Minute No. 224
Report – Standing Policy Committee on Infrastructure Renewal and Public Works – March 3, 2020

Item No. 2 Pilot Project – Reserved On-Street Parking Spaces for Carsharing Users

COUNCIL DECISION:

Council concurred in the recommendation of the Standing Policy Committee on Infrastructure Renewal and Public Works and adopted the following:

1. That a carshare parking pilot project be implemented for a one year period, commencing within two months following approval of this recommendation.

2. That enforcement of section 12 of the Winnipeg Parking By-law (time limited parking) and section 14 (paid parking) be suspended for the six designated parking spaces attached as Appendices A and B, allowing permitted carshare vehicles to remain in their on-street reserved parking location for an unlimited amount of time with no requirement to pay for parking (where applicable), providing the following conditions are met:

    A. a pilot project parking permit has been issued by the Winnipeg Parking Authority, and

    B. all other parking regulations are adhered to.

3. That upon completion of the pilot project, a separate report be submitted to Standing Committee, within 120 days, to present results of the pilot project and to identify any required longer-term changes to City of Winnipeg By-laws, policies, and procedures.

4. That the Public Service continue to investigate ‘curbside management’ through such efforts as the Transportation Master Plan, the On-Street Parking Strategy, and this pilot project; and

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

Report – Standing Policy Committee on Infrastructure Renewal and Public Works – March 3, 2020

DECISION MAKING HISTORY:

Moved by Councillor Allard,

That the recommendation of the Standing Policy Committee on Infrastructure Renewal and Public Works be adopted by consent.

Carried

EXECUTIVE POLICY COMMITTEE RECOMMENDATION:

On March 10, 2020, the Executive Policy Committee concurred in the recommendation of the Standing Policy Committee on Infrastructure Renewal and Public Works and submitted the matter to Council.

Philip Mikulec, Peg City Car Co-Op, submitted a communication dated March 3, 2020 in support of the matter.

STANDING COMMITTEE RECOMMENDATION:

On March 3, 2020, the Standing Policy Committee on Infrastructure Renewal and Public Works concurred in the recommendation of the Winnipeg Public Service and submitted the matter to the Executive Policy Committee and Council.

Philip Mikulec, Peg City Car Co-Op, submitted a communication dated March 3, 2020 in support of the matter.

On November 4, 2019, the Standing Policy Committee on Infrastructure Renewal and Public Works passed the following motion:

BE IT RESOLVED that the Winnipeg Public Service be directed to review options to support the Winnipeg carshare industry, including a pilot project to allow for reserved on-street parking spaces for carsharing users, and report back to the Standing Policy Committee on Infrastructure Renewal and Public Works within 120 days.

ADMINISTRATIVE REPORT

Title: Carshare Parking Permit Pilot Project

Critical Path: Standing Policy Committee on Infrastructure Renewal and Public Works - Executive Policy Committee – Council

AUTHORIZATION

Author	Department Head	CFO	CAO
D.Olson	R. Topolniski	J. Ruby, Acting Interim CFO	M. Ruta, Interim CAO

EXECUTIVE SUMMARY

In response to a request from the Peg City Car Co-op (PCCC) and the November 4, 2019 direction of the Standing Policy Committee on Infrastructure Renewal and Public Works (SPC-IRPW), the Winnipeg Parking Authority (WPA) is proposing a pilot project to support the practice of carsharing. Carsharing allows individuals to share a vehicle with other occasional users, thereby reducing or completely eliminating their need for a private vehicle. The practice of carsharing supports Winnipeg's Climate Action Plan by reducing greenhouse gas emissions and provides more mobility options for those who want an alternative to owning a vehicle.

Upon approval, the proposed 12-month pilot project will allow authorized PCCC carshare vehicles to park in six designated on-street locations and one off-street location. Parking time limits and the requirement to pay for parking (where applicable) will be waived for the designated carshare vehicle parking spaces, provided the appropriate permits have been obtained. While PCCC is the only partner in the pilot project at this time, any other carshare companies or co-operatives that express an interest in participating will be considered.

Designated carshare parking space locations were selected in areas where PCCC membership is high and off-street parking availability is low, and where the area Councillor supports the initiative as outlined in Appendix D.

Designated parking space locations are proposed as follows:

- Four on-street spaces in non-paid parking areas. Two locations are formalized and have support from the property owners adjacent to the designated spaces on Hanbury Street and McGee Street. An additional two spaces are currently being sought, through

consultation with the area Councillor, in the vicinity of Corydon near McMillan Avenue and in Osborne Village near Roslyn Road. All four locations are close to major Winnipeg Transit routes so as to promote intermodal transportation hubs.

