Minutes – Executive Policy Committee – October 21, 2025

Report – Standing Policy Committee on Public Works – October 7, 2025

Item No. 1 Rideshare Loading Zones

EXECUTIVE POLICY COMMITTEE RECOMMENDATION:

The Executive Policy Committee recommended to Council:

1. That the matter be referred back to the Standing Policy Committee on Public Works.

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

Report – Standing Policy Committee on Public Works – October 7, 2025

DECISION MAKING HISTORY:

The Chairperson called Councillor Browaty to the Chair in order to move the following motion:

Moved by Councillor Lukes,
That the matter be referred back to the Standing Policy Committee on Public Works.

Carried

Councillor Lukes resumed the Chair.

STANDING COMMITTEE RECOMMENDATION:

On October 7, 2025, the Standing Policy Committee on Public Works did not concur in the recommendation of the Winnipeg Public Service and submitted the following to the Executive Policy Committee and Council:

1. That the Ride Share Loading Zones be referred to the Winnipeg Parking Strategy for inclusion.

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

ADMINISTRATIVE REPORT

Title: Rideshare Loading Zones

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

AUTHORIZATION

Author	Department Head	CFO	CAO
R. Topolniski	J. Berezowsky	T. Graham	J. Dunford

EXECUTIVE SUMMARY

Pre-arranged app based ridesharing services have become a popular and convenient option for residents getting to and from special events downtown. However, the absence of designated pick-up and drop-off areas has led to confusion, traffic congestion and unsafe passenger loading and unloading practices near event venues.

Therefore, the Public Service recommends creating new Rideshare Loading Zones. The zones would provide dedicated curbside areas for Personal Transportation Providers (app-based rideshare companies) to pick up and drop off customers.

The first phase would establish three loading zones near Canada Life Centre and Burton Cummings Theatre. These would convert a total of 10 existing on-street parking spaces on Portage Avenue, Donald Street, and Notre Dame Avenue during peak event times (5:30 p.m. to 2 a.m.). The zones would revert to regular parking spaces outside of these times.

The zones would have new signage and targeted enforcement to help reduce traffic congestion and enhance safety. Amendments to the Winnipeg Parking By-law and the MBEA Enabling By-law are required as part of the change.

The Public Service has informed local area Councillors of this new initiative and has started discussions with some stakeholders. The Public Service will inform nearby businesses of the intent of the new rideshare pick-up and drop-off zones and provide notice prior to installation.

The WPA may expand rideshare loading zones to more locations in the future.

RECOMMENDATIONS

1. That a by-law be enacted to amend the Winnipeg Parking By-law No. 86/2016 and the MBEA Enabling By-law No. 59/2016 to establish new rideshare loading zones and their enforcement, a draft of which is attached as Schedule A to this report.

2. 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

Council approval is required to amend the Winnipeg Parking By-law and MBEA Enabling By-law in order for the WPA to enforce Rideshare Loading Zones by defining Rideshare Vehicles (i.e. all PTPs except limousines), authorize the creation of designated Rideshare Loading Zones where Rideshare Vehicles can be stopped for up to 15 minutes, and make it an offence for anyone other than Rideshare Vehicles to be parked or stopped in a Rideshare Loading Zone.

IMPLICATIONS OF THE RECOMMENDATIONS

The recommendations will establish a new type of on-street loading zone, designated exclusively for Rideshare Vehicles to pick up and drop off passengers between 17:30 and 02:00 (5:30 p.m. to 2 a.m.), seven days a week. Three existing parking zones—comprising a total of 10 parking stalls—will be re-designated under the Winnipeg Parking By-law to support this new curbside use.

As these spaces are not currently revenue-generating during the designated hours, there is no anticipated financial impact to parking revenue.

Costs associated with establishing these zones include sign design and installation (estimated at $750), to be funded through WPA's operational budget.

The new signage used to identify the loading zones will be implemented on a trial basis, with permanent signs finalized once the trial signage proves effective in communicating the purpose to the public and upon formal approval from the Province of Manitoba.

In addition to parking enforcement, there may be other enforcement implications, as Vehicles for Hire inspectors will also need to monitor these zones for compliance relating to staging and use of non-registered Rideshare Vehicles.

HISTORY/DISCUSSION

In response to growing congestion during major downtown events, the WPA has partnered with True North Sports and Entertainment (TNSE) to explore solutions that support the safe and efficient movements of eventgoers from both the Canada Life Centre and the Burton Cummings Theatre.

