Minute No. 570
Report - Alternate Service Delivery Committee - July 10, 2003

Item No. 1 City Hall District Parking Report
File GL-5.6.1

COUNCIL DECISION:

Council concurred in the recommendation of the Alternate Service Delivery as amended by the Executive Policy Committee, and adopted the following:

1. That the final report by ND LEA, Planners and Engineers, titled the "City Hall District Parking Study Implementation Plan" (Attachment 1) be received as information and be referred to the Parking Services Special Operating Agency (SOA) for consideration and/or incorporation into their Business Plan;

2. That authorization be granted to develop additional parking spaces at the City's Ross and Paulins parking lot as an interim measure pending a long term proposal for the development of this site;

3. That authorization be given to undertake discussions with the Province of Manitoba to seek a public-public or private-public partnership with the aim of constructing additional parking capacity in the area as a longer-term solution.

4. That the Chief Administrative Officer seek opportunities to promote underutilized parking lots in the area east and west of Main Street for use by students of the Red River Community College Downtown Campus.

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

Report - Alternate Service Delivery Committee - July 10, 2003

DECISION MAKING HISTORY:

Moved by Councillor Angus,

That the recommendation of the Alternate Service Delivery Committee, as amended by the Executive Policy Committee, be adopted by consent.

Carried

EXECUTIVE POLICY COMMITTEE RECOMMENDATION:

On July 16, 2003, the Executive Policy Committee amended the recommendation of the Alternate Service Delivery Committee by adding the following, namely:

"4. That the Chief Administrative Officer seek opportunities to promote underutilized parking lots in the area east and west of Main Street for use by students of the Red River Community College Downtown Campus."

That the following recommendation be renumbered accordingly."

and submitted the matter to Council.

STANDING COMMITTEE RECOMMENDATION:

On July 10, 2003, the Alternate Service Delivery Committee concurred in the administrative recommendation and submitted the matter to Executive Policy Committee and Council.

Re: **City Hall District Parking Report**

For submission to: **Alternative Service Delivery Committee**

Original report signed by: **Director of Planning, Property and Development**

Report date: July 8, 2003

Recommendation(s):

1. That the final report by ND LEA, Planners and Engineers, entitled the "City Hall District Parking Study Implementation Plan" (Attachment 1) be received as information and be referred to the Parking Services Special Operating Agency (SOA) for consideration and/or incorporation into their Business Plan;

2. That authorization be granted to develop additional parking spaces at the City's Ross and Paulins parking lot as an interim measure pending a long term proposal for the development of this site;

3. That authorization be given to undertake discussions with the Province of Manitoba to seek a public-public or private-public partnership with the aim of constructing additional parking capacity in the area as a longer-term solution.

REPORT SUMMARY

Key Issues:

- Red River College downtown campus and other institutional and accommodation developments are taking place in the Exchange District. These developments have resulted in demands that exceed the existing parking supply.

- It is critical to equate the City's level of involvement in building new parking to benefit uses other than immediately identifiable City needs, especially those specific to the operations of City Hall.

- A Parking Services Review Team, comprised of staff from Planning Property and Development, Public Works and CentreVenture, endorse the recommendations in the ND Lea's Implementation Plan. There is agreement to have these recommendations move forward in the spirit understanding that specifics, such as commitments to 200 long term parking stalls, may be difficult at this juncture.

- Under the Downtown Zoning By-Law No. 4800/88, there are no requirements to develop or acquire parking in the area. That said, it is important, in the short term, to mitigate the

spillover impact of the demand generated by the Red River College, University of Winnipeg, and other developments.

- A shortage of parking is inhibiting the development of existing buildings in the area.
- Until recently, parking policy existed disparately within the contexts of land use, transportation & public transit, environmental quality, and urban design. The Downtown Parking Policy, adopted in 2002, provides clarity to the City's policies regarding downtown parking, it also provides a policy context and decision making framework on which to engage when determining the merits of developing new parking facilities.

Implications of the Recommendation(s):

General implications:

	None
X	For the organization overall and/or for other departments
X	For the community and/or organizations external to the City of Winnipeg
	Involves a multi-year contract

Comment(s):

- The recommendations contained herein provide direction to the administration to take specific actions and to negotiate partnerships for the construction of additional parking in the Exchange District.

Policy implications:

X	**No**
	Yes

-

Environmental implications:

X	**No**
	Yes

-

Human resources implications:

X	**No**
	Yes

-

Financial implications:

	Within approved current and/or capital budget
X	Current and/or capital budget adjustment required

Comment(s):

The recommendations have financial impact, which are detailed herein.

REASON FOR THE REPORT:

This report has been prepared in response to a request by ASD Committee and the Chief Administrative Officer to provide an accurate forecast for parking capacity in the described area and to report back on the short and long term solutions in addressing the apparent need for additional parking in the area. The analyses included the economic and functional feasibility of constructing new parking structure(s) to service the area that recognizes the public and private financial contributions necessary.

HISTORY:

In 1999, City Council adopted the "1999 Alternative Service Delivery Review Agenda" which included civic parking services for both on and off street parking.

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

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

In June 2002, as a result of new and forecasted building developments, the ASD Committee requested a study be undertaken associated with parking in the vicinity of the City Hall and Civic Centre Parking Garage areas.

In September 2002 City Council adopted the City of Winnipeg Downtown Parking Policy.

DISCUSSION:

In the summer of 2002, a project working group, representing the City of Winnipeg and CentreVenture was established to oversee the City Hall District Parking Study. The consulting firms of Rich and Associates in conjunction with ND Lea were selected to complete the study and report back to the steering committee.

The objectives of the study were to:

- To provide for an accurate forecast for parking capacity in the described area and to reasonably predict other forms of access, including public transit, walking, cycling.
- Examine the existing and forecasted parking demand given the present and proposed developments within the study area.
- Examine the economic and functional feasibility of constructing new parking structure(s) to service this area and to develop a balanced economic approach in financing such projects, recognizing the public and private financial contributions necessary.

- Examine whether or not the City should be involved in building new parking to benefit uses other than immediately identifiable City needs, especially those specific to the operations of City Hall.
- Assist the City in determining the appropriate economic inputs and outcomes associated with this project.

Specific tasks to be conducted via the study included:

- An in-depth analysis of existing parking requirements and existing parking facilities and amenities.
- An analysis of other proposed developments, including the impact of other potential parking developments in the described impact area and the adjacent district.
- Facilitate stakeholder and focus group sessions to ensure varying perspectives are heard with respect to the support and potentially any opposition to the construction of a new parking facility.
- Prepare an economic analysis on the proposed development with a focus on any proposed construction and operation costs of a new parking garage or a combination of facilities

The study was conducted essentially in two phases. Phase 1 consisted of a review of existing documents and policies and conducting interviews with stakeholders to assess the current situation and determine future forecasted access and parking requirements. Much of the work of Phase I is referred to as the Rich Report.

Phase 2 focused on the implementation plan and was completed by ND Lea as an adjunct to the Rich Report. The focus of this report is on the latter portion of this study and deals with the implementation plan and more specifically with the most critical recommendations, that of developing additional parking capacity. The Consultant's work was completed in March 2003. A copy of the final report is attached.

During the Phase 1 Stakeholder interviews, virtually all stakeholders expressed concerns with respect to the availability of parking in the study area. Recurring themes included the importance of creating a safe environment, the need for enhanced enforcement to ensure the parking inventory is being utilized as intended, and the need for parking to be available in relative close proximity to the final destination point. Another issue discussed at some length following the stakeholder interviews was the price of evening and event parking.

The findings related to the supply / demand analyses were collected and presented by district. For the purpose of this study three geographic areas were defined; The City Hall District; the Entertainment District; and the Southwest Exchange District. The specific boundaries of these areas are illustrated in the map (Study Area) in the attached consultant's report.

The City Hall District

To a certain degree the City Hall and Entertainment Districts can be discussed concurrently due to their complementary peak demand cycles and the subsequent opportunity for a shared development given the existing tunnel connection between the Manitoba Centennial Centre and the Civic Centre Parking Garage. For the purposes of this report the issues related to these districts are being presented separately.

