Minute No. 119
Report – Standing Policy Committee on Downtown Development, Heritage and Riverbank Management – November 28, 2011

Item No. 2 Downtown Parking Strategy

COUNCIL DECISION:

Council concurred in the recommendation of the Standing Policy Committee on Downtown Development, Heritage and Riverbank Management and adopted the following:

1. That the Downtown Parking Strategy (Appendix 1) be endorsed in principle.

2. That the Proper Officers of the City be authorized to do all things necessary to implement the intent of the foregoing.

Report – Standing Policy Committee on Downtown Development, Heritage and Riverbank Management – November 28, 2011

DECISION MAKING HISTORY:

Moved by Councillor Swandel,

That the recommendation of the Standing Policy Committee on Downtown Development, Heritage and Riverbank Management be adopted.

Carried

Councillor Smith asked to be recorded as having voted against the item in accordance with Rule 47(7) of the Procedure By-law.

EXECUTIVE POLICY COMMITTEE RECOMMENDATION:

On December 7, 2011, the Executive Policy Committee concurred in the recommendation of the Standing Policy Committee on Downtown Development, Heritage and Riverbank Management and submitted the matter to Council.

Also, on December 7, 2011, the Executive Policy Committee received a submission from Marty Gold in opposition to the Downtown Parking Strategy.

STANDING COMMITTEE RECOMMENDATION:

On November 28, 2011, the Standing Policy Committee on Downtown Development, Heritage and Riverbank Management concurred in the recommendation of the Winnipeg Public Service and submitted the matter to the Executive Policy Committee and Council.

ADMINISTRATIVE REPORT

Title: **Downtown Parking Strategy**

Critical Path: **Standing Policy Committee on Downtown, Heritage and Riverbank Management - Executive Policy Committee - Council**

AUTHORIZATION

Author	Department Head	CFO	CAO
P.Regan	B. Thorgrimson	n/a	Deepak Joshi COO

RECOMMENDATIONS

That Council endorse in principle the proposed Downtown Parking Strategy (Appendix 1).

REASON FOR THE REPORT

On November 25, 2009 Council directed the Winnipeg Parking Authority to complete a Downtown Parking Strategy.

IMPLICATIONS OF THE RECOMMENDATIONS

This report responds to Council's direction that a Downtown Parking Strategy be developed for the City of Winnipeg.

The Downtown Parking Strategy will help to fulfill the directions contained in *OurWinnipeg*, the city's new development plan, and the *Downtown* section of *the Complete Communities Direction Strategy.*

There are no immediate financial implications with respect to endorsement in principle of the Downtown Parking Strategy. Specific reports and financial analyses regarding projects recommended pursuant to this Strategy will be submitted for Council's consideration as they are developed.

DISCUSSION

Downtown Winnipeg is the entertainment, cultural and economic heart of our city. It has the largest employment concentration, and is emerging as an important high-density, mixed use residential community, with both long-standing and emerging neighbourhoods. Downtown is also the focal point for the city's multi-modal transportation network.

As it accommodates future growth, Downtown offers one of the best opportunities to create complete, mixed use, higher density communities in a way that promotes sustainable practices. Downtown intensification and redevelopment makes efficient use of land and makes the best use of existing infrastructure.

The proposed Downtown Parking Strategy will play a critical role in the realization of Winnipeg's Downtown as the quintessential Complete Community. Direction 03-3 of the *Complete Communities Direction Strategy – OurDowntown – Getting from Place to Place Downtown* – states:

Through the SustainableTtransportation Strategy and through the development of a Downtown Parking Strategy, support parking Downtown form a strategic economic development and traffic demand management perspective.

The Downtown Parking Strategy provides enabling strategies and actions that work towards fulfill this Direction. The Strategy is based on a 10-year planning horizon, and focuses on five Enabling Strategies:

1. Use parking as a strategic economic development tool
2. Provide for on-street parking to support existing and planned economic development opportunities
3. Support viable alternatives to Downtown surface parking
4. Work with partners to incorporate transportation Demand Management approaches such as car-sharing, transit amenities and bike parking into new developments
5. Implement Downtown parking policies and projects that contribute to the overall sustainability of our city

This Strategy supports *OurWinnipeg* and the Downtown section of the *Complete Communities Direction Strategy*, both of which took effect on August 17, 2011, as well as the *Sustainable Transportation Direction Strategy,* which was endorsed by Council on July 22, 2011.

