Agenda – Council – February 23, 2023

Report – Standing Policy Committee on Public Works – February 7, 2023

Item No. 1 Free-Floating Carshare Parking Permits

STANDING COMMITTEE RECOMMENDATION:

On February 14, 2023, the Executive Policy Committee concurred in the recommendation of the Standing Policy Committee on Public Works and submitted the following to Council:

1. That the draft amending by-law attached as Appendix B, which includes amendments to the Winnipeg Parking By-law No. 86/2016, be approved, and that these amendments come into effect 30 days after enactment.

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

Report – Standing Policy Committee on Public Works – February 7, 2023

DECISION MAKING HISTORY:

EXECUTIVE POLICY COMMITTEE RECOMMENDATION:

On February 14, 2023, the Executive Policy Committee concurred in the recommendation of the Standing Policy Committee on Public Works and submitted the matter to Council.

David Grant submitted a communication with respect to the matter.

STANDING COMMITTEE RECOMMENDATION:

On February 7, 2023, the Standing Policy Committee on Public Works concurred in the recommendation of the Winnipeg Public Service and submitted the matter to the Executive Policy Committee and Council.

ADMINISTRATIVE REPORT

Title: Free-Floating Carshare Parking Permits

Critical Path: Standing Policy Committee on Public Works – Executive Policy Committee – Council

AUTHORIZATION

Author	Department Head	CFO	CAO
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EXECUTIVE SUMMARY

Carsharing allows multiple users to access a fleet of shared vehicles on an as-needed basis, thereby reducing or eliminating their need for individual, privately-owned automobiles. For many drivers who do not require constant and immediate access to a vehicle, this provides a significant incentive to consider public transit and active transportation options for many trips.

Carsharing operations can be classified as either station-based or free-floating. In a station-based model, specific parking spaces are reserved so that drivers have a reliable place to end their trips and leave the vehicle for the next user. In a free-floating system, carshare members are allowed to end their trips by parking the car at any space within a designated zone. The Winnipeg Parking Authority (WPA) currently offers station-based carshare permits and Peg City Car Co-Op (PCCC), the City's sole public carshare operator, now has 13 station-based vehicles in reserved on-street spaces.

In order to meet growing demand, PCCC has asked the WPA to expand the carshare parking permit program to include a free-floating zone-based option. These free-floating carshare vehicles will be exempt from on-street parking time limits within a designated zone that extends around the Downtown (see Appendix A). The free-floating zone excludes paid parking areas, including the Health Sciences Centre and St. Boniface Hospital.

PCCC is planning an initial launch of approximately 35 free-floating vehicles in 2023. If the new free-floating system proves popular, they are prepared to add an additional 20 vehicles per year. The WPA will continue to monitor parking pressures in the free-floating zone and is prepared to cap the number of carshare permits in future years, if necessary.

This report also recommends an amendment to the *Winnipeg Parking By-law No. 86/2016* that will enable the WPA to exempt carshare vehicles from the existing prohibition against parking more than once per day on the same side of a block where time-limited parking is in effect. The ability to make trips to and from the same block is a key feature of carsharing, particularly for PCCC's station-based vehicles. The proposed amendment will ensure these vehicles are not subject to undue restrictions that will impact their accessibility.

RECOMMENDATIONS

1. That the draft amending by-law attached as Appendix B, which includes amendments to the Winnipeg Parking By-law No. 86/2016, be approved and that these amendments come into effect 30 days after enactment.

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

REASON FOR THE REPORT

Council approval is required to amend the *Winnipeg Parking By-law No. 86/2016* in order for the WPA to provide a permit which exempts carshare vehicles from the prohibition against parking more than once per day on the same side of a block where time-limited parking is in effect.

IMPLICATIONS OF THE RECOMMENDATIONS

There are no immediate financial implications to the Recommendations of this report.

The ability to make trips to and from the same block is a key feature of carsharing, particularly for PCCC's station-based vehicles. The proposed amendment to the *Winnipeg Parking By-law No. 86/2016* will ensure these vehicles are not subject to undue restrictions that will impact their accessibility.