Consistent with the findings of the recent Downtown Parking Policy Report, the consultants report that by and large, there is sufficient parking inventory in the City Hall District to meet existing demands provided the inventory is being utilized as intended. This estimate did not include the expected impact generated by Red River College. The second stage opening of the Princess campus of Red River College in August 2003 and the final stage in January 2004 are the most identifiable demand generators. At full capacity, the College expects more than 2,000 students and faculty staff. This additional demand for parking will tax the existing inventory well beyond its current capacity. The area falls under the Downtown Zoning By-Law No. 4800/88, under this By-Law there are no requirements for the proponent to provide for additional parking.

The Civic Centre Parking Garage (CCPG) dominates the parking agenda in the City Hall District. It is strategically located to service the area. The purpose of the Civic Centre Parking Garage is to support the Civic functions in the immediate vicinity (City Hall, the Administration Centre, and the Public Safety Building). The Red River College development and to a lesser extent the University of Winnipeg Continuing Education development are readily identifiable demand generators for which parking is not being provided integral with the developments and as such they will have a spillover impact into the adjacent area. In particular, the imminent opening of the downtown Red River College campus will not only generate parking demands beyond the present parking capacity but it may also negatively impact the ability of the CCPG to service the City's internal and external customers. Beyond the spillover impact into the adjacent area, these demand generators, if not satisfied, will continue to reinforce the perception that there is "no parking" downtown and be a disabler to the economic development of the area.

The Entertainment District

The Entertainment District needs centre on evening and weekend use and would offer a complementary demand to facilities with primary daytime use. In and of themselves, the evening / weekend uses do not justify the construction of a parkade based on the requirement that the project be revenue neutral at worst. For reasons that are currently unclear, theatre and concertgoers do not use the Civic Centre Parking Garage in significant numbers. Previous studies have shown that they would make use of a parkade in close proximity to the Centennial Centre. Two potential sites have been identified for the construction of a parking structure; one on Rupert Street immediately north of the Manitoba Museum and one on James Street to the east of the Concert Hall. Previous studies completed for the Manitoba Centennial Centre indicated that approximately 200 daytime monthly users are required to achieve a "breakeven" position

after debt servicing. This "breakeven" point may vary given possible changes to the number of event dates hosted by the Manitoba Centennial Centre and should be updated based on the best current information.

Summary of Observations, Options and Issues

The two issues to be addressed are preserving the level of service related to Civic purposes in the short to medium term and identifying options for adding off-street capacity in the medium to long term. Without specific actions, parking will become a disabler of development in this area.

There is a need to preserve the functionality of the existing CCPG and to maximize its utilization. The consultants support the rehabilitation and maintenance of this structure based on the ratio of anticipated funding to current replacement value. This position is similar to that presented in a previous study completed in January 2002 by PricewaterhouseCoopers and Stantech Engineering.

The consultants recommend a detailed rehabilitation and annual maintenance strategy be developed and implemented to ensure the continued structural viability of this strategic asset. The strategy would strike equilibrium between the planned reduction of the current maintenance backlog and the annual maintenance requirements.

The top levels of the parkade are currently reserved for vehicle storage to the Winnipeg Police Services. Although a "rent" is paid for this space, the opportunity cost associated with the utilization of this space as long-term storage rather than for parking is significantly higher. Recent activity analysis suggests the Police utilization of this space is substantially less than what efficient standards suggest. The consultants recommend discussions commence with Police to return this space to the parking inventory.

In the short term, it is important to mitigate the spillover impact of the demand generated by the Red River College, University of Winnipeg and other developments. There is considerable variation in the estimates for the off-street parking required just for RRC, with numbers ranging from 860 (unconstrained) to 250 (constrained).

Strategy and Options

Because of the urgency to develop additional parking in the area and alleviate parking as an immediate constraint on development in this area, specific short-term actions are required. The following is a brief description and action plan for each of the short-term recommendations followed by a discussion of the longer-term options. It is important to note that in the attached analyses, all parking rate information, for public or employees, is market based.

Suggested Short Term Solutions

1. Increase the capacity of the civic owned and operated parking lot on Ross and Paulins by developing the City owned and vacant lands immediately west of the existing surface lot.

2. Increase the number of spaces available to the public in the Civic Centre Parking Garage by reducing the number of secured daytime spaces assigned to the police service.

1) The Ross and Paulin Site

- The premiere short-term solution is to increase the capacity of the civic owned and operated parking lot at Ross and Paulin Street. This is accomplished by developing the City owned and vacant lands immediately west of the existing surface lot.

- With the proposed development of additional parking at the Ross and Paulin's site the City has an opportunity to alleviate a portion of the parking need in the area and increase the use of its existing parking inventory.

- These lands were held by the City to accommodate the proposed northerly extension of Hargrave Street. No longer part of the City's long range transportation plan, the Public Works Department did not object to the transfer of said lands for other purposes. City Council, approved in principle, the notion of developing parking at this location when they approved the formal transfer of jurisdiction to Planning, Property and Development in December 2001.

- An additional 125 stalls are possible, bringing the total available at this location to 240 stalls. The entire lot would be operated as monthly public parking on a non-reserved (scramble) basis, thus accommodating the most efficient number of parkers possible. The City would serve as the developer, applying for a "Temporary Use Variance". This application, subject to the Board of Adjustment approval, cannot be extended beyond five years, well within the anticipated "interim" period. This provides time to address the immediate parking shortfall but still allow other development proposals to be weighed and proceed if viable. The temporary variance will allow the City to operate this "non-accessory" parking facility without hard surfacing, until more formal long-term parking solutions are found.

- Lighting and other security measures must be sensitive to the client mix and the surrounding neighbourhood. Lighting must be intense yet directed and shielded, so as not to migrate into the surrounding residential area. Discussions will be undertaken with Police Services and Red River College to facilitate on-site security devices, which may include emergency call-boxes and closed-circuit television cameras.

- ❖ CentreVenture has agreed to finance the capital improvements, estimated to be $300,000. The City would repay this loan, set at "prime rate", over a period of three years. The financial analysis of this proposal is shown as Appendix A. There is an estimated full cost recovery associated with this development in approximately 3.4 years, including new business and realty taxes to be realized by the City.

2. *Civic Centre Parking Garage – 4th Floor*

- ❖ Presently, the 4th or uppermost floor, of the Civic Centre Parking is secured for the sole use of the Winnipeg Police Service. Recent observations and data collection suggests Police could reduce their requirement of parking spaces. As many as 60 stalls can be re-utilized for public parking during peak daytime periods by installing two automated garage doors; specific security measures; and an additional entry card reader. Costs of retrofitting the facility to accommodate this change are estimated at $50,000. Planning, Property and Development can re-direct a portion of their 2003 current estimates funding toward this development, with the expectation that there is a full payback in the following year. Financial return to the City is deemed achievable in about 18 months, as is demonstrated in Appendix B.

Financial Impact of the Short Term Solutions

The attached Appendices "A" and "B" illustrate the financial impacts of proceeding with the short-term solutions. When combined they produce a net five year impact as follows.

	Year 1	Year 2	Year 3	Year 4	Year 5
Ross & Paulins Expansion	($ 17,395)	($ 34,130)	($ 50,235)	$ 25,750	$ 98,870
Civic Centre 4th Floor	($ 11,355)	$ 24,015	$ 58,055	$ 90,805	$ 122,320
Net Combined Impact	($ 28,750)	($ 10,115)	$ 7,820	$ 116,555	$ 221,190

Suggested Longer Term Solutions

Three options were evaluated for the addition of tiered off-street inventory in the City Hall and Entertainment districts, namely:

1. A new parking structure on the Ross and Paulin's site.
2. A four-storey addition to the east of the Civic Centre Parking Garage.
3. Participating in a new structure on Rupert Avenue immediately north of the Manitoba Centennial Centre (MCC), previously identified by MCC as a preferred site.

