	Develop and implement new residential parking scheme including removing dedicated residential parking bays, increasing cost of permits and changes to eligibility and parking exemptions.	Provides more efficient use of parking resources	Implementation of paid parking and time restrictions on City fringe
7	Introduce or change pricing or restrictions as peak parking occupancy thresholds are reached	Manages parking demand and encourages turnover	Parking occupancy exceeds 85% at



			peak times ² .
8	Explore funding opportunities to provide short-term public EV charging spaces in Central City parking squares	Provides convenient 'top up' charging for the growing number of EV vehicles	n/a
9	Investigate opportunities to establish car share schemes in the City, and provide designated car share spaces in the Central City and fringe areas	Provides convenient access to car share vehicles for members	Car share operators committed to establish operations in NCC
10	Investigate opportunities to establish micromobility schemes (e.g. shared scooters, bicycles) in the Central City, in consultation with operators and the community	Provides convenient access to micromobility transport options for members	Micromobility operators committed to establish operations in NCC
11	Collaborate with NMIT to review their permit scheme and provide travel demand management support e.g. public transport concessions	Address high parking demand in and around the NMIT campus and encourage use of alternative transport choices	n/a
12	Review provision of mobility, loading, motorcycle and bicycle (including electric bike charging) parking, considering the quantity, location and quality of facilities in the Central City	Provides safe and convenient parking for multiple users and modes	n/a
13	Review Nelson's carpooling scheme	Assesses the demand for these spaces	n/a
14	Increase parking enforcement to manage the larger extent of parking restrictions in the Central City and fringe areas. Consider using technology such as Licence Plate Recognition monitoring	Encourages compliance with restrictions and turnover of parking spaces	n/a
15	Ongoing monitoring of parking occupancy and duration of stay e.g. every 3 to 6 months.	Assesses demand of parking resources and identifies trends that may trigger changes to parking management.	n/a
	Medium term recommendations (3-5 years)	Benefit	Trigger
16	Introduce combination of paid parking and time restrictions on City fringe streets (refer to Appendix A)	Balances and manages commuter demand for parking on the City fringe with providing access for residents and their visitors.	Implementation of major public transport improvements (scheduled for 2023) To be applied to city fringe streets based on parking occupancy exceeding 85% at peak times, in conjunction with community consultation
17	Review provision of 1 hour of free parking (refer to Appendix A)	Ensures those who use parking contribute to the cost of parking provision	Implementation of paid parking in Richmond town centre
18	Investigate cordoning parking meter revenue from Central City parking meters and reinvest into improvements in the Central City and public transport.	Local businesses directly benefit from parking charges	Review of 1 hour of free parking



² Peak parking is the time of day experiencing the highest rate of parking occupancy. It is often during the middle of the day.

19	Review parking availability wayfinding from key arterial corridors to the City Centre parking squares. Consider supplementing with real time information to provide information on availability on electronic signage, apps etc.	Contributes to reducing vehicle circulation and provides information for visitors.	Cordon parking meter revenue
20	Investigate mechanisms to implement paid parking in Rutherford Park and Hathaway Terrace reserves	Manages parking demand in reserves and ensures those who use parking contribute to the cost of parking provision	n/a
	Long term recommendations (5-10 years)	Benefit	Trigger
21	Investigate opportunities to redevelop Central City parking squares e.g. mixed-use development (residential, commercial and parking)	Provides the opportunity use valuable land more efficiently, enhances the place value of the Central City and consolidates parking	



Appendix A EXAMPLES OF IMPLEMENTATION OF KEY RECOMMENDATIONS

DRAFT Recommendation 3

Remove time restrictions in the Central City (except P10) and manage parking demand using graduated pricing

Graduated pricing is now commonly being used in cities to provide more flexibility, allowing people to stay as long as they like and only pay for what they need. The tiered pricing structure discourages long term and commuter parking. An example of how graduated pricing is applied in Auckland is provided below.

Time and day	Zone 1 - Central City	Zone 2 – Outer zone
Mon – Fri (8am to 6pm)	<ul style="list-style-type: none"> \$5/hour for first 2 hours \$10/hour thereafter 	<ul style="list-style-type: none"> \$3.50/hour for first 2 hours \$7/hour thereafter
Mon – Fri (6pm to 10pm)	<ul style="list-style-type: none"> \$2.50/hour for first 2 hours \$5/hour thereafter 	
Sat, Sun and public holidays 8am to 10pm	<ul style="list-style-type: none"> \$2.50/hour for first 2 hours \$5/hour thereafter 	
Sat (8am to 6pm)		<ul style="list-style-type: none"> \$1.50/hour for first 2 hours \$3/hour thereafter

An example of how graduated pricing might work in Nelson is provided below. Different fee structures are recommended for on-street and off-street parking to reduce drivers circulating City streets looking for parking, and to reduce demand in the most convenient on-street spaces. The detailed future fee structure will be developed at the time of proposal.

Time and day	On-street parking	Off-street parking
Mon – Fri (8am to 5pm)	<ul style="list-style-type: none"> 1st hour free \$2/hour for next 2 hours \$5/hour thereafter 	<ul style="list-style-type: none"> 1st hour free \$2/hour for next 2 hours \$3/hour thereafter
Sat (9am to 1pm)	<ul style="list-style-type: none"> 1st hour free \$2/hour for next 2 hours \$3/hour thereafter 	<ul style="list-style-type: none"> 1st hour free \$2/hour for next 2 hours \$2/hour thereafter

DRAFT Recommendation 16

Introduce combination of paid parking and time restrictions on City fringe streets

Introducing a combination of paid parking and parking restrictions during business hours is recommended for streets where there are high commuter parking demands. For example, Grove Street is popular with commuters due to its proximity to the Central City, with blocks of the street having no available parking (i.e. 100% occupancy). Introducing paid parking on one side of the street (such as \$5 per day) and P120 restrictions on the other side will provide some space for commuters, short term parking for visitors and parking for residents overnight. Existing residents without off-street parking will be eligible to purchase a residential parking permit that provides an exemption to time restrictions.

This method of managing parking is used in Wellington. Options to charge for parking in residential areas include the use of coupons or introducing parking meters in these areas.

DRAFT Recommendation 17

Review provision of 1 hour of free parking

Providing one hour of free parking is supported by many businesses and residents, however it incentivises people to drive to the Central City, contributing to congestion and carbon emissions. Many businesses are concerned that removing the one hour of free parking will lead to more people travelling to Stoke and Richmond to shop instead. Regular reviewing the provision of one hour of free parking is recommended once the planned improvements to bus networks are introduced, and when Richmond introduces paid parking in the town centre.



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