Expanding the City's carshare parking permit program to include a free-floating zone will improve access to shared vehicles. For many drivers who do not require constant and immediate access to a privately-owned vehicle, this can provide a significant incentive to consider a mode shift toward public transit and active transportation options for many trips.

HISTORY/DISCUSSION

Carsharing

Carsharing is a practice that allows multiple users to access a fleet of shared vehicles on an as-needed basis, thereby reducing or completely eliminating their need for individual, privately-owned vehicles. Carsharing operations can be classified as either station-based or free-floating. In a station-based model, specific parking spaces are designated for carshare vehicles; in a free-floating system, carshare vehicles are generally allowed to park at any space within a designated zone.

A 2022 study from the University of California-Berkeley concluded that each carsharing vehicle in North America typically replaces between nine and 13 privately-owned vehicles. Furthermore, the vehicles being replaced tend to be older and less fuel-efficient. In short, carsharing supports sustainability by reducing greenhouse gas emissions and provides more mobility options for those who want an alternative to owning a vehicle. Encouraging mode shift is also a key consideration in the Transportation Master Plan and the forthcoming Winnipeg Parking Strategy.

Carshare Pilot

At the request of Peg City Car Co-Op (PCCC), the sole public carshare organization currently operating in Winnipeg, the Winnipeg Parking Authority (WPA) launched a station-based on-street carshare pilot program in 2020. Leading up to the pilot, PCCC identified parking availability as a barrier to the expanded use of carsharing in Winnipeg. Since the areas of the city with the densest population tend to be those in which parking time restrictions are in place to address the high demand for on-street spaces, PCCC struggled to find longer-term parking in the neighbourhoods where demand for their service was growing fastest. To avoid the on-street time limits, PCCC was forced to enter into arrangements with private land owners, apartment management firms, or parking management firms to secure the required spaces. However, off-street options on private property are not always available in the most desirable locations.

The carshare pilot project was designed to accommodate PCCC's need for parking throughout the city by providing designated on-street spaces in locations where off-street spaces were not available and carshare membership is high. The program ran for more than a year and was considered a success.

Permanent Station-Based Reserved Carshare Parking Permit

Following on the success of the carshare pilot program, in 2021, Council approved a series of amendments to the *Winnipeg Parking By-law No. 86/2016* that enabled the WPA to issue station-based on-street carshare parking permits on a permanent basis. Since then, PCCC has continued to expand its fleet, which now includes 13 station-based vehicles in reserved on-street spaces. These spaces will soon be marked by a newly-designed regulatory sign, recently approved by the Province under *The Highway Traffic Act, C.C.S.M. c. H60* and ready for installation. Each of these regulatory signs is accompanied by a sign bearing the logo of the carshare organization that owns the vehicle assigned to the space (in this case, PCCC). The carshare organization logo signs are mounted on the same post, below the regulatory signs. A one-time signage installation fee is added to the price of the permit.

The selection of locations for dedicated on-street carshare spaces is based on demand. Carshare organizations are asked to submit requests for additional spaces to the WPA, with their preferred locations indicated. The WPA reviews the traffic regulations in place for those spaces to determine whether or not they can be safely waived to accommodate 24-hour parking for the carshare vehicle. In the event that a regulation is in place which cannot be waived (e.g. a dedicated accessible space, rush-hour no-stop, etc.), the WPA works with the carshare organization to find the closest available alternative. Preference is given to spaces at the corner of a block, in order to maximize the convenience of access for the widest possible user base and minimize the impact on area residents by avoiding additional restrictions on spaces directly in front of building entrances, between loading zones, etc.

Once an appropriate space has been identified from a traffic management perspective, the WPA will provide any property owners who may be impacted (i.e. those on the same block as the proposed dedicated carshare parking space) with a letter including background information on carsharing and the details of the permit program. These individuals will also receive a survey package giving them an opportunity to voice any concerns or objections. The WPA will consider any feedback from the surveys and notification letters, but neither will be binding on the final decision.

