Agenda – Council – November 25, 2021

Report – Standing Policy Committee on Infrastructure Renewal and Public Works – November 5, 2021

Item No. 1 Winnipeg Parking Strategy Interim Update

STANDING COMMITTEE RECOMMENDATION:

On November 17, 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 report back with the Winnipeg Parking Strategy in the spring of 2022, to coincide with the Transportation Master Plan.

2. That the Winnipeg Parking Strategy include an action item to provide high demand reserved parking for electric vehicles at designated on-street paid parking locations.

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 – November 5, 2021

DECISION MAKING HISTORY:

EXECUTIVE POLICY COMMITTEE RECOMMENDATION:

On November 17, 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 November 5, 2021, the Standing Policy Committee on Infrastructure Renewal and Public Works concurred in the recommendation of the Winnipeg Public Service, with the following amendment:

- Add the following new Recommendation 2 and renumber the remaining accordingly:

    "2. That the Winnipeg Parking Strategy include an action item to provide high demand reserved parking for electric vehicles at designated on-street paid parking locations."

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

COUNCIL DECISION:

On October 29, 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 Parking Strategy: A Conceptual Framework (the Parking Strategy), attached as Appendix A to this report, be received as information.

2. That the Public Service be directed to report back with a revised Winnipeg Parking Strategy document no later than 120 days following the conclusion of stakeholder and public engagement.

3. That the following list of actions planned for immediate implementation be received as information:

    A. Remove under-utilized on-street paystations;

Report – Standing Policy Committee on Infrastructure Renewal and Public Works – November 5, 2021

DECISION MAKING HISTORY (continued):

COUNCIL DECISION (continued):

B. Implement a block-by-block numbering system for the mobile parking payment application; and

C. Expand the use of mail as the method of serving parking-related penalty notices, following approval of the WPA's 2021 budget.

4. That a Saturday Complimentary On-Street Parking Policy attached as Appendix C to this report, formally be adopted. This Policy will come into effect in 2021, when all applicable signage has been posted accordingly.

5. That, in order to implement the Saturday Complimentary On-Street Parking Policy, the Winnipeg Parking Authority advance the funding requirement of $88,000 to the 2021 budget process to fund the installation of new parking signs indicating 4 hours of parking is available on Saturdays.

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

ADMINISTRATIVE REPORT

Title: Winnipeg Parking Strategy Interim Update

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	N/A	M. Jack

EXECUTIVE SUMMARY

The Winnipeg Parking Authority (WPA) is currently in the process of drafting the Winnipeg Parking Strategy, a five-year plan designed to help manage the City's parking services in a way that facilitates access for motorists while supporting the needs of residents, local businesses, hospitals, and other stakeholders. The strategy is intended to align with and support other City masterplans and policies. The final version submitted to Council will also include a 10-year investment plan for all WPA assets.

At the same time, the Public Works Department - Transportation Division has been working with a number of external consultants to produce a new Transportation Master Plan. The plan will be supported by a large-scale, multi-component study that involves in-depth, evidence-based research and analysis as well as extensive public and stakeholder engagement. The Transportation Master Plan is a secondary plan to OurWinnipeg and was last updated in 2011.

On October 29, 2020, Council received the Winnipeg Parking Strategy's first draft (referred to as the 'conceptual framework') as information and directed the Public Service to report back with a revised Winnipeg Parking Strategy document no later than 120 days following the conclusion of stakeholder and public engagement. However, discussions between the WPA and the Public Works Department Transportation Division have since led the department to conclude that it would be more appropriate to integrate the Winnipeg Parking Strategy into the Transportation Master Plan, and to continue engagement and revisions accordingly. The revised timeline would have both documents submitted for Council's consideration in spring 2022.

