Report – Standing Policy Committee on Infrastructure Renewal and Public Works – October 12, 2021

Item No. 5 Changes to Snow Plowing Operations During Residential Parking Ban

COUNCIL DECISION:

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

1. That the following increase in the fine for parking or stopping in a snow clearing zone under the Municipal By-law Enforcement Act Enabling By-law No. 59/2016, be referred to the 2022 Budget Review Process:

   A. From $150 to $200, or $112.50 to $150 at the "early payment discount" rate.

2. That the Policy on Snow Clearing and Ice Control be amended to include Priority 3 Streets Adjacent to Schools (P3S) as part of the Residential Parking Ban plowing operation.

3. That the Public Service report back in 180 days with a fully revised and updated Snow and Ice Control Policy which will include all the policy amendments that were approved by Council in the past several years.

4. That the Winnipeg Public Service be directed to report back to the Standing Committee on the use of the Automated License Plate Recognition technology performance and issues, as well as to receive feedback from the committee, during/after the first residential plowing operations have commenced.

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 – October 12, 2021

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

(See Minute No. 754 for opposition recorded by Councillors Allard and Klein)

EXECUTIVE POLICY COMMITTEE RECOMMENDATION:

On October 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 October 12, 2021, the Standing Policy Committee on Infrastructure Renewal and Public Works concurred in the recommendation of the Winnipeg Public Service, with the following amendments:

- Delete Recommendation 1 in its entirety and replace with the following:

  "1. That the following increase in the fine for parking or stopping in a snow clearing zone under the Municipal By-law Enforcement Act Enabling By-law No. 59/2016, be referred to the 2022 Budget Review Process:

  A. From $150 to $200, or $112.50 to $150 at the "early payment discount" rate."

- Add the following new Recommendation 4 and renumber the remaining accordingly:

  "4. That the Winnipeg Public Service be directed to report back to the Standing Committee on the use of the Automated License Plate Recognition technology performance and issues, as well as to receive feedback from the committee, during/after the first residential plowing operations have commenced."

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

ADMINISTRATIVE REPORT

Title: Changes to Snow Plowing Operations During Residential Parking Ban

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

AUTHORIZATION

Author	Department Head	CFO	CAO
M. Cantor	J. Berezowsky	C. Kloepfer	M. Jack

EXECUTIVE SUMMARY

The Public Service has identified the following changes that are expected to improve the snow clearing service provided on residential streets.

Use of Automated License Plate Recognition (ALPR) and Mailing of Penalty Notices to Issue Fines

The Public Service intends to replace the current multi-steps manual process to issue fines during a Residential Parking Ban (RPB) with an automated process which includes the use of ALPR and mail parking penalty notices to registered owners. This change will lead to increased efficiency among enforcement officers and supports greater enforcement coverage for snow clearing operations across the city. Use of ALPR is already being utilized for spring cleanup operations.

Increase to the Administrative Penalty when Parking or Stopping in an RPB Snow Clearing Zone

Vehicles parked on the street during RPBs hinder efficient and effective snow removal. Despite the Public Service's efforts to educate the public of the need for the RPB and to inform the public on when and where the RPB is in effect, the number of tickets issued and the number of courtesy tows performed during an RPB have increased between 2018 and 2020.

The Public Service is recommending the fine for parking infractions increase from $150 to $200, or $112.50 to $150 at the "early payment discount" rate. The increase in the fine is intended to increase compliance with RPB restrictions which will respectively reduce the incurred operating cost for courtesy towing. The average cost of the courtesy tows per RPB event was $117,880 in 2018, $230,494 in 2019, $309,172 in 2020 and $483,449 in 2021.

Snow Clearing of Priority 3 Streets Adjacent to Schools (P3S) During RPB

Priority 3 Streets Adjacent to Schools (P3S) receive the same level of snow clearing service as Priority 2 Streets. However, P3S are not subject to any parking restrictions during snow clearing operations, which results in improper snow removal along the lanes where parked vehicles are located.

The Public Service is recommending adding P3S streets to the RPB to enable efficient snow removal.

Approval of the report will result in the clearing of an additional 92 lane-kilometers of roadway during an RPB, which has an estimated cost of $100,000.00 per year assuming two events per year. Actual costs will vary dependent on snowfall and the number of events.

The Public Service is recommending reporting back in 180 days with a fully revised and updated Snow and Ice Control policy which will include all the policy amendments that were approved by Council in the past several years.

RECOMMENDATIONS

1. That the attached draft amending by-law to increase the fine for parking or stopping in a snow clearing zone under the Municipal By-law Enforcement Act Enabling By-law No. 59/2016, be approved.