FINANCIAL IMPACT

Project Name:

Downtown Parking Strategy

COMMENTS:

The recommendation contained in this report is that Council endorse in principle the proposed Downtown Parking Strategy (Appendix 1).

There are no direct financial implications associated with this recommendation.

"Original Signed By"
Mike McGinn, CA
Manager of Finance

CONSULTATION

In preparing this report there was consultation with:

- Winnipeg Parking Authority
- Winnipeg Transit
- Public Works Department
- Corporate Finance
- Corporate Support Services
- Legal Services Department
- CentreVenture Development Corporation
- Downtown Winnipeg BIZ
- Exchange District BIZ

SUBMITTED BY

Department:	Winnipeg Parking Authority; Planning, Property and Development
Prepared by:	Patti Regan, Manager, Planning and Land Use
Date:	October 31, 2011
File No:	O:\Reports Directive\Planning and Land Use\Urban Planning Reports\2011 Reports\Downtown Parking Strategy RIS Oct 2011



Adobe Acrobat Document

DOWNTOWN PARKING STRATEGY



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01 INTRODUCTION

The Downtown Parking Strategy provides direction, enabling strategies and actions related to Winnipeg's Downtown parking system based on a 10-year planning horizon. The system perspective considers the relationships and interaction between parking facilities, transportation and land use. An integrated planning approach is applied, so that strategies and actions relate to all parts of the system, not just to parking facilities. The strategy supports coordination, collaboration and relationship building between many partners in the public sector and in the private sector.

This strategy supports OurWinnipeg, the Sustainable Transportation Direction Strategy and the Downtown section of the Complete Communities Direction Strategy, which was developed in consultation with stakeholders including CentreVenture, Business Improvement Zones, Economic Development Winnipeg and the Forks North Portage Partnership. It also draws inspiration from A Sustainable Winnipeg Direction Strategy and integrates sustainability considerations throughout. This strategy is aligned with existing Downtown plans including CentrePlan, the Portage Avenue Development Strategy and the Downtown Winnipeg BIZ Strategic Plan. The Winnipeg Parking Authority's 3-year Business Plan and supporting Priority Strategies are directly linked to and coordinated with this strategy.

Other information sources include industry publications from the International Parking Institute and Colliers International, as well as transit ridership data, housing statistics, employment statistics, land-based information systems and other background research stemming from the OurWinnipeg initiative and parking specific consultation.

Concurrent work on the Winnipeg Transportation Master Plan and the Downtown Residential Development Strategy has also contributed to this document. These other reports will be aligned with the policies in this strategy and will advance discussion on targets, deliverables and performance measures within those respective topic areas.



02 BACKGROUND

OURDOWNTOWN

Downtown is the heart of our city, and it's always a priority. Downtown is Winnipeg's preeminent complete community. Winnipeg's Downtown will continue to provide the largest concentration of jobs, the best multimodal transportation connections and an increasing residential population. As it accommodates future growth, Downtown offers one of the best opportunities to create complete, mixed-use, higher-density communities in a way that promotes sustainable practices. Downtown intensification and redevelopment makes efficient use of land and makes the best use of existing infrastructure.

Downtown exists in the context of a growing city. The Conference Board of Canada expects Winnipeg to grow by 69,000 people in the next 10 years and 165,000 people

KEY FACTS ABOUT WINNIPEG'S DOWNTOWN

More than **72,000 people** come Downtown to work every day

More than **40,000 students** come Downtown to learn every year

Almost **14,500 people** live Downtown (up from 12,815 in 2001) – and continuing residential development means this number is growing

Downtown includes the **fastest growing** high-income neighbourhoods in the city

Over **130,000 people** live within a 7 minute drive of Downtown

More than **2.8 million** tourists visit Winnipeg each year with the majority of overnight visitors staying at one of Downtown's 19 hotels

There are **4 million** annual visits to The Forks

There are about **1.5 million** annual visits to the Millennium Library

There are **1 million** annual visits to the MTS Centre, the 13th busiest venue in North America

More than **24 million** shoppers visit Downtown retailers every year

13.5 million people visit Downtown arts and entertainment venues every year

Source: Downtown BIZ 2010 Trends Report, City of Winnipeg Housing Development Division

in the next 21 years. Some of these people will choose to live Downtown, and many of them will work, learn, shop and play Downtown. The vision under OurWinnipeg contemplates 9,700 additional office jobs in the downtown over this time period. Future downtown residential growth is targeted at a rate between 275 and 300 new dwelling units on average per year. As well, the number of people over 65 in Winnipeg will continue to climb (from about 90,000 today to over 150,000 in 2030), increasing the importance of age-friendly design and amenities.

