Agenda – Executive Policy Committee – April 18, 2023

Report – Standing Policy Committee on Public Works – March 15, 2023

Moved by Councillor

That Rule 10(3) of The Procedure By-law No. 50/2007 be suspended in order that the following item, which was received less than four business days preceding the committee meeting, be considered by Committee.

Item No. 2 Winnipeg Parking Authority 2023 Business Plan

STANDING COMMITTEE RECOMMENDATION:

On March 3, 2023, the Standing Policy Committee on Public Works concurred in the recommendation of the Winnipeg Public Service and submitted the following to Council:

1. That the 2023 Business Plan for the Winnipeg Parking Authority, including the 2023 Budget, included as Appendix A, be approved subject to adoption of the City's overall 2023 Operating and Capital Budget.

2. That the Agency's Audited Financial Statements for the 2021 fiscal year, ending December 31, 2021, 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.

Agenda – Executive Policy Committee – April 18, 2023

Report – Standing Policy Committee on Public Works – March 15, 2023

DECISION MAKING HISTORY:

STANDING COMMITTEE RECOMMENDATION:

On March 15, 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.

On March 3, 2023, the Standing Policy Committee on Public Works laid over consideration of the matter to a special meeting to be called on March 15, 2023 at 9:30 a.m.

David Grant submitted a communication with respect to the matter.

ADMINISTRATIVE REPORT

Title: Winnipeg Parking Authority 2023 Business Plan

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

AUTHORIZATION

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

EXECUTIVE SUMMARY

In accordance with its operating charter, the Winnipeg Parking Authority (WPA) is required to provide a business plan to Council each year. This business plan includes the WPA's budget for 2023, goals and strategies to be implemented over the next three years, performance measures, and audited financial statements for the 2021 year. The business plan also describes plans for parking management and enforcement services, regulatory oversight of the vehicle for hire (VFH) industry, and the administration of certain aspects of *The Provincial Offences Act* (POA) and *The Municipal By-law Enforcement Act* (MBEA).

In accordance with the preliminary budget, the WPA will transfer approximately $5.2 million in 2023 to the City's General Revenue Fund. COVID-19 impact is reflected in the 2023 proposed budget.

Key projects and initiatives to be implemented in 2023-2025 include:

- Finalize the Winnipeg Parking Strategy for presentation to Council concurrently with the Transportation Master Plan.
- Support sustainable modes of transportation by proposing an expansion to the current Carshare Parking Permit program to include a new free-floating permit option.
- Submit a report to Council with recommendations on a long-term plan for the Millennium Library parkade.
- Continue to expand the use of the WPA's Intuitive Routing system, applied in conjunction with Automated License Plate Recognition (ALPR) technology to issue parking penalty notices, especially to better support snow-clearing operations.
- Evaluate the impact and effectiveness of the Winnipeg WAV (Wheelchair Accessible Vehicle) centralized accessible dispatch system.
- Continue to work with the Indigenous community and the industry to implement the MMIWG2S+ Calls for Justice related to transportation.

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 2023 Business Plan for the Winnipeg Parking Authority, including the 2023 Budget, included as Appendix A, be approved subject to adoption of the City's overall 2023 Operating and Capital Budget.

2. That the Agency's Audited Financial Statements for the 2021 fiscal year, ending December 31, 2021, 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 2023 Business Plan sets out the WPA's plans for the next three years and is a guiding document for 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 VFH industry, and the collection of fines issued for bylaw 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 has a budgeted net income of $2.8 million for the 2023 fiscal year. In 2022, net income exceeded budget expectations. Therefore, the WPA will transfer a $5.2 million dividend to the City of Winnipeg General Revenue Fund in 2023. After this transfer, the WPA is still budgeted to be in compliance with the SOA dividend policy.

The WPA has not budgeted for repairs required at the Millennium Library parkade, as a consultant report is currently underway to determine the best long-term plan for the parkade. A Class 5 estimate of the repairs and ongoing maintenance is estimated at $54 million. The WPA does not earn sufficient revenue from the Millennium Library parkade to fund all of the recommended repairs and maintenance. The WPA intends to present a report to Council in 2023 on the results of the feasibility study and to request funding approval for the recommended long term plan for the parkade.

