Minutes - Executive Policy Committee – July 11, 2012

Minute No. 359
Report - Alternate Service Delivery Committee – July 6, 2012

Item No. 2 Demand Based Pricing for Metered Parking in the Downtown

COMMITTEE RECOMMENDATION:

On July 6, 2012, the Alternate Service Delivery Committee concurred in the recommendation of the Winnipeg Public Service and submits the following to Council:

1. That the Winnipeg Parking Authority Special Operating Agency be delegated the authority to establish and define demand zone locations in the downtown and the authority to adjust parking meter rates within demand zones to a maximum of $2.00 per hour in order to manage demand to generate approximately 15% availability on any given block face and that such adjustments be based on calculated demand levels for any given block for the previous year with the Winnipeg Parking Authority to report on any planned changes as part of their annual business planning process.

2. That the creation of an Evening Metered Parking Zone (as outlined in the map Appendix B) be approved, with payment extended to 8:30 p.m. and to set the rate at the indicated daytime rate for the respective daytime parking zone in which the meter may be located, and initially located:

    A. On Ellice from Hargrave to Smith, the length of Smith, Donald and Hargrave from Ellice to St. Mary, Carlton from Portage to St. Mary, Edmonton from Graham to St. Mary and Portage and Graham from Carlton to Smith.

3. That the change of the start time for metered on-street parking in areas be approved, not subject to Rush Hour parking restrictions to 8:00 a.m.

4. That the Parking Meter By-law No. 6547/95 be amended as shown on Appendix C, by adding the following clauses:

    6(1)(e) if the vehicle has been parked in a metered space for more than the maximum time for which a fee may be paid for parking a vehicle in that metered space.

    6(2.1) Clause 6(1)(e) does not apply to an outdoor mobile food unit if the person operating the outdoor mobile food unit provides a copy of a valid licence for the outdoor mobile food unit issued under the Doing Business in Winnipeg By-law.

Report - Alternate Service Delivery Committee – July 6, 2012

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

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DECISION MAKING HISTORY:

Moved by Councillor Fielding,

That the recommendation of the Alternate Service Delivery Committee be concurred in and forwarded to Council.

Carried

COMMITTEE RECOMMENDATION:

On July 6, 2012, the Alternate Service Delivery Committee concurred in the recommendation of the Winnipeg Public Service and submitted the matter to the Executive Policy Committee and Council.

ADMINISTRATIVE REPORT

Title: **Implementation of demand based pricing at on-street metered locations and updates on other improvements to on-street parking**

Critical Path: **Alternate Service Delivery, EPC, Council**

AUTHORIZATION

Author	Department Head	CFO	CAO
C. Stewart, WPA	R. Topolniski, WPA	M. Ruta	D. Joshi, COO

RECOMMENDATIONS

1) That Council delegate to the Winnipeg Parking Authority the authority to establish and define demand zone locations in the downtown and the authority to adjust parking meter rates within demand zones to a maximum of $2.00 per hour in order to manage demand to generate approximately 15% availability on any given block face and that such adjustments be based on calculated demand levels for any given block for the previous year with the WPA to report on any planned changes as part of their annual business planning process.

2) That Council approve the creation of an Evening Metered Parking Zone (outlined in the map attached as Appendix B) with payment extended to 8:30 pm and to set the rate at the indicated daytime rate for the respective daytime parking zone in which the meter may be located, and initially located:
   - On Ellice from Hargrave to Smith, the length of Smith, Donald and Hargrave from Ellice to St. Mary, Carlton from Portage to St. Mary, Edmonton from Graham to St. Mary and Portage and Graham from Carlton to Smith.

3) That Council approve the change of the start time for metered on-street parking in areas not subject to Rush Hour parking restrictions to 8:00 am.

4) To amend the Parking Meter By-Law No. 6547/95, as shown on Appendix C by adding the following clauses:

   (e) if the vehicle has been parked in a metered space for more than the maximum time for which a fee may be paid for parking a vehicle in that metered space.

   6(2.1) Clause 6(1)(e) does not apply to an outdoor mobile food unit if the person operating the outdoor mobile food unit provides a copy of a valid licence for the outdoor mobile food unit issued under the Doing Business in Winnipeg By-law.