TRANSPORTATION TO AND WITHIN DOWNTOWN

Census data and other research shows that Winnipeggers are like most other urban Canadians – we make about 3 "trips" each day; that is, outings to work, school, shopping or recreation, or an average of about 6 trips per household.

Winnipeg is investing in rapid transit and active transportation networks and is emphasizing planning for complete communities throughout the city over the next 25 years. This means that Winnipeggers will have more options for getting around and new opportunities to live, work and play without the need to travel long distances. Over time, these changes will enhance the convenience and appeal of sustainable transportation options.

KEY FACTS ABOUT DOWNTOWN TRANSPORTATION

About **70% of morning rush hour trips** are currently made by car (either as a driver or as a passenger).

24% of Winnipeggers going Downtown at morning rush hour choose public transit.

Regardless of mode of travel, Downtown is Winnipeg's most popular choice for trip destinations – it attracts about **15% of all morning rush-hour trips.**

Within the Downtown, a lot of local transportation is accomplished on foot (more than **6 out of 10** trips) – a choice that is quite different from the citywide average (less than 1 in 10 trips is made on foot).

Downtown residents are less likely to choose to use a car and they are also much less likely to own a car than the average Winnipegger.

Sources: OurWinnipeg Sustainable Transportation Strategy and iTRANS Consulting Inc. 2007 Winnipeg Area Travel Survey Results – Final Report

DOWNTOWN OPPORTUNITY

Downtown investments are made by individuals, the private sector, the City of Winnipeg and other public sector agencies. These investments recognize that the new economic development paradigm for cities will hinge on competition for a talented and skilled labour force. Competitive and successful cities will be those that emphasize building livable and attractive places to live, work and play.

Parking is part of the built environment and must be considered when planning Winnipeg's future. With a community planning vision based on competitiveness, opportunity and sustainability, we need a Downtown parking system that contributes to short- and long-term development goals. This requires looking at parking as more than a place to put a car or a bike, but seeing it as a key inter-modal link in the transportation system and as an economic asset that enables us to move and access goods and services. Our parking system should incorporate all of these needs and roles, and should enable the best use of space when planning for parking.

KEY FACTS ABOUT DOWNTOWN PARKING

There are **3,757 metered on-street parking spots** Downtown. These spaces represent 8% of parking supply.

There are **35,526 off-street spaces**, of which about two-thirds (or 23,568 spaces) are available to the public to park in.

An estimated **20% of Downtown real estate** is devoted to surface parking, comprised of over 150 parking lots. The municipal, provincial or federal governments own about 20% of the surface lots in Downtown.

Winnipeg has the **most central business district parking** per census metropolitan area resident of canadian cities surveyed.

On-street parking at meters cost **$1 per hour** (or $2 in some high demand zones), which is among the lowest overall rates in Canadian cities.

Monthly off-street parking generally costs between **$120 and $278,** with the highest rates charged for indoor parking garages. Winnipeg's median monthly unreserved parking rate of $155.25 is less than Calgary ($453.38), Edmonton ($275.00), and Regina ($162.75), and less the national average of $224.10.

Our parking system should enable choice. Winnipeggers should have options for locations to park and related to different price points. A diversified system allows choices to "park and ride", park once and walk, or to live, work, play and park in mixed-use Downtown development.

The Downtown Parking Strategy takes into account all of these perspectives on the role and value of parking. The overall direction taken by the Strategy is derived from the Complete Communities Direction Strategy (July 2010 draft), and is:

DOWNTOWN PARKING SUPPORTS STRATEGIC ECONOMIC DEVELOPMENT AND TRANSPORTATION DEMAND MANAGEMENT.

This direction is supported by five enabling strategies:

1. Use parking as a strategic economic development tool
2. Provide for on-street parking to support existing and planned economic development opportunities.
3. Support viable alternatives to Downtown surface parking.
4. Work with partners to incorporate transportation demand management approaches such as car-sharing, transit amenities and bike parking into new developments
5. Implement Downtown parking policies and projects that contribute to the overall sustainability of our city.

Each enabling strategy is supported by actions, which are generally described in this document.





WHAT IS THE 'PARKING SYSTEM'?

