



Winnipeg Parking Strategy: Conceptual Framework Summary

Vision

To be a vibrant and healthy city which places its highest priority in quality of life for all its citizens.

Corporate Mission

Working together to achieve affordable, responsive and innovative public service.



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Introduction

The City of Winnipeg recognizes the importance of having a strategic plan for parking developed with input from residents, businesses, hospitals, and other stakeholders who rely on effective parking and curbside management. The Winnipeg Parking Strategy is meant to provide a basis for policy decisions regarding all City-managed off-street surface lots and parking structures, as well as all of the curb space on city streets where stopping or parking is allowed.

The strategy outlines amendments to current parking policies and proposes innovative, modern approaches to both on-street and off-street parking throughout Winnipeg. It also considers other aspects of curbside management and includes a roadmap of progressive policies and practices for potential implementation over the next five years so that stakeholders know what to expect of parking in Winnipeg.

The Winnipeg Parking Strategy is a conceptual framework. It outlines a number of proposed changes in a way that will allow for additional stakeholder feedback to be considered before plans are finalized, and encourages further engagement prior to the implementation of those action items for which it is required. The document includes a discussion of the city's current parking landscape in terms of parking usage and existing programs, and offers some comparative analysis with other Canadian jurisdictions. It also provides a description and examples of progressive parking and curbside management policies and practices that have been implemented across North America as well as a comprehensive listing of parking-related provisions found in other City of Winnipeg master plans and policy documents.

The Winnipeg Parking Strategy outlines 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 strategic objectives which, in turn, are underpinned by a number of action items that may be implemented over a five-year timeframe. The strategic objectives include:

- Improve parking convenience and accessibility;
- Generate turnover in areas with high parking demand;
- Update the on-street paid parking pricing model;
- Address neighbourhood-specific requirements;
- Implement curbside management pilots, update existing programs, and use parking to support transportation demand management; and
- Explore opportunities for improved collaboration on parking-related transportation issues.

Key Metrics

The Winnipeg Parking Authority (WPA) was created by the City of Winnipeg in 2005 to manage City-owned public parking resources. Since its inception, the WPA has sought to modernize parking and curbside management with progressive policies and the adoption of new technologies like a mobile payment application and more advanced pay stations capable of accepting payment cards. Several different parking permit programs have also been created to assist those individuals and organizations with specialized parking needs.

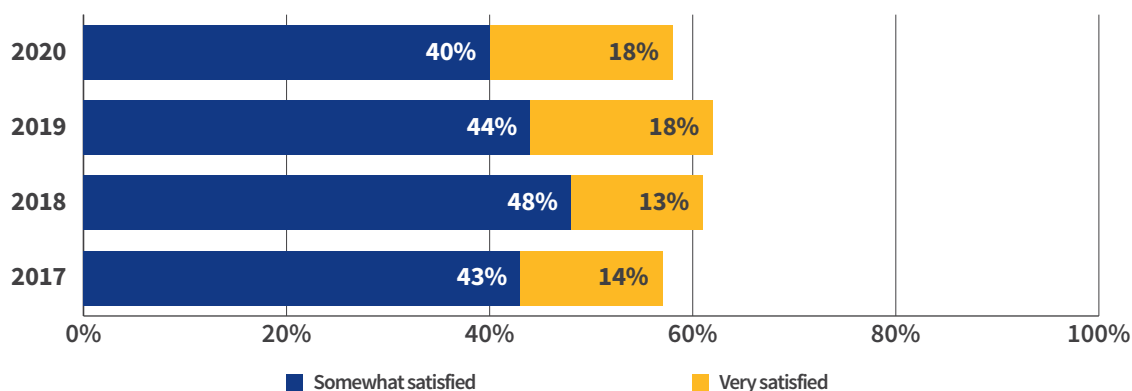
As of 2020, the City of Winnipeg manages 11,454 paid parking spaces:

Paid Parking Managed Spaces	# of spaces	%
Number of On-Street Paid Parking	3855	34
Number of Off-Street Surface Paid Parking	7119	62
Number of Off-Street Structure Paid Parking	480	4
Total	11454	100

The on-street paid parking is structured into two different rate zones, with varying time limits in each zone. Following Council's June 2020 approval of an amendment to the hourly rates, parking in the high-demand zone, which includes the areas around the Health Sciences Centre and St. Boniface Hospital, costs \$2.75 per hour, while parking in the low-demand zone costs \$1.75 per hour.