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

REASON FOR THE REPORT

The WPA was created to manage City owned on-and-off-street parking resources, parking compliance, to advocate, encourage and develop growth in supply and service delivery standards of daily/hourly parking in Downtown Winnipeg, and to participate in municipal transportation demand management wherever possible, on a self-supporting basis.

On March 23, 2011, Council approved the 2011 Business Plan (Selection Report) for the Winnipeg Parking Authority. The Agency conducted a review of on-street parking rates in high demand areas of the downtown and Exchange District in consultation with stakeholders as indicated on pages 11 and 12 of the report.

IMPLICATIONS OF THE RECOMMENDATIONS

Recommendation 1 – While increases to meter rates in the proposed areas will generate increases in revenues, this can not be accurately estimated as, while demand levels in higher priced areas are expected to drop, with a corresponding increase in demand in lower priced areas in close proximity to the edges of the higher priced areas, the exact decrease and corresponding increase can not be predicted at this time.

Recommendations 2 and 3 – While increasing the amount of time that paid parking is in effect will generate increases in revenues, this can not be accurately estimated until the effect of demand based pricing on customer demand is fully known.

Recommendation 4 – there is unlikely to be a financial impact to limiting the time a vehicle may be parked at a metered location. While certain motorists will not now be able to park for extended periods of time on the street, there will be no loss of revenue as the space will now be available for another motorist to make use of.

Implementation of recommendations 1 and 2 support item 03-1f of the "Getting from Place to Place Downtown" section of Complete Communities, one of the four Direction Strategies supporting **OurWinnipeg** to strategically manage public parking requirements..

HISTORY

In the WPA business plan, approved by Council on March 23, 2011, the issue of using demand-based pricing to generate turnover at on-street parking spaces was proposed. While the Parking Meter By-Law delegates the authority to set meter rates and times to the Chief Administrative Officer, the WPA indicated that, following a period of consultation with affected stakeholders, the proposed changes to meter rates and times would be brought before Council for final approval. In addition, other changes to the regulation of the private use of the public right of way were indicated including loading zones and time restricted parking.

The Winnipeg Parking Authority Operational Review dated November 2010 was received as information by Council on July 20, 2011. In the preamble to recommendation 15, the review stated "on-street parking rates in downtown Winnipeg are out of alignment with off-street rates. This price difference can have several significant negative impacts on the overall downtown parking system.

First, lower cost on-street parking can encourage downtown visitors to search for available on-street spaces – increasing traffic congestion and pollution. Second, lower cost on-street parking can lead to an overutilization of available on-street parking resources – increasing frustration for downtown visitors and discouraging them from visiting downtown. Finally, lower cost on-street parking can reduce the utilization of off-street parking resources – making them more difficult to financially support. Ideally, the more convenient on-street parking spaces should be more expensive than the less convenient off-street spaces. On-street parking rates should be set to encourage 85% utilization. This requires regularly monitoring on-street space utilization."

Meters – Demand Based Pricing

As indicated in the 2011 WPA business plan, prior to determination of the changes to rates of any meters, the WPA consulted with affected stakeholders throughout the summer of 2011.

The primary reason for charging fees for on-street parking is to generate turnover of the spaces so that space is available for short term transient visitors to an area. Short term parking is defined as two hours or less, with 2 to 3 hours considered medium term and in excess of 3 hours considered long-term parking.

A vacancy rate of 15% will allow 9 out of 10 motorists to find on-street parking within three blocks of their destination without having to circle and look for an open space. The basic pricing principle for generating this turnover is that on-street parking should be more expensive over the longer term than off-street parking.

Stakeholder Consultation

This consultation was conducted through formal presentations to stakeholders, less formal 'coffee with the parking guy' discussions and individual meetings with key organizations such as the Winnipeg Chamber of Commerce, Downtown BIZ, Exchange BIZ and CentreVenture. A listing of the consultation sessions is contained at Appendix D to this report.