In the interim, the WPA intends to move forward on several action items within its delegated authority that will further improve the parking experience in Winnipeg including:

- Improve communications to Manitoba Possible permit holders through the creation of a guide to accessible on-street parking options.
- Begin to update the Downtown Parking Strategy.
- Continue to implement the paystation asset rationalization plan and review the condition of existing paystations to ensure safety for drivers and pedestrians.
- Form an advisory committee to consult on curbside management and off-street parking issues.
- Create easily accessible educational materials covering Winnipeg's parking policies as well as more general concepts related to parking and curbside management.

At the same time, the WPA will be working on developing terms for delivery of an on-street dynamic pricing pilot proposed to take place in 2022 as well as developing a legislative framework to allow for a permanent Carshare Parking Permit Program, both of which will require Council approval in advance of the submission of the Winnipeg Parking Strategy.

Allowing the WPA to proceed with a 2022 submission as recommended will allow for better alignment between the Winnipeg Parking Strategy and the Transportation Master Plan. The result will be a far more cohesive set of documents that support and amplify the City's goals for transportation management.

RECOMMENDATIONS

1. That the Public Service report back with the Winnipeg Parking Strategy in the Spring of 2022, to coincide with the Transportation Master Plan.

2. That the proper officers of the City be authorized to do all things necessary to implement the forgoing.

REASON FOR THE REPORT

On October 29, 2020 Council directed that the Public Service report back with a finalized parking strategy no later than 120 days following the conclusion of stakeholder and public engagement.

While plans were underway to submit the strategy within the 2021 year, discussions between the WPA and the Public Works Department - Transportation Division have since led the department to conclude that it would be more appropriate to integrate the Winnipeg Parking Strategy into the Transportation Master Plan currently under development, and to continue engagement and revisions accordingly. The revised timeline would have both documents submitted for Council's consideration in spring 2022.

IMPLICATIONS OF THE RECOMMENDATIONS

Allowing the WPA and Public Works Department - Transportation Division to proceed as recommended will result in better alignment between the Winnipeg Parking Strategy and the Transportation Master Plan. The WPA will still be able to proceed with implementing a number of interim action items, but the components of the strategy dealing with issues such as curbside management, active transportation, and commercial loading zone policies to support the movement of goods will be more effectively integrated between the two documents.

HISTORY/DISCUSSION

Decision-Making History

On October 29, 2020, Council received a first draft of the parking strategy (referred to as The Winnipeg Parking Strategy: A Conceptual Framework) as information. Council directed that the Public Service report back with a revised Winnipeg Parking Strategy document no later than 120 days following the conclusion of stakeholder and public engagement.

When the report was considered, it was proposed that engagement would be concluded by December 2020 and a revised strategy submitted by spring of 2021. This timeline was delayed due to COVID-19, and most of the planned engagement activities were finalized in April of 2021. Engagement through an online survey, online forum, virtual events, and targeted meetings with key stakeholders provided valuable feedback for the final parking strategy. While plans were underway to submit a strategy in 2021, in line with the Council disposition to report back within 120 days of engagement being finalized, discussions with the Transportation Division of Public Works identified the value of waiting for the Transportation Master Plan to be finalized prior to submitting the finalized Winnipeg Parking Strategy.

Winnipeg Parking Strategy

The Winnipeg Parking Strategy is a five-year plan designed to help manage the City's parking services in a way that facilitates access for motorists while supporting the needs of residents, hospitals, local businesses, and other stakeholders.

The strategy is based on three principal goals: ensure policies support adequate availability of parking spaces for all stakeholders, support sustainable transportation and encourage shifts in transportation modes, and deliver ongoing service improvements. These goals are supported by five objectives:

- Improve parking convenience and accessibility
- Generate turnover in areas with high parking demand
- Update the on-street paid parking pricing model
- Implement curbside management pilots, update existing programs, and use parking to support effective transportation demand management
- Explore opportunities for improved collaboration on parking-related transportation issues

The Winnipeg Parking Strategy's objectives are underpinned by a series of action items related to improving existing programs, exploring new and emerging technologies, and developing policies that support effective transportation planning and sustainability. The strategy supports ongoing collaboration and coordination with all City departments working on issues related to parking and broader curbside management. The final version of the Winnipeg Parking Strategy presented to Council will also include a 10-year investment plan for all WPA assets.