- Two on-street spaces in paid parking areas on Hargrave Street and Stanley Street have the support of the adjacent property owners and area Councillors.
- One off-street space in the parking lot at 625 Osborne Street.

It is anticipated this pilot program will result in $13,000 of lost parking revenue where carshare vehicles are parked in paid parking locations. Under the pilot project, there will be an annual cost of $100 for a Use of Street permit, plus a one-time cost of installing signage to be borne by PCCC. In addition, there will be a separate, annual per vehicle parking permit administrative fee of $25 within non-paid parking areas and $100 within paid parking areas charged to PCCC. Use of Street permits will be valid for all designated on-street spaces while the individual parking permits will be valid only in the specific location where the co-op vehicle is assigned.

Designated parking for carsharing makes vehicles and parking more accessible. In many Canadian cities, on-street parking for carsharing has been built into city by-laws (e.g. Calgary, Edmonton, and Halifax). This pilot project will assist in determining how Winnipeg will support the carshare industry in the future.

The stewardship of curbside space is multifaceted, with many competing (and sometimes conflicting) uses, and carsharing is just one of these. The use of “curbside management” techniques will ultimately need to be further studied by the Public Service to balance the needs of various users vis-à-vis the limited resource that is curbside space. This topic will be explored in more detail in the future in the City’s upcoming Transportation Master Plan and the Winnipeg Parking Authority’s On-street Parking Strategy.

RECOMMENDATIONS

1. That a carshare parking pilot project be implemented for a one year period, commencing within two months following approval of this recommendation.

2. That enforcement of section 12 of the Winnipeg Parking By-law (time limited parking) and section 14 (paid parking) be suspended for the six designated parking spaces attached as Appendices A and B, allowing permitted carshare vehicles to remain in their on-street reserved parking location for an unlimited amount of time with no requirement to pay for parking (where applicable), providing the following conditions are met:

   A. a pilot project parking permit has been issued by the Winnipeg Parking Authority, and
   B. all other parking regulations are adhered to.

3. That upon completion of the pilot project, a separate report be submitted to Standing Committee, within 120 days, to present results of the pilot project and to identify any required longer-term changes to City of Winnipeg By-laws, policies, and procedures.

4. That the Public Service continue to investigate 'curbside management' through such efforts as the Transportation Master Plan, the On-Street Parking Strategy, and this pilot project; and

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

REASON FOR THE REPORT

On November 4, 2019, SPC-IRPW passed a motion directing the Winnipeg Public Service to review options to support the Winnipeg carshare industry, including a pilot project to allow for reserved on-street parking spaces for carshare users, and report back to SPC-IRPW within 120 days.

Under section 63.1 of the Winnipeg Parking By-law No. 86/2016, Council has the authority to approve a pilot project that involves the suspension of enforcement of identified provisions of the Parking By-law.

IMPLICATIONS OF THE RECOMMENDATIONS

Designated carshare parking spaces will have 'No Stopping' signage installed, but this regulation will not be enforced for the designated carshare vehicle with the appropriate parking permit. These designated carshare parking spaces will be for the exclusive use of the carshare program.

The general public may express concerns over the removal of parking as part of this pilot.

Parking spaces designated for the carshare program in paid parking areas will no longer generate revenue, resulting in an annual revenue reduction estimated at $13,000.

HISTORY / DISCUSSION

In response to a request from Peg City Car Co-op (PCCC) and the November 4, 2019 motion from SPC-IRPW, the WPA is proposing a pilot project which would apply to six on-street and one off-street parking locations for carshare vehicles in areas where PCCC membership is high and off-street parking availability is low.

Car sharing allows individuals to reduce or completely eliminate their need for a private vehicle, thus reducing greenhouse gas emissions and supports Winnipeg's Climate Action Plan, and provides more mobility options for those who want an alternative to owning a vehicle.

A barrier to PCCC's growth is parking availability. Currently, they must enter into parking arrangements with private landowners, apartment management firms, or parking management firms and as a result, PCCC struggles to find parking in the neighbourhoods in which their

service is growing the fastest. The on-street locations proposed by PCCC for their expansion do not have suitable off-street parking options.

Upon approval, a 12-month pilot project will allow for authorized carshare vehicles to park in reserved pre-determined on-street parking spaces in paid parking and non-paid parking areas and off-street surface lots owned and operated by the City to support carshare programs in Winnipeg. In order to finalize the location of a pilot project parking space, PCCC has obtained the concurrence of the property owner directly adjacent to the proposed on-street parking space. Area Councillors have also provided their concurrence for the locations of the designated carshare parking spaces.