The Need for Rideshare Loading Zones

Rideshare Vehicles differ from traditional taxis in both how trips are arranged and how vehicles are identified. Rideshare Vehicles operate through mobile apps that connect passengers with drivers for pre-arranged trips. These services are prohibited from accepting street hails and cannot pick up passengers unless the trip is booked in advance through an app.

In contrast, traditional taxis are easily identifiable with roof lights, decals, and company branding. Because of this distinct appearance, taxis can be hailed directly from the street, pick up customers at taxi stands, or dispatched by phone—no advance booking through an app is

required. Rideshare Vehicles, on the other hand, typically resemble regular private vehicles, making them less distinguishable to rideshare customers.
Pre-arranged app based ridesharing services have become a popular and convenient option for attendees getting to and from these locations. However, the absence of designated pick-up and drop-off areas has led to confusion, traffic congestion and unsafe passenger loading and unloading practices near event venues.

Many large cities, such as New York City, and airports such as Winnipeg Richardson International Airport and Toronto Pearson International Airport, have implemented designated zones for Rideshare Vehicles. These zones help minimize delays and improve safety by providing a clear meeting point that can easily be identified through signage and notifications, reducing the time drivers and passengers spend trying to locate one another.

The Public Service recommends introducing these new loading zones, specifically for Rideshare Vehicles use, near key downtown venues. A total of three zones – comprising of a total of 10 on-street parking spaces located on Portage Avenue, Donald Street, and Notre Dame Avenue – will be formally designated as Rideshare Loading Zones. These zones will operate between 17:30 and 02:00 (5:30 p.m. to 2 a.m.) daily and be supported by signage and enforcement.

Selection Criteria for Rideshare Loading Zones

The designation of on-street loading zones for Rideshare Vehicles are guided by a combination of industry best practices, observed curbside activity, and location-specific factors. The following criteria were developed to ensure consistent, transparent, and context-sensitive implementation of designated loading zones.

1. Location Type Classification
The size of a Rideshare Loading Zone is first categorized according to its primary land use and expected activity levels:

Loading Zone Size	Examples
Small	Hotels, mid-size retail, restaurants
Medium	Downtown areas, entertainment venues, transit stops
Large	Airports, stadiums, major transit hubs

This classification helps determine the appropriate number of spaces required within the loading zone to meet anticipated demand.

2. Estimated Demand and Usage
Demand is estimated based on:

- Observed or expected peak trip volumes (e.g., event end times, peak entertainment hours);
- Adjacent land use (e.g., density of commercial, hospitality, or institutional uses);
- Existing availability of passenger loading or commercial zones; and
- Historical curbside activity, (e.g., previous PTP usage data).

3. Rideshare Loading Zone Size and Vehicle Capacity

The following guidelines are used to determine Rideshare Loading Zone length, based on typical vehicle lengths and clearance:

Rideshare Loading Zone Size	Approx. Length	Vehicle Capacity
Small	12–15 metres	2–3 vehicles
Medium	24–30 metres	4–5 vehicles
Large	60–100 metres	10–15+ vehicles

As a general rule, 6.7 metres per vehicle is used for sizing, allowing for both vehicle length and maneuvering space.

4. Curbside Constraints and Considerations

During the day, these spaces are in paid parking locations. However, after 17:30 these parking spaces become “no payment required” parking. This initiative will re-designate the 10 parking spaces in the three areas noted to become Rideshare Loading Zones, with a 15-minute time limit to allow registered Rideshare/PTP drivers to pick up and drop off passengers at a designated area for pre-arranged rides.

Location selection also accounts for local physical and regulatory constraints, including:

- Proximity to intersections or drive lanes (to meet safety clearance requirements);
- Conflicts with transit stops, accessible parking stalls, or commercial loading zones;
- Proximity to the main venue that they are intended to support;
- Existing signage and enforcement feasibility; and
- Potential impacts on traffic flow and congestion.