As part of the City's annual citizen satisfaction survey, residents were asked about their level of satisfaction with the availability and convenience of on-street parking. In 2020, 58 percent of residents reported being satisfied or somewhat satisfied.

CITIZEN SATISFACTION WITH THE AVAILABILITY AND CONVENIENCE OF ON-STREET PARKING



	2016	2017	2018	2019	2020
Total Satisfied	61%	57%	61%	62%	58%

Source: City of Winnipeg Annual Citizen Survey

Progressive Parking Policies and Practices

In order to support ongoing improvements to the City's curbside and off-street parking management programs, interjurisdictional and horizon scans have been conducted to identify emerging technologies and innovative policies.

The table below provides a list of progressive parking policies and practices drawn from other North American municipalities, academic literature, and trade publications.

Policy / Practice	What is it?
Dynamic Pricing (also known as 'demand-responsive pricing')	Dynamic pricing refers to technology-enabled systems wherein parking rates are adjusted based on changes in demand and the available supply in order to achieve a specific goal such as maintaining a desired occupancy level or maximizing revenue.
Progressive Pricing	Progressive pricing refers to a price structure that favours short-term users and encourages turnover by increasing the rate the longer a user is parked in a space.
Progressive Parking Fines	Progressive parking fines refer to a structure wherein fines for subsequent occurrences of the same offence increase. Progressive fines discourage repeat offenders without adversely affecting the vast majority of drivers who attempt to adhere to the parking by-law provisions.
Parking Benefit Districts	In parking benefit districts, a portion of the revenue collected from hourly parking and permit fees is dedicated to infrastructure or programming within the district. These may include public realm improvements such as street beautification, sidewalk and street repair, or safety and security measures.
Smart Parking Structures	Smart parking structures refer to off-street parking facilities that are designed and configured so as to maximize the number of vehicles that can be accommodated and to incorporate technology that can provide real-time availability. Parking structures can also be designed to accommodate conversion to alternative future uses.
Removal of Parking Minimums / Implementation of Parking Maximums	Parking minimums are the government-mandated requirements for different land uses to include a set amount of parking for a given variable such as square footage or number of residents. By removing these minimums, governments allow developers to assess the demand for parking and to include only the optimal amount.
Shared Parking	Shared parking refers to the practice of co-locating parking for land uses with different peak demand hours in order to optimize the use of a limited supply of parking spaces. Related to this is the practice of scramble parking, whereby spaces are not assigned to specific users 24 hours a day. This also allows for more efficient utilization of parking resources to support land uses with different peak demand periods.
District Parking	District parking refers to the deliberate co-location of parking spaces for a given area. This may be achieved, for example, by removing on-street parking spaces to allow for more pedestrian-only streets in a commercial district and replacing them with a central parking structure.
Cash-Out Options	Parking cash-out refers to an option provided by employers whereby employees may choose to receive a taxable income in addition to their regular wage or salary in exchange for forgoing the free or subsidized parking normally available at their workplace.

Policy / Practice	What is it?
Unbundled Parking	Unbundled parking refers to the de-linking of parking from the purchase or rental of property. This practice removes the 'sunken cost' of a parking space which is often attached to the purchase of a property. Unbundling parking gives buyers an opportunity to decide between paying for a parking space to store a personal vehicle and opting for another mode of transportation like transit or a carshare system.
Dedicated 'Green' Parking	'Green' parking refers to spaces being dedicated for low or zero greenhouse gas emission vehicles. Dedicated parking provisions encourage low emission transportation choices by providing preferred parking as an incentive for electric vehicles, motorcycles, scooters, carshares etc.
Public Charging Infrastructure for Electric Vehicles	Charging infrastructure installed in on-street spaces and off-street parking facilities can help to encourage the adoption of electric vehicles.