2. That the Policy on Snow Clearing and Ice Control be amended to include Priority 3 Streets Adjacent to Schools (P3S) as part of the Residential Parking Ban plowing operation.

3. That the Public Service report back in 180 days with a fully revised and updated Snow and Ice Control Policy which will include all the policy amendments that were approved by Council in the past several years.

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

REASON FOR THE REPORT

Council approval is required to amend the Municipal By-law Enforcement Act (MBEA) Enabling By-law and the Policy on Snow Clearing and Ice Control.

The Public Service is also informing of operational changes to the use of automated license plate recognition and mailing of penalty notices to issue fines during a residential parking ban.

IMPLICATIONS OF THE RECOMMENDATIONS

Approval of the recommended amendment to the Policy on Snow Clearing and Ice Control would enable efficient snow clearing along Priority 3 Streets Adjacent to Schools (P3S). Approval of this report is expected to increase snow clearing cost by $100,000.00 on an annual basis and can currently be accommodated within existing approved budget, however, as snow clearing and ice control has been in a deficit position in most years, it would not be reasonable to assume there would be exiting budget amounts in future years.

Approval of the recommended amendment to the MBEA Enabling By-law would increase the fine amount, thus deterring vehicle owners from parking or stopping in a snow clearing zone during an RPB. These increases will also assist with cost recovery for the expenditures incurred by the City in "courtesy towing" those vehicles parked in contravention of RPBs. The financial impacts cannot be determined at this time since the outcome of compliance is unknown.

HISTORY/DISCUSSION

Use of Automated License Plate Recognition (ALPR) and Mailing of Penalty Notices to Issue Fines

The Public Service has the ability under the MBEA Enabling By-law to use mail (rather than physical ticketing) as a means for delivering penalty notices by using ALPR technology. This technology is already being utilized in the Spring Cleanup operations.

Officers currently must manually input information for a penalty notice, print the notice, and place it on the vehicle's windshield. The use of ALPR technology to automatically collect license plate information, and to automatically generate and mail penalty notices, will reduce the overall processing time for enforcement officers.

Beginning in the winter season of 2021, in order to reduce processing time when issuing fines during an RPB, the Public Service intends to expand the use of ALPR during RPB to mail parking penalty notices to registered owners. This update will lead to increased efficiency among enforcement officers and supports greater enforcement coverage for snow clearing operations across the city. The Winnipeg Parking Authority intends to manage the change to the utilization of ALPRs within existing resources (staff and equipment).

While the utilization of ALPR to issue tickets is intended to reduce processing time and enhance efficiency, which may result in an increase in the number of tickets issued per RPB if there is no improvement in compliance, the intention of the activities outlined in the report is to improve overall compliance with RPBs. As a result, the number of tickets issued with the utilization of ALPR on revenues cannot be determined at this time.

Increase to the Administrative Penalty when Parking or Stopping in an RPB Snow Clearing Zone

The administrative penalties for parking or stopping in a snow clearing zone when RPBs are in effect are set out under Schedule A of the MBEA Enabling By-law.

As previously mentioned, vehicles parked on the street during RPBs hinder efficient and effective snow removal. In order to educate the public of the need for the RPB and to inform the public on when and where the RPB is in place, the Public Service actively engages in news media, social media, radio advertisement, poster advertisement campaigns, at an annual average cost of $54,000. In addition, the Public Service provides address specific communication and alerts via the Know Your Zone mobile application.

Since 2018 the Public Service has seen an increase in the number of tickets issued during an RPB going from 308 tickets per enforcement shift in 2018 to 407 tickets per enforcement shift in 2020. An increase has also been seen in the number of courtesy tows performed during an RPB going from 2,947 tows in 2018 to 7,851 tows in 2020 (see table below). In 2021, there were 12,196 courtesy tows performed during the January RPB. Cost associated with courtesy towing are directly expensed to the Roadway Snow Removal and Ice Control operating budget. The average cost of a courtesy tow is approximately $40 per tow, with the average cost of courtesy tows per RPB totaling $117,880 in 2018, $230,494 in 2019, $309,172 in 2020 and $483,449 in 2021.

Despite efforts by the Public Service to educate the public on the need for RPB compliance and enforce non-compliance, parked vehicles remain a significant hinderance to effective and efficient snow clearing services. For these reasons the Public Service is recommending that the fine for parking infractions increase from $150 to $200, or $112.50 to $150 at the “early payment discount” rate for parking/stopping in snow clearing zone when RPB applies to the zone. The increase in the fine is intended to increase compliance with RPB restrictions which will respectively reduce the incurred operating cost for courtesy towing.