This consultation was successful in that, while there was both support for, and opposition to, the concept of increased rates in high demand areas, there was an increased understanding by stakeholders of the principles behind charging for on-street parking and the need to use increased rates to generate turnover in areas of high demand. That being said, there were some concerns expressed by many of the participants, such as:

- The perception that retail in the downtown does not enjoy a level playing field as other areas of the city where small boutique retail is concentrated do not have paid on-street parking;
- Future development in the downtown and Exchange districts should include provisions to address any parking needs;
- Rationalization and removal of surplus loading zones should be accelerated with the changes to regulatory signage taken out of the normal work flow of the Public Works Department so that implementation can occur faster; and
- Any additional revenue generated from rate increases should be used by the WPA to improve parking and transportation within the affected areas (currently downtown and the Exchange District)

Public Engagement

Following development of proposals regarding high-demand parking zones the WPA engaged with the public through a Public Open House and the posting of the presentation on the WPA website. Public feedback was solicited through an on-line survey that was available for a two week period.

The survey found that the following were reasons for respondents to come downtown during the day:

- Work Downtown: 42% of respondents
- Live Downtown: 10% of respondents
- Shopping/Entertainment/Dining/the Arts: 44% of respondents
- Appointments/Meetings: 61% of respondents; and
- Education: 11% of respondents.

Only 7% of respondents indicated they do not come downtown during the day.

94% of respondents indicated that a car was the primary method of travelling to downtown, with 87% of respondents that they used on-street parking when visiting downtown. 64% of respondents indicated that on-street parking was their primary parking choice.

In addition to questions regarding on-street parking in the downtown, the survey was also designed to gather data which could aid in development of recommendations for implementation of the Downtown Parking Strategy. Where appropriate, the data will be shared with Public Works and Planning, Property & Development.

Increased Rate Areas

While paystation usage data indicated that a significant portion of the spaces in downtown have a demand level above 75%, the presence of large amounts of off-street parking in the vicinity of the highest demand areas indicates that a limited area of designated 'high demand rate' parking with increased rates would likely address the need to generate turnover and free up parking for short-term transient users. This approach was supported by those stakeholders who provided feedback during the process.

It is proposed that 'increased meter rate areas' be created in the downtown and Exchange District areas as indicated on the map attached as Appendix A to this report. Implementing increased meter rate areas in specified areas will be more effective in generating turnover as the retention of lower priced areas within the overall downtown will act to prevent private operators from raising their off-street rates to continue to exceed the on-street rate.

The demand based pricing concept has been proven through the pilot projects instituted at St. Boniface General Hospital and the Health Sciences Centre. These locations were selected as demand levels at hospitals are typically constant and unaffected by outside factors allowing for consistent data collection. Data collected between 2008 and 2010 demonstrated that an increased rate in a high demand area has the desired effect of generating turnover by influencing long-term parkers to use off-street facilities.

Downtown

The proposed increased meter rate area in the downtown encompasses Portage Avenue from Garry to Vaughan, Vaughan from Portage to York, Kennedy, Edmonton and Carlton from Portage to Broadway, Broadway from Kennedy to Donald and one block immediately north and south of Portage on Garry, Fort, Smith, Donald, and Hargrave.

Eighty-Seven (87) paystations will be in this zone, comprising 437 on-street parking spaces. This represents 27% of the 1,612 on-street spaces within the downtown (280 paystations)

Market Square

The proposed increased meter rate area in the 'Market Square' area of the Exchange District encompasses King from Notre Dame to James, Arthur and Albert from Notre Dame to Bannatyne, McDermot and Bannatyne from King to Main and James from Princess to Main.

Twenty-eight (28) paystations will be in this zone, comprising 126 on-street parking spaces. This represents 24% of the 517 on-street spaces within the 'Market Square' area (96 paystations)

East Exchange

The proposed increased meter rate area in the East Exchange encompasses the East side of Main from McDermot to Market, the length of Market, Bannatyne and McDermot from Main up to and including Rorie and Rorie from Market to Lombard.

Eighteen (18) paystations will be in this zone, comprising 68 on-street parking spaces. This represents 17% of the 390 on-street spaces within the East Exchange District.