In terms of pricing, station-based permits follow a three-tiered fee system (GST is added to the fees noted below):

1. A Tier 1 permit is valid at a designated on-street space located in a non-paid parking area. The annual cost for a Tier 1 permit is $25. There is also a one-time $25 fee charged for the initial permit application (these amounts are consistent with other WPA parking permit fees).

2. A Tier 2 permit is valid at a designated on-street space in a low-demand paid parking area. The annual cost of a Tier 2 permit is $1,341.95. This amount includes 25 percent of the revenue that would normally be generated by a low-demand paid parking space ($1,316.95) plus a $25 permit fee. There is also a one-time $25 fee charged for the initial permit application.

3. A Tier 3 permit is valid at a designated on-street space in a high-demand paid parking area. The annual cost of a Tier 3 permit is $2,207.75. This amount includes 25 percent of the revenue that would normally be generated by a high-demand paid parking space ($2,182.75) plus a $25 permit fee. There is also a one-time $25 fee charged for the initial permit application.

To ensure reliable access for carshare users, a clause was added to the *Winnipeg Parking By-law* prohibiting any other vehicle from parking in these reserved on-street spaces. Contravening this prohibition carries a fine of $70, with a discounted early payment amount of $52.50. These amounts are in line with the penalties for parking where parking is prohibited, parking in a designated bus parking space, and parking in a taxi loading area.

Free-Floating Zone-Based Carshare Parking Permit

In order to meet growing demand, PCCC has asked the WPA to expand the carshare parking permit program to include a free-floating zone-based permit option. As is the case with the existing station-based permits, each free-floating zone-based permit will be linked to a specific vehicle's licence plate number. However, rather than being tied to a specific on-street 'home space', these vehicles will be exempt from on-street parking time limits and payment requirements in a designated free-floating carshare zone. Drivers will still be allowed to park a vehicle with a free-floating zone-based permit in an on-street space outside of the free-floating zone, but they will be subject to any on-street paid parking requirements and posted time limits. The WPA has worked closely with PCCC to establish the borders of the free-floating zone to ensure that the carshare vehicles will not interfere with safety, traffic flow, or access for other drivers in high-demand parking areas. The free-floating zone excludes paid parking areas and the blocks directly around the Health Sciences Centre and St. Boniface Hospital.

PCCC has advised that they anticipate an initial launch of approximately 35 free-floating hybrid hatchback vehicles. If the new free-floating system proves popular with the co-op's membership, they are prepared to add an additional 20 vehicles per year to the fleet. Since carsharing vehicles have been shown to reduce the need for personal vehicle ownership, it is anticipated that, over time, this will actually cut traffic congestion and the demand for on-street parking in the free-floating zone. However, the WPA will continue to monitor parking pressures in the free-floating zone and is prepared to cap the number of carshare permits issued, if necessary.

Permit General Terms and Conditions

The terms and conditions of the new free-floating carshare permits will stipulate that the listed vehicle is exempt from on-street posted time limits in the free-floating zone. Pending Council's approval of the attached amending bylaw (Appendix B), vehicles with a carshare permit will also be exempt from the prohibition against parking more than once per day on the same side of a block where time-limited parking is in effect.

Free-floating carshare vehicles will remain subject to winter routes and any parking bans in place for snow-clearing or street-cleaning operations. They will also need to adhere to loading zone time restrictions as well as rush-hour and full-day no-stopping zones put in place to ensure the safe and efficient flow of traffic. The time limit exemptions for a free-floating carshare vehicle parked in a space within the free-floating zone will remain valid for five days, after which the vehicle will need to move. Free-floating carshare vehicles parked on streets within the designated zone that do not have posted time limits will be allowed to remain in the same space for up to 10 days, at which point the existing abandoned vehicle clause in the *Parking By-law* will require them to be relocated.