The 'parking system' in Downtown Winnipeg, has two main components – off-street and on-street.

Off-street parking includes short- and long-stay facilities located on the ground (a parking lot) or in structures (within buildings, above or below the ground – referred to as "structured parking" in this document). Off-street facilities can be privately or publicly owned.

On-street parking involves much more than parking meters. It includes loading zones, time-restricted parking, taxi stands and other private uses of the public right of way.

Parking is an 'intermodal facility' because it allows travelers to change travel modes between driving and walking, or in the case of a 'park and ride', between driving and transit.

1. USE PARKING AS A STRATEGIC ECONOMIC DEVELOPMENT TOOL

Parking can serve a number of economic development roles. When it is convenient, available and easy to use, it results in more visitors to Downtown shops and attractions. A supply of public parking can be a means of improving access to downtown locations and can therefore be a tool to leverage new development, especially where land parcel sizes or the existence of heritage buildings makes accommodating parking difficult or impossible on site. Leveraging parking as an economic development tool requires a sophisticated understanding of supply and demand pressures on an area-specific basis. Because the development of structured parking is a major capital investment, it is essential that we are using our existing parking resources as efficiently as possible, and that new parking facilities are strategically aligned with planned development that would not occur without a public investment in parking infrastructure.

1.1 ASSESS AND MANAGE EXISTING ON-STREET AND OFF-STREET PARKING RESOURCES

> Update parking supply/demand data on an annual basis. Using existing parking inventory data as a base, update supply data in connection with development permits and on-street changes in order to keep data continually current.

> Conduct quarterly or semi annual reviews of parking market rates for both the local area and selected peer cities. Document and track trends in parking rates and provide a context for potential parking rate adjustments.

> Continue to advance a shared parking model. The intent of this model is to move away from reserved parking in favour of parking that is available to multiple users, especially after regular business hours. This makes more efficient use of our existing parking: the same space can be used by office workers during the day and by restaurant patrons at night. Shared parking can provide one parking choice for some downtown residents who may not require access to parking all day. Promote this model to proprietors of existing parking facilities. Review the Downtown Winnipeg Zoning By-Law and amend as necessary to support this model. See also Strategy 4 regarding Transportation Demand Management.

1.2 ENHANCE CUSTOMER SERVICE AND STAKEHOLDER ENGAGEMENT

> Continue to use wayfinding to help drivers locate parking facilites and update as new parking facilities develop. Complement and connect existing wayfinding systems with increased/improved parking wayfinding signage. Explore electronic wayfinding applications for the web and mobile devices.

- Support partnerships and management structures that provide consistent, collaborative and effective special events parking management and coordination. Currently the Winnipeg Parking Authority has an arrangement with Ticketmaster to be able to pre-sell preferred parking for MTS Centre events. Additionally, during those events, extra staff is dispatched to collect payment and to manage the flow of traffic to avoid traffic jams at parking entrances. This coordinated approach to event management could be expanded to other downtown venues. Similarly, on-street parking restrictions for events such as parades or movie shoots can be managed and communicated to the public in order to minimize disruption.

- Continue to expand the methods and formats available for customers to pay for on- and off-street parking. Explore the use of a smart card that can be used for parking, transit and other City services. Review and evaluate options to restructure the existing Easy Streets parking validation (Downtown BIZ) and other validation programs offered Downtown.

- Develop and actively promote a range of customer input mechanisms to enable the Parking Authority to confirm responsiveness to customer needs.
  - Reinstate customer satisfaction surveys in off-street locations incorporating alternative parking options. Circulate annual stakeholder "Report Cards".
  - Identify key customer groups and schedule personal meetings to promote customer service and to identify opportunities to build on level of service. (e.g. Coffee with the Parking Authority meetings).
  - Continue to test the performance of City parking facilities and customer service through a regular performance audit or "secret shopper" program.

- Pursue programs to mitigate the negative impacts of parking enforcement. Explore programs, subject to Council approval, that promote tangible Downtown improvements, pilot new forms of signage and pavement markings to make street parking regulations clearer and simpler.

1.3 BE PRO-ACTIVE IN NEW PARKING FACILITY PLANNING AND DEVELOPMENT

- Assess the business case for the development of strategically located parking structures and determine appropriate timeline for their development.

- Explore the development of a public investment leverage protocol for Downtown development with a structured parking component (For example, Boise, Idaho expects/requires that each dollar of public investment leverage five dollars worth of private economic development.) This is needed to facilitate discussion with future private sector partners and to ensure fairness and consistency in the way that public funds are invested.