The consultant's final report details parking efficiencies, costs, and anticipated surplus / deficit of each of these longer-term strategies. A table in the attached Implementation Plan outlines the relative pros and cons of the various sites.

1. New Structure at the Ross and Paulin Site

Construction of a tiered parking structure at this time is not recommended given the commitment to reserve the site for future development. In the event that this were to change, the site is conducive to the construction of a structure as optimum space efficiencies can be achieved. It should be noted that given the location of this property relative to the demand generators in the area, it would likely be conducive to specified users only (e.g. RRC, Police Service, or in conjunction with a new development, etc.) as the probability of use by the general public is low.

2. Addition to the Civic Centre Parking Garage

Up to 180 spaces can be accommodated in a four-storey addition matching the height of the existing parkade to the east of the current parkade over the hard-surfaced park on King Street. Construction of this addition would cause some operational disruption and construction complexity with respect to the existing ramp to the basement of the existing parkade. The addition would have its own entrance and exit.

A second option is to construct a six-storey addition with the capacity to accommodate an additional two stories that bridge the existing parkade structure. Some structural loads would have to be transferred through the existing parkade structure, as the spans required to bridge the existing structure in its entirety would be too long. This option could add up to 480 additional spaces, virtually doubling the size of the existing parkade. This option is only presented conceptually as the capacity of the existing street infrastructure to accommodate a structure with this parking capacity is doubtful. The ability to efficiently service a mass egress of additional vehicles is also doubtful. Construction complexity and the costs of an addition to the Civic Centre parking garage would be increased if this expansion were to occur at the same time as the Public Safety Building exterior cladding replacement (2004-2005).

3. Manitoba Centennial Centre Parkade

A previous study completed by ND LEA on behalf of the Manitoba Centennial Centre for a 385 stall, four level structure on Rupert Avenue suggests that 200 +/- daytime users would be required for the facility to break-even, given the anticipated evening demand. Under this scenario, the Manitoba Centennial Centre would develop the parkade. The consultants identified the City as a potential lease partner, anticipating that some employees working in the City Hall area would relocate to a new parkade facility east of Main Street. The City would also be expected to provide land in the existing streets right-of-way to facilitate construction. Upgrading of the tunnel connecting the Centennial Centre to the Civic Centre Parking Garage may be required to meet functional aesthetic and Universal Design Code requirements. This option is deemed advantageous in leveraging the City's fiscal contribution as it may provide for a long-term lease option as opposed to an upfront capital contribution. It also affords the City to avoid ongoing repair and maintenance costs as the parkade would be owned and operated by the Manitoba Centennial Centre.

Longer Term Preferred Option

Based on the consultant's conclusions and recommendations, and the project working group's analysis, it is recommended that in the longer-term, a public-public or private-public partnership be pursued with the Province to construct a parkade at the Rupert Street site as the preferred long-term option. Given the amount of time it may take to conclude the negotiations it is recommended discussions commence immediately.

In the event that a suitable agreement cannot be reached, the second option, as identified in the "City Hall District Parking Study Implementation Plan", would be to construct an addition to the Civic Centre Parking Garage. Subject to the outcome of the proposed negotiations, any actions required to enter a long-term lease agreement, partner or construct an addition to the Civic Centre parking garage would be the subject of a future report.

In the interim, the shorter-term options should be pursued. Without additional parking, capacity in this area parking will become a disabler to downtown development.

Financial Impact Statement

Date: July 8, 2003

Project Name:
City Hall District Parking Report

First Year of Program 2004

	2004	2005	2006	2007	2008
Capital					
Capital Expenditures Required	$ -	$ -	$ -	$ -	$ -
Less: Existing Budgeted Costs	-	-	-	-	-
Additional Capital Budget Required	$ -	$ -	$ -	$ -	$ -
Funding Sources:					
Debt - Internal	$ -	$ -	$ -	$ -	$ -
External	-	-	-	-	-
Grants (Identify)	-	-	-	-	-
Reserves, Equity, Surplus, Other	-	-	-	-	-
Total Funding	$ -	$ -	$ -	$ -	$ -
Total Additional Capital Budget Required	$ -				
Total Additional Debt Required	$ -				
Current Expenditures/Revenues					
Direct Costs	$ 152,200	$ 102,200	$ 102,200	$ (4,500)	$ (4,500)
Less: Incremental Revenue/Recovery	122,325	122,325	122,325	122,325	122,325
Net Cost/(Benefit)	$ 29,875	$ (20,125)	$ (20,125)	$ (126,825)	$ (126,825)
Less: Existing Budget Amounts	-	-	-	-	-
Net Budget Adjustment Required	$ 29,875	$ (20,125)	$ (20,125)	$ (126,825)	$ (126,825)

Additional Comments:

The above cash flow forecasts are obtained from Appendices A & B, and are the total of the two operations - the Ross & Paulin's expansion, and the Civic Centre Parkade modifications. The five-year financial impact shown in the body of the report differs from the above analysis because the table in the report uses net present value totals, wheras the above is prepared on the basis of cash flows.

"Original signed by"
Gord Courage, Manager
Support Services Division

IN PREPARING THIS REPORT, THERE WAS CONSULTATION WITH AND CONCURRENCE BY:

CentreVenture Development Corporation, Planning Property and Development (Civic Accommodations Division, Support Services Division, Development and Inspections Division, Planning and Land Use Division - Urban Planning Branch) and Public Works (Transportation Division).

This report submitted by:

Planning, Property and Development Department
Division: Support Services
Prepared by: Russ Phillips
PPD File #:

Document name: o:\reports directive\support services\parking\city hall district parking report.doc

Paulins & Ross Surface Parking Lot

Appendix A

Developed and Operated by The City Based on Monthly Rate

NPV & Cash Flow Analysis

Assumes 10 month rental @ monthly rate of $60.00 oversold at 110%

		Capacity	110%				
Number of Stalls for Public	**125**	1	2	3	4	5	
Year		**2004**	**2005**	**2006**	**2007**	**2008**	**5 year Total**
Inflation factor		1.02	1.0404	1.061208	1.08243216	1.1040808	
Discount Factor		1.0600	1.1236	1.191016	1.26247696	1.33822558	
Cash Inflows	**Rate**						
Monthly Parking Revenues - Public	$ 75.00	$ 103,125	$ 103,125	$ 103,125	$ 103,125	$ 103,125	$ 515,625
Total Cash Inflows		$ 103,125	$ 103,125	$ 103,125	$ 103,125	$ 103,125	**$ 515,625**
Cash Outflows							
City Attendant Staffing Costs			$ -	$ -	$ -	$ -	$ -
Revenue Collection Systems		$ -	$ -	$ -	$ -	$ -	$ -
Public Works Maintenance Costs		$ 2,500	$ 2,500	$ 2,500	$ 2,500	$ 2,500	$ 12,500
Grounds Maintenance		$ 3,000	$ 3,000	$ 3,000	$ 3,000	$ 3,000	$ 15,000
Electrical		$ 3,500	$ 3,500	$ 3,500	$ 3,500	$ 3,500	$ 17,500
Structural Maintenance Costs		$ 1,000	$ 1,000	$ 1,000	$ 1,000	$ 1,000	$ 5,000
Municipal & School Taxes		$ 5,000	$ 5,000	$ 5,000	$ 5,000	$ 5,000	$ 25,000
Business Taxes		$ 4,500	$ 4,500	$ 4,500	$ 4,500	$ 4,500	$ 22,500
Support Costs		$ 2,000	$ 2,000	$ 2,000	$ 2,000	$ 2,000	$ 10,000
Sub-total of Operating Costs		$ 21,500	$ 21,500	$ 21,500	$ 21,500	$ 21,500	**$ 107,500**
Capital Costs of Land Acquisition	interest only	$ -	$ -	$ -	$ -	$ -	$ -
Capital Costs Lot Development	P & I	$ 106,700	$ 106,700	$ 106,700			$ 320,100
Capital Costs of Revenue Controls	P & I	$ -	$ -	$ -	$ -	$ -	$ -
Other Corporate Costs (Savings)	School Taxes	$ (7,000)	$ (7,000)	$ (7,000)	$ (7,000)	$ (7,000)	$ (35,000)
Total Cash Outflows		$ 121,200	$ 121,200	$ 121,200	$ 14,500	$ 14,500	**$ 392,600**
Net Cash Flow		$ (18,075)	$ (18,075)	$ (18,075)	$ 88,625	$ 88,625	$ 123,025
Inflated Cost		$ (18,437)	$ (18,805)	$ (19,181)	$ 95,931	$ 97,849	$ 137,357
Present Value		**$ (17,393)**	**$ (16,737)**	**$ (16,105)**	**$ 75,986**	**$ 73,119**	**$ 98,870**
Accumulated (Loss) / Profit		**$ (17,393)**	**$ (34,130)**	**$ (50,235)**	**$ 25,751**	**$ 98,870**	

