Minutes – Standing Policy Committee on Innovation and Economic Development – January 24, 2022

REPORTS

Item No. 2 Winnipeg Parking Authority 2022 Business Plan

STANDING COMMITTEE RECOMMENDATION:

The Standing Policy Committee on Innovation and Economic Development concurred in the recommendation of the Winnipeg Public Service and recommended to Council:

1. That the 2022 Business Plan for the Winnipeg Parking Authority, including the 2022-2023 Budget, included as Appendix A and A1 respectively, be approved.

2. That the 2020 audited financial statements, included as Appendix A2, be received as information.

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

Minutes – Standing Policy Committee on Innovation and Economic Development – January 24, 2022

DECISION MAKING HISTORY:

Moved by Councillor Orlikow,

That the recommendation of the Winnipeg Public Service be concurred in and forwarded to the Executive Policy Committee and Council.

Carried

STANDING COMMITTEE RECOMMENDATION:

On November 29, 2021, the Standing Policy Committee on Innovation and Economic Development laid the matter over to its meeting on January 24, 2022.

ADMINISTRATIVE REPORT

Title: Winnipeg Parking Authority 2022 Business Plan

Critical Path: Standing Policy Committee on Innovation and Economic Development – Executive Policy Committee – Council

AUTHORIZATION

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

EXECUTIVE SUMMARY

A business plan for the Winnipeg Parking Authority (WPA) is provided to Council each year. This business plan includes the WPA's budget for 2022-2023, goals and strategies to be implemented over the next two years, performance measures, and audited financial statements for the 2020 year.

In addition to core parking management and enforcement services, the business plan includes oversight of the vehicle for hire (VFH) industry and administration of certain aspects of *The Provincial Offences Act* (POA) and *The Municipal By-law Enforcement Act* (MBEA), both of which were assigned to the WPA on a provisional basis pending a final decision on the structure and location of these functions within the public service.

In accordance with the preliminary budget, the WPA will transfer approximately $1.2 million in 2022 and $6.8 million in 2023 to the City's General Revenue Fund. COVID-19 impact is reflected in the 2022 proposed budget.

Key projects and initiatives to be implemented in 2022-2023 include:

- Finalize the Winnipeg Parking Strategy. The strategy outlines the City's plans for on-street and off-street parking over the next five years and will be presented to Council as part of the Transportation Master Plan.
- Address a ten-year capital repair and maintenance plan, prepared by an external engineering consultant, for the Millennium Library parkade. The estimated capital investment over ten years is estimated at $55 million, which is a Class 5 estimate. A feasibility study will be undertaken to identify the best long-term plan for the parkade to identify the future viability of operating and maintaining the parkade. While the feasibility study is undertaken, a Class 3 estimate will also be prepared to confirm costs required in the short term for repairs at the parkade that are primarily structural in nature.
- Develop recommendations to Council on the terms of a dynamic pricing pilot project to be administered in a designated paid parking area.
- Submit a plan to Council for a permanent Carshare Parking Permit program, including proposed amendments to the Winnipeg Parking By-law.
- Continue to expand the use of ALPR technology to issue parking penalty notices, particularly in support of snow-clearing operations.

- Explore options for a regular reporting mechanism to share data on enforcement, screening, and adjudication as well as proposed legislative and policy changes related to the City's administration of the MBEA.
- Explore the development of a mobile enforcement application for use by other departments.
- Evaluate the impact and effectiveness of the Winnipeg WAV (Wheelchair Accessible Vehicle) centralized accessible dispatch system and improvements to the provision of on-demand vehicle for hire transportation.
- Implement planned improvements to professional development training for VFH drivers (e.g. workshops addressing Indigenous cultural awareness, diversity, accessibility, etc.).
- Continue to improve safety for VFH drivers and passengers, and accessibility for all industry participants.

The Winnipeg Parking Authority will continue to operate according to sound business principles, provide a high level of customer service, and fund its operations on a self-sustaining basis.

RECOMMENDATIONS

1. That the 2022 Business Plan for the Winnipeg Parking Authority, including the 2022-2023 Budget, included as Appendix A and A1 respectively, be approved.

2. That the 2020 audited financial statements, included as Appendix A2, be received as information.

3. 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

A Business Plan is provided to Council annually in accordance with the Winnipeg Parking Authority Operating Charter.

IMPLICATIONS OF THE RECOMMENDATIONS

The attached 2022 Business Plan sets out the WPA's plans for the next two years and is a guiding document in the WPA's operations.

The WPA will continue to manage parking operations and enforcement, the screening and adjudication of penalty notices issued under the MBEA, regulatory oversight of the vehicle for hire industry, and the collection of fines issued for by-law contraventions on behalf of The City of Winnipeg. As an SOA, the WPA will achieve this mandate by balancing sound business practices with a constant focus on the public good.

The WPA's 2022 budget has the agency in a break-even position. As a result of COVID-19 impact on 2021 projected actual results and anticipated impact on 2022 results dividend transfer to The City of Winnipeg General Revenue Fund in 2022 has been reduced to $1.2M. Prior to the transfer, the WPA has a budgeted net income of $1.5 million for the 2022 fiscal year. In 2023,

the WPA will have a budgeted net income of approximately $6.8 million, prior to any transfers to the General Revenue Fund.

