

1. WINTER OVERNIGHT PARKING REGULATIONS

RÈGLEMENT SUR LE STATIONNEMENT DE NUIT EN HIVER

COMMITTEE RECOMMENDATIONS

That Council approve:

1. Amendments to the Winter Overnight Parking Regulations as outlined in this report;
2. Amendments to the Traffic and Parking By-law (By-law No. 2003-530, as amended) to expand the authority of the General Manager of the Public Works Department with respect to identifying when overnight winter parking prohibitions are necessary, as detailed in Document 1, to take effect November 15, 2015;
3. The reduction of the overnight parking rate to \$0 to allow for free parking in City-owned parking garages for time periods in which an overnight winter parking ban has been implemented under the Traffic and Parking By-law, as described in this report; and
4. Amendments to the fee structure for on-street parking permits, in accordance with the City of Ottawa On-Street Parking Permit Policy, effective upon approval of this report, and as outlined within the report.

RECOMMANDATIONS DU COMITÉ

Que le Conseil approuve :

1. les modifications à la réglementation sur le stationnement de nuit en hiver indiquées dans le présent rapport;
2. les modifications au *Règlement sur la circulation et le stationnement* (n° 2003-530, tel que modifié) afin d'accroître les pouvoirs du directeur général du Service des travaux publics pour lui permettre de déterminer dans quels cas il est nécessaire d'interdire le stationnement de nuit en hiver, comme le précise le Document 1, et ce, à compter du 15 novembre 2015;
3. l'annulation des tarifs de stationnement de nuit pour permettre aux résidents de se garer gratuitement dans les garages de stationnement municipaux lorsqu'une interdiction de stationnement de nuit en hiver est en vigueur en vertu du *Règlement sur la circulation et le stationnement*, comme le précise le présent rapport;
4. les modifications à la grille tarifaire des permis de stationnement sur rue décrites dans le présent rapport, conformément à la Politique d'octroi des permis de stationnement sur rue de la Ville, modifications qui entreront en vigueur dès l'approbation du rapport.

DOCUMENTATION / DOCUMENTATION

1. Acting Deputy City Manager's report, City Operations, dated 30 September 2015 (ACS2015-COS-PWS-0031)
Rapport de la Directrice municipale adjointe par intérim, Opérations municipales, daté le 30 septembre 2015 (ACS2015-COS-PWS-0031)
2. Extract of Draft Minute, Transportation Committee, 07 October 2015.
Extrait de l'ébauche du procès-verbal, Comité des transports, le 07 October 2015.

**Report to
Rapport au:**

**Transportation Committee
Comité des transports
7 October 2015 / 7 octobre 2015**

**and Council
et au Conseil
14 October 2015 / 14 octobre 2015**

**Submitted on September 30, 2015
Soumis le 30 septembre 2015**

**Submitted by
Soumis par:
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interim, City Operations / Opérations municipales**

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Ward: CITY WIDE / À L'ÉCHELLE DE LA VILLE File Number: ACS2015-COS-PWS-0031

SUBJECT: Winter Overnight Parking Regulations

OBJET: Règlement sur le stationnement de nuit en hiver

REPORT RECOMMENDATIONS

That the Transportation Committee recommend Council approve:

- 1. Amendments to the Winter Overnight Parking Regulations as outlined in this report;**
- 2. Amendments to the Traffic and Parking By-law (By-law No. 2003-530, as amended) to expand the authority of the General Manager of the Public Works Department with respect to identifying when overnight winter parking prohibitions are necessary, as detailed in Document 1, to take effect November 15, 2015;**
- 3. The reduction of the overnight parking rate to \$0 to allow for free parking in City-owned parking garages for time periods in which an overnight winter parking ban has been implemented under the Traffic and Parking By-law, as described in this report; and**
- 4. Amendments to the fee structure for on-street parking permits, in accordance with the City of Ottawa On-Street Parking Permit Policy, effective upon approval of this report, and as outlined within the report.**

RECOMMANDATIONS DU RAPPORT

Que le Comité des transports recommande au Conseil d'approuver :