Civic Centre Parking Garage

Appendix B

With separated security controls for Fourth Floor - East and West levels

NPV & Cash Flow Analysis

Assumes 10 month rental @ monthly rate of $80.00 sold at 90%

Assumes Police retain secured access to 4W between on 6:00 PM to 6:00 AM

		Capacity	90%				
Number of Stalls for Public	**60**	1	2	3	4	5	
Year		**2004**	**2005**	**2006**	**2007**	**2008**	**5 year Total**
Inflation factor		1.02	1.0404	1.061208	1.08243216	1.1040808	
Discount Factor		1.0600	1.1236	1.191016	1.26247696	1.33822558	
Cash Inflows	**Rate**						
Monthly Parking Revenues - Public	$ 80.00	$ 43,200	$ 43,200	$ 43,200	$ 43,200	$ 43,200	$ 216,000
Lost Revenues - Police	$ (40.00)	$ (24,000)	$ (24,000)	$ (24,000)	$ (24,000)	$ (24,000)	$ (120,000)
Total Cash Inflows		$ 19,200	$ 19,200	$ 19,200	$ 19,200	$ 19,200	**$ 216,000**
Cash Outflows							
City Attendant Staffing Costs			$ -	$ -	$ -	$ -	$ -
Revenue Collection Systems		$ -	$ -	$ -	$ -	$ -	$ -
Public Works Maintenance Costs		$ -	$ -	$ -	$ -	$ -	$ -
Grounds Maintenance		$ -	$ -	$ -	$ -	$ -	$ -
Electrical		$ 2,000	$ 2,000	$ 2,000	$ 2,000	$ 2,000	$ 10,000
Structural Maintenance Costs		$ 1,000	$ 1,000	$ 1,000	$ 1,000	$ 1,000	$ 5,000
Municipal & School Taxes		$ -	$ -	$ -	$ -	$ -	$ -
Business Taxes		$ -	$ -	$ -	$ -	$ -	$ -
Support Costs		$ 2,000	$ 2,000	$ 2,000	$ 2,000	$ 2,000	$ 10,000
Sub-total of Operating Costs		$ 5,000	$ 5,000	$ 5,000	$ 5,000	$ 5,000	**$ 25,000**
Capital Costs of Land Acquisition	interest only		$ -	$ -	$ -	$ -	$ -
Capital Costs Lot Development	P & I	$ 50,000	$ -	$ -			$ 50,000
Capital Costs of Revenue Controls	P & I	$ -	$ -	$ -	$ -	$ -	$ -
Corporate (Savings) Police	Police Savings	$ (24,000)	$ (24,000)	$ (24,000)	$ (24,000)	$ (24,000)	$ (120,000)
Total Cash Outflows		$ 31,000	$ (19,000)	$ (19,000)	$ (19,000)	$ (19,000)	**$ (45,000)**
Net Cash Flow		$ (11,800)	$ 38,200	$ 38,200	$ 38,200	$ 38,200	$ 141,000
Inflated Cost		$ (12,036)	$ 39,743	$ 40,538	$ 41,349	$ 42,176	$ 151,770
Present Value		**$ (11,355)**	**$ 35,371**	**$ 34,037**	**$ 32,752**	**$ 31,516**	**$ 122,322**
Accumulated (Loss) / Profit		**$ (11,355)**	**$ 24,017**	**$ 58,053**	**$ 90,805**	**$ 122,322**	

CITY HALL DISTRICT PARKING STUDY

IMPLEMENTATION PLAN

Prepared For

City of Winnipeg

By
ND LEA Engineers & Planners Inc.

March 2003

41077.101

STANDARD LIMITATIONS

This report was prepared by ND LEA Engineers & Planners Inc. (ND LEA) for the account of the City of Winnipeg. The disclosure of any information contained in this report is the sole responsibility of the client, the City of Winnipeg. The material in this report reflects ND LEA's best judgment in light of the information available to it at the time of preparation. Any use which a third party makes of this report, or any reliance on or decisions to be made based on it, are the responsibility of such third parties. ND LEA accepts no responsibility for damages, if any, suffered by a third party as a result of decisions made or actions based on this report.

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INTRODUCTION

This report was commissioned by the City of Winnipeg as a follow-up to the report prepared by Rich and Associates, dated October 1, 2002 (The Rich Report). The intent of this study is to develop recommendations and an action plan utilizing the results of the detailed technical analysis completed by Rich and Associates. All recommendations must satisfy the criteria stipulated in the City of Winnipeg Downtown Parking Policy. The Rich Report contained the following observations/conclusions:

- A significant percentage of the on-street parking inventory is being utilized as long-term parking.

- The provision of effective wayfinding is an issue.

- The study area is comprised of three zones with distinct needs. Reference is made to the Exchange District, the Entertainment District and the City Hall District. Based on the demand analysis (Map #4: Weekday Surplus/Deficit, The Rich Report), the Exchange District (west of Main Street and south of William Avenue) has the highest potential parking deficit, followed by the City Hall District (west of Main Street and north of William Avenue), where the Red River College development is the most readily identifiable imminent demand generator. The Entertainment District (east of Main) has primarily a weekend / evening deficit in the immediate vicinity of the Centennial Centre and the theatres. Overall, there is limited potential to absorb additional parking demands.

- Extensive stakeholder interviews were conducted. Virtually all stakeholders expressed concerns with respect to the availability of parking in the study area. Recurring themes included the importance of creating a safe environment, the need for enhanced enforcement to ensure that the parking inventory is being utilized as intended, and the need for parking to be available in relatively close proximity to the final destination point.

- The parking utilization survey was updated in February 2003. As anticipated, the observed utilization was higher during the February 2003 count than during the August 2002 count. Evening and weekend utilization was also collected during the February 2003 survey. A summary of the updated utilization as well as a comparison to the August 2002 utilization counts are included in Appendix A.

BACKGROUND

The Rich Report poses the following question to capture the essence of the challenge associated with the provision of parking in the study area:

"The important question lies in whether or not the City should be involved in building new parking to benefit uses other than immediately identifiable City needs specific to the operations of City Hall."

While this is certainly a key consideration, it is important that the parking question be viewed in an even broader context, specifically that of downtown revitalization. The overlying premise is that growth in the downtown and particularly in the study area will be fuelled by the revitalization process rather than organic development (these two concepts are explored later in the text). The questions to be answered become:

- What is the City's role in promoting and enabling the Downtown revitalization agenda?

- What role does "strategic parking management" fulfill in the achievement of the revitalization objectives?

The answers to the foregoing questions lie partially in the City of Winnipeg Downtown Parking Policy and its goals. The Parking Policy establishes the following goals:

1) To attract new commercial, residential and institutional development to downtown and to ensure that the downtown captures a large share of the total City growth.

2) Allow and facilitate the expansion of the off-street and where possible on-street parking inventories as necessary so that the parking supply does not become a constraint on downtown's vitality and growth.

3) Limit direct City investment in off-street parking to special cases in which there is a clear need, the private sector cannot meet the need on its own, and there is a significant net economic benefit to downtown.