Tickets Issued and Courtesy Tows During RPB				
Year	**Number of RPB’s Declared**	**Number of Tickets Issued**	**Average Number of Tickets Issued** (per RPB enforcement shift*)	**Average Number of Courtesy Tows** (per RPB event)
2018	1	923	308	2,947
2019	2	2156	359	6,147
2020	1	1220	407	7,851

* Enforcement during RPB in effect from 11pm to 6am.

Snow Clearing of Priority 3 Streets Adjacent to Schools (P3S) During RPB

Under the City’s Snow Clearing and Ice Control Policy, schools that are accessible only via Priority 3 Streets (P3S) have the equivalent of Priority 2 designation, and are not currently

subject to parking restrictions during snow clearing operations under the Annual Snow Route Parking Ban or RPB. This lack of parking restriction makes snow clearing operations on P3S streets inefficient, and leads to improper snow removal where parked vehicles are located.

In order to increase the efficiency of snow clearing operations, the Public Service is recommending adding P3S streets as part of the RPB. The Public Service understands that these sections of P3S streets are key to parents dropping off or picking up students. For this reason, the Public Service will continue its existing practice of not clearing snow around schools during drop-off (8:00-9:00), lunch (11:30-13:00) and pick-up (15:00-16:00) hours, and will also adopt the practice of not enforcing parking restrictions during these hours.

The Snow and Ice Control Policy has been amended through Council-approved reports several times over the years. The department would like to report back in 180 days with a fully updated policy for the sake of clarity, and for ease of future revisions.

Financial Analysis

The combined impact of the usage of ALPR technology and increased administrative penalties on the number of tickets issued/courtesy tows required is not reasonably determinable at this time. Also, the financial impact of these changes cannot be reasonably estimated at this time.

Concerning the proposed amendments to the Policy on Snow Clearing and Ice Control to include PS3 as part of the RPB plowing operation, the change to the policy will result in an additional 92 lane-kilometers being plowed during a snow event. Under the current policy, these areas adjacent to schools are plowed as part of the Priority 2 Streets (P2) plow and not plowed as part of the Priority 3 Streets (P3) plow. The change in policy would have the areas adjacent to schools plowed in both the P2 plow and P3 plow.

Based on an expected occurrence of twice per year, the incremental cost of plowing an additional 92 lane-kilometers as part of the P3 plow is estimated at $100,000 per year. Actual costs will vary based on snowfall/number of P3 plowing events during the year.

As the June 30, 2021 forecast was projecting snow clearing and ice control to be in a surplus position (with a corresponding transfer of surplus to the Snow Clearing Reserve), the estimated additional cost of $50,000 in 2021 would be within existing budget at this point in time. However, as snow clearing and ice control has been in a deficit position in most years, it would not be reasonable to assume there would be exiting budget amounts in future years.

FINANCIAL IMPACT

Financial Impact Statement **Date:** September 10, 2021

Project Name: **First Year of Program** **2021**

Changes to Snow Plowing Operations During Residential Parking Ban

	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	$ 50,000	$ 100,000	$ 100,000	$ 100,000	$ 100,000
Less: Incremental Revenue/Recovery					
Net Cost/(Benefit)	$ 50,000	$ 100,000	$ 100,000	$ 100,000	$ 100,000
Less: Existing Budget Amounts	50,000				
Net Budget Adjustment Required	$ -	$ 100,000	$ 100,000	$ 100,000	$ 100,000

Additional Comments: As the combined impact that ALPR technology and increased administrative penalties will have on the number of tickets issued/courtesy tows required is not reasonable determinable at this time, the financial impact of these changes cannot be reasonably estimated at this time. Therefore, no values have been included in the Current Expenditures/Revenues above. Concerning the proposed amendments to the Snow Clearing and Ice Control Policy to include areas adjacent to schools in the P3 plow operation, the cost to plow an additional 92 lane kilometers of roadway is estimated at $100,000 per year, assuming two events per year. Actual costs will vary based on amount of snowfall/number of P3 plowing events. The increased costs in 2021 are expected to be within budget due to snow clearing and ice control being projected to be in a surplus position based on the most recent financial forecast (June 2021). As snow clearing and ice control has been in a deficit position in most years, it would not be reasonable to anticipate that existing budget would be available for the years 2022 through 2025.

"signed by J. Ruby, CPA, CA"
J. Ruby, CPA, CA
Manager of Finance & Administration

CONSULTATION

This Report has been prepared in consultation with:

Winnipeg Parking Authority
Legal Services

OURWINNIPEG POLICY ALIGNMENT

05-2a Maintenance and Asset Management

WINNIPEG CLIMATE ACTION PLAN ALIGNMENT

N/A

SUBMITTED BY

Department: Public Works
Division: Streets Maintenance
Prepared by: Michael Cantor
Date: September 10, 2021

Attachments: MBEA Enabling By-law Amendment