Transportation Master Plan

The City of Winnipeg Charter requires that its municipal development plan be reviewed and re-adopted/replaced every five years. City Council is responsible for approving the plan, referred to as OurWinnipeg, along with its subsidiary plans, policies, strategies, guidelines, programs, and actions. The Transportation Master Plan (last updated in 2011) is one of these subsidiary plans. The City is currently in the process of reviewing and updating the plan, and is undertaking a large-scale, multi-component study that involves in-depth, evidence-based research and analysis as well as extensive public and stakeholder engagement.

The study will result in recommendations addressing challenges and opportunities relating to existing and future: infrastructure; public rights-of-way; public services such as transit, parking, and traffic management; rules and regulations; and human behaviours. The updated plan will support the principles of Winnipeg's Climate Action Plan and will serve as a 30-year blueprint to guide future investment in the City's transportation network.

Integration & Alignment
As the Winnipeg Parking Strategy is intended to align with and support other City masterplans and policies, part of its development has been the formation of an interdepartmental working group that includes the Public Works Department - Transportation Division. Discussions between the Transportation Division and the WPA have highlighted a number of synergies between the two documents.

With this in mind, the Transportation Division and the WPA will be including additional elements of parking management to the remaining phases of the Transportation Master Plan's development, and the WPA will be included in parking-related discussions with external consultants. The result will be a far more cohesive set of documents that support and amplify the City's goals for transportation management. The Winnipeg Parking Strategy and Transportation Master Plan will be presented to Council concurrently in spring 2022.

Interim Action Items
In order to maintain momentum and avoid unnecessary delays, the WPA plans to move forward on several action items that have been finalized based on the stakeholder and public consultation that has taken place to date.

Actions that will be implemented within the WPA's delegated authority include:

- Improving communications to Manitoba Possible permit holders by creating a guide to accessible on-street parking requirements and access, as well as the criteria used in the evaluation of applications for residential loading zones. This change is based on the results of a survey administered to Manitoba Possible permit holders.
- Beginning to update the Downtown Parking Strategy first released in 2011 to reflect ongoing development in the Downtown and Exchange District. The Downtown Parking Strategy will not be updated prior to the release of the finalized Parking Strategy; however, targeted stakeholder engagement will take place to identify the current needs in these areas.
- Continuing to implement the paystation asset rationalization plan. Since 2015, 268 paystations have been removed from the street as part of a plan to reduce future operating and capital costs when the aging inventory is replaced. Due to the increased use of the mobile parking payment application, there have been no reports of major service disruption associated with this reduction in the number of paystations. Of all on-street paid parking transactions, nearly half are completed via the mobile parking payment application, and 73 percent are paid for with a credit card. This suggests that many more users could convert to the mobile parking payment application with relative ease. Scratch n' Park meter passes will also remain as an available alternative to physical paystations.

  Under-utilized paystations will continue to be removed from the street and signage with information about the mobile parking payment application will be installed in their place. Paystations that currently service a designated accessible space will not be considered for removal, but the City will consider the relocation or removal of individual paystations based on a number of other factors, including:
  - Current cost-effectiveness of individual paystations - The City will take into account whether the paystation's annual operating cost is greater than the revenue it brings in.
  - Revenue trends - Consideration will also be given to the revenue collection trend over the last several years and to any anticipated changes in demand based on

pending developments or other indicators so that the City does not remove a paystation that is likely to become financially viable in the foreseeable future.
    - Ease of access - The starting point for any discussion on relocating paystations will be to have at least one machine per block, but consideration will be given to the proximity of other paystations. This is meant to help maintain a reasonable standard of service in terms of drivers' ability to pay for parking when they do not have a credit card, or a smartphone or other mobile device.