In 2021, the WPA commissioned an engineering consultant to carry out a detailed inspection of the Millennium Library Parkade to assess the overall condition of the parkade, as well as provide a ten-year capital investment plan for the facility, so that the asset could be proactively managed. The consultant's report lays out a proposed schedule with immediate, short-term, medium-term, and long-term repairs and maintenance. Information from the report was used to prepare a Class 5 estimate as summarized below:

Category	Estimated Cost (Class 5 estimate)
Immediate Repairs	$103,000
Class 3 Estimate for Short-Term Repairs & Feasibility Study	$117,000
Short-Term Repairs	$6,007,000
Medium- and Long-Term Repairs & Maintenance	$48,316,000
Total of All Recommendations	**$54,543,000**

The WPA does not earn sufficient revenue from the Millennium Library parkade in a ten-year timeframe to fund all of the repairs and maintenance. As such, prior to making any recommendations on what investments should be pursued, the WPA will hire external consultants in 2022 to prepare a feasibility study report that will identify the best long-term plan for the parkade, including a comparison of the cost/benefit of all options that the City could pursue to ensure the investment with the optimal cost/benefit is recommended. Options that will be reviewed include undertaking all repairs and maintenance so the parkade remains operational, building a new parkade, and the viability of closing or selling the facility. The feasibility study will consider service level impacts with all options explored and will explore funding options. While the feasibility study is undertaken in 2022, a Class 3 estimate will be prepared for the short-term repairs which are more time-sensitive than other repairs required at the parkade. Results of the feasibility study will be taken into consideration prior to formalizing recommendations to proceed with the short-term repairs.

HISTORY/DISCUSSION

The WPA was designated as an SOA effective January 1, 2005, with the mandate to:

- manage city-owned on- and off-street parking resources;
- encourage compliance with parking-related by-laws; and,
- participate in municipal transportation management where appropriate.

In 2016, *The Municipal By-law Enforcement Act* (MBEA) came into force. The act requires that any municipal parking offences be enforced through the issuance of a penalty notice and establishes an expedited review process using City screening officers and Provincially-appointed adjudicators rather than the court system. The MBEA also empowers the City to designate other offences not related to parking for enforcement via administrative penalty. Oversight of the review process was delegated to the WPA, along with responsibility for the collection of fines levied under the MBEA.

In 2018, the Province of Manitoba passed *The Local Vehicles for Hire Act*, which devolved responsibility for the regulation of vehicles for hire from the Manitoba Taxicab Board to the City. In response, the WPA's mandate was further expanded to include a VFH division charged with

licensing and enforcement of taxis, limousines, and personal transportation providers (PTP's, also known as 'rideshare' companies).

In September 2020, at the direction of the Interim Chief Administrative Officer, the WPA began reporting to the Director of the Public Works Department. The amended reporting structure has not included any change to the WPA's Special Operating Agency (SOA) status or its service delivery model. In accordance with the *City Organization By-law*, the WPA Business Plan and budget will continue to be heard by the Standing Policy Committee on Innovation and Economic Development. All other committee reports will continue to be heard by the Standing Policy Committee on Infrastructure Renewal and Public Works.

In 2021, a variety of innovative initiatives were implemented across all service lines that improved both efficiency and customer service, and left the WPA well-positioned to embrace future technological and industry changes. Key achievements in 2021, by service line, are highlighted below.

Parking:

- Continued to develop a comprehensive parking strategy for how the City will manage its inventory of on-street and off-street parking over the next five years. The final strategy will be submitted concurrently with the Transportation Master Plan in 2022.
- Improved enforcement efficiency by increasing the size of the WPA's fleet of vehicles equipped with automated licence plate recognition systems (ALPR) and expanded the areas where ALPR is used to generate mail-out tickets for specific offences such as stopping where stopping is prohibited, double-parking, and parking in the wrong direction. ALPR systems allow for real-time capture of parking infractions while the enforcement vehicle is in motion.
- Launched a pilot project in the Exchange District aimed at improving the readability of on-street regulatory signs and clarifying the rules around on-street parking.
- Transitioned to a new block numbering system for on-street parking payments made through the PayByPhone mobile application. The adoption of unique codes for each block in paid parking areas will allow the WPA to collect more granular occupancy data that can be shared on the City's Open Data page and used to inform decisions on pricing, parking time limits, etc. This initiative also includes the addition of new on-street numbering signage as well as an in-app mapping feature that has improved customer service by automatically identifying the block number using the mobile device's location service function.
- Added new open data sets allowing the public to access detailed information on PaybyPhone zones, paystation locations, and paid parking rates.
- Continued to implement an asset rationalization plan for the City's inventory of on-street paystations. By strategically relocating or removing redundant and underused paystations, the WPA further reduced operating costs and future capital expenditures associated with replacing the current generation of machines.
- Reviewed the prescribed towing and storage fees in the Private Parking By-law and updated the amounts to ensure property owners are able to secure the services of a tow company to remove unwanted vehicles from private lots.
- Commissioned a consultant's report on the condition of the Millennium Library parkade, prepared a business case for the required capital maintenance, and identified activities required to address approximately $55 million worth of repairs and maintenance required at the parkade over the medium to long term period.

- Undertook enhancements to the intuitive routing system that improve efficiency in parking compliance operations by allowing Use-of-Street permit information to be automatically entered into the system (previously done manually) and work being done without a permit to be reported directly to the Operations Division of the WPA and the Transportation Division of Public Works.
- Implemented intuitive routing enhancements by incorporating separate divisional systems of the WPA enforcement application and Public Works' residential street network to display areas requiring enforcement during a snow clearing event (RPB), creating a streamlined method of communication, improving city-wide coverage and improving the overall efficiency of snow clearing operations.
- Revised the format, look, and feel of webforms to improve user experience and accessibility.