- Promote public/private partnerships related to future parking structure development in conjunction with desirable mixed-use development projects.

- If a new development is proposed in an area of the Downtown that needs additional transient or monthly parking, work with the private developer to incorporate the needed public parking into the project.

- Assist private sector partners and their design consultants with parking management and planning advice as part of the initial project development process (amount of parking needed, available parking in the area, operations/management, etc.) The intended result of this collaboration is the development of new parking facilities by the private sector that advances the objectives of the Downtown Parking Strategy.

- Develop parking planning and design guidelines. Parking structures require careful design to be safe, attractive, pleasant to use and integrated into the overall urban landscape. Facilities should anticipate and accommodate changing needs and temporary uses such as valet operations, special events, peak and off-peak demands. Consider requiring every new parking structure to be “mixed-use” to some degree, i.e. incorporating commercial, employment or residential uses.

- Explore innovative incentives and tools to promote structured versus surface parking, such as a parking district assessment, tax increment financing, etc. Over the long term, the parking management system should aim to be self-supporting, committing operational revenues and facility sales revenues towards maintenance reserves and future capital asset funding.

THE ECONOMICS OF OFF-STREET PARKING

Excluding the cost of land, the approximate cost to convert vacant land into a surface parking lot, including asphalt, fencing, landscaping, signage and parking access and revenue control equipment, is $2000 per stall. Given that the approximate average rate for surface parking in Winnipeg is $130 per month, it is a relatively short time before the initial investment is recouped. In addition, operational costs for a surface lot are much lower than for a parking structure.

The cost for an above-grade parking structure is approximately $28,000 per stall. With the median rate for off-street parking at $152 per month, the recovery of the initial investment requires a much longer time frame. Operating costs and taxes for structures are also higher than for surface lots, further extending the cost recovery time. **(See Figure 1.)**

A typical parking structure for a city the size of Winnipeg is approximately 450 stalls and takes up the 'ground space' of a 100 stall surface lot.

FACILITY	STALLS	PER STALL COST	BASE COST	RATE PER STALL	MONTHLY REVENUE	COST RECOVERY (MONTHS)
SURFACE LOT	100	$2,000.00	$200,000.00	$130.00	$13,000.00	15.4
PARKADE	450	$28,000.00	$12,000,000.00	$152.00	$68,400.00	184.2

Figure 1: A relative cost recovery comparison of typical surface and structure parking facilities in Downtown Winnipeg. Drawn from current per stall construction cost estimates and is a 'hypothetical' structure. The table does not include operating costs or the cost of land.

2. PROVIDE FOR ON-STREET PARKING TO SUPPORT EXISTING AND PLANNED ECONOMIC DEVELOPMENT OPPORTUNITIES

The public right of way serves numerous functions and often this includes curb-side parking. On-street parking is a valuable asset, especially in areas where a fine-grained mix of businesses occurs adjacent to the sidewalk. It can also serve as a buffer between the pedestrian zone and the movement of automobiles, creating a more walkable environment. On-street is typically the most convenient form of public parking but must be managed as a limited resource.

2.1 MANAGE ON-STREET PARKING TO ENCOURAGE TURNOVER OF CONVENIENT SHORT-TERM PARKING RESOURCES

> Investigate a parking rate adjustment strategy to achieve 15% availability.

2.2 EXPLORE SUPPLY-SIDE STRATEGIES

> Review and assess current parking regulations for both on-street and off-street environments on at least a biennial basis.

> Be strategic in incorporating additional on-street parking whenever practical when changes to particular right-of-way are being considered.

> Continue to advance the use of multi-space paystation meters to increase flexibility and a volume of on-street parking supply.

> Review the inventory of loading zones, which share curb space with on-street parking, to ensure that both needs are balanced.

THE PROBLEM WITH "FREE" PARKING

In 1935, Carl C. Magee of Oklahoma City invented the first parking meter. At that time, a study showed that 60% of vehicles parked in unmetered zones were owned by merchants or people who worked Downtown. In 2008, a Downtown Winnipeg BIZ survey of Saturday parking, which is essentially unmetered due to the 2 hour free parking promotion, found that 60% of vehicles were owned by merchants or people who worked Downtown. This means that 60% of on-street spaces are occupied before stores open and remain occupied for the duration of the day.



