Agenda – Council – June 24, 2021

Report – Standing Policy Committee on Infrastructure Renewal and Public Works – June 10, 2021

Item No. 1 Results and Proposed Extension of a Carshare Permit Pilot Project

STANDING COMMITTEE RECOMMENDATION:

On June 16, 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 carshare pilot project be extended for a period of one year to July 31, 2022.

2. That enforcement of section 12 of the Winnipeg Parking By-law (time-limited parking) and section 14 (paid parking) remain suspended for one additional year in the designated parking spaces located at 100 Hargrave Street (paid parking location), 200 Hanbury Street, 575 McGee Street, and 81 Roslyn Road, 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 a separate report providing any updates on the success of the pilot and recommendations on the terms of a permanent carshare parking program that supports mode shift and sustainable transportation by designating on-street parking spaces for exclusive use by carshare organizations be submitted to the Standing Policy Committee on Infrastructure Renewal and Public Works in January, 2022.

4. 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 – June 10, 2021

DECISION MAKING HISTORY:

EXECUTIVE POLICY COMMITTEE RECOMMENDATION:

On June 16, 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 June 10, 2021, the Standing Policy Committee on Infrastructure Renewal and Public Works concurred in the recommendation of the Winnipeg Public Service, with the following amendment:

- In Recommendation 3, delete the words "no later than 180 days following the conclusion of the one-year pilot extension." and replace with "in January, 2022."

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

COUNCIL DECISION:

On June 26, 2020, Council concurred in the recommendation of the Standing Policy Committee on Infrastructure Renewal and Public Works and adopted the following:

1. That at the request of the Peg City Car Co-op, the Winnipeg Public Service be directed to implement the one-year carshare parking pilot project.

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

On May 6, 2020, Council concurred in the recommendation of the Standing Policy Committee on Infrastructure Renewal and Public Works and adopted the following:

1. That the Winnipeg Public Service be directed to delay the implementation of the one-year carshare parking pilot project until social distancing restrictions within the City of Winnipeg are drastically reduced or removed.

Report – Standing Policy Committee on Infrastructure Renewal and Public Works – June 10, 2021

DECISION MAKING HISTORY (continued):

COUNCIL DECISION (continued):

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

On March 21, 2020, 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.

ADMINISTRATIVE REPORT

Title: Results and Proposed Extension of a Carshare Permit Pilot Project

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

AUTHORIZATION

Author	Department Head	CFO	CAO
R. Topolniski	J. Berezowsky	C. Kloepfer	M. Ruta, Interim CAO

EXECUTIVE SUMMARY

Carsharing is a practice that allows multiple occasional users to access a common vehicle on an as-needed basis, thereby reducing or completely eliminating their need for individual, privately-owned vehicles. In response to a request from the Peg City Car Co-op ("PCCC") and a November 4, 2019 motion from the Standing Policy Committee on Infrastructure Renewal and Public Works ("SPC-IRPW"), the Winnipeg Parking Authority ("WPA") proposed a pilot project to support the practice of carsharing.

Council approved the implementation of a one-year carshare parking pilot which was launched on August 1, 2020. The approval included six on-street spaces and one off-street space for use during the pilot. However, only four on-street spaces and one off-street space were ultimately designated for use during the pilot.

PCCC has identified parking availability as a barrier to the expanded use of carsharing in Winnipeg. The carshare pilot project was designed to accommodate PCCC's need for parking throughout the city by providing designated on-street spaces in locations where off-street spaces are not available and carshare membership is high. The terms of the pilot project included the waiving of parking time limits and the requirement to pay for parking (where applicable) in the designated carshare vehicle parking spaces. As there was no approved permanent signage to show designated on-street parking spaces for carshare vehicles, the pilot project operated with temporary 'no stopping' signage and a Use of Street permit. PCCC was also required to obtain carshare parking permits to identify vehicles that were permitted to be parked in the designated spaces.