Implementation

As any changes to the rates of paystations require a programming change, there will be a delay between Council approval and implementation of the high demand zones. In addition payment information on the affected paystations and signage will need to be changed and updated.

During this period a public information and awareness campaign will be conducted to ensure that the general public is made aware of the upcoming changes to rates in the increased rate areas and the date on which the new rates will take effect. In addition, the paystations in the high demand areas will be clearly marked to differentiate them from those in the normal demand areas.

Meters – Times of Operation

Evening Parking

Beginning in the spring, throughout the summer and into the fall of 2011, the WPA gathered data on demand in both the East Exchange 'Cultural District' and in the area around the MTS Centre and the proposed 'Sports, Hospitality and Entertainment District (SHED). As part of the public engagement process, survey respondents were asked if, and why they came downtown in the evenings during the week. 58% of respondents indicated that their primary reason for coming downtown was for shopping, entertainment, the arts or dining.

For the cultural district the data indicates that expanding the times of payment at meters into the evening is not required for the cultural district.

Data gathered during evening events in the area of the proposed (SHED) showed that large numbers of vehicles were parking at 5:30pm when events were scheduled and remaining in place the entire evening, preventing patrons of businesses not associated with the event from finding short-term on-street parking within this area. This lack of turnover was noted for both MTS Centre and other event venues in the evenings. This problem is expected to become more pronounced with the pending renovation of the Metropolitan Theatre and expansion of the Convention Centre, along with the development of some existing surface lots.

As current on-street parking payment technology does not allow for real-time programming of payment requirements on an event by event basis, it is proposed that evening parking rates be implemented within a specified area limited to the boundaries of the SHED as chosen by the largest proportion of respondents in the survey (41%).

The proposed evening parking zone encompasses Ellice from Hargrave to Smith, the length of Smith, Donald and Hargrave from Ellice to St. Mary, Carlton from Portage to St. Mary, Edmonton from Graham to St. Mary and Portage and Graham from Carlton to Smith.

42 paystations will be in this zone, comprising 203 on-street parking spaces. This represents 13% of the 1,612 on-street spaces within the downtown.

Earlier Opening Times

During the gathering of additional data relating to demand and during the consultation phase, it was identified that there was a need to allow metered locations to 'open for business' at an earlier time as many visitors to the downtown come for early appointments or meetings. Many businesses also start work prior to the current meter 'opening time' of 9:00 am and this results in many spaces being taken up by long term parkers who are able to add that additional hour to their parking time at no cost. By regulating this first hour of the business day additional turnover will be achieved resulting in more availability for those short term users who may have an early appointment or meeting.

Implementation of this change in payment times and the corresponding public information and awareness campaign will take place concurrently with the implementation of demand zone pricing in the downtown and Exchange districts.

Parking Meter By-Law

When the Parking Meter By-Law was amended to allow for paystations, the prohibition on 're-metering' was removed to facilitate parking in some areas of the downtown that had 1 hour meters until such time as single space meters were replaced by paystations and a consistent parking time was allowed in the downtown. In addition, the level of demand at on-street locations at that time was such that it was not anticipated that this would create a problem. Analysis of current usage data indicates that vehicles remaining in one location all day and repeatedly paying for parking has become an issue at a small number of locations in the downtown.

The amendments to the Parking Meter By-Law outlined in Appendix B to this report will prohibit the practice of re-metering, resulting in a maximum time a vehicle may be parked in a metered space of 2 hours in most of the downtown and Exchange District and 4 hours in the vicinity of St. Boniface Hospital and the Health Sciences Centre. In recognition of the important part they play in the fabric of a vibrant

downtown, mobile food vendors who hold a valid mobile food vendor licence under the *Doing Business in Winnipeg By-Law* will be specifically exempted from this restriction.

Meter Permits

During consultation on changes to on-street parking concerns were raised regarding the potential for abuse presented by the 3 hour time limit allowed by the current meter permits. Originally intended to provide convenience for customers who had to make frequent short stops within the downtown, it appears that some are being used for long-term on-street parking.

To address this concern, meter permits have been changed to allow no more than 2 hours of parking on any given block face per day. This will allow the original intended use to be continued, but will prevent use for longer term parking at on-street locations.