HISTORY/DISCUSSION

The WPA was designated as a Special Operating Agency (SOA) effective January 1, 2005, with a mandate to:

- manage City-owned on- and off-street parking resources;

- encourage compliance with parking-related bylaws; 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 Vehicle for Hire (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 SOA status or its service delivery model.

In 2022, a variety of innovative initiatives were implemented to increase efficiency and improve customer service, leaving the WPA well-positioned to embrace future technological and industry changes. Key achievements from the past year are highlighted by service line below.

<u>Parking:</u>

- 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 updates to the Transportation Master Plan in 2023.

- Improved enforcement coverage during snow-clearing operations by increasing the use of the WPA's fleet of vehicles equipped with automated licence plate recognition systems (ALPR). Better coverage during snow-clearing operations incentivizes drivers to ensure their vehicles are not obstructing plows and reduces the need for repeated passes along the same street.

- Improved enforcement coverage of time-limited parking areas by increasing the use of the WPA's fleet of vehicles equipped with ALPR systems, thereby encouraging better compliance.

- 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 paystations. Concurrently, the WPA removed rusted paystations in poor condition to ensure safety for drivers and pedestrians.

- Integrated traffic regulation data from the Public Works Department's Transportation Division with the WPA's intuitive routing system to improve scheduling, efficiency and enforcement of streets with one- and two-hour time limits. This is also intended to generate turnover and increase parking availability by monitoring time-limited parking areas more effectively.
- Implemented a permanent carshare parking permit program and continued to work with Peg City Car Co-Op, the City's sole public carshare provider, to develop recommendations for ongoing program enhancements.
- Replaced the existing Parking Access Revenue Control System at the Millennium Library Parkade that has reached the end of its useful life and added a new card access sytem to improve overall security at the downtown parakde by allowing entry/exit to parkade patrons only.
- Was successful in proposing amendments to the definition of abandoned vehicles in the *Winnipeg Parking By-law* to improve the timeliness of enforcement.

MBEA Screening and Adjudication Processes:

- Implemented amendments to the MBEA Enabling By-law, including the designation of more than 150 additional bylaw offences for enforcement under the MBEA, to improve compliance for all City-issued fines under the MBEA and streamline the appeal process.

Vehicles for Hire:

A separate report was considered by Council in December of 2022 detailing all achievements related to VFH for the year. Some key achievements are highlighted here:

- Launched the Winnipeg Wheelchair Accessible Vehicle (Winnipeg WAV) on-demand centralized dispatch system, which includes an incentive program designed to encourage more VFH drivers to offer accessible service. This system will also be used to absorb excess demand for Transit Plus service.
- Worked with the taxi industry to provide recommendations to Council regarding amendments to the taxi meter rate and, once approved, oversaw implementation.
- Presented recommendations to Council regarding amendments to the VFH By-law in order to set minimum standards for driver conduct and improve safety for both drivers and passengers.

Over the coming year, 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 2023 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 2023, goals and strategies to be implemented over the next three years, performance measures, and audited financial statements for the 2021year.

Projects and initiatives proposed to be implemented between 2023-2025 are as follows:

- Finalize the Winnipeg Parking Strategy for presentation to Council concurrent with updates to the Transportation Master Plan. The strategy outlines the City's plans for on-street and off-street parking over the next five years.

- As an ongoing effort to support sustainable modes of transportation, submit a report to Council in 2023 regarding the expansion of the Carshare Parking Permit program to include a new free-floating permit option.

- Finalize a feasibility study on the Millennium Library parkade to determine the best long term plan for the parkade to address $55 million worth of estimate repairs and maintenance (Class 5 estimate). A report will be presented to Council in 2023 that explores options to keep the parkade operational against the cost, benefit and viability of building a new parkade, closing the parkade, or selling the parkade.
- Continue to market the mobile payment application for paid parking to improve customer awareness of this payment option and increase its use.

- Continue 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 can further reduce operating costs and future capital expenditures associated with replacing the current generation of machines. As required, the WPA will remove rusted paystations in poor condition to ensure safety for drivers and pedestrians.
- Explore and develop an opportunity to repurpose loading zones and other limited use curb-space during certain hours to become dedicated VFH drop-off and pick-up spots in the Downtown area.

- 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.).

