REPORT OF THE

ALTERNATE SERVICE DELIVERY COMMITTEE

DATED SEPTEMBER 16, 2002

On motion of Councillor De Smedt, the Report of the Alternate Service Delivery Committee dated, September 16, 2002, was considered.

Moved by Councillor De Smedt,
That the Consent Agenda, Clause 1, be adopted.

Carried.

Downtown Parking Policy
File GL-5.6.1 (Vol. 7) [c/r ST-8.1 (Vol. 10)]

766 - 1. On February 24, 1999, Council adopted Clause 3 of the Report of the Executive Policy Committee dated February 17, 1999, with respect to the 1999 Alternative Service Delivery Review Agenda which identified civic parking services for both on and off street parking as an Alternative Service Delivery candidate.

A feasibility study for the operational consolidation of civic parking services was completed in March 2001.

In June 2001, the Alternate Service Delivery Committee requested that a downtown parking policy framework be developed prior to recommending the consolidation of civic parking services.

In the fall of 2001, a project working group, representing the City of Winnipeg and CentreVenture was established to oversee the Downtown Parking Policy Study and Coriolis Consulting Corporation was selected as the consultant.

The objectives of the study were to:

- Characterize the existing and near future parking situation in downtown, with an emphasis on identifying portions of downtown in which parking is or could become a major constraint on economic development.
- Evaluate the current policy, regulatory, and urban economic factors that govern the provision of parking by the public and private sectors. In particular, identify the mechanisms by which parking is provided and identify any reasons why the existing framework might fail to deliver adequate parking without intervention.
- Identify and evaluate the options for the City's participation in the provision of parking in the future. These options presumably include: complete reliance on the private sector; more extensive involvement by the City, or joint and coordinated public/private sector initiatives.
- Recommend specific policy guidelines for Winnipeg. These may include changes to development regulations, joint public/private initiatives or new mechanisms for raising funds for the provision of parking.

The study was structured into two phases. Phase 1 consisted of a review of existing documents and policies, interviews with stakeholders to assess the current situation, and a review of alternative approaches to providing or funding downtown parking. Phase 2 focused on the development of a recommended policy framework. The Consultant's work was completed in April 2002. A copy of the final report is outlined in Appendix A.

The final report provides an analysis of the current parking situation and probable outlook on downtown parking in Winnipeg. The consultant suggests that the large amount of surface parking in downtown Winnipeg is largely due to a number of Winnipeg's downtown land development characteristics. Relatively low downtown land values and the high costs associated with developing structured parking translate into an affordability of creating surface parking lots. The small average size of new projects, be they new construction or redevelopment of sites, provide physical and financial difficulties in pursuing on-site structured parking. Given these factors and the low rate of development, it is foreseen that the conversion of surface parking to development sites will be slow.

The study also reports that, although there is no evidence to suggest that downtown has lost businesses or institutions to the suburbs because of a major shortfall of short-term or long-term parking, the supply of parking is not ideally distributed and localized parking concerns exist. These localized concerns tend to exist in the Exchange District where properties, due to building size and site coverage, cannot accommodate on-site parking. The study further suggests that although the overall parking situation in downtown is not likely to deteriorate in the foreseeable future, some localized problems could get worse.

In terms of the City's current policy and involvement in downtown parking, the study found that all of the City's current parking policy exists within the disparate contexts of land use, transportation/public transit, environmental quality and urban design policies. In a number of instances, the wording of the existing policy leaves considerable

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room for interpretation, thereby providing ambiguous policy direction on how the City's visions on land use, transportation /public transit, environmental quality and urban design are most appropriately balanced.

Given the economic and development context of downtown Winnipeg, and the nature of the City's current parking policy, the study proposes a new parking policy framework that provides clarity to existing policy and more specifically defines the City's vision on the expansion of downtown parking supply – by both the private and public sector, and provides clear definition of how broader visions on Land Use, Transportation/Transit, Environmental Quality and Urban Design are best balanced.

The proposed policy framework was shaped to be consistent with the City's broader vision, as outlined in Plan Winnipeg, for putting "Downtown First", and its goals for environmental quality, reduced single occupant vehicle use, transit, the economic revitalization of historic districts and the improvement of the urban streetscape.

In particular, the proposed framework consists of:

- The definition of 9 policy goals requiring Council endorsement;

- A range of more detailed policy recommendations (e.g. specific by-law amendments, adoption of more detailed policy statements, etc.) specifically related to issues of:

    - Private Sector Additions to Off-Street Parking Supply
    - City Investment in New Off-Street Parking Supply
    - Operating Civic Parking Facilities
    - Supply and Management of On-street Parking

- Recommendations on:

    - The Development of a Transportation Demand Management strategy;
    - The coordination of City parking policy (including the development of operational guidelines); and
    - Monitoring the usefulness and success of downtown parking related policy and initiatives.

In order to provide greater clarity to existing policy related to parking, and to provide a more comprehensive policy framework than currently exists for the creation and operation of a consolidated parking operation, City Council is hereby requested to endorse the overall policy goals and the more detailed policy recommendations, and to instruct the administration to conduct further review of proposed by-law amendments, the development of operational guidelines, management strategies and mechanisms for monitoring success. The proposed Parking Services Special Operating Agency, as outlined in the Selection Report of the Parking Services Feasibility Study provides a consolidated structure which will enable a thorough and holistic review of some of these detailed policy recommendations.

The Financial Impact is outlined on Schedule "E".

The Alternate Service Delivery Committee recommends:

I. That the final report by Coriolis Consulting Corporation, entitled "Parking Policy for Downtown Winnipeg" as outlined in Appendix "A" and the "Decision Making Framework" as outlined in Appendix "B" prepared by the Planning Property and Development Department be received as information.

II. That the following be endorsed as Council policy:

A. Downtown Parking Policy Goals as outlined in Schedule "A", with the following amendment:

1. That Policy Goal No. 4 of Schedule "A" be deleted in its entirety and replaced with the following:

"4. While allowing parking to expand as needed, improve the transit system and implement incentives and transportation demand management programs to decrease the share of total trips to and from downtown taken in single occupant private vehicles and increase the share of trips taken on transit."

B. Policy Statements on City Investment in New Off-Street Parking Supply as outlined in Schedule "B";

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C. Policy Statements regarding Operating City parking facilities as outlined in Schedule "C";

D. Policy Statements regarding the Supply and Management of On-Street Parking as outlined in Schedule "D".

III. That the report entitled "Parking Policy for Downtown Winnipeg" be referred to the administration for review and report back on the implementation of specific recommendations and/or their incorporation into departmental operations.

IV. That the Proper Officers of the City be authorized to do all things necessary to implement the intent of the foregoing including the execution of any documents related thereto.

Copy of attachments referred to in the above clause are on file in the office of the City Clerk.

Adopted by consent.

Selection Report - Parking Services Feasibility Study
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767 - ***Note: Clause 2 has been laid over by the Executive Policy Committee to December 4, 2002.***

Laid over by the Executive Policy Committee to December 4, 2002