Municipal By-Law Enforcement Act (MBEA) Screening and Adjudication Processes:

- Improved the City's administrative process for mailing penalty notices issued under the MBEA by reducing the number of documents that are included in a mail-out package. This change has also improved clarity for anyone receiving a penalty notice.

Vehicles for Hire:

A separate report will be submitted to Council in January of 2022 detailing all achievements related to VFH for the year. Some key achievements are highlighted here:

- The VFH office and WPA IT implemented an online app for taxi licence applications and renewals. This change expedites the licensing process for WPA staff and saves time for drivers.
- The VFH office worked with the industry and community partners to support ongoing health and safety measures in response to COVID-19 (e.g. reducing barriers for low-income Winnipeggers to attend vaccine sites through industry partnerships).
- The VFH office continued its work on the Winnipeg WAV centralized accessible dispatch system by releasing an RFP. This initiative will be funded through the accessibility surcharge and has been approved as a pilot project through the end of 2023.

Over the next two years, the WPA will continue to pursue innovation, improve customer service, and strive to provide the best balance between fiscally sound business practices and effective support to the City's transportation management goals.

The 2022 Business Plan sets out the strategic direction for the WPA to support the service lines for which it is currently responsible: parking management, VFH regulation, the MBEA screening and adjudication processes, and fine collection. The Business Plan also includes budget requirements for 2022-2023, goals and strategies to be implemented over the next two years, performance measures, and audited financial statements for the 2020 year.

Key projects and initiatives proposed to be implemented from 2022-2023 are as follows:

- Finalize the Winnipeg Parking Strategy. The strategy outlines the City's plans for on-street and off-street parking over the next five years and will be presented to Council as part of the Transportation Master Plan.
- Address capital investment requirements at the Millennium Library parkade as follows:
    - In 2022, obtain a Class 3 estimate for short-term repairs related to regulatory issues and structural deficiencies in the P1-level slab. While the structural slab

remains suitable for continued use, repairs were recommended to be completed by April 2022, and no later than April 2024. The Class 5 estimate for the repairs is $6.1 million. Obtaining a Class 3 estimate will further refine the Class 5 estimate and identify a cost suitable for budgetary purposes should the feasibility study being undertaken recommend pursuing short-term repairs.
    - At the same time as the Class 3 estimate for short-term repairs is prepared, a feasibility study will be prepared by an external consultant to assess available options to manage the medium- and long-term investment requirements at the parkade. The Class 5 estimate for repairs and maintenance for medium- and long-term repairs is estimated at $48 million; the WPA does not earn sufficient revenue from the Millennium Library parkade to fund these repairs. The feasibility study will compare the cost/benefit of undertaking repairs and maintenance to keep the parkade operational against the cost/benefit and viability of building a new parkade, closing or selling the parkade, as well as identifying service level impacts with all options explored. The public service will also explore funding options.
    - In late 2022 or early 2023, present a report to Council on the results of the feasibility study and request funding approval for the recommended option. If short-term repairs are recommended and approved to proceed, efforts will be made to undertake the work in 2023.
- Develop recommendations to Council on the terms of a dynamic pricing pilot project to be administered in a designated paid parking area.
- Submit a plan to Council for a permanent Carshare Parking Permit program, including proposed amendments to the Winnipeg Parking By-law. This initiative is driven by the positive results of a carshare parking permit pilot that has been running for the past year.
- Continue to expand the use of ALPR technology to issue parking penalty notices. By further broadening the application of this tool, enforcement officers will be able to survey a larger area of the City with greater frequency, improving compliance with safety-related parking prohibitions and time-limited parking. ALPR will also allow the WPA to better support snow-clearing operations.
- Explore options for a regular reporting mechanism to share data on enforcement, screening, and adjudication as well as proposed legislative and policy changes related to the City's administration of the MBEA.
- Explore the development of a mobile enforcement application for use by other departments.
- Evaluate the impact and effectiveness of the Winnipeg WAV (Wheelchair Accessible Vehicle) centralized accessible dispatch system and improvements to the provision of on-demand vehicle-for-hire transportation.
- Implement planned improvements to professional development training for VFH drivers (e.g. workshops addressing Indigenous cultural awareness, diversity, accessibility, etc.).
- Continue to improve safety for VFH drivers and passengers, and accessibility for all industry participants.

While the preliminary budget for the WPA for 2022-2023 considers the overall influence of COVID-19 on revenues and expenditures, it is worth highlighting a few key impacts of the pandemic on the WPA:

- The WPA was well-positioned to respond to the pandemic in terms of service delivery and easily transitioned to providing all services remotely. There has been no disruption of service delivery experienced.

- The pandemic has resulted in various businesses being closed or operating at reduced capacity, resulting in less overall traffic and people visiting the Downtown, Exchange District and West End. These are areas that have paid parking in effect, both on-street and off-street. As such, revenue generated through paid parking and enforcement has decreased by approximately 13 percent compared to 2020 and by approximately 55% compared to 2019.
- Several supports the City has offered for residents and businesses during the pandemic, such as complimentary one-hour parking and relaxed enforcement around time-restricted parking, have also impacted parking and enforcement revenues in 2020 and 2021.
- Overall, the financial impact of the pandemic has resulted in a projected net loss of $3 million before transfers in 2021 vs. budgeted net loss of $0.4 million. This, in turn, affects the WPA's ability to transfer budgeted dividends in the 2022 year. In accordance with the SOA's dividend policy, a dividend cannot be transferred to the General Revenue Fund if doing so will reduce accumulated operating surplus below $500,000.