- 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 and businesses, and sustainability within the context of OurWinnipeg and Winnipeg's Climate Action Plan.
- 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 parking regulations.
- Evaluate the impact and effectiveness of the Winnipeg WAV (Wheelchair Accessible Vehicle) centralized accessible dispatch system.
- Implement planned improvements to professional development training for vehicle-for-hire drivers (e.g. workshops addressing Indigenous cultural awareness, diversity, accessibility, etc.).

- Continue to work with Indigenous communities and the industry to implement the MMIWG2S+ Calls for Justice related to transportation.

While the preliminary budget for the WPA for 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. The WPA offices re-opened to the public on September 6, 2022.
- The pandemic has resulted in various businesses being closed or operating at reduced capacity, resulting in less overall traffic and fewer people visiting the Downtown, Exchange District and West End. These are areas that have paid parking, both on- and off-street. As such, revenue generated through paid parking has decreased by approximately 40 percent compared to pre-pandemic years.
- Overall, the financial impact of the pandemic was offset by an increase in other revenue, mostly parking enforcement due to a higher-than-average number of snow events throughout 2022. Currently, the WPA is projecting actual results to be $2 million better than budget.

FINANCIAL IMPACT

Financial Impact Statement

Date: January 26, 2023

Project Name:

Winnipeg Parking Authority 2023 Business Plan

First Year of Program **2023**

	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 2023 projected financial statements and notes.

Lioubov Gavrilova-Crozier, Jan 26, 2023

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

CONSULTATION

This Report has been prepared in consultation with:

- Legal Services (as to legal matters)

OURWINNIPEG POLICY ALIGNMENT

The WPA's 2023 Business Plan supports the following policies of OurWinnipeg 2045:

- *2.9 Reduce Road Congestion* is supported by the WPA's ongoing efforts to price paid parking at a rate that generates appropriate occupancy and turnover levels, thereby eliminating the need for drivers to circle the block as they search for an available space near their destination.
- *3.17 Sustainable Transportation Connectivity* is supported by the WPA's planned expansion of the Carshare Parking Permit Program. Carsharing has been shown to decrease reliance on personal motor vehicles and increase public transit ridership and the use of active transportation modes.
- *5.1 Equitable Service Access* is supported by the Winnipeg WAV centralized accessible dispatch system, which aims to reduce wait times for VFH passengers requiring accessible service.
- *5.5 Indigenous Lens* is supported through ongoing efforts by the WPA's VFH office to work with Indigenous communities and the industry to implement the MMIWG2S+ Calls for Justice related to transportation.

WINNIPEG CLIMATE ACTION PLAN ALIGNMENT

The WPA's 2023 Business Plan will support the following Key Directions and Strategic Opportunities of Winnipeg's Climate Action Plan:

- Key Direction 1.5 (*Reduce Employee Vehicle Kilometers Travelled and Associated Greenhouse Gases*) - Continued expansion of the use of ALPR systems for enforcement during snow-clearing and street-cleaning operations will further incentivize driver compliance with parking bans, thereby reducing the need for heavy equipment to revisit the same street multiple times.
- Strategic Opportunity #3 Action 3.1.4 (*Explore a partnership between carshares, other transportation providers and Winnipeg Transit to help incentivize both modes of transportation*) – The ongoing expansion of the Carshare Parking Permit Program will further improve access to carsharing and encourage the use of other sustainable mobility options such as public transit and active transportation.

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: L.Gavroliva-Crozier/D.Locke/A.Williams
Date: January 30, 2023
File No: WPA-002-2023

Attachments:

Appendix A: Business Plan

Appendix A1: Financials

Appendix A2: 2021 Audited Financial Statements

Appendix A

WINNIPEG PARKING AUTHORITY
SPECIAL OPERATING AGENCY (SOA)

BUSINESS PLAN

2023

Strategic Overview

The Winnipeg Parking Authority (WPA) is a Special Operating Agency (SOA) of the City of Winnipeg with an Operating Charter approved by Council. The WPA's status as an SOA provides the agency with special delegations, exemptions, and other unique authorities that allow it to operate in a more autonomous and business-like manner than other City departments.

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 roles mandated in the WPA 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 assignment of these functions within the Public Service. The business plan goals, strategies, and budget include activities related to parking management, enforcement, and VFH regulatory services, as well as MBEA and POA administration.

Mission

As a Special Operating Agency of the City of Winnipeg, the Winnipeg Parking Authority will provide proactive 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 bylaws.