- 1. les modifications à la réglementation sur le stationnement de nuit en hiver indiquées dans le présent rapport;**
- 2. les modifications au *Règlement sur la circulation et le stationnement* (n° 2003-530, tel que modifié) afin d'accroître les pouvoirs du directeur général du Service des travaux publics pour lui permettre de déterminer dans quels cas il est nécessaire d'interdire le stationnement de nuit en hiver, comme le précise le Document 1, et ce, à compter du 15 novembre 2015;**
- 3. l'annulation des tarifs de stationnement de nuit pour permettre aux résidents de se garer gratuitement dans les garages de stationnement municipaux lorsqu'une interdiction de stationnement de nuit en hiver est**

en vigueur en vertu du *Règlement sur la circulation et le stationnement*,
comme le précise le présent rapport;

4. les modifications à la grille tarifaire des permis de stationnement sur rue décrites dans le présent rapport, conformément à la Politique d'octroi des permis de stationnement sur rue de la Ville, modifications qui entreront en vigueur dès l'approbation du rapport.

EXECUTIVE SUMMARY

Background

On-street parking during winter storm events has proven to be a long-standing challenge for both the City, and residents in areas that utilize on-street parking as a primary option for parking their vehicles. In an effort to balance the competing priorities of winter maintenance and accommodating the needs of residents, the City of Ottawa established its current criteria for the Winter Overnight Parking Regulations as part of the "Harmonization of Parking Enforcement Levels of Service Standards" report ([ACS2002-TUP-TRF-0029](#)) presented to Council on November 11, 2002. These Regulations are currently contained in the Traffic and Parking By-law (By-law No. 2003 – 530, as amended) with the primary objective of ensuring the proper use and movement of vehicles on the highway by allowing regular highway maintenance and facilitating snow clearing during and after winter storm events.

Given the on-going goal to improve service delivery through feedback received from both the general public and Public Works staff, it was determined that there was a need to review the existing winter overnight parking regulations through the solicitation of feedback via consultation session and the examination of best practices from other municipalities. In addition to conducting three consultation sessions with many local stakeholders, staff researched 16 major cities in Canada and the United States to learn about their winter overnight parking by-laws and programs. The Public Works Department considered all feedback and best practices identified during this review in the preparation of the recommendations of this report.

The proposed enhancements requiring approval as part of the recommendations of this report include:

- Enhanced Communications
- On-Street Parking Permit Fee Changes
- Off-Street Parking in City-Owned Garages during a Ban
- Amendments to the delegated authority of the General Manager of the Public Works Department under the Traffic and Parking By-law and the Delegated Authority By-law.

Other related initiatives being proposed include:

- Restrict Parking in New Subdivisions
- Increase the Fine for Parking On-Street during a Winter Overnight Parking Ban
- Towing of Cars Parked On-Street during a Ban
- Other Off-Street Parking and Transit Options during a Ban

The proposed revisions to the fee schedule for parking permits are not expected to result in any significant changes to on-street parking permit revenue. However, the opportunity for residents to park overnight for free at City-owned garages is expected to have a financial impact of approximately \$3,113 to \$3,650 per winter, based on 6-7 parking bans per winter with free exit between 1:00 a.m. and 7:00 a.m. at all City-owned parking facilities.

Public Consultation / Input

Three public consultation sessions were held at the Overbrook Community Centre, the Rob Kolbus Centre, and the Glen Cairn Community Centre during the months of May and June 2015.

In total, 81 participants provided input as part of the consultation process.

Approximately 18 participants attended the public engagement sessions, 60 participants provided written submissions, and 3 participants provided verbal comments directly to staff.

Internal and external stakeholders were also included in the public engagement process. Meetings were held with the Accessibility Advisory Committee, Ottawa Council

of Business Improvement Areas (OCoBIA), Planning and Growth Management Department, Public Works Department (Roads Services; Parking Services; Traffic Services, Parks Buildings and Grounds Services), OC Transpo, By-law and Regulatory Services, Legal Services, Accessibility Office, Economic Development, Corporate Communications, and City Councillors.

In general, there appeared to be an understanding amongst most respondents that winter overnight parking bans continue to require attention from the Public Works Department.

There was extensive support for the enhancements outlined within this report. Where operationally and fiscally possible, recommendations received from the public and stakeholders have been incorporated.