FINANCIAL IMPACT

Financial Impact Statement

Date: October 26, 2021

Project Name:
Winnipeg Parking Authority 2022 Business Plan

First Year of Program **2022**

	2022	2023	2024	2025	2026
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	$ -	$ -	$ -	$ -	$ -
Less: Incremental Revenue/Recovery	-	-	-	-	-
Net Cost/(Benefit)	$ -	$ -	$ -	$ -	$ -
Less: Existing Budget Amounts	-	-	-	-	-
Net Budget Adjustment Required	$ -	$ -	$ -	$ -	$ -

Additional Comments: See Appendix A1 for the 2022 to 2023 projected financial statements and notes.

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

CONSULTATION

This Report has been prepared in consultation with:

- Legal Services (as to Legal Issues)

OURWINNIPEG POLICY ALIGNMENT

The WPA's 2022 Business Plan supports the following elements of OurWinnipeg and its secondary plans:

- 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.
  01-3 Direction 1- Continuously pursue innovative, streamlined service delivery and decision-making processes.

WINNIPEG CLIMATE ACTION PLAN ALIGNMENT

The following initiatives planned for 2022-2023 support the Climate Action Plan:

- Continued used of the Intuitive Routing System used by the Winnipeg Parking Authority supports Key Direction 1.5 in the Winnipeg's Climate Action Plan, which is to Reduce Employee Vehicle Kilometers Travelled (VKT) and associated GHGs (p.29 of the plan), and is to be implemented between 2018-2022.
- Submission of a plan to Council for a permanent Carshare Parking permit program supports Strategic Opportunity #3 to Advance Sustainable Transportation and shift to zero emission vehicles, including access to mobility options such as carsharing. The permanent carshare program specifically supports Action 3.1.4 to "Explore a partnership between carshares, other transportation providers and Winnipeg Transit to help incentivize both modes of transportation" to be implemented between 2018-2022 (p.37 of the plan).

SUBMITTED BY

Department: Public Works
Division: Winnipeg Parking Authority
Prepared by: L.Gavroliva-Crozier/D.Locke/A.Williams
Date: November 12, 2021
File No: WPA-020-2021

Attachments:
Appendix A: Business Plan
Appendix A1: Financials

Appendix A2: 2020 Audited Financial Statements

Appendix A

WINNIPEG PARKING AUTHORITY
SPECIAL OPERATING AGENCY (SOA)

BUSINESS PLAN

2022

Strategic Overview

The Winnipeg Parking Authority is a Special Operating Agency (SOA) of The City of Winnipeg with its own Operating Charter approved by Council. The SOA concept permits the agency to operate in a more autonomous and business-like manner by making use of special delegations, exemptions, and other unique authorities.

The agency's strategic direction, as set out by its Operating Charter and Business Plan, emphasizes management for results, bottom-line accountability, cost-savings, customer satisfaction, and transparency.

In addition to the parking management and enforcement mandates outlined in the Winnipeg Parking Authority Operating Charter, the agency also provides regulatory oversight of the vehicles for hire (VFH) industry and has been given provisional responsibility for the administration of certain aspects of *The Provincial Offences Act* (POA) and *The Municipal By-law Enforcement Act* (MBEA), pending a final decision on the location of these functions within the Public Service. The business plan goals, strategies, and budget include activities related to these two provisional service lines along with the parking, enforcement, and VFH regulatory services.

Mission

As a Special Operating Agency of The City of Winnipeg, the Winnipeg Parking Authority will provide responsive and sustainable solutions in the areas of parking management, enforcement, and vehicle-for-hire regulation. The agency will also administer a fair and transparent review process for penalty notices issued in accordance with *The Municipal By-law Enforcement Act* and manage the collection of all fines issued for the contravention of City by-law.

Vision

The Winnipeg Parking Authority will support community and economic development in the city of Winnipeg by implementing innovative policies and practices that are both efficient and effective. The agency will be attentive to the changing needs of Winnipeg businesses, residents and visitors, and will balance competing priorities in ways that are fair and transparent.

Values

The agency is committed to:

- Providing high-quality parking management;
- Offering parking and ancillary services at a fair price that achieves full cost recovery whenever possible;
- Balancing bottom-line-driven business practices with the public good;
- Earning the trust and respect of Winnipeggers;
- Establishing a reputation for innovative solutions that consider the needs of all stakeholders;
- Maximizing service value to customers and client groups through accountability and efficiency;

- Providing service excellence through innovation and continuous improvement;
- Serving as a positive example to peers and competitors;
- Building healthy and mutually beneficial client-agency relationships;
- Establishing an efficient, responsible, accountable, supportive, and compassionate workplace; and
- Achieving group goals through personal commitment, organization, consultation, teamwork, and empowerment.

Guiding Principles

- The agency functions in accordance with industry standards and best practices for parking management, VFH regulatory functions, and business planning and implementation.
- The agency ensures full accountability, auditability, and transparency.
- The agency bases decisions on assessed requirements in terms of costs and benefits, supply and demand, and growth and development.

