Agenda – Council – July 22, 2021

Report – Standing Policy Committee on Infrastructure Renewal and Public Works – July 7, 2021

Item No. 2 Street Signage Pilot Project in the Exchange District

STANDING COMMITTEE RECOMMENDATION:

On July 14, 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, pending the Province of Manitoba's approval of the sign designs and any pilot terms satisfactory to the Chief Administrative Officer, Phase 2 of the street signage pilot project in the Exchange District be approved for implementation, including the installation of newly-designed regulatory signs on the following three street segments:

    A. Bannatyne Avenue between Main Street and Waterfront Drive

    B. King Street between Notre Dame Avenue and William Avenue

    C. Arthur Street Between Bannatyne Avenue and Notre Dame Avenue

2. That all applicable parking regulations will be enforced in the pilot area throughout the duration of the pilot using the following practices:

    A. A one-time warning ticket and a Park Smart pamphlet with information on the pilot will be issued the first time a vehicle is found to be parked in violation of any applicable restrictions contained in the Winnipeg Parking By-law No. 86/2016 or the Winter Parking Ban By-law No. 76/2011, as described in Appendix B.

    B. A penalty notice including a fine will be issued for any subsequent violations involving the same vehicle, regardless of whether they are related to the same restriction for which the one-time warning was issued.

3. 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 – July 7, 2021

DECISION MAKING HISTORY:

EXECUTIVE POLICY COMMITTEE RECOMMENDATION:

On July 14, 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 July 7, 2021, 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.

Kelly Ryback submitted photos and a communication dated July 7, 2021, with respect to the matter.

COUNCIL DECISION:

On January 28, 2021, Council concurred in the recommendation of the Standing Policy Committee on Infrastructure Renewal and Public Works and adopted the following:

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.

Report – Standing Policy Committee on Infrastructure Renewal and Public Works – July 7, 2021

DECISION MAKING HISTORY (continued):

COUNCIL DECISION (continued):

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

ADMINISTRATIVE REPORT

Title: Street Signage Pilot Project in the Exchange District: Phase Two

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

AUTHORIZATION

Author	Department Head	CFO	CAO
D. Patman P. Eng.	J. Berezowsky	C. Kloepfer	M. Ruta, Interim CAO

EXECUTIVE SUMMARY

On January 28, 2021, Council approved the implementation of a street signage pilot project in the Exchange District. The pilot project is divided into two phases.

Phase 1, the installation of parking guides on the back of sign posts in the pilot area, began in June 2021 and gathering public feedback is underway. Parking guides complement 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 offer drivers additional clarity on what parking regulations are in place for the space they are occupying once they have parked and exited their vehicle.

Phase 2 will consist of removing existing regulatory signage in the pilot area and replacing it with newly-designed regulatory signage (see Appendix A). The new designs are intended to be more legible and easier to understand when a vehicle is in transit and the driver is looking for a spot to park.

Park Smart pamphlets with information on the project will be left on vehicles and distributed to local businesses during the first two weeks of Phase 2 in order to raise awareness of the new regulatory signs. The public and businesses will also be asked for their feedback on changes to regulatory signage.

A relaxed enforcement protocol, including one-time warning tickets being issued before violations are enforced as normal, will be put in place throughout Phase 2 of the pilot.

Any changes to regulatory parking signs, more formally referred to as traffic control devices, require approval by the Province of Manitoba. Therefore, the implementation of Phase 2 also depends on approval from the Province of Manitoba.

The Public Service has submitted the proposed sign designs to the Province and is awaiting a decision. In the interest of proceeding in a timely manner, the Public Service is recommending that Council approve a proposed implementation plan for Phase 2, pending the Province's approval of the sign designs and any pilot terms satisfactory to the CAO.

The results of both Phase 1 and Phase 2 will be reported back to Council no later than 180 days following conclusion of the pilot.

RECOMMENDATIONS

1. That, pending the Province of Manitoba's approval of the sign designs and any pilot terms satisfactory to the Chief Administrative Officer, Phase 2 of the street signage pilot project in the Exchange District be approved for implementation, including the installation of newly-designed regulatory signs on the following three street segments:

    A. Bannatyne Avenue between Main Street and Waterfront Drive
    B. King Street between Notre Dame Avenue and William Avenue
    C. Arthur Street Between Bannatyne Avenue and Notre Dame Avenue

2. That all applicable parking regulations will be enforced in the pilot area throughout the duration of the pilot using the following practices:

    A. A one-time warning ticket and a Park Smart pamphlet with information on the pilot will be issued the first time a vehicle is found to be parked in violation of any applicable restrictions contained in the *Winnipeg Parking By-law No. 86/2016* or the *Winter Parking Ban By-law No. 76/2011*, as described in Appendix B.
    B. A penalty notice including a fine will be issued for any subsequent violations involving the same vehicle, regardless of whether they are related to the same restriction for which the one-time warning was issued.