BACKGROUND

Understanding that many of the City's residents, business and visitors rely on on-street parking on a regular basis, the Public Works Department strives to ensure there are ample options for parking on City streets during winter months while ensuring proper winter roadway maintenance. In order to balance the two, winter overnight parking regulations have been in place since before amalgamation in all Ottawa area municipalities.

After amalgamation, the City of Ottawa established its current criteria for the Winter Overnight Parking Regulations as part of the "Harmonization of Parking Enforcement Levels of Service Standards" report ([ACS2002-TUP-TRF-0029](#)) presented to Council on November 11, 2002.

The objective of the regulations is to ensure the proper use and movement of vehicles on the highway by allowing regular highway maintenance and facilitating snow clearing. Outlined within the Traffic and Parking by-law (By-law 2003-350, as amended), winter overnight parking restrictions, often referred to as winter overnight parking bans, prohibit parking on city streets between 1:00 am and 7:00 am from November 15 to April 1, inclusive, when an accumulation of 7 cm or more of snow is forecasted in the Ottawa area. This restriction includes any forecast for a range of snow accumulation of 7 cm or more (for example, 5 to 10 cm).

As per Council approval of the “On-Street Parking Permit Policy” report ([ACS2007-PWS-TRF-0002](#)), only those residents that hold on-street parking permits are exempt from this parking restriction. All vehicles without a permit can be ticketed, fined and/or towed if found to be parking in contravention of the winter overnight parking regulations, regardless of whether the street is plowed or the forecasted amount of snow does not fall. Enforcement of winter overnight parking restrictions continues each evening the ban is in place until snow clearing is completed and the City issues an announcement indicating that the overnight parking restriction has been lifted.

Winter overnight parking restrictions are currently announced to the public through:

- General awareness at the beginning of the winter season, including print ads, radio ads, a public service announcement, information on the City’s website (ottawa.ca/winterparking); and,
- Announcements that an overnight parking ban is in effect or lifted, which are distributed via e-Alerts to registered recipients, as well as Twitter, an advisory to local media, online in the City's newsroom, via the “Flag” on the main page of ottawa.ca, and by email to the Mayor, Members of Council and staff.

Staff researched 16 major cities in Canada and the United States to learn of their winter overnight parking by-laws and programs. While best practices varied between municipalities depending on population, intensification in certain areas of the city, and average weather conditions, it was determined that many major municipalities have similar best practices to those implemented by the City of Ottawa. Nonetheless, the Public Works Department considered all identified best practices when preparing the recommendations for this report.

In addition, staff undertook extensive consultation with key internal and external stakeholders, including the Accessibility Advisory Committee, Ottawa Council of Business Improvement Areas (OCoBIA), Planning and Growth Management Department, Public Works Department, OC Transpo, By-law and Regulatory Services, Legal Services, Accessibility Office, Economic Development, Corporate Communications and City Councillors. Three public consultation sessions were held at the Overbrook Community Centre, the Rob Kolbus Centre, and the Glen Cairn Community Centre during the months of May and June 2015. In total, 81 residents provided input into the review.

DISCUSSION

The goal of the Winter Overnight Parking Regulations review was to enhance the current regulations, increase public compliance with these regulations, and improve the winter maintenance of city roads by incorporating best practices from other municipalities and consulting with key internal and external stakeholders. The proposed enhancements detailed below are expected to minimize financial and operational impacts to the City. This will be attained by reducing the number of parked cars on the street during winter overnight parking bans, thereby reducing the requirement for a street to be plowed multiple times after an event, as well as by recuperating some of the additional costs for snow clearing and removal in permit parking zones.

The proposed enhancements will also ensure compliance with the Council approved Maintenance Quality Standards and minimize impacts to the public and businesses, as further described below.

During the consultation process, key stakeholders indicated that enhancements to the implementation of the regulations should include the following:

- Enhanced Communications
- On-Street Parking Permit Fee Changes
- Off-Street Parking in City-Owned Garages during a Ban
- Amendments to the delegated authority of the General Manager of the Public Works Department under the Traffic and Parking By-law.

Enhanced Communications/Implementation

During the public consultations completed for this review, it was acknowledged that the current notification and communication processes of winter overnight parking bans are comprehensive and well implemented. The Public Works Department and Corporate Communications will continue to monitor the effectiveness of these communications, and adjust as necessary. Targeted communications will be required to support the implementation of the items listed below. A detailed plan will be developed with support from Corporate Communications.