Mandate

- Provide an efficient, responsive, and exemplary on- and off-street, short- mid- and long-term public parking resource.
- Provide an efficient and responsible off-street, short- mid- and long-term parking resource for municipal employees and vehicles.
- Provide guidance and advice to City staff, development agencies, and other organizations on parking issues.
- Cooperate with, and use parking resources in support of, client organizations, agencies, partners, and stakeholder associations.
- Optimize the operational and financial performance of parking facilities so as to deliver service excellence.
- Provide exemplary service standards in all customer and client transactions.
- Provide administrative oversight of the screening, adjudication, and administrative processes for all by-law offences enforced under the MBEA.
- Collection of financial penalties imposed for contraventions of City by-laws.
- License, regulate, and provide oversight to the VFH industry in accordance with Council direction and the VFH By-law.

Goals

The WPA's key goals are:

1. Manage a dynamic service delivery structure for all on-street and off-street parking in order to manage occupancy levels as appropriate.
2. Ensure the impartiality and transparency of the screening and adjudication process under the Municipal By-law Enforcement Act.
3. Manage the regulatory oversight of the Vehicle for Hire industry to ensure safety and accessibility for all citizens.
4. As an indicator of effective customer service, ensure 311 requests are responded to within established timeframes.
5. Ensure all service delivery is operating on at least a full cost recovery basis to meet the WPA mandate to be bottom-line driven.

Service Lines

In accordance with the WPA's mandate, the agency provides a range of services related to parking management, VFH regulation, parking revenue and fine collections, and the review of penalty notices issued for City by-law contraventions.

Services delivered by the WPA include:

(a) On-street public parking including paid and time-limited parking, loading zone management, permitting, revenue collection, and by-law enforcement.
(b) Off-street parking services including permitting, revenue collection, by-law enforcement, and maintenance for daily and monthly public and municipal parking at parking structures and surface lots.
(c) Expert advice on parking facilities and services, including the planning and development of new infrastructure (e.g. public daily and monthly parking lots and structures, public loading zones, and service areas) in the Downtown and other areas of the City.
(d) Licensing services for various segments of the VFH industry, including monitoring of market supply to ensure a suitable number of licensed vehicles in any category are available.
(e) Administering VFH enforcement and compliance programs.
(f) Administering VFH safety and accessibility programs.
(g) Screening and adjudication services for penalties issued under the MBEA enforcement framework.
(h) Processing and collections of fines associated with MBEA penalty notices and by-law enforcement under the POA.
(i) Serving as the subject matter experts for any City departments and SOAs seeking to administer their by-law enforcement under the MBEA.

Policy Direction

The Winnipeg Parking Authority abides by the City's collective agreements and by-laws, and has its own Operating Charter approved by Council. The City of Winnipeg Charter, section 215, references the establishment and powers of Special Service Units.

Performance Measures

The WPA tracks a variety of performance metrics related to the delivery of its three service lines: parking, VFH regulation, and the screening and adjudication process for offences enforced under the MBEA.

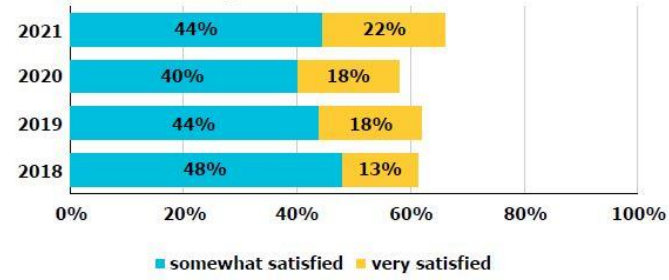
Performance metrics are included in City's annual Community Trends and Performance Report, annual reports to Council on the VFH industry, and other standing policy committee reports. The agency also monitors performance metrics internally to allow for continuous improvement to its service delivery. Key performance metrics by service line are included here.

1. Parking

In 2020, the WPA managed 11,597 paid parking spaces, of which 3,824 were on-street parking spaces used by the general public and 7,773 were off-street spaces. Off-street spaces were primarily used by municipal staff at surface parking lots located on the property adjacent to buildings occupied by The City of Winnipeg. A smaller portion of off-street spaces were used by the general public at the Millennium Library parkade and seven surface parking lots.

Citizen satisfaction with the availability and convenience of on-street parking was favorable from 2018-2021.

Citizen Satisfaction with the Availability and Convenience of On-Street Parking



	2018	2019	2020	2021
Total Satisfied	61%	62%	58%	66%

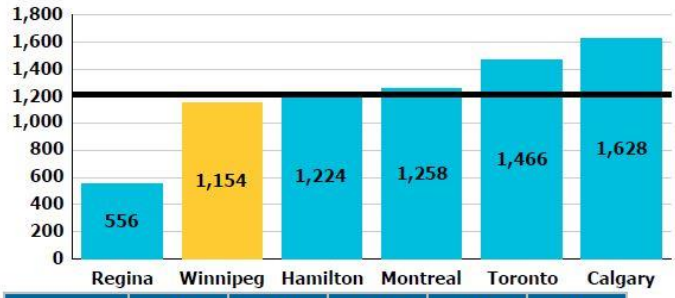
Source: City of Winnipeg Annual Citizen Survey

In 2021, when asked about their level of satisfaction with the availability and convenience of on-street parking, 66% of citizens indicated they were satisfied or somewhat satisfied. The level of citizen satisfaction with on-street parking increased from 58% in 2020 to 66% in 2021. This is the highest level of satisfaction recorded since 2018. There were a number of changes to on-street parking in 2020 including a reduction in the hourly fee for on-street parking approved by the City Council in June 2020 and additional changes made in response to the COVID-19 pandemic such as one hour of complimentary on-street parking, the addition of temporary loading zones and relaxed enforcement of residential time-restricted parking.