Current Parking Policies

The following parking and curbside management policies are currently in place to manage both on-street and off-street parking in Winnipeg:

On-street parking

The majority of on-street parking in Winnipeg is non-paid parking. In areas where there is a significant demand for parking, time-limited parking or paid parking is put into place to help generate turnover and create space availability for other motorists. This, in turn, allows more patrons to frequent local businesses and helps to spur economic activity.

Time-limited parking policy

Time-limited parking exists in commercial and residential areas throughout the city where there is a significant demand for parking. Time-limited parking is the first step the City takes to help manage areas with high parking demand, and is installed prior to consideration of paid parking. The time limit helps to generate turnover by opening up every space at a set interval, usually every two hours.

Paid parking policy

In areas where there is a significant demand for on-street parking, a requirement to pay a fee for use of a parking space may be imposed to help generate turnover of vehicles. These fees must be set carefully in order to achieve the desired effect. If parking is too expensive, drivers will avoid areas where paid parking is in effect and businesses may suffer. If parking is priced appropriately, drivers will be willing to purchase parking but will be sure to use it efficiently. If parking is too inexpensive, drivers may park for longer than they actually need and may not consider other modes.

Paid parking is considered for an area when time-limited parking has not been successful in managing the demand for on-street parking. Paid parking generates turnover and lets motorists find a parking space without having to circle the block, thereby allowing more patrons to frequent local businesses and helping to spur economic activity.

The target for parking space availability is to have 15 percent of parking spaces available in paid parking areas. For non-paid parking spaces with or without a time limit, the same 15 percent figure is used as a minimum vacancy target. Occupancy and turnover trends in areas with paid parking requirements are monitored regularly using transaction data and street studies conducted by vehicles equipped with automated licence plate recognition equipment.

The City will consider adjusting parking rates when high-demand areas have an average occupancy of 80 percent or greater across the area during peak demand periods, current rates are out of alignment when compared with other Canadian municipalities, or consultation with the public, local businesses, Councillors, or BIZ groups identifies issues with parking availability.

Policies for residents with accessibility requirements

A number of policies are in place to support residents with accessibility requirements. They include dedicated accessible spaces, consideration in the placement of on-street paystations, and extended time limits.

Loading zone policies

Loading zones help manage designated on-street curb spaces for short-term use as pick-up and drop-off points for passengers or goods. Loading zones may be installed in both commercial and residential areas.

Residential parking permit program

Residential areas with high parking demand may have time-limited parking in place to manage the amount of time non-residents can park on the street. Residential parking permits are available to residents who live on a street with a time restriction which allows them to park for an unlimited amount of time. There are currently 26 residential parking zones.

Parking permit programs

There are a number of special permit programs designed to accommodate specific parking needs. Special permit programs include the Mobile Vendor Permit Program, the Contractor Permit Program, the East & West Exchange District Monthly On-Street Permit Program, the Social Service Provider Permit Program, the Temporary Recreational Vehicle Parking Permit Program, the Stadium Event Zone Permit Program, the Veterans Parking Program, and single-use permits for construction and special events.

Off-street parking

The City provides off-street public parking at seven surface lots and the Millennium Library Parkade. Off-street parking policies requirements are primarily outlined in the City's Zoning By-law and the Downtown Zoning By-law.