On-Street Parking Permit Fee Changes

Through consultation with internal stakeholders, it was determined that there is an increase in the purchase of on-street parking permits by approximately 20% during the winter months in comparison with the summer months. In the winter months, these permits allow vehicles to be parked on the street during a winter overnight parking ban, while during the spring, summer, and fall months, fewer individuals require these permits due to the absence of overnight parking bans and ample parking availability in their areas. In light of this fact, it was recommended that the monthly on-street parking permit fees be separated into two categories (summer and winter) with the goal of having the increased costs for winter maintenance operations due to on-street parking covered solely by the winter parking permit fees, as opposed to the current practice of averaging these costs over the entire 12 month period. The approach of separating permits fees into these two distinct categories will ensure that the winter permit fees offset the additional winter maintenance costs as a result of on-street parking, while individuals requiring a permit for the non-winter months only will not be burdened with paying for services they do not benefit from. Despite this proposed change in permit fee structure, the cost for an annual permit would remain unchanged.

Based on the program delivery costs identified in the current Council approved Policy, the proposed revised fee schedule will be effective upon approval of this report by Council as follows:

- Summer Monthly Fee (April – November): \$30, plus HST
- Winter Monthly Fee (December – March): \$140, plus HST
- Annual Permit (January – December): \$648, plus HST

Targeted communications will be required to support this change, and will focus on use of social media.

Off-Street Parking in City-Owned Parking Garages

The Public Works Department is proposing the opportunity for residents to park overnight for free at City-owned parking garages when there is a winter overnight parking ban in effect. The purpose of this recommendation is to ensure that residents who park on the street and who are affected by the ban have an easily accessible and practical place to park while the ban is in effect. It is believed that providing residents

with an easily accessible and free location to park during these bans will serve as a mutually beneficial arrangement between the City and its residents, as well as significantly increase compliance with the parking restrictions.

The list of locations where this proposed change would be in effect can be found in Table 1. At parking garages that are not gate-controlled (“Non-Gated”), free overnight parking is already provided during overnight hours. In the case of those that are gate-controlled (“Gated”), there will be a free exit period where the exit gates will be lifted which will come into effect after the end of the parking ban.

The financial impact of this proposed recommendation is approximately \$3,113 to \$3,650 per winter, based on 6 to 7 parking bans per winter with free exit between 1:00am and 7:00am at all City-owned parking facilities.

Table 1: List of City Lots

Lot	Name	Gated / Non-Gated
Lot 3	Gloucester	Non-Gated
Lot 4	ByWard	Gated
Lot 5	Dalhousie	Gated
Lot 6	City Hall	Gated
Lot 8	Glebe	Non-Gated

It is therefore recommended that Council approve a reduction to \$0 for the parking rates in the City-owned off-street parking garages noted above during the time period in which a winter overnight parking ban has been triggered under the Traffic and Parking By-law, as recommended above.

Amendments to the Traffic and Parking By-law – Triggering of Overnight Parking Ban

Staff are recommending amendments to the Traffic and Parking By-law in order to provide greater flexibility to the General Manager of Public Works to trigger the

implementation of a winter overnight parking ban in certain circumstances in order to better achieve the goals and benefits of implementing the ban, as noted below.

There are occasionally circumstances outside of the current By-law criteria that may warrant the implementation of a winter overnight parking ban for public safety and operational reasons. Examples of such circumstances include, but are not limited to: a large storm that occurs before November 15 or after April 1, a storm that delivers more snow than expected, a storm that requires roads to be clear of parked cars before 1:00 am or after 7:00 am, a freezing rain or flash freeze event that does not meet the centimeter threshold in the By-law, or other similar extreme weather events that would require parked vehicles to be off the street to facilitate winter road maintenance.

Conversely, there are also circumstances under which the current By-law criteria might require that a winter overnight parking ban be put into effect, but where no benefit to winter maintenance operations would be derived, and the implementation of a ban would only pose an inconvenience to residents. Examples of such circumstances include, but are not limited to, times when the predicted storm by-passes the Ottawa region, the actual snow accumulation does not exceed the prescribed centimetre threshold, or the entire duration of the storm occurs over the course of the day resulting in no need for night-time plowing.