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

REASON FOR THE REPORT

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

The January 28, 2021 approval for the Exchange District sign pilot project included a requirement to report back on an implementation plan for Phase 2 of the pilot, following approval from the Province of Manitoba.

IMPLICATIONS OF THE RECOMMENDATIONS

Upon approval from the Province of Manitoba and the CAO, Phase 2 of the pilot project will be implemented. The total estimated cost of Phase 2 is $17,818, which will be charged to the 2021 Public Works Department Operating Budget.

Should the pilot prove successful, the newly-designed regulatory signs could be considered for implementation in other areas of the City.

HISTORY/DISCUSSION

Background

On January 28, 2021 City Council approved the implementation of a street signage pilot project in the Exchange District. The pilot project was initiated based on concerns raised by local businesses in the Exchange District who identified confusing street signage as a possible deterrent to potential patrons visiting the area.

The pilot is taking place on 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

The pilot is divided into two phases. Phase 1, which is currently underway, consists of installing parking guides on the back of signposts in the pilot area to help drivers understand where and when they can park. The guides are meant to complement, not replace, regulatory signs. They offer drivers additional clarity on what parking regulations are in place for the space they are occupying once they have parked and exited their vehicle. Phase 1 began in May of 2021 and includes the collection of public feedback on the design and placement of the parking guides. Both phases of the pilot project are estimated to cost $45,415 including stakeholder and public engagement ($11,288), production and installation of parking guide signage ($21,073) and production and installation of regulatory signage ($13,054).

An example of the parking guides is shown below (Figure 1).

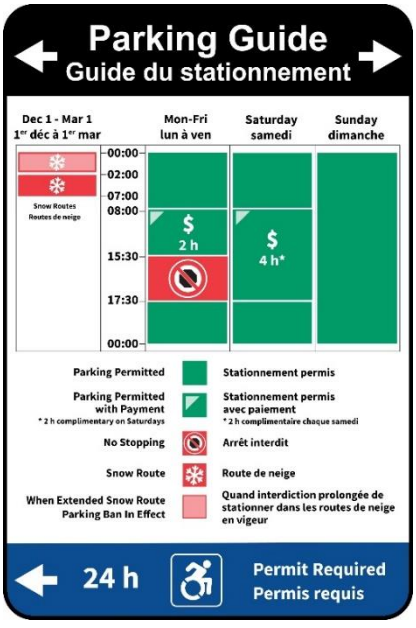


Figure 1: Parking Guide-Phase 1

The Public Service is now recommending a plan for Phase 2 of the pilot, which will consist of replacing the existing regulatory signage in the pilot area with new designs. The new sign

designs (detailed in Appendix A, attached) are intended to be more legible and easier to understand when a vehicle is in transit and the driver is looking for a spot to park.

Section 81(1) of *the Highway Traffic Act, C.C.S.M. c. H60* stipulates that all traffic control devices (including regulatory parking signs) erected by a traffic authority must be approved by Provincial regulation. Therefore, the implementation of Phase 2 of the pilot also depends on approval from the Province of Manitoba. The Public Service has entered into discussions with the Province and is recommending a plan for Phase 2 now, with the Province's approval still pending, so as to be best positioned for a timely implementation.

At the onset of Phase 2 of the pilot, the existing regulatory signage will be removed and replaced with the newly designed signs. At the same time, a temporary enforcement plan will take effect and the Public Service will continue to gather stakeholder feedback on the pilot.

An example of the current regulatory signage and newly designed regulatory signage for use in Phase 2 of the pilot is shown in Figures 2 and 3 respectively:



Figure 2: Current Regulatory Signs



Figure 3: 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'.)

Parking Enforcement Plan

Park Smart pamphlets explaining the intent of the pilot, inviting people to provide feedback on the new sign designs, and ensuring drivers are aware that all parking regulations are still in effect will be left on vehicles and distributed to local businesses during the first two weeks of Phase 2. However, since some drivers still may not immediately recognize the new signs as enforceable traffic control devices, it is recommended that a relaxed enforcement protocol be in place throughout the entire duration of Phase 2.