Meters –Weekends

The WPA also monitored demand in the downtown on Saturdays and, as part of the public engagement process, survey respondents were asked if, and why they came downtown on the weekends. 65% of respondents indicated that their primary reason for coming downtown on weekends was for shopping, entertainment, the arts or dining.

The importance of the 2 hour complimentary period in bringing visitors to the downtown on Saturdays was also assessed. 65% of respondents indicated that the 2 hour complimentary period was a major factor in their visiting downtown.

The data gathered shows that while there are a significant number of vehicles remaining parked in excess of the 2 hour complimentary parking period, the problem is not widespread enough to require discontinuance of this courtesy. While in the past enforcement of the 2 hour complimentary parking period was labour intensive and not particularly cost-effective, the WPA's Automated Licence Plate Report vehicles are perfectly suited to this type of enforcement and will be deployed to ensure that vehicles are not parked in excess of the 2 hour complimentary parking period without payment.

Traffic By-Law Changes

As part of the process of addressing on-street parking in the downtown, other issues were identified and analyzed. Where required to effect changes to improve service, the WPA has addressed the following issues through the submission of a separate report to Council.

Loading Zones

During the consultation on changes to on-street parking and as a result of discussions with the Provincial Crown Attorney's office, it has become clear that there is a need to better define both the reasons for, and the limits on, the usage of loading zones. The WPA will work with the Department of Public Works in reviewing the provisions of the Traffic By-Law that will provide this greater definition while still ensuring safe and effective traffic flow. As part of this process in the longer term, we will investigate best practices across North America and bring recommendations with respect to the management of commercial loading within business districts.

Residential Permits
With changes to the on-street meter program, there have been areas where existing residential time restrictions have been replaced with paid on-street parking. The area in the vicinity of the Health

Sciences Centre(HSC) was due to the residential time restriction not addressing the issue of staff at HSC using the streets for long-term parking and the area south of Broadway was as a result of the changes required to accommodate the Assiniboine Avenue Bikeway. In both cases, under the authority granted by the Parking Meter By-Law, the WPA allowed the appropriate residential permit to be used by residents of the affected streets at paystations in these areas. In addition, the current regulations do not address the potential for misuse of a residential permit on time restricted 'commercial' streets in a number of the older neighbourhoods in the City such as Provencher Boulevard and Corydon Avenue.

With increasing residential development in the downtown a clearer definition of where residential permits may be used is required. The WPA has adjusted boundaries of residential zones to provide greater ability to monitor usage and permit issuance in accordance with the bylaw.

Residential Parking – Service Providers

Originally the Traffic By-Law provided only for issuance of permits to residents of a particular time restricted area and does not make provisions for service providers such as health care providers or contractors. The WPA worked with the Department of Public Works in reviewing the provisions of the Traffic By-Law in order to develop a regulatory framework to allow for service providers to legally exceed posted residential time restrictions.

Ongoing Monitoring

To ensure that the changes to the management of on-street parking continue to meet the objectives of the Downtown Parking Strategy, demand levels at paystations, usage of loading zones and the residential parking program will be monitored on an ongoing basis. Where there is a requirement for adjustments to the program, the matter will be brought back before Council.

FINANCIAL IMPACT

Financial Impact Statement **Date:**

Project Name: **First Year of Program** **2012**

	2012	2013	2014	2015	2016
Capital					
Capital Expenditures Required					
Less: Existing Budgeted Costs					
Additional Capital Budget Required	$ -	$ -	$ -	$ -	$ -
Funding Sources:					
Debt - Internal					
Debt - External					
Grants (Enter Description Here)					
Reserves, Equity, Surplus					
Other - Enter Description Here					
Total Funding	$ -	$ -	$ -	$ -	$ -
Total Additional Capital Budget Required	$ -				
Total Additional Debt Required	$ -				
Current Expenditures/Revenues					
Direct Costs					
Less: Incremental Revenue/Recovery					
Net Cost/(Benefit)	$ -	$ -	$ -	$ -	$ -
Less: Existing Budget Amounts					
Net Budget Adjustment Required	$ -	$ -	$ -	$ -	$ -

Additional Comments:

As density pricing is expected to change utilization of on-street parking spaces, revenue increases cannot be accurately forecast and the financial impact not known.