Throughout the pilot, four cars at on-street locations served 401 members. Over a nine-month timeframe, from August 1, 2020 to April 30, 2021, PCCC vehicles made 2,054 trips, were used for 8,485 hours, and travelled 50,565 km. PCCC identified the usage and distance travelled by the carshare vehicles would almost certainly have been higher if not for COVID-19 impacts. Due to COVID-19, bookings across the PCCC fleet were reduced by 10-15 percent compared to pre-pandemic estimates. Throughout the duration of the pilot, forty-one penalty notices were issued to non-car share users parking in the designated car share space, thirty-three of which were warnings for first-time offenders with no monetary penalty attached.

The WPA is requesting a one-year extension to the pilot project on the same terms of the original one-year pilot project, and a subsequent report to SPC-IRPW providing any updates on the pilot's outcome and recommendations on the permanent implementation of a carshare parking program that supports mode shift and sustainable transportation by designating on-street parking spaces for exclusive use by carshare organizations. While there is support overall for proposing a permanent framework for carsharing in Winnipeg, more research needs to be done to benchmark how other municipalities implement this type of legislative framework. A secondary benefit of extending the pilot will allow for gathering further data in non COVID times. Only one of the parking spaces allocated to the pilot project is located in an area where on-street paid parking is in effect. The financial impact of allocating this parking space to PCCC for another year is estimated at $2,161.

RECOMMENDATIONS

1. That the carshare pilot project be extended for a period of one year to July 31, 2022.

2. That enforcement of section 12 of the Winnipeg Parking By-law (time-limited parking) and section 14 (paid parking) remain suspended for one additional year in the designated parking spaces located at 100 Hargrave Street (paid parking location), 200 Hanbury Street, 575 McGee Street, and 81 Roslyn Road, 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 a separate report providing any updates on the success of the pilot and recommendations on the terms of a permanent carshare parking program that supports mode shift and sustainable transportation by designating on-street parking spaces for exclusive use by carshare organizations be submitted to the Standing Policy Committee on Infrastructure Renewal and Public Works no later than 180 days following the conclusion of the one-year pilot extension.

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

REASON FOR THE REPORT

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

Recommendations in this report support other Council-approved policies and strategies aimed at encouraging sustainable transportation and mode shift, including OurWinnipeg, the Transportation Master Plan, and Winnipeg's Climate Action Plan.

Only one of the parking spaces allocated to the pilot project is located in an area where payment for on-street paid parking is required. The financial impact of allocating this parking space to PCCC for another year, accounting for the reduced demand for on-street paid parking during the ongoing COVID-19 pandemic, is estimated at $2,161.

HISTORY/DISCUSSION

In response to a request from the PCCC and a November 4, 2019 motion from SPC-IRPW, the WPA proposed a pilot project to support carsharing.

Carsharing is a practice that allows multiple occasional users to access a common vehicle on an as-needed basis, thereby reducing or completely eliminating their need for individual, privately-owned vehicles. 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. Encouraging mode shift is a key consideration in the Transportation Master Plan and the upcoming Winnipeg Parking Strategy.

Council decision-making history in relation to the pilot is as follows:

- On March 20, 2020 Council approved a one-year carshare parking pilot to be implemented within two months and directed the Public Service to report back on the results of the pilot upon its completion.
- On May 6, 2020 Council directed the Public Service to delay the implementation of the pilot project due to COVID-19, until social distancing restrictions within the City of Winnipeg were drastically reduced or removed.
- On June 26, 2020, at the request of PCCC, Council directed the Public Service to implement the one-year carshare parking pilot, following the Province's lifting of certain public health restrictions related to COVID-19.
- On August 1, 2020 the pilot project began. PCCC was the only carshare organization participating in the pilot as no other carshare companies or co-operatives expressed interest at that time.

