Minute No. 323
Report – Standing Policy Committee on Infrastructure Renewal and Public Works – March 8, 2022

Item No. 4 Winnipeg Parking Strategy Interim Report and Extension Request

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 Winnipeg Public Service be directed to report back with the Winnipeg Parking Strategy at the same time as the Transportation Master Plan.

2. 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 – March 8, 2022

DECISION MAKING HISTORY:

Moved by Councillor Browaty,

That the recommendation of the Standing Policy Committee on Infrastructure Renewal and Public Works be adopted by consent.

Carried

EXECUTIVE POLICY COMMITTEE RECOMMENDATION:

On March 16, 2022, 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 March 8, 2022, 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.

COUNCIL DECISION:

On November 25, 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 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.

ADMINISTRATIVE REPORT

Title: Winnipeg Parking Strategy Interim Update and Timeline Extension

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 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 Winnipeg Parking 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 an update to the City of Winnipeg's 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 guiding document and provides transportation guidance in support of OurWinnipeg. The plan was most recently 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 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.

On October 28, 2021, Council directed the Public Service to include a plan within the Transportation Master Plan to achieve 50 percent mode shift for cars by 2030.

Consequently, the Public Works Department has advised that it will require additional time, estimated for the first quarter of 2023, to develop the Transportation Master Plan. The rationale for presenting the Transportation Master Plan and Winnipeg Parking Strategy concurrently remains valid. Therefore, the WPA is seeking a further extension of the Council-approved timeline for the strategy.

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:

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

The WPA is also in the process of developing recommendations to Council regarding the terms of a dynamic pricing pilot project to be implemented on select streets within the downtown in 2022.

Extending the timeline of the Winnipeg Parking Strategy to accommodate the Transportation Master Plan's required mode-shift components as recommended will allow for a 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 at the same time as 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 the Public Service to report back with a finalized parking strategy no later than 120 days following the conclusion of stakeholder and public engagement.

Plans were underway to submit the strategy within the 2021 year until discussions between the WPA and the Public Works Department - Transportation Division led to the conclusion that it would be more appropriate to integrate the Winnipeg Parking Strategy into the Transportation Master Plan currently under development, and to delay submission of the Parking Strategy accordingly. On November 25, 2021, at the recommendation of the Public Service, Council approved an extension to the Winnipeg Parking Strategy until the spring of 2022.

On October 28, 2021, Council directed the Public Service to include a plan within the Transportation Master Plan to achieve 50 percent mode shift for cars by 2030. Consequently, the Public Works Department has advised that it will require additional time to develop the Transportation Master Plan. The rationale for presenting the Transportation Master Plan and Winnipeg Parking Strategy concurrently remains valid. Therefore, the WPA is seeking a further extension of the Council-approved timeline for the strategy.

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. The concurrent submission of the Transportation Master Plan and the Winnipeg Parking Strategy will also allow Council to consider a broader set of plans for the City's transportation network at the same time.

HISTORY/DISCUSSION

Decision-Making History

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

When this initial report was considered, stakeholder engagement was expected to take until December 2020, with 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 that has been incorporated into revisions of the parking strategy. While plans were

underway to submit the strategy in 2021, in line with the October 2020 Council disposition, discussions with the Transportation Division of Public Works identified the value of waiting for the Transportation Master Plan to be completed before submitting the finalized Winnipeg Parking Strategy. On November 25, 2021, Council approved an extension to the Winnipeg Parking Strategy until the spring of 2022 so that both documents could be presented concurrently.

On October 28, 2021, Council directed the Public Service to include a plan within the Transportation Master Plan to achieve 50 percent mode shift for cars by 2030. After reviewing the resources required to incorporate this additional requirement, the Public Service informed the Standing Policy Committee on Infrastructure Renewal and Public Works on February 8, 2022 that the Transportation Master Plan would be delayed until at least Q1 of 2023.

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 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. Extending the Winnipeg Parking Strategy project timeline to accommodate the addition of increased mode-shift to the Transportation Master Plan will enable the Public Service to present a more cohesive set of documents that support and amplify the City's goals for transportation management.

Interim Action Items

Since the most recent update to Council regarding the Winnipeg Parking Strategy (November 25, 2021), the WPA has moved forward on several initiatives that were contained in the first draft. These include:

- Continuing with the paystation 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. With 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 approximately three-quarters are paid for with a credit card. This suggests that many more users could convert to the mobile parking payment application with relative ease.
- Developing the terms of a permanent Carshare Parking Permit Program. On January 27, 2022, Council approved the Public Service's recommendation to create a permanent parking permit class for carshare vehicles. The terms of this new permit program are based on the lessons learned during an 18-month pilot project and consultations with Peg City Car Co-op, the City's sole carshare service provider.

In order to maintain momentum and avoid unnecessary delays, the WPA still plans to move forward on several more 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 before the revised Winnipeg Parking Strategy is presented 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.
- Continuing to implement the paystation rationalization plan. 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 contemplate the relocation or removal of individual paystations based on a number of other factors, including:
    - Current cost-effectiveness of individual paystations (i.e. 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. Scratch n' Park meter passes will remain available as an available alternative to physical paystations.
- Begin updating 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 concluded prior to the presentation of the finalized Parking Strategy; however, targeted stakeholder engagement will take place to identify the current needs in these areas.
- 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.

The WPA is also in the process of developing recommendations to Council regarding the terms of a dynamic pricing pilot project to be implemented on select streets within the downtown in 2022. 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 in 2022. If approved, the pilot will include comprehensive public communications prior to the implementation of any new prices.

FINANCIAL IMPACT

Financial Impact Statement Date: February 18, 2022

Project Name:

Winnipeg Parking Strategy Interim Update and Timeline Extension

COMMENTS:

There are no financial implications from recommendations in this report as this report is provided as an interim update and a request for timeline extension. Any possible financial implications from planned interim action 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

N/A

OURWINNIPEG POLICY ALIGNMENT

The Winnipeg Parking Strategy interim action items referred to 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.

WINNIPEG POVERTY REDUCTION STRATEGY ALIGNMENT

The Winnipeg Parking Strategy will support the following goals and objectives of Winnipeg's Poverty Reduction Strategy:

- Goal 5, Objective A: The affordability and accessibility of transportation and transit service is increased.
- Goal 5, Objective C: Increase collaboration with community partners improves access to safe and secure transportation by all residents.

SUBMITTED BY

Department: Public Works
Division: Winnipeg Parking Authority
Prepared by: D. Locke
Date: February 18, 2021
File No: WPA-005-2022