All locations will be for two-way trips requiring the vehicle be returned to the original parking location once the carshare trip is complete. One-way carshare parking (picking up the vehicle from a location and dropping it off at any location) will not be included in this pilot project. The pilot project will focus exclusively on PCCC and data gathered will help to determine how to assist the industry and provide equitable access to on-street and off-street parking spaces for all carshare providers while balancing the needs of other stakeholders. While PCCC is the only partner in the pilot project at this time, any other carshare companies or co-operatives that express an interest in participating will be considered.

To ensure the success of this pilot program, the Winnipeg Parking Authority and the PCCC will jointly circulate informational material to residents on each proposed block prior to the pilot commencing so that area residents are aware of the pilot. The information material being distributed to area residents will encourage area residents and surrounding property owners to provide feedback to the City throughout the duration of the pilot.

On-Street Locations:
A total of six on-street area spaces will be designated for the pilot project: four in non-paid parking areas and two in paid parking areas.

Maps detailing the locations of the two on-street spaces that have been formalized in non-paid parking areas and the two on-street spaces in paid parking areas are included as Appendix A and Appendix B, respectively. All six spaces will be located within walking distance of major Winnipeg Transit routes so as to promote intermodal transportation options.

During the pilot project, the paid parking spaces will not be available to the general public for parking and therefore, there will be no daily revenues received for these parking spaces, resulting in a loss of revenue estimates $13,000 total for the 12 month pilot period.

Proposed on-street locations 1-4 are located in non-paid parking areas while locations 5 & 6 are located in paid parking locations as follows:

1) 200 Hanbury Street: North side just east of Tache Avenue
2) 575 McGee Street: West side just south of Sargent Avenue
3) McMillan Avenue: North side west of Stafford Street
4) Roslyn Road: North side east of Osborne Street
5) 100 Hargrave Street: West side, first space south of Broadway Avenue
6) 261 Stanley Street: East side, first space North of Alexander Avenue

*Please note that the exact locations of the McMillan Avenue and Roslyn Roadspaces are still pending.

When selecting locations for on-street parking spaces the following criteria were considered:

1) The carshare operator has demonstrated that there are no reasonable off-street parking options available to them in a specific area.
2) The proposed street has no parking restrictions, including a residential snow route ban.
3) The carshare operator must get a letter of support from the property affected where the parking space will be installed.
4) For parking spaces close to transit, there are multiple bus routes within close proximity.

Off-Street Surface Lot Locations:
Off-street surface lot locations that were considered for the pilot project included City-owned and operated arenas, community centers, libraries and two park and ride surface lots. In discussion with PCCC, a total of one surface lot location with one parking space was chosen at 625 Osborne Street, based on the following criteria:

1. Off-street parking spaces will be located in City-owned and operated surface lots and where there is no requirement to pay for off-street parking.
2. One parking space per off-street location will be allocated.
3. PCCC agrees to all terms and conditions included in the parking permit application including items such as liability and insurance requirements.
4. PCCC will not transfer the pilot parking permits to any other organization.

Signage
There is no approved permanent signage to allow for designated on-street parking spaces for carshare vehicles. Signage would need to be approved by the Highway Traffic Board for long term adoption. This pilot project will operate with temporary no stopping signage and a Use of Street permit.

Permit Cost
Under the pilot project, there will be an annual cost of $100 for the Use of Street permit which is valid in all of the identified on-street parking locations, plus the one-time cost of installing signage. In addition, there will be a $25 per parking permit fee for each carshare vehicle assigned to a non-paid parking area and $100 per parking permit fee for each vehicle in the paid parking area, to cover administrative costs. Use of Street permits will be valid for all designated on-street spaces while the individual parking permits will be valid only in the specific location where the co-op vehicle is assigned. The pilot project will help to determine the annual fees and initial setup costs related to having on-street parking spaces designated for carshare use.

Designated parking for carsharing makes vehicles and parking more accessible. In many Canadian cities on-street parking for carsharing has been built into city by-laws (Calgary, Edmonton, Halifax, etc.). This pilot project will assist in determining how Winnipeg will support the carshare industry in the future, including further discussion with the Transit department to

identify spaces at Transit facilities or Park & Ride lots. As well, the Office of Sustainability is collaborating with community partners that include PCCC to address energy poverty issues.

The carshare pilot project is supported by partners such as the Downtown Winnipeg Biz, Exchange Biz, Spence Neighbourhood Association, and CentreVenture (Appendix C). Area Councillors where the six on-street locations and off-street parking locations for carshare vehicles will be located have also provided their support for the pilot project and the parking locations (Appendix D).

Next Steps: "Curbside Management"

The Public Service notes that the need to properly regulate/steward/manage curbside space, a.k.a. "curbside management," is quickly becoming an important issue in many cities because the number of different users who need to make use of curbside space is increasing. In addition, to carshare services/transportation network companies, innovations like food delivery services, and increased home deliveries of consumer goods through firms like Amazon, are all contributing to more demand for short-term loading on-street. In many locations, there is a high demand for this space.