Strategic Plan

The effective management of Winnipeg's parking services and curb space requires both short-term and long-range planning that considers ongoing development, emerging technologies, and other factors that may influence consumer choices. The City's parking policies and programs will be shaped to accomplish three underlying goals:

- Ensure on-street parking and off-street parking management policies support adequate availability of parking spaces for all stakeholders
- Support sustainable transportation and encourage shifts in travelers' mobility choices
- Deliver ongoing service improvements

These goals are each supported by a number of objectives which are underpinned by individual action items. The objectives of the strategy are:

Improve parking convenience and accessibility

In a recent public survey, 60 percent of residents identified proximity of their parking spot to their destinations as the main factor, besides cost, affecting where they choose to park. Making parking convenient and easily accessible close to destinations supports businesses and residents by enabling the optimal use of this limited resource.

In support of this goal, the WPA proposes exploring technology-driven opportunities to provide drivers with better real-time data on parking rates and availability, investigating new ways of providing multi-modal end-to-end trip planning, improving options for drivers and passengers with accessibility requirements, expanding online service delivery, and exploring ways of supporting sustainable transportation options.

Generate turnover in areas with high parking demand

In areas with high demand for parking and a limited supply of spaces, regular turnover opens up on-street parking for use by short-term parkers. This is particularly important in commercial and entertainment districts where high parking demands and limited parking availability can lead to traffic congestion and inhibit the turnover needed to support local businesses. There are also many residential areas throughout the city with high parking demand that benefit from turnover to open up parking spaces for visitors to the area. Turnover is created using two techniques: time-limited parking and paid parking. Updating policies and practices in areas that already have time-limited and paid parking in place, as well as exploring how best to address areas in the city that continue to have high parking demands, will increase the overall amount of on-street parking available throughout the city.

In support of this goal, the WPA proposes the ongoing monitoring of occupancy and turnover rates to determine when and where it is appropriate to use time-limited and paid parking, adopting a Saturday Complimentary On-Street Parking Policy that formalizes the current practice of offering two free hours and gives drivers the option to pay for an additional two hours, and exploring the use of progressive fines.

Update the on-street paid parking pricing model

The current paid parking pricing model has two pricing zones: high-demand and low-demand. The hourly price in the high-demand zone, which includes the areas around the Health Sciences Centre and St. Boniface Hospital, is higher in order to account for the greater number of drivers wishing to park in those areas. The pricing for these zones was updated in 2018 and again in 2020. Updating the on-street paid parking pricing model would allow the City to manage the demand for parking more effectively, which would help to maintain the desired occupancy and turnover levels required to support local businesses and residents.

In support of this goal, the WPA proposes exploring the use of dynamic and progressive pricing models. Dynamic pricing is a structure whereby the price of parking can be adjusted at regular intervals (hourly or daily) to match the demand in the area so that the price is higher during peak periods and can be lower when not as many people are searching for parking. With the City's current paystation technology, any rate changes require attending to each paystation individually, as remote programming is not available.

A related concept, progressive pricing, involves increasing the price the longer a driver is parked. Both dynamic pricing and progressive pricing require paystation technology and mobile payment applications that can support remote programming. Exploring ways to update the current paid pricing model, including using dynamic or progressive pricing, coupled with other improvements to parking payment technologies, could help to modernize parking in Winnipeg and allow for greater flexibility to adjust rates more regularly.

Additional actions that will be explored and implemented to support this goal include re-investing parking revenues locally, continuing to relocate physical paystations and reducing the overall inventory to support an asset rationalization plan, exploring the potential use of parking fees as a means of encouraging mode shift, and implementing a block-by-block numbering system that will enable the collection of far more precise occupancy and turnover data. Increasing the detail of this data will support better decision-making regarding pricing and may enable future customer service enhancements such as the provision of real-time parking availability data via a mobile application.

Address neighbourhood-specific requirements

Winnipeg is composed of distinct neighbourhoods with their own unique land uses and parking requirements. Developing area specific parking plans and working with other departments to be proactive with curbside management in areas of anticipated growth will support local businesses and residents while maintaining the unique character of these communities.