Furthermore, the Policy Regarding the Supply and Management of Off-Street Parking states that:

1) The City will consider direct investment in off-street parking supply in downtown in special cases. A proposed investment should meet one or more of the following criteria:

    a. There is a clear existing or impending need for additional off-street parking supply in the area to attract tenants and the parking shortfall is

associated with a variety of existing vacant properties that cannot individually meet their parking needs due to site size, site shape, design constraints, or high site coverage by existing buildings.

b. There is a need to assist with the provision of parking in order to attract major institutions or employers or additional residents that would not otherwise locate in a downtown.

c. The civic investment in parking will cause or facilitate a significant net economic gain for downtown, such as the recruitment of a major employer or the revitalization of a special character area.

d. There is a unique opportunity to achieve an expansion of the off-street parking supply on favourable terms, such as an opportunity to fund an addition to a parking project being developed by another party.

e. There is a need for parking associated with a Civic use.

2) The City will generally only consider building new parking that is intended to attract new employers or new residents or uses that will draw people to downtown for shopping, recreation and entertainment. The City will generally not consider investing in parking to meet the need of existing occupied residential projects that have parking shortfalls. The rationale for this is that existing downtown residential projects should either be meeting their parking needs on-site or should be deliberately targeting transit-oriented residents, particularly if they are non-market units. However, the City will consider new investment that supports the renovation of heritage buildings for residential use.

3) If a proposed City parking investment satisfies the required tests, the City will identify and evaluate potential alternatives for creating the parking. The City will consider (as applicable) alternatives such as direct ownership, some partnership arrangement with a private developer proposing the development of new parking, or direct payment for the construction of additional stalls in a new parking project being developed by the private sector or another public sector agency. In evaluating alternatives, the City will consider capital cost per stall, the location of the parking and the amount of parking to be created.

4) If the City invests in new off-street parking supply, the City will develop a financial strategy for paying and recovering the capital cost. The City may use capital reserves, or borrow, or some combination. To recover the cost, the City may consider cash-in-lieu or special assessments in a benefiting area or entering into long-term pre-paid leases for some of the stalls.

The above-noted Downtown Parking Policy clearly acknowledges the link between the accessibility and availability of parking and the achievement of revitalization goals. It also addresses the need to provide parking for Civic uses. Additionally, it gives preference to opportunities to enter into co-operative arrangements with other private and/or public sector stakeholders, thereby leveraging the City's capital investment.

THE DEVELOPMENT AGENDA

As a next step, we will explore the relationship between parking and revitalization. At this point it is important to discern between revitalization and development, as the parking decision models associated with each are distinctly different. The decision models in turn determine how the data and information gathered in the study are to be interpreted and utilized.

Organic development is typically fuelled by growth. The provision of parking is a reactive consideration, i.e., it is condition antecedent to making the decision to develop in a certain location. The costs of providing parking are traditionally borne by the direct benefactor (the developer) except in cases where it is not feasible for a single developer to provide parking within the development constraints. For example, if it is stipulated that all additional parking must be provided in tiered structures, the parking requirements for a single development may not be sufficient to justify a tiered structure. In this case, alternative contribution mechanisms such as cash-in-lieu systems are sometimes implemented. Traditional supply / demand parking studies are compatible with the organic development decision model which essentially consists of the following:

- How much parking is required to support the development?
- What's the most cost-effective manner to provide parking within the development constraints?
- What are the projections of capital and operating costs?
- What are the revenue projections?
- What's the probable operating surplus / shortfall?
- In the case of an operating shortfall, how will the developer recover the costs?

The role of the City related to parking in this type of environment is that of implementing demand management strategies, establishing the parameters for supply of parking, establishing and enforcing the zoning by-laws and facilitating cash-in-lieu or like programs.

The role of the City related to parking in facilitating revitalization is all of the above and more.

THE REVITALIZATION AGENDA

Simply stated, healthy cities have healthy and vibrant downtowns. Revitalization is an explicit strategy designed to capitalize on growth opportunities and proactively channel them to a specific location, in this case Winnipeg's downtown. Revitalization is premised on the understanding that there is a macro net economic benefit, not necessarily tied to any single development. In other words, the whole is greater than the sum of the parts.

In and of itself, revitalization in perpetuity is not a sustainable economic model. The intent is to create a critical mass of development that will lead to organic growth.

It should also be noted that while organic development is essentially project driven and enables decision making within that context, revitalization is an ongoing, dynamic process. The number of unknowns relative to the type and timing of developments make it mandatory that a strategic decision framework be established in advance of development taking place in order to facilitate a relatively rapid response in answer to development opportunities.

While all development can be considered to be competitive, revitalization has another dimension in that the downtown quite often competes with suburbs that may possess significant first cost and functional advantages. Lack of parking may widen the gap.

The Role of Parking in Revitalization

It is not unusual to offer development incentives to aid in the revitalization process. The provision of parking in this context can be seen to be a development incentive.

Additionally, the availability of parking is condition precedent to capitalizing on growth opportunities (the corollary is that the absence of parking is a disabler). It is here that the decision model digresses from the organic growth model in that the decision to provide parking must typically be made in advance of development taking place provided that a clear need is evident. This decision model leads to the City taking a direct and proactive role in the provision of parking as per the aforementioned policy statements above, specifically clauses 1a, 1b and 1c.

Is the provision of parking the panacea for Downtown revitalization?

In one word, NO! Making the Downtown a desirable place to live, work and play will take more than providing safe, convenient parking. Customers will pay a premium for the "experience" (an experience being more than just a destination). Creating the downtown "experience" is a complex, multi-dimensional process and detailed discussion is certainly beyond the scope of this study. From the parking

perspective, it is important that the strategic parking agenda is in concert with this process and that it does not constrain its successful implementation.

Is revitalization the only consideration in the Study Area?

Again, the answer is NO! The City of Winnipeg constructed the Civic Centre Parkade in support of the City Hall development, not to get into the business of parking. There is a real concern that additional demand generators in the area will adversely impact the City's ability to meet the parking needs of the City's internal and external clients.

What about the existing merchants and businesses?

The parking policy explicitly negates unilateral City involvement in the provision of off-street parking to address existing shortfalls. It does allow for participation in the addition of off-street inventory if the situation presents itself to do so on favourable terms, loosely interpreted as "piggybacking" on a development initiated by a third party.
Nonetheless, the maximization of the potential of the on-street parking inventory through implementation of a comprehensive demand strategy in support of the existing merchants and businesses is essential to the success of the overall parking management strategy.

NEEDS ANALYSIS

In establishing a framework for informed decision making and with the objective of formulating an action plan, the questions to be answered are:

- Is there a clear need and what is it?
- Is the need global in nature or is it location specific?
- Does the need relate to revitalization, a civic use, or the opportunity to add off-street inventory in a cooperative manner?
- How imminent is the need?
- What does the City need to do to address the need?
- Are the potential solutions revenue positive, neutral or negative?
- Is the City willing to accept solutions that have a negative direct cost impact on the basis of achieving a return on investment associated with the net economic benefit to the Downtown?

- If there is a net direct cost to the City, does the potential exist for private and/or public sector partnerships to share in the development, thereby minimizing the cost impact?

As mentioned previously, there are three distinct districts within the study area, delineated as (1) North of William Avenue and West of Main Street (the City Hall District), (2) South of William Avenue and West of Main Street (the Southwest Exchange District), and (3) East of Main Street (the Entertainment District). The needs analysis will be addressed within the context of the three districts with the exception of certain global needs that exist and can be addressed through the implementation of comprehensive demand strategies.

Additionally, the needs analysis and the resultant mitigation strategies will be formed within the following guiding principles:

- All options must be consistent with the requirements of the City's Downtown Parking Policy and its goals.
- The integrity of existing parking assets will be preserved.
- Comprehensive demand strategies will be implemented to maximize utilization of the existing parking assets.
- New parking structures must be in context to the surrounding community and to the architectural motif.