In 2019, Winnipeg collected $2,458 per on-street paid parking space. Of 10 Canadian cities surveyed, this was the fourth-highest gross revenue per on-street space.

When considering both on-street and off-street spaces, compared to other municipalities across Canada, Winnipeg manages a relatively low number of parking spaces per 100,000 residents. This is due, in large part, to the City managing only one off-street structured parking facility.

Number of Paid Parking Spaces Managed per 100,000 Population (2019)



Winnipeg's number of paid parking spaces managed per 100,000 population is comparable with the average (1,214.2).

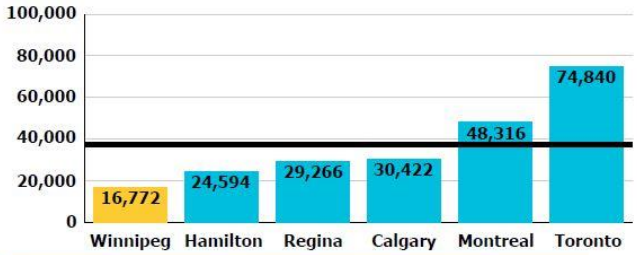
Lower amount in 2019 is due to three surface lots being sold.

	2015	2016	2017	2018	2019
Wpg. Trend	1,166	1,104	1,209	1,192	1,154

Source: Municipal Benchmarking Network Canada (PRKG205)

Winnipeg issues the lowest number of parking tickets per 100,000 residents compared to five other Canadian municipalities. However, Winnipeg has the second-highest gross fine revenue per ticket among the same group.

Gross Number of All Parking Tickets Issued per 100,000 Population (2019)

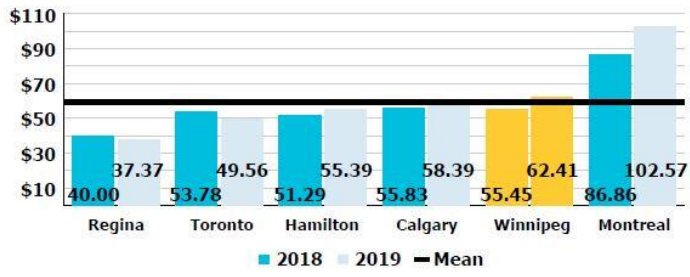


A number of factors may have influenced the gross number of parking tickets issued, including downtown road renewal construction and decreased on-street parking usage. In 2019, tickets issued for snow and parking meter related violations decreased by over 10%. Winnipeg has the lowest parking tickets issued per capital among the cities being compared (Average 37,368.4).

	2015	2016	2017	2018	2019
Wpg. Trend	22,062	20,091	22,615	18,474	16,772

Source: Municipal Benchmarking Network Canada (PRKG220)

Gross Fine Revenue per Ticket (2019)



Variations in early payment volumes can have a significant impact on gross fine revenue. The early payment discount was reduced to 25% from 50% in 2018. In 2019, 50% of parking tickets issued were paid within the early payment period of 14 days. Winnipeg has the second highest gross revenue per ticket among the cities being compared.

	2015	2016	2017	2018	2019
Wpg. Trend	$51.01	$48.26	$46.60	$55.45	$62.41

Source: Municipal Benchmarking Network Canada (PRKG360)

2. Municipal By-law Enforcement Act Screening and Adjudication

The Winnipeg Parking Authority is responsible for managing the screening and adjudication process for all penalty notices issued by the City under the *Municipal By-law Enforcement Act* (MBEA). The MBEA screening and adjudication process offers a convenient and transparent way for someone to contest a penalty notice issued by The City of Winnipeg for contravening a by-law listed in Schedule A of the *Municipal Bylaw Enforcement Act Enabling By-law*. Before the MBEA came into force, these offences were appealed through the Provincial courts. The screening and adjudication process also provides an opportunity for a screening officer to explain the by-law that was contravened in detail and provide options to the appellant to prevent future non-compliance. The use of this legislation is restricted to by-law offences with set fines of $1,000 or less.

In 2020, there were 814 offences contained in 17 different City by-laws that were enforceable under the MBEA. If the recipient of a penalty notice wishes to contest their fine, they may request a screening online or by telephone. Under normal circumstances, in-person screenings are also available at the Winnipeg Parking Authority offices, but these have been temporarily suspended due to COVID-19.

In 2020, the number of penalty notices issued and the subsequent requests for screenings and adjudications dropped sharply due to the pandemic. Parking-related penalty notices remained the highest proportion of penalty notices issued under the MBEA, and had the highest volume of screening and adjudications conducted.