Original signed by
Karen Ayotte, CGA
Manager of Finance & Administration

CONSULTATION

In preparing this report there was consultation with:

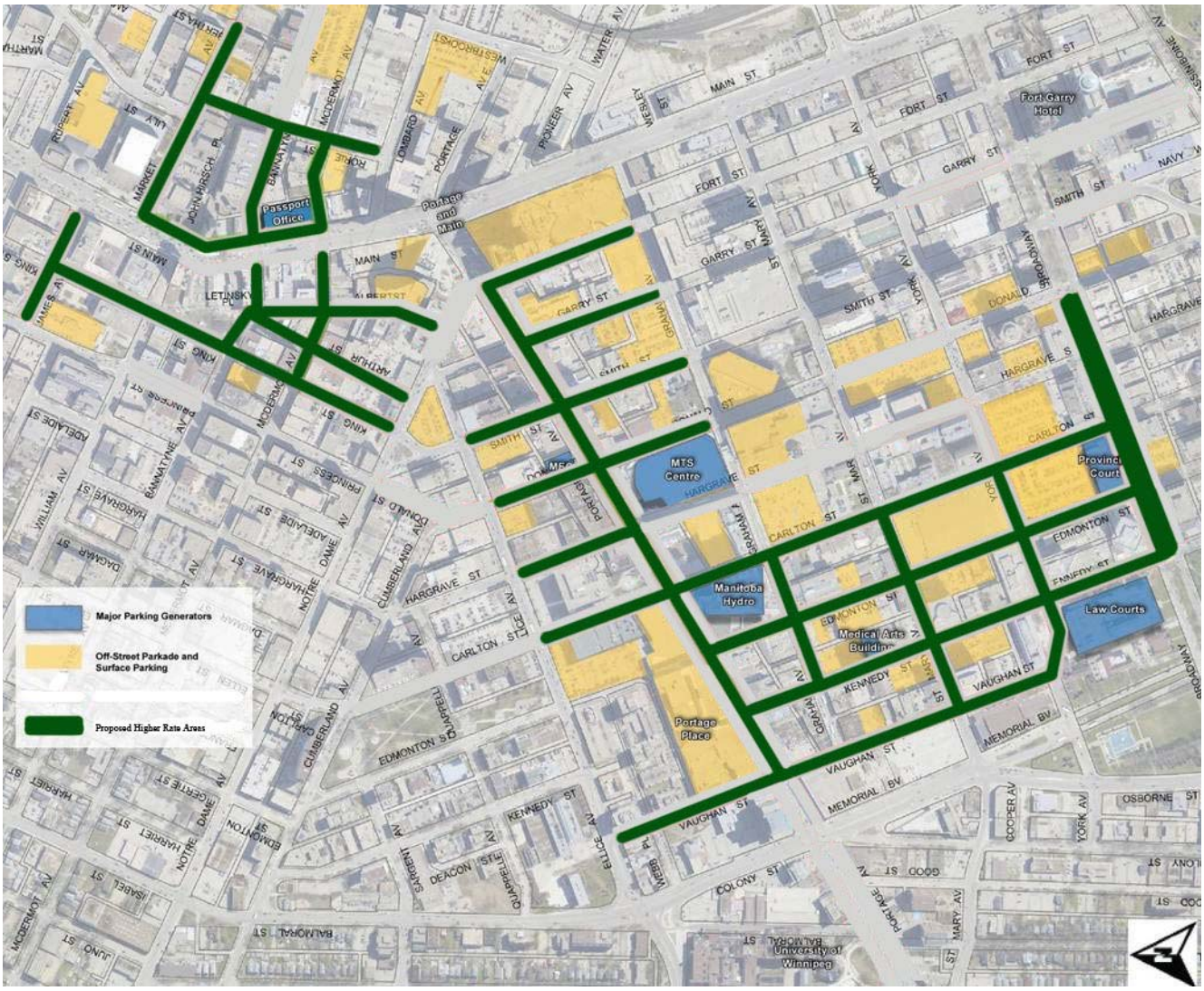
Legal Services

SUBMITTED BY

Department: Winnipeg Parking Authority
Division
Prepared by: Colin Stewart
Date: July 4, 2012
File No.