Demand Strategies

The resolution of the global considerations can be categorized as demand strategies and typically relate to maximizing the utilization of the existing parking supply.

The parking expectation of the end user is typically formed by the suburban parking experience. It can be described as follows:

- It is perceived to be safe (my car will not be broken into and I will be safe walking to and from my car and destination).
- It is easily located (I know where I am going to park prior to leaving my home).
- It is readily available (there is a high probability that I will find parking once I arrive).
- The door is within sight (I will be relatively close to my final destination and it will be within sight).

- I am willing to pay for parking provided that it is at a reasonable cost, if my destination is fixed (e.g. Doctor's visit, I need my vehicle at work, etc.). Yes, there are people who will circle a block thirty times and double their cost through gas consumption, rather than pay for parking. They are not the norm.

Each of these global needs will be examined in the context of the entire study area.

5.1.1 Perceived to be Safe

Many people who frequent the study area are concerned with their personal safety as well as the safety of their vehicle. Improving the perception of safety in the downtown is a topic that has been extensively explored elsewhere and steps are being taken to improve the perception.

Recommendations

From a parking perspective, creating high density parking zones that are well lit, perhaps monitored, and have a high frequency of traffic would positively impact the perception of safety. By concentrating parking, it facilitates the establishment of surface level "pedways" through lighting enhancements and streetscaping to address perceived safety and logistical concerns.

5.1.2 Easily Located

The following is specific to off-street parking. Although there is a plethora of surface parking lots (in itself not a desirable situation) and a few prominent parking structures, parking is not easily located unless you are a frequent visitor to the area and know the specific locations.

Recommendations

The provision of effective wayfinding was identified as a significant issue in the Rich Report and options were presented to address it. The recommendation to address this issue in the immediate future is endorsed.

We also suggest that parking information (including all available lots, public or private) be included in the BIZ and City of Winnipeg websites. We recommend that merchants be engaged in the process of providing information to their customers through parking maps and "talk tracks" for their employees.

5.1.3 Readily Available

It is important that the integrity of the parking supply strategy be protected. In other words, on-street capacity is meant for the short-term, transitional user and off-street capacity is meant for the long-term user. An effective consumer education program, strategic enforcement, and wayfinding strategy are necessary to ensure that capacity is being utilized as intended.

Recommendations

On-street parking is short term and is maximized by meters, pricing and enforcement. The Rich Report addresses the issue of maximizing turns on the on-street inventory through a combination of technology, enforcement, and education aimed at Civic pass holders who occupy a significant portion of the on-street inventory as long term parking. Again, the recommendation to address this issue in the immediate future is endorsed.

It is also recommended that detailed "user" profiles be created and compared to the on-street inventory profile to better match supply and demand. This would form part of a comprehensive demand management strategy, an ongoing initiative that involves the measurement and monitoring of key performance indicators. These key performance indicators could include the Parking Demand Index (PDI), the User Satisfaction Index (USI), the Stakeholder Satisfaction Index (SSI) and the Parking Fine Index (PFI).

5.1.4 Door is Within Sight

The good news is that it's a "heritage district". The bad news is that it's a "heritage district". The high site coverage and multi-story nature of the buildings in the area impede sight lines and the streets become light sinks. All of this combines to give the impression that distances are "longer". In addition, the one-way street configuration prescribing a uni-directional approach to destinations compounds the perception (we understand that the City is currently assessing the feasibility of converting some of the one-way streets to two-way streets).

Recommendations

Unfortunately, these are structural constraints (with the exception of the one-way streets) and there are no easy answers. One possibility specific to major off-street parking structures is to run a parking shuttle at peak times similar to airport / hotel shuttles, possibly in concert with a "reservation" service.

5.1.5 Reasonable Cost

Firstly, parking must be provided at a reasonable cost, generally defined as market pricing. A discussion regarding the use of pricing as a tool in a "greening" strategy is beyond the scope of this study. Policy notwithstanding, people's willingness to pay for parking will be a function of the success achieved in creating the downtown "experience".

District Specific Recommendations

The following is a summary of district specific recommendations. Tables summarizing and comparing the alternatives to add off-street capacity are included.

The City Hall and Entertainment Districts
6.1.1 Overview

The City Hall and Entertainment Districts are discussed concurrently due to their complementary peak demand cycles and the subsequent opportunity for a shared development given the existing tunnel connection between the Manitoba Centennial Centre and the Civic Centre Parkade.

The Civic Centre Parkade (CCP) dominates the parking agenda in the City Hall District. It is strategically located to service the area. The purpose of the Civic Centre Parkade is to support the Civic functions in the immediate vicinity (City Hall, the Administration Centre, and the Public Safety Building). The Red River College development and to a lesser extent The University of Winnipeg development are readily identifiable demand generators for which parking is not being provided integral with the developments and as such they will have a spillover impact into the adjacent area. In particular, the imminent opening of the downtown Red River College campus will generate a parking demand that will tax the existing parking inventory and may negatively impact the ability of the CCP to service the City's internal and external customers. Beyond the spillover impact into the adjacent area, these demand generators, if not satisfied, will continue to propagate the perception that there is "no parking" downtown.

"Time-to-market" for additional off-street capacity is a minimum of one year from the time the decision is made. Given that the Red River Campus will be fully operational in September, 2003 it is necessary to take immediate action to mitigate the spillover impact associated with this demand generator. Action does not imply that the City "owns" the RRC parking problem; however, it does acknowledge that there will be a direct impact on its ability to meet its own "business" needs in the area and that the problem warrants further City involvement.

There are also future development prospects in the City Hall District, the most readily identifiable being the Union Tower project. In fact, the developer of this project has offered to participate in an addition to the off-street parking inventory in the form of a long-term lease for up to 75 spaces.

The Entertainment District needs centre on evening and weekend use and would offer a complementary demand to facilities with primary daytime use. In and of themselves, the evening / weekend uses do not justify the construction of a parkade based on the requirement that the project be revenue neutral at worst. For reasons that are currently unclear, theatre and concertgoers do not use the Civic Centre Parkade in significant numbers. Previous studies have shown that they would make use of a parkade in close proximity to the Centennial Centre. Two potential sites have been identified, one on Rupert Street immediately north of the Museum of Man and Nature and one on James Street to the east of the Concert Hall. Previous studies completed for the Manitoba Centennial Centre indicated that approximately 200

daytime monthly users are required to achieve a "breakeven" position after debt servicing. This "breakeven" point may vary given possible changes to the number of event dates hosted by the Manitoba Centennial Centre and should be updated based on the best current information.6.1.2

Recommendations

The two issues to be addressed are preserving the level of service related to Civic purposes in the short to medium term and identifying options for adding off-street capacity in the medium to long term.

1) There is a need to preserve the functionality of the existing CCP and to maximize its utilization. We support the rehabilitation and maintenance of this structure based on the ratio of anticipated funding to current replacement value.

    a. We recommend that a detailed rehabilitation and annual maintenance strategy be developed and implemented to ensure the continued structural viability of this strategic asset. The strategy would strike equilibrium between the planned reduction of the current maintenance backlog and the annual maintenance requirements.

    b. The top levels of the parkade are currently being used partially as long-term vehicle storage by the Police Department. Although a "rent" is paid for this space, the opportunity cost associated with the utilization of this space as long-term storage rather than for parking is significantly higher. We recommend therefore that negotiations commence to return this space to the parking inventory. At that point, the decision can be made with respect to making the spaces available to the general public, marketing the spaces to students / staff from RRC and the University of Winnipeg, marketing the spaces to Civic employees, or leasing the spaces to the developer for the Union Tower project.

    c. We recommend that a review of the existing portion of the Weather Protected Walkway System connecting the Manitoba Centennial Centre to the Civic Centre Parkade be conducted from an accessibility perspective.

2) In the short term, it is important to mitigate the spillover impact of the demand generated by the Red River College and University of Winnipeg developments. There is considerable variation in the estimates for the off-street parking required just for RRC, with numbers ranging from 860 (unconstrained) to 250 (constrained). In order to better understand the demand, we recommend that a list of available parking spaces be given to the

Red River Parking Authority for inclusion on their website to confirm interest through a pre-sell campaign. We also suggest that the same information be provided to the University of Winnipeg.

