**Agenda – Council – January 28, 2021**

**Report – Standing Policy Committee on Infrastructure Renewal and Public Works – January 14, 2021**

**Item No. 1 Street Signage Pilot Project in the Exchange District (Point Douglas Ward)**

STANDING COMMITTEE RECOMMENDATION:

On January 20, 2021, the Executive Policy Committee concurred in the recommendation of the Standing Policy Committee on Infrastructure Renewal and Public Works and submitted the following to Council:

1. That the Public Service be authorized to apply to the Province of Manitoba for approval to use newly designed regulatory signs, as set out in Appendix C, to be used as enforceable traffic control devices as part of a pilot project taking place on three street segments in the Exchange District, as set out in Appendix A.

2. That the Public Service report back to the Standing Policy Committee on Infrastructure Renewal and Public Works no later than 90 days following the Province's approval of the proposed regulatory sign designs detailing the implementation plan for Phase 2 or alternatively, advising that Phase 2 of the pilot will not be proceeding as approval was not received.

3. That the Public Service be directed to report back on the results of the pilot, including a summary of stakeholder and public feedback and any recommendations for expanding the use of parking guides and potentially newly designed regulatory signs to other areas of the City, no later than 180 days following the conclusion of the pilot.

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

**Report – Standing Policy Committee on Infrastructure Renewal and Public Works – January 14, 2021**

DECISION MAKING HISTORY:

EXECUTIVE POLICY COMMITTEE RECOMMENDATION:

On January 20, 2021, 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.

STANDING COMMITTEE RECOMMENDATION:

On January 14, 2021, the Standing Policy Committee on Infrastructure Renewal and Public Works concurred in the recommendation of the Winnipeg Public Service submitted the matter to the Executive Policy Committee and Council.

# ADMINISTRATIVE REPORT

**Title:** Street Signage Pilot Project in the Exchange District

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

## AUTHORIZATION

| Author | Department Head | CFO | CAO |
|---|---|---|---|
| D.Patman/R.Topolniski | J. Berezowsky | J. Ruby, acting for P. Olafson | M. Ruta, Interim CAO |

## EXECUTIVE SUMMARY

A committee comprised of members of the Public Service and the Exchange District BIZ was established in 2020 and tasked with identifying ways to improve the readability of parking signage.

The ultimate goal of the committee was to find solutions that make it easier for motorists to know when and where they can park, particularly when visiting destination areas like the Exchange District.

To achieve this goal, the Public Service is requesting authorization to implement a pilot project for up to one year on the following street segments in the Exchange District:

1. Bannatyne Avenue between Main Street and Waterfront Drive
2. King Street between Notre Dame Avenue and William Avenue
3. Arthur Street Between Bannatyne Avenue and Notre Dame Avenue

The pilot project will be broken into two phases.

Phase 1 consists of installing parking guides on the back of all sign posts in the pilot area, with the sign information facing the sidewalk. While the parking guide is a not a regulatory sign, it complements existing regulatory signs, presenting an easy-to-read timetable view that denotes when parking is available at that location. The intent of the parking guide is to have motorists review the guide once they have parked and exited their vehicle to determine the parking regulations in place for the space they wish to occupy.

Phase 2 consists of removing existing regulatory signage in the pilot area and replacing it with newly designed regulatory signage. The new design is intended to be easier to understand when a vehicle is in transit and the driver is looking for a spot to park. Any changes to regulatory parking signs, more formally referred to as traffic control devices, requires approval by the Province of Manitoba. Phase 2 is therefore dependent on receiving approval from the Province of Manitoba to proceed.

The Public Service will implement Phase 1 of the pilot by installing parking guides throughout the pilot area. Public and stakeholder feedback will be gathered to determine whether the

parking guides make it easier for motorists to understand on-street parking regulations. The parking guide design may be updated throughout the pilot to address any substantive feedback the City receives on how they could be further improved. This will enable the City to continue to refine the parking guides throughout the pilot.