Document 1 – *By-law Drafting Instructions* outlines proposed amendments to the Traffic and Parking By-law (2003-530) that will provide delegated authority to the General Manager of the Public Works Department to exercise some discretion with respect to the implementation of the winter overnight parking restrictions under circumstances similar to those explained above. This flexibility would permit the General Manager to trigger the overnight parking ban during a different time of the day, or outside of the period from November 15 to April 1 that is currently prescribed within the By-law. This would only apply to extenuating circumstances, such as a major ice storm or large snow storm. The General Manager would also have the flexibility to implement the parking ban in circumstances other than a forecasted snow accumulation of 7 centimetres or more, where it is deemed necessary to facilitate snow and ice removal, highway maintenance or to ensure the proper movement of traffic. The General Manager would also have the flexibility to not implement an overnight parking ban where it was deemed to be unnecessary for the reasons noted above in this report. The General Manager would exercise delegated authority as recommended in this report only after a careful

review of a report from the Environment Canada Atmospheric Environment Service or the City's Weather Service Provider, and after a detailed discussion with the Meteorologist. Furthermore, with the City averaging only 5 to 7 winter overnight parking bans per winter, it should be noted that there is not expected to be a substantial increase in the number of parking bans issued under this new delegated authority. During times when this delegated authority is exercised, additional public communications will be provided. The Public Works Department and Corporate Communications will develop a protocol for increased public communications in these situations.

By-law and Regulatory Services will issue warnings to motorists who do not comply with parking restrictions implemented under the new delegated authority during the winter of 2015/2016, if approved by Council. Fines will be issued the following winter season effective November 15, 2016. In support of these By-law amendments, staff will implement public awareness initiatives during the first year of implementation (winter of 2015/2016) using the standardized public awareness initiatives for by-law changes. This low-cost approach includes, but is not limited to, Public Service Announcements, tweets, information on the Ottawa.ca homepage, and the 311 Interactive Voice Response (IVR) feed.

Other Related Initiatives – For Information

Several other proposed changes and initiatives were identified by key internal and external stakeholders as part of the consultation process, but do not relate specifically to the formal recommendations of this report. These changes and initiatives include:

- Restrict Parking in New Subdivisions
- Increase the Fine for Parking On-Street during a Winter Overnight Parking Ban
- Towing of Cars Parked On-Street during a Ban
- Other Off-Street Parking and Transit Options during a Ban

Approach to Parking in New Subdivisions

Where narrower road widths are proposed in new subdivisions, this can lead to a conflict between on-street parking and winter road maintenance. In suburban situations,

the new best practices under the [Building Better and Smarter Suburbs \(BBSS\) Project](#) will provide for a more logistically functional approach to on-street parking within the framework of denser suburbs that should be considered as fully urban. Signage to restrict parking to one side of the street in dense neighbourhoods could be considered at the time of initial development under the new BBSS Project. The Planning and Growth Management Department will consult with the Public Works Department on draft plans of subdivisions to determine where this will be applicable.

Increased Fine for Parking On-Street during a Winter Overnight Parking Ban

A vehicle parked on the street without a permit during a winter overnight parking ban is subject to a fine pursuant to the prohibitions contained in the Traffic and Parking By-law. During the 2014/2015 winter season, 12,025 fines were issued for vehicles parked on the street in contravention of a winter overnight parking ban. Prior to the official consultations held as part of this review, many key stakeholders indicated that they felt the fine amount for parking on the street during a ban, as well as for other various infractions, was ineffective in deterring many individuals from violating the prohibitions contained in the By-law. In the spring of 2015, staff applied to the Province of Ontario for increases to various parking related fines contained in the By-law, including the fine for parking on-street when a winter overnight parking ban is in effect. The new fines of \$75 (early) and \$95 were approved and took effect on June 11, 2015, and are a marginal increase from the previous fines of \$65 (early) and \$85, respectively.