<u>Overview of the Pilot</u>
PCCC has identified parking availability as a barrier to the expanded use of carsharing in Winnipeg. Since the areas with the densest population in the city tend to be those in which parking time restrictions are in place to address high demand for on-street spaces, PCCC struggles to find parking in the neighborhoods where demand for their service is growing the fastest. Generally, PCCC must enter into arrangements with private land-owners, apartment management firms, or parking management firms to secure the required spaces. However, off-street options on private property are not always available in the most desirable locations. The carshare pilot project is designed to accommodate PCCC's need for parking throughout the city by providing designated on-street spaces in locations where off-street spaces are not available and carshare membership is high.

Council originally approved six on-street spaces and one off-street space for use during the pilot. However, only four on-street spaces and one off-street space were ultimately designated for use during the pilot. Designated carshare parking spaces are located at the following addresses:

- 100 Hargrave Street (on-street, paid parking location)
- 200 Hanbury Street (on-street)
- 575 McGee Street (on-street)
- 81 Roslyn Road (on-street)
- 625 Osborne Street (off-street)

Throughout the pilot, PCCC carshare vehicles had exclusive use of designated on-street spaces. Enforcement was suspended to allow carshare vehicles to remain in these reserved on-street parking locations for an unlimited time with no requirement to pay for hourly parking (where applicable), and instead paid for Use of Street permits and a carshare parking permit.

As there was no approved permanent signage to allow for designated on-street parking spaces for carshare vehicles, the pilot project operated with a carshare sign, temporary 'no stopping' signage and application for a Use of Street permit for vehicles using the carsharing space. PCCC was also required to obtain carshare parking permits to identify vehicles that were allowed to be using the designated spaces.



Figure 1: Carshare Signage

Under the pilot project there was an annual cost of $100 for a Use of Street permit, plus a one-time cost of installing signage borne by PCCC. In addition, there was 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 were valid for all designated on-

street spaces while the individual parking permits were valid only in the specific location where the co-op vehicle was assigned.

Results of the Pilot

Over a nine-month timeframe, from August 1, 2020 to April 30, 2021, PCCC vehicles:

- Made 2,054 trips
- Were used for 8,485 hours
- Travelled 50,565 km

The usage and distance travelled by the carshare vehicles would almost certainly have been higher if not for the pandemic. PCCC identified that due to COVID-19, bookings across the PCCC fleet were reduced by 10-15 percent compared to pre-pandemic estimates. Notwithstanding COVID-19's impact, the pilot provides a useful dataset to determine future considerations for carsharing in Winnipeg.

Internal research sourced by PCCC indicates carsharing reduces congestion by shedding as many as 15 vehicles per carshare vehicle. Varying degrees of benefits are cited from other organizations in terms of the number of vehicles one carshare vehicle can replace, but all research has a common theme that there are tangible reductions in greenhouse gas emissions resulting from carsharing.

Details of all metrics tracked by location from August 1, 2020 to April 30, 2021 are as follows:

Location	Total Bookings	Hours Booked	Distance (km)
575 McGee Street	**347**	**1,064**	**8,406**
200 Hanbury Street	**291**	**1,761**	**9,823**
625 Osborne Street (Fort Rouge Centre)	**331**	**1,841**	**9,791**
81 Roslyn Road	**475**	**1,990**	**10,871**
100 Hargrave Street	**610**	**1,829**	**11,674**
Total	**2,054**	**8,485**	**50,565**

Throughout the pilot, four cars at on-street locations served 401 members. The largest number of bookings were made through the Roslyn Road and Hargrave Street locations, which are also the areas that have the highest user density of PCCC members, with a total of 174 and 171 members using carsharing services in those areas, respectively.