MBEA Penalty Notices and Appeals 2020

Bylaw Offence	Penalty Notices Issued	% of Total MBEA Penalty Notices Issued	Number of Screenings	Number of Adjudications
Parking	59,973	93.2%	6,549	122
Vehicle For Hire	143	0.2%	40	4
Other	4,227	6.6%	517	36
Total	**64,343**	**100%**	**7,106**	**162**

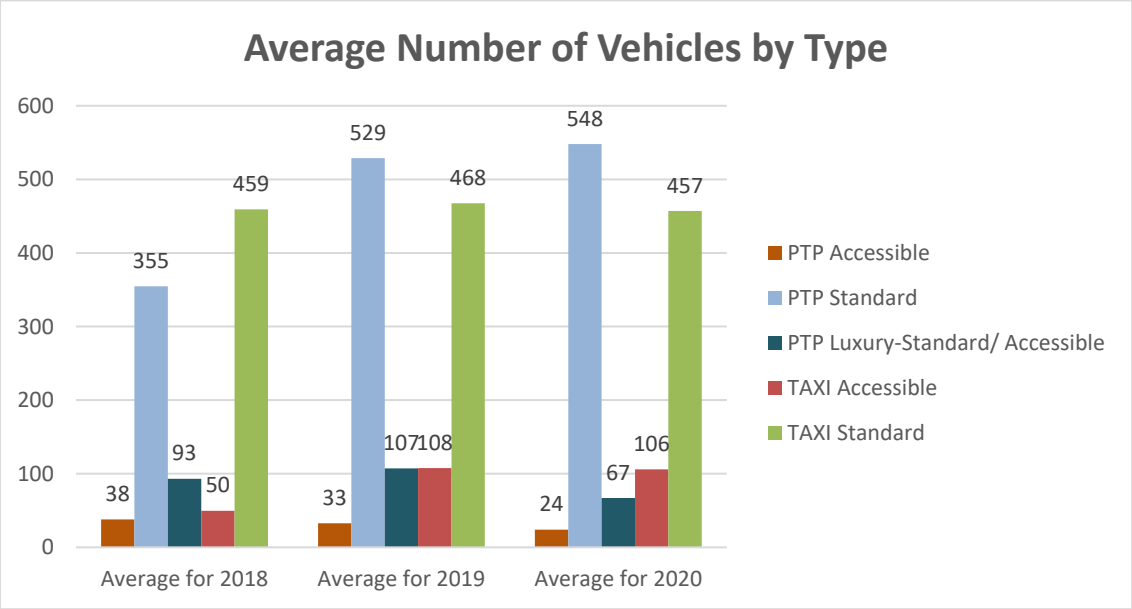
* There are three by-laws that parking penalty notices are issued under and one by-law governing vehicles for hire. The other by-law category includes offences in 13 City by-laws enforced under the MBEA by a variety of City departments and SOAs.

3. Vehicles for Hire

In December of 2020, an annual report was submitted to Council which included performance metrics relating to the regulatory oversight and licensing of vehicles for hire (VFH). Key performance metrics from that report are highlighted here.

With the onset of COVID-19 and the related drop in demand for transportation services, the number of vehicles for hire operating in Winnipeg dropped nearly 50 percent from March to April 2020. With the highest variable cost being insurance, many owners decided it would not be financially viable to keep their vehicles on the road. With a massive reduction in air travel as well as public health restrictions that included limits on gathering sizes for events such as weddings and graduation ceremonies, the hardest hit segment of the VFH industry

has been limousines and luxury vehicles. However, as the demand for transportation has increased since April, the number of vehicles available to provide service has increased as well, with an average of 1,202 available vehicles each month (compared with the 2019 average of 1,244).



The average number of standard Personal Transportation Providers (PTP) available decreased from 2019 (by 22 vehicles, from 529 to 507), but is still up significantly over 2018. It should be noted that there is likely some degree of double-counting since many drivers are registered with multiple PTP dispatchers. While the number of PTP vehicles and taxis are nearly even, taxis continue to provide significantly more trips than do PTPs.

2020 VFH Trips by Vehicle Type		
Vehicle Type	**Total Number of Trips**	**% of Trips**
Standard PTP	380,623	9.2%
Accessible PTP	10,727	0.3%
Luxury-Standard PTP	15,339	0.4%
Standard Taxi	3,674,557	88.9%
Accessible Taxi	52,285	1.3%
Total	**4,133,531**	100%

*There are three by-laws that parking penalty notices are issued under and one by-law governing vehicles for hire. The other by-law category includes offences in 13 City by-laws enforced under the MBEA by a variety of City departments and SOAs.

The VFH enforcement team continues to provide on-street monitoring of the industry, regularly attending to high-use locations and places where vehicles congregate waiting for trips. Vehicle inspection remains a major focus of the team. In 2020, a total of 15,824 vehicles inspections took place. Following these inspections, officers have placed a vehicle “out of service” only 4 percent of the time.

Operating Cost for Taxi (Driver and Plate-holder) Licensing per 100,000 population (2019)



The City of Winnipeg commenced regulation of vehicle for hire industry in March 2018. Winnipeg's operating cost is comparable with the average ($135,680 in 2019).

	2015	2016	2017	2018	2019
Wpg. Trend	n/a	n/a	n/a	$131,283	$128,591

Source: Municipal Benchmarking Network Canada

The operating cost for taxi licensing per capita in Winnipeg has remained relatively constant and is in line with other Canadian municipalities.

Strategic Goals and Strategies for 2022-2023

Goal: Manage a dynamic service delivery structure for all on-street and off-street parking in order to manage occupancy levels as appropriate.