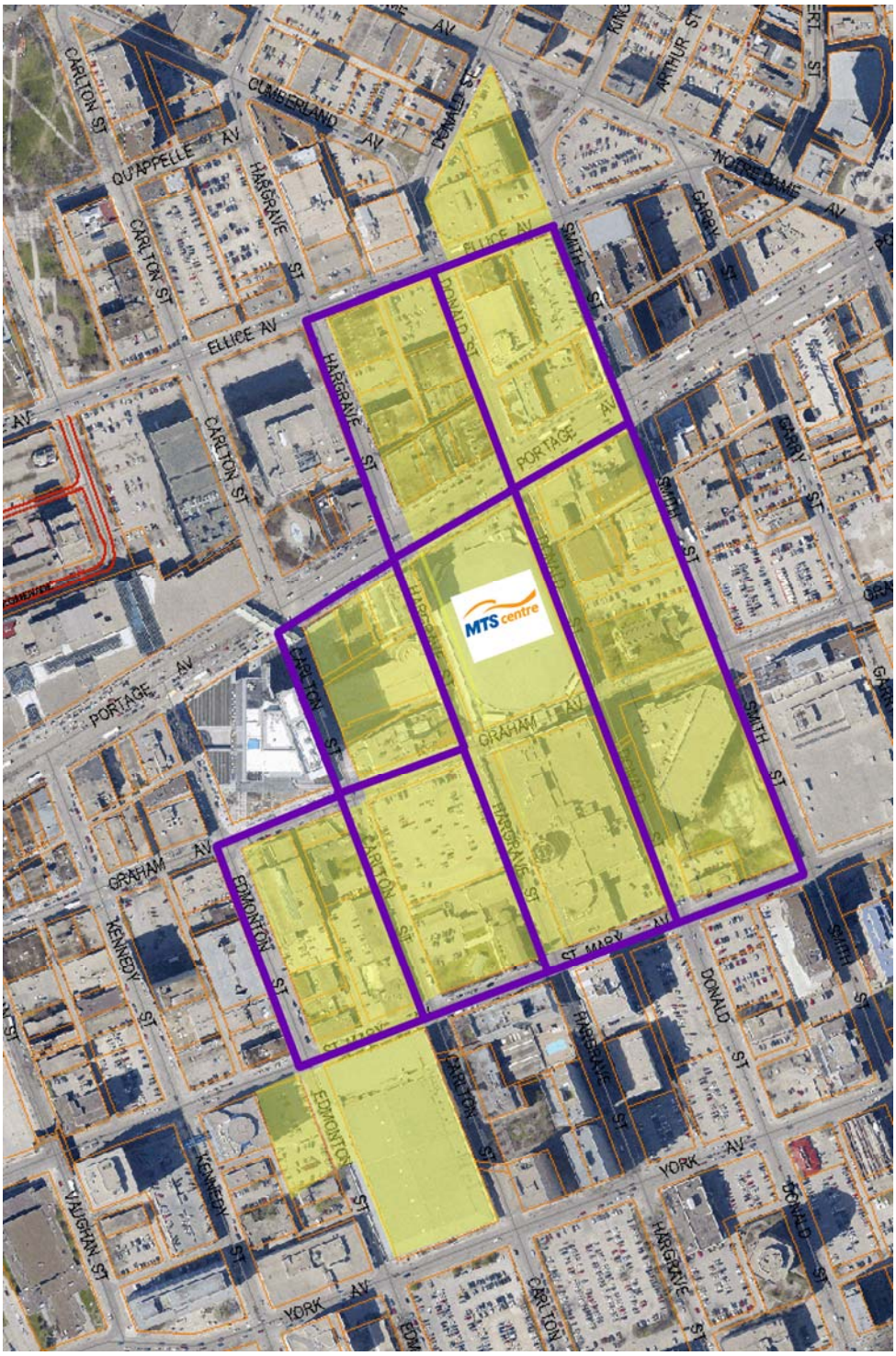
Appendix A

Proposed High Demand Parking Areas
(Higher rate parking zone indicated in green)



Appendix B

Proposed Evening Parking Areas
(Evening parking area indicated in purple)



Appendix C

THE CITY OF WINNIPEG

BY-LAW NO.