Vision

The Winnipeg Parking Authority will support community and economic development in the City of Winnipeg by implementing innovative policies and business practices that contribute to the efficient and effective management of the local transportation network. The agency will be attentive to the changing needs of Winnipeg businesses, residents, and visitors, balancing 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 for 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, business planning and implementation, and VFH regulatory functions.
- 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 bylaw offences enforced under the MBEA.
- Collection of financial penalties imposed for contraventions of City bylaws.
- 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 maintain desired occupancy levels and minimize non-compliance with parking regulations.
2. Ensure the efficiency, impartiality, and transparency of the screening and adjudication process administered under *The Municipal By-law Enforcement Act*.

3. Provide 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 Parking Authority 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, fine collections, and the review of penalty notices issued for City bylaw contraventions.

Services delivered by the WPA include:

(a) Management of on-street public parking services including paid and time-limited parking, loading zones, permitting, revenue collection, and other parking-related bylaw enforcement.

(b) Management of off-street parking services including permitting, revenue collection, bylaw 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, VFH pick-up/drop-off zones, etc.) in the Downtown and other areas of the City where parking is an issue.

(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 collection of fines associated with MBEA penalty notices and bylaw enforcement under the POA.

(i) Serving as the subject matter experts for any City departments and SOAs seeking to administer their bylaw enforcement under the MBEA.

Policy Direction

The Winnipeg Parking Authority abides by the City's collective agreements and bylaws, 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.

Please note: the mission, vision, values, and goals presented in the 2023 Business Plan differ from the WPA's current operating charter. They have been amended to reflect a number of updated parking management services, as well as Council's direction for the WPA to manage regulatory oversight of the VFH industry and the MBEA screening and adjudication processes on a provisional basis.

Performance Measures

The WPA tracks a variety of performance metrics related to the delivery of its main service lines: parking management, VFH regulation, the collection of enforcement fines, and the review of penalty notices issued for City bylaw contraventions.

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 2021, the WPA managed 8,671 paid parking spaces. Of these, 3,823 were on-street parking spaces used by the general public and 4,848 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 six surface parking lots.

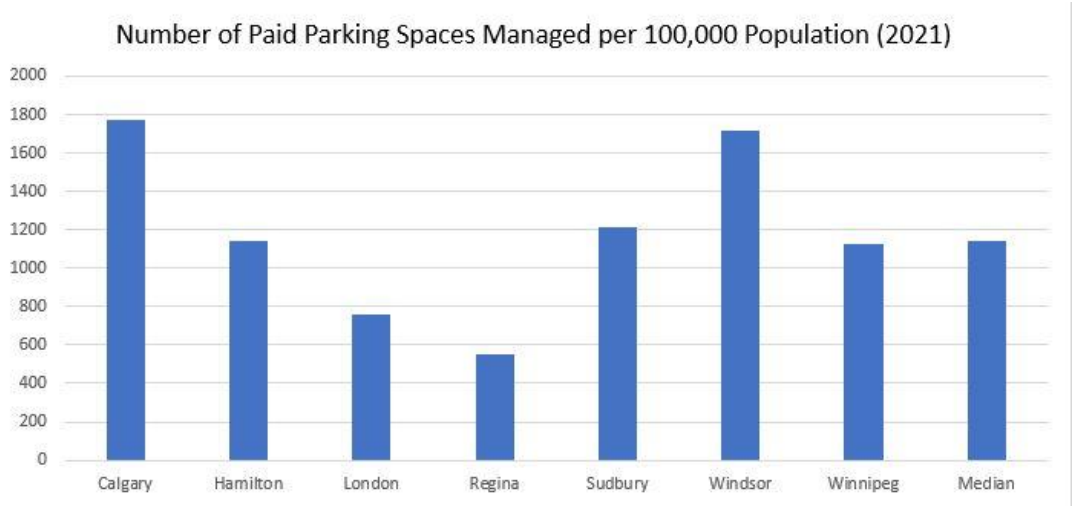
Citizen satisfaction with the availability and convenience of on-street parking was favorable from 2018-2022. In 2022, when asked about their level of satisfaction with the availability and convenience of on-street parking, 56 percent of citizens indicated they were very satisfied or somewhat satisfied. This figure represents a decline from the five-year high of 66 percent in 2021, but the drop is likely due at least in part to Council's decision to stop granting one hour of complimentary on-street parking, a measure that was in place from March 2020 until the end of 2021 to assist with COVID-19 recovery efforts.