Under this relaxed enforcement protocol, the first time a vehicle in the pilot area is found to be in contravention of any applicable parking regulation, the registered owner will receive a one-time warning and a Park Smart pamphlet with information on the pilot project. After a one-time warning ticket has been issued for any parking offence in the pilot area, subsequent violations will be enforced as normal: with a penalty notice including a monetary fine. In some cases, after a penalty notice with a fine has been issued, the vehicle may be also towed if it is posing an immediate safety or traffic flow issue.

A full listing of the parking offences for which the one-time warning ticket protocol will apply is provided as Appendix B.

Comparison to Current Parking Enforcement:
The use of warning tickets for first-time offences related to parking prohibitions is less stringent than what is contemplated in the *Winnipeg Parking By-law* and the *Winter Parking Ban By-law*. Typically, when vehicles are parked in violation of any by-law provision, they receive a penalty notice on the first offence. In some instances, including when a new parking program or change is implemented, warning tickets are issued over a one or two-week period. In this case, a one-time warning may be issued for a first violation at any time during Phase 2 of the pilot project .

Public Engagement Plan

The objective of the Phase 2 public engagement process is to build from the information gathered in Phase 1 and gather feedback on the pilot regulatory signage from users of the new signage, businesses in the area, and from the residents of Winnipeg. The team is interested in hearing if the regulatory signage is an improvement in terms of clarity and visual appeal.

Group	Approach
Regulatory signage users	• Corrugated plastic signage posted under pilot regulatory signs with QR code directing to a short comment form, also available over the phone. • Postcards available through street-level businesses. • Street team intercept surveys, asking residents on the street if they noticed the change in signage and what they think. • Invitation to provide feedback in Park Smart pamphlets.
Businesses	• Direct email outreach to Exchange District businesses through the Exchange District BIZ. • Direct outreach to ground-level businesses in the pilot area through a letter, explaining Phase 2 and how they can get in touch should they have questions or feedback. • Postcards delivered to ground-level businesses in the pilot area to provide to customers.
Residents of Winnipeg	• Webpage available with information about the pilot and Phase 1 feedback. • Broad outreach through social media and print advertising. • Visual preference survey (available online and mailed hard copy), asking residents to compare pilot regulatory signage with existing regulatory signage.

The approaches in the table above are subject to change. The team will use the outcomes from Phase 1 to adjust the approach and implement methods of feedback collection that are most relevant to the group and most appropriate in accordance with the Province of Manitoba's public health orders.

Reporting on Results

The Public Service will provide a report summarizing the pilot findings for both Phase 1 and Phase 2, no later than 180 days following completion of the pilot. That report may include recommendations to install the parking guides at other locations where parking signage is causing confusion for drivers. Metrics will be as agreed upon with the Province of Manitoba though the approval process for the new sign designs. These will likely include compliance data before and during the pilot period and feedback from the public. These terms will be reviewed by the Chief Administrative Officer prior to proceeding with implementation of Phase 2 of the pilot.

FINANCIAL IMPACT

Financial Impact Statement

Date: June 2, 2021

Project Name:

Street Signage Pilot Project in the Exchange District: Phase Two

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	$ 17,818	$ -	$ -	$ -	$ -
Less: Incremental Revenue/Recovery	-	-	-	-	-
Net Cost/(Benefit)	$ 17,818	$ -	$ -	$ -	$ -
Less: Existing Budget Amounts	17,818	-	-	-	-
Net Budget Adjustment Required	$ -	$ -	$ -	$ -	$ -

Additional Comments: Direct costs of $17,818 represent the total estimated costs of phase 2 of the pilot project. Estimated costs include public engagement $4,764 and production and installation of regulatory signage $13,054. Phase 2 is contingent upon Provincial and CAO approval. All costs will be charged to the 2021 Public Works Department Operating Budget.

"signed by J. Ruby, CPA, CA"

J. Ruby CPA, CA
Manager of Finance and Administration

CONSULTATION

This Report has been prepared in consultation with: n/a

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
Division: Transportation Division/Winnipeg Parking Authority
Prepared by: Colleen Flather / Ajaleigh Williams
Date: June 2, 2021

Attachments:

Appendix A: Newly Designed Regulatory Signs

Appendix B: Enforcement Provisions