Upon approval of this report, the Public Service will apply to the Province of Manitoba for authorization to replace existing regulatory signage in the pilot area with newly designed regulatory signs. A separate report will be submitted to advise of the outcome of the application to the province. Should the Province approve the use of the newly designed regulatory signs, the report will provide detail on a Phase 2 implementation plan. Alternatively, if the Province rejects the City's application, the report will advise that Phase 2 is not proceeding. At a minimum, the pilot will include the Phase 1 deliverable of installing parking guides throughout the pilot areas and may last up to one year.

A report summarizing the pilot findings will be submitted to Council for consideration as soon as clear results become available. That report may include recommendations to install parking guides and potentially newly designed regulatory signs on a permanent basis in other locations throughout the City.

## RECOMMENDATIONS

1. That Council authorize the Public Service to apply to the Province of Manitoba for approval to use newly designed regulatory signs, as set out in Appendix C, to be used as enforceable traffic control devices as part of a pilot project taking place on three street segments in the Exchange District, as set out in Appendix A.

2. That the Public Service report back to the Standing Policy Committee on Infrastructure Renewal and Public Works no later than 90 days following the Province's approval of the proposed regulatory sign designs detailing the implementation plan for Phase 2 or alternatively, advising that Phase 2 of the pilot will not be proceeding as approval was not received.

3. That the Public Service be directed to report back on the results of the pilot, including a summary of stakeholder and public feedback and any recommendations for expanding the use of parking guides and potentially newly designed regulatory signs to other areas of the City, no later than 180 days following the conclusion of the pilot.

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

## REASON FOR THE REPORT

The Public Service is seeking authority to engage another level of government. In accordance with *the Highway Traffic Act, C.C.S.M. c. H60*, the Province of Manitoba's approval is required prior to the erection of any new traffic control devices on City streets.

## IMPLICATIONS OF THE RECOMMENDATIONS

The cost to implement the pilot will be charged to the 2021 Public Works Department Operating Budget, subject to Council adoption. Implementation of the pilot has a total estimated cost of $40,651. The cost of the parking guides is $21,073, which includes one sign reprint throughout the duration of the pilot. The estimated cost of stakeholder and public engagement for Phase 1 is $6,524. Should the Province of Manitoba approve the newly designed regulatory signs for Phase 2, the cost associated with the installation of those signs will be $13,054.

Should the pilot prove successful, the new parking guides could be considered for implementation in other areas of the City.

## HISTORY/DISCUSSION

Drivers and local businesses have suggested that parking signage identifying when and where parking is permitted can be confusing, particularly in instances where multiple signs are installed in the same location. See Figure 1 and 2 for examples of such locations within the proposed pilot area.




Figure 1: Bannatyne Avenue & Main Street



Figure 2: Princess Street & William Avenue

Local businesses in the Exchange District have raised concerns that confusing street signage may discourage potential patrons from visiting the area. To address these concerns, a committee comprised of members of the Public Service and the Exchange District BIZ was established in 2020.

Key findings from the committee are as follows:

- Regulatory signs in the Exchange District are too complicated and can be a source of confusion for drivers, especially in instances where multiple prohibitions are in effect at different times of the day or on different days of the week.
- Cities such as New York and Los Angeles have been successful in taking a proactive approach to designing street signage that is easier to understand. Principles from their

design approach can be adapted for use in Winnipeg. Examples of New York and Los Angeles street signs are included in Appendix D.

- Easy-to-read parking signage can reduce the number of people circling a block looking for parking, which can reduce traffic congestion and greenhouse gas emissions.
- The best way to provide clarity for parkers is to offer simple and easily readable signs that can be seen by drivers searching for a parking space, supplemented by more detailed signs that can be reviewed once a driver has exited the vehicle.
- Finding a parking spot easily can improve access to commercial destinations, resulting in increased sales for local businesses.
- Parking ticket analysis from the 2019 year, combined with data obtained from a survey administered to Manitoba Possible permit holders (formerly the Society for Manitobans with Disabilities) indicates there may be confusion with accessible parking signage.