Source: 2022 Community Trends Report

In 2021, Winnipeg collected $1,062 per on-street paid parking space. This amount was down 17 percent from the previous year which, again, is attributable to the Council-approved complimentary parking program in place throughout 2021.

Despite the City managing only one off-street structured parking facility, Winnipeg's total number of paid parking spaces managed per 100,000 residents is within two percent of the average of cities surveyed.



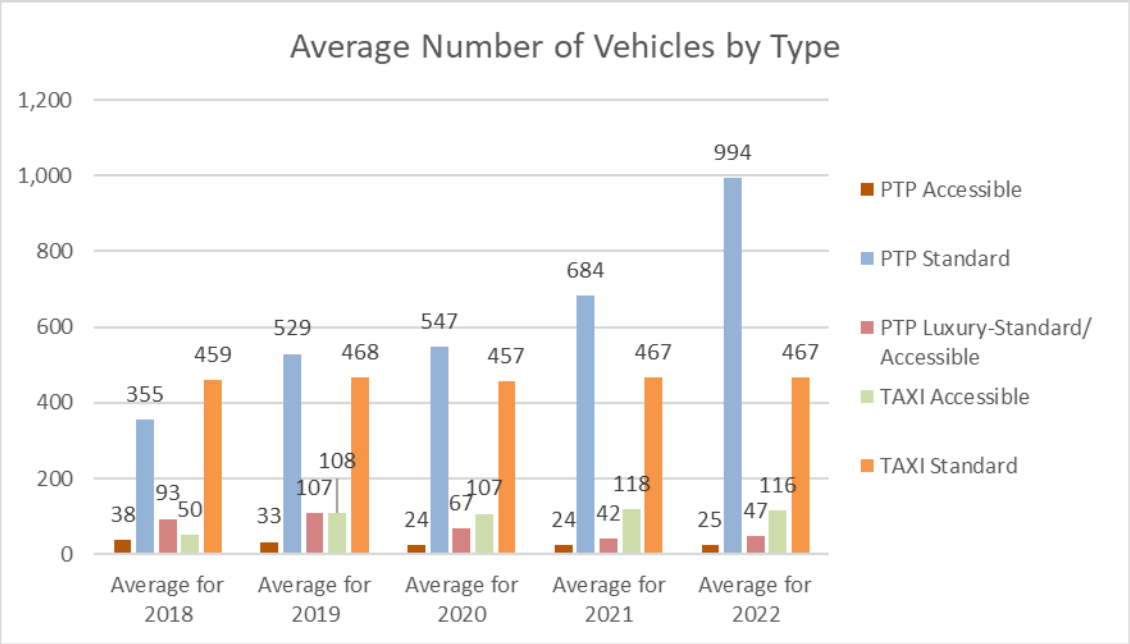
Source: 2021 Municipal Benchmarking Network Canada

Winnipeg issued 8,607 parking tickets (i.e. penalty notices) per 100,000 residents in 2021. This was up 10 percent from the previous year, largely due to the WPA's expanded use of automated licence plate recognition (ALPR) technology. The WPA's vehicle-mounted ALPR systems allow for significantly greater coverage by enforcement patrols and improve efficiency by making it easier to serve penalty notices via mail.

2. Vehicles for Hire

The WPA's VFH annual report was considered by Council in December of 2022. Details from this report, which includes performance metrics relating to the regulatory oversight and licensing of VFH, are highlighted here.

