Minute No. 385
Report – Standing Policy Committee on Protection, Community Services and Parks – May 22, 2019

Item No. 2 Mandatory Registration of Bicycles at Time of Purchase

COUNCIL DECISION:

Council concurred in the recommendation of the Standing Policy Committee on Protection, Community Services and Parks, as amended by the Executive Policy Committee, and adopted the following:

1. That this report be received as information.

2. That the Winnipeg Public Service be directed to report back to the Standing Policy Committee on Protection, Community Services and Parks within 180 days on the following:

   A. The development of a user friendly app for registering bicycles.

   B. Explore the use of existing third-party bicycle registries.

   C. Implications of free registration of bicycles to encourage registrations.

   D. Feasibility of implementing a point of sale registration pilot project with a willing large retailer.

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

Report – Standing Policy Committee on Protection, Community Services and Parks – May 22, 2019

DECISION MAKING HISTORY:

Moved by Councillor Rollins,

That the recommendation of the Standing Policy Committee on Protection, Community Services and Parks, as amended by the Executive Policy Committee, be adopted by consent.

Carried

EXECUTIVE POLICY COMMITTEE RECOMMENDATION:

On June 11, 2019, the Executive Policy Committee concurred in the recommendation of the Standing Policy Committee on Protection, Community Services and Parks, with the following amendments:

- In Recommendation 2.A. delete the word "more".

- Add the following new Recommendation 2.B. and renumber the remaining recommendations accordingly:

  "2.B. Explore the use of existing third-party bicycle registries."

and submitted the matter to Council.

STANDING COMMITTEE RECOMMENDATION:

On May 22, 2019, the Standing Policy Committee on Protection, Community Services and Parks concurred in the recommendation of the Winnipeg Public Service, with the following amendments:

- Add the following new Recommendations:
  "2. That the Winnipeg Public Service be directed to report back to the Standing Policy Committee on Protection, Community Services and Parks within 180 days on the following:

     A. The development of a more user friendly app for registering bicycles.

     B. Implications of free registration of bicycles to encourage registrations.

     C. Feasibility of implementing a point of sale registration pilot project with a willing large retailer.

Report – Standing Policy Committee on Protection, Community Services and Parks – May 22, 2019

DECISION MAKING HISTORY (continued):

STANDING COMMITTEE RECOMMENDATION (continued):

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

and submitted the matter to the Executive Policy Committee and Council.

Sel Burrows submitted a communication dated May 21, 2019 with respect to the matter.

STANDING COMMITTEE RECOMMENDATION:

On April 4, 2019, the Standing Policy Committee on Protection, Community Services and Parks received as information the Winnipeg Public Service verbal update.

COUNCIL DECISION:

On January 31, 2019, Council concurred in the recommendation of the Standing Policy Committee on Protection, Community Services and Parks and adopted the following:

1. That the Winnipeg Public Service undertake a consultation, in cooperation with the Office of Public Engagement, with the Winnipeg Police Service, retail outlets, specialty shops and the company that maintains the online bike registry for the purpose of identifying how bicycles can be registered at time of purchase in Winnipeg, and the challenges and benefits of such registration.

2. That the Winnipeg Public Service report back to City Council within 150 days with recommendations including any required amendments to the Doing Business In Winnipeg By-law No. 91/2018 and plan to implement bicycle registration at time of purchase.

3. That the Winnipeg Public Service provide a verbal update to the Standing Policy Committee on Protection, Community Services and Parks in April of 2019.

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

ADMINISTRATIVE REPORT

Title: Mandatory Registration of Bicycles at Time of Purchase

Critical Path: Standing Policy Committee on Protection, Community Services and Parks – Executive Policy Committee – Council

AUTHORIZATION

Author	Department Head	CFO	CAO
W. Yee	C. Fernandes	M. Ruta	D. McNeil

EXECUTIVE SUMMARY

The Public Service has concluded its consultation with the Winnipeg Police Service, retail outlets, specialty shops and the company that maintains the City of Winnipeg's online bike registry for the purpose of identifying how bicycles can be registered at time of purchase in Winnipeg, and the challenges and benefits of such registration. While the inherent value of a bike registry is widely recognized, our engagement with stakeholders pointed to significant challenges related to implementation and enforcement of a mandatory bike registry; therefore, the Public Service is recommending that mandatory bike registration at time of purchase not be implemented. This aligns with other Canadian cities, surveyed as part of a jurisdictional scan, where bike registrations are voluntary, and any prior mandatory registration or licensing programs have been discontinued as the costs of administration and enforcement outweigh the potential benefits of such a program.

The majority of retailers contacted did not support mandatory registration at the time of purchase for new bicycles, noting concerns related to collecting information from customers, transmitting registration information to the City, as well as the additional time that providing this service would impose on staff. Most retailers contacted recognized the value of a voluntary registry, and many were already actively providing information about the City's bike registry to their customers.

The Winnipeg Police Service (WPS) is in support of a voluntary registry for residents, as part of a broader bike theft strategy, and supports the City's existing voluntary bike registry as a resource in their efforts to return stolen bikes to their rightful owners. The WPS identified opportunities to enhance or improve resources available to residents in their efforts to curb bike theft, several of which will be explored in partnership over the next several months.

RECOMMENDATIONS

1. That this report be received as information.

REASON FOR THE REPORT

On January 9, 2019, the Standing Policy Committee on Protection, Community Services and Parks concurred in the December 13, 2018 Council Motion and recommended that the Public Service undertake a consultation with retail outlets, specialty shops and the company that maintains the online bike registry for the purpose of identifying how bicycles can be registered at time of purchase in Winnipeg and the challenges and benefits of such a registration, and to report back to the Committee within 150 days with recommendations.