The committee's efforts have resulted in a recommendation to pilot parking guides in the Exchange District and to seek the Province of Manitoba's approval to install newly designed regulatory signs to make it easier for people to understand when and where they may park. The pilot is proposed for the following three street segments in the Exchange District:

1. Bannatyne Avenue between Main Street and Waterfront Drive
2. King Street between Notre Dame Avenue and William Avenue
3. Arthur Street Between Bannatyne Avenue and Notre Dame Avenue

Locations were selected based on consultation conducted by the Exchange District BIZ with local businesses in the area who identified which streets could benefit most from improved signage. An example of the parking guide is shown below (Figure 3) and in Appendix B.

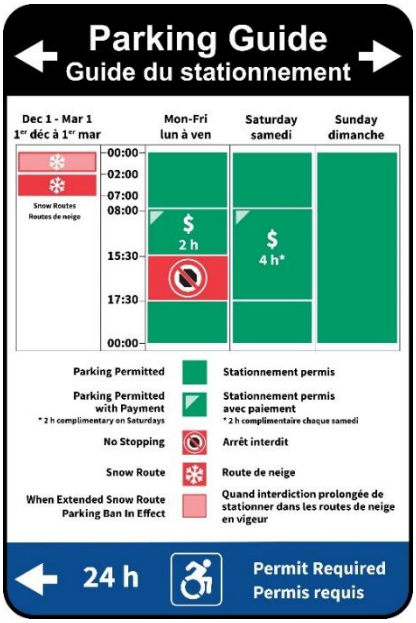


Figure 3: Parking Guide-Phase 1

An example of the current regulatory signage and newly designed regulatory signage (proposed for use in Phase 2 of the pilot) is shown in Figures 4 and 5, respectively:




Figure 4: Current Regulatory Signs




Figure 5: Newly Designed Regulatory Signage-Phase 2

The new signs were designed using principles that have been successful in other cities such as New York and Los Angeles. They have been adapted to align with typical Canadian street signage that uses more visual symbols compared to U.S. counterparts. Principles for the new sign design include:

- Use visual and iconographic language with words acting in a supplementary capacity
- Consolidate multiple sign regulations into one larger sign where possible

- Use positive visual language (i.e. avoid language that focuses on prohibitions such as 'don't park here'; instead, use affirmative language such as 'you can park here'.)

The parking guides and newly designed regulatory signage are expected to improve people's parking experience, attract more patrons to local businesses, reduce greenhouse gas emissions from vehicles that were previously circling the block, and present a potential option for future parking sign changes across the city.

Section 81(1) of *the Highway Traffic Act, C.C.S.M. c. H60* stipulates that all traffic control devices erected by a traffic authority must be approved by Provincial regulation, making this is a necessary step to ensure that all parking-related by-law provisions remain enforceable. Given this requirement, the Public Service is recommending a two-phase approach for the street signage pilot.

*Phase 1*
The first phase of the pilot project will include the installation of parking guides at points within the pilot area where multiple parking prohibitions are in effect. These parking guides will be mounted on existing signposts, facing away from the street. They are intended to serve as a source of additional clarification for drivers, to be consulted before they must make a payment for hourly parking or travel any significant distance away from their vehicles. Since the guides will not serve as a replacement for the existing regulatory signs, there will be no change to enforcement practices during Phase 1.

Parking guides will be installed within 90 days of this report being considered, on the back of all sign posts throughout the pilot area. The cost of the parking guides is estimated at $21,073. This cost includes the ability to reprint the parking guides signs once during the duration of the pilot to respond to stakeholder and public feedback.

During Phase 1, pending Council approval, the Public Service will also seek approval from the Province of Manitoba to pilot the newly designed regulatory signage set out in Appendix C for a period of up to one year. The design of the new signs may be subject to change based on the Province's review.

The purpose of Phase 1 engagement is to gather feedback on the parking guide and to gather feedback from Winnipeg residents on parking signage in general. This will be done through:

- Signs placed near parking guides.
    - Signs will invite residents to provide feedback through a QR code link to a short survey.
    - 311 will also be provided as an option to provide feedback.
- A survey of a statistically relevant sample of Winnipeg residents regarding parking signs more generally.
    - This will occur in March 2021.
    - Questions will focus on current parking signs and residents' level of understanding so we have a better sense of the extent of the issue with parking sign confusion.

Feedback will allow the committee to assess the extent to which parking signs are an issue for the average Winnipeg resident and whether the parking guide design is an improvement for those visiting the pilot area. The cost for Phase 1 public engagement is approximately $6,524.