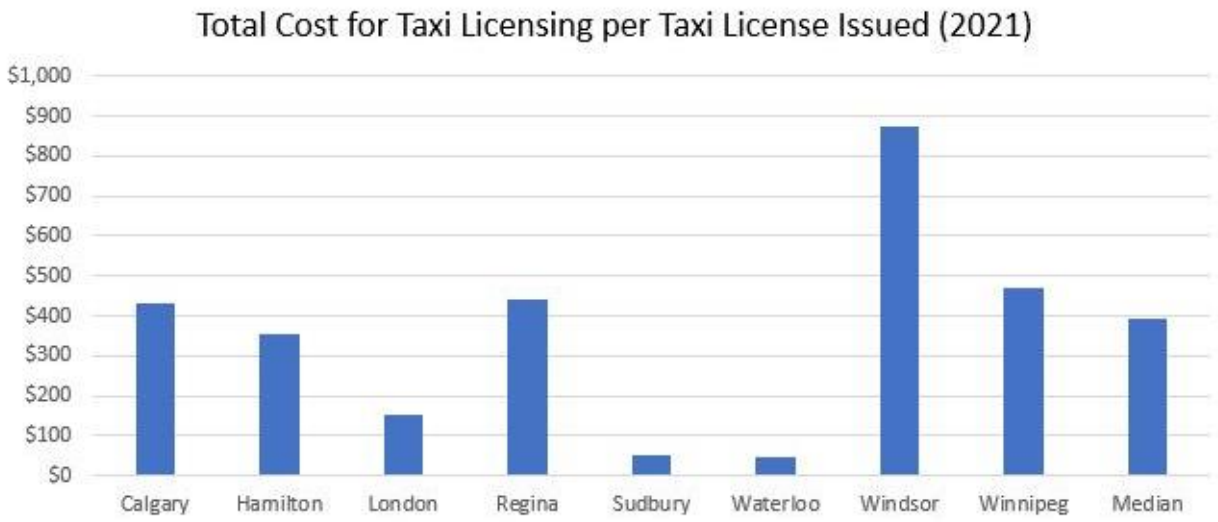
With the onset of COVID-19 and the related drop in demand for transportation services, the number of vehicles for hire operating in Winnipeg dropped nearly 50 percent from March to April 2020 and remained stagnant through the rest of the year. However, since demand began to rebound in 2021, the total number of VFH on the road has been on an upward trend. While there are still 600 licensed taxicabs (470 standard taxis and 130 accessible taxis), the number of personal transportation provider (PTP) vehicles continues to fluctuate in response to demand. Through 2022, there was an average of 1,738 VFH available each month (compared with the 2021 average of 1,335).



The average number of standard PTP vehicles available rose from 529 in 2019 to 1,082 in 2022. However, it should be noted that there is likely some minor degree of double-counting since there are drivers who are registered with multiple PTP dispatchers. While there are more PTP vehicles on the road, taxis continue to provide the majority of trips. There has, however, been a significant shift in market share during 2022.

2022 VFH Trips by Vehicle Type		
Vehicle Type	**Total Number of Trips**	**% of Trips**
Standard PTP	2,357,982	35.3%
Accessible PTP	31,194	0.47%
Luxury-Standard PTP	15,600	0.23%
Standard Taxi	4,165,275	62.3%
Accessible Taxi	109,667	1.64%
Total	**6,679,718**	100%

The VFH enforcement team continues to provide on-street monitoring of the industry, regularly attending to high-traffic locations and places where vehicles congregate waiting for trips. Vehicle inspection remains a major focus of the team. In 2022, a total of 13,907 vehicle inspections took place. Following these inspections, officers placed a vehicle out of service only four percent of the time.



Source: 2021 Municipal Benchmarking Network Canada

The total cost to the City per taxi licence issued in Winnipeg has remained relatively constant and is in line with other Canadian municipalities.

3. Collections

The WPA is responsible for collecting outstanding fines issued for the contravention of City bylaws. This includes accepting all voluntary fine payments, administering a contract with an external collection agency, and engaging in liens and vehicle seizures in accordance with the powers laid out in the applicable Provincial legislation. There were more than 40,000 tickets transferred to the external collection agency and over 1,500 accounts put through the lien and vehicle seizure process, with an overall collection rate 79 percent. With respect to parking, the WPA's total enforcement revenue in 2022 was $9.5 million.

4. Municipal By-law Enforcement Act Screening and Adjudication

The WPA is responsible for managing the screening and adjudication process for all penalty notices issued by the City of Winnipeg 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 for contravention of a bylaw offence 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, which led to significant wait times between the offence and a final resolution. The screening and adjudication process also provides an opportunity for a screening officer to explain the bylaw that was contravened in detail and offer guidance to help prevent future non-compliance. The use of this legislation is restricted to bylaw offences with set fines of $1,000 or less.