THE PURPOSE OF CHARGING FOR ON-STREET PARKING

Requiring payment for on-street parking is designed to generate turnover so that the primary private user of the public right of way is a short-term user. Transportation studies have shown that 15% availability on any given block face (1 space in 7) will allow travelers to find a parking space convenient to their destination without having to circle the block and 'cruise' for a parking spot. A number of studies have been conducted and, on average, 30% of the cars driving around a central business district are looking for parking.

Research conducted by UCLA determined that where 15% availability does not exist, the average vehicle will circle the block 2.5 times before finding a parking space, which once the number of vehicles is factored in, amounts to 8 km of additional vehicle travel per stall per day. (Shoup, High Cost of Free Parking, p.354)

3. SUPPORT VIABLE ALTERNATIVES TO DOWNTOWN SURFACE PARKING

Surface parking occupies a vast amount of land in our Downtown. Approximately one-fifth of Downtown real estate is occupied by surface parking lots. These lots not only degrade the image of our Downtown, they also create challenges for safety and deter legitimate pedestrian movement. The vision for Downtown Winnipeg is closely connected pedestrian-oriented destinations. Infilling parking lots with residential and commercial development along with new Downtown attractions makes more effective use of land, is an important approach in Winnipeg's plan to accommodate growth and will create complete streets that are more dynamic, animated and safe.

3.1 ENCOURAGE THE REDEVELOPMENT OF SURFACE LOTS FOR RESIDENTIAL, COMMERCIAL OR EMPLOYMENT USES

> Collaborate with developers/development agencies in the purchase of surface lots at strategic locations to assemble assets in support of potential private sector development opportunities.

> Explore new or realigned financial incentives for the redevelopment of surface parking lots, focusing first on those lots adjacent to corridors that include or are planned for active / alternative transportation systems.

> Through corridor plans, district and neighbourhood planning studies, explore more area-specific policies and regulations around surface parking (e.g. Portage Avenue Development Strategy, Warehouse District Plan).

> Engage other levels of government in dialogue about surface lots under Crown ownership. It is estimated that 20% of surface parking lots are government-owned. Seek demonstration projects that use Crown surface parking lots as infill sites.

DO NEW PARKADES AFFECT OLD PARKING LOTS?

Because long range parking demand is extremely variable, the development of new parking structures will not, on its own, encourage reduction of the number of surface parking lots in our Downtown. Additional strategies are needed to gradually encourage the improvement and redevelopment of these lots using other tools.

- Continue to make city-owned surface lots available for suitable redevelopment, similar to the disposition of Waterfront Drive properties a few years ago, which initiated residential growth in that area.

3.2 BRING EXISTING SURFACE PARKING LOTS UP TO A STANDARD OF QUALITY

- Pursue a strategy to sunset non-conforming zoning rights to gravel lots.

- Pursue parking lot design standards, as part of a city-wide urban design strategy, aimed at improving safety and security, neighbourhood compatibility, contextual sensitivity, and environmental sustainability. New zoning standards for landscaping, screening, fencing, lighting, signage, etc. could be established that existing lots must meet within a set timeframe.

- Explore demonstration projects to promote enhancements at surface parking lots in targeted locations to showcase the positive difference they could make on the Downtown environment.

- Explore the possibility of a demonstration project at a former surface parking lot using temporary green space as a carbon sequestration and/or image enhancement initiative. This type of project would be interim in nature, only where obsolete surface parking lots are awaiting redevelopment. Seek private/non-profit partners to bring human resources and expertise to the process.

- Allow the City of Winnipeg, through its Parking Authority, to provide public parking lot management services to private owners where there is an opportunity to enhance the quality of service and appearance.

3.3. PURSUE ALTERNATIVES TO THE DEVELOPMENT OF NEW SURFACE PARKING OR STANDALONE AUTO-ORIENTED SERVICES SUCH AS DRIVE-THROUGHS OR GAS STATIONS.

- Provide advice and support to the private sector on parking management strategies that encourage more efficient use of the existing inventory of Downtown parking (per Strategy 4.2) or in encouraging forms of development where parking is integrated in a manner that advances Downtown urban design (per Strategy 1.3).

- Review and enhance zoning regulations and urban design guidelines to ensure that new development will be pedestrian-oriented and will contribute to an active and animated public realm at sidewalk level.