Towing of Cars Parked On-Street during a Ban

Vehicles can be ticketed and towed if they are parked in contravention of the winter parking regulations in the Traffic and Parking By-law. Typically, tickets are issued for vehicles without a permit that are parked on-street during a ban. Towing, on the other hand, is typically initiated when parked vehicles block the access for snow plows. It was suggested during the consultation process that towing vehicles, as opposed to ticketing vehicles, is a more effective deterrent for individuals violating the parking prohibitions when a ban is in effect. That being the case, staff will consider towing vehicles more frequently in areas where parked cars continue to be an issue during winter storm events. It should be noted that vehicles that are towed automatically receive a fine.

Other Off-Street Parking and Transit Options during a Ban

There are a variety of off-street parking options available to residents during a winter parking ban, such as covered City-owned parking lots, private lots, or private property. The City encourages residents to plan ahead and have an alternative parking location available in advance of major storm events. Many paid parking lots have free or discounted rates during the evening hours. Residents are encouraged to seek approval from the owner or manager of the parking lot to ensure that overnight parking is permitted.

The City does not encourage residents to park at City-owned community or recreational centres, Park and Ride facilities or City administrative facilities with surface lots during an overnight parking ban, as this will interfere with the City's ability to clear the snow in time for start of business the next day.

RURAL IMPLICATIONS

This report has city-wide implications.

CONSULTATION

Extensive consultation was completed with key internal and external stakeholders, as well as the community. The results of the consultation are contained in Document 2 and described in this report.

The following stakeholders were invited to participate in consultation sessions and/or provide input during the development of this report:

- Internal Stakeholders: Planning and Growth Management, Public Works (Roads Services; Parking Services; Traffic Services; Parks Buildings and Grounds Services), OC Transpo, By-law and Regulatory Services, Legal Services, Accessibility Office, Economic Development and Innovation, Corporate Communications and Ward Councillors.
- Accessibility Advisory Committee
- Ottawa Council of Business Improvement Areas (OCoBIA)
- Parking Stakeholder Consultation Group

Residents were engaged early in the process to determine their experience with the current process and to solicit ideas for enhancements. Advertisements were placed in both English and French newspapers the week prior to the open houses. The ads invited residents to attend the public meetings, provide written comments or call to speak to staff on or before June 30, 2015. Three public consultation sessions were held on May 27, 2015 (Overbrook Community Centre); May 28, 2015 (Ron Kolbus Centre) and June 15, 2015 (Glen Cairn Community Centre). The consultation sessions were also promoted via a weekend article, website, e-Alert and social media.

A total of 81 residents provided input into the review (18 participants attended the public engagement sessions, 60 residents provided written submissions and 3 residents provided input via phone).

COMMENTS BY THE WARD COUNCILLOR(S)

This is a city-wide report.

ADVISORY COMMITTEE(S) COMMENTS

The Accessibility Advisory Committee was consulted during the review of the Winter Overnight Parking regulations. Their comments are incorporated into Document 2.

LEGAL IMPLICATIONS

There are no legal impediments to implementing the recommendations as outlined in this report.

RISK MANAGEMENT IMPLICATIONS

There are no risks associated with the report recommendations.

FINANCIAL IMPLICATIONS

There are no overall financial implications associated with the recommendations of this report. The minimal revenue loss as a result of free parking at City owned garages are offset with expected savings resulting from an increase in public compliance and a reduction of parked cars on streets, thereby reducing the requirement for a street to be plowed multiple times after an event.

ACCESSIBILITY IMPACTS

There are no accessibility concerns associated with the recommendations of this report.

TERM OF COUNCIL PRIORITIES

The recommendations of this report align to the 2015-2018 City Strategic Priority – Transportation and Mobility, specifically Strategic Objective TM4 – Improve Safety for All Road Users. The recommendations of this report also align to the 2015-2018 City Strategic Priority – Residents, specifically Strategic Objective C1 – Contribute to the Improvement of my Quality of Life.

SUPPORTING DOCUMENTATION

Document 1: By-law Drafting Instructions

Document 2: Summary of Results – Public Engagement

DISPOSITION

The Public Works Department will implement the recommendations as approved by Council.

Corporate Communications will develop communications strategies related to winter overnight parking.

Legal Services, in consultation with By-law and Regulatory Services, will process the by-law amendments to Council for enactment.

By-law and Regulatory Services, in consultation with Public Works, will implement the by-law as approved by Council.