The following excerpt addressing parking was copied from the RRC website and is presented for information.

Parking

The College has secured a parking lot at 313 Pacific Ave. The lot will have a limited number of parking spots available for students at a rate of $55 per month or $490 for ten months. We recognize that the fee is higher than the parking fees at the Notre Dame Campus. However, given that parking in the downtown area ranges from $75 to $100 per month, the rate of $55 is favourable. We also recognize that the number of parking spots in this lot will not be sufficient to meet the demand for parking spots from all students who have been accustomed to driving to the Notre Dame Campus. The procedure for allocating the spots is currently under development.

After business hours, on-street parking closer to the Princess St. Campus becomes available at no cost. Information about other parking lots available in the area will be sent out with registration information in mid-July.

The strategy to mitigate the pending impact of the Red River College development in the immediate term and until such time as a more permanent solution is implemented, is as follows (all parking to be offered at market pricing):

- Confirm the number of spaces available in the Civic Center Parkade.
- Convert the Paulin's lot from a private lot to a public reserved lot and make the surplus spaces available for rental on a monthly basis. Up to eighty spots may be available at this site (it is understood that this is only a short-term solution (potentially less than one year) as the site may be developed).
- Liaise with Manitoba Centennial Corporation to confirm the number of spaces available at the Rupert Avenue lot immediately north of the Museum of Man and Nature.
- Explore Park N Ride options with Winnipeg Transit in the event that the foregoing is not sufficient to meet the demand.

3) We evaluated three options for the addition of tiered off-street inventory in the City Hall and Entertainment districts, namely:

- A new four-storey structure on the Paulin's site.
- An addition to the east of the Civic Centre Parkade.
- Participating in a new structure on Rupert Avenue immediately north of the Manitoba Centennial Centre (MCC), previously identified by MCC as a preferred site.

The following is a brief description of the options followed by summary tables. Table 1 details parking efficiencies, costs, and anticipated surplus / deficit, and Table 2 outlines relative pro's and con's of the sites.

The Paulin's Site

Construction of a tiered parking structure is not feasible given the commitment to reserve the site for future development. In the event that this were to change, the site is conducive to the construction of a structure as optimum space efficiencies can be achieved. It should be noted that given the location of this property relative to the demand generators in the area, it would likely be conducive to specified users only (e.g. RRC, Police Service, etc.) as the probability of use by the general public is low.

Addition to the Civic Centre Parkade

Up to 180 spaces can be accommodated in a four-storey addition matching the height of the existing parkade to the east of the current parkade. Construction of this addition would cause some operational disruption with respect to the existing ramp to the basement of the existing parkade. The addition would have its own entrance and exit.

A second option is to construct a six-storey addition with the capacity to accommodate an additional two stories that bridge the existing parkade structure. Some structural loads would have to be transferred through the existing parkade structure, as the spans required to bridge the existing structure in its entirety would be too long. This option could add up to 480 additional spaces, virtually doubling the size of the existing parkade. This option is only presented conceptually as the capacity of the existing street infrastructure to accommodate a structure with this parking capacity is doubtful.

Manitoba Centennial Centre Parkade

A previous study completed by ND LEA on behalf of the Manitoba Centennial Centre for a 385 stall, four level structure on Rupert Avenue suggests that 200 +/- daytime users would be required for the facility to break-even, given the anticipated evening demand.

Under this scenario, the parkade would be developed by the Manitoba Centennial Centre. The City would commit to a long-term lease for up to 200 spaces to make the project viable and would provide land in the existing streets right-of-way to facilitate construction. Upgrading of the tunnel connecting the Centennial Centre to the Civic Centre Parkade may be required to meet Universal Design Code requirements. This option would certainly meet the criteria related to developing under favourable circumstances related to the leveraging of the City contribution (long term lease as opposed to a capital contribution), with no ongoing repair and maintenance costs as the parkade would be owned and operated by the Manitoba Centennial Centre.

A postal code analysis completed by the City indicated that a significant number of employees live in the North-East quadrant of Winnipeg. Furthermore, the ratio of employees originating east of City Hall versus those originating west of City Hall is 2.4:1. The foregoing analysis lends credence to the viability of the City participating in the construction of a structure east of Main Street.

Preferred Option

The information in the summary tables is intended to facilitate an analysis based on the "Decision Making Framework" included in the Report of the Alternate Service Delivery Committed dated September 16,2002 (copy included at the end of this section.) Based on our understanding of the criteria, we recommend that a public-public partnership be pursued with the Province to construct a parkade at the Rupert Street site as the preferred option. In the event that a suitable agreement cannot be reached, the second option would be to construct an addition to the Civic Centre Parkade. Given the amount of time it may take to conclude the negotiations we recommend that they commence immediately.

Table 1: Potential Parkade Sites Summary

Characteristic	*Primary Sites*			*Other Sites*		
	Civic Centre	*Rupert Avenue **	*South of William*	*Reiss Lot*	*Police Lot*	*Paulin Street*
# of Floors	*4*	*4*	*4*	*2*	*2*	*4*
# of Stalls	*180*	*385*	*240*	*46*	*80*	*397*
Square Metres per Stall	*36.8*	*30.5*	*34.0*	*47.5*	*30.3*	*28.9*
Construction Cost	*$4 million*	*** $6 million*	*$4.9 million*	*N/A*	*N/A*	*$7 million*
Construction Cost per Stall	*$22,200*	*** $15,500*	*$20,400*	*N/A*	*N/A*	*$17,600*
Average Surplus/Deficit (before debt service)	*$191,700*	*N/A*	*$254,600*	*N/A*	*N/A*	*N/A*
Average Surplus/Deficit (after debt service)	*-$182,100*	*N/A*	*-$196,700*	*N/A*	*N/A*	*N/A*

** City of Winnipeg participation limited to long-term lease for approximately 200 spaces and a land grant (street right-of-way).*

*** Costs for a Rupert Avenue parkade were obtained from the 2001 report* Centennial Centre Parking Feasibility Study Update, *with an allowance for inflationary increases*.

Table 2: Pros and Cons of Potential Primary Parkade Sites

Characteristic	Civic Centre	Rupert Avenue	South of William
Size	• 180 spaces	• 385 spaces	• minimum 200 spaces
Efficiency	• 36.8 sq.m./space • 27% above optimum efficiency of 28 to 30 sq.m./space	• 30.5 sq.m./space • Slightly above optimum efficiency of 28 to 30 sq.m./space	• 34 sq.m./space • 17% above optimum efficiency of 28 to 30 sq.m./space
Cost	• $4 million • $22,200 per space	• $6 million * • $15,500 per space *	• $4.9 million (240 spaces) • $20,400 per space
Location	• West of Main & north of William • Provides parking primarily for civic purposes, with some capacity reserved for public parking • Close to known daytime demand generator Red River College • Connected via underground walkway system to the Manitoba Centennial Centre on the east side of Main St. • Across Main St. from known evening entertainment demand • Not directly visible from Main St.	• East of Main just north of the Centennial Centre • Visible from Main St. • Close to known evening entertainment demand • Centennial Centre connected to underground walkway system that leads to City Hall and the Administration Building and the Civic Centre Parkade • Across Main St. from known daytime demand generator Red River College • Too far from the Southwest Exchange District to positively impact the parking supply	• West of Main & south of William • Provides parking for Exchange area south of William and west of Main St. • Limited potential to provide parking to known daytime demand generator Red River College • Too far from known evening entertainment demand east of Main St. to positively impact the parking supply • Not connected to underground walkway network • Not directly visible from Main St.
Constructability and Development Issues	• City owned land • Site constrained by the Public Safety Building and existing Civic Parkade and associated ramps • Lower level access to the existing parkade would have to be maintained during construction • Potential for private sector contribution (75 spaces)	• Site unconstrained by buildings • Parkade would infringe into City right-of-way and would require changes to the adjacent street network • Potential for public-public partnership. • Potentially no capital contribution required from the City; possibility that City could enter into a long-term lease for approximately 200 spaces	• Would require amalgamation of various parcels of land, potentially owned by several parties • Sites typically constrained by several buildings, back lanes, and property lines • Parkade may infringe into City right-of-way and may require changes to the adjacent street network • Potential for private-public partnership • Potential to employ a design-build or design-build-leaseback delivery methodology that could include land assembly

* Costs for a Rupert Avenue parkade were obtained from the 2001 report *Centennial Centre Parking Feasibility Study Update,* with an allowance for inflationary increases.