Most locations did not have issues with motorists parking in spaces reserved for carsharing vehicles. However, throughout the pilot, unauthorized vehicles would occasionally park in spaces reserved for PCCC. In those instances, a warning ticket was issued for the first offence and a brochure describing the parking restrictions and reason for the reserved space was left on the vehicle dashboard. If the same vehicle parked in the reserved space a second time, a

penalty notice was issued. Forty-one penalty notices were issued throughout the duration of the pilot, 33 of which were warnings with no monetary penalty attached. Of the 41 penalty notices issued, 31 were given at the Roslyn Road location, 9 at Hargrave Street and 1 on Hanbury Street. This is most likely because the Roslyn Road location has less on-street parking available than the other locations in the pilot, so there is added incentive for unauthorized parkers to use the designated carshare space improperly. There was signage in place designating the spaces as reserved for carsharing and the Winnipeg Parking Authority (WPA) distributed Parksmart brochures at the onset of the pilot to help educate motorists about the terms of the pilot and locations that were reserved for carsharing vehicles.

The WPA received only two complaints through 311, both of which were at the onset of the pilot and pertained to concerns around dedicated reserved spaces for carshare vehicles in areas that already had limited parking availability. This suggests that reserving the on-street spaces for carshare vehicles did not have a significant impact on other users of the curbside space. While the higher volume of tickets issued at the Roslyn Road location may be seen as an indication that a dedicated carshare space located here on a permanent basis would adversely impact the ability of motorists to access on-street parking, it also suggests that the presence of a carshare vehicle could be particularly beneficial if it does indeed reduce the total number of vehicles on the road in the area.

During the pilot project, the paid parking space on Hargrave Street was not made available to the general public; therefore, there were no hourly parking revenues received at this parking location. In total, it is estimated that the revenue generated for a full year at this one on-street space, the COVID-19 pandemic notwithstanding, would be $4,323. During COVID-19, on-street parking revenues have fallen by approximately 50 percent. As such, the estimated revenue loss for extending this location as a dedicated carshare space for the next year is $2,161.

Key takeaways from the pilot are as follows:

- Carsharing is one tool that can be used to improve parking availability in areas with high parking demands by allowing multiple local residents to share one vehicle
- Working with carshare organizations to select locations for reserved parking spaces maximizes the use of the carshare vehicles while balancing the needs of other users of the curb space
- Public and stakeholder communications should be increased prior to the launch of any new dedicated spaces so that the public is well aware of their locations and the purpose of reserving parking for carshares
- In paid parking locations, consideration should be given to cost recovery of spaces allocated for use of carshare vehicles
- Tracking usage of carshare spaces should be done on an ongoing basis to ensure the spaces are being used for their intended purpose
- Regular reviews of ticket issuance in carshare spaces should be conducted to identify whether further public communications need to be implemented to raise awareness of the spaces or whether some other compliance measure is required

Overall, the pilot is considered a success to date. Carshare members were able to make use of carshare vehicles, supporting mode shift and sustainable transportation. Sufficient trips were taken to understand some of the potential impacts on other users with larger scale expansion of carsharing in Winnipeg. However, as the pilot took place during the COVID-19 pandemic extending the pilot for another year to gather data during non-pandemic conditions could

provide a more robust data set to base decisions on. Additionally, prior to making permanent recommendations for carsharing throughout Winnipeg, more research needs to take place on how to operationalize and legislate this change.

Carsharing Framework

Carsharing supports sustainable transportation and mode shift, both of which are key strategic objectives of OurWinnipeg, Winnipeg's Climate Action Plan, the Transportation Masterplan, and the upcoming Winnipeg Parking Strategy.

With favourable results to date, this report is being presented before the year-long pilot has ended so that consideration can be given to the continued use of the on-street spaces by PCCC to gather more data under non COVID conditions and until such a time as a separate report can be presented to Council with a permanent framework for carsharing in Winnipeg. Recommending longer-term options at this point would be premature given the fact that the pilot has taken place during the COVID-19 pandemic when demand for on-street parking has been drastically reduced.