- Finalize the Winnipeg Parking Strategy for presentation to Council concurrent with the Transportation Master Plan. The strategy outlines the City's plans for on-street and off-street parking over the next five years.
- Continue to market mobile payment technology for paid parking to increase customer awareness of this payment option and increase its usage. This strategy provides customers with a convenient payment option and also allows the continued reduction of the City's paystation inventory, thereby lowering future capital replacement costs.
- Submit a plan to Council for a permanent Carshare Parking Permit program, including proposed amendments to the Winnipeg Parking By-law. This initiative will be driven by the positive results of a carshare parking permit pilot that has been running for the past year. Under the terms of the pilot, City-owned spaces are reserved for exclusive use by carshare vehicles.
- Consider how a dynamic pricing model could be implemented in Winnipeg and develop recommendations to Council on the terms of a dynamic pricing pilot project to be administered in a designated paid parking area.
- Pilot improvements to the WPA's vehicle-mounted Automated Licence Plate Recognition (ALPR) systems that use mapping data to alert enforcement officers of a contravention (e.g. geotag a fire hydrant and program the ALPR to automatically alert the officer if a vehicle is detected in the space).
- Update the Downtown Parking Strategy, first released in 2011, to reflect ongoing development in the Downtown and Exchange District.

Goal: Ensure the impartiality and transparency of the screening and adjudication process under The Municipal By-law Enforcement Act.

- Continue to provide screening, adjudication, and ancillary support to all City Departments and Special Operating Agencies issuing penalty notices under the *Municipal By-Law Enforcement Act*.
- Continue to expand and develop professional development opportunities for City screening officers, including courses offered through the Canadian Council of Administrative Tribunals, with the goal of continuing to improve the clarity and consistency of penalty notice reviews.
- Explore options for a regular reporting mechanism to share data on enforcement, screening, and adjudication as well as proposed legislative and policy changes related to the City's administration of *The Municipal By-law Enforcement Act*.

Goal: Manage the regulatory oversight of the Vehicle for Hire industry to ensure safety and accessibility for service providers and all citizens.

- Evaluate the impact and effectiveness of the Winnipeg WAV (Wheelchair Accessible Vehicle) centralized accessible dispatch system and improvements to the provision of on-demand vehicle-for-hire transportation.
- Implement planned improvements to professional development training for drivers (e.g. workshops addressing Indigenous cultural awareness, diversity, accessibility, etc.).
- Provide annual reporting to Council regarding ongoing developments in the VFH industry.

- Regulate industry participants including dispatchers, taxi and limousine owners, and VFH drivers in accordance with Council direction and the VFH by-law.
- Participate in stakeholder engagement in order to ensure the needs of the industry, the general public, and other key stakeholders are considered and brought forward.
- Work toward improvements to safety for drivers and passengers, and accessibility for all industry participants.

Goal: Improve the quality of service offered to customers in all business lines.

- Continue to implement a pilot project in the Exchange District aimed at improving the readability of on-street regulatory signs and clarifying the rules around on-street parking.
- Continue to expand the use of Automated License Plate Recognition (ALPR) technology to issue parking penalty notices. By further broadening the application of this tool, enforcement officers will be able to survey a larger area of the City with greater frequency, improving compliance with safety-related parking prohibitions and time-limited parking. ALPR will also allow the WPA to better support snow-clearing operations.
- Continue to proactively engage with the City's 311 service to provide accurate and timely information on uses of the public right-of-way.
- Provide by-law enforcement support where appropriate to other civic departments in ensuring compliance with relevant by-laws.
- Review recent expansion of online service delivery options and continue to grow where appropriate to allow for greater flexibility and convenience in accessing WPA services (e.g. appointment-based screening services, online application and renewal for VFH licences, etc.)
- Explore opportunities to expand the number of designated multi-lingual positions and providing information in multiple languages.
- Expand the information available on the City's Open Data portal to include various parking elements such as loading zones, no-stops, and designated accessible spaces. The WPA is one of the most significant contributors to open data, and plans to continue to share WPA data with the public through the Open Data platform in support of the City's Open Government policy.

Goal: Maintain engagement with key stakeholder groups.

- Continue to collaborate with key stakeholders such as CentreVenture, Business Improvement Zones, and other civic departments on matters related to on- and off-street parking in order to facilitate ongoing management in a manner that balances the needs of residents, businesses, and sustainability within the context of OurWinnipeg.
- Form an advisory committee to consult on parking matters. 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 Agencies
- Improve communications to Manitoba Possible permit holders by creating a guide regarding accessible parking requirements and access as well as the criteria used in the evaluation of applications for residential loading zones.
- Continue to work 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.

Goal: Optimize the use of agency resources in order to balance cost efficiencies, risk, and high levels of customer service, while operating on at least a full cost recovery basis.

- Ensure the WPA continues to meet its goal to operate efficiently and be self-sustaining in its operations.
- Address recommendations from the proposed capital maintenance plan for the Millennium Library parkade, submitted as part of a consultant's report, that identified approximately $55 million worth of repairs and maintenance required at the parkade over the next ten years. Activities planned in 2022-2023 include:
    - In 2022, obtain a Class 3 estimate for short-term repairs related to regulatory issues and structural deficiencies in the P1-level slab. While the structural slab remains suitable for continued use, repairs were recommended to be completed by April 2022, and no later than April 2024. The Class 5 estimate for the repairs is $6.1 million.
    - In 2022, undertake a feasibility study to assess available options to manage the medium- and long-term investment requirements at the parkade. As the Class 5 estimate for repairs and maintenance is significant at $48 million, the feasibility study will compare the cost/benefit of undertaking repairs to keep the parkade operational against the cost/benefit and viability of building a new parkade, closing the parkade or selling the parkade. Service level impacts will be identified for all options explored.
    - In late 2022 or early 2023, present a report to Council on the results of the feasibility study and request funding approval for the recommended option. If short-term repairs are recommended and approved to proceed, efforts will be made to undertake the work in 2023.