Free-Floating Zone Boundaries

The planned free-floating zone will extend around the Downtown, stretching west from Memorial Boulevard to Raglan Road (Polo Park Shopping Centre), north to Sargent Avenue, east from Taché Boulevard to Des Meurons Street, and South from Academy Road to Warsaw Avenue and Claire Avenue. The boundaries of the free-floating zone have been set to exclude paid parking areas, including the Health Sciences Centre and St. Boniface Hospital. The zone may be amended as required by the WPA. A map is attached as Appendix A.

Vehicle Clustering

In order to prevent free-floating vehicles from clustering in an area and disrupting the availability of parking for other users, the free-floating permit will include a clause prohibiting more than two carshare vehicles from being parked on the same block for more than 72 hours. At that point, the carshare organization will be required to dispatch personnel to relocate any of their vehicles over the two-vehicle threshold.

While vehicle clustering is a risk, particularly in areas around destinations where carshare members are more likely to make one-way trips and to return home via another travel method (e.g. streets around bars and restaurants where patrons may arrive in a carshare vehicle and leave in a taxi or personal transportation provider such as Uber), it is unlikely this will cause any significant issue in practice. PCCC has advised that they plan to provide financial incentives (i.e. discounts) for members to pick up vehicles that are idle in a single location for any significant length of time. The two-vehicle-per-block limit will include any reserved carshare spaces in place, whether or not they are occupied. Carshare vehicles parked in groups of fewer than three on a block with no time limits will still be subject to the 10-day abandoned vehicle timeline laid out in the *Winnipeg Parking By-law*, while those on a street with posted time limits will need to be relocated after no more than five days.

If the demand for free-floating carshare vehicles is substantial, the WPA may work with PCCC to increase the clustering limit to three vehicles per block. This will only be considered once the free-floating zone has been in effect for a sufficient amount of time to allow for proper data collection.

Free-Floating Zone-Based Permit Fees

Since there is no requirement to pay for on-street parking in the proposed free-floating zone, prices for these permits will be set at $25, the same rate as the current Tier 1 station-based permit valid at a designated on-street space located in a non-paid parking area. There is also a one-time $25 fee charged for the initial permit application.

Signage and Enforcement

As the free-floating carshare permits apply to a zone rather than a single reserved space, no additional on-street signage is needed. Drivers of free-floating carshare vehicles will still need to comply with all of the parking requirements and prohibitions not exempted by the permit, or risk the same enforcement action that would apply to any other vehicle (i.e. issuance of a penalty notice with the set fine amount listed in Schedule B of the *Municipal By-law Enforcement Act Enabling By-law* and/or a tow to an impound lot).

Free-Floating Reserved Carshare Parking Permit

Since the free-floating zone will not extend anywhere with paid on-street parking, PCCC has asked that the WPA allow them to apply for additional free-floating reserved spaces. Rather than being tied to a specific licence plate, these spaces will be open to any of the carshare organization's free-floating vehicles on a first-come-first-served basis. Drivers who have booked a free-floating carshare vehicle will not be able to end their trips outside of the designated free-floating zone, unless they do so at one of these free-floating reserved spaces, where they are exempt from time limits and the requirement to pay any hourly parking fees.

Since all of the PCCC vehicles are clearly marked, the WPA does not anticipate any challenges in meeting this request. The locations of reserved on-street spaces for free-floating vehicles will be considered in the same manner as those for station-based vehicles, and the same type of permit will be issued. Permit fees for the reserved spaces will continue to be priced at 25 percent of the estimated revenue the space would bring in from hourly paid parking were it not reserved for the exclusive use of carshare vehicles. This discount is meant to incentivize carsharing in order to help realize the full benefits of lower greenhouse gas emissions and reduced traffic congestion. PCCC will provide non-regulatory signs to mark the reserved free-floating spaces for their members, with sign designs to be approved by the WPA prior to installation. The spaces will also be clearly marked in the PCCC mobile application.

These free-floating spaces will not increase the total number of reserved carshare spaces forecasted to Council in the WPA's most recent report on this permit program (*Updates on the Success of the Carshare Parking Permit Pilot and Recommendations on the Terms of a Permanent Carshare Parking Permit Program*- January 27, 2022).