4. WORK WITH PARTNERS TO INCORPORATE TRANSPORTATION DEMAND MANAGEMENT APPROACHES SUCH AS CAR-SHARING, TRANSIT AMENITIES AND BIKE PARKING INTO NEW DEVELOPMENTS

Transportation Demand Management (TDM) is a term that describes methods for alleviating traffic and parking problems by either reducing the need to travel (especially at peak times) or reducing the reliance on single-occupant vehicles. TDM involves promoting and supporting choices for how people travel (for example, carpooling and transit use) or for when they travel (such as flextime work programs). The shared costs of road infrastructure and of time lost because of traffic congestion are considerable, so the City of Winnipeg has a vested interest in partnering to manage transportation demand while preserving access to Downtown services and attractions. A variety of parking and transportation system actions support this strategy, many of which will require collaborating with Downtown partners and stakeholders.

The use of TDM is part of the vision established in the Sustainable Transportation Strategy. Measures of transportation system performance, including transportation demand, will be addressed in the Transportation Master Plan.

4. 1 SUPPORT A "PARK-ONCE" PHILOSOPHY

> Evaluate "Park Once/Pedestrian First" concept for Downtown. In addition to promoting the skywalk system, this could include a review of programs such as the Downtown Spirit circulator bus program, which at present, does not operate during typical commuting times. Convenient and reliable transportation links between parking structures and major Downtown destinations should be assessed and if adopted, heavily marketed. This concept also supports and promotes pedestrian environment enhancements.

> Investigate other demand-side strategies to provide a diverse range of short-distance Downtown transportation options that enhance mobility. These areas would require collaboration with service providers, regulatory agencies and others. Areas of potential include bike and transit integration with parking facilities, point-to-point shuttle services and improved taxi service.

4. 2 CONTINUE TO PROMOTE AND ENCOURAGE "UNBUNDLING" PARKING

> While essentially a parking pricing strategy, this concept involves a fundamental shift in the way parking assets are considered. When an employer provides reserved or discounted parking to its staff, it creates a disincentive for carpooling, transit use or active transportation. It also masks the true costs of parking and suppresses innovation in parking management. When parking is optional at market rates or when parking subsidies are replaced by a transportation allowance, it allows users to make an educated choice about transportation options. (i.e. how often to drive, how close to park, where to find the best rates, etc.) The City already leads by example in how it operates many of its parking facilities. The City can also play a role in educating the public about such concepts and promoting the application of unbundling at private parking facilities.

> Plan for parking on a district basis, where parking spaces are "unbundled" and allocated to a Downtown district rather than to a specific property.

> Look into implementing a "scratch card" system for monthly parking, so that if employees have the option to telecommute or carpool one or two days per week, they are encouraged to do so, because they won't have already paid for the whole month.

UNBUNDLING EQUALS SAVINGS AND CHOICE

Unbundled parking helps avoid the erroneous perception of "free" parking. For example, rather than renting an apartment with two parking spaces for $1,000 per month, the apartment would rent for $800 per month, plus $100 per month for each parking space. This is more equitable, efficient and marketable, since occupants only pay for the parking they need. Unneeded spaces can then be made available to others (residents or non-residents) who are looking to rent parking in the area. Other North American cities have had success with encouraging unbundling of parking. Washington, Portland and Vancouver have encouraged unbundling for sustainability or affordability reasons, while San Francisco recently began requiring parking to be unbundled.

WALKING AND CYCLING IMPROVEMENTS

Walking and cycling improvements support parking management strategies in several ways:

- Improving walkability (the quality of walking conditions) expands the range of parking facilities that serve a destination. It increases the feasibility of sharing parking facilities and use of remote parking facilities.
- Improving walkability increases "park once" trips, that is, parking in one location and walking rather than driving to other destinations, which reduces vehicle trips and the amount of parking required at each destination.
- Walking and cycling improvements allow these modes to substitute for some automobile trips.

Issues of safety and connectivity, as well as a lack of secure bicycle parking, have been identified as barriers to active transportation through research such as the City of Winnipeg Active Transportation Study (2005). These issues affect Downtown travellers, whether they arrive on foot, by bike, or in a bus or car. Where barriers to active transportation lead to increased automobile usage, challenges to addressing downtown parking will be exacerbated.