Rideshare Loading Zone Locations

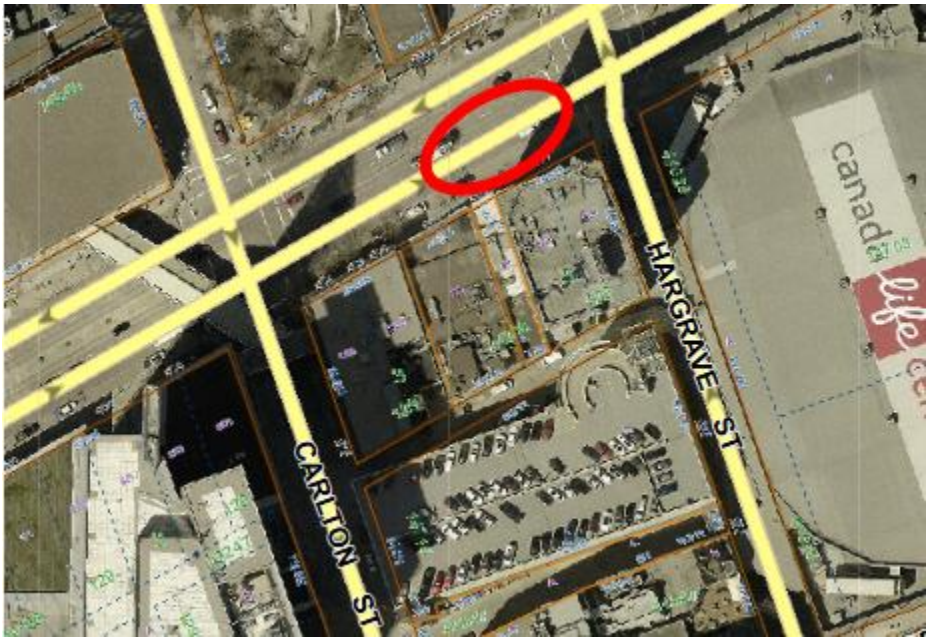
Zone 1: Notre Dame Avenue (between Smith Street and Donald Street)

This zone includes three designated rideshare loading spaces along the south side of Notre Dame Avenue. These spaces are strategically located to support passenger pickup and drop-off activity near Odeon Park, the Exchange District, and nearby businesses.



Item	Details
Current number of paid parking spaces in the “zone”	5
Number of spaces designated for Rideshare	3
Time Limit	2 Hours
Payment Hours	Monday–Saturday, 08:00–17:30
AM/PM Restrictions	No
Accessible Loading Spaces Nearby	0
Loading Zone Spaces Nearby	9
Taxi Stands Nearby	2

Zone 2: Portage Avenue (between Carlton Street and Hargrave Street)
This zone includes three designated rideshare loading spaces along the south side of Portage Avenue. These spaces are located adjacent to Canada Life Centre.



Item	Details
Current number of paid parking spaces in the “zone”	5
Number of spaces designated for Rideshare	3
Time Limit	2 Hours
Payment Hours	Monday–Saturday, 08:00–17:30
AM/PM Restrictions	No
Accessible Loading Spaces Nearby	0
Loading Zone Spaces Nearby	2
Taxi Stands Nearby	0

Zone 3: Donald Street (between Graham Avenue and St. Mary Avenue)

This zone includes four designated rideshare loading spaces on the west side of Donald Street. These spaces are located in close proximity to Canada Life Centre, Cityplace, True North Square, and the Millennium Library.



Item	Details
Current number of paid parking spaces in the “zone”	10
Number of spaces designated for Rideshare	4
Time Limit	2 Hours
Payment Hours	Monday–Saturday, 08:00–17:30
AM/PM Restrictions	No
Accessible Loading Spaces Nearby	4
Loading Zone Spaces Nearby	3
Taxi Stands Nearby	2

Measuring Success

The success of the new Rideshare Loading Zones will be evaluated based on several indicators: reduced roadway and curbside congestion near event venues, fewer instances of illegal stopping, improved safety for pedestrians, passengers and drivers, and feedback from key stakeholders such as rideshare companies and their customers. Additional metrics include increased rideshare usage during peak event times and effective compliance with the designated zones.

Insights gained will inform future curbside management strategies across the City.

Signage Plan

There is no existing regulatory signage to designate loading zone curb space for Rideshare Vehicles, which is required to allow for them to be used as an enforceable traffic control device. To support the implementation of the new Rideshare Loading Zones, a "No Parking– Rideshare Loading 15 min from 17:30-02:00" sign will be trialed and installed at each zone and enforced by the WPA.

As this is a new type of loading zone, the Transportation Division of Public Works will approach the Province of Manitoba to obtain approval to trial the sign for up to one year, as their approval is required prior to the erection of any new traffic control devices on City streets. From there, the Director of Public Works has the authority to approve the installation of the signs.

If the signs prove to be successful, the Public Service will prepare a report to Council in the future to seek approval to approach the Province of Manitoba to make the signs a permanent regulatory sign, pursuant to requirements under the *Highway Traffic Act C.C.s.M c.H60*.

Proposed Rideshare Loading Zone sign is below:



Enforcement Plan

Upon approval of amendments to the Winnipeg Parking By-law and the MBEA Enabling By-law, and installation of the above signage, only registered Rideshare Vehicles with approved decals will be permitted to stop in designated Rideshare Loading Zones during the specified times; all other vehicles will be ticketed and may be towed by parking enforcement officers. The administrative penalty will be $70 for this offence ($52.50, early payment discount), with the offender being responsible for the cost of the tow.