Reporting Requirements and Ongoing Monitoring

In order to enable appropriate monitoring and oversight of the various permit options that will now be available, carshare organizations will be asked to submit the following both on an annual basis and on request by the WPA:

- The total number of bookings, total distance driven, and total hours booked for each carshare vehicle listed on a station-based reserved permit;

- The total number of bookings, total distance driven, and total hours booked for each carshare vehicle listed on a free-floating reserved permit;

- The average number of bookings, average distance driven, and average hours booked for all of a carshare organization's vehicles listed on free-floating zone-based permits

- The total number of registered carshare members (including casual users who do not own a share in the co-op) and their distribution by City ward.

Based on this information, the WPA may amend the permit terms and conditions from time to time as needed. This process will include consultation with PCCC and any other carshare organizations that may enter the local market.

FINANCIAL IMPACT

Financial Impact Statement Date: December 5, 2022

Project Name:

Free-Floating Carshare Parking Permits

COMMENTS:

There are no immediate financial implications to the Recommendations of this report. If in the future carshare program with free-floating permits becomes even more successful, there may be a demand for more carshare permits which can potentially result in lost revenue. At this time it is not possible to predict people's behaviour and impacts on future periods revenues.

Lioubov Gavrilova-Crozier, Dec 5, 2022

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

CONSULTATION

This report was prepared in consultation with:

- Legal Services (with respect to legal issues)

OURWINNIPEG POLICY ALIGNMENT

Expanding the carshare parking permit program to include a free-floating zone will improve access to shared vehicles, which in turn promotes increased use of public transit and active transportation modes.

This shift strongly supports the OurWinnipeg 2045 goal of *Environmental Resilience*, *Objective #2- Prioritize sustainable transportation as the mobility option of choice*:

- Transition to a sustainable transportation system that safely and efficiently moves people, goods and services, increases access to a variety of affordable mobility choices, encourages less reliance on personal vehicle travel, reduces travel time, mitigates congestion and related greenhouse gas emissions, and supports the development of denser, better-connected, healthy and complete communities.

It also supports Goal 7 in the Complete Communities 2.0 Direction Strategy:

- Ensure the sustainability of the transportation network by encouraging mode shifts and transportation demand management.

WINNIPEG CLIMATE ACTION PLAN ALIGNMENT

The expansion of the carshare parking permit program supports the following strategic opportunities in Winnipeg's Climate Action Plan:

- Strategic opportunity #1 includes direction to create a corporate culture that values climate action and acknowledges City leadership in climate action is essential to creating momentum for broad uptake and action in the community. The recommendations in this report position City staff taking the initiative to bridge corporate and community climate leadership to jointly work on solutions.
- Strategic opportunity #3 aims to advance sustainable transportation and shift to zero emissions vehicles, including access to mobility options.

Winnipeg's Climate Action Plan also cites the following actions that are supported by the WPA's ongoing partnership with PCCC:

- "Explore a partnership between carshares, other transportation providers and Winnipeg Transit to help incentivize both modes of transportation" (Action 3.1.4).
- "Develop and implement a strategy to empower and celebrate community-led climate action successes by advising on funding opportunities, technical expertise and facilitating organization/industry/government linkages" (Action 2.3.1).

WINNIPEG POVERTY REDUCTION STRATEGY ALIGNMENT

The expansion of the carshare parking permit program supports 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.

Providing increased options for carsharing vehicles in some of the City's most densely-populated neighbourhoods will offer many residents an affordable alternative to personal vehicle ownership. This will be of particular value for those essential trips that are not easily supported by public transit or active transportation.

SUBMITTED BY

Department: Public Works
Division: Winnipeg Parking Authority
Prepared by: A. Williams/L. Patterson/D. Locke
Date: December 14, 2022
File No: WPA-027-2022

Attachments:

Appendix A- Free-Floating Carshare Zone Map

Appendix B- Winnipeg Parking By-law Draft Amending By-law