*Phase 2*
The second phase of the project will be initiated by a subsequent report to the Standing Committee on Infrastructure Renewal and Public Works, to be presented following the Province of Manitoba's endorsement of newly designed regulatory signage set out in Appendix C. This report will contain additional terms for a pilot of the proposed regulatory signs in the same designated pilot area. Should the Province not approve the newly designed regulatory signage the report back to Standing Committee on Infrastructure Renewal and Public Works will identify that Phase 2 is not proceeding. If Phase 2 proceeds, the cost for the newly designed regulatory signage is $13,054.

At a minimum, within the one-year parking guide pilot period, the Public Service will provide a report summarizing the pilot findings regarding only the parking guides. That report may include recommendations to install the parking guides at other locations where parking signage is causing confusion for drivers.

The Parking Signage Pilot Project was initiated independent of the Winnipeg Parking Strategy Conceptual Framework approved by Council on October 29, 2020. However, the Parking Signage Pilot Project's objectives align closely with those of the Parking Strategy and there are a number of potential synergies between the two (e.g. improving accessible parking signage and developing a curbside management program). With this in mind, pending approval of the terms of the pilot and the proposed sign designs, the Public Service intends to roll the implementation of this initiative into the broader five-year plan outlined in the Parking Strategy Conceptual Framework, while still providing a separate report back to Council on the results of this pilot.

**FINANCIAL IMPACT**

## Financial Impact Statement

**Date:** December 16, 2020

**Project Name:**

Street Signage Pilot Project in the Exchange District

**First Year of Program**

**2021**

| | 2021 | 2022 | 2023 | 2024 | 2025 |
|---|---|---|---|---|---|
| **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 | $ 40,651 | | | | |
| Less: Incremental Revenue/Recovery | | | | | |
| Net Cost/(Benefit) | $ 40,651 | $ - | $ - | $ - | $ - |
| Less: Existing Budget Amounts | 40,651 | | | | |
| Net Budget Adjustment Required | $ - | $ - | $ - | $ - | $ - |

**Additional Comments:** Direct Costs of $40,651 represent total estimated costs of stakeholder and public engagement $6,524, as well as signage and installation for parking guides $21,073 and regulatory signage $13,054. The installation of regulatory signage will be dependent upon approval from the Province of Manitoba. All costs will be charged to the 2021 Public Works Department Operating Budget, subject to Council adoption.

"Original Signed by J. Peters, CPA, CGA"
J. Peters CPA CGA
Acting Manager of Finance & Administration

## CONSULTATION

This Report has been prepared in consultation with:
Legal Services (as to legal issues)
Sign Committee Members: Chief Administrative Office, Office of Public Engagement, Planning Property and Development, Exchange District BIZ, Public Works Transportation Division and Winnipeg Parking Authority.

## OURWINNIPEG POLICY ALIGNMENT

The Parking Signage Pilot Project will support OurWinnipeg secondary plans including:

Downtown Parking Strategy Enabling Strategy 1.1 (p.8): Assess and manage existing on-street and off-street parking resources.

Downtown Parking Strategy Enabling Strategy 2 (p.12): Provide for on-street parking to support existing and planned economic development opportunities.

Complete Communities-Direction 3 (p.32): Support parking downtown from a strategic economic development and traffic demand management perspective.

## WINNIPEG CLIMATE ACTION PLAN ALIGNMENT

The Parking Signage Pilot Project may support Section 3.5 of Winnipeg's Climate Action Plan, which aims to reduce traffic congestion. By providing clearer direction on where drivers can and cannot park, the pilot may reduce traffic congestion caused by drivers cruising around their destinations in search of a vacant space.

## SUBMITTED BY

Department: Public Works Department
Division: Transportation and Winnipeg Parking Authority
Prepared by: Ajaleigh Williams/Dan Locke
Date: December 17, 2020

Attachments:

Appendix A- Pilot Area Map

Appendix B- Parking Guide

Appendix C- Proposed Regulatory Sign Designs- Phase 2

Appendix D- Street Sign Examples (New York, Los Angeles & Other Cities)