In support of this goal, the WPA proposes updating the Downtown Parking Strategy, developing criteria for determining which neighbourhoods require a unique parking plan, developing specific policies and additional parking plans for designated areas, and investigating the potential use of area-specific parking plans in the areas around significant destinations such as the Sports, Hospitality, and Entertainment District (SHED) and the stadium event zone.

Implement curbside management pilots, update existing programs, and use parking to support effective transportation demand management

The curbside supports multiple uses including transit stops, no stopping zones, fire lanes, on-street parking, loading zones, stands for taxis and personal transportation providers, construction staging, residential parking, and special events such as festivals, film shoots, and concerts. More recently, there have been requests to use the curbside for dedicated purposes such as mobile vendors and carshare parking. Parking should facilitate access for bicycle and motor vehicle users of the transportation network in a manner that support the concepts of Complete Communities, one of Our Winnipeg's secondary plans. As requests to use the curbside increase, there is a need to allocate the use of the curb-side appropriately. Developing an overall curbside management program and piloting new requests for dedicated use of the curbside will better balance the increasing requests for this limited asset base.

Curbside management practices such as paid parking and time limits can form part of a broader transportation demand management (TDM) plan. Effective parking management can also be used to support various other TDM tools that encourage modal shifts away from end-to-end trips in personal motor vehicles during peak demand hours to more sustainable and accessible means of transportation.

In support of this goal, the WPA proposes developing a robust curbside management program, exploring vehicle-for-hire pick-up and drop-off zones, continuing to monitor a Council-approved Carshare Co-op pilot program, initiating regular reviews of the commercial and residential loading zone programs, modernizing the residential parking permit program as per a recent consultant review, exploring opportunities to work collaboratively with other City departments to support transportation demand management policies and programs, reviewing the current policy and related permitting processes for special event parking, continuing to support viable alternatives to downtown surface parking as recommended in the City's Sustainable Transportation Direction Strategy and Transit-Oriented Development Handbook, and working with Winnipeg Transit to develop policies and business processes to support the management of park-and-ride facilities.

Explore opportunities for improved collaboration on parking-related transportation issues

Modern transportation systems are complex and their management requires a collaborative approach. Parking is a complementary service that consumers use to support trips to their other activities; it is not a standalone product. The WPA will pursue opportunities for collaboration with other City departments, other levels of government, BIZ groups, businesses, public sector agencies such as hospitals and schools, visitors, and residents to ensure that decisions regarding the City's parking consider the full spectrum of impacted stakeholders.

In support of this goal, the WPA proposes establishing regular contact points with BIZ groups and other key stakeholders, forming an advisory committee to consult on curbside management and off-street parking issues, distributing an annual public survey to better understand the level of customer satisfaction residents and other users have with existing parking programs and policies, using parking enforcement technology to support operational improvements including mailing out tickets and using Automated Licence Plate Recognition equipment to improve the efficiency of City services such as street cleaning, and working with other City departments to promote a shift away from using personal vehicles for end-to-end trips in favour of integrated multi-modal transportation options that improve parking accessibility while supporting sustainability and the objectives of Winnipeg's Climate Action Plan.

Strategy Review Cycle & Monitoring Success

The strategy will be reviewed by the WPA on an annual basis to ensure the actions outlined for implementation continue to be a fit for Winnipeg and continue to support city masterplans or policies that may have been updated since the strategy was first developed.

An annual report will be submitted to Council every year to update on actions implemented to date, as well as any recommended changes to the strategy. A summary of the outcomes of the annual report will be posted on the City of Winnipeg website to ensure accountability and transparency around the actions taken to reach parking goals.

The strategy submitted is a conceptual framework and, where noted in the Strategic Plan section, will require further public engagement prior to implementation of any changes to parking in Winnipeg over the five-year implementation timeframe.



City Contact Information

Information on the City of Winnipeg is available at winnipeg.ca/parking
Inquiries may also be directed to **311** | Outside of Winnipeg: **1-877-311-4974**

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Austin Mackay
INSIDE COVER