  The WPA will also continue to review the condition of existing paystations to ensure safety for drivers and pedestrians. Any paystations with structural issues may be replaced by units in better condition taken from areas with lower usage.
- Forming an advisory committee to consult on curbside management and off-street parking issues. This committee will hold regular meetings with members representing:
    - BIZ Groups
    - Hospital Administrative Representative
    - The Winnipeg Arts Council
    - Manitoba Possible
    - Other City of Winnipeg Departments and Special Operating Agencies
- Working with the City's Corporate Communications and Office of Public Engagement to provide easily accessible educational materials covering Winnipeg's parking policies as well as more general concepts related to parking and curbside management. Examples might include social media posts, website updates, ParkSmart brochures, or short videos focusing on topics such as seasonal snow route enforcement, the rationale behind on-street hourly pricing strategies, and permit application processes.

Actions that will be worked on and a separate report will be submitted to Council for consideration in advance of the Winnipeg Parking Strategy being finalized include:

- Develop recommendations to Council on the terms of a dynamic pricing pilot project on select streets within the downtown in the 2022 year. The intent of this pilot will be to determine if and how dynamic pricing can work in Winnipeg. A separate report providing details on how the project will be implemented, including a proposal for how often rates may change based on occupancy data and the specifics of a proposed pilot area, will be submitted to Council following the 2022 budget approval. If approved, the pilot will include comprehensive public communications prior to the implementation of any new prices.
- Developing the terms of a permanent Carshare Parking Permit Program for Council's consideration. This is based on the success of the ongoing Carshare Co-op Pilot Program through which Council has dedicated a number of paid parking spaces for exclusive use by carshare vehicles. In accordance with direction provided by Council, the WPA will return with a separate report on this matter.

FINANCIAL IMPACT

Financial Impact Statement **Date:** September 16, 2021

Project Name:

Winnipeg Parking Strategy Interim Update

COMMENTS:

There are no financial implications from recommendations in this report as this report is provided as an update. Any possible financial implications from planned interim actions items listed in the report will be assessed through separate reports when they are submitted to Council. Financial implications from Winnipeg Parking Strategy will be assessed at a later date, when the final document is presented to Council.

original signed by
Lioubov Gavrilova-Crozier, CPA, CA
Manager of Finance, WPA

CONSULTATION

This Report has been prepared in consultation with:
Legal Services (as to Legal issues)
Public Works Department - Transportation Division (as to points concerning the Transportation Master Plan)

OURWINNIPEG POLICY ALIGNMENT

The Winnipeg Parking Strategy interim action items recommended in this report will support the following OurWinnipeg directions:

- 01-1a Direction 1- Develop and apply direction strategies, including endorsing sustainable transportation as the primary vision for a transportation master plan.
- 01-1a Direction 1- Ensure effective implementation efforts through integration, partnerships and collaboration across the City of Winnipeg organizational structure and with external organizations.
- 01-1a Direction 3- Promote compact urban form and manage the extension of municipal services for new growth
- 01-1b Key directions for building a city that works- dynamically integrate transportation with land use.
- 01-1b Key directions for building a city that works- create a transportation system that supports active, accessible and healthy lifestyle options.

WINNIPEG CLIMATE ACTION PLAN ALIGNMENT

The Winnipeg Parking Strategy will support the following components of Winnipeg's Climate Action Plan:

- Section 1.8- Ensure that City land use, transportation, and built environment policy, bylaw, and regulation recognize climate mitigation and climate protection priorities
- Section 3.1- Increase use and efficiency of public transit systems
- Section 3.4- Increase active transportation rates
- Section 3.5- Reduce traffic congestion
- Section 3.6- Increase the use of electric vehicles
- Section 4.3- Pursue transit-oriented development

The Parking Strategy contains a number of action items aimed at incentivizing the efficient and effective use of curbside and off-street parking spaces, encouraging transit ridership and the use of active transportation options, and easing traffic congestion caused by drivers cruising around their destinations in search of a vacant space.

SUBMITTED BY

Department: Public Works
Division: Winnipeg Parking Authority
Prepared by: Dan Locke/Ron Maxwell
Date: September 28, 2021