The Southwest Exchange District

Clearly the agenda in the Southwest Exchange District is framed by revitalization and future development. The area is currently populated by a plethora of surface parking lots, reflecting the "economic" approach to satisfying parking demand. Unlike the City Hall District, there is no strategic concentration of parking capacity. Furthermore, future development requiring parking could be curtailed as the preferred option for adding off-street capacity is tiered parking, and it is unlikely that any one developer could undertake this unilaterally.

As a first step, we recommend that an on-street parking plaza be created on Arthur Street by converting the parking from parallel to angled.

The questions to be answered with respect to off-street parking include:

- What are the current options for the addition of off-street parking capacity?
- If the current options are not viable, is the "curtailed development" risk sufficiently high to prompt a pre-emptive response by the City?
- If so, what are the options and what is the financial liability if it is undertaken unilaterally?

6.2.1 The Current Options

The two options identified as "current" are a potential co-development of property owned by Mr. Ken Reiss, located to the north of the Reiss Building, and the construction of a scissor deck structure on the Police Lot owned by the City of Winnipeg.

The Reiss Site

The footprint of the property including that currently occupied by the Gray's Auction building is a significant limiting factor both in terms of total capacity and parking efficiency. A two-storey structure would yield only 46 spaces at 47.5 square meters per space (a space utilization in the order of 30 square meters per space is considered efficient). Going beyond two stories would further decrease the parking efficiency given the requirements for additional circulation ramps. This option was deemed to be unfeasible due to both the limited number of potential spaces combined with the high cost per space.

The Police Lot

The Police Lot was also examined in detail. While reasonable parking efficiencies could be achieved utilizing a two level scissor ramp configuration, the relatively low number of potential spaces (approximately 80) and the additional costs associated with stabilizing the adjacent structures made this option unfeasible.

6.2.2 Future Development Options

Based on the foregoing, it is clear that the construction of a cost-effective structure with a reasonable capacity (minimum 200 spaces) will require land assembly. This obviously provides the opportunity for a private-public partnership. A pre-emptive strategy by the City could include the following:

- Assembly of the land by the City of Winnipeg in anticipation of constructing a parkade in response to development opportunities. The footprint should be in the order of 2,000 square meters to facilitate construction of an efficient structure.
- Issuing a design-build or design-build-leaseback request for proposals for a parkade with a minimum of 200 spaces, with all the necessary stipulations associated with building in a Heritage District. Under this scenario, the proponents could also be responsible for assembling the land.

SUMMARY OF RECOMMENDATIONS

The following recommendations are offered in order of priority:

1) Confirm the Province's interest in entering into a public-public partnership to construct a parkade at the Rupert Avenue site and subsequently enter into negotiations. If the Province is not interested in participating in a public-public partnership, assess the feasibility of expanding the Civic Centre Parkade.

2) Develop a detailed rehabilitation and annual maintenance strategy to ensure the continued structural viability of the Civic Centre parkade.

3) Review current usage agreements for the Civic Centre Parkade and negotiate revisions as necessary to enable the maximization of parkade capacity, i.e., potential relocation of the secured Police vehicle storage area to an off-site location.

4) The following are the recommended actions to mitigate the spillover impact of the Red River College development and to a lesser extent the University of Winnipeg development, in the immediate term.

    - Provide Red River College and the University of Winnipeg with a list of available parking spaces in the area for inclusion on their website to confirm interest through a pre-sell campaign.

    - Confirm the number of spaces in the Civic Centre Parkade that could be made available to Red River and University of Winnipeg staff and students.

- Convert the existing Paulin's lot from a private lot to a public reserved lot and make the surplus spaces available for rental on a monthly basis. Minimum measures should be implemented given the limited life of this option.

- Liaise with Manitoba Centennial Corporation to confirm the number of spaces available at the Rupert Avenue lot immediately north of the Museum of Man and Nature.

- Explore Park N Ride options with Winnipeg Transit in the event that the foregoing is not sufficient to meet the demand.

5) Conduct an accessibility review of the existing portion of the Weather Protected Walkway System connecting the Manitoba Centennial Centre to the Civic Centre Parkade.

6) Wayfinding within the study area must be addressed in the immediate future. As part of the wayfinding strategy, include parking information (available lots, public or private, etc.) in the BIZ and City of Winnipeg websites and engage area merchants in the process of consumer information through parking maps and "talk tracks" for their employees.

7) Maximize the potential of on-street parking through the implementation of a comprehensive supply management strategy in support of the existing merchants and businesses. This is an ongoing initiative that involves the measurement and monitoring of key performance indicators. These key performance indicators could include the Parking Demand Index (PDI), the User Satisfaction Index (USI), the Stakeholder Satisfaction Index (SSI) and the Parking Fine Index (PFI).
8) Create high density parking zones and establish surface level "pedways" through lighting enhancements and streetscaping to address perceived safety and logistical concerns.

APPENDIX A

Parking Utilization Update

APPENDIX B

Potential Parkade Solutions

APPENDIX C

Addition to the
Civic Centre Parkade

APPENDIX D

Letinsky Place

LETINSKY PLACE

Eighteen metered parking spaces are located in Letinsky Place, a small parking lot adjacent to Old Market Square. The lot can be accessed from Bannatyne Avenue between Main Street and King Street.

During the turnover survey conducted on August 1, 2002, just 10 of the 18 metered parking spaces were available for public use. The lot was surveyed between 9:00 a.m. and 5:00 p.m. at two-hour intervals. A second, more comprehensive, utilization survey was conducted on January 14, 2003. During this survey 17 of the 18 meters were available for public use and the lot was surveyed every 15 minutes between 11:00 a.m. and 7 p.m. The results of the two utilization surveys are listed in Table D1.

Table D1: Letinsky Place Utilization Surveys Summary

Characteristic	August 1, 2002 (9:00–17:00) Counts Every 2 Hours	January 14, 2003 (11:00-19:00) Counts Every 15 Minutes
Number of Available Spaces	10	17
Total Number of Vehicles Counted	5	65
Average Number of Vehicles Counted	1	7
Average Utilization	10 %	40 %
Maximum Number of Vehicles Counted	3	13
Maximum Utilization	30 %	77 %
Maximum Count Time Period	3:00 – 5:00 pm	12:00 noon & 6:30 pm
Minimum Number of Vehicles Counted	0	1
Minimum Utilization	0 5	6%
Minimum Count Time Period	9:00 am – 1:00 pm	2:00 pm
Average Parking Duration (minutes)	N/A	51
Maximum Parking Duration (minutes)	N/A	180
Minimum Parking Duration (minutes)	N/A	15

Maximum utilization of Letinsky Place during the August 2002 survey occurred between 3:00 and 5:00 p.m. when just 30 % of the available spaces were occupied. Maximum utilization during the January 2003 survey was much higher, with 77 % of the available spaces occupied at two separate times (12:00 noon and 6:30 p.m.). Average utilization of the lot during the January 2003 survey was 40 %, again higher than the maximum utilization during the August 2002 survey. The low utilization of the lot during the August 2002 survey might be contributed to the fact that eight of the available meters were hooded. This may have caused potential users to believe the lot was not available for parking.

Average parking duration of the lot during the January 2003 survey was approximately 50 minutes. Several vehicles were observed staying longer than the two-hour maximum time limit.