Long term, beyond this pilot, we anticipate that there will ultimately be a need to prioritize and balance the needs of different users in an equitable and cost-effective way, avoiding undesirable/unsafe operation, distributing curb access that considers the value or trade-off that varies for each combination of user/mode/area.

That should not stop this pilot from taking place. The Public Service welcomes the opportunity to work to support external stakeholders (such as the carshare industry), who want and need to share the limited resource of curbside space. This is a topic the Public Service anticipates will be explored in more detail as an element of the Transportation Master Plan, now underway, and the WPA's upcoming On-street Parking Strategy, which may result in the need for additional pilot programs or trials.

FINANCIAL IMPACT

Financial Impact Statement

Date: February 10, 2020

Project Name:
Carshare Parking Permit Pilot Project

First Year of Program **2020**

	2020	2021	2022	2023	2024
Capital					
Capital Expenditures Required	$ -	$ -	$ -	$ -	$ -
Less: Existing Budgeted Costs	-	-	-	-	-
Additional Capital Budget Required	$ -	$ -	$ -	$ -	$ -
Funding Sources:					
Debt - Internal	$ -	$ -	$ -	$ -	$ -
Debt - External	-	-	-	-	-
Grants (Enter Description Here)	-	-	-	-	-
Reserves, Equity, Surplus	-	-	-	-	-
Other - Enter Description Here	-	-	-	-	-
Total Funding	$ -	$ -	$ -	$ -	$ -
Total Additional Capital Budget Required	$ -				
Total Additional Debt Required	$ -				
Current Expenditures/Revenues					
Direct Costs	$ 8,667	$ 4,333	$ -	$ -	$ -
Less: Incremental Revenue/Recovery	-	-	-	-	-
Net Cost/(Benefit)	$ 8,667	$ 4,333	$ -	$ -	$ -
Less: Existing Budget Amounts	8,667	4,333	-	-	-
Net Budget Adjustment Required	$ -	$ -	$ -	$ -	$ -

Additional Comments:
Direct costs above accounts for the estimated revenue lost of $13,000 during the 12 month trial period with an estimated start date May 1, 2020. The estimated revenue will be partially offset by a $25 per parking permit fee for each vehicle and $100 per parking permit fee for each vehicle in the paid parking area. The net estimated revenue lost would be funded through Winnipeg Parking Authority's 2020 Proposed Operating Budget.

original signed by
Lioubov Gavrilova-Crozier, CPA, CA
Manager of Finance
Winnipeg Parking Authority

CONSULTATION

This Report has been prepared in consultation with the departments listed below, and they concur with its content.

Public Works Department
Office of Sustainability
Winnipeg Transit
Materials Management

OURWINNIPEG POLICY ALIGNMENT

N/A

WINNIPEG CLIMATE ACTION PLAN ALIGNMENT

The recommendations in this report support the following strategic opportunities in the Winnipeg Climate Action Plan that relate to the carshare industry.

- Strategic opportunity #1 includes direction to create a corporate culture that values climate action and acknowledges City leadership in climate action is essential to creating momentum for broad uptake and action in the community. The recommendations in this report position City staff taking the initiative to bridge corporate and community climate leadership to jointly work on solutions.
- Strategic opportunity #2 states that amplifying and aligning the knowledge and efforts of community organizations and citizens can help to generate additional momentum for climate action.
- Strategic opportunity #3 aims to advance sustainable transportation and shift to zero emissions vehicles, including access to mobility options.

The Climate Action Plan also cited the following actions that align with initiatives such as Peg City Car Co-op are:

- "Explore a partnership between carshares, other transportation providers and Winnipeg Transit to help incentivize both modes of transportation" (Action 3.1.4). By placing reserved carshare parking spaces near major transit stops meets the objective of this action positioned to be done in the medium term between 2022-2026 (page 37).

- "Develop and implement a strategy to empower and celebrate community-led climate action successes by advising on funding opportunities, technical expertise and facilitating organization/industry/government linkages" (Action 2.3.1). By working with Peg City Car Coop to add additional parking spaces for their vehicles the City of Winnipeg is working to increase parting options available to the Carshare industry though the use of public parking spaces. This action was positioned as a short-term action between 2018-2022 (page 34).

SUBMITTED BY

Department: Winnipeg Parking Authority
Prepared by: Donna Olson, Manager of Operations and Facilities
Date: February 18, 2020
Report number: WPA-036-2019

APPENDIX:

Appendix A: Carshare locations-non-paid parking area

Appendix B: Carshare locations -paid parking areas

Appendix C: Letters of support- partners

Appendix D: Letters of support- Councillors