PCCC is the only carshare organization operating in Winnipeg. As outlined in Appendix 1 to this report, PCCC has presented their longer-term vision for carsharing in Winnipeg, including considerations for an on-street parking regulatory framework. As outlined in the PCCC submission, leading up to 2020, PCCC was growing at a rate of 30 percent each year, and in 2020 PCCC grew by 50 percent. PCCC expects to grow their fleet from 60 to 100 vehicles by 2022 and increase their member base from 1,900 members to 3,250-3,500 in the same timeframe. With this level of expansion, PCCC has expressed interest in having further on-street spaces reserved for carsharing, as the organization has identified parking availability on city streets is a barrier to carshare growth in Winnipeg.

Building on the success of this pilot, the Public Service is recommending that Council approve the continued exclusive use by PCCC of the existing dedicated on-street carshare spaces and the waiving of all applicable time limits and hourly fees. This can be achieved by extending the pilot for another year under the same terms and conditions currently in place. PCCC would apply for the appropriate Use of Street permits and a carshare permit in order to continue using the on-street spaces allocated to them as part of this pilot.

In terms of a permanent framework for carsharing in Winnipeg, the following items will be considered for the Winnipeg environment:

- Benchmarking other Canadian municipalities like Vancouver, Calgary, and Halifax who have built carsharing into city by-laws
- Developing a streamlined, efficient and transparent process for applying for on-street parking locations to be reserved by any carshare organization
- Considering an approach to achieve cost recovery for on-street spaces reserved for carsharing vehicles
- Implementing caps on how many parking spaces can be reserved by each carshare organization, or in totality throughout the city
- Carrying out public consultations and communications regarding the locations reserved for carsharing throughout the city

Once the above considerations are investigated, a proposed framework will be submitted to Council for consideration.

FINANCIAL IMPACT

Financial Impact Statement

Date: May 7, 2021

Project Name:

Results and Proposed Extension of a Carshare Permit Pilot Project

First Year of Program

	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/Lost Revenues	$ 900	$ 1,261	$ -	$ -	$ -
Less: Incremental Revenue/Recovery	-	-	-	-	-
Net Cost/(Benefit)	$ 900	$ 1,261	$ -	$ -	$ -
Less: Existing Budget Amounts	900	1,261	-	-	-
Net Budget Adjustment Required	$ -	$ -	$ -	$ -	$ -

Additional Comments: There are no financial implications from receiving this report as information as stated in **Recommendation #1**.

Financial impact from **Recommendation #2** and **#3** is noted above and represents estimated loss of revenue due to extension of the carshare pilot project for another year from August 1, 2021 to July 31, 2022 as one of the designated parking spots occupies paid parking location.

Financial impact from **Recommendation #4** will be assessed in the future based on findings that will be presented in a report after the conclusion of one-year pilot extension.

original signed by

Lioubov Gavrilova-Crozier, CPA, CA
Manager of Finance, WPA

CONSULTATION

This Report has been prepared in consultation with:

- Public Works - Transportation Division
- Water and Waste - Office of Sustainability
- Legal Services (as to legal issues)

OURWINNIPEG POLICY ALIGNMENT

Continuing the carshare pilot will support the following objectives under OurWinnipeg Key Directions 01-1b:

- Create a safe, efficient and equitable transportation system for people, goods and services
- Create a transportation system that supports active, accessible and healthy lifestyle options
- Dynamically integrate transportation with land use

WINNIPEG CLIMATE ACTION PLAN ALIGNMENT

The recommendations in this report support the following strategic opportunities in Winnipeg's 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.

Winnipeg's Climate Action Plan also cites the following actions that align with initiatives such as Peg City Car Co-op:

- "Explore a partnership between carshares, other transportation providers and Winnipeg Transit to help incentivize both modes of transportation" (Action 3.1.4).

- "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).

SUBMITTED BY

Department: Public Works
Division: Winnipeg Parking Authority
Prepared by: Ajaleigh Williams/Dan Locke
Date: May 10, 2021
File No: WPA-007-2021

Attachments:
Appendix 1- PCCC Submission: Considerations for On-Street Parking Regulatory Framework