As of 2022, there were approximately 1,000 offences contained in 22 different City bylaws enforceable under the MBEA. If the recipient of a penalty notice wishes to contest their fine, they may request a screening in person, online, or by telephone. Parking-related offences continue to represent the highest proportion of penalty notices issued under the MBEA, and accounted for the highest volumes of both screenings and adjudications conducted. The expanded use of ALPR enforcement and the subsequent rise in ticket volumes have led to an increase in requests for screening and adjudication services. Furthermore, as City departments continue to designate more (and sometimes increasingly complex) bylaw offences for

enforcement under the MBEA, the average time required for a screening officer to complete their review of a ticket has increased. The combination of these two factors has increased wait times for screenings and adjudications significantly, suggesting a need for additional staff to support this service. In response, the WPA has proposed adding two new permanent screening officer positions and have included them in the 2023 budget for consideration by Council.

MBEA Penalty Notices and Appeals 2022				
Bylaw Offence	**Penalty Notices Issued**	**% of Total MBEA Penalty Notices Issued**	**Number of Screenings**	**Number of Adjudications**
Parking	113,048	93.91%	7,920	139
Vehicle for Hire	91	0.08%	24	2
Other	7,235	6.01%	395	44
Total	**120,374**	**100%**	**8,339**	**185**

* There are three bylaws containing parking offences and one bylaw governing vehicles for hire. The 'Other' bylaw category includes offences related to issues such as property maintenance, pet ownership, and waste disposal.

Goals and Strategies for 2023-2025

Goal: Manage a dynamic service delivery structure for all on-street and off-street parking in order to maintain desired occupancy levels and minimize noncompliance with parking regulations.

- Finalize the Winnipeg Parking Strategy for presentation to Council concurrently with updates to 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 the mobile payment application for paid parking to increase customer awareness of the benefits of this payment option and increase its use.

- Continue 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 can further reduced operating costs and future capital expenditures associated with replacing the current generation of machines. As required, the WPA will remove rusted paystations in poor condition to ensure safety for drivers and pedestrians
- Submit a report to Council in 2023 regarding the expansion of the Carshare Parking Permit program to include a new free-floating permit option.
- Pilot improvements to the WPA's vehicle-mounted 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).

- Continue with enhancements to the WPA's Intuitive Routing system to further improve the efficiency and responsiveness of parking enforcement during winter plowing and spring clean-up operations and expand the use of the system to other City departments to ensure non-compliance with parking restrictions is addressed in a more coordinated manner.

- Explore and develop an opportunity to repurpose loading zones and other limited use curb-space during certain hours to become vehicle for hire dedicated drop and pick-up spots in the Downtown area.

- 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 provide information in multiple languages.

- Expand the information available on the City's Open Data portal to include various parking elements such as time limited parking, loading zones, no-stopping zones, and designated accessible spaces. The WPA is one of the most significant contributors to

this platform and plans to continue to share data with the public in support of the City's Open Government policy.

- 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 and businesses, and sustainability within the context of OurWinnipeg and Winnipeg's Climate Action Plan.
- 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: Ensure the efficiency, 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 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 parking regulations.

Goal: Provide regulatory oversight of the Vehicle for Hire industry to ensure safety and accessibility for 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 accessible vehicle-for-hire transportation. Report to Council in 2023 on the pilot project and bring forward recommendations for the future.
- Implement planned improvements to professional development training for vehicle for hire drivers (e.g. workshops addressing Indigenous cultural awareness, diversity, accessibility, etc.).
- Continue to 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.
- Continue to work with the Indigenous community and the industry to implement the MMIWG2S+ Calls for Justice related to transportation.
- Work toward improvements to safety for drivers and passengers, and accessibility for all industry participants.

Goal: As an indicator of effective customer service, ensure 311 requests are responded to within established timeframes.

- 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 bylaw enforcement support where appropriate to other civic departments in an effort to improve bylaw compliance.

Goal: Ensure all service delivery is operating on at least a full cost recovery basis to meet the WPA mandate to be bottom-line driven.

- Ensure the WPA continues to meet its goal to operate efficiently and be self-sustaining in its operations.

- Submit a report to Council in 2023 to recommend a long term plan for the Millennium Library parkade to address the estimated $55 million (Class 5) worth of repairs and maintenance required over the next ten years. Activities include:
    - In 2023, obtain a Class 3 estimate for short-term repairs related to regulatory issues and structural deficiencies in the P1-level slab.
    - In 2023, finalize 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 2023, present a report to Council on the results of the feasibility study and request funding approval for the recommended option.