Bike rack on Broadway designed by Paul Robles
Public Art Commission created in collaboration with the Downtown BIZ
Location: Broadway and area
Media: steel and automotive paint
Photo: William Eakin

Courtesy of the Winnipeg Arts Council



4.3 WALKING AND CYCLING IMPROVEMENTS

- Explore Downtown development incentives that support pedestrian and cycling infrastructure enhancements and adequately recognize partner contributions to active transportation.
- Support connectivity with enhancements on priority routes and connections between parking structures and attractions.
- Continue to seek opportunities to enhance existing policy on Downtown access management (coordination between roadway design, land use development, and private approaches/driveways) that prioritize a pedestrian-friendly environment.
- Explore opportunities to enhance Downtown zoning provisions that support pedestrian-friendliness such as active uses and windows at sidewalk level.

> Support Downtown partners with tools and information that supports transportation demand management, such as:
  - Maintaining and enhancing the City's website to provide more parking, transit, active transportation and other access/mobility-related information. Provide greater levels of information regarding rates, merchant validation programs, event parking information, transit options, violation payment instructions, hours of operation, maps of public off-street and on-street parking options, etc. Promote this integrated site with an ad campaign and links from many other related websites.
  - Expanding bike parking options (short- and long-term) in City parking structures.
  - Continuing to add on-street parking for bicycles.
  - Encouraging the introduction of a privately-run bike share system.
  - Working with partners to develop parking information for new Downtown employers/employees that includes transit and active transportation information, including park and ride opportunities.

4.4 EXPLORE AND PILOT CREATIVE NEW TECHNOLOGY AND TRANSPORTATION DEMAND MANAGEMENT STRATEGIES

> As appropriate, research, pilot, support or promote, in alignment with the City's Transportation Master Plan, alternative opportunities in order to reduce or redistribute impacts of peak demand on our transportation and parking infrastructure.

> Where appropriate, provide preferential parking for carpools/vanpools, high-occupancy vehicles and electric/high efficiency vehicles in City-owned parking facilities.

> Collaborate with partners on the installation of electric vehicle-charging infrastructure.

4.5 ENCOURAGE TRANSIT USE

> Promote transit-oriented development strategies Downtown through area/corridor planning, zoning changes and urban design guidelines.

> Evaluate new program options for subsidizing transit passes for Downtown employees.

> Maintain a link to transit information, including park-and-ride opportunities on the Downtown Parking website.

> Explore development of a convenient "Smart Card" electronic payment system.

5. IMPLEMENT DOWNTOWN PARKING POLICIES AND PROJECTS THAT CONTRIBUTE TO THE OVERALL SUSTAINABILITY OF OUR CITY



A Sustainable Winnipeg is the City's sustainability strategy and is part of OurWinnipeg. Endorsed by Council in July 2010, it includes directions and strategies for promoting and measuring sustainable development.

Winnipeg's population is increasing, and accommodating this growth in a way that makes efficient use of resources, including land, and protects the natural environment is critical to maintaining our city's livability and to furthering the sustainable development directions of A Sustainable Winnipeg.

The integrated land use and transportation actions associated with the four enabling strategies are focused on building a sustainable, complete community. Parking programs and infrastructure can also contribute to our city's environmental, social and economic sustainability.

5.1 ALIGN PARKING STRATEGY AND ACTIONS TO A SUSTAINABILITY FOCUS

> Investigate the potential of an annual budget for "green" parking programs such as integrated transit/parking initiatives and green retrofits to parking facilities.

> Collaborate on the planning of parking facilities so that they protect and enhance historic, cultural and natural resources.

> Work closely with Economic Development Winnipeg to integrate parking with special event promotions, and especially to promote access to attractions.

5.2 APPLY GREEN BUILDING TECHNIQUES TO PARKING FACILITIES

> Explore, pilot and implement, as appropriate, green building strategies to reduce energy use, limit "heat island effect", reduce storm water runoff, and generate renewable energy. These strategies may include, but are not limited to: the selection and development of sustainable, mixed-use sites, green roofs, efficient lighting, VOC (volatile organic compound) compliant waterproofing and coating products, solar panel installation on parking structure roofs/canopies, natural ventilation, pervious surfaces and environmentally responsible facility pressure washing systems.

PARKING GARAGES GO GREEN



Photo credit: City of Santa Monica

Figure 2: The Santa Monica Civic Center parking garage is an example of how green building approaches can be applied to parking facilities. The garage includes roof-mounted solar panels that also provide shade, low VOC paints, innovative stormwater management techniques and extensive bicycle parking.

Selecting sustainable sites and sensitively incorporating multiple uses (for example housing or commercial/office along with parking) can help parking structures be as green as possible.