Rideshare Vehicles exceeding the 15-minute limit may be ticketed. The administrative penalty will be $70 for this offence ($52.50, early payment discount).

Vehicles for Hire (VFH) enforcement officers will conduct visual checks for compliance. Rideshare vehicles not displaying the required identifying decals in compliance with the Vehicle For Hire by-law will be ticketed. The administrative penalty, which already exists in the VFH by-

law, is $250 for this offence. VFH enforcement officers undertake a campaign to educate drivers on the proper usage of these loading zones, specifically during events.

VFH will also be working with the affected dispatch companies related to this project to implement options and leverage their technology to encourage usage.

Data Collection and Street Studies

WPA will be working with its dispatch partners to collect trip data on event nights.

In March of 2025, WPA conducted Automated License Plate Recognition (ALPR) street studies, which measure repeat occupancy, turnover and vacancy rates for on-street parking. The data showed that, on non-event nights, few vehicles remained parked in the designated areas for more than three hours. In contrast, during event nights (Jets games and concerts), occupancy reached approximately 80 percent.

Street studies are also being conducted throughout the summer months to provide a complete and accurate understanding of parking behavior throughout the various seasons.

Data collected from these street studies will contribute to the ongoing analysis of zone usage, congestion levels, and the effectiveness of the project.

Communication Plan

The Public Service has informed local area Councillors of this new initiative and has started discussions with some stakeholders. The Public Service will inform nearby businesses of the intent of the new rideshare pick-up and drop-off zones and provide notice prior to installation.

The Public Service recognizes that some residents who work near the venues may raise concerns regarding the removal of “free evening parking” in these areas.

A communications plan will be implemented in partnership with TNSE, PTP dispatchers and other stakeholders to:

- Promote awareness among drivers and event attendees.
- Highlight staging area locations via apps, social media, and on-site signage.

FINANCIAL IMPACT

Financial Impact Statement

Date: August 26, 2025

Project Name:
Rideshare Loading Zones

First Year of Program **2025**

	2025	2026	2027	2028	2029
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	$ 750	$ -	$ -	$ -	$ -
Less: Incremental Revenue/Recovery	-	-	-	-	-
Net Cost/(Benefit)	$ 750	$ -	$ -	$ -	$ -
Less: Existing Budget Amounts	750	-	-	-	-
Net Budget Adjustment Required	$ -	$ -	$ -	$ -	$ -

Additional Comments: The direct costs outlined above for the manufacturing and installation of street signs will be managed within the existing WPA operating budget. There are no revenue implications, as the proposed exclusive PTP loading zones will be active during hours when paid parking is not in effect.

Lioubov Gavrilova-Crozier August 26, 2025

Lioubov Gavrilova-Crozier, CPA, CA
Manager of Finance, Winnipeg Parking Authority

CONSULTATION

This Report has been prepared in consultation with:

- Legal Services (as to legal issues)

OURWINNIPEG POLICY ALIGNMENT

This project aligns with OurWinnipeg 2045 policies as follows:

- Our Winnipeg Goal: Environmental Resilience- Objective 2 Prioritize sustainable transportation as the mobility options 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.

- Our Winnipeg Goal: City Building- Objective 2 Integrate land use, transportation and infrastructure planning and investments. Ensure that land use, transportation, and infrastructure planning are aligned to provide the conditions for compact, complete and connected communities, supported by sustainable transportation options and municipal infrastructure capacity.

WINNIPEG CLIMATE ACTION PLAN ALIGNMENT

This initiative supports the following Climate Action Plan strategic opportunities:

- **Strategic Opportunity #1**: Show leadership in climate action through City-led transportation innovations.
- **Strategic Opportunity #2**: Partner with community and industry to advance sustainable mobility.
- **Strategic Opportunity #3**: Promote mode shift and reduce reliance on single-occupant vehicles.

WINNIPEG POVERTY REDUCTION STRATEGY ALIGNMENT

Consideration was given as to whether this report connects to the Winnipeg Poverty Reduction Strategy (PRS) and its Goals and Objectives, and it was determined that the PRS is not applicable to this specific report.

SUBMITTED BY

Department: Public Works
Division: Winnipeg Parking Authority
Prepared by: L. Patterson, Manager of Operations & Facilities and G. Heather, Manager of Vehicles for Hire
Date: August 29, 2025
File No: WPA – 015 - 2025

Attachments:

Schedule A – Draft Amending By-law
Schedule B – Taxi Stand Map, Downtown Winnipeg