A By-law of THE CITY OF WINNIPEG to amend the Parking Meter By-law to limit the amount of time extensions of time may be purchased at a parking meter

THE CITY OF WINNIPEG, in Council assembled, enacts as follows:

1. *The Parking Meter By-law No. 6547/95 is amended by*

   (a) substituting a semi-colon for the period at the end of clause 6(1)(d) and adding the following after clause 6(1)(d):

   (e) if the vehicle has been parked in a metered space for more than the maximum time for which a fee may be paid for parking a vehicle in that metered space.

   (b) adding the following after subsection 6(2):

   6(2.1) Clause 6(1)(e) does not apply to an outdoor mobile food unit if the person operating the outdoor mobile food unit provides a copy of a valid licence for the outdoor mobile food unit issued under the Doing Business in Winnipeg By-law.

DONE AND PASSED, this day of , 2011.

_____
Mayor

_____
City Clerk

Approved as to content:

_____
Chief Operating Officer
Winnipeg Parking Authority

Approved as to form:

_____
For Director of Legal Services and City Solicitor

Appendix D

Schedule of Stakeholder and Public Consultations

14 Jun 11 – Downtown Session #1(Globe Theatre): focused on the stakeholder businesses in the proposed high demand corridor, 100 affected businesses hand-delivered invitations. Coordinated in partnership with Downtown BIZ.

15 Jun 11 – Downtown Session #2 (MTS Centre Exchange Restaurant): focused on the stakeholders in the area of the proposed SHED, 100 hand delivered invitations. Coordinated in partnership with Exchange BIZ.

23 Jun 11 – Informal Session #1 (Tallest Poppy): 'Coffee with the Parking Guy', focus on Exchange and Main street – advertised on Downtown BIZ website, all BIZ members invited (1604) by e-mail. Coordinated in partnership with Downtown BIZ.

30 Jun 11 – Downtown Session #3 (Portage Place IMAX): open to all Downtown BIZ members (1604 e-mail invites). Coordinated in partnership with Downtown BIZ.

19 Jul 11 – Exchange Session #1 (Sport Manitoba): focused on East Exchange (Cultural district), 50 hand delivered invitations, 380 Exchange BIZ members invited by e-mail, open invitation in BIZ e-newsletter (900 recipients). Coordinated in partnership with Exchange BIZ.

20 Jul 11 – Exchange Session #2 (The Line Up): focused on Exchange BIZ area, 50 hand delivered invitations, 380 Exchange BIZ members invited by e-mail, open invitation in BIZ e-newsletter (900 recipients). Coordinated in partnership with Exchange BIZ.

21 Jul 11 – WPA COO presentation to CentreVenture Board of Directors

4 Aug 11 – Informal Session #2 (Fyxx on Broadway): 'Coffee with the Parking Guy', advertised on Downtown BIZ website, all BIZ members invited (1604) by e-mail. Coordinated in partnership with Downtown BIZ.

23 Aug 11 – WPA COO presentation to Downtown Council

12 Sep 11 – Exchange Session #3 (Cinematheque), focused on Exchange business, arts groups, and area residents – hand delivered invitations to downtown and exchange residential buildings, 380 Exchange BIZ members invited by e-mail, open invitation in BIZ e-newsletter (900 recipients), invitation in Exchange residents association newsletter. Coordinated in partnership with Exchange BIZ.

20 Sep 11– WPA presentation to Manitoba Professional Planners Institute

3 Oct 11 – WPA COO presentation to Winnipeg Chamber of Commerce

20 Oct 11 – WPA COO meeting with Royal Manitoba Theatre Centre to address specific parking issues related to 'cultural district'.

5 Mar 12 – WPA Open House on proposed changes held at Winnipeg Convention Centre.