IMPLICATIONS OF THE RECOMMENDATIONS

There are no financial implications as the report is to be received as information.

HISTORY/DISCUSSION

On January 9, 2019, the Standing Policy Committee on Protection, Community Services and Parks concurred in the December 13, 2018 Council Motion and recommended the following:

1. That the Winnipeg Public Service undertake a consultation, in cooperation with the Office of Public Engagement, with the Winnipeg Police Service, retail outlets, specialty shops and the company that maintains the online bike registry for the purpose of identifying how bicycles can be registered at time of purchase in Winnipeg, and the challenges and benefits of such registration.
2. That the Winnipeg Public Service report back to City Council within 150 days with recommendations including any required amendments to the Doing Business In Winnipeg By-law No. 91/2008 and plan to implement bicycle registration at time of purchase.
3. That the Winnipeg Public Service provide a verbal update to the Standing Policy Committee on Protection, Community Services and Parks in April of 2019.
4. That the Proper Officers of the City be authorized to do all things necessary to implement the intent of the foregoing.

Stakeholder Engagement (Appendix A)

The City reached out to 26 bicycle retailers, three bicycle organizations, and the WPS to discuss opportunities to register bicycles at the time of purchase along with the benefits and challenges of such a registration. A total of 25 meetings were held in-person or by telephone with stakeholders throughout March 2019. Not all stakeholders responded to the request for a meeting; notably, two major national retail outlets did not respond to follow-up calls and emails (through discussions with stakeholders, it was estimated that the major national retailers collectively sell 75-80% of the total number of new bikes sold in Winnipeg).

The majority of retailers contacted did not support mandatory registration at the time of purchase for new bicycles, noting concerns related to the collection of personal information from

customers, transmitting registration information to the City, and the additional time that providing this service would impose on staff. Retailers also shared concerns about liability if there was an error while recording customer information and serial numbers, and felt that registration should be the customer's responsibility.

Most local independent bike retailers were aware of the City's online bike registry, and are currently promoting the registry to customers at the time of purchase by handing out promotional postcards, registration forms, and verbally encouraging customers to register their new bikes. Many of these retailers will highlight the serial number of the newly purchased bike for owners, and will assist others in locating their serial number on their existing bikes, to facilitate easy registration. National retail outlets contacted were not actively providing these services; however, some were willing to make promotional material available, where possible.

Jurisdictional Scan (Appendix B)

Of the 16 Canadian municipalities surveyed, none had a mandatory registration (or licensing) system for bicycles. While most municipalities provided information to cyclists related to bike theft prevention, only three (3) municipalities had a voluntary registry, each of which was hosted by the local police service. Two (2) municipalities surveyed directed residents to third party online registries.

Licensing under the Doing Business in Winnipeg By-law 91/2008

Division Nine of the By-law prescribes licensing and operating requirements for businesses dealing in used goods and precious metals, under which falls the category of "bicycle dealer". This licence is applicable to a business operating out of a commercial building, zoned and approved for retail sales, and where the licensee carries on the business of dealing in used bicycles, but does not include a person who acquires used bicycles exclusively by way of commercial transaction (payment by cheque, drawn on a commercial account and mailed to the seller of goods), or by one-for-one trades, or by donation. These methods of payment for goods significantly reduce the risk of acquiring stolen goods, which is why they are exempt from licensing, and further, they provide businesses with options of providing services without having to meet strict licensing criteria and daily reporting requirements to the Winnipeg Police Service.

Currently, we have one business that holds a 'Bicycle Dealer' License under this category, as most local bike shops having used bikes, only do so under a one-for-one trade-in program. This licence is not applicable to personal sales (including online sales). Retail sales of new goods in Winnipeg does not require a licence from the City to operate, but does require an Occupancy Permit (issued by Planning, Property & Development) prior to operating.

Next Steps to Improve Bike Theft Prevention

The Community By-law Enforcement Services Division's Bicycle Recovery Officer works collaboratively with the Winnipeg Police Service to identify and return stolen bicycles. Through our engagement with WPS, several strategies were proposed that would serve to enhance existing systems in order for residents to better protect themselves against bike theft. The Public Service will be taking steps to explore or implement the following actions:

1. Increased public education and awareness through consolidated information on the City of Winnipeg's website. Topics could include information on storing and locking your bike safely, reporting a stolen bike, how to register your bike, recycling and disposal of bikes, as well as other cycling information.

2. Increased public messaging, media, and promotional campaigns, focused on protecting bikes from theft, and registration in the City's online registry, to improve the rate of return of stolen bikes.

3. Build on existing partnerships with local bike shops to explore retail-friendly printed material (posters/stickers/bike tags) for distribution from retailers, and expand to include the large national stores.

4. Explore enhancements to current bike registry system (ability to update a registration, maintain current ownership information).

5. Explore additional options to reunite residents with their bikes by leveraging existing City of Winnipeg resources.

FINANCIAL IMPACT

Financial Impact Statement **Date:** April 24, 2019

Project Name:

Mandatory Registration of Bicycles at Time of Purchase

COMMENTS:

There are no financial implications as the report is to be received as information.

Original signed by K. Lemoine

Kelly Lemoine, CPA, CA
Manager, Finance and Administrative Services
Community Services Department

CONSULTATION

This Report has been prepared in consultation with:

Winnipeg Police Service
Customer Service & Communications

OURWINNIPEG POLICY ALIGNMENT

Direction 6: Take a broad-scaled, complete and collaborative approach to crime prevention.

SUBMITTED BY

Department	:	Community Services
Division	:	Community By-law Enforcement Services
Prepared by	:	Marcia Fifer, Licensing Coordinator
Date	:	April 24, 2019
File No	:	CMS-2019-2

Attachments:

Appendix A - Stakeholder Engagement Report

Appendix B - Jurisdictional Scan